

BLM Riparian Policy in Idaho:

Analysis of Public Comment on a Proposed Policy Statement

by

Kendall L. Johnson, Carrie Mosley, Jeffrey C. Mosley, and Jay O'Laughlin

Table of Contents

| | |
|---|----------|
| Foreword | i |
| Acknowledgements | ii |
| Figure and Tables List | iii |
| Executive Summary | 1 |
| Introduction | 2 |
| Policy Analysis Objectives | 3 |
| Public Workshops to Identify Riparian Issues | 3 |
| Procedures | 3 |
| Issue Classification | 5 |
| Issue Importance | 5 |
| Issue Categories | 5 |
| Individual Issues | 7 |
| Categories with Dominant Issues | 7 |
| Summary | 8 |
| Interest Group Comments on the BLM Draft Policy | 9 |
| Summary | 13 |
| Synthesis: Does the Policy Address Public Concerns? | 13 |

Idaho Forest, Wildlife and Range Policy Analysis Group
Jay O'Laughlin, Director

Idaho Forest, Wildlife and Range Experiment Station
John C. Hendee, Director



- The Idaho Forest, Wildlife and Range Policy Analysis Group was established by the Idaho Legislature in 1989 to provide objective analysis of the impacts of natural resource proposals (*see* Idaho Code § 38-714).
- The Policy Analysis Group is administered through the University of Idaho's College of Forestry, Wildlife and Range Sciences, John C. Hendee, Dean.

Advisory Committee

Jerry Conley, Director
Idaho Dept. of Fish and Game
Boise, Idaho

Stan Hamilton, Director
Idaho Dept. of Lands
Boise, Idaho

Jim Hawkins, Director
Idaho Dept. of Commerce
Boise, Idaho

Roberta Moltzen, Deputy Supervisor
Boise National Forest
Boise, Idaho

Bruce Bowler, Attorney
Environmental interests
Boise, Idaho

Tom Geary, President
Idaho Farm Bureau
Twin Falls, Idaho

Tim Mueller, President
Edwards Forest Industries
St. Maries, Idaho

Harold "Frogg" Stewart, Outfitter
Idaho Travel Council
Grangeville, Idaho

Phil Soulen
Rancher
Weiser, Idaho

Policy Analysis Reports

- No. 1. Idaho's endowment lands: a matter of sacred trust. *J. O'Laughlin* (March 1990).
- No. 2. BLM riparian policy in Idaho: analysis of public comment on a proposed policy statement. *K.L. Johnson, C. Mosley, J.C. Mosley, and J. O'Laughlin* (June 1990).

BLM Riparian Policy in Idaho:

Analysis of Public Comment on a Proposed Policy Statement

by

Kendall L. Johnson,

Carrie Mosley,

Jeffrey C. Mosley, and

Jay O'Laughlin¹

for the

Idaho Forest, Wildlife and Range Policy Analysis Group

June 1990

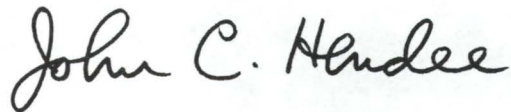
¹ Authors are respectively Professor and Head, Research Associate, and Assistant Professor, Department of Range Resources; and Director, Idaho Forest, Wildlife and Range Policy Analysis Group. All are with the College of Forestry, Wildlife and Range Sciences, University of Idaho.

Foreword

The Idaho Forest, Wildlife and Range Policy Analysis Group (PAG) was created by the Idaho legislature in 1989 to provide Idaho decision makers with timely and objective data and analyses of pertinent natural resource issues. A standing nine-member advisory committee suggests issues and priorities for the PAG. Committee members are identified on the inside cover of this report. Results of each analysis are reviewed by a technical advisory committee selected separately for each inquiry (see the acknowledgements, page ii). Findings are made available in a policy analysis publication series.

This is the second report published by the PAG. Riparian issues affect a wide range of agency and citizen interests and the proposed new BLM riparian management policy was thus selected by the advisory committee as a high priority topic for analysis.

This report identifies public concerns about riparian use and management that were aired during public meetings and the extent to which the proposed BLM policy addresses riparian concerns. Also reported are results of a survey of interest groups, undertaken to gather comments on specific points in the proposed policy.



John C. Hendee, Dean
College of Forestry, Wildlife
and Range Sciences
University of Idaho

Acknowledgements

Many people from the University of Idaho and other universities contributed to the analysis of the BLM draft riparian management policy statement. The project and this report have been materially aided by the infusion of their time, energy and talents, and all have earned particular thanks for their contributions.

