

Wilderness Characteristics Evaluation – Juniper Mountain Proposed WSA

Introduction

In April 2005, the Oregon Natural Desert Association (ONDA) provided the Bureau of Land Management (BLM) with an inventory report containing numerous proposed wilderness areas. In this evaluation, the BLM has documented its review of this information to determine if:

- 1) wilderness characteristics are present in the area, and
- 2) the BLM needs to update existing information or datasets that relate to the individual wilderness characteristics of roadlessness, naturalness, outstanding opportunities for solitude or outstanding opportunities for primitive and unconfined recreation.

The *Land Use Planning Handbook H-1601-1* (BLM 2005) describes the current policy on how the BLM is to address new citizen wilderness inventory information and provides some criteria to use when reviewing new information.

Evaluation of Citizen Input Regarding Wilderness Characteristics

1. Source Information:

Date of Submission: April 2005

Proponent: ONDA

Name of Proposal and/or Area Identified by the Proponent: Juniper Mountain Proposed WSA

BLM District(s) and Field Office(s) Affected: Lakeview District/Lakeview Resource Area

2. Does the submission include:

- a) Map which identifies the specific boundaries of the area in question? Yes X No ____
- b) Narrative that describes the presence or absence of wilderness characteristics of the area?
Yes X No ____
- c) Photographic documentation? Yes X No ____

3. Verify and describe unit boundaries including presence or absence of roads², and state acreage of each unit:

ONDA has identified about 67,948 acres of BLM-administered lands in eastern Lake and western Harney Counties which they feel contain wilderness character and have proposed to be designated as a wilderness study area (WSA). They refer to the area as the Juniper Mountain Proposed WSA (Map 1; refer to map on page 126, ONDA 2005). The proposed boundaries are identified as U.S. Highway 395, natural topography, and private parcel boundaries on the west; County Road 3-10 (Hogback Road) and BLM Road 7135-0-00 on the southwest; BLM Road 6165-0-00 (Corn Lake Road) on the southeast; and BLM Road 6185-0-00 on the north and northeast.

During their inventory effort, ONDA identified all routes inside the proposed WSA boundary as meeting the former inventory definition of a “way” (refer to map on page 126, ONDA 2005). The proposed WSA encompasses four smaller inventory units that were previously evaluated and found to be bounded by roads in 1980 (BLM 1980), as well as, an unnumbered area previously determined to be too small to qualify for further study. The relationship between the Juniper Mountain Proposed WSA boundary and

the four smaller inventory unit boundaries is shown on Map 2.

The BLM reviewed this new inventory information and compared it with the previous inventory information contained in the BLM's wilderness inventory files, previously published inventory findings (BLM 1979, 1980), current geographic information system (GIS) datasets, and information from additional field visits conducted in 2005 and 2006 (after receipt of ONDA's inventory).

At the beginning of this evaluation process, the BLM examined its existing ground transportation (GTRN) and facility asset management system (FAMS) databases. Next, the BLM updated these road-related databases by using GIS technology to view recent digital orthophoto quads (DOQs) for the area, completing heads-up digitizing of new routes from these DOQs, and then field-checking all existing and new routes. Road attribute information was recorded on field maps. Some new road location and attribute information was also collected using survey-grade global positioning system (GPS) technology. The BLM updated its road databases based on the information collected from the field work. Separate metadata has been prepared documenting this update process.

To determine if a given route met the wilderness inventory definition of a road² the BLM queried its updated road database for all roads that are part of the BLM's official transportation plan and have an assigned maintenance level of 2 or higher. (Those roads that are part the transportation plan have been assigned a BLM Road number in these road-related databases). These roads were considered initially as potential unit boundaries. BLM staff then used the information gathered during the field visits to determine if there was evidence on the ground of a given boundary road having been improved or maintained at some point in time by mechanical means. (The types of evidence indicating mechanical improvement or maintenance included such things as: obvious blading of the natural surface including sidecast material, imported gravel surface, presence of drainage ditches, presence of culverts, presence of cattle guards, and presence of road or other types of signage),

In some cases, there currently were no obvious indicators on the ground or existing records of recent mechanical improvement or maintenance. In these instances, the BLM relied upon the route determinations made by the BLM wilderness specialist during the 1980 inventory effort and assumed that if a route was determined to be a road in 1980, some verifiable evidence of mechanical improvement/maintenance was present at that point in time. The BLM also addressed whether or not a given route was considered to be a County Road by one of the two local counties. The BLM considered the main purpose(s) for each route and whether it would likely perform maintenance on the route in the future, if the need arose. Finally, the BLM addressed the issue of whether or not a given route currently allowed "regular or continuous use"². Road inventory photo documentation provided as part of ONDA's inventory (2005) is included as Appendix A.

Based on all of the available information, the BLM concludes that:

- 1) Federal Highway 395, County Road 3-10, and BLM Roads 6165-0-00 and 6185-0-00 meet the wilderness inventory definition of a road² and continue to serve as inventory unit boundaries, as they did in 1980.
- 2) The internal routes known as BLM Roads 6165-0-B, 6165-0-1C, 6185-0-2A, 7155-0-00, 7155-0-1, 7155-0-1A, 7155-0-1C also meet the wilderness inventory definition of a road² and continue to serve as inventory unit boundaries, as they did in 1980.

The reasoning for these individual road determinations is summarized in Table 1. For this reason, evaluating the Juniper Mountain Proposed WSA as a single, large roadless area, as ONDA has done, was not deemed appropriate. Therefore, the remainder of this evaluation focuses on documenting the presence or absence of wilderness characteristics within the four former individual wilderness inventory units (which are still bounded by roads) by comparing current conditions with conditions documented during

the 1980 inventory.

Summary of BLM Wilderness Inventory Findings on Record

1. Is there existing wilderness inventory information on all or part of this area?

Yes No

- a) Inventory Source: Wilderness Inventory, Oregon and Washington. Final Intensive Inventory Decisions (BLM 1980).
- b) Inventory Unit Name/Numbers: Grays Butte (1-71), Juniper Mountain (1-72), Eagle Butte (1-85), and Natural Corral Draw (1-86)
- c) Map Name(s)/Number(s): Oregon Intensive Wilderness Inventory Final Decisions, November 1980
- d) BLM District(s)/Field Office(s): Lakeview District/Lakeview Resource Area

2. BLM Inventory Findings on Record

Refer to pages 57-65 in *Wilderness Inventory Oregon and Washington* (BLM 1980) for a detailed discussion of the previous inventory findings. These findings are summarized in Table 2. The following section includes a summary of findings from the 1980 inventory along with an evaluation of current conditions.

Evaluation of Current Conditions

Instructions: Review the BLM wilderness inventory findings on file regarding the presence or absence of individual wilderness characteristics, and consider relevant information regarding current conditions available in the office (interdisciplinary team knowledge, aerial photographs, field observations, maps, etc.) Conduct field reviews if necessary to verify information. Determine if the previous inventory findings remain valid for each individual wilderness characteristic, or if conditions have changed enough to warrant a new finding. Explain the basis for each conclusion and any changes in wilderness characteristics from the previous information on file (use additional space as necessary). If there is no existing wilderness inventory information available, establish an inventory unit boundary encompassing the area under review.

1. Unit Name/number: Grays Butte (1-71)

Describe the boundaries¹ of the unit (roads², property lines, etc.) and state its acreage: This unit, as described in 1980, encompassed approximately 25,040 acres, including about 250 acres of private and state lands. The current acreage estimate for this unit, based on GIS data, is about 24,937 acres excluding the private and state lands. The unit is bounded by U.S. Highway 395, BLM Road 7135-0-00, and a private parcel boundary on the west; County Road 3-10 on the southwest; BLM Road 6165-0-00 on the southeast; BLM Road 7155-0-1 on the southeast and east; BLM Road 7155-0-1A on the east; BLM Road 6185-0-00 on the north and northeast. The western boundary proposed by ONDA excludes these private/state lands along with about 1,900 acres of additional BLM lands adjacent to Highway 395 that are relatively disturbed by human activity (Map 2).

2. Is the unit of sufficient size³? Yes No

3. Is the unit in a natural condition⁴? Yes No Partially

Description/comment: The previous inventory report described this unit as long and narrow, running along the northern end of Abert Rim. The eastern half of the unit above the rim was described as a sagebrush flat about 0.5 to 1.0 mile in width. This portion was generally in a natural condition, with the exception of six small, constructed reservoirs. The western half below the rim was described as a flat dominated by a non-native crested wheatgrass seeding, a cattle camp (on private land), heavily affected by the works of man, and therefore, did not meet the naturalness criteria (BLM 1980).

The BLM's review of current data related to natural conditions (vegetation, roads, fences, pipelines, and water developments) found that some conditions in the unit have changed since 1980. Though the current vegetation is similar to that described in 1980, there is a crested wheatgrass seeding along the west central border of the unit (Map 2). In addition, the unit currently contains 0.1 miles of road and 14.0 miles of unmaintained routes (Table 3), many of which provide access to water developments (Map 2). The unit contains an estimated 18.9 miles of fence, 2.4 miles of pipelines, 1.7 miles of electric utility lines, 21 livestock water developments, and 6 wildlife guzzlers (Table 3, Map 2, and Appendices A and B). In addition, a gravel pit is located just inside the northwestern boundary of the unit adjacent to Highway 395.

If the western boundary of the unit was modified as proposed in ONDA's wilderness inventory, the existing man-made disturbances associated with the private and state lands, the grave pit, crested wheatgrass seeding, pipelines, utility corridor, about a mile of fence, about a mile of unmaintained routes, 7 livestock water developments, and 1 wildlife guzzler would be removed from the unit boundary and would no longer have a negative effect on the naturalness of the rest of the unit. However, man-made disturbances associated with the remaining 17.9 miles of fence, 0.1 miles of road, 13 miles of unmaintained routes, 14 livestock water developments, and 5 wildlife guzzlers are still present within this modified boundary (Map 2). Most of these disturbances are substantially noticeable within close distances (up to a quarter mile), and less noticeable from farther distances.

Approximately 12,575 contiguous acres (50%) of the unit is free of man-made developments (Map 3) and is still in a generally natural condition where the imprints of man are devoid or substantially unnoticeable.

4. Does the unit have outstanding⁸ opportunities for solitude⁵? Yes No

Description/comment: The 1980 Inventory Report found that the western half of the unit below the rim did not offer a reasonable or outstanding opportunity for solitude due to the presence of Highway 395 and extensive developments along the western section of the unit (BLM 1980). Above the rim, the eastern half of the unit was described as flat and narrow in shape which precluded the potential for avoidance of others in the unit (BLM 1980).

The unit can be divided in half by the extension of Abert Rim that runs in a north-south direction through the middle of the unit and forms a significant natural topographic break. Modifying the western boundary of the unit, as proposed by ONDA, would remove some of the existing man-made developments, but would not completely eliminate the negative effect of Highway 395 and the traffic associated with that main travel corridor on solitude characteristics in the western portion of the unit below Abert Rim. The eastern half of the unit, above Abert Rim, is still relatively flat, lacking in tall vegetative screening, and of a long, narrow configuration. If one were standing along the western boundary of the unit and looking to the east, it would be possible to see others in the western half of the unit, below Abert Rim. However, Abert Rim would screen out people in the eastern half of the unit. If one were standing along the top of Abert Rim it is possible to see across most of the unit (in either an east or west facing direction) from any given observation point. If one were standing along the eastern boundary (BLM Roads 7155-0-1 and

7155-0-1A) it is possible to observe others in the eastern half of the unit, but people in the western half of the unit (below Abert Rim) would be screened from view. Since the unit is about 18.5 miles in length, it may be possible to avoid others when looking strictly in a north or south direction. The topographic screening provided by Abert Rim is shown in Maps 5-7 (these three-dimensional views were created by draping black and white, 10-meter resolution SPOT imagery over the top of 30-meter resolution elevation data) and in the fly-through three-dimensional analysis stored in the wilderness evaluation file (created using GIS technology and digital datasets). The ability to avoid the presence of others in the unit varies depending largely upon where the observer is standing and the direction one is looking or traveling.

Outside of travelers along Highway 395, the most common visitors to the unit include livestock permittees, BLM staff administering or monitoring allotments in the area, and hunters. Current visitation levels in the unit, away from Highway 395, are considered low. However, the continued presence of boundary roads, as described above, along with other existing internal roads and unmaintained routes (Tables 1 and 3) provides ready motorized access to much of the perimeter of the unit, increasing the potential for people to visit the area and disrupt the solitude experience. In a broader context, much of eastern Oregon offers large, contiguous blocks of BLM and other federally-administered public lands that are sparsely populated and provide wide-spread opportunities where one can avoid the sights, sounds, and evidence of other people.

