

Chapter 1

Purpose and Need

Contents

Key Terms Used in Chapter 1	2
Introduction	3
Background	3
Proposed Action	5
Project Area	5
Purpose of and Need for Action	9
Decisions to be Made	15
Public Participation	23

Key Terms Used in Chapter 1

Adaptive management — A process which involves planning, implementing, monitoring, evaluating, and incorporating new knowledge into management approaches. It builds on current knowledge, observation, experimentation, and learning from experience, which is then used to modify management methods and policies. Adaptive management is further discussed in Chapter 3 and Appendix 10.

Administrative unit — A management area, such as a Forest Service national forest or ranger district; or a Bureau of Land Management (BLM) district, field office or resource area, under the administration of one line officer. Forest Service line officers are district rangers and forest supervisors; BLM line officers are district managers, field office managers, and area managers.

Biological diversity (biodiversity) — The variety and variability among living organisms and the ecological complexes in which they occur.

Eastside Screens — Interim management direction establishing riparian, ecosystem, and wildlife standards for timber sales on Forest Service-administered lands in eastern Oregon and Washington.

Ecological integrity — In general, refers to the degree to which all ecological components and their interactions are represented and functioning; the quality of being complete; a sense of wholeness. Areas of high integrity would represent areas where ecological function and processes are better represented and functioning than areas rated as low integrity.

Ecological processes — The flow and cycling of energy, materials, and organisms in an ecosystem.

Ecosystem-based management — The use of an ecological approach to achieve multiple-use management of public lands by blending the needs of people and environmental values in such a way that Forest Service- and BLM-managed lands represent diverse, healthy, productive, and sustainable ecosystems.

Ecosystem health (forest health, rangeland health, aquatic system health) — A condition where the parts and functions of an ecosystem are sustained over time and where the system's capacity for self-repair is maintained, such that goals for uses, values, and services of the ecosystem are met.

INFISH — Interim Inland Native Fish Strategy for the Intermountain, Northern, and Pacific Northwest regions (Forest Service).

Issue (planning) — A matter of controversy, dispute, or general concern over resource management activities or land uses. To be considered a "significant" Environmental Impact Statement (EIS) issue, it must be well defined, relevant to the proposed action, and within the ability of the agency to address through alternative management strategies.

PACFISH — Interim strategy for managing Pacific anadromous fish-producing watersheds in eastern Oregon and Washington, Idaho, and portions of California.

Project area — In this EIS, refers to the Interior Columbia Basin Ecosystem Management Project (ICBEMP) area affected by decisions in the Record of Decision. It encompasses both the "Eastside" and "Upper Columbia River Basin" ("UCRB") planning areas as described in the Draft EISs, minus the areas excluded from the decision space (see the Project Area section in this chapter).

Resilience — (1) The ability of a system to respond to disturbances. Resiliency is one of the properties that enable the system to persist in many different states or successional stages. (2) In human communities, refers to the ability of a community to respond to externally induced changes such as larger economic forces.

Restoration — Holistic, system-wide actions to modify an ecosystem to achieve a desired, healthy, and functioning conditions and processes. Generally refers to the process of enabling an ecosystem to resume acting, or continue to act, following disturbances as if disturbances were absent. Restoration actions can be either active or more passive.

Scoping — The early stages of preparation of an environmental impact statement, used to solicit public opinion, receive comments and suggestions, and determine the issues to be considered in the EIS analysis.

Sustainability — (1) Meeting the needs of the present without compromising the abilities of future generations to meet their needs; emphasizing and maintaining the underlying ecological processes that ensure long-term productivity of goods, services, and values without impairing productivity of the land. (2) In commodity production, refers to the yield of a natural resource that can be produced continually at a given intensity of management.

Viable population — A population that is regarded as having the estimated numbers and distribution of reproductive individuals to ensure that its continued existence is well distributed in the project area.

For additional terms, see the Glossary

Introduction

The Interior Columbia Basin Ecosystem Management Project (ICBEMP) Supplemental Draft Environmental Impact Statement (EIS) presents three alternatives for managing lands administered by the U.S. Department of Agriculture, Forest Service or the U.S. Department of Interior, Bureau of Land Management (BLM) across parts of Idaho, Oregon, Montana, and Washington. A no-action alternative continues 62 individual land use plans currently in effect on 32 Forest Service or BLM administrative units (national forests or BLM districts/field offices) in the project area. Two action alternatives propose variations of a coordinated, scientifically sound, ecosystem-based management strategy focusing on issues that are broad-scale in nature and interrelated. The selected strategy would amend the 62 land use plans.

This Supplemental Draft EIS supplements the Eastside and Upper Columbia River Basin Draft EISs released in June 1997. It was written as a stand-alone document to the extent possible; however, some maps, appendices, and other information from the Draft EISs are sometimes referred to without reprinting them in this document. A Final EIS and subsequent Record of Decision (ROD) will provide a context for managers to make sound local decisions while considering effects, particularly cumulative effects, at a scale larger than individual administrative units. The selected alternative also will replace several interim management strategies with consistent long-term direction.

This chapter provides background and describes the proposed action, project area, purpose of and need for the action, decisions to be made, and the public involvement process, including planning issues. Chapter 2 characterizes the existing condition of the project area, including trends based on historical and current conditions. Alternative management strategies for agency-administered lands in the project area are developed and described in Chapter 3, incorporating the latest scientific information. The possible environmental, social, and economic consequences of implementing each alternative are evaluated and displayed in Chapter 4. Chapter 5 provides information on the preparers of this document, and a list of tribes, agencies, organizations, businesses, and groups who either contacted or were contacted by the project staff. The Glossary, Literature Cited, and Index can be found at the end of the document. Appendices, in Volume 2, provide additional documentation and details.

Background

In the western portion of the Pacific Northwest, a long-lasting controversy has surrounded management of old forests and associated species on federal lands. This controversy resulted in a series of lawsuits, court rulings, appeals, and protests. The Northwest Forest Plan (USDA Forest Service and USDI BLM 1994) was completed to address those issues.

The traditional approach of individual BLM and Forest Service offices addressing single resource issues has sometimes resulted in conflicting management direction among agencies and offices.

In recent years, a similar controversy developed in the interior portion of the Pacific Northwest concerning management of old forests, forest health, anadromous fish species, riparian areas, and other issues on federal lands. The traditional approach of individual BLM and Forest Service offices addressing single resource issues has sometimes resulted in conflicting management direction among agencies and offices, as well as management of competing resource needs. Interim strategies (PACFISH, Eastside Screens, and Inland Native Fish Strategy), described later in this chapter, were put in place to preserve management options while long-term strategies were developed.

In July 1993, President Clinton directed the Forest Service to “develop a scientifically sound and ecosystem-based strategy for management of eastside forests.” The President’s direction was part of his plan for ecosystem-based management in the Pacific Northwest. The strategy initially covered National Forest System lands east of the crest of the Cascade Range in Oregon and Washington. The BLM joined this effort later in 1993, and an interagency EIS Team was formed to begin work on the Eastside Draft EIS. In July 1994 the BLM Director and Forest Service Chief added another EIS Team to jointly develop an ecosystem-based management strategy for lands administered by the Forest Service or BLM in the upper Columbia River Basin. That strategy was presented in the Upper Columbia River Basin Draft EIS.

To provide the appropriate context for development and implementation of these management strategies, the Chief of the Forest Service and Director of the

BLM chartered an interagency team of federal scientists in early 1994. This team, referred to as the Science Integration Team, was directed to: study ecological, economic, and social systems; examine current and historical conditions; and evaluate whether outcomes from current practices and trends would be consistent with long-term maintenance of ecological integrity and ecosystem health.

The Science Team was chartered to develop the following documents:

- ♦ *A Framework for Ecosystem Management in the Interior Columbia Basin including Portions of the Klamath and Great Basins*, (Haynes, Graham, and Quigley 1996) provides broad concepts and processes recommended for ecosystem analysis, planning, management, and monitoring at various scales. The ICBEMP EIS processes are consistent with principles in the Framework.
- ♦ *An Integrated Scientific Assessment for Ecosystem Management in the Interior Columbia Basin including portions of the Klamath and Great Basins* (in this EIS, referred to as *Integrated Assessment*; Quigley, Haynes, and Graham 1996), and *Assessment of Ecosystem Components in the Interior Columbia Basin and Portions of the Klamath and Great Basins* (in this EIS, referred to as *Assessment of Ecosystem Components*; Quigley and Arbelbide 1997). Together the two assessment documents constitute the *Scientific Assessment*. The *Scientific Assessment* examines historical and current ecological, social, and economic systems on all lands, regardless of ownership. Information generated in the *Scientific Assessment* was used as the basis for developing the ICBEMP EIS.
- ♦ *Evaluation of EIS Alternatives by the Science Integration Team*. The *Evaluation* (Quigley, Lee, and Arbelbide 1997) analyzes the effects and practicality of implementing each alternative management strategy as described in Chapter 3 of the Draft EISs. The *Evaluation* provided an estimate of likely outcomes and cumulative effects from the alternatives across the entire project area and was used to develop the effects analysis described in Chapter 4 of the Draft EIS.

These science documents, which were used in the development of the ICBEMP EIS, are described in more detail in Appendix 1.

Upon completion of these documents, the Science Integration Team was disbanded and a smaller core of scientists, many from the original team, was formed. This group was called the Science Advisory Group

(SAG). This group was assigned to: assist with transfer of data and science findings to the administrative units; prepare scientific publications; complete analysis in support of the Supplemental Draft EIS, Final EIS, and Record of Decision; assist with developing methods to facilitate implementation; and provide integrated research efforts.

