
Chapter 4

The RMP Planning Process

CHAPTER 4.0

THE RMP PLANNING PROCESS

4.1 Overview

This chapter summarizes the principal factors that most influenced development of the Henry Hagg Lake RMP (as illustrated in Figure 4.1-1). These factors were identified through the following two fundamental processes:

1. Review and analysis of regional and study area resource inventory data, and current land use and management practices; and Federal laws and Reclamation policies and authorities (see Appendix B).

2. A public involvement program and agency and Tribal consultation, focused on feedback and input from public meetings/workshops, newsbriefs, Ad Hoc Work Group (AHWG) meetings, and other meetings and communications.

A detailed Problem Statement defining the major opportunities, constraints, and planning issues was developed based on input from the processes listed above (see Appendix C).

The most commonly mentioned issues by those providing input during development of the RMP were about possible camping opportunities at Recreation Area A East; the need to preserve water quality at the reservoir; and

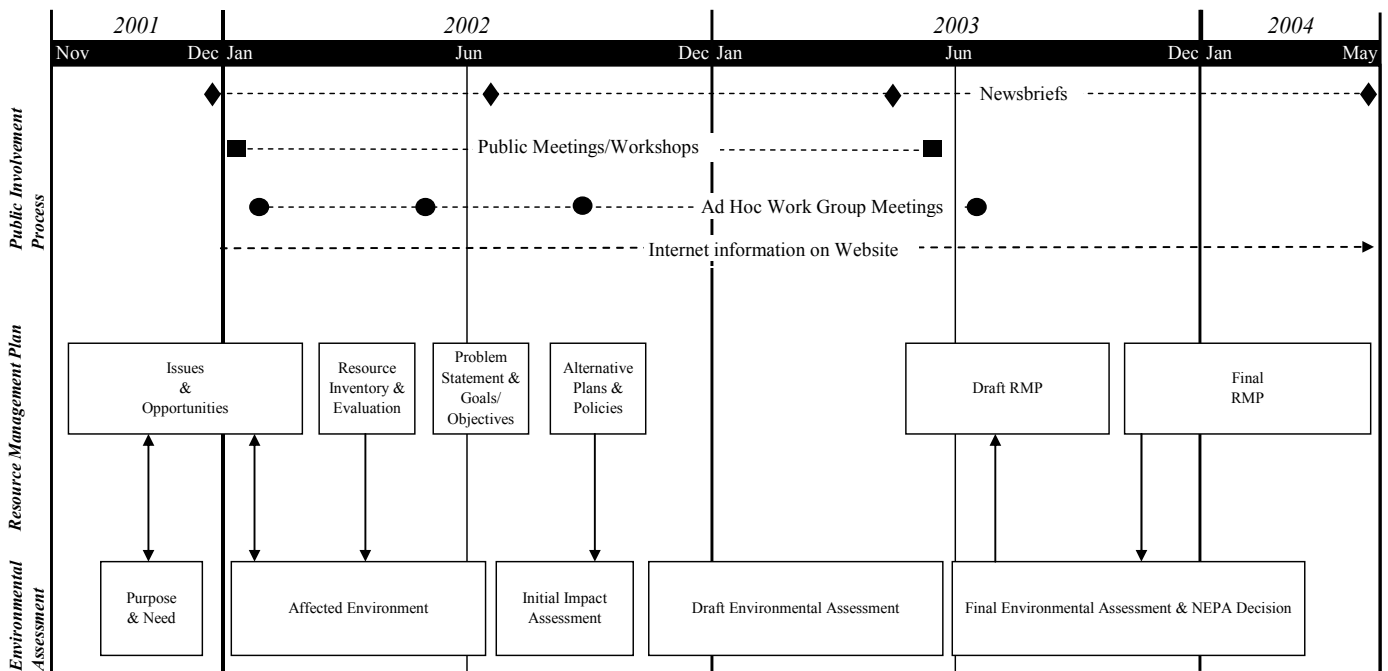


Figure 4.1-1: RMP planning process and RMP schedule.

law enforcement. Also mentioned frequently were the preservation of the elk meadow mitigation lands, as well as specific comments related to recreation facility design and management. Table 4.1-1 lists the primary issues of concern raised in the first public meeting and through written comment in response to the first newsbriefs, AHWG meetings, and agency and stakeholder meetings. These issues are described in detail in the Problem Statement contained in Appendix C. While not all issues of concern are listed in Table 4.1-1, the Problem Statement provides a comprehensive review and understanding of all of the issues, needs, and opportunities (including all relevant perspectives) that are addressed by the RMP.