The area lies almost entirely underneath airspace currently used by the military for low altitude tactical training and is known as the Juniper Low Altitude Military Operation Area (MOA). This MOA was established in the mid-1990's. Jet fighters frequently fly over the area at very low altitudes causing noticeable and/or loud noise intrusions into the surrounding area. Though this factor could be considered an "outside sight or sound" that, in and of itself, does not preclude the area from meeting the solitude criteria, it does have a very real effect on the opportunity for solitude in the area. Jet training activities are outside of the BLM's authority to regulate. When they occur it is impossible to avoid the sights and sounds of these human activities.

"Outstanding" is defined as: "standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸." In summary, the ability to avoid the presence of others in the unit is highly variable, as described above. Further, the solitude opportunities are similar to those available throughout BLM-administered lands in much of eastern Oregon. Therefore, the opportunities for solitude within this unit are not found to be outstanding.

5. Does the unit have outstanding opportunities⁸ for primitive and unconfined recreation⁶?

Yes No

Description/comment: The 1980 inventory found that this unit offered little more than hunting recreational potential. The cliffs in the area were not suitable for rock climbing. The narrow nature of the unit did not provide an unconfined area with recreational potential (BLM 1980).

Currently, the most highly visited developed site in the area is Highway Well Rest Area, located along the western border of the unit on Highway 395 (Map 2). This site provides restrooms, water, a picnic area, and interpretive displays of the surrounding BLM lands. The site is located outside of ONDA's proposed WSA boundary.

ONDA's inventory report (2005) identified wildlife observation, photography, exploration, sight-seeing, hiking, horse-back riding, and backpacking as potential recreation opportunities within the larger Juniper Mountain Proposed WSA. Currently, hunting and hiking/camping associated directly with hunting activities are the primary recreational uses known to actually occur within this unit. This use is tied directly to the motorized access provided by the existing road system. There is currently no developed

trail system (other than the existing road system) encouraging hiking, backpacking, or horse-back riding use in the unit. There is currently no data available indicating how much of these types of recreational use may actually occur in the unit. The unit may offer some potential for the other types of recreation opportunities that ONDA suggests. However, such use, to the extent it may actually occur, would be associated directly with the ability to access the area by motorized vehicle on the existing road system, and therefore, would not strictly meet the definition of a primitive or nonmotorized recreational opportunity⁶.

During development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM classified all of the public lands within the planning area into one of six recreation opportunity spectrum (ROS) classes (primitive, semiprimitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban). The ROS classification recognizes that the recreational resource base is not uniform across the planning area and varies in its potential to provide different types of recreational opportunities. These ROS classes are described and defined in more detail in Appendix M2 of the *Draft Lakeview RMP/EIS* (pages A-287 to A-288, BLM 2001b). Table M2-1 (page A-291, BLM 2001b) identifies and defines the criteria used in developing the ROS classification for the Lakeview planning area (remoteness, size, evidence of human use, social setting, and managerial setting).

Map R-3 of the *Lakeview RMP/ROD* (BLM 2003b) shows that most of this unit was placed in the semi-primitive, motorized ROS class. The western edge (Highway 395 corridor) was placed in the rural ROS class. The southern edge (County Road 3-10 and BLM Road 6165-0-00 corridors) were placed in the roaded natural ROS class. On the basis of the existing and potential recreational opportunities identified during the RMP/EIS analysis the unit was placed into ROS classes where motorized recreational use is allowed and expected. In contrast, those areas identified on Map R-3 in the semi-primitive, non-motorized ROS class are the areas that have a high potential for “outstanding opportunities for ... primitive and unconfined types of recreation where the use of the area is through non-motorized, non-mechanical means.”

Map R-7 of the *Lakeview RMP/ROD* (BLM 2003b) shows that the unit is open to off-highway vehicle (OHV) use. This demonstrates that motorized recreational use is not only allowed, but is expected to occur within the unit. Though there is no existing motorized recreational use data for this area, casual field observations by BLM staff have confirmed that people do use motorized vehicles in this area to access the surrounding lands for a variety of reasons including recreational use.

Recreation opportunities within the entire Lakeview Resource Area have also been addressed through the designation of extensive and special recreation management areas in the *Lakeview RMP/ROD* (BLM 2003b). An extensive recreation management area is defined as an area “where significant recreation opportunities and problems are limited and explicit recreation management is not required” (page 113, BLM 2003b). This inventory unit was included in an extensive recreation management area designation along with much of the rest of the lands within the Lakeview Resource Area (page 84 and Map R-9, BLM 2003b), further indicating the existing or potential recreation opportunities available in this area are not outstanding when compared with the rest of the public lands in the Lakeview Resource Area.

In describing how to determine if an area contained this characteristic, the 1978 Wilderness Inventory Handbook (page 13, BLM 1978) stated that “an inventory unit *must provide and be managed* to maintain an outstanding opportunity for an individual to experience... a nonmotorized and nondeveloped type of recreation”. In addition, “outstanding” is defined as: “standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸.” The opportunities for primitive or unconfined recreation within this unit are similar to those available throughout much of the Lakeview Resource Area. The analysis and recreation related classifications that resulted from the recent RMP process (described above) document that nonmotorized or nondeveloped recreation opportunities in the

unit are not outstanding. The unit does not offer any single outstanding recreational opportunity or an outstanding diversity of recreational opportunities⁶. Nothing in ONDA's (2005) inventory report represents new information related to existing recreation opportunities that were not previously considered during the RMP process or indicates that the recreation opportunities and classifications identified in the *Lakeview RMP/ROD* (BLM 2003b) are in some way out of date or in error. For these reasons, the recreational opportunities in this unit do not rank as outstanding.

6. Does the unit have supplemental values⁷? Yes No

The previous inventory (BLM 1980) noted the presence of bighorn sheep. ONDA's inventory (pages 124-125, 2005) notes the presence of wildlife values (bighorn sheep, sagegrouse, pygmy rabbit, burrowing owl, and peregrine falcon) in the larger proposal area. Map W-2 of the *Lakeview Proposed RMP/Final EIS* (BLM 2003a) shows bighorn sheep yearlong habitat covering most of this unit. Currently, the western half of the unit, below Abert Rim (excluding the crested wheatgrass seeding), is identified as potential sagegrouse habitat. The southeastern portion of the unit is identified as yearlong habitat. No sagegrouse leks occur in this unit. The rim portion of this unit is identified generically as raptor habitat, but no specific occurrences of peregrine falcon or burrowing owls are known from the area. In recent years, the BLM has conducted surveys of potential pygmy rabbit habitat in the general area. Their presence has been confirmed in small areas (totaling about 730 acres) along the south and east boundaries of the unit.

During the development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM considered the existing visual quality of all public lands in the planning area and placed these lands into 1 of 4 visual resource management (VRM) classes. Class I represents the highest scenic quality with the most protective management objectives. Class IV represents the lowest scenic quality with the least protective management objectives. Appendix M3 of the *Draft RMP/EIS* describes the management objectives for each class in more detail (page A-290, BLM 2001b). Map VRM-3 (BLM 2003b) shows that the most of the unit falls within VRM class IV, while a small portion falls in VRM class III, indicating the overall scenic quality is low. No new information has been provided by ONDA or other parties indicating that that this assessment of scenic quality in the unit is in error or need of update. The top of Abert Rim could offer observers scenic views of the lower reaches of the rim and public lands to the west. However, these views would include numerous human disturbances outside of the proposed WSA boundary including the Highway 395 corridor, broad expanses of non-native seedings west of the highway, utility lines, and a hazardous waste site.

In summary, the BLM concludes that only bighorn sheep, sagegrouse, and pygmy rabbit habitat supplemental values are present in this unit.

1. Unit Name/number: Juniper Mountain (1-72)

Describe the boundaries of the unit (roads, property lines, etc.) and state its acreage: The unit is bounded by BLM Road 7155-0-1A on the west; BLM Road 6185-0-00 on the north and northeast; BLM Road 7155-0-00 on the east. All of these BLM boundary roads are part of the Lakeview Resource Area's transportation plan, are still present on the ground, continue to meet the definition of a road, and are currently used to provide access the surrounding area. Current maintenance level objectives for these BLM roads are listed in Table 1.

The original unit was bounded completely by existing roads, as described above, but was also subdivided and evaluated as 3 smaller subunits based on additional roads existing at that time. For the purposes of this evaluation, the three former subunits will collectively be considered as one single unit, as the routes

dividing the subunits no longer appear to meet the definition of a road. The unit covered an estimated 11,760 acres, including about 80 acres of private lands. The current estimate of size, based on GIS data is 11,604 acres, and excludes the private land parcel located in the northern part of the unit (Map 2). About a quarter mile segment of BLM Road 7155-0-1AA extends into the unit. The remainder of this road was designated for closure in the *Lakeview RMP/ROD* (Map SMA-17, BLM 2003b). However, the closure has not yet been implemented on the ground. Since the current management direction calls for closing the road, all or part of this road could easily be removed from the boundary by implementing the closure or “cherry-stemming” the route.

2. Is the unit of sufficient size? Yes X No ____

3. Is the unit in a natural condition? Yes ____ No ____ Partially X

Description/comment: the previous inventory report focused the discussion of naturalness on one subunit (as the other 2 subunits did not meet the size or roadless criteria). The area was described as a large, juniper covered, cone-shaped mountain rising above a sagebrush plain. The subunit contained a large cattle camp, four miles of ways⁹, four constructed reservoirs, and a wildlife guzzler and, therefore, did not meet the naturalness criteria as it was dominated by the works of man and was not in a natural condition (BLM 1980).

The BLM’s review of current data related to natural conditions (vegetation, roads, fences, pipelines, and water developments) found that some conditions have changed since the 1980 inventory. The current vegetation on about two-thirds of the unit has not changed significantly since 1980. However, about 42 acres of crested wheatgrass seeding exists in the southeast portion of the unit (Map 2). In addition, in 2001, a lightning-caused wildfire burned across the northern third of the unit. Though the fire represents a natural disturbance that is expected in a natural system and can actually contribute to the ecological diversity of the surrounding area, it killed approximately 30-40% of the western juniper overstory on Juniper Mountain proper. Currently, much of the native understory in the burn area is recovering well naturally, though cheatgrass, a non-native annual grass, has expanded as a result of the wildfire.

About 6,335 acres of this unit immediately surrounding Juniper Mountain was designated as an Area of Critical Environmental Concern (ACEC) and Research Natural Area (RNA) (see Map 2) during the Lakeview RMP process (BLM 2003b). This designation recognized the “relevant and important” natural system/process values of a fully mature old growth juniper woodland in the High Desert Province, as well as providing a good example of an intact western juniper/big sagebrush/Idaho fescue plant community in the Basin and Range Ecosystem (Appendix I, BLM 2003a). The 2001 wildfire burned about 35% of the ACEC/RNA, killing much of the juniper overstory in this portion of the ACEC/RNA.

The unit currently contains about 0.6 miles of road and 18.0 miles of unmaintained routes (Table 3 and Appendix A), many of which provide access to water developments (Map 2). The unit contains an estimated 2.8 miles of fence (Table 3 and Map 2). The unit also contains 18 livestock water developments and 3 wildlife guzzlers (Table 3, Map 2, and Appendix B). Remnants of the cow camp are still visible along the west central boundary of the unit, though it is no longer actively used. Most of these disturbances or imprints of man are substantially noticeable within close distances (up to a quarter mile), and less noticeable from farther distances. These wide-spread man-made developments cumulatively have a negative effect on the naturalness of the unit as a whole.

However, once BLM Road 7155-0-1AA, extending up the west side of Juniper Mountain (Map 2), is closed (as specified in the *Lakeview RMP/ROD*) and has had a chance to revegetate, it is possible that as much as 5,388 contiguous acres (approximately 46%) of the unit (comprising much of Juniper Mountain proper) could be considered to be in a natural conditions where the imprints of man are substantially

unnoticeable (Map 3). The remainder of the unit does not meet the naturalness criteria due to the presence of wide-spread man-made developments as described above.

4. Does the unit have outstanding opportunities for solitude? Yes _____ No _____
Partially X

Description/comment: the previous inventory report concluded that the one subunit did not provide an outstanding opportunity for solitude because of the subunit's small size and exposure (lack of screening) (BLM 1980).