The SAG developed the *Science Advisory Group Effects Analysis for the SDEIS Alternatives*. This Supplemental Draft EIS effects analysis, like the Draft EIS evaluation, analyzed the effects and practicality of implementing each alternative, provided an estimate of the likely outcomes and cumulative effects from the alternatives, and was used to develop the effects analysis described in Chapter 4.

As directed by the project charter, as amended, ICBEMP strategies:

- ♦ Focus on restoring the health of forest, range, aquatic, and riparian ecosystems;
- ♦ Draw from the *Scientific Assessment* and other science team products as well as other forest health studies (Everett et al. 1994, Sampson and Adams 1994, and others);
- ♦ Are scientifically sound and ecosystem-based;
- ♦ Recognize the integration of human elements with biophysical systems;
- ♦ Involve the public in an open, multi-agency process; and
- ♦ Are analyzed through an environmental impact statement.

The two Draft EISs were released for public review in June 1997. During an 11-month comment period, nearly 83,000 comment letters were received from individuals, agencies (including the U.S. Environmental Protection Agency, National Marine Fisheries Service, and U.S. Fish and Wildlife Service), tribes, and organizations. A comprehensive analysis of public comment was published in October 1998 (Content Analysis Enterprise Team, *Final Analysis of Public Comment for the Eastside and Upper Columbia River Basin Draft Environmental Impact Statements*).

During the comment period, the ICBEMP Executive Steering Committee decided to combine the Eastside and Upper Columbia River Basin EISs into one EIS for the entire project area. They made this decision to emphasize that one broad-scale strategy is being developed; to simplify further public, agency, and science review; and to save time and money in preparation, printing, and distribution of additional documents.

Based on public, agency, and science input on the Draft EISs; new information from science; and discussions with tribal and interagency partners, a refinement to the design of the overall strategy for the project was initiated. This refined focus was emphasized in a letter from the Secretaries of Interior and Agriculture (October 8, 1998) to those members of the Congress who represent constituents of the states located in the project area. The Babbitt/Glickman letter stressed a new approach for ICBEMP management direction that would address a limited number of issues which must be resolved at the basin level, while allowing flexibility for other issues to be dealt with at finer scale or local levels. This new approach was directed to be presented in a supplemental draft EIS.

Proposed Action

The Forest Service and BLM propose to develop and implement a coordinated, scientifically sound, broad-scale, ecosystem-based management strategy for lands they administer in the ICBEMP project area.

Project Area

The ICBEMP project area includes land administered by the BLM or Forest Service in the portions of the interior Columbia River Basin, upper Klamath Basin, and northern Great Basin that lie east of the range of the northern spotted owl (east of the Northwest Forest Plan boundary) in Oregon and Washington, and the parts of Idaho and western Montana that are drained by the Columbia and Snake rivers, with the exceptions noted below. The EIS covers approximately 63 million acres of agency-administered lands. Map 1-1 illustrates the ICBEMP project area, indicating the Forest Service- and BLM-administered lands to which the management direction in Chapter 3 applies. It also shows Resource Advisory Council (RAC) and Provincial Advisory Committee (PAC) boundaries. It is intended that some of the implementation and coordination will be conducted by RAC or PAC area. Table 1-1 lists the national forests and BLM districts that lie wholly or partially within the project area. RAC/PAC areas are described and listed in the Introduction for Chapter 2.

Exceptions

The *Targhee and Bridger-Teton national forests and portions of the Caribou National Forest* that lie within the boundaries of both the ICBEMP project area and the Greater Yellowstone Ecosystem are excluded from decisions resulting from this EIS (*Federal Register* [FR] Notice 60 FR 40153). This exception was made in order to avoid implementing direction for the national forests of the Greater Yellowstone Ecosystem on a piecemeal basis. (Hughes and Bosworth 1995).

The ICBEMP project area as described in the Draft EISs included those portions of *Wyoming, Nevada, and Utah* that were drained by the Snake River and its tributaries (see Map 1-2). The refined management direction, as described above, limits the issues to be addressed with the ICBEMP direction to those that must be resolved at the basin level. Issues requiring a basin-wide approach were not identified on the BLM-administered lands within the Columbia River Basin in Wyoming. In Utah, the Forest Service will replace its interim INFISH strategy (which applies to native fish within the planning area) through the Sawtooth National Forest Plan revision, scheduled for completion by the end of the year 2000. In Nevada, the Forest Service will replace the interim INFISH strategy through a plan amendment process. Therefore, no federally administered lands within Wyoming, Utah, or Nevada (totalling 6.6 million acres) will be included in the Supplemental Draft EIS, Final EIS, or Record of Decision (ROD) for the Interior Columbia Basin Ecosystem Management Project. The vast amount of scientific information generated by the ICBEMP scientists is available for use during the plan revision or amendment processes.

The project area as described in the Draft EISs also included **areas of overlap with the Northwest Forest Plan** in eastern Oregon and Washington, as delineated in the *Record of Decision for Amendments to Forest Service and BLM Planning Documents Within the Range of Northern Spotted Owl*, 1994 (see Map 1-2). This area (4.6 million acres of Forest Service- and BLM-administered lands) was removed from the ICBEMP Supplemental Draft EIS to reduce confusion over how Northwest Forest Plan decisions would be affected by ICBEMP decisions. Therefore, the ICBEMP ROD will not apply to areas managed under the Northwest Forest Plan, although those areas, as well as the agency-administered lands in Wyoming, Utah, and Nevada, were considered when determining cumulative effects of the decisions in the ICBEMP ROD.



Map I-I. Forest Service- and BLM-administered Lands.

Table 1-1. National Forests and BLM Districts Affected by the ICBEMP EIS.

State	National Forest or BLM District	Acres Affected ¹
Idaho	Bitterroot National Forest (Idaho Portion)	468,500
	Boise National Forest	2,573,500
	Caribou National Forest ² (Idaho portion)	574,000
	Clearwater National Forest	1,815,000
	Idaho Panhandle National Forest (Idaho Portion)	2,336,000
	Kootenai National Forest (Idaho Portion)	45,000
	Lower Snake River BLM District	6,210,500
	Nez Perce National Forest	2,111,500
	Payette National Forest	2,354,000
	Salmon - Challis National Forest	4,150,500
	Sawtooth National Forest	1,691,000
	Upper Columbia - Salmon Clearwater BLM Districts	1,550,500
	Upper Snake River BLM Districts	3,975,000
Wallowa-Whitman National Forest (Idaho Portion)	131,500	
	Idaho Total	29,986,500
Montana	Bitterroot National Forest (Montana Portion)	1,115,000
	Deerlodge National Forest	695,000
	Flathead National Forest	2,369,500
	Helena National Forest	384,500
	Idaho Panhandle National Forest (Montana Portion)	27,500
	Kootenai National Forest (Montana Portion)	2,206,500
	Lolo National Forest	2,075,000
Missoula BLM Field Office (formerly Butte BLM District)	148,500	
	Montana Total	9,021,500
Oregon	Burns BLM District	3,417,000
	Deschutes National Forest ³	835,500
	Fremont National Forest	1,140,000
	Lakeview BLM District	3,347,500
	Malheur National Forest	1,459,500
	Ochoco National Forest ⁴	964,000
	Prineville BLM District	1,645,500
	Umatilla National Forest	1,068,500
	Vale BLM District (Oregon Portion)	5,043,000
	Wallowa-Whitman National Forest ⁵ (Oregon Portion)	2,249,000
Winema National Forest	733,000	
	Oregon Total	21,902,500
Washington	Colville National Forest (Washington Portion)	1,087,000
	Idaho Panhandle National Forest (Washington Portion)	119,000
	Okanogan National Forest	696,500
	Spokane BLM District	336,500
	Umatilla National Forest	311,000
Vale BLM District (Washington Portion)	10,500	
	Washington Total	2,560,500
	ICBEMP EIS Total	63,471,000

Abbreviations used in this table:

- BLM - Bureau of Land Management
- EIS - environmental impact statement
- GIS - Geographic Information System

¹ ICBEMP acres listed are only those administered by the BLM or the Forest Service

² Curlew National Grassland acres included

³ Newberry Crater National Volcanic Monument acres included

⁴ Crooked River National Grassland included

⁵ Hells Canyon National Recreation Area acres included

Source: ICBEMP GIS data (converted 100 x 100 meter grid and rounded to the nearest 500 acres). These totals will not match official government land office (GLO) totals or those shown elsewhere in document that were calculated from a 1000 x 1000 meter grid (1 km²).



Map I-2. Areas Excluded from ICBEMP Decision Space.

Implications for Multiple Administrative Units

The process for making programmatic decisions is described in both Forest Service regulations (36 CFR 219) and BLM regulations (43 CFR 1600). Those processes were designed in the 1970s to facilitate planning for individual administrative units, and to address issues specific to those units. In contrast, the ICBEMP EIS and resulting decision will focus on broad-scale issues that cross jurisdictional boundaries. This focus will provide a broad context for management strategies that cannot adequately be developed at the individual BLM and Forest Service land use plan level. The purpose and need for the proposed action is much broader than a traditional Forest Service or BLM land use plan/EIS, and is based on a different management approach—ecosystem-based management.

Much of the management direction in this EIS is applicable to multiple administrative units in aggregate rather than to individual units. As such, it is not the intent to predict actions, effects, or outputs for each unit. Moreover, determinations with respect to each administrative unit that would normally be

made as part of the planning process are not possible. Therefore, those types of determinations will continue to be made for each administrative unit during subsequent land use plan amendment and revision processes.

The purpose and need is much broader than a traditional Forest Service or BLM land use plan/EIS, and is based on a different management approach—ecosystem-based management.

Purpose of and Need for Action

The intent of the Purpose and Need Statement has not changed from what was presented in the Draft EISs. A few editorial changes have been made to add clarity and respond to public comments.