The Problem Statement was also used to guide

the development of the RMP Goals and Objectives, which are the foundation upon which alternative Management Actions were developed (described in detail in Chapter 5). The range of alternatives was reviewed by the public and the Ad Hoc Work Group. The alternatives were also identified and analyzed in the Draft Environmental Assessment (EA) for the Henry Hagg Lake RMP to investigate potential environmental effects (Reclamation 2003).

Letters of comment on the Draft EA were received from a Federal agency (1 letter); 3 State agencies (3 letters), local agencies (5 letters), organizations (5 letters), and the general public (3 letters). The Preferred Alternative was selected and modified using these consultation and assessment processes.

Table 4.1-1: Primary issues of concern identified during the initial RMP phase, based on public input.

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- Balancing recreation uses with natural and cultural resources, and managing conflicting uses
 - Promoting sustainable uses
 - Addressing crowding on lands and on the reservoir
 - Examining the potential to increase the season of use
 - Maintaining, protecting, and managing wildlife and wildlife habitat (including wetlands)
 - Restoring natural habitat
 - Protecting endangered and sensitive species
 - Controlling the spread of noxious weeds
 - Examining fisheries issues, such as the fish stocking program
 - Protecting water quality
 - Controlling and reducing erosion
 - Considering impacts to visual resources
 - Potentially renaming recreation facilities
 - Considering additional recreation facility developments and improvements
 - Considering a leash-free zone for pets
 - Examining the potential reopening of Recreation Area A East for day use or camping
 - Examining trail improvements (such as development of an equestrian trail) and maintenance
 - Considering additional concession opportunities
 - Improving boating opportunities, including establishing a non-motorized zone, better enforcement of a no-wake zone, and providing a boat ramp for non-motorized craft
 - Managing the reservoir fishery, including improvements at boat and bank fishing facilities
 - Considering development of the Tualatin Watershed Education and Research Center
 - Pursuing additional education & interpretation opportunities
 - Managing traffic and parking in the study area
 - Improving shoreline access
 - Enhancing accessibility for people with disabilities
 - Increasing law enforcement in the study area (especially for unauthorized ORV use and hunting)
 - Improving trash cleanup, particularly along the shoreline where bank fishing takes place
 - Examining the current fee structure
 - Examining the timing of special events
 - Protecting cultural resources
 - Protecting Indian sacred sites, if we are informed such are present.
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4.2 Public Involvement Program

Reclamation initiated a public involvement program in December 2001 and continued it throughout the planning process to support development of the RMP (see Figure 4.1-1). The program included: (1) four newsbriefs; (2) two public meetings/workshops; (3) four meetings with the AHWG representing key agencies, organizations, and stakeholders in the study area; and (4) a project website providing information to the public and a forum in which to comment on the process. Each of these program components is described in further detail below.

4.2.1 Newsbriefs

The first newsbrief was mailed in December 2001 to about 400 individuals and organizations. It explained the RMP planning process, announced the project schedule, introduced the team members, and provided a mail-in response form for submitting issues and initial comments on the management and facilities in the study area. This information was used to help form the Goals and Objectives for the RMP.

In August 2002, the results of the mail-in response form and the issues raised at the first public meeting were summarized in a second newsbrief. These issues were listed in a table and categorized by issue type (natural resources; land use and management; general and administrative; and recreation). Newsbrief #2 also listed the membership of the Ad Hoc Work Group, as well as provided a summary of the resource inventory conducted for Henry Hagg Lake.

The third newsbrief was mailed in May 2003, announcing the availability of the Draft EA for public and agency review. The newsbrief focused on describing the Draft Goals and Objectives established for the RMP planning process, as well as the alternatives as presented in the EA. In addition, it announced

the time, location, and date of the official public meeting and described the public comment process for the EA.