- Technical Consultant: Dr. Jo Ellen Force, Associate Professor
Department of Forest Resources
- Nominal Group Process Facilitators: Brett C. Dumas
Amayda H. Johnson
Daniel M. Kenney
Jay T. Pence
Lynn A. Pence
Wanda G. Schulte
Department of Range Resources
Michelle S. Mazzola
College of Forestry, Wildlife and Range Sciences
- Technical Advisors on Statistics: Dr. Dale O. Everson, Professor
Wesley E. Newton, Statistical Consultant
Statistics Consulting Center
- Technical Reviewers of the Report: University of Idaho
Dr. Jo Ellen Force, Associate Professor
Department of Forest Resources
Dr. William J. McLaughlin, Professor
Department of Wildland Recreation Management
Dr. Neil R. Rimbey, Associate Extension Professor
Idaho Cooperative Extension Service
Dr. Kenneth D. Sanders, Professor
Department of Range Resources
Dr. Gerald T. Schelling, Professor and Head
Department of Animal Science
- Other Universities
Dr. Jay E. Anderson, Professor
Department of Biological Sciences
Idaho State University
Dr. Linda H. Hardesty, Assistant Professor
Department of Natural Resource Sciences
Washington State University
Dr. William C. Krueger, Professor and Head
Department of Rangeland Resources
Oregon State University
Dr. Sherman R. Swanson, Associate Professor
Department of Range, Wildlife and Forestry
University of Nevada-Reno

Figure and Tables List

| | |
|---|----|
| Figure 1. Summary of objectives and methods used to analyze the BLM draft riparian policy statement | 15 |
| Table 1. Idaho Bureau of Land Management's draft riparian management policy | 16 |
| Table 2. Public workshops for identifying riparian issues | 17 |
| Table 3. Riparian issue classification scheme and number of issues in each category | 18 |
| Table 4. Highest priority riparian issue categories identified at each of eight workshops | 19 |
| Table 5. Seven highest priority riparian issue categories, in three regions | 21 |
| Table 6. Seven highest priority riparian issue categories, statewide | 22 |
| Table 7. The 35 dominant individual issue statements in rank order | 23 |
| Table 8. The six priority issue categories containing 23 (or 65%) of the 35 dominant issues | 26 |
| Table 9. The most important riparian issues in Idaho | 27 |
| Table 10. Main areas of qualification found in respondents' comments on the nine main points of the BLM's draft riparian policy statement | 28 |

Executive Summary

The Idaho Forest, Wildlife and Range Policy Analysis Group, with supplemental funding from the Idaho State Office of the Bureau of Land Management (BLM), gathered and analyzed two separate sets of information: (1) public concerns about riparian areas as identified in public meetings, and (2) comments from interest groups on a draft of the BLM's proposed riparian management policy statement. The purpose was to determine if the proposed policy addressed public concerns.

(1) Public concerns about riparian use and management were identified during eight workshops using a standard nominal group process technique. A total of 192 people working in 26 separate groups developed 752 issues or statements of concern. Members of each group individually selected and ranked the seven most important issues from their group list. These rankings were used in the analysis to determine the most important riparian concerns.

The 752 riparian issues were classified into 38 categories. These categories and the issues within them were analyzed to determine the relative importance of riparian concerns locally, regionally, and statewide. Across the state and in the following order, the most important riparian concerns were:

- Livestock/Ranching
- Management Approaches
- Education
- Economics
- Manage as a Whole Unit
- Erosion/Sedimentation/Channels
- Goals, Priorities, and Planning
- Definition
- Inventory

The proposed policy describes adequate processes and procedures to address the most important riparian concerns. One exception is the Education category, which is not explicitly mentioned in the policy. Another exception is the Definition category, which along with the related Classification category may need some attention. Overall, it appears that the proposed policy is able to accommodate a substantial majority of the concerns expressed by workshop participants.

(2) Comments on the proposed BLM riparian policy statement were obtained by mailing a request for comments to 225 organizations believed to be interested in riparian policy; 104 comment sheets (or 46%) were returned. Although specific comments revealed some reservations related to each of the nine points in the proposed policy, in general the responses from interest groups indicated broad support for the policy.