Major Changes from Draft EISs

Project Area Exclusions

Originally, the Draft EISs covered approximately 75 million acres of land administered by the BLM or the Forest Service. With the following exclusions, the Supplemental Draft EIS covers approximately 63 million acres of agency-administered land.

Northwest Forest Plan: The Eastside Draft EIS included areas of overlap with the Northwest Forest Plan in eastern Oregon and Washington. These areas will no longer be covered by the ICBEMP Record of Decision. As a result, the following administrative units are excluded from the ICBEMP decision:

<i>Washington</i>	Gifford Pinchot National Forest	<i>Oregon</i>	Columbia River Gorge NSA
	Wenatchee National Forest		Medford BLM District
	Columbia River Gorge National Scenic Area (NSA)		Mt. Hood National Forest

Nevada, Utah, Wyoming: The UCRB Draft EIS included areas administered by the BLM or Forest Service in Nevada, Utah, Wyoming. These areas will no longer be covered by the ICBEMP Record of Decision. As a result, the following administrative units are excluded from the ICBEMP decision:

<i>Nevada</i>	Humboldt National Forest	<i>Utah</i>	Sawtooth National Forest, Utah portion
	Elko BLM Field Office		Salt Lake BLM Field Office
	Winnemucca BLM Field Office		
<i>Wyoming</i>	Rock Springs BLM Field Office		

Purpose

The purpose of the proposed action is to take a coordinated broad-scale approach and to select a management strategy that best achieves a combination of the following:

- ◆ Restore and maintain long-term ecosystem health and ecological integrity.
- ◆ Support economic and/or social needs of people, cultures, and communities, and provide sustainable and predictable levels of products and services from lands administered by the Forest Service or the BLM, including fish, wildlife, and native plant communities.
- ◆ Update or amend, if necessary, current Forest Service and BLM management plans with long-term direction, primarily at regional and subregional levels.
- ◆ Provide consistent direction at regional and subregional levels to assist federal managers in making decisions at a local level within the context of broader ecological considerations.
- ◆ Emphasize adaptive management over the long term.
- ◆ Help restore and maintain habitats of plant and animal species, especially those of threatened, endangered, and candidate species, and of special interest to tribes. This would be done primarily by moving toward desired ranges of landscape conditions at a regional and subregional ecosystem basis.
- ◆ Provide opportunities for cultural, recreational, and aesthetic experiences.
- ◆ Provide long-term, broad-scale management direction that will replace interim strategies (PACFISH, Eastside Screens, and Inland Native Fish Strategy).
- ◆ Identify where current policy, regulation, law, or organizational structure may act as challenges to implementing the strategy or achieving desired future conditions.

Need

Changed conditions over the past century and new information and understandings indicate that the ecosystems of the interior Columbia River Basin are declining in health. Ecosystems must be healthy, diverse, and productive to meet the needs of society today as well as those of future generations. Restoring and maintaining ecosystem health and ecological integrity will better support the economic and/or social needs of people, cultures, and communities. The twin needs are compatible with and dependent on each other.

Therefore, the alternative management strategies examined in detail in this EIS are based upon underlying needs for:

- ◆ **Restoration and maintenance of long-term ecosystem health and ecological integrity on Forest Service- and BLM-administered lands.** There is a need to restore and maintain forest, rangeland, aquatic, and riparian ecosystem health and integrity. There is also a need to identify desired conditions of vegetation structure, composition, and distribution; hydrologic processes and functions; and aquatic habitat structure and complexity.
- ◆ **Support of the economic and/or social needs of people, cultures, and communities, through availability of sustainable and predictable levels of products and services from Forest Service- and BLM-administered lands.** There is



One of the purposes of the project is to support the social and economic needs of communities in the project area.

a need to contribute to the vitality and resiliency of human communities. There is also a need to provide for people's uses and values of natural resources consistent with maintaining healthy, diverse ecosystems.

Identification of these needs comes primarily from three considerations which have developed or become more apparent since current land management plans were signed:

- ♦ Changed conditions;
- ♦ New information and understandings of ecological relationships; and
- ♦ Requirements and authority for more comprehensive, regional, and subregional long-term management direction.

Changed Conditions

The *Scientific Assessment (Integrated Assessment, Quigley, Haynes, and Graham 1996, and Assessment of Ecosystem Components, Quigley and Arbelbide 1997)* provides information characterizing historical and current conditions, as well as associated trends. The *Scientific Assessment* and other project publications (including *Source Habitats for Terrestrial Vertebrates of Focus on the Interior Columbia Basin: Broad-scale Trends and Management Implications* [Wisdom et al. in press] and *Economic and Social Characteristics of Communities in the Interior Columbia Basin* [ICBEMP 1998]) document accelerated changes in vegetation patterns, fish and wildlife distributions, terrestrial and aquatic ecosystem processes, and human communities that have occurred in the project area in the past century.

Changed conditions and new information and understandings indicate that the health of some of the interior Columbia River Basin ecosystems are declining. People - including those individuals who live and work in resource-dependent communities, as well as other public lands stakeholders - value and need healthy ecosystems and their associated plants and animals for social, cultural, ecological, economic, and other reasons.

These conditions have evolved over many decades as a result of the interaction of human activities and naturally occurring events.

Today's society values some of the changes that have occurred on federal lands since historical times, while other changes may cause concern. Many pre-settlement conditions are neither reasonable nor possible to recreate because of factors as diverse as population growth, urban development, dams, highways, and land use and ownership patterns. Historical conditions are not a goal; they are needed for reference to help understand landscape potential, how landscapes evolve, the role of disturbance on the landscape, and human influences on landscapes.

Some specific changes are considered to be symptoms of declining ecological integrity and ecosystem health. Healthy forests, rangelands, and aquatic and riparian areas and their associated fish, wildlife, and plant species, are valued and needed by the public—including those members of the public

Ecosystem Health

A healthy ecosystem is one that has the capacity to sustain itself over time and to react as expected or desired. Healthy ecosystems are able to convert sunlight into plant and animal tissue, sustain life and its many processes, and provide products and places for people. If an ecosystem is healthy, it will continue to support diverse, viable plant and animal populations, clean air and water, and fertile soils. To do this, the parts and functions of the ecosystem need to work well together.

One measure of health is an ecosystem's ability to recover from disturbances, such as fires, insects, or floods. Another word for this is *resiliency*, which is the ability to self-repair after disturbance and the ability to adapt to change. Healthy ecosystems can recover from disturbances without losing their processes or functions, although recovery may take varying amounts of time.

Trend:	Concern:
In forestlands, increasing susceptibility to uncharacteristic levels of insects and disease, and to wildfires of uncharacteristic intensity.	Poses significant threats to ecological integrity, water quality, species recovery, and homes in rural area.
In rangelands, loss of native grasslands and shrublands.	Displaces native plant species, lowers biological diversity, degrades soil, and poses other ecological risks that jeopardize uses and public expectations including livestock grazing, timber production, wildlife habitat, scenery, and recreation. Reduces system's ability to buffer against undesired change.
In rangelands and forestland, spread of noxious weeds and exotic plants.	Leads to loss of animals and plants of interest to American Indian tribes and others for hunting, fishing, cultural, recreational, social, educational, ecological, and other purposes.
In rangelands, forestlands, aquatic and riparian ecosystems, declines in habitat for some threatened or endangered species and other native plants and animals, including fish.	Threatens biological productivity, water flow and runoff, site stability, ecosystem resiliency; fewer trees and forage plants can be grown, risks of landslides increase, soil organism cannot recycle nutrients.
Loss of soil productivity.	Poses increased risk of landslides, declines in water quality, flooding, loss of riparian-dependent plant and animal species.
Altered watersheds, including loss of hydrologic and riparian area function.	Contributes economic and social uncertainty regarding industry investments, jobs, income, local school funding. Leads to lack of public confidence in the sustainability of environmental values and production of commodities.
In some rural resource-dependent communities, decline in amount and predictability of commodity flows from public lands.	

who live and work in nearby resource-dependent communities as well as other stakeholders of public lands—for social, cultural, ecological, economic, and other reasons. The types of changes that indicate declining ecosystem health and a subsequent need for management response are listed here and are described in more detail in Chapter 2 of this EIS and in the *Scientific Assessment*.

New Information and Understandings

Considerable research, studies, and reports documenting some of these changed conditions were published recently. These studies reveal both new information and a better understanding of the implications of these changes for long-term ecosys-

tem health. For example, cumulative human activities and management practices—such as timber harvest, fire exclusion, pest suppression, livestock use, road construction, mining and waste disposal, flood control and irrigation, agricultural development, fish harvest and hatcheries, increased recreation use, and urban expansion—are now known to have affected natural resource conditions in ways that were previously not fully understood. This new information and understanding must be addressed. The Council on Environmental Quality's (CEQ) regulations for implementing the National Environmental Policy Act (NEPA), along with supporting guidance from the Forest Service and BLM, require that agencies re-examine existing management direction in light of significant new circumstances or information relevant to environmental concerns and bearing on existing management or its impacts.

The following is a partial list of the major studies documenting these changed conditions. Some of these are discussed in more detail in Appendix 1. For a complete list of literature cited in this EIS, see the Literature Cited section following Chapter 5. Studies published before 1995 were listed in the Draft EISs; most are not re-listed here (with the exception of PACFISH). Additional studies published since the release of the Draft EISs have been added to the list.

