

Chapter 1

Introduction

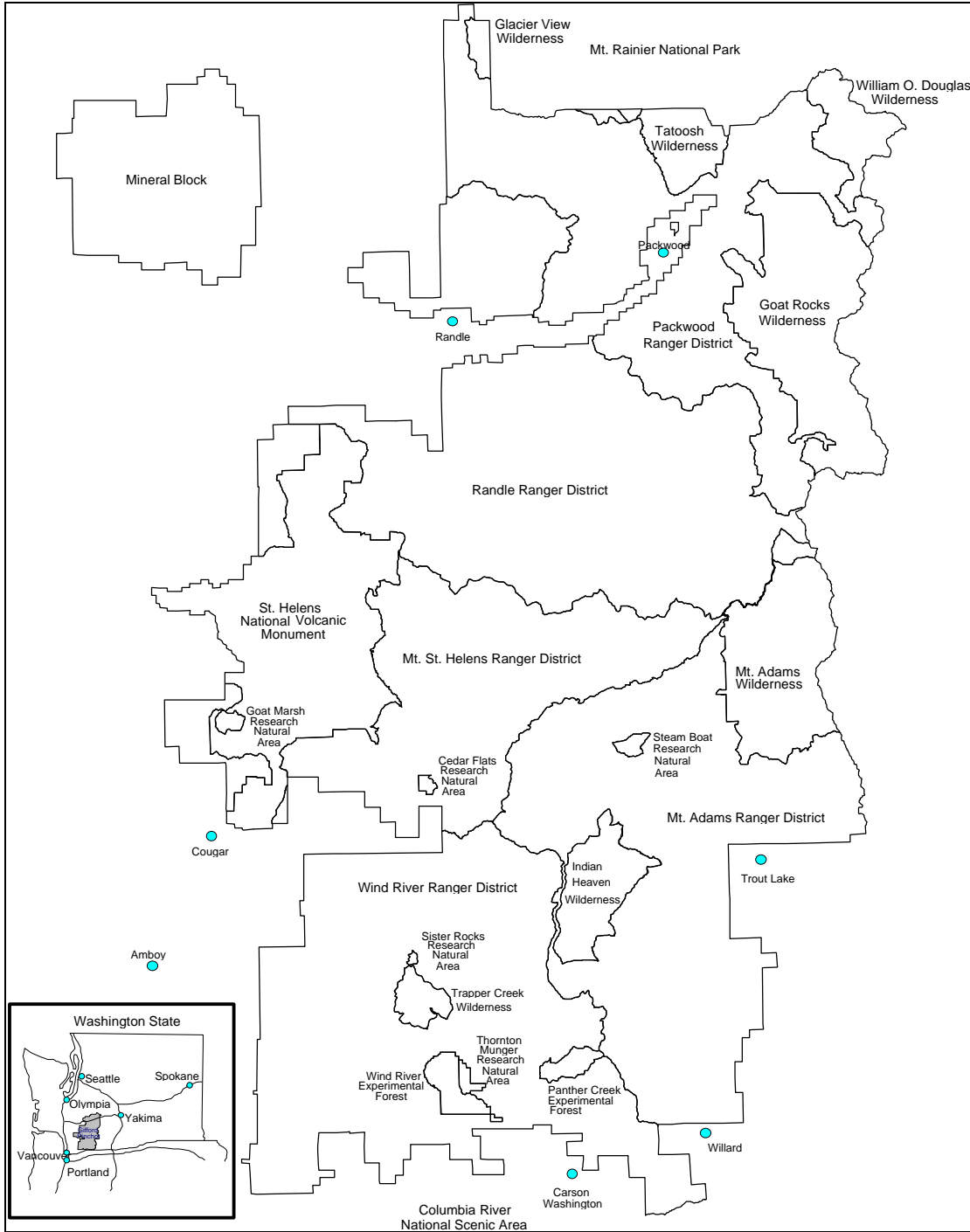
Chapter 1

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Vicinity Map

Gifford Pinchot National Forest



Chapter 1

Introduction

The Need for this Document

Forest plans are required by the National Forest Management Act (NFMA) for each National Forest. These plans establish land allocations, goals and objectives, and standards and guidelines used by land managers, other government agencies, private organizations and individuals.

In 1990, the Gifford Pinchot National Forest published its first *Land and Resource Management Plan* (Forest Plan) developed under the NFMA and the National Environmental Policy Act (NEPA). Since then the Forest has made several amendments.

