

Big Lost

# **Management Plan**

1982

Bureau of Land Management  
Upper Snake River District  
Idaho Falls Field Office

Copy 7 of Seven Copies

BIG LOST MANAGEMENT FRAMEWORK PLAN

The Big Lost Management Framework Plan has been prepared following the principles of multiple use, sustained yield, public participation, and intergovernmental coordination. This plan complies with the standards prescribed in 43 CFR 1608 and 43 CFR 1601.8 (b)(1), and is a valid land use plan.

Multiple Use  
Decisions

Date 12-15-83

Signature

Brentil Jensen  
Area Manager

Decisions

Date 12-15-83

Signature

Bill A. Fausch  
District Manager

Approval

Date 12-15-83 Signature

Bill W. Hittler  
State Director



# United States Department of the Interior

1-3

BUREAU OF LAND MANAGEMENT

Idaho State Office

3380 Americana Terrace

Boise, Idaho 83706

IN REPLY  
REFER TO

5400 (931)

November 29, 1983

District Mgr.	Info.	Act.	Init.
Asst. D.M.			
Resource Mgmt.			
Operations			
83-RECEIVED	Idaho Falls, ID		
USDI	NOV 30 1983		
Administration			
Planning			
Public Affairs			
Big Butte RA			
Med Lodge RA			
RA			

Instruction Memorandum No. ID-84-65  
Expires 9/30/85

To: District Managers

From: State Director

Subject: Forest Land Policy Statement FD 1/6/84

The Forest Land Policy Statement was recently approved by the Director (copy enclosed). The statement reaffirms the practice of the Bureau of Land Management (BLM) to manage forest lands for timber production in combination with other uses and values to attain the widest range of benefits.

This policy is effective immediately. All Resource Management Plans (RMPs) that are still in draft stages of preparation must comply.

An analysis of data gathered over the past year showed forest lands were frequently excluded unnecessarily from timber management. More than 1 million acres, or nearly 55 percent of BLM commercial forest land, has been excluded or "set aside," either totally or partially, from timber harvesting. These set-asides have resulted from Congressionally mandated wilderness reviews, timber production capability classifications, and multiple use planning decisions. In some instances, planning decisions to accommodate other resource uses (e.g., watershed, wildlife, livestock grazing, etc.) totally excluded timber management. Oftentimes, the management objectives for these resources could have been achieved without excluding timber harvest.

To ensure compliance with this policy, each district with forest land is requested to review existing plans and provide me with Lombard ID (931) an analysis showing the extent of forest land set-asides and whether the set-asides are appropriate within the enclosed policy. Woodlands are to be included in the analysis. In addition to the analysis, each district is to submit a schedule for bringing existing plans into compliance with the new policy. The analysis and schedule are to be sent to ID (931) by January 6, 1984.

The Forest Land Policy Statement encourages us to promote the full range of multiple uses and to set aside forest lands only when mandated by Congress or when a formal finding has been made. A formal finding is defined as the Record of Decision associated with approval of an RMP, a plan amendment, or adoption of MFP decisions in an existing valid Management Framework Plan. Written documentation is needed for set-aside decisions.

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FILE COPY

## IMPLEMENTING GUIDELINES

### Introduction

Approximately 2.4 million acres of public domain forest land administered by BLM are defined as ~~set-aside lands~~. ~~These lands are~~ ~~at least twenty percent~~ ~~of the total~~ ~~of acres~~ ~~products from~~ ~~comparisons~~ ~~species~~. These lands are located primarily in California, Colorado, Idaho, Montana, Oregon, Washington, New Mexico and Wyoming, although additional acreages are found in Alaska, Arizona, Nevada, South Dakota and Utah.

An analysis of available data gathered in August 1982 shows that more than one million acres, or nearly 55 percent of BLM's public domain CFL have been withdrawn or "set-aside," either totally or partially, from timber production. These "set-asides" have resulted from land use planning decisions, Congressionally-mandated wilderness reviews and timber production capability classifications. In many cases, the highest value timberlands are contained within set-aside areas.