- ♦ *Source Habitats for Terrestrial Vertebrates of Focus on the Interior Columbia Basin: Broad-scale Trends and Management Implications* (Wisdom et al. in press);
- ♦ *Economic and Social Characteristics of Communities in the Interior Columbia Basin* (ICBEMP 1998);
- ♦ *An Assessment of Ecosystem Components in the Interior Columbia Basin and Portions of the Klamath and Great Basins*. (Quigley and Arbelbide 1997);
- ♦ *An Integrated Scientific Assessment for Ecosystem Management in the Interior Columbia Basin and Portions of the Klamath and Great Basins*. (Quigley, Haynes, and Graham 1996);
- ♦ *Return to the River: Restoration of Salmonid Fishes in the Columbia River Ecosystem*. (Northwest Power Planning Council 1996);
- ♦ *Upstream: Salmon and Society in the Pacific Northwest*. (National Research Council 1996);
- ♦ *PATH - Plan for Analyzing and Testing Hypotheses - Conclusions of FY96 Retrospective Analyses*. (Marmorek and Peters 1996; Marmorek, Peters, and Parnell 1998);
- ♦ *Inland Native Fish Strategy Environmental Assessment Decision Notice and Finding of No Significant Impact: Interim Strategies for Managing Fish-producing Watersheds in Eastern Oregon and Washington, Idaho, Western Montana, and Portions of Nevada* (INFISH) (USDA Forest Service 1995);
- ♦ *Wy-Kan-Ush-Mi-Wa-Kush-Wit: The spirit of the salmon*. (Columbia River Intertribal Fish Commission 1995); and
- ♦ *Environmental Assessment for the Implementation of Interim Strategies for Managing Anadromous Fish-producing Watersheds in Eastern Oregon and Washington, Idaho, and Portions of California (PACFISH)* (USDA Forest Service and USDI Bureau of Land Management 1994).

Requirements or Authority for New Long-term Management Direction

Requirements or authority for permanent ecosystem-based management direction have come from: directives; commitments made through interim direction;

and court orders including *Pacific Rivers Council vs. Thomas* (see Appendix 1-5 in the Eastside Draft EIS or Appendix B in the UCRB Draft EIS for more details).

Directives

The following illustrates agency-level directives applicable to ecosystem-based management:

- ♦ Secretaries of the Interior and Agriculture October 1998 letter to the Honorable George R. Nethercutt Jr., U.S. House of Representatives on the subject of the ICBEMP approach and supplemental environmental impact statement.
- ♦ Chief of the Forest Service's March 1998 Natural Resource Agenda for Sustainable Forest Ecosystem Management.
- ♦ Chief of the Forest Service's October 1994 Forest Service Ethics and Course to the Future.
- ♦ Chief of the Forest Service's 1994 decision related to the Forest Service's Western Forest Health Initiative.
- ♦ BLM's late 1993 directive to develop a scientifically sound and ecosystem-based strategy with the Forest Service for eastside BLM-administered lands, which led to directives in the project charter.
- ♦ Director of the BLM's August 20, 1993 memo and January 1994 Information Bulletin (IB-94-191), directing BLM employees to undertake an ecosystem-based approach to land management.
- ♦ President Clinton's July 1993 directive, mandating the Forest Service to develop a scientifically sound and ecosystem-based strategy for management of eastside forests.
- ♦ Chief of the Forest Service's June 4, 1992 directive, mandating regional foresters and research station directors to undertake ecosystem-based management on national forests and grasslands.

Commitments Made Through Interim Direction

Three separate interim management strategies apply to much of the project area (see Map 1-3). Decisions made as a result of the Interior Columbia Basin Ecosystem Management Project will replace that direction. Those strategies and their commitments for the project are:

- ♦ **PACFISH.** *Implementation of Interim Strategies for Managing Anadromous Fish-Producing Watersheds in Eastern Oregon and Washington, Idaho, and portions of California* (February 24, 1995): Calls for a long-



Map I-3. Interim Management Strategies.

term strategy to be developed and evaluated for slowing the degradation and beginning the restoration of aquatic and riparian ecosystems for anadromous fish.

- ♦ **Eastside Screens.** *Interim Management Direction Establishing Riparian, Ecosystem, and Wildlife Standards for Timber Sales* (May 20, 1994; amended June 5, 1995; riparian standards replaced July 28, 1995): Calls for more definitive long-term direction for ecosystem-based management of timber sales on National Forests in eastern Oregon and Washington.
- ♦ **INFISH.** *Inland Native Fish Strategy* (July 28, 1995): Calls for long-term management direction to protect habitat and populations of resident native fishes outside anadromous fish habitat.

Biological Opinions on the Land and Resource Management Plans (LRMPs) as amended by PACFISH and INFISH (NMFS 1995, NMFS 1998, USFWS 1998) provide reasonable and prudent measures, implementing terms and conditions, and conservation recommendations. These Endangered Species Act requirements and recommendations, which are applicable to significant portions of the project area, are included in Alternative S1, Chapter 3, as part of the no-action alternative.

Decisions to be Made

This section discusses the management priorities under which the decision will be implemented and science considerations regarding the planning and decision-making framework. It also presents the nature of the decision to be made; and the relationship of the decision to other planning efforts, laws, and policy.

Management Priorities

In developing and implementing decisions, the Forest Service and BLM are guided by basic principles and priorities. Both the Forest Service and BLM are multiple-use agencies that promote the sustainability of ecosystems by ensuring their health, diversity, and productivity. Decisions resulting from this EIS and subsequent actions will be implemented under the three priorities outlined below:

- ♦ **Protecting Ecosystems.** The agencies work to ensure the health and diversity of ecosystems

while meeting people's needs. Special care for fragile or rare ecosystem components is provided on lands administered by the Forest Service or BLM.

- ♦ **Restoring Deteriorated Ecosystems.** The BLM and Forest Service strive to improve deteriorated ecosystems on lands they administer, based on scientific understanding and emerging technologies.
- ♦ **Providing Multiple Benefits for People Within the Capabilities of Ecosystems.** Within the limitations of ecosystem integrity, health, and diversity, forests and rangelands must also meet people's needs for uses, values, products, and services.

Science Considerations

What Has Been Accomplished to Date

The Science Integration Team (SIT) prepared an *Integrated Scientific Assessment for Ecosystem Management in the Interior Columbia Basin and Portions of the Klamath and Great Basins* (Quigley, Haynes, and Graham 1996) and an *Assessment of Ecosystem Components in the Interior Columbia Basin and Portions of the Klamath and Great Basins* (Quigley and Arbelbide 1997), collectively known as the *Scientific Assessment*, and several other documents. The Science Team also created numerous databases and computer models. The databases contain information on vegetation, landform, climate, stream inventories, terrestrial species relationships, county indicators, and economic conditions. The models range from those that predict change in vegetation under different disturbance regimes to those that describe resiliency of human communities. Together, the documents, databases, and models provide the basis for an assessment of the project area, which was used by the EIS Team to describe the Affected Environment (Chapter 2).

Database/information systems/information gathering for the Interior Columbia Basin Ecosystem Management Project generally can be categorized into five groups:

- ♦ Databases (more than 20 were acquired or developed);
- ♦ GIS themes or layers (more than 180 were generated, see Appendix 2);
- ♦ Expert panels/workshops (approximately 40 were convened);

- ♦ Contract reports (more than 130 were used); and
- ♦ Current literature reviews.

The Science Integration Team developed an understanding of the status, condition, and trends associated with the components of the ecosystems and economies of the project area, from an ecological perspective. They characterized the landscape and vegetation components from a broad perspective, addressing those elements that have been altered during the past 100 years. They examined the successional and disturbance processes in an area together with landform, soil, water, and climate conditions that formed the native system in which plants and animals evolved. Terrestrial wildlife species and their habitats within the project area were characterized and examined from a broad perspective, bringing forward a reduced list of species that are likely to be at risk. The SIT also characterized and examined aquatic species and their habitats within the project area, drawing from information about species abundance, distribution, diversity, and habitat inferences.

Projections of risk to ecological integrity came from both a “functional” (that is, by individual resource components such as aquatics) and an integrated perspective. Elements that affect the aquatic, terrestrial, and landscape systems were identified using common databases and assumptions about the future. These findings and projections provide useful considerations for managers as they examine future options and establish management policies.

Additional Scientific Work Between the Draft EISs and the Supplemental Draft EIS

Between publishing of the Draft and Supplemental Draft EISs, additional information/analysis was provided by the Science Advisory Group. Several general technical reports were published by the Pacific Northwest and Rocky Mountain Research Stations. These documents contained additional information characterizing the biophysical, economic, and social conditions of the basin. Additional analysis on terrestrial vertebrates was completed and the results are summarized in the *Source Habitats for Terrestrial Vertebrates of Focus in the Interior Columbia Basin: Broad-scale Trends and Management Implications* (Wisdom et al. in press.) The Science Advisory Group completed an analysis and evaluation of the Supplemental Draft EIS alternatives to estimate likely outcomes and cumulative effects from the alternatives. This information was used to develop Chapter 4.

Decisions To Be Made Through This Planning Process

Decision Makers

The ICBEMP process is led by an Executive Steering Committee, which includes regional foresters; BLM state directors; Forest Service research station directors; and regional directors for the Environmental Protection Agency, National Marine Fisheries Service, and U.S. Fish and Wildlife Service. Although these officials meet almost monthly to steer the progress of the project, Forest Service and BLM officials are ultimately responsible for signing the Record of Decision and determining management direction for Forest Service- and BLM-administered lands.

Any alternative that is selected must meet the purpose of and need for the proposed action, described earlier in this chapter.

Before the Record of Decision (ROD) is signed, the Executives can decide to:

- ♦ Select one of the alternatives analyzed within the Final EIS, including the no-action alternative; or
- ♦ Modify an alternative (for example, combine parts of different alternatives).

Any alternative that is selected must meet the purpose of and need for the proposed action, described earlier in this chapter. The Executives can select from the alternatives presented in the Supplemental Draft EIS and from the alternatives presented in the Draft EISs. Further discussion on the status of the seven alternatives from the Draft EISs can be found in Chapter 3.

