



Chapter 4

The RMP Planning Process

4.1 Overview

This chapter summarizes the principal factors that most influenced development of the Prineville Reservoir 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 prac-

tics; and Federal laws and Reclamation policies and authorities (See Appendix C).

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

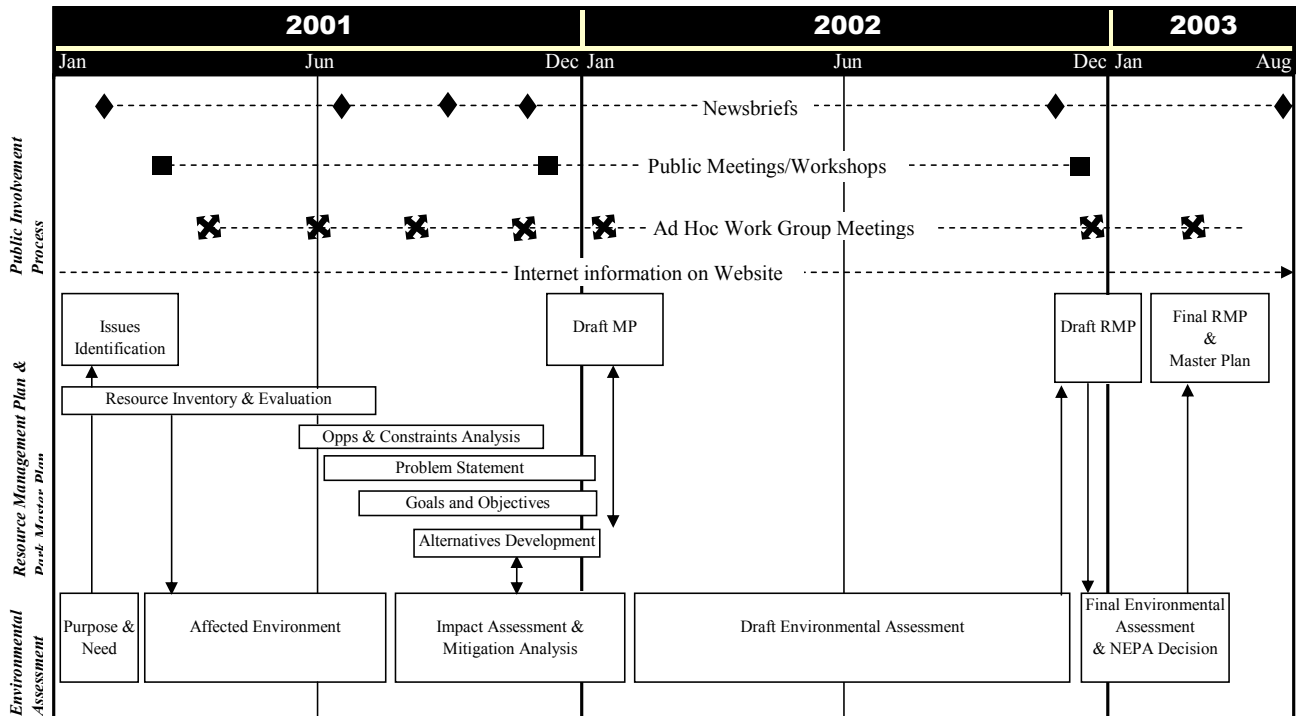


Figure 4.1-1: RMP Planning Process and Work Plan.

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

The most commonly mentioned issues by those providing input during development of the RMP were camping at Roberts Bay, juniper management, impacts of recreation use, and impacts from grazing. Although not mentioned as frequently, general issues related to vehicle access and emergency services as well as specific comments related to recreation facility design and management were also raised by the public during this process. Table 4.1-1 lists the primary issues of concern raised in the first set of public meetings and through written comment in response to the first newsbriefs, AHWG meetings, and agency and Tribal meetings. These issues are described in detail in the Problem Statement contained in Appendix D. 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 Prineville Reservoir RMP to investigate potential environmental effects (Reclamation 2002).

Letters of comment on the Draft EA were received from 1 Tribe; 3 Federal agencies; 2 state agencies; 2 local agencies; and 24 from the general public. In addition, 192 form letters from an interest group were received. The

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

- Quantity and quality of recreation use to provide at Prineville Reservoir to meet increasing demand.
- Conflicts between recreation use and wildlife habitat.
- Conflicts among recreation users, especially motorized versus non-motorized.
- Grazing management.
- Juniper management.
- Protection and conservation of important or sensitive resources, such as wildlife, fisheries, wetlands, riparian vegetation, and cultural resources.
- Vegetation management and weed control.
- Coordination with ODFW regarding management of the Prineville SWA.
- Protection of winter range for deer and elk management.
- Avoidance of recreation conflicts with wintering deer.
- Additional or expanded boat ramps, docks, and associated facilities.
- Improved access to reservoir/recreation sites.
- Trespass and requests for private land access.
- Impacts of motorized vehicles, such as off-road vehicles (ORVs).
- Hunting and fishing opportunities.
- Water quality and erosion control.
- Cultural resource protection.
- Scenic viewshed quality.
- Health and sanitation.
- Law enforcement.

Source: Provided by EDAW, 2003.

Preferred Alternative was selected and modified using these consultation and assessment processes.

4.2 Public Involvement Program

Reclamation initiated a public involvement program in February 2001 and continued it throughout the planning process to support development of the RMP (see Figure 4.1-1). The program included: (1) six newsbriefs; (2)

three sets of public meetings/workshops; (3) seven meetings with the AHWG representing key agencies, Tribes, 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 February 2001 to over 355 individuals and organizations. It explained the RMP planning process, announced the project schedule, introduced the team members, and provided a 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 July 2001, the results of the mail-in 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 (recreation, access, natural resources, and/or management). Approximately 50 responses were received.