Introduction

Riparian areas, defined as lands associated with or affected by water sources, are a small but vital component of Idaho landscapes, especially in the semi-arid basins and valleys. These areas link upland and aquatic habitats and provide a number of important resource values, including water purification, water storage and recharge, fish and wildlife habitat, forage and water for livestock, and recreation. Because riparian areas integrate the physical processes of whole watersheds, including the effects of numerous land uses, they often serve as indicators of the overall success of land management. Riparian areas can be degraded by many land uses, including improper livestock grazing, timber harvest, road construction, mining, and recreational use. However, abundant water supplies and the natural resilience of riparian areas often allow rapid response to improved management. Thus riparian areas are far more significant than size alone would suggest.

General concerns with riparian use and management, especially on public lands, have increased dramatically in recent years. An example of such interest occurred during the Idaho Wildlife Congress held in November, 1988. From two days of discussion groups held in Boise, 37 wildlife-related issues emerged and were ranked.² Two of the top three issues dealt specifically with riparian areas: "Improved management of riparian habitats" and "Minimize grazing impacts, especially to riparian areas." In response to public concerns and current management needs, the Idaho State Office of the Bureau of Land Management (BLM) -- the agency manages approximately 12 million acres of public land in Idaho, or roughly 22 percent of the land in the state -- drafted a policy statement as a guide for BLM programs and management actions directed to or affecting public riparian lands in Idaho. That policy statement, included in this report as Table 1,³ has a broadly defined objective and addresses nine points.

As mandated by The National Environmental Policy Act of 1969 and the Federal Land Policy and Management Act of 1976, proposed actions affecting federal lands must be placed before the public for comment. Although the BLM could have done so directly, the agency elected to ask a neutral third party -- the Idaho Forest, Wildlife and Range Policy Analysis Group (PAG) at the University of Idaho -- to gather comments on the draft riparian policy, analyze the comments to detect the major areas of concern, and report the results. The purpose of this study was not to make management or policy recommendations to the BLM, but instead to identify public concerns regarding riparian areas, and determine to what extent the proposed policy addressed those concerns.

² Results of the Idaho Wildlife Congress Discussion Groups are available from the Idaho Department of Fish and Game, P.O. Box 25, Boise, Idaho 83707.

³ Tables appear in order at the end of the report, beginning with Table 1 on page 16.

Policy Analysis Objectives

The general objectives were to identify public concerns about the use and management of riparian resources and relate those concerns to the BLM draft policy. A three-part approach was developed: 1) identification of general riparian concerns were obtained independently of the policy itself through a series of public workshops; 2) comments on the specific points in the BLM draft policy were requested by mail from organizations having riparian interests; and 3) the relation of general riparian concerns to specific points in the proposed policy was determined by the study team through synthesis of items 1) and 2). This analytical structure is diagrammed in Figure 1, appearing immediately after the text on page 15.

Public Workshops to Identify Riparian Issues

In order to identify concerns about riparian use and management, public workshops were conducted using a standard nominal group process technique.⁴ This method is designed for small groups and provides all workshop participants with an equal opportunity to contribute their viewpoints. Nominal groups were comprised of from six to nine people. The task of each group was to develop a list of riparian concerns and rank the seven most important or highest priority issues. Trained facilitators from the College of Forestry, Wildlife and Range Sciences (CFWR) at the University of Idaho guided the groups.

Procedures

Eight workshops were held in late 1989 in or near the six BLM districts and in major centers of population, including two in the greater Boise area (Table 2). A total of 192 people completed the workshops, ranging from eight people at the Lewiston meeting to 50 at Boise. The number of nominal groups ranged from one at Lewiston to six at Boise, for a total of 26 (Table 2). The workshops were announced in two ways. First, letters of invitation were mailed to 465 people representing interest groups concerned with riparian matters. Most of the names were suggested by the BLM; a few came from county extension agents and CFWR sources. Second, individual workshops were announced through county extension offices and local news media.

Each workshop began with an explanation of its purpose and how it would be conducted. Participants were then divided into nominal groups, either by free choice or by designation. Each group worked through a four-step process. First, a period of silent idea generation allowed each participant to develop a list of riparian concerns or issues. Second, each participant shared individual concerns with the group in "round-robin" sequence, continuing until all concerns of the group members were listed.

⁴ Delbecq, A.L., A.H. Van de Ven, and D.H. Gustafson. 1975. Group techniques for programming planning: A guide to nominal group and Delphi processes. Scott, Foresman and Co. Glenview, IL. 174 p.