Scale of Decision

The broad-scale nature of this EIS does not include site-specific decisions. Those decisions will be made by local managers (BLM district managers, field office managers, and area managers; and Forest Supervisors and District Rangers) during finer-scale planning processes.

The broad-scale nature of this EIS does not include site-specific decisions. Those decisions will be made by local managers

Many decisions in this planning process are based on information and projections for periods longer than 10 years. The adequacy and completeness of some types of data at this scale require discussion under 40 CFR 1502.22 regarding incomplete or unavailable information. (This discussion is provided in Chapter 4.)

What the Decision Will Provide

The ICBEMP Record of Decision (ROD) will provide a large-scale ecological context for Forest Service and BLM land use plans. It also will help clarify the relationship of agency activities to ecosystem capabilities and will help develop realistic expectations for the production of economic and social benefits. Most of the decisions in the ROD will focus on regional and subregional issues and establish desired landscape patterns, structure, and succession and disturbance regimes to address the issues. The ROD also will help establish general direction for management of habitat for species or groups of species that require integrated management across broad landscapes to assure viability. For the most part, fine-scale decisions will be deferred to individual administrative units after appropriate site-specific NEPA analysis. Those decisions must be made within the context of the broad-scale direction in this EIS.

What the Decision Will Not Provide

Broad-scale decisions made through the ICBEMP Record of Decision will guide subsequent decisions made by local Forest Service and BLM managers. Many other decisions are not appropriately made at the scale, or within the scope, of this decision, and therefore will not be included in the ROD. Examples of these types of decisions include:

- ♦ **Statutory requirements.** The decision would not change the agencies' responsibility to comply with the Clean Air Act, Clean Water Act, Endangered Species Act, National Environmental Policy Act, or any other federal law.
- ♦ **National policy.** The decision would not change the agencies' obligation to conform with national policy. No change, for example, would be made

in the requirement for all levels of planning activities to be conducted in close coordination with potentially affected American Indian tribes.

- ♦ **Specific allocations of resource products.** The allocation of allowable cut for timber or animal unit months (AUMs) of forage for livestock are made at the individual land use plan or activity plan level.
- ♦ **Funding levels and allocations.** The decision addresses broad-scale management direction (management intent, objectives, standards, and guidelines) not funding levels. Funding levels and allocations are made through separate administrative processes that are influenced by this decision but not directed by it.
- ♦ **Activity plan level decisions.** The amount and restrictions for grazing in a specific allotment will continue to be determined locally through NEPA compliance and allotment management plan development in consultation with affected parties.
- ♦ **Project plan level decisions.** Examples include: the actual types, location, and timing of treatments to eradicate noxious weeds; the location and timing of prescribed fire activities; the location and timing of road and trail maintenance and rehabilitation activities.
- ♦ **Administrative actions for which a land use plan decision is not needed.** For example, a Memorandum of Understanding regarding collaboration among the five federal agencies represented on the ICBEMP Regional Executives committee has been agreed to. Also, the agencies have collaborated on and prototyped a basin-wide protocol for addressing waters listed under Section 303(d) of the Clean Water Act.

Decision Elements

Specific decisions involved in the selection of an alternative include adoption of:

- ♦ Management goals;
- ♦ Management direction, including statements of *management intent*, *objectives* to be used in measuring progress toward attainment of the management goals, and *standards*, which are requirements to be used in designing and implementing future management actions;
- ♦ Geographic delineations, such as aquatic A1 and A2 subwatersheds and terrestrial T watersheds;
- ♦ A monitoring plan, mitigation measures, and other items to be documented in the ROD.

Guidelines, which are optional techniques that should prove useful in meeting the objectives, are also included in the decision. See Chapter 3 for more information on the alternatives and their components.

The alternatives, at this broad scale, do not specify the types or level of management activities (for example, acres of rangeland improvement or prescribed burning) that would be needed to achieve the objectives in Chapter 3. Instead, they describe the emphasis, intent, and desired outcomes for the different conditions and areas delineated within the project area. In addition, the EIS Team developed a possible implementation scenario to assist the Science Advisory Group in modeling the effects of the alternatives (see Appendix 14).

Decision Space

Decision space defines which decisions the deciding officials *can* make (including management actions and intensities on lands they administer) and *can not* make (including actions on lands they do not administer, or decisions assigned to another agency).

Various federal and state laws—such as the Clean Water Act, Clean Air Act, Endangered Species Act, and National Forest Management Act—have minimum requirements or conditions (thresholds) that must be attained prior to or while conducting management activities. While these thresholds may define the lower limits of a decision space, the upper limit is often bounded by the biological potential, or maximum capabilities of the land and resources. This allows for a range of management options between the thresholds and the biological potential. Selection of a preferred alternative within that range of management options can then be focused on social, economic, or natural resource considerations. In general, a combination of social, economic, and resource values will be best achieved somewhere short of maximizing any one value.

How the Decision Would Affect Existing Land Use Plans and Other BLM/Forest Service Direction

Regional Guides and Policy Directives

Some of the guidance recorded in the Record of Decision that applies across the ICBEMP project area as a whole or to each administrative unit will be transmitted to local agency managers in the form of amended Regional Guides (Forest Service only; BLM

does not have a mandatory level of planning that parallels the Forest Service Regional Guides) or in appropriate policy directives. This guidance may include, but not be limited to: adoption of a set of goals for management; direction for adaptive management and collaboration; accountability of agency managers for implementing the decision; requirements for monitoring; and direction for application of ecosystem management concepts, including the multi-scaled, hierarchical analysis process this project has referred to as ‘Step-Down’. The bulk of the direction in the ROD will be transmitted to local agency managers in the form of amended land use plans.

Management direction and land allocations in existing plans not directly superseded by the ICBEMP Record of Decision will remain in effect. Generally, this would include site-specific direction, such as location and timing of activities, and direction for Congressionally designated areas, such as Wild and Scenic River areas.

Amendments to Land Use Plans

The scale of the *Scientific Assessment* and this EIS is broad enough that it is neither feasible nor appropriate to make fine-scale amendments to land use plans; however, it is both feasible and appropriate for the EIS to make broad-scale amendments to land use plans.

Individual federal land use plans will be amended upon signing of the ROD. Management direction from the ICBEMP ROD, which becomes part of the amended plans, will guide activity-level decision-making until replaced through subsequent amendment or revision. Management direction and land allocations in existing Forest Service and BLM plans not directly superseded by the ICBEMP Record of Decision will remain in effect. The Record of Decision also may change planning schedules and funding priorities, and will identify necessary changes to policy or suggest modifications to existing laws as needed to implement the decision.

In both agencies, topics such as planning criteria, inventory data and information collection, analysis of management situation, and formulation of alternatives are controlled by the issues identified in scoping. The ICBEMP accomplished all of the steps in the Forest Service’s significant amendment process as appropriate in estimating effects of alternatives, evaluation of alternatives, and selection of an alternative.

Fundamentals of Rangeland Health

1. Watersheds are in, or are making significant progress toward, properly functioning physical condition, including their upland, riparian-wetland, and aquatic components. Soil and plant conditions support infiltration, soil moisture storage, and the release of water that are in balance with climate and landform and maintain or improve water quality, water quantity, and timing and duration of flow.
2. Ecological processes, including the hydrologic cycle, nutrient cycle, and energy flow, are maintained, or there is significant progress toward their attainment in order to support healthy biotic populations and communities.
3. Water quality complies with state water quality standards and achieves, or is making significant progress toward achieving, established BLM management objectives, such as meeting wildlife needs.
4. Habitats are, or are making significant progress toward being, restored or maintained for federally threatened, endangered, proposed, candidate, and other special status species.

Source: 43 CFR 4180.1 and 60 FR 9894.

Interim Direction

The project area overlaps part or all of the land addressed in the Decision Notices for PACFISH, Eastside Screens, and Inland Native Fish Strategy (see Map 1-3, earlier in this chapter). As directed in the project charter, the ICBEMP Record of Decision will replace those interim strategies. This would include direction for both terrestrial and aquatic ecosystems.

Rangeland Health

The alternatives analyzed in this EIS include management direction intended to complement or support, rather than replace, Standards for Rangeland Health and Guidelines for Livestock Grazing Management (August 12, 1997), known as the Healthy Rangelands Initiative. These standards and guidelines were developed by the BLM state directors of Oregon/Washington, Idaho, and Montana in consultation with the affected Resource Advisory Councils (RACs) and Provincial Advisory Committees (PACs) in those states. They were approved by the Secretary of the Interior in August 1997 and are being implemented in each of the four states in the project area. The alternatives analyzed in this EIS incorporate the principle that cumulative effects of all management activities, including federally authorized activities, determine whether the standards for rangeland health will be achieved. Consequently, the effects of livestock grazing are not the only concern.

Healthy Rangelands Standards and Guidelines were developed to provide for conformance with the

fundamentals of rangeland health (see box), defined in BLM's grazing administration regulations (43 CFR 4180), published in the *Federal Register* on February 22, 1995 (60 FR 9894).

Healthy Rangelands standards and guidelines are presented in Appendix 13.

Relationship to Other Planning Efforts, Law, and Policy

Lands Affected by the Decision

The ICBEMP decision would provide direction only for public lands administered by the Forest Service or the BLM in the project area. The Record of Decision based on this EIS would make no management decisions for state, local (city or county), tribal, or private lands in the project area.

Valid Existing Rights

To the extent provided by law, nothing in this plan can override valid existing rights on Forest Service- or BLM-administered lands. However, to meet the objectives of an alternative, some reasonable changes may be required in the way activities are carried out.

Other Planning Efforts (Federal, State, Tribal, and Local)

Federal laws, regulations, and policies require consideration of other planning efforts when developing a management plan such as the ICBEMP.