In April 1993, President Clinton convened a Forest Conference in Portland, Oregon to address the human and environmental needs served by the federal forests of the Pacific Northwest and Northern California. President Clinton directed his cabinet to craft a balanced, comprehensive and long-term policy for the management of Forest Service and BLM lands within the range of the northern spotted owl. This proposal for change ultimately led to a regional analysis and assessment through NEPA. A set of standards and guidelines was selected in the Record of Decision (ROD) from a range of alternative management strategies. The selected set of standards and guidelines has incorporated the latest information designed to meet the requirements of the Endangered Species Act and the National Forest Management Act for fish and wildlife habitat on those National Forests within the range of the northern spotted owl.

In the Record of Decision (ROD) for the document, formally titled the *Final Supplemental Environmental Impact Statement on Management of Habitat for Late-Successional and Old-Growth Forest Related Species within the Range of the Northern Spotted Owl* (FSEIS), the Secretaries of Agriculture and Interior jointly amended the Gifford Pinchot Forest Plan and other forest plans within the range of the northern spotted owl. The amendment became effective on May 20, 1994.

This amendment provided new goals, objectives, standards, and guidelines for resource management. It added several major land allocations, each with its own set of standards and guidelines. These land allocations overlay the allocations from the 1990 Gifford Pinchot *Land and Resource Management Plan*.

The Purpose of this Document

The purpose is to convey the changes in the Gifford Pinchot 1990 Forest Plan brought about by the ROD, as described above. This amendment is an amalgam of the prevailing direction and standards and guidelines from the ROD and the Gifford Pinchot Forest Plan. The Forest Plan is intended primarily to serve the needs of Forest Service program management and operations. It also provides a useful reference to anyone interested in the

management of the Forest. This amendment was compiled by comparing direction from the Forest Plan with the ROD. The direction in the ROD supersedes the Forest Plan where it is more restrictive or provides greater benefits to late-successional ecosystems. Direction from the Forest Plan is retained where it is more restrictive or unaffected by the ROD. This amendment replaces Gifford Pinchot Forest Plan, pages IV-45 through IV-150, Forest-wide and Management Area Standards and Guidelines.

This is not a decision document; it contains no new decisions. All decisions were made in the Record of Decisions for the Forest Plan EIS and FSEIS.

Conventions Used in this Document

The ROD refers to the *Record of Decision for the Final Supplemental Environmental Impact Statement on Management of Habitat for Late-Successional and Old-Growth Forest Related Species within the Range of the Northern Spotted Owl*, abbreviated as FSEIS.

The Forest Plan refers to the *Gifford Pinchot Land and Resource Management Plan* (1990).

Designated Areas refer to the six land allocations described in the ROD.

Matrix is the term used in the ROD to describe areas outside the Designated Areas.

Management areas refer to land allocations from the Forest Plan. Forest Plan management areas are areas with similar objectives and direction.

Management area categories or MACs are groups of management areas with similar goals and management direction.

Citations to source material are provided by marginal notations. For example, the notation [FP 101> indicates the text which follows came from the Forest Plan, beginning on page 101. The notation <ROD C-11] indicates the previous text came from the ROD, ending on page C-11 in that document.

This document was compiled from the Gifford Pinchot Forest Plan Chapter IV, Forest-wide and Management Area Standards and Guidelines; and the Record of Decision, primarily Attachment A. Included from the latter document are Aquatic Conservation Strategy from Chapter B, all of Chapter C, and Chapter D up to page D-13.

Readers will recognize a difference in perspective between the two sources of direction. Direction from the ROD was written to apply to the entire spotted owl region and is therefore less site specific.

Those unfamiliar with the principles of ecosystem management are encouraged to review portions of the ROD not reproduced here, especially Chapter B which provides the ecological basis for the standards and guidelines.

Amendment Map

This document is accompanied by a map which is needed to identify direction that applies to any particular area of the Forest. The map was compiled by overlaying the Designated Areas and Key Watersheds over the map of Forest Plan management areas.

Congressional Reserves and Administratively Withdrawn designated areas coincide with Forest Plan management areas; their boundaries are identical. There is not the same one to one correlation between other designated areas and other Forest Plan management areas.