Third, issues were clarified during group discussion. The list of issues thus was amended by rewording, deleting, combining, or adding additional items of concern. The result was a set of riparian issues and concerns as perceived by the group, in which the association of a particular issue statement with any individual, interest, or organization was largely lost. The 26 nominal groups produced 752 statements, for an average of 29 items of concern or issues per group.

Fourth, when each group was satisfied with its list of issues, each participant individually selected the seven most important issues from the group list and ranked them on a scale of importance ranging from 7 points for the most important concern to 1 point for the seventh most important concern. The individual rankings were then combined to create a group rating of the most important items of concern.

In this way, 26 separate assessments of concerns about riparian use and management in Idaho were completed. The final product of each group was a ranked listing of its seven priority issues or concerns, which was then displayed for information purposes.

It is important to note that the 192 people participating in the workshops did not constitute a statistically reliable sample of the people of Idaho, or even of the public that uses or is concerned about riparian areas. Although the workshops were open to everyone, those who attended did so because of their personal interest in riparian matters. Furthermore, participants were considered to be acting as general citizens rather than as interest group representatives. Thus, the issues generated in the workshops are those of a self-selected group, and quantitative analysis of workshop results was guided accordingly. The key point is that the 192 workshop participants may not be representative of the general public.

Nevertheless, there seemed to be a balance of interests represented among the participants. Some identified themselves on sign-in sheets as affiliated with public resource management agencies, commercial user organizations, and citizen interest groups. The nominal group process, by eliciting riparian concerns independently from each of 26 nominal groups, ensured that a full range of issues was represented, and in the opinion of the study team that was indeed the result. However, the priorities or importance ratings developed in the analysis were based on individual rankings that were a function of the makeup of the individual groups. Different groups, drawn at other times or from other locations, might have generated different priority ratings. Therefore, this report represents the priorities of the 192 people who attended the workshops. Nonetheless, the results clearly indicate the broad range of significant riparian concerns in Idaho that the BLM riparian policy statement needs to address.

Issue Classification

The wide range of riparian concerns made analysis of the 752 issue statements produced in the workshops difficult. The first task was to reduce the number of issues by finding points of similarity or association among them. To do that, a system of classification was developed incorporating broad aspects of riparian ecology, use and management. Seven such broad associations of riparian issues are designated as "General Associations" in Table 3. For example, three of these associations are A) Riparian Characteristics, D) Riparian Socio-Economics, and G) Management Concepts. Subject matter divisions within these broad associations are designated as "Issue Categories." As illustrated in Table 3, concerns falling under general association A) Riparian Characteristics were further divided into four issue categories: #1. Definition, #2. Importance, #3. History, and #4. Ecology, Status and Potential.

Two analysts independently scrutinized all 752 issues and assigned them to a category. Issues placed in different categories were re-examined by both analysts until they agreed. In some cases the classification system was modified to accommodate differences of opinion. The classified array of issues was given to a third analyst to see if the categories of issues retained identity as associated concepts. Suggested changes were discussed again until mutual agreement was reached.

The resulting classification system portrayed in Table 3 has 38 issue categories under seven broad general associations, and an additional miscellaneous association of eight concerns or issues. As Table 3 indicates, the 38 categories contain as few as five related individual issue statements (category #38. Timeframes) to as many as 69 (#16. Livestock/Ranching).

Issue Importance

Which riparian concerns did the workshop participants feel were the most important? Several replies to that question are possible. The priority ranking, assigned by participants to the top seven issues on their group list, was used to analyze issue importance in two ways. First, what is the relative importance or *priority* of the 38 *issue categories* listed in Table 3? Second, which of the 752 *individual issues* or statements of concern⁵ are the most important or *dominant*? In addition to high priority issue categories, those with three or more dominant issues in them were also selected as among the most important riparian concerns.

⁵ A listing of all 752 individual issues or statements of concern is too voluminous to include in this report, but was included as an appendix in "BLM Riparian Policy in Idaho: Analysis of Public Comment on the Draft Statement" by Kendall L. Johnson. Final Report on assistance agreement "Riparian Policy Analysis No. ID 910-CAO-001" delivered in May, 1990, to the Idaho State Office, Bureau of Land Management, U.S. Department of Interior, Boise, Idaho 83706.