Considering the three former subunits collectively as a single, larger unit could increase the potential for solitude, as a larger area may provide for better screening than smaller, individual subunits. The topography of Juniper Mountain and the juniper tree cover (remaining after the wildfire) do provide natural screening on about 46% of the unit, making it possible to find places where one can avoid the presence of others. The vegetative and topographic screening in the unit is shown in Maps 4-7 (these three-dimensional views were created by draping black and white, 10-meter resolution SPOT imagery over the top of 30-meter resolution elevation data) and in the fly-through three-dimensional analysis stored in the wilderness evaluation file (created using GIS technology and digital datasets). This screening is mainly present in the same area where the naturalness criteria is present (Map 3). The southern third and northern quarter of the unit are flatter, lacking in tall vegetative screening, and are more difficult to find places where one can avoid the presence of others.

The most common visitors to the unit include livestock permittees, BLM staff administering or monitoring allotments in the area, and hunters. Current visitation levels in the unit are considered low. However, the continued presence of boundary roads, as described above, along with other existing internal roads and unmaintained routes (Tables 1 and 3) provides ready motorized access to much of the unit, increasing the potential for people to visit the area and disrupt the solitude experience of others. In a broader context, much of eastern Oregon offers large, contiguous blocks of BLM and other federally-administered public lands that are sparsely populated and provide wide-spread opportunities where one can avoid the sights, sounds, and evidence of other people.

The area lies almost entirely underneath airspace currently used by the military for low altitude tactical training and is known as the Juniper Low Altitude Military Operation Area (MOA). This MOA was established in the mid-1990's. Jet fighters frequently fly over the area at very low altitude causing noticeable and/or loud noise intrusions into the surrounding area. Though this factor could be considered an "outside sight or sound" that, in and of itself, does not preclude the area from meeting the solitude criteria, it does have a very real effect on the opportunity for solitude in the area. Jet training activities are outside of the BLM's authority to regulate. When they occur it is impossible to avoid the sights and sounds of these human activities.

"Outstanding" is defined as: "standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸." In summary, approximately 46% of the unit in the area, mainly comprising Juniper Mountain proper, does offer an outstanding opportunity for solitude where one can avoid the presence of others due to topographic and vegetative screening. The solitude opportunities within the remainder of the unit lack screening (as described above) and are similar to those available throughout BLM-administered lands in much of eastern Oregon. Therefore, opportunities for solitude in the remainder of the unit are not found to be outstanding.

5. Does the unit have outstanding opportunities for primitive and unconfined recreation?
Yes ___ No X

Description/comment: the previous inventory report identified wildlife viewing opportunities within one subunit, but due to the large number of human developments in the area, found the recreation experience lacking in wilderness character (ie. was not “outstanding”) (BLM 1980).

ONDA’s inventory report (2005) identified wildlife observation, photography, exploration, sight-seeing, hiking, horse-back riding, and backpacking as potential recreation opportunities within the larger Juniper Mountain Proposed WSA. A few undeveloped “hunter camps” exist in the unit adjacent to existing roads and unmaintained routes. Currently, hunting and hiking/camping associated directly with hunting activities are the primary recreational uses known to actually occur within this unit. This use is tied directly to the motorized access provided by the existing road system. There is currently no developed trail system (other than the existing road system) encouraging hiking, backpacking, or horse-back riding use in the unit. There is currently no data available indicating how much of these types of recreational use may actually occur in the unit. The unit may offer some potential for the other types of recreation opportunities that ONDA suggests. However, such use, to the extent it may actually occur, would be associated directly with the ability to access the area by motorized vehicle on the existing road system, and therefore, would not strictly meet the definition of a primitive or nonmotorized recreational opportunity⁶.

During development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM classified all of the public lands within the planning area into one of six recreation opportunity spectrum (ROS) classes (primitive, semiprimitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban). The ROS classification recognizes that the recreational resource base is not uniform across the planning area and varies in its potential to provide different types of recreational opportunities. These ROS classes are described and defined in more detail in Appendix M2 of the *Draft Lakeview RMP/EIS* (pages A-287 to A-288, BLM 2001b). Table M2-1 (page A-291, BLM 2001b) identifies and defines the criteria used in developing the ROS classification for the Lakeview planning area (remoteness, size, evidence of human use, social setting, and managerial setting).

Map R-3 of the *Lakeview RMP/ROD* (BLM 2003b) shows that all of the unit was placed in the semi-primitive, motorized ROS class. On the basis of the existing and potential recreational opportunities identified during the RMP/EIS analysis, the unit was placed into a ROS class where motorized recreational use is allowed and expected. In contrast, those areas identified Map R-3 in the semi-primitive, non-motorized ROS class are the areas that have a high potential for “outstanding opportunities for ... primitive and unconfined types of recreation ... where the use of the area is through non-motorized, non-mechanical means.”

Map R-7 and page 67 of the *Lakeview RMP/ROD* (BLM 2003b) show that off-highway vehicle (OHV) use in the Juniper Mountain ACEC/RNA is limited to existing roads and trails. The remainder of the unit is open to off-highway vehicle (OHV) use. This demonstrates that motorized recreational use is not only allowed on and off-road, but is expected to occur within the unit. Though there is no existing motorized recreational use data for this area, casual field observations by BLM staff have confirmed that people do use motorized vehicles in this area to access the surrounding lands for a variety of reasons including recreational use.

Recreation opportunities within the entire Lakeview Resource Area have also been addressed through the designation of extensive and special recreation management areas in the *Lakeview RMP/ROD* (BLM 2003b). An extensive recreation management area is defined as an area “where significant recreation opportunities and problems are limited and explicit recreation management is not required” (page 113, BLM 2003b). This inventory unit was included in an extensive recreation management area designation along with much of the rest of the lands within the Lakeview Resource Area (page 84 and Map R-9, BLM 2003b), further indicating the existing or potential recreation opportunities available in this area are not

outstanding when compared with the rest of the public lands in the Lakeview Resource Area.

In describing how to determine if an area contained this characteristic, the 1978 Wilderness Inventory Handbook (page 13, BLM 1978) stated that “an inventory unit *must provide and be managed* to maintain an outstanding opportunity for an individual to experience...a nonmotorized and nondeveloped type of recreation”. In addition, “outstanding” is defined as: “standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸.” The opportunities for primitive or unconfined recreation within this unit are similar to those available throughout much of the Lakeview Resource Area. The analysis and recreation related classifications that resulted from the recent RMP process (described above) document that nonmotorized or nondeveloped recreation opportunities in the unit are not outstanding. The unit does not offer any single outstanding recreational opportunity or an outstanding diversity of recreational opportunities⁶. Nothing in ONDA’s (2005) inventory report represents new information related to existing recreation opportunities that were not previously considered during the RMP process or indicates that the recreation opportunities and classifications identified in the *Lakeview RMP/ROD* (BLM 2003b) are in some way out of date or in error. For these reasons, the recreational opportunities in this unit do not rank as outstanding.

6. Does the unit have supplemental values? Yes X No

The previous inventory noted the presence of “high wildlife values”, especially related to bird viewing (BLM 1980). ONDA’s inventory (pages 124-125, 2005) notes the presence of wildlife values (bighorn sheep, sagegrouse, pygmy rabbit, burrowing owl, and peregrine falcon) in the larger proposal area. Map W-2 of the *Lakeview Proposed RMP/Final EIS* (BLM 2003a) shows bighorn sheep yearlong habitat covering about 60% of this unit. Currently, much of Juniper Mountain is not considered to be sagegrouse habitat (due to the dominance of a juniper overstory and lack of sagebrush habitat). Lower elevation sagebrush habitats immediately to the northwest and south of the mountain are considered potential sagegrouse habitat. The southern half of the unit is identified as yearlong habitat. One sagegrouse lek is known to occur in the southern half of the unit. No occurrences of peregrine falcon or burrowing owls are known from the unit. In recent years, the BLM has conducted surveys of potential pygmy rabbit habitat in the general area. Their presence has been confirmed in one small area (totaling about 350 acres) along the southeast boundary of the unit.

During the development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM considered the existing visual quality of all public lands in the planning area and placed these lands into 1 of 4 visual resource management (VRM) classes. Class I represents the highest scenic quality with the most protective management objectives. Class IV represents the lowest scenic quality with the least protective management objectives. Appendix M3 of the *Draft RMP/EIS* describes the management objectives for each class in more detail (page A-290, BLM 2001b). Map VRM-3 (BLM 2003b) shows that the entire unit falls within VRM class IV, indicating the overall scenic quality is low. No new information has been provided by ONDA or other parties indicating that that this assessment of scenic quality in the unit is in error or need of update. Juniper Mountain proper would offer an observer an opportunity for higher elevation views or vistas of the surrounding area. However, human disturbances both within and outside of the unit would be readily apparent from some view points.

The previous inventory noted this unit may contain undocumented archeological values (BLM 1980). Remnants of the cow camp are still visible along the west central boundary of the unit, though it is no longer actively used. This camp may be old enough to have some historical value.

In summary, the BLM concludes that bighorn sheep, sagegrouse, and pygmy rabbit habitat supplemental values are present in this unit. Archeological and historic supplemental values may also be present, but remain undocumented.

1. Unit Name/number: Eagle Butte (1-85)

Description/comment: The unit is bounded by BLM Roads 7155-0-00 and 7155-0-1C on the west; BLM Road 6165-0-00 on the south and southeast; BLM Road 6165-0-1C on the east. All of these BLM boundary roads are part of the Lakeview Resource Area's transportation plan, are still present on the ground, continue to meet the definition of a road, and are currently used to provide access to the surrounding area. Current maintenance level objectives for these BLM roads are listed in Table 1.

The original unit was bounded completely by existing roads, as described above, and covered an estimated 13,220 acres, including about 20 acres of private land (BLM 1980). The current estimate of size, based on GIS data, is 13,732 acres, excluding the private land (Map 2).

2. Is the unit of sufficient size? Yes X No

3. Is the unit in a natural condition? Yes No Partially X

Description/comment: the previous inventory report described this unit as a sagebrush flat with a few rolling hills, slight topographic relief, and containing eight ephemeral lake basins. The unit contained six miles of ways and eleven lakebed pits (developed waterholes) with a significant cumulative effect on the naturalness of the unit. The unit did not meet the naturalness criteria because the works of man were evident within the unit (BLM 1980).

The BLM's review of current data related to natural conditions (vegetation, roads, fences, pipelines, and water developments) found that some conditions have changed since 1980. Though the current vegetation on the unit has not changed significantly since 1980, there are currently 9.1 miles of internal unmaintained routes (Table 3 and Appendix A), many of which provide access to water developments (Map 2). The unit contains an estimated 8.0 miles of fence and 15 livestock water developments (Table 3, Map 2, and Appendix B). Most of these disturbances or imprints of man are substantially noticeable within close distances (up to a quarter mile), and less noticeable from farther distances.

Approximately contiguous 5,092 acres (37%) in the southeast portion of the unit is largely devoid of human disturbances and is considered to be in a natural condition (Map 3). The remaining northern two-thirds of the unit contain man-made developments interspersed throughout (Map 2) which cumulatively have a negative effect on the naturalness of that portion of the unit.

4. Does the unit have outstanding opportunities for solitude? Yes No X

Description/comment: the previous inventory report found that the small unit size, flat terrain, and lack of screening precluded any opportunity for outstanding solitude within the unit. A person could not avoid the sights and sounds of others within the unit (BLM 1980).

The physical characteristics of unit size, terrain, and lack of both vegetative and topographic screening have not changed in recent years. The lack of vegetative and topographic screening in the unit is shown in Maps 4-7 (these three-dimensional views were created by draping black and white, 10-meter resolution SPOT imagery over the top of 30-meter resolution elevation data) and in the fly-through three-dimensional analysis stored in the wilderness evaluation file (created using GIS technology and digital datasets). The most common visitors to the unit include livestock permittees, BLM staff administering or

monitoring allotments in the area, and hunters. Current visitation levels in the unit are considered low. However, the continued presence of boundary roads, as described above, along with other existing internal roads and unmaintained routes (Tables 1 and 3) provides ready motorized access to much of the unit, increasing the potential for people to visit the area and disrupt the solitude experience of others. In a broader context, much of eastern Oregon offers large, contiguous blocks of BLM and other federally-administered public lands that are sparsely populated and provide wide-spread opportunities where one can avoid the sights, sounds, and evidence of other people.