A particular area may lie in two designated areas. It is possible for overlap between Administratively Withdrawn Areas and either Late-Successional Reserve, Managed Late-Successional Area, or the Adaptive Management Area. Where such overlap occurs, the standards and guidelines from both designated areas may apply. For mapping purposes, Late-successional Reserves or the Adaptive Management Area are given precedence where there is an overlap between these designated areas and Administratively Withdrawn Areas. In other words, if an area is both Adaptive Management Area and Administratively Withdrawn, it is mapped as Adaptive Management Area.

There is no overlap on the Gifford Pinchot between mapped Late-successional Reserves and Managed Late-successional Areas, the Adaptive Management Area or Congressional Reserves.

The Amendment Map is intended primarily for display purposes. A higher resolution version intended for project planning and analysis is maintained in the Forest GIS system. Riparian Reserves, unmapped Late-Successional Reserves, protection buffers and small special sites are not shown on the Amendment Map.

How to Use this Document

Organization

This document is organized according to the land allocations in the ROD. Chapter 2 describes direction which applies Forest-wide. Chapters 3 through 7 describe direction for each designated area and the Matrix. For example, direction specific to the Congressional Reserve is in Chapter 3, the Matrix is in Chapter 6. Because the Aquatic Conservation Strategy and Riparian Reserves apply to all land allocations they are included in Chapter 2. Direction for Forest Plan management areas underlying each designation is included with the respective designated area in Chapters 3 through 7. For example, Forest Plan direction for the Wilderness management area is included in Chapter 3, Congressionally Reserved Areas. Some management areas occur in several designated areas. Different versions of the management area direction, reconciled to each designated area, appear in each chapter.

Finding Applicable Direction

To determine applicable direction we need four items of information (see Figure 1-1.)

Which designated area or Matrix?

Which management area?

Are we in a Key Watershed?

Are we in a Riparian Reserve?

The answers to the first three questions are on the Amendment Map. Riparian Reserves are not mapped. An example might best illustrate the process of locating all applicable direction for a particular area. ^{[FP IV-46>}

Let's assume you are interested in an area near Chain of Lakes, north of the Mt. Adams Wilderness. When you find the area on the Amendment Map you see it is shaded brown and the underlying management area is coded "**RM.**" The shading tells you this area is in the Cispus Adaptive Management Area. You also see that it is free of any cross-hatch, indicating the area is not in a key watershed.

The first letter in the management area code, "**R**," indicates it is a Roded Recreation Management Area without timber harvest. This prohibition of scheduled timber harvest accounts for its dual designation as Administratively Withdrawn. This area is both Adaptive Management Area and Administratively Withdrawn.

The second letter in the management area code, "**M**" denotes the unique combination of recreation opportunity spectrum (ROS) class and visual quality objective (VQO) for the area. Every management area ending in the letter "**M**" has the same combination of VQO and ROS, in this case Partial Retention VQO and Roded Natural ROS.

Direction for the Adaptive Management Area is contained in Chapter 7. Chapter 7 tells us that, as a point of departure, we should refer to the Administratively Withdrawn standards and guidelines for the "**RM**" management area in Chapter 4 of this document. This is an example of an overlap between the Administratively Withdrawn and Adaptive Management Areas; applicable standard and guidelines from both must be met. In this example, therefore, we must read Chapter 7 which describes direction for the adaptive management area as well as the beginning portion of Chapter 4 which describes direction for the Administratively Withdrawn Area. Direction which precedes the management areas in each chapter is intended to apply to all management areas in that chapter and may not be repeated in each management area. For example on page 4-1, we learn that scheduled timber harvest is not permitted in Administratively Withdrawn Areas. This applies to all management areas within this designated area.