Issue Categories. The highest priority issue categories were determined by using the 28 ranking points⁶ assigned by workshop participants to what they felt were the seven most important issues on their group list. Table 4 presents a ranking of the highest priority issue categories at each workshop, determined by summing the points awarded to the related issues in each category and dividing by the total points⁷ assigned at the workshop.⁸ Category #16. Livestock/Ranching was the highest priority at three of the eight workshops -- Pocatello, Caldwell and Twin Falls. At each of the other five workshops, a different issue category ranked as the top priority.⁹

High priority categories were determined regionally (Table 5) and statewide (Table 6) by combining workshop results. The top priority categories at each geographic level (local, regional, and statewide) can be read from Tables 4, 5, and 6.¹⁰ Issue categories that consistently rank high at local, regional and state levels may be considered the most important riparian concerns. The two highest priority categories are #16. Livestock/Ranching and #30. Management Approaches, identified as high priorities in a) seven and six of the local workshops, respectively; b) all three regions; and c) statewide. The three next highest priorities are categories #29. Education, #23. Economics, and #32. Manage as a Whole Unit, identified as high priorities in a) four, four, and three local workshops, respectively; b) two regions; and c) statewide.

As Table 5 indicates, the importance of issue categories was perceived differently in the three regions of the state. The top priority category in each region is different. In northern Idaho, category #27. Erosion/Sedimentation/Channels ranked as the top priority; in the southwest, #16. Livestock/Ranching; and in the southeast, #29. Education. Each region had at least two categories among the top seven priorities that were not as highly rated in the other regions. For example, in southwestern Idaho, three high priority categories -- #34. Goals, Priorities, and Planning, #5. Inventory, and #15. Wildlife -- were among the top seven categories, but were ranked less than seventh in the other two regions (Table 5).

⁶ $7+6+5+4+3+2+1=28$.

⁷ Number of participants times 28 points per participant.

⁸ As an example of how the ranking percentage was determined, issue category #27. Erosion/Sedimentation/Channels at the Coeur d'Alene workshop earned 89 points from the participants, accounting for 11.4% of the total of 784 points assigned at that workshop.

⁹ #26. Water Quality/Pollution at Lewiston, #27. Erosion/Sedimentation/Channels at Coeur d'Alene, #4. Ecology, Status and Potential at Salmon, #29. Education at Idaho Falls, and #30. Management Approaches at Boise.

¹⁰ For example, at the local level, issue category #30. Management Approaches received 9.7% of the total points assigned by participants at the Boise workshop, and 9.0% at the Twin Falls workshop, etc. (Table 4). At the regional level, the same category garnered 7.6% of the points in northern Idaho, 9.2% in the southwest, and 5.1% in the southeast (Table 5). The same category received 7.7% of the total points statewide (Table 6).

This part of the analysis identified only the *issue categories* of highest priority to the workshop participants. Although the general subject matter within a category (such as #30. Management Approaches or #29. Education) is important, the specific nature of that importance rests with *individual issues* in that category.

Individual Issues. The relative importance or dominance of the 752 individual issues was determined by analyzing the ratings assigned by workshop participants. Specific criteria were developed to define the most important or "dominant" individual issues. First, because the 26 nominal groups had, on average, seven participants, a minimum level of four supporters was chosen; i.e., to be a dominant issue, a statement of concern must have received points from four or more members of a nominal group. This criterion discriminated against issues reflecting individual rather than group concern. Second, a dominant issue must have received an average of five points from four participants, i.e., 20 or more points. The rationale for selecting five points was that each participant chose seven issues from the group list on a priority scale of 7 to 1, with four being the average (both mean and median) point of the scale. Third, a weighted ranking factor was developed by dividing the number of points by the number of supporters. This criterion discriminated against issues receiving relatively few points from many group members. A threshold level was set at $20/4 = 5.0$; issues with a weighted ranking factor of less than 5.0 but more than 4.8 were "rounded up" and included as dominant issues. Therefore, a dominant issue was defined as a concern receiving 20 or more points, supported by four or more participants, and having a weighted ranking factor of 4.8 or higher.

The complete set of 752 issues was analyzed with these criteria, resulting in the ranked set of 35 dominant issues listed in Table 7. These 35 dominant individual issues came from 17 different issue categories.

Categories with Dominant Issues. *Issue categories* containing three or more dominant *individual issues* are an indicator of the most important riparian concerns of workshop participants. The seven top priority categories at the statewide level (Table 6) account for 19 (or 54%) of the 35 dominant issues identified in the workshops. Perusal of the list of 35 dominant issues (Table 7) reveals that three high priority issue categories¹¹ contain 14 (or 40%) of the dominant issues. Nine more dominant issues appear in three additional categories.¹² Thus 23 dominant issues (or 65% of the total array of 35) appear in just six of the 38 issue categories. Table 8 presents these six categories and lists the dominant individual issues in them. A brief discussion of the six issue categories follows.