### Purpose and Objectives

The purpose of these guidelines is to provide guidance to field officials for future inventory and planning decisions, in order to increase the acreage of CFL available for timber management on BLM's public domain lands. Objectives are:

- o To analyze the nature and extent of acreages set-aside from the CFL base on public domain lands;
- o To clearly establish the premise that restrictions are not necessarily reasons for "setting aside" lands from the CFL base;
- o To encourage greater consideration of the effects of resource allocation decisions on the available timber production base; and
- o To be prepared to meet future needs for increased timber production from public lands, as technological and economic changes occur.

### Land Use Planning

Land use plans developed through the RMP process set forth approved uses of public lands along with allocations of resources, and serve as a framework for specific resource programs.

Consistent with the principles of multiple-use, RMP's are developed to provide for a variety of resource values and uses, including wildlife habitat, watershed protection, timber production, livestock forage, recreation, wilderness and scenic values.

As a minimum, RMP's for forest lands must address the following steps, in sequential order, to identify timber resources actually available for management and to reduce potential conflicts.

- 1. Determine forest lands suitable and unsuitable for timber production. (TPGC.)
- 2. Determine acreage of forest lands withdrawn or permanently set-aside by legal mandates. (Mandatory.)
- 3. Analyze constraints and set-asides of CFL to meet current management goals, policy statements, or other legal standards. (Strict interpretation required.)
- 4. Analyze both unsuitable forest land and constraints and set-asides of CFL to meet multiple-use objectives. (Fully discretionary.)

~~Generally, restricted acres already withdrawn, regardless of the type of restriction, are to be returned to the available CFL base. For the purpose of long-range planning, previously-designated restricted acres can be redesignated as available CFL (with operational restrictions for multiple-use considerations), but not withdrawn from the available CFL base. Two examples of restrictions are extended rotation and percent productivity reductions.~~

This policy is to be applied to all public domain CFL through ongoing and future resource management planning efforts. Additionally, all plan amendment activities that include public domain CFL should be scoped to address this policy. Specific plan amendments may be initiated to address this issue when so identified and scheduled through the annual work planning process.

Guidelines for Specific Types of Restrictions

1. Wildlife Habitat. Federally-listed threatened and endangered species habitat may be considered for restriction or withdrawal from timber harvest, depending on species, density of animal populations, habitat requirements and impacts from timber harvest. Withdrawal of the CFL would require explanation, with full documentation. Timbered areas used as winter roost or nesting sites by bald eagles are examples of areas where less intensive harvest practices could be used and still accommodate the eagles' habitat needs.

Restrictions on timber management may be utilized, if necessary, to achieve the habitat objectives developed for State-listed, threatened or endangered species in PLM approved plans.

Restrictions on timber harvest (e.g. percent canopy removal) may be needed to protect needed habitat for various big game species. Complete withdrawals from the CFL base should not be required for protection of winter range habitat.

2. Streamside Protection (Riparian Zones). The area of concern is the zone immediately adjacent to perennial and intermittent streams, springs and wet meadows that provide direct water quality protection or wildlife habitat benefits. This zone includes the riparian vegetation type and, in some situations, expands into and includes the forest type.

The riparian zones serve as sediment filter strips, provide stream shading to maintain proper temperatures and oxygen content, provide a food source and cover for terrestrial wildlife, and maintain streambank stability. The size and configuration of riparian zones and the amount of vegetation needed to maintain their integrity varies depending on site-specific considerations. These guidelines allow for timber removal in riparian areas where impacts can be minimized and protection can be provided to other more critical riparian zones.

Classifying CFL within riparian zones should allow for consideration of other resource values. Protection of streamside zones on a site-specific basis by restricting harvesting methods and volumes to be removed may apply to some CFL within riparian zones. Only in critical riparian zones (e.g. steep slopes, fragile soils) should a withdrawal from harvest be considered. These guidelines will allow for timber removal in riparian areas where impacts can be minimized and protection provided to other more critical riparian zones.