The area lies almost entirely underneath airspace currently used by the military for low altitude tactical training and is known as the Juniper Low Altitude Military Operation Area (MOA). This MOA was established in the mid-1990's. Jet fighters frequently fly over the area at very low altitude causing noticeable and/or loud noise intrusions into the surrounding area. Though this factor could be considered an "outside sight or sound" that, in and of itself, does not preclude the area from meeting the solitude criteria, it does have a very real effect on the opportunity for solitude in the area. Jet training activities are outside of the BLM's authority to regulate. When they occur it is impossible to avoid the sights and sounds of these human activities.

"Outstanding" is defined as: "standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸." In summary, the unit lacks screening making it difficult to avoid the presence of others (as described above). Further, the solitude opportunities are similar to those available on BLM-administered lands in much of eastern Oregon. Therefore, the opportunities for solitude are not found to be outstanding.

5. Does the unit have outstanding opportunities for primitive and unconfined recreation?

Yes ___ No X

Description/comment: the previous inventory report identified hunting, trapping, and wildlife viewing as recreational opportunities within the unit, but did not find these opportunities to be outstanding (BLM 1980).

ONDA's inventory report (2005) identified wildlife observation, photography, exploration, sight-seeing, hiking, horse-back riding, and backpacking as potential recreation opportunities within the larger Juniper Mountain Proposed WSA. Currently, hunting and hiking/camping associated directly with hunting activities are the primary recreational uses known to actually occur within this unit. This use is tied directly to the motorized access provided by the existing road system. There is currently no developed trail system (other than the existing road system) encouraging hiking, backpacking, or horse-back riding use in the unit. There is currently no data available indicating how much of these types of recreational use may actually occur in the unit. The unit may offer some potential for the other types of recreation opportunities that ONDA suggests. However, such use, to the extent it may actually occur, would be associated directly with the ability to access the area by motorized vehicle on the existing road system, and therefore, would not strictly meet the definition of a primitive or nonmotorized recreational opportunity⁶.

During development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM classified all of the public lands within the planning area into one of six recreation opportunity spectrum (ROS) classes (primitive, semiprimitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban). The ROS classification recognizes that the recreational resource base is not uniform across the planning area and varies in its potential to provide different types of recreational opportunities. These ROS classes are described and defined in more detail in Appendix M2 of the *Draft Lakeview RMP/EIS* (pages A-287 to A-288, BLM 2001b). Table M2-1 (page A-291, BLM 2001b) identifies and defines the criteria used in developing the ROS classification for the Lakeview planning area (remoteness, size, evidence of human

use, social setting, and managerial setting).

Map R-3 of the *Lakeview RMP/ROD* (BLM 2003b) shows that most of the unit was placed in the semi-primitive, motorized ROS class. The southern edge (BLM Road 6165-0-00 corridor) was placed in the roaded natural ROS class. On the basis of the existing and potential recreational opportunities identified during the RMP/EIS analysis, the unit was placed into ROS classes where motorized recreational use is allowed and expected. In contrast, those areas identified on Map R-3 in the semi-primitive, non-motorized ROS class are the areas that have a high potential for “outstanding opportunities for ... primitive and unconfined types of recreation where the use of the area is through non-motorized, non-mechanical means.”

Map R-7 of the *Lakeview RMP/ROD* (BLM 2003b) shows that the unit is open to off-highway vehicle (OHV) use. This demonstrates that motorized recreational use is not only allowed, but is expected to occur within the unit. Though there is no existing motorized recreational use data specifically for this area, casual field observations by BLM staff have confirmed that people do use motorized vehicles in this area, on and off-road, to access the surrounding lands for a variety of reasons including recreational use.

Recreation opportunities within the entire Lakeview Resource Area have also been addressed through the designation of extensive and special recreation management areas in the *Lakeview RMP/ROD* (BLM 2003b). An extensive recreation management area is defined as an area “where significant recreation opportunities and problems are limited and explicit recreation management is not required” (page 113, BLM 2003b). This inventory unit was included in an extensive recreation management area designation along with much of the rest of the lands within the Lakeview Resource Area (page 84 and Map R-9, BLM 2003b), further indicating the existing or potential recreation opportunities available in this area are not outstanding when compared with the rest of the public lands in the Lakeview Resource Area.

In describing how to determine if an area contained this characteristic, the 1978 Wilderness Inventory Handbook (page 13, BLM 1978) stated that “an inventory unit *must provide and be managed* to maintain an outstanding opportunity for an individual to experience...a nonmotorized and nondeveloped type of recreation”. In addition, “outstanding” is defined as: “standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸.” The opportunities for primitive or unconfined recreation within this unit are similar to those available throughout much of the Lakeview Resource Area. The analysis and recreation related classifications that resulted from the recent RMP process (described above) document that nonmotorized or nondeveloped recreation opportunities in the unit are not outstanding. The unit does not offer any single outstanding recreational opportunity or an outstanding diversity of recreational opportunities⁶. Nothing in ONDA’s (2005) inventory report represents new information related to existing recreation opportunities that were not previously considered during the RMP process or indicates that the recreation opportunities and classifications identified in the *Lakeview RMP/ROD* (BLM 2003b) are in some way out of date or in error. For these reasons, the recreational opportunities in this unit do not rank as outstanding.

6. Does the unit have supplemental values? Yes No

ONDA’s inventory (pages 124-125, 2005) notes the presence of wildlife values (bighorn sheep, sagegrouse, pygmy rabbit, burrowing owl, and peregrine falcon) in the larger proposal area. Map W-2 of the *Lakeview Proposed RMP/Final EIS* (BLM 2003a) shows no bighorn sheep habitat in this unit. Currently, about 30% of the eastern portion of the unit is identified as potential sagegrouse habitat. About 70% of the western portion of the unit is identified as yearlong habitat. Four sagegrouse leks occur in the western portion of the unit. No occurrences of peregrine falcon or burrowing owls are known from the unit. In recent years, the BLM has conducted surveys of potential pygmy rabbit habitat in the general area. No pygmy rabbit habitat has been confirmed in the unit.

During the development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM considered the existing visual quality of all public lands in the planning area and placed these lands into 1 of 4 visual resource management (VRM) classes. Class I represents the highest scenic quality with the most protective management objectives. Class IV represents the lowest scenic quality with the least protective management objectives. Appendix M3 of the *Draft RMP/EIS* describes the management objectives for each class in more detail (page A-290, BLM 2001b). Map VRM-3 (BLM 2003b) shows that the entire unit falls within VRM class IV, indicating the overall scenic quality is low. No new information has been provided by ONDA or other parties indicating that that this assessment of scenic quality in the unit is in error or need of update.

The previous inventory noted this unit may contain undocumented archeological values (BLM 1980).

In summary, the BLM concludes that only sagegrouse habitat supplemental values are known to be present in this unit. Archaeological values may also be present, but remain undocumented.

1. Unit Name/number: Natural Corral Draw (1-86)

Describe the boundaries of the unit (roads, property lines, etc.) and state its acreage: The unit is bounded by BLM Roads 7155-0-00 on the northwest; BLM Road 6185-0-00 on the north; BLM Road 6165-0-1C on the west; BLM Road 6165-0-00 on the south. All of these BLM boundary roads are part of the Lakeview Resource Area's transportation plan, are still present on the ground, continue to meet the definition of a road, and are currently used to provide access the surrounding area. Current maintenance level objectives for these BLM roads are listed in Table 1.

The original unit was bounded completely by existing roads, as described above, and covered an estimated 12,500 acres, including about 40 acres of private land (BLM 1980). The current estimate of size, based on GIS data is 14,175 acres, and excludes the private land parcel (Map 1). BLM Road 6185-0-2A and a small segment of BLM Road 6185-0-00 fall within the unit boundary, but could easily be removed by "cherry stemming" or other slight modifications of the boundary.

2. Is the unit of sufficient size? Yes X No

3. Is the unit in a natural condition? Yes No Partially X

Description/comment: the previous inventory report described this unit as a sagebrush flat with only low rolling hills, low topographic relief, and containing nine ephemeral lake beds. The unit contained four ways⁹, a spring development, and ten lakebed pits (developed waterholes). The unit was found to be marginal in terms of naturalness because the works of man were substantially noticeable within the unit (BLM 1980).

The BLM's review of current data related to natural conditions (vegetation, roads, fences, pipelines, and water developments) found that some conditions have changed since 1980. About 10% of the northern part of the unit burned during the 2001 wildfire killing the western juniper overstory in the burned area. Much of the native understory is recovering well naturally, though cheatgrass has expanded as a result of the wildfire. Vegetation on the remainder of the unit has not changed significantly since 1980. The unit currently contains 1.0 miles of internal roads and 5.8 miles of internal unmaintained routes (Table 3 and Appendix A), most of which provide access to existing water developments (Map 2). The unit contains an estimated 8.7 miles of fence and 11 livestock water developments (Table 3, Map 2, and Appendix B).

Most of these disturbances or imprints of man are substantially noticeable within close distances (up to a quarter mile), and less noticeable from farther distances.

About 5,543 contiguous acres (39%) in southwestern portion of the unit is currently in a natural condition where the works of man are substantially unnoticeable. In the remainder of the unit, the existing man-made developments, as described above, cumulatively have a negative effect on the naturalness.

4. Does the unit have outstanding opportunities for solitude? Yes No

Description/comment: the previous inventory report found that the low vegetative cover, moderate unit size, flat terrain, and lack of screening did not provide an outstanding opportunity for solitude within the unit (BLM 1980).

The unit size, terrain, and lack of screening have not changed in recent years. The lack of vegetative and topographic screening in the unit is shown in Maps 4, 6, and 7 (these three-dimensional views were created by draping black and white, 10-meter resolution SPOT imagery over the top of 30-meter resolution elevation data) and in the fly-through three-dimensional analysis stored in the wilderness evaluation file (created using GIS technology and digital datasets). The most common visitors to the unit include livestock permittees, BLM staff administering or monitoring allotments in the area, and hunters. Current visitation levels in the unit are considered low. However, the continued presence of boundary roads, as described above, along with other existing internal roads and unmaintained routes (Tables 1 and 3) provides ready motorized access to much of the perimeter of the unit, increasing the potential for people to visit the area and disrupt the solitude experience of others. In a broader context, much of eastern Oregon offers large, contiguous blocks of BLM and other federally-administered public lands that are sparsely populated and provide wide-spread opportunities where one can avoid the sights, sounds, and evidence of other people.

The area lies almost entirely underneath airspace currently used by the military for low altitude tactical training and is known as the Juniper Low Altitude Military Operation Area (MOA). This MOA was established in the mid-1990's. Jet fighters frequently fly over the area at very low altitude causing noticeable and/or loud noise intrusions into the surrounding area. Though this factor could be considered an "outside sight or sound" that, in and of itself, does not preclude the area from meeting the solitude criteria, it does have a very real effect on the opportunity for solitude in the area. Jet training activities are outside of the BLM's authority to regulate. When they occur it is impossible to avoid the sights and sounds of these human activities.

"Outstanding" is defined as: "standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸." In summary, the unit lacks screening making it difficult to avoid the presence of others (as described above). Further, the solitude opportunities are similar to those available on BLM-administered lands in much of eastern Oregon. Therefore, the opportunities for solitude are not found to be outstanding.

5. Does the unit have outstanding opportunities for primitive and unconfined recreation? Yes No

Description/comment: the previous inventory report identified hunting as the main recreational opportunity within the unit, but did not find this opportunity to be outstanding. The report also stated the unit was not suited for backpacking or similar activity (BLM 1980).

ONDA's inventory report (2005) identified wildlife observation, photography, exploration, sight-seeing, hiking, horse-back riding, and backpacking as potential recreation opportunities within the larger Juniper

Mountain Proposed WSA. Currently, hunting and hiking/camping associated directly with hunting activities are the primary recreational uses known to actually occur within this unit. This use is tied directly to the motorized access provided by the existing road system. There is currently no developed trail system (other than the existing road system) encouraging hiking, backpacking, or horse-back riding use in the unit. There is currently no data available indicating how much of these types of recreational use may actually occur in the unit. The unit may offer some potential for the other types of recreation opportunities that ONDA suggests. However, such use, to the extent it may actually occur, would be associated directly with the ability to access the area by motorized vehicle on the existing road system, and therefore, would not strictly meet the definition of a primitive or nonmotorized recreational opportunity⁶.

During development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM classified all of the public lands within the planning area into one of six recreation opportunity spectrum (ROS) classes (primitive, semiprimitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban). The ROS classification recognizes that the recreational resource base is not uniform across the planning area and varies in its potential to provide different types of recreational opportunities. These ROS classes are described and defined in more detail in Appendix M2 of the *Draft Lakeview RMP/EIS* (pages A-287 to A-288, BLM 2001b). Table M2-1 (page A-291, BLM 2001b) identifies and defines the criteria used in developing the ROS classification for the Lakeview planning area (remoteness, size, evidence of human use, social setting, and managerial setting).