The Council on Environmental Quality regulations in 40 CFR 1502.16(c) require a discussion of possible conflicts between the selected alternative and the objectives of federal, regional, state, and local (and, in the case of a reservation, tribal) land use plans, policies, and controls for areas concerned. BLM planning regulations require its resource management plans be consistent with officially approved or adopted resource-related plans, and the policies and programs contained therein, of other federal agencies, state and local governments, and Indian tribes, so long as the resource management plans would still be consistent with applicable federal laws and regulations (43 CFR 1610.3-2). The Federal Land Policy and Management Act and National Forest Management Act require that federal land management agency plans identify consistencies and inconsistencies with other land use plans, such as planning and zoning efforts of local governments.

One effort undertaken during the planning process was to consider consistency of the selected alternative with local planning efforts and involved the collection and review of many county land uses, economic developments, and other plans. A summary report, the *County/Community Vision Statement Project* (Frewing-Runyon 1995) reviewed 32 such plans for the Interior Columbia Basin Ecosystem Management Project. The Eastside Ecosystem Coalition of Counties assisted project staff by requesting that local governments in the project area provide copies of their plans for review. State and tribal plans also were considered when analyzing cumulative effects.

Federal, State, and Local Environmental Protection Laws and Policies

Federal Laws

Federal management decisions must be consistent with federal laws, including the Federal Land Policy and Management Act, National Forest Management Act, Endangered Species Act, the American Indian Religious Freedom Act, National Historic Preservation Act, the Clean Air Act, and Clean Water Act (see Appendix 1 for a list of federal laws that are most relevant to this EIS). The ICBEMP EIS was developed under this premise.

Roadless Area Policies

Inventoried roadless areas are National Forest System lands of 5,000 acres or more characterized by their undeveloped state. The equivalent BLM roadless areas are termed wilderness study areas (WSAs). Following the nationwide Roadless Area Review and Evaluation (RARE and RARE II) efforts in the 1970s, inventory of unroaded areas resulted in some inventoried roadless areas being recommended for inclusion in the National Wilderness Preservation System. Congress enacted wilderness legislation for a number of areas in Oregon and Washington in 1984, prior to completion of land use plans. No similar legislation has been enacted by Congress for Idaho and Montana, leaving unroaded areas to be allocated to a variety of uses through land use planning. As a result, road development and resource extraction has occurred in some inventoried roadless areas.

The alternatives do not change the existing land allocations of Forest Service inventoried roadless areas or Bureau of Land Management wilderness study areas. Proposed changes to the status of inventoried roadless areas is appropriately addressed through the land use planning process or through new executive or congressional direction.

On October 19, 1999, the Department of Agriculture, Forest Service, filed a Notice of Intent in the Federal Register (Vol.64, Number 201, pages 56306-56307) to prepare an environmental impact statement (EIS). The Forest Service is initiating a public rulemaking process to propose the protection of remaining roadless areas within the National Forest System. To assist in determining the scope and content of a proposed rule, the agency will prepare an EIS to analyze: (1) the effects of eliminating road construction activities in the remaining unroaded portion of inventoried roadless areas on the National Forest System; and (2) the effects of establishing criteria and procedures to ensure that the social and ecological values that make both inventoried roadless areas and other uninventoried roadless lands important are considered and protected through the forest planning process. A draft EIS and proposed rule are expected to be available for public review and comment in spring 2000 and a final EIS and final rule will follow.

The ICBEMP Supplemental Draft EIS addresses the values of unroaded lands (including inventoried roadless) relative to certain aquatic and terrestrial values thus addressing a subset of the social and ecological values spoken to in the Notice of Intent. Appropriate and necessary connections will be maintained as progress is made on completing both the ICBEMP EIS and the Forest Service roadless protection EIS.

State and Local Environmental Programs

Some federal laws contain provisions for state administration of specific environmental programs or for making state laws applicable to federal lands and facilities. The intent of the ICBEMP Record of Decision is to comply with these legal requirements. Compliance can be assured at finer-scale planning levels.

Endangered Species Act

Consultation

Under Section 7 of the Endangered Species Act and related Secretarial Order 3206, federal activities that may have an effect on threatened or endangered species are subject to consultation with the U.S. Fish and Wildlife Service (USFWS) or National Marine Fisheries Service (NMFS). Requirements for consultation will remain in effect under any alternative selected.

Formal consultation under Section 7 of the Endangered Species Act with the U.S. Fish and Wildlife Service and the National Marine Fisheries Service will be initiated before any decisions are made on the basis of this EIS and prior to any ground-disturbing activities. If the selected alternative may have an effect on threatened or endangered species, then biological assessment(s), appropriate to the scale of the decision, will be submitted to the USFWS and NMFS for consultation and preparation of a Biological Opinion. The Biological Opinion on the ICBEMP selected alternative will replace the three biological opinions recently completed on the Land and Resource Management Plans as amended by PACFISH and INFISH (NMFS 1995, NMFS 1998, USFWS 1998).

The NMFS and U.S. Fish and Wildlife Service will continue to coordinate with the Forest Service and BLM regarding implementation of the selected broad-scale ICBEMP management strategy. In addition, on-the-ground impacts and incidental take will be assessed in subsequent, finer-scale decision-making processes before site-specific actions are implemented.

The federal agencies involved in ICBEMP are continuing to discuss implementation issues that may play an

The Biological Opinion on the selected alternative will replace the three biological opinions recently completed on the Land and Resource Management Plans as amended by PACFISH and INFISH.

important role in the Endangered Species Act consultation/conferencing process for listed and proposed species. Key implementation issues could require clarification of management guidance to achieve the desired outcomes of the selected alternative and may be addressed prior to or in the Record of Decision:

- (1) whether the tools used in conducting step-down processes, such as Subbasin Review, need refinement;
- (2) how to refine and use specific, measurable indicators of existing and future watershed condition;
- (3) how to ensure management direction and priorities reflect existing information (for example, priority watershed data) and can be adjusted in response to new scientific information that help meet Endangered Species Act objectives;
- (4) how project analyses and decisions incorporate ecologically appropriate Riparian Conservation Area delineation criteria; and
- (5) how to organize an implementation organizational structure to assure that ICBEMP will be implemented as described and that successful techniques are replicated (see Appendix 10).

The consultation process will also need to explore the transition into implementation of the selected alternative and the extent to which elements of the no-action alternative (Alternative S1) should be retained (beyond that already incorporated into Alternative S2 as interim direction) while technical tools and implementation guidance are being completed. This is particularly relevant to the transition from current direction of PACFISH, INFISH, and the Biological Opinions to a long-term management strategy. Consultation will benefit, as will alternative selection, from public comment on the entire Supplemental Draft EIS, including comment on issues in implementation and transition.

Recovery Plans

Recovery plans are technical scientific documents which identify specific actions to conserve and recover a particular species, and describe methods to implement these actions. Recovery plans are formulated and carried out by a recovery team, which is usually composed of biological experts from tribes; federal, state, and local agencies; and in some cases the private sector. The recovery plan process is one of the key focal points of the Secretary of the Interior's efforts to conserve and recover listed species under the Endangered Species Act of 1973, as amended. The intent of the ICBEMP decision is to require actions to be tiered to approved recovery plans or conservation strategies if the action is determined to potentially affect a listed species with an approved plan or strategy. Appendix 6 lists the plant, animal, and fish species that have an approved recovery plan in the project area.

Environmental Justice

Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations” (February 11, 1994), and subsequent guidance from Council on Environmental Quality set procedures that are to be met by federal agencies. When writing an EIS, federal agencies are to consider whether there are disproportionately high and adverse environmental or human health effects, including social and economic effects, on identifiable low-income or minority populations (which includes American Indian tribes). Elements that should be considered include destruction or disruption of developed or natural resources; destruction or disruption of community cohesion or a community’s economic vitality; and the denial, reduction in, or significant delay in the receipt of benefits of federal programs or activities.

In preparation of this EIS, consideration was given to whether the alternatives would subject identifiable low-income or minority populations to disproportionately high and adverse environmental, human health, social, or economic effects. Social and economic effects on economically specialized and isolated communities were analyzed and are reported in the Social-Economics-Tribal Section of Chapter 4. In addition, effects specific to American Indian tribes (see below) are discussed in the Federal Trust Responsibility and Tribal Rights and Interests subsection of Chapter 4. The Executive Steering Committee considered these effects when selecting the preferred alternative.

Federal Trust Responsibilities to Indian Tribes

There are 22 federally recognized American Indian tribes with interests in the Interior Columbia Basin Ecosystem Management Project area. The federal government has a trust and legal responsibility to American Indian tribes, which comes from commitments made by the United States in treaties, executive orders, statutes, and agreements. Upholding these specified tribal rights constitutes the federal government’s legal responsibility. The federal government also has a responsibility to consult with affected tribes whenever its actions affect the

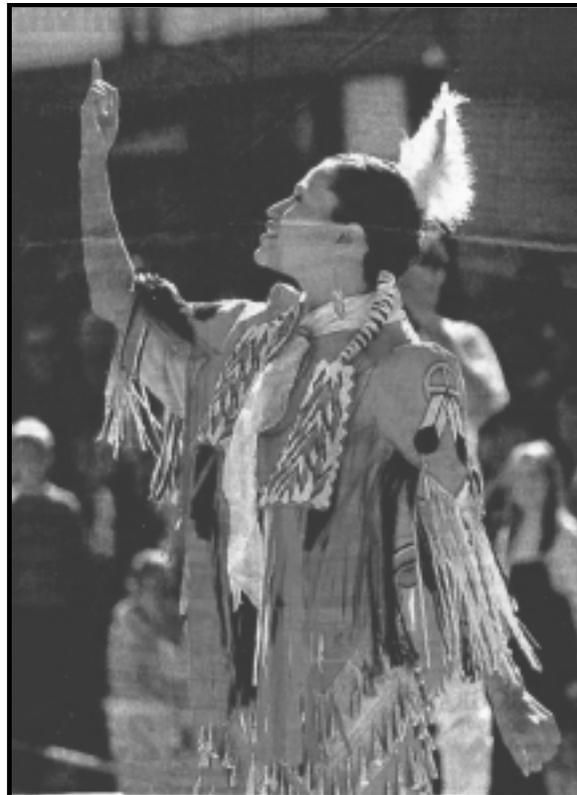
The project area now includes all or part of 93 counties in four states; 22 tribes have interests in the project area.

resources upon which tribal hunting, fishing, gathering, and grazing rights depend. It is the intent for the ICBEMP Record of Decision to honor and uphold these federal trust responsibilities to Indian tribes.