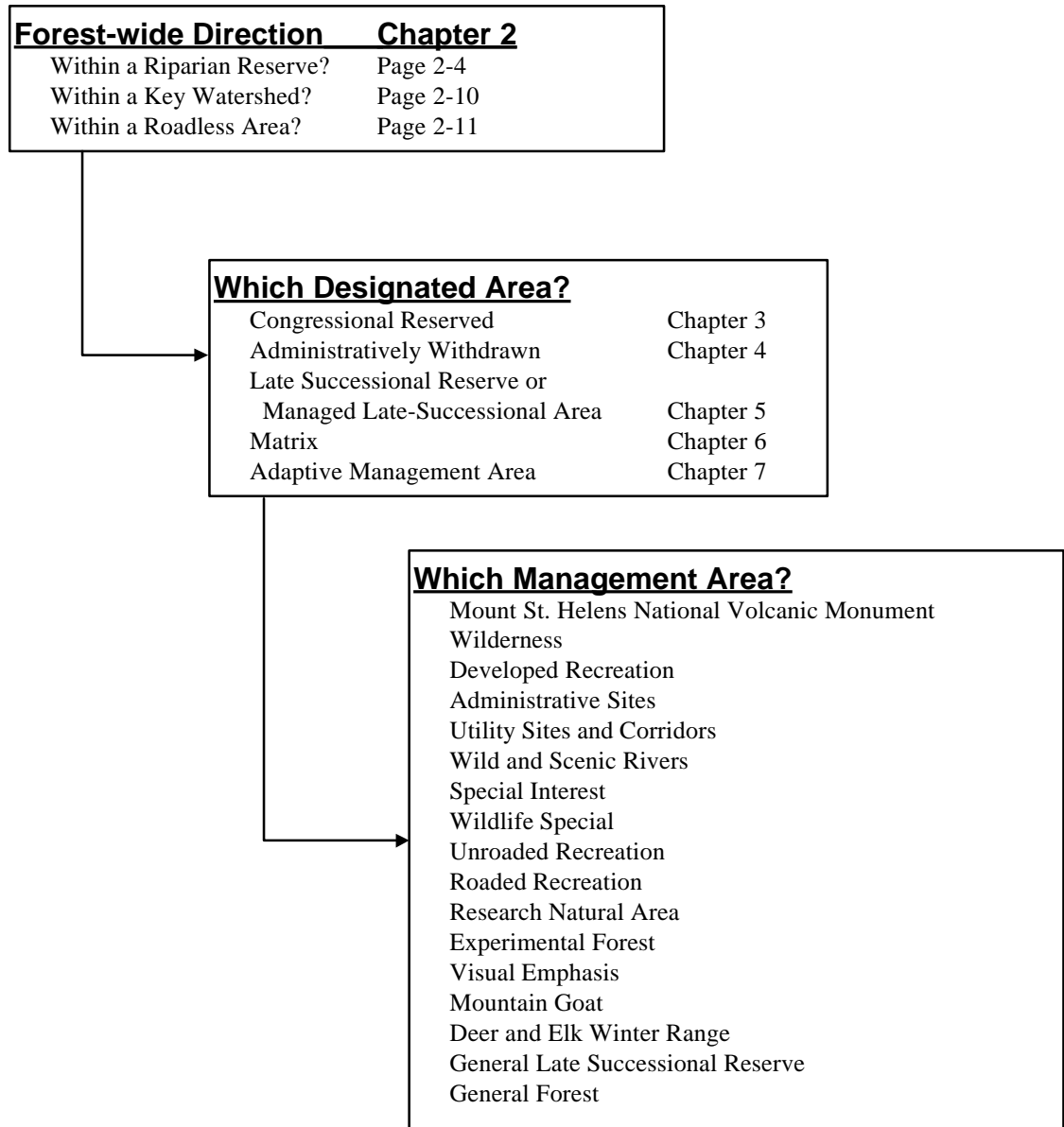
Direction for each management area is more site specific. For example in Chapter 4 in Roded Recreation Without Timber Harvest management area direction, you find *fuelwood gathering is not permitted except for campfires*. You also find that livestock grazing may be permitted, but that *animals should be kept away from fields being managed for berry picking during the harvest season*. No restrictions are mentioned in this section for riparian areas.

Because riparian areas and their associated Riparian Reserves overlap other designated areas and management areas, direction for their management is included in Chapter 2, "Forest-wide Management Direction." To understand riparian management, the entire section titled "Aquatic Conservation Strategy" beginning on page 2-1, must be studied carefully.

An important component of the “Aquatic Conservation Strategy” section, “Riparian Reserve Widths” are described under “Riparian Reserve Descriptions” in Chapter 2. If we had been in a key watershed, we would have paid special attention to the direction for Key Watersheds in Chapter 2. The remainder of Chapter 2 is organized by resource or program area. Within each subsection are standards and guidelines addressing the Riparian Reserves. For example, under “Range” we find GM-2 which tells us to *locate new livestock handling and/or management facilities outside Riparian Reserves*. On the next page we see that *bedding grounds will not be permitted* in riparian areas. The glossary, on page G-28, explains the relationship of Riparian Reserves to riparian areas.