Map R-3 of the *Lakeview RMP/ROD* (BLM 2003b) shows that most of the unit was placed in the semi-primitive, motorized ROS class. The southern edge (BLM Road 6165-0-00 corridor) was placed in the roaded natural ROS class. On the basis of the existing and potential recreational opportunities identified during the RMP/EIS analysis, the unit was placed into ROS classes where motorized recreational use is allowed and expected. In contrast, those areas identified on Map R-3 in the semi-primitive, non-motorized ROS class are the areas that have a high potential for “outstanding opportunities for ... primitive and unconfined types of recreation ... where the use of the area is through non-motorized, non-mechanical means.”

Map R-7 of the *Lakeview RMP/ROD* (BLM 2003b) shows that the unit is open to off-highway vehicle (OHV) use. This demonstrates that motorized recreational use is not only allowed, but is expected to occur within the unit. Though there is no existing motorized recreational use data specifically for this area, casual field observations by BLM staff have confirmed that people do use motorized vehicles in this area, on and off-road, to access the surrounding lands for a variety of reasons including recreational use.

Recreation opportunities within the entire Lakeview Resource Area have also been addressed through the designation of extensive and special recreation management areas in the *Lakeview RMP/ROD* (BLM 2003b). An extensive recreation management area is defined as an area “where significant recreation opportunities and problems are limited and explicit recreation management is not required” (page 113, BLM 2003b). This inventory unit was included in an extensive recreation management area designation along with much of the rest of the lands within the Lakeview Resource Area (page 84 and Map R-9, BLM 2003b), further indicating the existing or potential recreation opportunities available in this area are not outstanding when compared with the rest of the public lands in the Lakeview Resource Area.

In describing how to determine if an area contained this characteristic, the 1978 Wilderness Inventory Handbook (page 13, BLM 1978) stated that “an inventory unit *must provide and be managed* to maintain an outstanding opportunity for an individual to experience...a nonmotorized and nondeveloped type of recreation”. In addition, “outstanding” is defined as: “standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent⁸.” The opportunities for primitive or unconfined recreation within this unit are similar to those available throughout much of the Lakeview

Resource Area. The analysis and recreation related classifications that resulted from the recent RMP process (described above) document that nonmotorized or nondeveloped recreation opportunities in the unit are not outstanding. The unit does not offer any single outstanding recreational opportunity or an outstanding diversity of recreational opportunities⁶. Nothing in ONDA's (2005) inventory report represents new information related to existing recreation opportunities that were not previously considered during the RMP process or indicates that the recreation opportunities and classifications identified in the *Lakeview RMP/ROD* (BLM 2003b) are in some way out of date or in error. For these reasons, the recreational opportunities in this unit do not rank as outstanding.

6. Does the unit have supplemental values? Yes X No ___

ONDA's inventory (pages 124-125, 2005) notes the presence of wildlife values (bighorn sheep, sagegrouse, pygmy rabbit, burrowing owl, and peregrine falcon) in the larger proposal area. Map W-2 of the *Lakeview Proposed RMP/Final EIS* (BLM 2003a) shows no bighorn sheep habitat in this unit. Most of the unit is identified as potential sagegrouse habitat. No sagegrouse leks occur in this unit. No occurrences of peregrine falcon or burrowing owls are known from the unit. In recent years, the BLM has conducted surveys of potential pygmy rabbit habitat in the general area. Their presence has been confirmed in three small areas (totaling about 3,255 acres) along the east boundary of the unit.

During the development of the *Lakeview RMP/ROD* (BLM 2003b), the BLM considered the existing visual quality of all public lands in the planning area and placed these lands into 1 of 4 visual resource management (VRM) classes. Class I represents the highest scenic quality with the most protective management objectives. Class IV represents the lowest scenic quality with the least protective management objectives. Appendix M3 of the *Draft RMP/EIS* describes the management objectives for each class in more detail (page A-290, BLM 2001b). Map VRM-3 (BLM 2003b) shows that the entire unit falls within VRM class IV, indicating the overall scenic quality is low. No new information has been provided by ONDA or other parties indicating that this assessment of scenic quality in the unit is in error or need of update.

The previous inventory noted this unit may contain undocumented archeological values (BLM 1980).

In summary, the BLM concludes that only sagegrouse and pygmy rabbit habitat supplemental values are present in this unit. Archaeological values may also be present, but remain undocumented.

1. Unit Name/number: Uninventoried Area

Describe the boundaries of the unit (roads, property lines, etc.) and state its acreage: This area was not described in the 1980 Inventory Report. For this reason, there is no previous inventory information to summarize or compare to. The area is bounded by BLM Roads 7155-0-1 on the west and northwest; BLM Road 7155-0-1C on the east; BLM Road 6165-0-00 on the south. All of these BLM roads are part of the Lakeview Resource Area's transportation plan and are still present on the ground, continue to meet the definition of a road, and are currently used to provide access the surrounding area. Current maintenance level objectives for these BLM roads are listed in Table 1.

The area is completely surrounded by other inventory units that are bounded by existing BLM roads, as described above. Though the area covers approximately 5,546 acres, it is bisected by BLM Road 6165-0-B and portions of BLM Roads 7155-0-1 and 7155-0-1C (Map 2). Current road maintenance level objectives for these roads are listed in Table 1. For this reason the area does not meet the roadless or size criteria.

2. Is the unit of sufficient size?

Yes

No

Since the area does not encompass at least 5,000 roadless acres in size or is not immediately adjacent to an existing wilderness or wilderness study area, it will not be evaluated further.

Findings

After reviewing current conditions regarding the presence or absence of wilderness characteristics and the submitted citizen information described above, the Interdisciplinary Team finds: (Check 1 or 2 below).

- 1) There are no wilderness characteristics present in the units.
- 2) The following individual wilderness characteristics are present in the units:

Unit #	Size	Natural Condition	Outstanding Solitude Opportunities	Outstanding Primitive & Unconfined Recreation Opportunities	Supplemental Values
1-71	Yes	50%	No	No	Yes
1-72	Yes	46%	46%	No	Yes
1-85	Yes	37%	No	No	Yes
1-86	Yes	39%	No	No	Yes
Unnumbered Area	No	NA ¹	NA	NA	NA

¹ NA - not applicable.

It is also important to note that even if the BLM concurred with ONDA's finding regarding the absence of internal roads within their larger proposed WSA boundary, the areas identified above and on Map 3 represent the only portions within this larger boundary where the BLM has determined that individual wilderness characteristics actually exist. No areas were found where all of the wilderness criteria were met.

Interdisciplinary Team Members

Paul Whitman	Planning & Environmental Coordinator
Gretchen Burris	Recreation & Wilderness Specialist
Lance Okeson	Range Management Specialist
Todd Forbes	Wildlife Biologist
Trish Lindaman	Recreation Specialist
(Name)	(Title)

Field Manager's Concurrence



Tom Rasmussen
Field Manager
Lakeview Resource Area

2/20/2007

(Date)

This form documents information which constitutes an inventory finding on wilderness characteristics. It does not represent a formal land use allocation or a final agency decision subject to administrative remedies under either 43 CFR parts 4 or 1610.5-2.

Definitions

¹ **Boundaries** - Inventory unit boundaries are normally formed by roads², property lines, right-of-ways, or other substantially noticeable imprints of human activity. Describe any changes to the original inventory unit boundary based on current conditions. Conditions may have changed so that the inventory unit is larger or smaller than the original unit, or several units now may exist when previously there was only one. Roads often form the boundary of the inventory unit. Dead-end roads i.e. “cherry stem roads” may extend into the unit and are excluded from it, thereby affecting the unit boundary. In all cases, include a map that depicts the present boundaries of the inventory unit(s).

² **Road** - A road is a route that has been improved and maintained by mechanical means to insure relatively regular and continuous use. “Mechanical means” includes the use of hand tools.

Regular and Continuous Use: vehicular use which has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources; access roads to maintained recreation sites or facilities; or access roads to mining claims. A high clearance 2 wheel-drive vehicle licensed for highway use is able to travel the route based on field verification.

Mechanical means: includes the use of hand or power tools.

Improved and maintained: actions taken physically by man to keep the road open to vehicular traffic. Improved does not necessarily mean formal construction. Maintained does not necessarily mean annual maintenance.

Note: In order to be considered a road for wilderness inventory update purposes, the route must at least meet the following criteria that were not available at the time of the original Statewide Wilderness Inventory: Until the ground transportation (GTRN) and Facility Asset Management System (FAMS) datasets are updated (short-term) specifically to be consistent with the new definitions expressed in *Roads and Trails Terminology Report* (BLM 2006a): use the current GTRN/FAMS “Road” definition with a minimum “Maintenance Level” of 2 (BLM 2006b). After GTRN/FAMS incorporates the new definitions expressed in *Roads and Trails Terminology Report* (BLM 2006a), use as a minimum: “Primitive Road, Maintenance Level 1”. While GIS data layers depicting roads is a helpful tool in determining present inventory unit boundaries, field checking has also been conducted to determine the actual status of the routes in question. The intent is to maintain consistency with the existing statewide wilderness inventory baseline data to provide for similar findings during the updating process while recognizing that BLM transportation planning and related terminology has evolved since 1980. A route that does not meet the road definition may still have an impact on naturalness; if so, the route should be documented when an area’s natural condition is being analyzed.

³ **Size-** The presence of wilderness characteristics is dependent upon large roadless tracts of federal land. To be of sufficient size to have wilderness characteristics, an inventory unit must be at least 5,000 contiguous roadless acres of public land where the imprint of human activity is substantially unnoticeable. In unusual cases, a unit may be less than 5,000 contiguous acres if one of the following factors is present:

- (1) It is clearly of sufficient size as to make practicable its preservation and use in an unimpaired condition;
- (2) It is contiguous with a BLM WSA and is not separated from the WSA by a road, Right-of-way or non-federal land;
- (3) It is contiguous with land managed by another federal agency which has been formally determined to have wilderness or potential wilderness values;
- (4) It is contiguous with other federal lands administered by an agency with authority to study and preserve wilderness lands, and the combined total is 5,000 acres or more;
- (5) It is a roadless island.

Note - it may be determined that only a portion of an inventory unit meets the minimum size requirement, in which case a determination must be made whether or not wilderness characteristics are present only on that portion that is of sufficient size. If the roadless area is not of sufficient size, it cannot be determined to possess wilderness characteristics, including supplemental values.

⁴ **Natural Condition-** To be in a natural condition, determine if the area within the unit boundary appears to have been affected primarily by the forces of nature with the imprint of human activity substantially unnoticeable. Some imprints of human activity may exist in the area if they are substantially unnoticeable. Consideration may be given to “apparent naturalness” rather than “natural integrity”. Apparent naturalness refers to whether or not an area appears to be in a natural condition to the average visitor who is not familiar with the biological composition of natural ecosystems versus human-affected ecosystems in a given area. Major influences on apparent naturalness are structures, evidence of past significant vegetative disturbance such as logging, and other obvious surface disturbing activities. Natural integrity refers to the presence or absence of ecosystems that are relatively unaffected by human activity, such as the presence of native vegetative communities and absence of invasive species.

⁵ **Outstanding Opportunities for Solitude-** Solitude is defined as “The state of being alone or remote from others; isolation. A lonely or secluded place.” Consider an individual’s opportunity to avoid the sights, sounds, and evidence of other

people in the unit. Factors that affect opportunities for solitude are the size and configuration of the unit; vegetative and topographic screening; ability of visitors to find a secluded spot, even when others are present in the area. Do not consider the sights and sounds of human activity outside of the unit's boundaries unless they are so extremely imposing that they cannot be ignored.

In describing how to determine if an area contained this characteristic, the 1978 Wilderness Inventory Handbook (page 13) stated that "an inventory unit must provide *and be managed to maintain* an outstanding opportunity for an individual to experience...solitude".

⁶Outstanding Opportunities for Primitive and Unconfined Recreation- Primitive and unconfined recreation includes activities that provide dispersed, undeveloped recreation which do not require facilities or motorized equipment. Some examples include but are not limited to: hiking, backpacking, fishing, hunting, caving, horseback riding, rock climbing, river running, cross-country skiing and bird watching. An area may possess outstanding opportunities for a primitive and unconfined type of recreation either through the diversity in the number of primitive and unconfined recreational activities possible in the unit, or the outstanding quality of one opportunity.