The third newsbrief was mailed in September 2001 and focused on the process of defining the issues that Reclamation and OPRD were addressing on the RMP process.

The fourth newsbrief was mailed in November 2001 and announced the second public meeting, summarized the draft Goals and Objectives of the RMP, and summarized the alternatives being considered.

In November 2002, a fifth newsbrief was mailed that provided an overview of the Draft EA Alternatives, information on where to find the Draft EA document, and how to provide input on the document.

The sixth and final newsbrief was published in August 2003 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 set of public meetings was held on March 14, 2001 in Prineville and March 15, 2001 in Portland. The purpose of these meetings was to conduct public scoping of the issues at Prineville Reservoir. Approximately 30 people attended the Prineville meeting and 5 attended the Portland 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 November 28, 2001, in Prineville. Approximately 35 people attended the meeting. The meeting followed a similar format, beginning with presentation of the alternatives and RMP draft goals and objectives, and following on with small group discussions.

The third and final public meeting was held on November, 21 2002 in Prineville. This meeting included an informational workshop to review the RMP alternatives and the process and findings of the EA.

4.2.3 Ad Hoc Work Group

The Ad Hoc Work Group met in April, June, August, and November 2001; February and December 2002; and March 2003. As part of the June 2001 meeting, the group spent a day touring the Prineville Reservoir study area and becoming more familiar with the issues (Photo 4-1). The 18 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 Alterna-



Photo 4-1. While on a site tour, the AHWG stops to discuss resource issues.

tive 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.

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, including potential opportunities and constraints (Photo 4-2). The Team also presented and took initial comments on the draft Problem Statement and

preliminary Goals and Objectives. In conjunction with the second meeting, the AHWG also took part in a tour of Prineville Reservoir.

The primary intent of the third meeting was to gather AHWG comments on the Draft Problem Statement. In addition to Problem Statement discussions, the secondary purpose of this meeting was to briefly summarize opportunity and constraints mapping prepared for the project, as well as list the draft Goals developed for the plan.

The intent of the fourth meeting was to report on the Problem Statement revisions, receive further comments on grazing issues, and gather comments on both the draft Goals and Objectives and the draft set of Alternatives.

At the fifth meeting, the Planning Team presented the final Problem Statement and another version of the draft Goals and Objectives for final comment by the AHWG. A second purpose of this meeting was to present and receive feedback on a preliminary set of alternatives, including a no action (i.e., status quo) alternative and two action alternatives. An additional purpose of the fifth meeting was to review the revised set of alternatives, focusing on the Preferred Alternative, the primary goal being to finalize the Preferred Alternative based on input received from the AHWG.

Table 4.2-1: Ad Hoc Work Group Membership.

Bureau of Land Management	Ochoco Irrigation District
Central Oregon Bass Club	Oregon State Marine Board
Confederated Tribes of the Warm Springs	Oregon Department of Fish and Wildlife
Crook County Planning Department	Oregon Department of Parks and Recreation
Crook County Sheriff's Department	Prineville Reservoir Resort
Crooked River Watershed Council	Prineville-Crook County Chamber of Commerce
Deschutes County	South Shore Land Owners
Grazing Interests	South Shore Recreationists
North Shore Land Owners	U.S. Fish and Wildlife Service

The main purpose of the sixth meeting was to receive the AHWG's comments on the Draft EA and discuss any potential modifications to the Preferred Alternative. In addition, a review of the overall planning process was provided including an overview of the various study phases.

The primary purposes of the seventh and final meeting were to present and receive feedback on the RMP management actions and Implementation Program.

4.2.4 World Wide Web

A Prineville Reservoir 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 met with staff members of the Confederated Tribes of the Warm Springs to discuss the preparation of the RMP and to identify ITAs, TCPs, and Indian sacred sites. A representative from the Warm Springs Tribes participated in the Ad Hoc Work Group, which facilitated close coordination with the Government and helped ensure that Tribal interests were integrated with the RMP.

Several meetings were held and correspondence was exchanged between Reclamation and the Warm Springs Tribes. The dates for the meetings and correspondence are provided in Appendix A-2.



Photo 4-2. The Planning Team gives a presentation to the AHWG.

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.

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.

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 coordinated with the Warm Springs Tribe to identify their interests, including ITAs and sacred sites. Results of the consultation are discussed in detail in Section 2.5 and 2.6, Sacred Sites and Indian Trust Assets, respectively (see Appendix A-2 for a summary coordination of all Tribal consultation activities).

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 C, 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 Minor-

ity 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 My 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 Fish and Wildlife Coordination Act (FWCA) was accomplished by consulting with the FWS. Information about this consultation is provided in Appendix A-1, FWS Planning Aid Memorandum (PAM).

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 and lynx, 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 has collected new and existing cultural resources information from the Prineville Reservoir area. That information will facilitate subsequent compliance with the NHPA and its implementing regulations (36 CFR 800). Pursuant to the 36 CFR 800 regulations, Reclamation will coordinate with the

Oregon SHPO for specific RMP actions that have the potential to cause effects on historic properties; and with the Confederated Tribes of the Warm Springs, the Klamath Tribe, and the Burns-Paiute Tribe for specific RMP actions that may affect historic properties to which these tribes attach cultural or religious significance. Consultation with the tribes over sacred sites and ITA aspects of the RMP will occur when specific RMP management actions might affect those values.