This exercise illustrated the importance of becoming familiar with the interrelationships of the designated areas and management areas. It shows that acquiring all the applicable direction requires reference to as many as four chapters. <FP IV-47]

Figure 1-1 Finding Applicable Direction



Hierarchy of Standards and Guidelines

All land allocations have specific management direction regarding how those lands are to be managed, including actions that are prohibited and descriptions of the conditions that should occur there. This management direction for specific lands is known as “standards and guidelines”—the rules and limits governing actions, and the principles specifying the environmental conditions or levels to be achieved and maintained.

As portrayed in Figure 1-2, there is some overlap of designated areas. The ROD provided a hierarchy for addressing the overlap among designated areas. Standards and guidelines for Congressionally Reserved Areas must be met first. Second, Riparian Reserve standards and guidelines apply and are added to the standards and guidelines of other designated areas. For overlap among other designated areas, both sets of standards of guidelines must be met. For example, where Riparian Reserves occur within Late-Successional Reserves, the standards and guidelines of both designations apply.

Key Watersheds may overlay any of the allocations. In this case, the standards and guidelines for the allocations apply, and the key watershed adds additional requirements. In all designations, standards and guidelines from the Forest Plan apply where they are more restrictive or provide greater benefits to late-successional forest related species. For example, thinning in a Late-Successional Reserve would be permitted only if it is consistent with the standards and guidelines in the ROD and also is consistent with the standards and guidelines of the underlying Forest Plan management area. <ROD C-1]

[FP IV-46]

The degree of flexibility in applying management direction is identified by the terminology in the standards and guidelines. To understand the intent of the direction, the interpretations of the terms are critical. The first intent is conveyed by the words “will” and “shall.” With this degree of restriction, the action is mandatory in all cases.

The second is conveyed by the word “should”. With this degree of restriction, action is required unless a justifiable reason exists for not taking action. This direction is intended to require a practice unless it entails unacceptable hardship or expense. Exceptions to “should” restrictions are expected to occur infrequently.

The third type of direction uses the words “practical” or “practicable” and acknowledges that a given practice is not always feasible and practical in every situation. It is intended to encourage, but not require, a practice.

The fourth uses the word “may” and has to do with activities which may or may not be appropriate, depending on circumstances. For example, livestock grazing may be consistent with the objectives of certain management areas, but specific sites may or may not contain suitable forage. This direction is intended to allow for taking advantage of compatible opportunities or to provide for exceptions when objectives of a particular standard can be met through alternate methods.

The standard and guidelines describe what will, should, or may occur in a particular area to achieve the desired future condition or goal. Projects implementing the Forest Plan should document how the Forest Plan standard and guidelines are to be met. Where

standard and guidelines permit alternative actions, reasons for selecting a proposed action will be documented through the NEPA process. If a proposed project cannot meet the required standards, then the project should be modified or dropped, or the Forest Plan may be amended to permit implementation of the project.

Some standard and guidelines require end results. For example, “number of snags of a certain size to remain after harvesting,” or “at least 50 percent of the suitable timberland should be in mature or old-growth timber.” It is understood that if such conditions do not exist at the time a management activity occurs, the next best, or closest possible solutions, will be substituted.

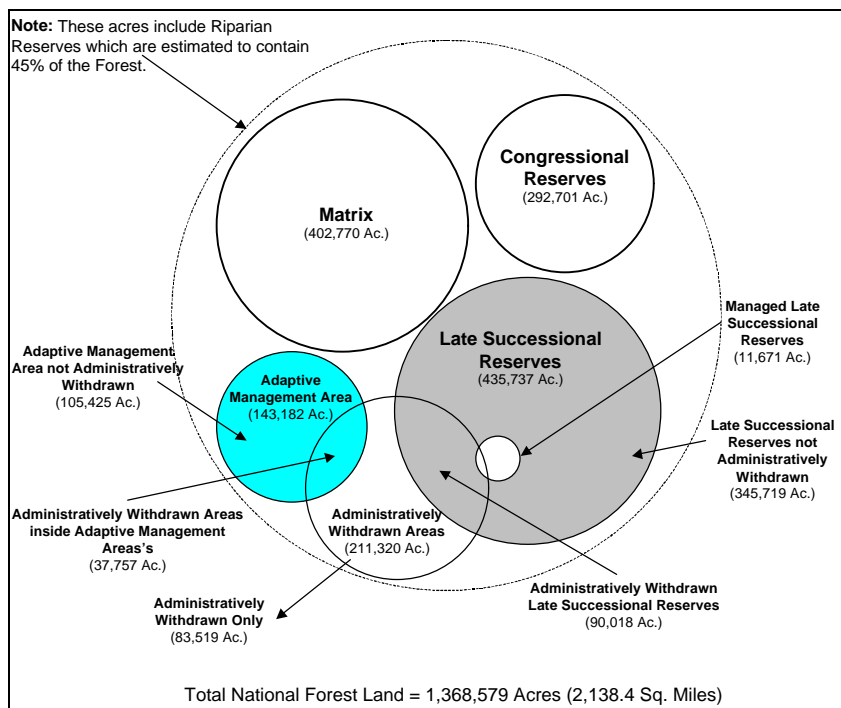
Standard and guidelines take priority over targets and will not change simply to permit achievement of the timber, recreation, or other resource objectives or targets estimated by the Forest Plan. <FP IV-46]