In describing how to determine if an area contained this characteristic, the 1978 Wilderness Inventory Handbook (page 13) stated that "an inventory unit must provide *and be managed to maintain* an outstanding opportunity for an individual to experience...a nonmotorized and nondeveloped type of recreation".

⁷Supplemental Values- Supplemental values are ecological, geological, or other features of scientific, educational, scenic, or historical value that may be present. If present, include a description of these values. The description should include a discussion of the relative quantity and quality of these values including features such as anthropological, rare and endangered species, and heritage.

⁸Outstanding - Standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent.

⁹Way – A trace (route) maintained solely by the passage of vehicles which has not been improved and/or maintained by mechanical means to ensure relatively regular and continuous use (BLM 1978; 1995). Currently this term is only applied to unmaintained routes within designated WSAs.

Table 1. Wilderness inventory roads

1980 Inventory Unit Boundary Roads	Road Name	Current BLM Maintenance Level²	Claimed as a Road by County	Improvement/Maintenance Evidence since 1980	Purpose of Route 1	Route Would be Maintained in Future if Condition Deteriorated	Currently Allows Regular or Continuous Use
6165-0-00	Corn Lake	3	No	Yes	Public & administrative access	Yes	Yes
6165-0-1C	Eagle Butte	2	No	No	Water development & private land access	Yes	Yes
6165-0-B	West Sherlock	2	No	No	Water development & administrative access	Yes	Yes
6185-0-00	Big Juniper	3	No	Yes	Public & administrative access	Yes	Yes
6185-0-2A		2	No	No	Water development & administrative access	Yes	Yes
7135-0-00	Leeman Well	2	No	No	Water development & private land access	Yes	Yes
7155-0-00	Sagebrush Knoll	3	Yes	Yes	Water development & administrative access	Yes	Yes
7155-0-1	Sagebrush Knoll	2	No	No	Water development & administrative access	Yes	Yes
7155-0-1A	Clark Cow Camp	3	No	No	Water development & administrative access	Yes	Yes
7155-0-1C	East Sherlock	2	No	Yes; associated with pipeline	Water development & administrative access	Yes	Yes
7155-0-1AA		2	No	No	Closed in RMP; maintenance level should be revised to Level 1	No	Unknown
Highway 395	Federal Highway	NA	No	Yes	National transportation system route	Yes	Yes
County 3-10	Hogback Road	NA	Yes	Yes	County transportation route/Public access	Yes	Yes

¹ BLM policy is to provide non-Federal land owner access to their property for “reasonable use and enjoyment thereof” (BLM 1996). Therefore, any existing route that provides access to private land is managed as a road and will remain open for landowner access regardless of its current condition or whether it meets the wilderness definition of a road.

² Based on road data contained in the BLM’s Ground Transportation (GTRN) and Facility Asset Management System (FAMS) databases.

Maintenance Level is defined as the appropriate level of maintenance for a road that best fits the transportation plan management objectives (BLM 2006b):

Level 1 - This level is assigned to roads where minimum maintenance is required to protect adjacent lands and resource values. These roads are no longer needed and are closed to traffic. The objective is to remove these roads from the transportation system.

Level 2 - This level is assigned to roads where the management objectives require the road to be opened for limited administrative traffic. Typically, these roads are passable by high clearance vehicles.

Level 3 - This level is assigned to roads where management objectives require the road to be open seasonally or year-round for commercial, recreation, or administrative access. Typically these roads are natural or aggregate surfaced, but may include low use bituminous surfaced roads. These roads have a defined cross section with drainage structures (e.g., rolling dips, culverts, or ditches). These roads may be negotiated by passenger cars traveling at prudent speeds. User comfort and convenience are not considered a high priority.

Level 4 - This level is assigned to roads where management objectives require the road to be open all year (except may be closed or have limited access due to snow conditions) and which connect major administrative features (e.g. recreation sites, local road systems, administrative sites, etc.) to County, State, or Federal roads. Typically these roads are single or double lane, aggregate or bituminous surface, with a higher volume of commercial and recreational traffic than administrative traffic.

Level 5 - This level is assigned to roads where management objectives require the road to be open all year and are the highest traffic volume roads of the transportation system.

NA - not applicable.

Table 2. Summary of existing BLM wilderness inventory information (BLM 1980)

Unit #	Size	Natural Condition	Outstanding Solitude	Outstanding Primitive & Confined Recreation	Supplemental Values
1-71	Yes	50%	No	No	Yes
1-72	Yes	No	No	No	Yes
1-85	Yes	No	No	No	Potential
1-86	Yes	No	No	No	Potential
Unnumbered Area	No	NA	NA	NA	NA

NA = not applicable.

Table 3. Current human disturbances by inventory unit

Disturbance Type	1-71	1-72	1-85	1-86	Un. Unit	TOTAL
Miles of Fences¹	18.9	2.8	8.0	8.7	2.8	41.2
Miles of Pipelines¹	2.4	0	0	0	0.7	3.1
Internal Routes²						
Miles of Roads	0.1	0.6	0	1.0	3.3	5.0
Miles of Unmaintained Routes	14.0	18.0	9.1	5.8	5.2	52.1
Livestock Water Developments¹ (number)						
Waterholes	14	10	12	7	6	45
Reservoirs	5	6	3	4	1	16
Developed Springs	0	2	0	0	1	3
Wells	2	0	0	0	1	3
Guzzlers	6	3	0	0	0	9
Miles of Utility Corridor	1.7	0	0	0	0	1.7

¹ Based on current digital data contained within the BLM's water development feature dataset and Rangeland Improvement Program (RIPS) database which is updated on a continuing basis.

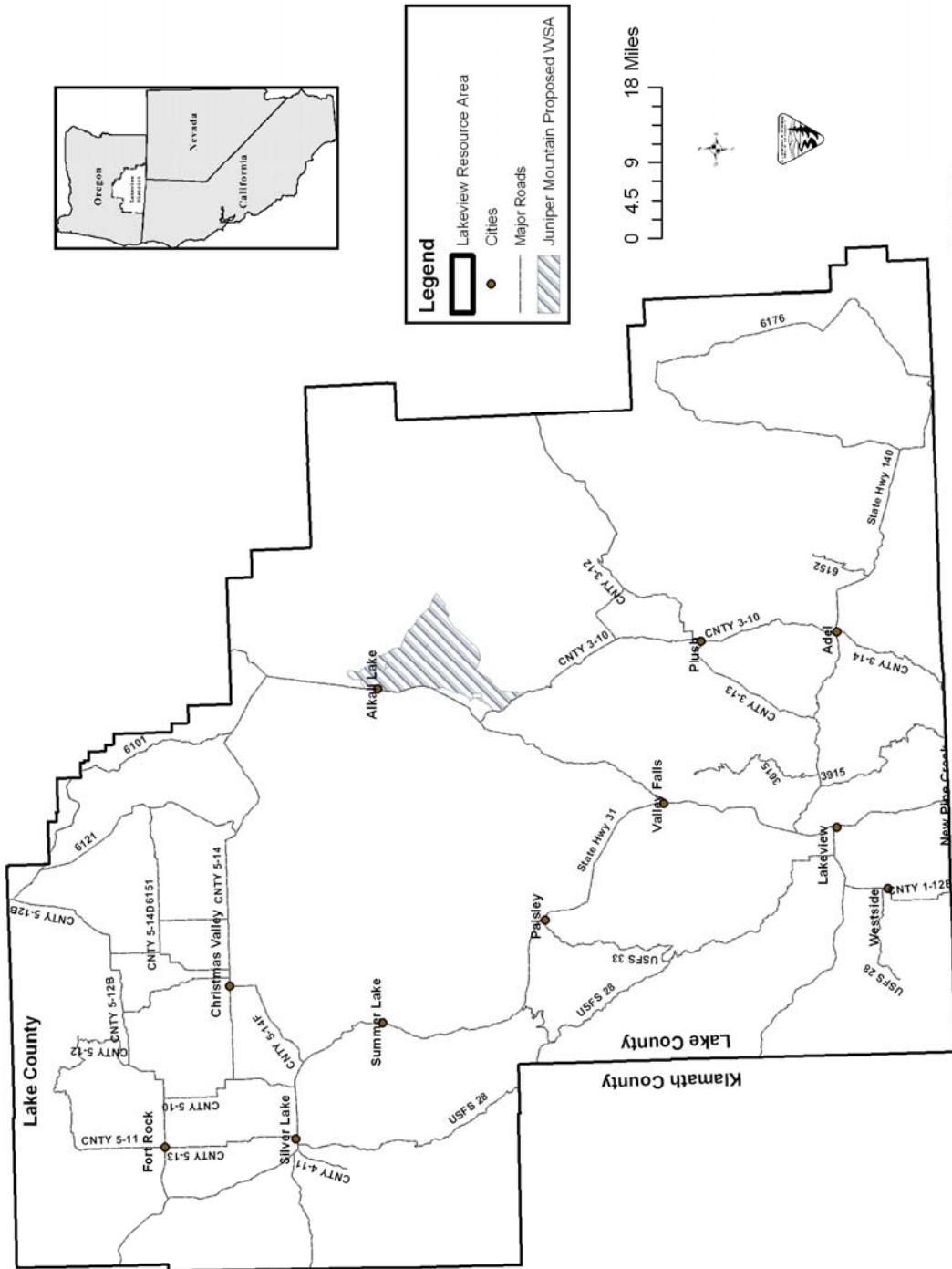
² Based on road data contained in the BLM's Ground Transportation (GTRN) and Facility Asset Management System (FAMS).

References

- BLM. 1978. Wilderness Inventory Handbook. Policy, Direction, Procedures, and Guidance for Conducting Wilderness Inventory on the Public Lands. USDI, BLM, Washington Office. Washington, DC. 30 p.
- BLM. 1979. Wilderness Review, Initial Inventory. Final Decision on Public Lands Obviously Lacking Wilderness Characteristics and Announcement of Public Lands to be Intensively Inventoried for Wilderness Characteristics. USDI, BLM, Oregon and Washington. Portland, OR. 164 p.
- BLM. 1980. Wilderness Inventory, Oregon and Washington. Final Intensive Inventory Decisions. USDI, BLM, Oregon/Washington State Office, Portland, OR. 459 p.
- BLM. 1989. Oregon Wilderness Final Environmental Impact Statement. USDI, BLM, Oregon/Washington State Office, Portland, OR. Four Volumes, 2190 p.
- BLM. 1991a. Wilderness Study Report, Statewide Overview. USDI, BLM, Oregon State Office. Portland, OR. 12 p.
- BLM. 1991b. Wilderness Study Report USDI, BLM, Oregon State Office. Portland, OR. 2 volumes.
- BLM. 1995. H-8550-1 Interim Management Policy for Lands under Wilderness Review. USDI, BLM, Washington Office. Washington, DC. 49 p.
- BLM. 1996. BLM Manual 2801 – Rights-of-Way Management. USDI, BLM, Washington, DC.
- BLM. 2001a. Wilderness Inventory and Study Procedures. H-6310-1. USDI, BLM, Washington Office, Washington, DC. 26 p.
- BLM. 2001b. Lakeview Draft Resource Management Plan/Environmental Impact Statement. USDI, Lakeview Resource Area, Lakeview District, Lakeview, OR. 3 volumes.
- BLM. 2003a. Lakeview Proposed Resource Management Plan/Final Environmental Impact Statement. USDI, Lakeview Resource Area, Lakeview District, Lakeview, OR. 4 volumes.
- BLM. 2003b. Lakeview Resource Management Plan/Record of Decision. USDI, BLM, Lakeview Resource Area, Lakeview District, Lakeview, OR. 2 volumes.
- BLM. 2004. Rangeland Health Assessment for the Big Juniper Allotment (#0515). USDI, Lakeview District, Lakeview, OR.
- BLM. 2005. Land Use Planning Handbook. BLM Handbook H-1601-1. USDI, Washington Office, Washington, DC. 47 p.
- BLM. 2006a. Roads and Trails Terminology Report. USDI, Washington, DC. 69 p.
- BLM. 2006b. Ground Transportation (GTRN) Edit Guide and Data Dictionary. USDI, Oregon/Washington State Office, Portland, OR. 57 p.

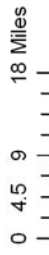
ONDA. 2005. Wilderness Inventory Recommendations: Lakeview BLM District. Bend, OR. 232 p.