3. Watershed. Timber harvesting may be restricted or excluded only in areas where mitigating measures will not maintain Federal and State water quality standards.

4. Visual Resource Protection (Scenic Corridors). The areas of concern are certain lands containing high visual qualities, usually adjacent to high-use roads, streams used for recreation, communities, and/or highly-developed areas.

Management criteria for this planning restriction requires protection and maintenance of scenic quality in areas of important visual value. Class I visual areas (e.g. wilderness, some natural areas) may preclude timber harvesting or call for restricted forest management. Restricted management (e.g. extended rotation) may apply to VPM Classes II and III when such protection cannot be fully met by mitigating measures.

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5. Recreation, Cultural and Research Natural Areas. Recreation opportunities that affect the CFL base are: developed and maintained campgrounds, wild and scenic rivers, maintained trails, research natural areas, outstanding natural areas, special recreation management areas, and significant historical and archeological sites. Some recreation "opportunities" are compatible with, and in certain instances enhanced by, forest management. Designated wild and scenic river areas, research natural areas, or qualified archeological sites, unless they can be mitigated from impacts of timber harvest, are prime candidates for withdrawal from allowable harvest. Developed and maintained picnic sites and campgrounds may also be withdrawn. All other potential recreational withdrawals should remain in the available timber production base.

6. Topography. The CFL acreages restricted for topographic reasons during the land use planning process are to be reassessed using the TPCC criteria (e.g. fragile site classification). Topography should no longer be used as the sole reason for a RMP restriction.

7. Wilderness. Congressionally-designated wilderness areas must be managed under conditions of applicable laws.

8. Wilderness Study Area Restrictions. Wilderness study areas will remain in the CFL base until the area has been designated as a wilderness.

9. Other Restrictions. Those acres dropped from the CFL due to intended land exchanges or transfers, the need for cadastral surveys, possible boundary adjustments, grazing leases, etc., should be restored to the available CFL base. Until a final action has been taken (e.g. an actual land patent issued or actual boundary adjustments completed and approved), CFL lands must remain in the available CFL base.

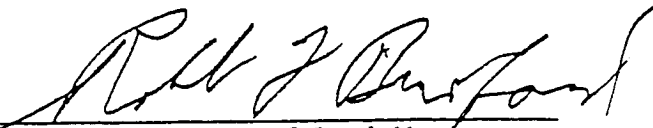
10. Funding Constraints. Those acres dropped from the available CFL base due to forest management funding constraints must be restored to the base. Funding constraints play an important role and affect actual expenditures and capabilities within any budget cycle. The CFL acres, however, should not be dropped from the available CFL base because of such constraints. Acreages of commercial forest land available for timber production will be a priority consideration in allocating funds and personnel for forest management programs.

## Forest Land Policy Statement

The Bureau of Land Management (BLM) is responsible for managing 117 million acres of forest land in the Western United States and Alaska. It is the continuing policy of the BLM to manage this land for timber production, as well as other uses and values to attain the widest range of beneficial uses on a sustained basis and to meet national needs. No single use may preclude other uses unless it is congressionally specified or justified in a formal finding as authorized and in the national interest.

In furtherance of that policy, administrative set-asides shall be used only when mandated by Congress or when a formal finding has been made that the set-aside is the least restrictive means for protecting the public interest. Administrative set-asides shall be limited to the smallest possible area and should be made available for other compatible uses to the fullest extent practical. Restrictions on management and use should be held to the minimum necessary to achieve the purposes for which the area is set aside.

Forest land set-asides shall be reviewed periodically relative to this policy to determine their usefulness, appropriateness, and validity. Necessary changes, including modification or revocation, shall be implemented within 6 months after completion of the review.

  
Director, Bureau of Land Management

Date

10/14/83



UPDATE OF BIG LOST RIVER PUBLIC PARTICIPATION PLAN

The time schedule for the Big Lost planning effort has been slightly modified because of computer delays in the District's inventory data. This has prompted the revision in the public participation action plan that follows.