Existing Laws and Regulations

[ROD C-1>

Additional direction to management agencies includes, but is not limited to directives, policy, handbooks, manuals, as well as other plans, regulations, laws and treaties. The standards and guidelines presented in the ROD supersede other direction except treaties, laws, and regulations unless that direction is more restrictive or provides greater benefits to late-successional forest related species. None of these standards and guidelines applies where they would be contrary to existing law or regulation, or where they would require the agencies to take actions for which they do not have authority.

Figure 1-2 Land Allocation Relationships.



Relationship to Other Plans [ROD C-2>

Except as specifically excepted below, the 1990 Forest Plan standards and guidelines, including Administratively Withdrawn Areas, apply where they are more restrictive or provide greater benefits to late-successional forest related species than the standards and guidelines from the ROD.

Related approved plans such as those for National Scenic Areas or Wild and Scenic Rivers apply where they are more restrictive or provide greater benefits for late-successional forest-related species.

Exceptions to the above rule consists of those provisions of the ROD standards and guidelines that are specifically designed to replace direction in the 1990 Forest Plan. These exceptions are:

1. Direction specific to management for the northern spotted owl and its habitat. Because of protection provided by ROD standards and guidelines, the Forest Service direction adopting elements of *A Conservation Strategy for the Northern Spotted Owl* has been dropped.
2. Administratively Withdrawn Areas that are specified in the 1990 Forest Plan to benefit American martens, pileated woodpeckers, and other late-successional species are returned to the Matrix unless local knowledge indicates that other allocations and these standards and guidelines will not meet management objectives for these species.
3. As described for Adaptive Management Areas in Chapter 7, standards and guidelines need to be considered during planning and implementation of activities within Adaptive Management Areas, and they may be modified in Adaptive Management Area plans based on site-specific analysis. Coordination with the Regional Ecosystem Office is required.<ROD C-3]

Transition Standards and Guidelines 1994-1996 [ROD A-7>

As described in the ROD, the following direction is adopted to provide for implementation of certain interim procedures in order to realize the goals and objectives of the management strategy while making project decisions with reasonable promptness that do not preclude long-term options or impair resources sought to be protected.

1. **Watershed Analysis** - In the initial years of implementation, the process for watershed analysis is expected to evolve to meet long-term goals described in these standards and guidelines. However, some projects proposed for the first few years of implementation are in areas that require watershed analysis prior to approval of the projects (i.e., Key Watersheds, Riparian Reserves, and inventoried roadless areas). In fiscal years 1994 through 1996, watershed analysis done for these projects may be less detailed than analyses that are completed in later years. Regardless, analysis done during the initial years (fiscal years 1994-96) will comply with the following guidance:
 - The goal of the analysis is to determine whether the proposed actions are consistent with the objectives of the standards and guidelines.

- Existing information will be used to the greatest extent possible, with new information collected, to the maximum extent practicable, to fill crucial data gaps.
- Analysis will address the entire watershed, even though some areas may be analyzed at a lower level of precision, and the analysis of issues may be prioritized.
- Information from the analysis will flow into the NEPA documentation for specific projects, and will be used where practicable to facilitate Endangered Species Act and Clean Water Act compliance.
- Restoration opportunities will be identified.

As described in Chapter 2, watershed analysis is an ongoing, iterative process. Watershed analyses will expand as appropriate to consider additional available information, changing conditions and potential effects associated with long-term management issues and needed actions.