Map 1 - General Location of Juniper Mountain Proposed WSA

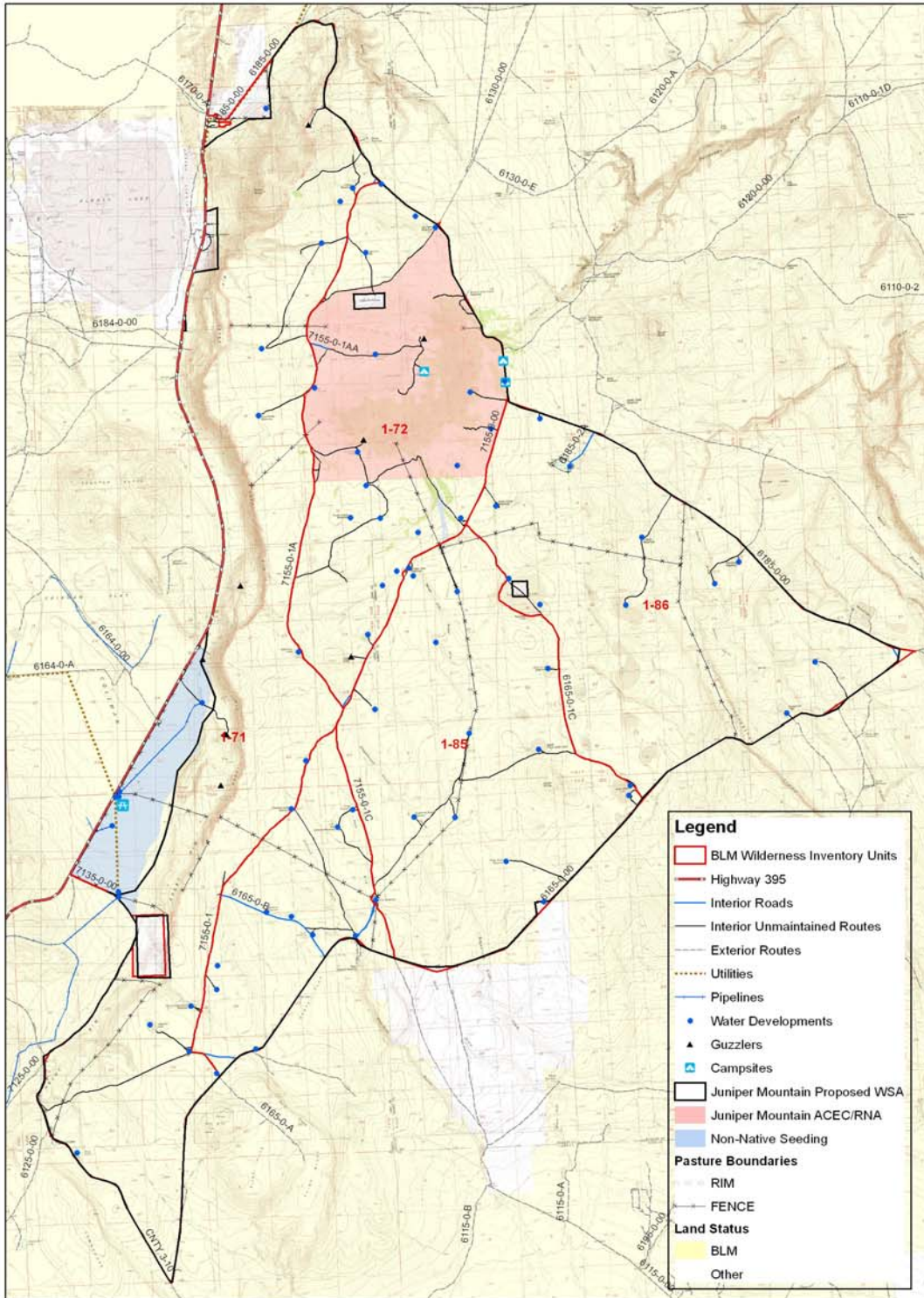


Legend

- Lakeview Resource Area
- Cities
- Major Roads
- Juniper Mountain Proposed WSA



Scale: 1:100,000. Date: 10/2008. Prepared by: Oregon Department of Fish and Wildlife, Wildlife Resources Division. Project: Juniper Mountain Proposed Wildlife Sanctuary. Data sources: Oregon Department of Fish and Wildlife, U.S. Geological Survey, and other sources. All rights reserved.

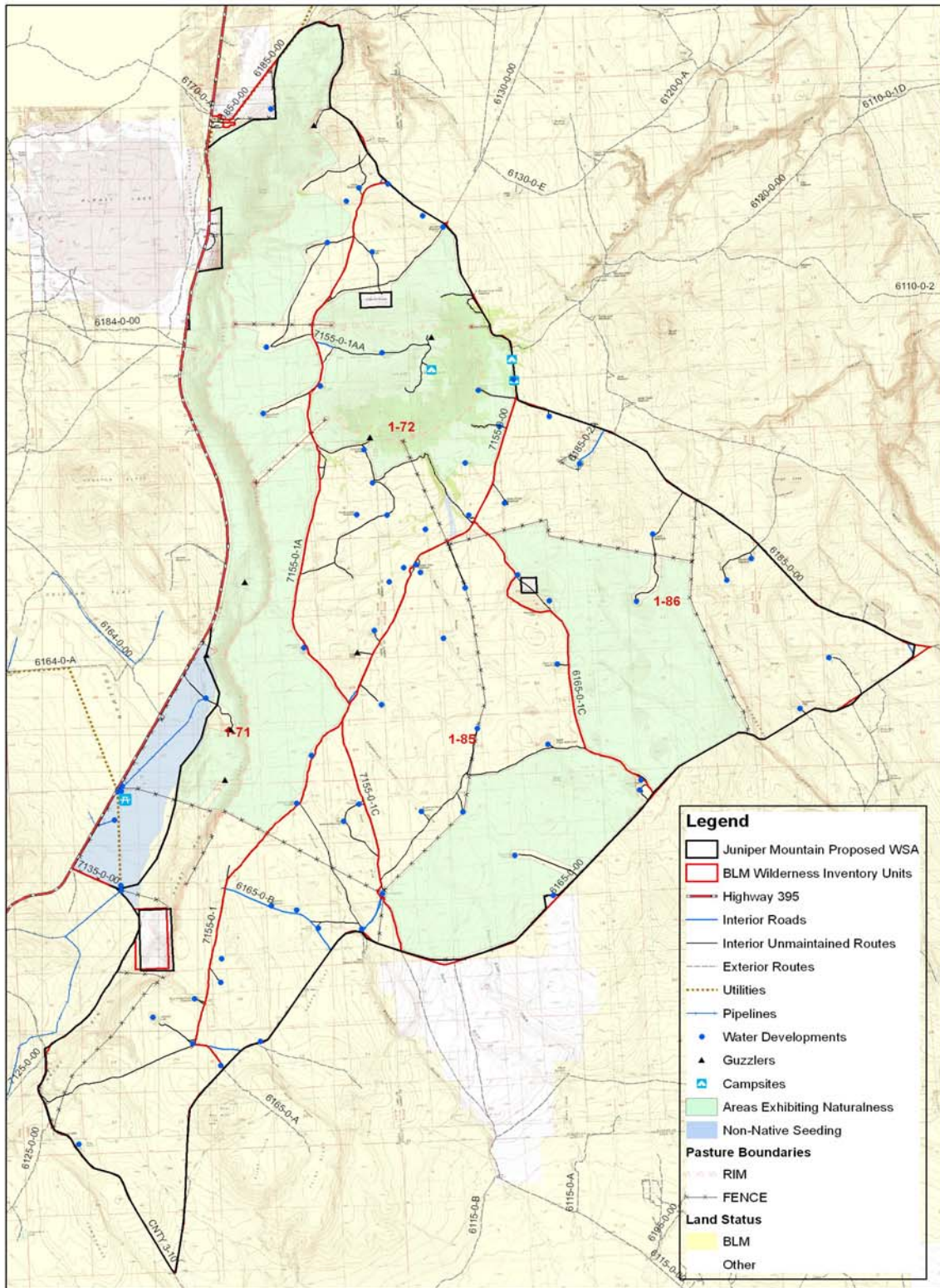


Map 2 - Juniper Mountain Proposed WSA



No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual or aggregate use with other data. Original data were compiled from various sources. This information may not meet National Map Accuracy Standards. This product was developed through digital means and may be updated without notification.

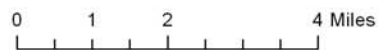




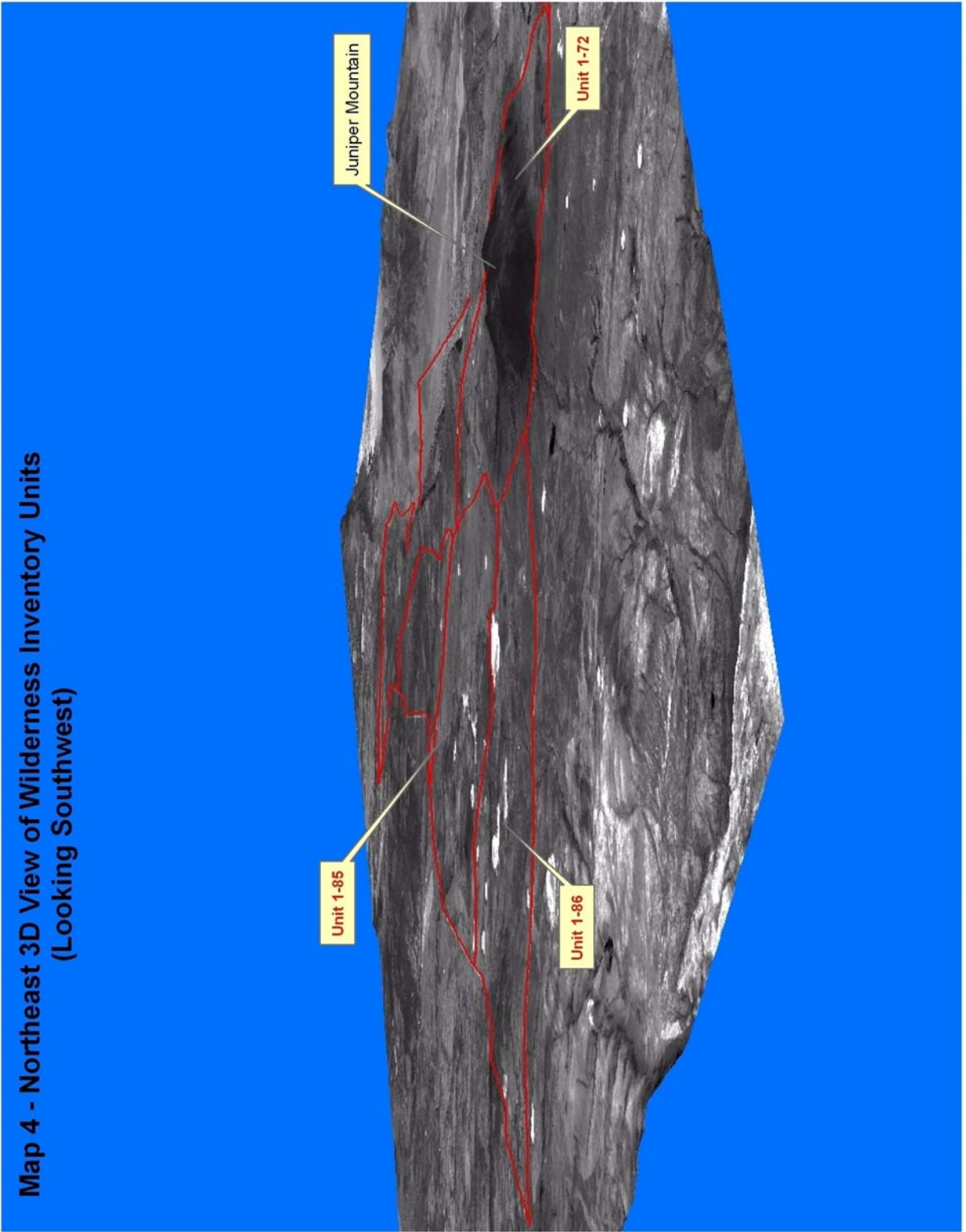
Map 3 - Areas Exhibiting Naturalness Characteristics