The fourth and final newsbrief was mailed in May 2004 to announce the Final EA and the RMP. It also summarized comments received on the Draft EA and provided an overview of the RMP, including implementation.

4.2.2 Public Meetings

The first public meeting/workshop was held on January 17, 2002 in Hillsboro, Oregon. The purpose of this meeting was to conduct public scoping of the issues at Henry Hagg Lake. Approximately 30 people attended the meeting. Reclamation provided information about the RMP planning process, then the participants broke into small work groups to discuss important issues and opportunities the RMP should address.

The second public meeting was held May 22, 2003, in Hillsboro. Approximately seven people attended the meeting. The meeting followed a similar format, beginning with presentation of the alternatives. Attendees could then ask questions of the RMP team at stations that emphasized particular portions of the plan.

4.2.3 Ad Hoc Work Group

The Ad Hoc Work Group met four times: in February, May, and September 2002, and June 2003. As part of the May 2002 meeting, the group spent a day touring the Henry Hagg Lake study area and becoming more familiar with site-specific issues (Photos 4-1 and 4-2).

The 22 members brought a wide variety of viewpoints, and, although some were able to participate more than others, the group was of considerable assistance in the alternatives development process. The Preferred Alternative was arrived at through Ad Hoc Work Group discussions, public comments from the second

set of public meetings, and the recommendations of agency scientists and planners. The entities represented in the Ad Hoc Work Group are listed in Table 4.2-1.



Photo 4-1. While on a site tour, the AHWG stops to discuss the proposed Education and Research Center on the meadow overlooking Nelson Cove.

At the first meeting, the group was introduced to the planning process and asked to identify their issues of concern. This information was recorded and used to help draft the Problem Statement and form the draft Goals and Objectives for the RMP.

At the second meeting, an overview of the resource inventory was presented, focusing on potential opportunities and constraints. The Team also presented and took initial comments on the draft Problem Statement. In conjunction with the second meeting, the AHWG took part in a tour of Henry Hagg Lake.

The primary intent of the third meeting was to gather AHWG comments on the Draft Goals



Photo 4-2. The AHWG discussing resource issues at Scoggins Creek Picnic Area.

and Objectives, as well as to present and receive feedback on a preliminary set of alternatives, including a no action (i.e., status quo) alternative and two action alternatives (Photo 4-3).



Photo 4-3. Members of the planning team and AHWG discussing some of the details in the alternatives developed as part of the RMP planning process.

Table 4.2-1: Ad Hoc Work Group.

Adjacent Land Owner	Oregon Equestrian Trails
Clean Water Services	Oregon State Marine Board
Coast Guard Auxiliary	Oregon Road Runners Club
Gaston Fire Department	Portland State University Center for Lakes and Reservoirs
Joint Water Commission Water Treatment Plant	Portland Urban Mountain Pedallers
Mazamas	Trout Unlimited and Tualatin River Watershed Council
Marine Patrol	Tualatin Valley Irrigation District
NW Outdoor Science School	U.S. Fish and Wildlife Service
Oregon Bass and Panfish Club	Washington County Board of Commissioners
Oregon Department of Fish and Wildlife, Fisheries Biologist	Washington County Parks and Recreation Advisory Board
Oregon Department of Fish and Wildlife, Wildlife Biologist	Washington County Parks Department

The primary purposes of the fourth and final meeting were to: (1) summarize the final EA alternatives, in particular the Preferred Alternative; (2) receive AHWG feedback on the contents of the Draft EA; and (3) present and receive feedback on the RMP management actions and Implementation Program.

In response to AHWG comments, the Draft EA and RMP were significantly revised. In particular, the proposed campground at Recreation Area A East was eliminated as a component of the Preferred Alternative, primarily because of AHWG comments and dialog on this issue.

4.2.4 World Wide Web

A Henry Hagg Lake RMP web site was set up on Reclamation's Pacific Northwest (PN) Region's homepage and updated as a way to provide relevant information to the public. Newsbriefs, contact names/addresses, draft materials, the Draft EA, and meeting announcements were posted on this website. The site also provided a forum for individuals to provide comments on the RMP planning process.