2. **Green Tree Retention Requirements** - National forest timber sales already laid out at the time of the Record of Decision may use green tree retention requirements in the *Draft Supplemental Environmental Impact Statement (SEIS)* if this eliminates the need to rework, redesign, or recruse a sale. All sales laid out after the date of the Record of Decision will comply with green tree retention requirements in these standards and guidelines.
3. **Assessments for Late-Successional Reserves** - Projects and activities within Late-Successional Reserves (including restoration, recreation, projects for public safety, thinning and salvage) may proceed in fiscal years 1994-96 using initial Late-Successional Reserve assessments done at a level of detail sufficient to assess whether the activities are consistent with the objectives of the Late-Successional Reserves.

< ROD A-7]

Interagency Coordination [ROD E-15>

These standards and guidelines call for a high level of coordination and cooperation among agencies during implementation. Issues will be discussed, objectives clarified, and problems solved in collaboration. The Memorandum of Understanding for Forest Ecosystem Management established a framework for coordinated implementation of these standards and guidelines. The parties to this memorandum of understanding are the Director of the White House Office on Environmental Policy, the Secretary of the Interior, the Secretary of Agriculture, the Administrator of the Environmental Protection Agency, and the Undersecretary of Commerce for Oceans and Atmosphere.

Interagency Groups

The following interagency groups have been established to develop, monitor, and oversee the implementation of these standards and guidelines. These interagency groups are identified in the Memorandum of Understanding for Forest Ecosystem Management. They do not substitute or alter the line of authority of individual agencies. (See Figure 1-3.)

Interagency Steering Committee

The Interagency Steering Committee will establish overall policies governing the prompt, coordinated and effective implementation of this plan by all relevant federal agencies, and address and resolve issues referred to it by the Regional Interagency Executive Committee. The committee consists of representatives from the offices of the Secretary of the Interior, Secretary of Agriculture, Administrator of the Environmental Protection Agency, Undersecretary of Commerce for Oceans and Atmosphere, and is chaired by the Director of the White House Office on Environmental Policy or the director's designee. A White House appointed representative of the Interagency Steering Committee serves as interagency coordinator to provide general oversight and guidance of regional activities.

Regional Interagency Executive Committee (RIEC)

This group consists of the Pacific Northwest federal agency heads of the Forest Service, Bureau of Land Management, Fish and Wildlife Service, National Marine Fisheries Service, Bureau of Indian Affairs, and Environmental Protection Agency. Other participants on this committee include: the National Park Service; Soil Conservation Service; the States of Washington, Oregon, and California; and three tribal organizations. The RIEC will serve as the senior regional entity to assure the prompt, coordinated, and successful implementation of these standards and guidelines. It serves as the principal conduit for communications between the Interagency Steering Committee and the agencies in the planning area. It will be responsible for implementing the directives of the Interagency Steering Committee, reporting regularly on implementation progress, and referring issues relating to the policies or procedures for implementing these standards and guidelines to the Interagency Steering Committee. The RIEC's policy and planning decisions and recommendations will be made collaboratively, and will be consistent with federal and state laws, federal trust responsibilities, and government-to-government relationships with American Indian tribes. The RIEC provides direction to the Regional Ecosystem Office, province teams, and the Research and Monitoring Committee (see

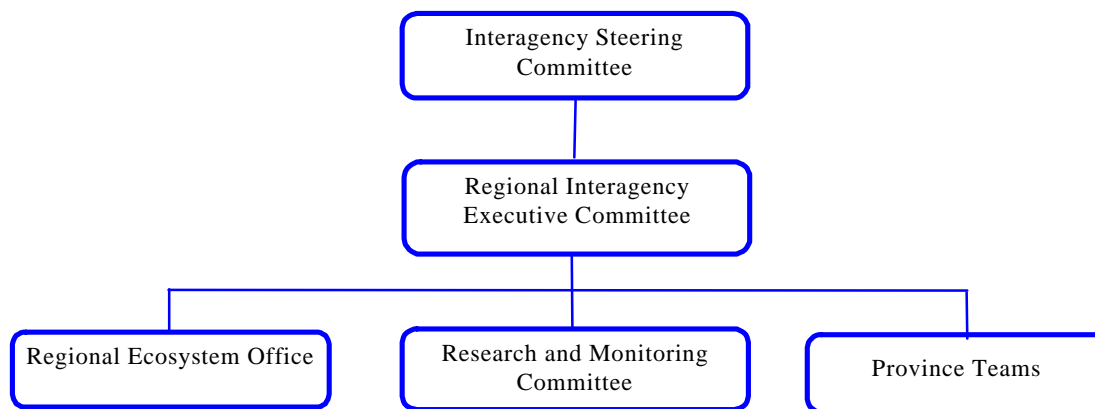
below). The RIEC also works with the Regional Community Economic Revitalization Team (RCERT) to develop criteria and priorities for ecosystem investment opportunities.