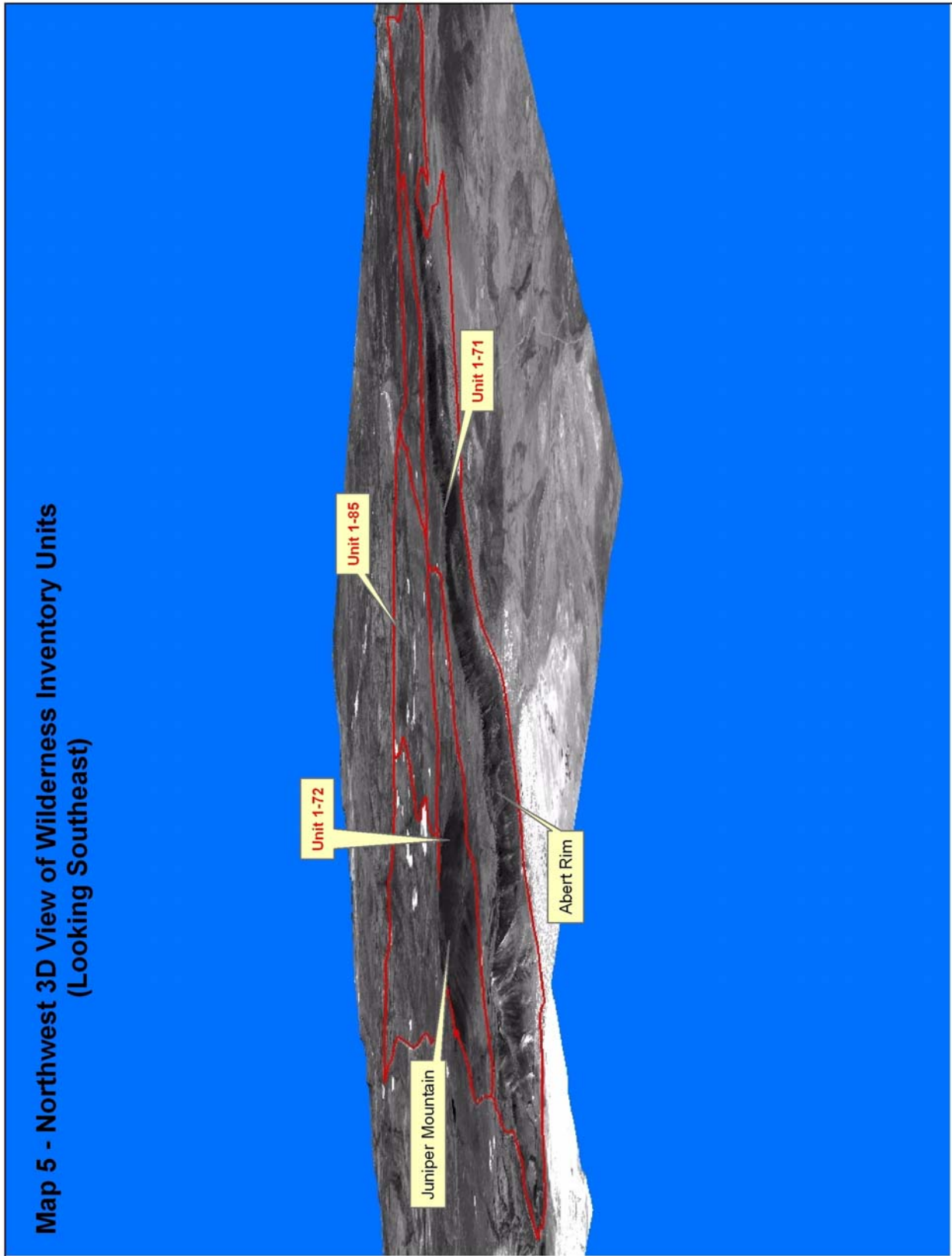
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual or aggregate use with other data. Original data were compiled from various sources. This information may not meet National Map Accuracy Standards. This product was developed through digital means and may be updated without notification.



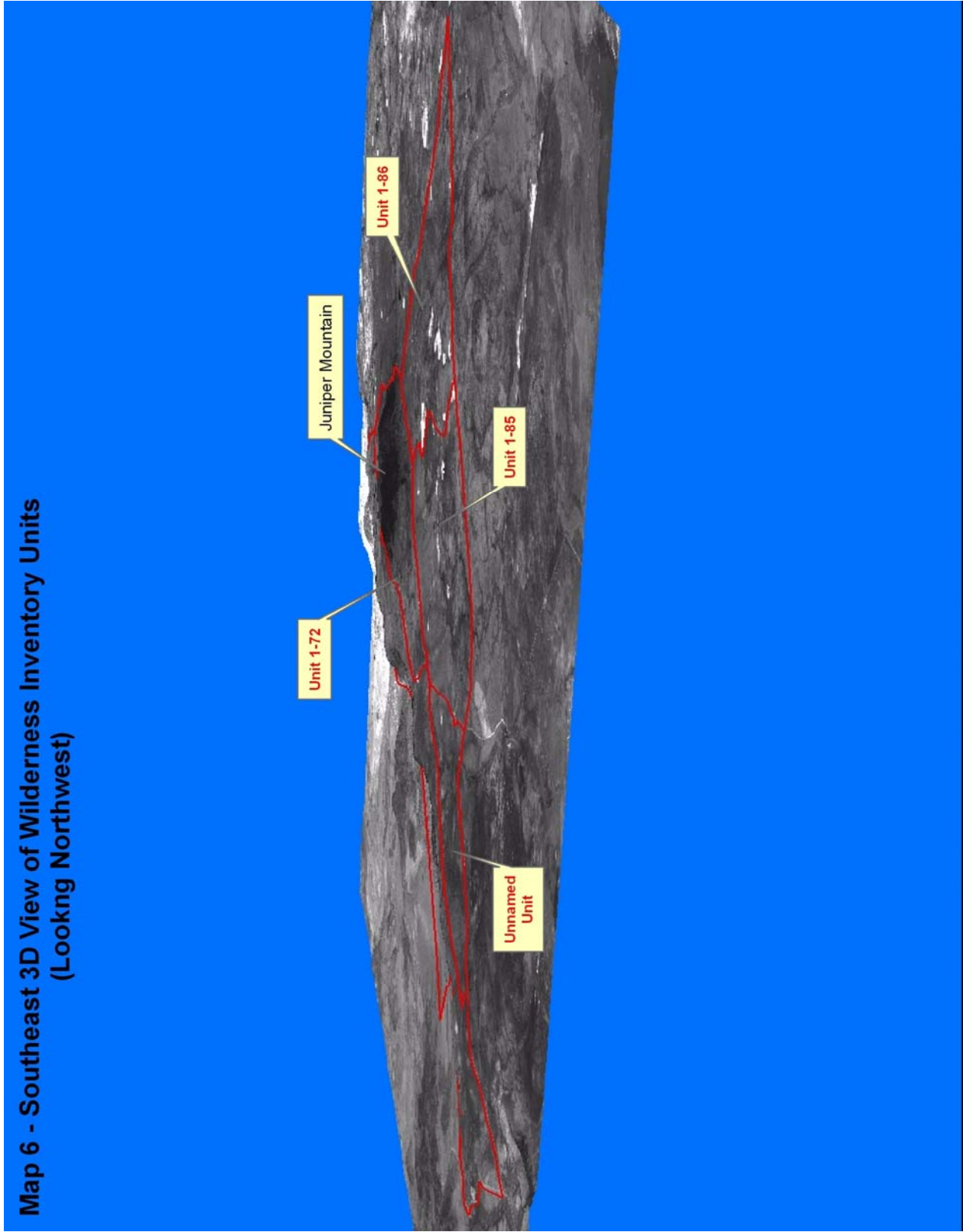
**Map 4 - Northeast 3D View of Wilderness Inventory Units
(Looking Southwest)**



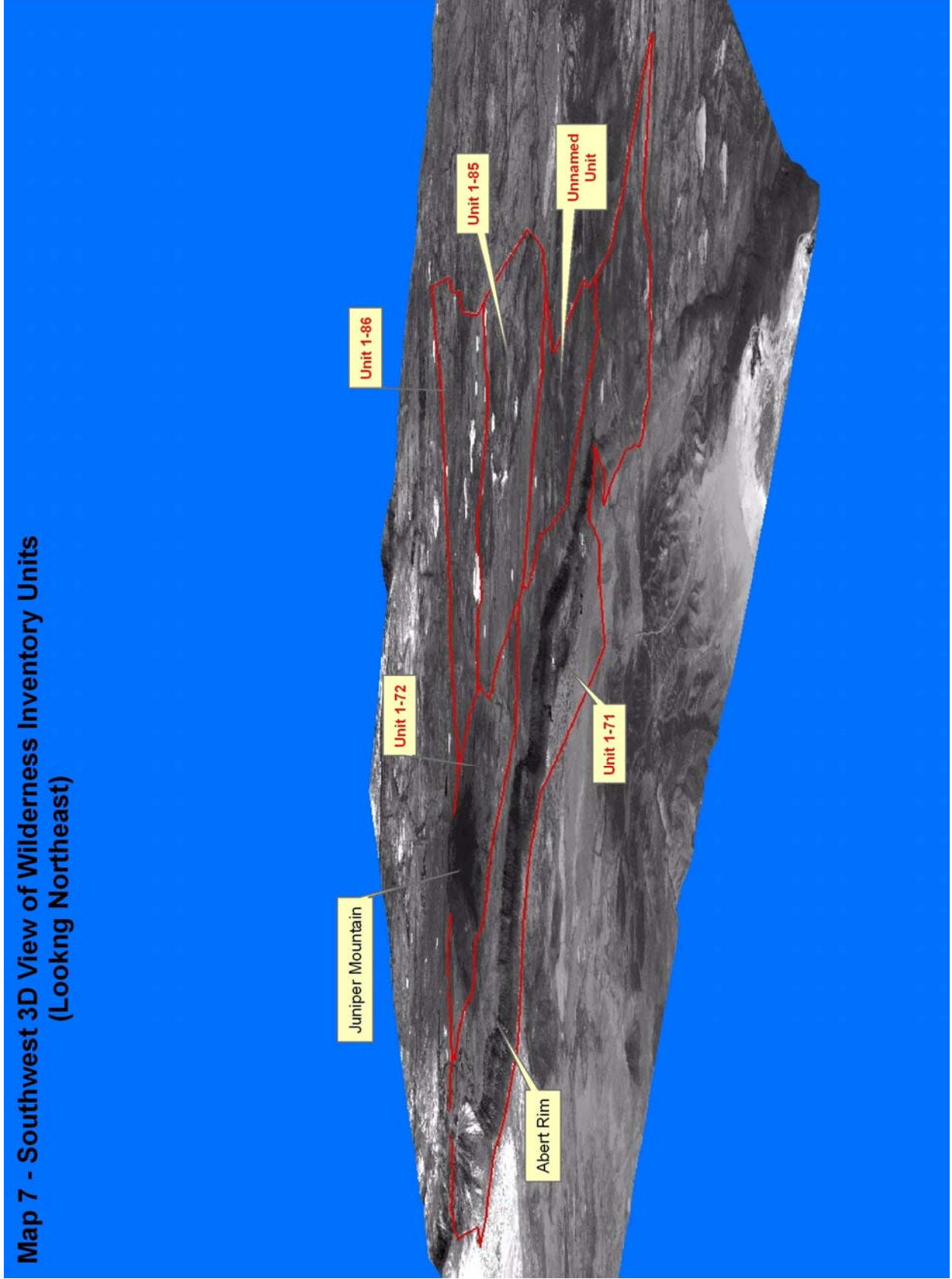
**Map 5 - Northwest 3D View of Wilderness Inventory Units
(Looking Southeast)**



**Map 6 - Southeast 3D View of Wilderness Inventory Units
(Looking Northwest)**



**Map 7 - Southwest 3D View of Wilderness Inventory Units
(Looking Northeast)**



Appendix A

[Juniper Mountain Road Inventory Photo Log](#) – this log contains road-related photos provided to the BLM as part of ONDA’s wilderness inventory. The photo point locations for the photos in this log are shown on “Juniper Mountain Proposed WSA” map on page 126 of ONDA’s inventory report (2005).

Appendix B

[Juniper Mountain Water Development Photo Log](#) – This photo log contains a combination of photos of water developments taken by the BLM and some provided to the BLM as part of ONDA’s wilderness inventory. ONDA’s photo point locations for the photos in this log are shown on “Juniper Mountain Proposed WSA” map on page 126 of ONDA’s inventory report (2005). This is not an exhaustive log of all water developments in the area, but is rather a representative sampling of the different types of developments (springs, reservoirs, troughs, waterholes, etc.) and the associated amount of disturbance that occurs on the ground.