<u>Item</u>	<u>Purpose</u>	<u>Responsibility</u>	<u>Time</u>
Individual operator contacts	Obtain operators' input into planning process on management problems, range improvement needs, land treatment needs.	Devoe	Winter & spring of 1982
Agency coordin.	Review inventory data with SCS and U.I. extension service experts for consultation & coordination.	Jensen	June 29 & 30, 1982
Individual operator contacts	Discuss preliminary AMPs, forage survey results	Big Butte staff	Fall, winter 1982
County Commiss. contacts	Discuss land planning progress, obtain local gov't input.	Big Butte staff	Fall, winter 1982
Agency, general public contacts	Open houses to discuss status, direction of planning; keep public and state natural resource agencies up-to-date and get their comments.	Big Butte staff	Fall, 1982

The Idaho Falls District will continue to involve the public during the formulation of management alternatives and EIS preparation. This participation plan will be updated in FY '83 to incorporate public involvement during these phases.

# Memorandum

DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT  
Idaho Falls District

IN REPLY REFER TO:  
1601

TO : Big Lost Planning Team  
FROM : Chief, PEA  
SUBJECT : Big Lost URA/MFP Procedures

Date: JAN 22 1982

## General

The 4410 planning budget for FY'82 as originally submitted was skimpy compared to the work to be completed in the Idaho Falls District. The budget the President approved for Fy'82 is even less. Idaho Falls 4410 budget is \$78,100. This allows about 27 total workmonths. As of January 9, we have used 8 workmonths. It's important to conserve 4410 workmonths. You can do this by being careful to code only those hours actually spent in 4410, and by streamlining your work. As discussed with you previously, we will have to shorten and simplify the Big Lost URA/MFP planning effort. The balance of this memo suggests ways to keep the URA concise and provides a format for the MFP 2. A meeting is scheduled Monday January 25 at 3 p.m. in the conference room to discuss this process for Big Lost.

## Unit Resource Analyses

### URA 2

Use as much of the previous URA Step 2 as is practical including overlays already prepared. Using BLM Manual 1605.3 as a guide, update and add only the minimum amount of data needed to portray a useable physical profile.

### URA 3

As above, use as much of the existing URA Step 3 as you can including overlays. Use BLM Manual 1605.4 as a guide only. There is both opportunity and necessity for you to use your professional judgment. This summary of existing data should be a concise description of uses, production, problems, and trends. The level of detail should be consistent with whether the particular resource or program is simple or complex - this is where your judgment is needed. Use tables and charts where they would avoid several pages of narrative. A general rule is "if in doubt, leave it out."

### URA 4

The URA Step 4, Opportunities for Development or Management Opportunities will not be completed and documented. Although no write up is required, it is suggested that you go through a thought process of what resource potentials exist. You should have an idea of what is needed to protect and maintain your particular resource before beginning the MFP part of the process.

## PAA

No Planning Area Analysis will be completed.

## Management Framework Plan

To begin this part of the process, develop a concise statement of the objectives of your particular resource or program in the unit. Try not to exceed one typewritten page. This brief statement of program objectives will take the place of objectives and rationale with sets of MFP 1 recommendations as is usual in a traditional MFP.

### MFP 1

No MFP Step 1 will be completed. The "blindness on, tunnel vision, or shoot the moon approach" used in traditional MFPs has caused a variety of problems. For the Big Lost Unit, no MFP 1 will be required.

### MFP 1½

For want of a better term, you will be developing an "MFP 1½." This will amount to draft MFP decisions that consider multiple uses - not single resources. The following is a suggested procedure. Develop the decisions (MFP recommendations) you think are needed for proper resource management. Take a critical look at each and decide if the decision is a "land use allocation." Delete those decisions that are required by Bureau policy, are standard operating procedures, or are otherwise not allocating resources for a particular use or combination of uses.

For the remaining decisions, develop a narrative discussion and analysis. The narrative should answer the following where appropriate:

- Why is the decision needed?
- What are the expected impacts to your resource, other resources, the environment?
- Does the decision conflict with or complement decisions developed for other resources?
- What are the expected impacts on people (local economy, dependence, social implications that you're aware of)?