The tribes that have interest in the project area are listed in Chapter 2. Other discussions of American Indian tribes are provided in Chapter 2 and in Appendix 8.

Water Quantity

Outcomes predicted in this EIS assume the availability of instream flows that are sufficient to maintain and restore channel conditions, provide for viable aquatic species such as fish, protect recreation flows in wild and scenic river areas, and provide for other needs. The continued availability of instream flows is critical to successful resource management; if sufficient water is not available to allow management of public lands as intended, the consequences of the selected alternative may be different from those described in Chapter 4. Although the broad-scale nature of this EIS does not lend itself to prescribing



It is the intent of the ICBEMP to honor and uphold federal trust responsibilities to American Indian tribes.

minimum instream flows, finer-scale planning documents (such as land use plan amendments or revisions, and activity plans) can more accurately address instream flows.

Public Participation

The ICBEMP EIS was developed with extensive public participation, exceeding the “minimum” required by the National Environmental Policy Act (NEPA). A summary of public participation activities for this project follows. Further details may be found in Appendix 3 and in the Project Planning Record.



The ICBEMP aims to provide for people's uses and values of natural resources consistent with maintaining healthy, diverse ecosystems.

Notice of Intent and Scoping

The scoping process required by NEPA implementing regulations (40 CFR 1501.7) was conducted to invite public participation, encourage an open process, and determine the significant issues to be addressed. The Forest Service and BLM sought information, comments, and assistance from federal, tribal, state, and local agencies, and from other groups and individuals interested in or affected by the proposed action.

The formal scoping period for the Eastside Draft EIS opened with publication of the Notice of Intent to produce an environmental impact statement, which first appeared in the *Federal Register* on February 1, 1994 (59 FR 4680). The notice was revised May 23, 1994 (59 FR 26624), to add BLM-administered lands in southeastern Oregon. The formal scoping period for the UCRB Draft EIS opened with publication of the Notice of Intent in the *Federal Register* on December 7, 1994 (59 FR 63071). The Notice of Intent was revised August 25, 1995 (60 FR 44298) to correct the expected publication date for the Draft EIS.

The scoping process and the public comments received during the scoping period were summarized in the Draft EISs (see Draft EIS Chapter 1, Eastside Appendices 1-3 and 1-4, and UCRB Appendix D) and are outlined in Appendix 3 in this Supplemental Draft EIS.

Public Comment on the Draft EISs

On June 6, 1997, the Eastside and Upper Columbia River Basin Draft EISs were released for public review, initiating a formal 120-day comment period (62 FR 31098 and 62 FR 32076). After several requests from the public for more time to review the Draft EISs, the project's Executive Steering Committee extended the comment period from October 6, 1997, to February 6, 1998 (62 FR 46941). In January 1998, the comment period was extended again to April 6, 1998, in response to additional project requirements included in the 1998 Department of the Interior and Related Agencies Appropriations Act (63 FR 3533). In March 1998, the ICBEMP released a report on the economic and social conditions of several hundred communities in the Pacific Northwest. The comment period was extended an additional 30 days to give people time to review and submit comments on the new report (63 FR 13619). The final close of what became a 330-day comment period was May 6, 1998. Some 82,895 people, organizations, or agencies submitted comments either by letter/postcard or via the Internet.

A process known as ‘Content Analysis’ was used to compile, correlate, and summarize comments into a format usable by the EIS Team and decision makers. All comments were considered, with an emphasis on the *content* of the comment rather than the *number of*

times a particular comment was received. A complete report, *Final Analysis of Public Comment for the Eastside and Upper Columbia River Basin Draft Environmental Impact Statements* was prepared by the national Forest Service Content Analysis Enterprise Team in October 1998. The report contains details on the content analysis process; an analysis of issues, concerns, and comments organized by theme or topic; and demographic information on the origin and method of responses. This information is summarized in Appendix 4.

Ecosystem-based management stresses the integration and interrelationships of all parts and functions of an ecosystem, including the human component.

The Council on Environmental Quality regulations for implementing the National Environmental Policy Act require federal agencies to assess and consider comments both individually and collectively and respond in the Final EIS. Possible responses are to: (1) modify alternatives including the proposed action; (2) develop and evaluate alternatives not previously given serious consideration by the agency; (3) supplement, improve, or modify the analysis; (4) make factual corrections; or (5) explain why the comments do not warrant further agency response.

Rather than wait until publication of the ICBEMP Final EIS, the summarized public comments on the Draft EISs and agency responses are presented in Appendix 4 in the Supplemental Draft EIS. These comments were used extensively while preparing this EIS. Comments received during the comment period for the Supplemental Draft EIS will be presented and responded to in the Final EIS.

Coordination With Other Agencies and Governments

During preparation of both the Draft EISs and the Supplemental Draft EIS, the EIS Team used a collaborative approach with the Science Integration Team/ Science Advisory Group and with federal and state agency staff and elected officials from state, county, and tribal governments, to develop and analyze the ecosystem-based strategies for management of lands in the project area administered by the BLM or Forest Service. See Chapter 5 for lists of those contacted.

Federal and State Agencies

The EIS Team is made up of personnel from the BLM and Forest Service, with liaisons from the U.S. Fish and Wildlife Service, National Marine Fisheries Service, and Environmental Protection Agency. Other federal agencies involved included the Bureau of Mines, U.S. Geological Survey, and the Bureau of Indian Affairs. Federal cooperating agencies were the Bureau of Reclamation, Bonneville Power Administration, and National Park Service. (Cooperating agencies are defined as federal agencies that have legal jurisdiction or special expertise with respect to environmental issues addressed in the EIS.)

Project personnel contacted various state agencies and representatives of the governors for Idaho, Montana, Oregon, Washington, Wyoming, Nevada, and Utah to ensure state concerns were incorporated into the Draft EISs. State agencies with responsibility for fish, wildlife, forestry and natural resources, air, and water were involved in these dialogues, along with senior natural resource advisors and officials. The project received written comments on the Draft EISs from governors, agency heads, or legislative bodies from each of the states involved. Coordination has continued with state personnel of Idaho, Montana, Oregon, and Washington during development of the Supplemental Draft EIS.

Tribal Governments

Early in the project, the ICBEMP Tribal Liaison Group contacted 22 tribal governments, representing numerous tribes that reside within or have rights and interests in the ICBEMP project area. The purpose of the contact was to help develop, based on a government-to-government relationship, a consultation process with each tribal government and to work closely and continuously with each other to integrate tribal rights and interests in the planning process.

Early tribal involvement and consultation in such a complex project as the Interior Columbia Basin Ecosystem Management Project was a relatively new undertaking. All the tribal governments participated to varying degrees and at various times, based in part on differing interpretations of the concepts of “involvement” and “consultation” (see Chapter 2, Tribal Rights and Interests Section). All the tribal governments provided at least informal feedback and made significant early contributions to this process. Some engaged in formal government-to-government consultation and provided comments on the Draft EIS.

Five tribal summit meetings were scheduled for consultation with representatives of the 22 tribal governments on a government-to-government basis. Three summits were held with representatives of the eight tribal governments that chose to participate. A Tribal/Executive Steering Committee Working Group was formed as a result of a meeting between the Secretary of the Interior, federal representatives, and representatives of 10 of the 22 affected tribal governments. The Tribal Working Group's charge was to identify and work toward mutual resolution of tribally identified basin-wide issues.

County Governments

The project area now includes all or part of 93 counties in four states (the Draft EISs included 100 counties in seven states). The Eastside Ecosystem Coalition of Counties (EECC) facilitated the involvement of counties, assuring that county interests and input were considered by the Science Advisory Group and the EIS Team.

The coalition was jointly formed in 1994 by the Association of Counties from Idaho, Montana, Oregon, and Washington. This coalition participated actively throughout the process. In September 1995, a Memorandum of Understanding (MOU) was signed between the ICBEMP and the EECC outlining communications and other opportunities for the counties to provide advice and recommendations to the project; the MOU was updated in 1997 (EECC and ICBEMP 1997). Project officials met on numerous occasions with the EECC, State Associations of Counties, and individual boards of county commissioners, on request, including counties in states not represented by the EECC. Many county representatives, including the EECC, submitted written comments on the Draft EISs.

What's Next in the Planning Process

The next step in this process is to gather and analyze public comment on this Supplemental Draft EIS. The EIS Team will then prepare the Final EIS, responding to public comments on the Supplemental Draft. The decision makers will review the environmental effects of the alternatives and the public comment, and they will select an alternative to implement. This decision will be recorded in a public Record of Decision (ROD).

Planning Issues

In early stages of the project, scoping was used to identify the issues and concerns people have about public lands managed by the BLM or Forest Service in the project area. This information was collected for several reasons:

- ♦ To help identify what data should be collected for the EIS.
- ♦ To help develop ecosystem management alternatives for the EIS.
- ♦ To help identify environmental consequences that should be addressed in the EIS.