Regional Ecosystem Office (REO)

This office provides staff work and support to facilitate RIEC decision making and prompt interagency issue resolution in support of implementation of these standards and guidelines. It will also be responsible for evaluation of major modifications arising from the adaptive management process and will coordinate the formulation and implementation of data standards. This office reports to the RIEC and will be responsible for developing, evaluating, and resolving consistency and implementation issues with respect to specific topics including, but not limited to, Geographic Information Systems (GIS), pilot watershed analyses, restoration guidelines, Endangered Species Act requirements, adaptive management guidelines, monitoring and research.

Although the standards and guidelines variously refer to the Regional Ecosystem Office for reviews and other actions, it is understood that the Regional Ecosystem Office recommends to the Regional Interagency Executive Committee who has responsibility for the decisions. The decision-making responsibility of the Regional Interagency Executive Committee described in these standards and guidelines is generally limited to interpretation of standards and guidelines. Individual land management and consultation agencies retain the decision-making authority that is vested in them by statute.

Figure 1-3 Relationship of interagency groups.



Research and Monitoring Committee

This committee, comprised of full-time scientists in the Regional Ecosystem Office and a standing group of agency liaisons provides recommendations to the RIEC on implementation of these standards and guidelines through monitoring and research plans. The Research and Monitoring Committee will review and evaluate ongoing research; develop a research plan to address critical natural resource issues; address biological, social, economic, and adaptive management research topics; and develop and review scientifically credible, cost efficient monitoring plans; and facilitate scientific review of proposed changes to the standards and

guidelines. The Research and Monitoring Committee is under the direction of, and is responsible to, the Regional Interagency Executive Committee, and reports to the RIEC through the Regional Ecosystem Office.

Province Teams

These teams consist of representatives of federal agencies, states, American Indian tribes, and others. These teams will provide or coordinate analyses at the province level that can provide the basis for amendments to Forest and District Plans and will provide monitoring reports for provinces. Province teams will also encourage and facilitate information exchange and complementary ecosystem management among federal and nonfederal land managers. The Interagency Steering Committee and the Regional Interagency Executive Committee will continue to develop and refine the appropriate role for these teams at the level of physiographic provinces, Adaptive Management Areas, or specific watershed. [ROD E-17]

Highlights of Changes in this Amendment

Table 1-1 Highlights of Changes in this Amendment

Topic	Reference
Late-Successional Reserves and Managed Late-Successional Areas comprising 447,000 acres withdrawn from programmed timber harvest.	Chapter 5
Timber harvest in Late-Successional Reserves is limited to thinning stands under 80 years old to accelerate development of late-successional characteristics and catastrophic salvage, after review by the Regional Ecosystem Office.	Page 5-5
A management assessment is required for Late-Successional Reserves prior to habitat manipulation activities.	Page 5-4
Establishment of an Aquatic Conservation Strategy.	Page 2-1
Interim Riparian Reserves comprising 611,000 acres, withdrawn from programmed timber harvest. Interim Riparian Reserves are established as two site tree heights on either side of fish bearing and one site tree height on either side of non-fish bearing streams, including intermittent streams.	Page 2-3
Identification of ten key watersheds for protection of at risk fish stocks and high quality water sources.	Page 2-10
No new roads will be built in Roadless Areas in Key Watersheds.	Page 2-11
There will be no net increase in roads in Key Watersheds.	Page 2-11
Watershed Analysis is required prior to projects in a Riparian Reserve, Roadless Area, or a Key Watershed.	Page 2-13
Habitats for species identified in Table 2-10 are to be surveyed or managed to benefit dependent species.	Page 2-66
Cispus Adaptive Management Area is established as 143,000 acres for exploring innovative management methods and public involvement processes.	Chapter 7
Protection buffers are established by standard and guidelines for Late-Successional Reserves, Managed Late-Successional Areas and the Matrix to assure viability of rare and locally endemic species.	Page 2-79 Page 6-7