Use form 1600-21 to document your decisions and analyses. An example of this format and a sample decision is attached.

Don't hesitate to discuss your decisions with those working with resources which may be affected. We definitely need to use a full interdisciplinary approach. This only works if you talk to your neighbor in the next room or down the hall or across the parking lot. If conflicts can be resolved or partially solved, work it out and describe in the analysis. If conflicts or problems are obvious but can't be resolved, point that out as well.

Your MFP 1½ need not be typed, but needs to be legible - pencil is preferable.

MFP 2

When all of the MFP 1½'s are complete, they will be reviewed by Brent Jensen and a few others working as a team (Jensen, Nylander, Wickstrom and Watson). Depending on the results of that review, the team may ask you to clarify some analyses. It may be necessary to work with two or three specialists to resolve some problems. It is hoped that many of the MFP 1½'s may need no further work and can be adopted as is for MFP 2.

Brent Jensen has the responsibility to decide what MFP 1½'s need to be dropped, modified, or adopted as MFP Step 2 decisions. The results of this MFP Step 2 will be typed. The decisions will be considered as tentative until the Big Lost-Mackay Grazing EIS has been completed. Final decisions will then be formulated based on comments and information gained through the EIS process. Some portions of the MFP not affected by range-land management decisions could be finalized before the EIS is complete.

We're doing things differently so we're not sure exactly how it will work. Funds and manpower will not allow a traditional MFP nor are we able to approximate a Resource Management Plan. An abbreviated URA/MFP appears a needed compromise - Coordination is essential. Coordinate with your counterpart in the Salmon District as needed. Talk to your co-workers Nylander, Wickstrom and Watson will help you with procedures.

*D. Watson*

Enclosure:

Format for MFP 1½

MANAGEMENT FRAMEWORK PLAN  
COMPLETION AND REVIEW RECORD

District Office Idaho Falls

ORIGINAL

Planning Area Big Butte

REVISION

Planning Unit(s) Big Lost

	Draft	DO Completion		P.O. Review	
		Date	Surname	Date	Surname
I. Activity Objectives and Recommendations		////	////////	////	////////
B.K. Lands	5-5-82			3/1/83	M. Benham
T.C. Minerals	2-23-82			3/7/83	Stavall
G.G. Forest & Veg. Products	3-11-82			3/7/83	W. Cook
D.N. Range Management	<del>7/13/82</del> 8-25-82	9-16-82		3/1/83	M. Benham
J.E. Watershed	8-20-82	9-16-82		3/3/83	J. Egan
B.M. Wildlife	7-27-82			3/1/83	M. Benham
V.C./T.L. Recreation	<del>3-15-82</del>	V.B.M./Wilder	<del>3-16-82</del>	3/3/83	J.P. Jones
D.H. Cultural Resources	7-3-82			3/2/83	D. Hill
Supporting Activities	7-3-82	////	////////	////	////////
B.C. Protection	4-26-82				W. Cook
Access					
Cadastral Survey					
Realty					
Appraisal					
Construction & Maintenance					
Engineering					
Communications					
Law Enforcement					

Chief Resources, DO  
Planning Coord., DO

Date \_\_\_\_\_ Signature \_\_\_\_\_  
Date 9-16-82 Signature D. Nylands

Review

Chief, Resources, SO Date \_\_\_\_\_ Signature \_\_\_\_\_  
Chief, P&EC, SO Date \_\_\_\_\_ Signature \_\_\_\_\_  
Chief, Tech. Services, SO Date \_\_\_\_\_ Signature \_\_\_\_\_

II. Multiple Use  
Recommendations  
Area Manager

Date 11-16-82 Signature J. Jones  
Date 9-17-82 Signature B. Jensen

III. Decisions  
District Manager

Date \_\_\_\_\_ Signature \_\_\_\_\_

IV. Approval  
State Director

Date \_\_\_\_\_ Signature \_\_\_\_\_