An "issue" for planning purposes is defined as a matter of controversy, dispute, or general concern over resource management activities or land uses. To be considered as a "significant" planning issue, it must be well defined, relevant to the proposed action, and within the agencies' ability to address in the formulation and analysis of alternatives, or through possible mitigation measures. Other factors used to identify significant issues include the geographic extent of the issue, how long the issue is likely to be of interest, and the intensity of the level of interest or conflict generated by the issue.

Significant broad-scale issues identified during scoping and/or brought forward during public comment on the Draft EISs were considered in the preparation of the Supplemental Draft EIS. Many of the issues that are more appropriately addressed at a finer scale were incorporated into the step-down process. For example, an issue regarding opportunities for cultural, recreational, and aesthetic experiences was raised during scoping. That issue would be better addressed at a finer scale than the revised focus of this Supplemental Draft EIS (limited to critical and compelling broad-scale issues); therefore, it has been dropped from this EIS and will be addressed during finer scale programmatic planning and decision-making processes.

The concepts of ecosystem-based management stress the integration and interrelationships of all parts and functions of an ecosystem, including the human component. The issue statements listed here exhibit the integration and interdependence of all resources in each issue. Each issue addresses only those lands and resources administered by the BLM or Forest Service in the project area. The paragraphs following the issues represent some of the comments received from the public and are intended to illustrate the range of public opinion. For the sake of brevity, and

to illustrate the wide range of opinion on either end of the spectrum, many diverse opinions are included here. Many public comments received were actually within these extremes. Appendix 4 summarizes public comments on the Draft EISs in more detail and discusses the responses to public comments.

Issue 1: In what condition should ecosystems be maintained?

People have varying opinions about what level of human alteration of the landscape and natural systems is acceptable, whether change should be measured against current or historical conditions, what time period to consider for historical conditions, and what the desired range of conditions are and how those conditions should be achieved. Many people prefer restoring ecosystem conditions to those that existed naturally (historical ranges of variability), prior to the extensive impacts of human development on natural systems. Others feel that people are an integral part of ecosystems; therefore, anything people do is part of ecosystem function and should be allowed, provided that outputs can be sustained over time and provide revenue and employment. Some people also feel that federal land management should compensate for a lack of functioning ecosystem conditions on some private lands. Concerns were expressed over the ability to understand ecosystems or their resiliency or the appropriateness of specifying management for any one static condition or point in time because ecosystems are dynamic. Public comments on the Draft EISs reaffirmed that this is still an issue of concern.

Issue 2: To what degree, and under what circumstances should restoration be active (with human intervention) or passive (letting nature take its course)?

Some people believe that the primary function of public lands is as reservoirs for biological resources, and therefore should be undisturbed, allowing “nature to take its course.” Others believe public lands should be used to the fullest extent, as long as productivity and other biological functions are sustained. Several viewpoints were expressed during scoping as well as during the comment period on the Draft EISs regarding active and passive management:

- ♦ Active management is desirable.
- ♦ Active management is desirable, but not all management techniques are acceptable.

- ♦ Active management is desirable in some areas, but should be limited to areas that are currently roaded.
- ♦ Passive management is the only acceptable strategy; human management and intervention is what caused current problems in the first place.
- ♦ Neither active nor passive management alone is adequate; restoration should be approached slowly, using appropriate tools at various times and using extensive monitoring to deal with scientific uncertainty and changing conditions or knowledge.

Issue 3: What emphasis will be assigned when trade-offs are necessary among resources, species, land areas, and uses?

Federal land managers have long operated under the multiple-use philosophy, but controversy exists over dominance of particular uses and how these uses are distributed over time and space. Some of these conflicts include consumptive vs. non-consumptive uses, use of roads for access vs. closing roads to mitigate adverse impacts on various parts of the ecosystem, and taking care of the environment regardless of cost vs. spending only what is necessary to restore damaged areas. Other matters of controversy include which areas should receive priority; which resources and/or resource uses should receive priority; what amount of protection (including cost) is necessary for threatened, endangered, proposed, candidate, and special status species recovery; and how much weight should social and economic costs and concerns be given regarding species protection and natural resource management. Public comments on the Draft EISs reaffirmed that this is still an issue of concern.

Issue 4: To what degree will ecosystem-based management support economic and/or social needs of people, cultures, and communities?

Some people believe the federal government has an obligation to support the economic vitality of certain rural communities through predictable access to resources on public lands. Others believe there is no mandate to contribute to rural communities, and access should not be guaranteed. Some people feel public lands should continue to support the creation and maintenance of jobs, while others believe that jobs should not drive public land management. Some

people expressed a concern that a regional ecosystem approach will mask local economic and community impacts. Controversy exists over a balance between healthy ecosystems and levels and types of commodities and jobs. Another difference of opinion comes from potential effects of land management decisions on private lands. Some people view ecosystem-based management as a federal government attempt to control private lands, while others see necessity in considering all ownerships and resources when developing public land management strategies. Issue 4 was such an important issue during the comment period on the Draft EISs, that the Congress required the project staff to provide more information on effects of the alternatives on communities. *Economic and Social Characteristics of Communities in the Interior Columbia Basin* (ICBEMP 1998) was produced in response.

Issue 5: How will ecosystem-based management incorporate the interactions of disturbance processes across landscapes?

Some people feel wildfire suppression has resulted in conditions that contribute to larger, more intense fires and support the use of prescribed fire as a management tool. Others are concerned that prescribed fires sometimes get out of control. Many concerns were expressed regarding trade-offs between wildfire and prescribed fire, particularly with regard to air quality and visibility as they relate to smoke. There is disagreement over the role that fire, insects, disease, and other disturbance processes play in ecosystem function, and there are questions about how historical disturbance levels could be known. Other controversies include the effects of fire on private property in wildland-urban interface areas, whether timber harvest can or should resemble natural disturbances, whether disturbances should be controlled to allow for

crop yields or other considerations, and the costs and benefits of logging. Public comments on the Draft EISs reaffirmed that this is still an issue of concern.

Issue 6 (formerly Issue 7): How will ecosystem-based management contribute to meeting treaty and trust responsibilities to American Indian tribes?

Federally recognized tribes have critical interest and/or rights associated with significant portions of land administered by the BLM or Forest Service. Some of these American Indian tribes retain rights which were reserved under treaties and other agreements negotiated with the United States government. Tribal rights and interests in the management of resources sometimes conflict with the interests of other groups and cultures. Some commentators feel that all groups, including tribes, should be given equal consideration, while other people believe the federal government should prioritize the resource needs of American Indians over others' needs.

Certain specific issues with respect to the ICBEMP were of deep concern to American Indian tribes, many of which were confirmed during the comment period on the Draft EISs. These concerns are described in



Restoring and maintaining healthy rangelands is an integral focus of the ICBEMP.

more detail in the Social-Economic-Tribal Section of Chapter 2 and include the following considerations:

- ♦ Treaty/Federal Trust Responsibility;
- ♦ Harvestability as Soon as Possible (ASAP);
- ♦ Basin-wide Habitat Standards;
- ♦ Interagency and Intergovernmental Coordination/Collaboration;
- ♦ Monitoring and Accountability;
- ♦ Government-to-government Collaboration/ Consultation;
- ♦ Implementation Funding; and
- ♦ Tribal Economics and Unemployment.

Tribes assert that standards need to be enforceable, measurable, and accountable; they feel that standards should not just advocate more assessment processes. The concern is that standards ensure full protection of high quality habitat and restoration of degraded habitat, especially fish habitat.

Issue (formerly Issue 6): What types of opportunities will be available for cultural, recreational, and aesthetic experiences?

Some people value public lands for their natural beauty and open spaces for current and future generations, or simply to allow wildlife a place to exist. Others value public lands for the commodities that help to sustain their lifestyle, such as timber for loggers. People become attached to places that have special meaning to them, but some people's preferences conflict with others. For example, a special place for American Indian spiritual use may not be compatible with a place for off-highway driving for

pleasure. There is considerable debate on whether the cultural characteristics and traditional practices of distinctive groups should be sustained. Increases in human population and other social factors create pressures on locations close to public lands, which is a concern to many.

Issue 6 is finer-scale than what was intended for this Supplemental Draft EIS's refocus on critical and compelling issues that need to be addressed at the broad scale. Therefore, it is being dropped as an issue for this EIS and will be further addressed during finer-scale programmatic planning and decision-making processes.

Other Concerns and Planning Considerations

Many other topics and concerns were received during the scoping and Draft EIS comment periods. Concerns that related to development and implementation of the EIS, public participation, consultation and coordination, and other parts of the Interior Columbia Basin Ecosystem Management Project were considered during the development of the EIS. A brief description of concerns and planning considerations that were brought up during project scoping for the Eastside Draft EIS can be found in the *Preliminary Issues for the Development of Alternatives* paper (November 7, 1994) and for the UCRB Draft EIS can be found in that document's Appendix D. Detailed discussion of public comments received on the Draft EISs is provided in the *Final Analysis of Public Comment for the Eastside and Upper Columbia River Basin Draft Environmental Impact Statements* (October 1998; available by contacting the Walla Walla or Boise project office). Substantive comments from the public comment period and the project's response can be found in Appendix 4.

Availability of Planning Records

The ICBEMP EIS Planning Record includes data, documentation, and information used to prepare this analysis.

Documents may be requested from or viewed at the Interior Columbia Basin Ecosystem Management Project offices in Walla Walla, Washington, or Boise, Idaho. Local management plans and inventories are available at applicable BLM and Forest Service offices.

For more information please call either project office:
Walla Walla—(509) 522-4030, (509) 522-4029 (tty), fax (509) 522-4025; or
Boise—(208) 334-1770, fax (208) 334-1769;

Or visit the project Internet website:

<http://www.icbemp.gov>