4.3 Tribal Consultation

4.3.1 Overview of Government-to-Government Consultation with Tribes

Reclamation contacted staff members of the Siletz, Warm Springs, and Grand Ronde Tribes to discuss the preparation of the RMP and to identify cultural resources, ITAs, TCPs, and Indian sacred sites. Members of the Tribes were invited to participate on the Ad Hoc Work Group. The Tribes did not respond to Reclamation's correspondence.

The Draft EA was distributed to representatives from the Siletz, Warm Springs, and Grand Ronde Tribes.

No response was received from the Tribes, and no ITAs, TCPs, or Indian sacred sites were identified in the vicinity of Henry Hagg Lake.

4.3.2 National Historic Preservation Act Requirements

The National Historic Preservation Act of 1966 (NHPA) (as amended through 1992) requires agencies to consult with Indian Tribes if a proposed Federal action may affect properties to which the Tribes attach religious or cultural significance. The implementing regulations of the NHPA, 36 CFR 800, address procedures for consultation in more detail. Reclamation complied with these requirements in preparing the RMP.

4.3.3 Indian Trust Assets

Indian Trust Assets are legal interests in property held in trust by the United States for Indian Tribes or individuals. The Secretary of the Interior, acting as the trustee, holds many assets in trust for Indian Tribes or Indian individuals. Examples of trust assets include lands, minerals, hunting and fishing rights, and water rights. While most ITAs are on-reservation, they may also be found off-reservation.

The United States has an Indian trust responsibility to protect and maintain rights reserved by or granted to Indian Tribes or Indian individuals by treaties, statutes, and executive orders. These are sometimes further interpreted through court decisions and regulations.

The Confederated Tribes of the Warm Springs Reservation (Warm Springs Tribes) reserved the right to take fish at all usual and accustomed places through the June 25, 1855, Treaty with the Tribes of Middle Oregon. These usual and accustomed places include the lower Willamette River Valley. No other ITAs have been identified in the study area. Letters requesting information on possible

ITAs have been sent to the Confederated Tribes of Grand Ronde Community of Oregon and the Confederated Tribes of Siletz, dated January 15, 2002, but no response was received.

4.3.4 Sacred Sites

Sacred sites are defined in Executive Order 13007 as “any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion....”

Reclamation informed the Siletz and Grand Ronde Tribes about the RMP and requested that they inform Reclamation if they were aware of Indian sacred sites within the study area. The notification and consultation processes were coordinated with the NHPA consultation process. The Tribes have not responded.

4.3.5 Other Laws and Regulations

The relationship between Federal agencies and sovereign Tribes is defined by several laws and regulations addressing the requirement of Federal agencies to notify or consult with Native American groups or otherwise consider their interests when planning and implementing Federal undertakings. Among these are the following (also see Appendix B, Legal Mandates):

- National Environmental Policy Act (NEPA)
- American Indian Religious Freedom Act
- Archaeological Resources Protection Act

- Native American Graves Protection and Repatriation Act
- Executive Order 12875, Enhancing the Intergovernmental Partnership
- Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations
- Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments
- Executive Order 13007, Indian Sacred Sites
- Executive Order 13175 of November 6, 2000, Consultation and Coordination with Indian Tribal Governments (EO 13175 revokes EO 13084 issued May 14, 1998).

4.4 Agency Coordination

Reclamation consulted with several Federal and local agencies throughout the RMP process to gather valuable input and to meet regulatory requirements. This coordination was integrated with the public involvement process.

Coordination on fish and wildlife issues to meet the requirements of the U.S. Fish and Wildlife Coordination Act (FWCA) was accomplished by consulting with the USFWS. Information about this consultation is provided in Appendix A.

The evaluation of endangered species contained in the EA served as Reclamation’s biological evaluation of potential effects to listed and proposed for listing species including bald eagles, Kincaid’s lupine, Nelson’s checker-mallow, Steelhead, and one candidate species (the Oregon spotted frog), as required under the ESA. Reclamation has determined that the

Preferred Alternative will not affect any of these species.

Reclamation worked with ODFW and USFWS through the RMP process to develop an appropriate management plan for the elk meadows that satisfies the general goals for these parcels originally discussed between Reclamation and ODFW. The collaboration has resulted in the 2003 Elk Mitigation Meadows Maintenance and Management Plan (Appendix D).