Category #16. Livestock/Ranching is the largest, with 69 individual issues; five of them are dominant issues. Four of the five dominant issues mention livestock grazing as a principal concern in riparian areas and better grazing management as the principal need. The

¹¹ #16. Livestock/Ranching, #30. Management Approaches, and #29. Education.

¹² #1. Definition, #5. Inventory, and #32. Manage as a Whole Unit.

other dominant Livestock/Ranching issue states that developing alternative water sources is the key to improved riparian area management in grazed areas.

Category #30. Management Approaches contains four dominant issues (Table 8). Two of the issues call for developing achievable management objectives for riparian areas accompanied by appropriate on-the-ground action; the other two are based on the concept of comprehensive multiple use management of watersheds, including environmental concerns. Somewhat related are the three dominant issues in category #32. Manage as a Whole Unit, based on coordinated management of the entire watershed instead of management focused only on riparian areas.

Category #29. Education, with five dominant issues, indicates another area of great concern. The central theme underlying these education-related issues is the need for comprehensive public education in riparian ecology, use and management.

Category #1. Riparian Definition, with three similar dominant issues, underlines a widespread concern for improved definitions of riparian areas and conditions. The same general concern is embodied in category #5. Riparian Inventory, with three more dominant issues calling for comprehensive inventories of riparian areas which, to be effective, would require clear definitions of riparian areas and conditions. As mentioned, the six categories in Table 8 contain 23 issues that account for 65% of the 35 dominant issues. The specific nature of the remaining 12 dominant issues can be determined by inspecting them in Table 7.

Summary

Table 9 lists the most important riparian issue categories in Idaho as they appeared in the **Executive Summary**, and summarizes the quantitative criteria used to select these nine key concerns from among 38 categories. Asterisks are used in Table 9 to indicate the six categories containing 23 (or 65%) of the dominant issues. Three other categories¹³ are included in the list because of their statewide priority ranking. Somewhat anomalously, these three categories only account for two dominant issues.

Category #23. Economics was one of the highest priorities, ranking fourth statewide. Yet none of the 35 dominant individual issues have to do with economics. Why? At the four workshops where economics was a high priority category¹⁴ participants generally felt that economics was important enough that several key economics concerns needed to be stated, rather than combined together as one issue. This tended to distribute the assignment of points across several issues so that no individual economics issue measured up to the criteria needed to become a dominant issue. The situation is similar to an election with many candidates on the ballot; the more candidates there are, the more difficult it is for one

¹³ #23. Economics, #27. Erosion/Sedimentation/Channels, and #34. Goals, Priorities, and Planning.

¹⁴ Lewiston, Salmon, Pocatello, and Boise (Table 3).

candidate to receive a simple majority of the votes. Although neither qualified as a dominant issue, cost-effectiveness and benefit/cost analysis were frequently mentioned in the issue statements at the four workshops where economics was a high priority category.

Interest Group Comments on the BLM Draft Policy

Public comments on the draft policy itself were obtained by mailing a request to organizations believed to have an interest in riparian policy in Idaho, including county, state and federal agencies, commercial user organizations, and citizen interest groups. Efforts were made to include all public and private organizations with riparian interests, identified primarily from BLM, CFWR and Cooperative Extension Service lists. The mailed request consisted of an explanatory cover letter, a copy of the draft policy statement, a comment sheet, and a postage-paid return envelope. One month was allowed for response; a follow-up letter allowed another month. The 225 mailed requests yielded 104 responses, for a response rate of 46%.¹⁵

The comment sheet was designed to elicit observations on the nine points in the proposed policy statement and was intentionally open-ended. It merely stated the points in the policy and provided space for comments. No questions were asked of the organizations, and no attempt was made to structure the responses into any type of graduated scale indicating support or opposition to the points of the policy statement. The unstructured nature of the request may have been responsible for the relatively low response rate of 46%, but the effort was generally successful in that qualifying or interpretive observations on each of the nine points in the policy statement were obtained from the respondents. Moreover, the responses were well balanced among the range of riparian interests. Comments were received from county and district organizations, federal agencies, state groups, commercial user organizations, citizen interest groups, and others. A summary of the comments on each of the nine points of the draft policy follows.

Point 1. Continue to use land use plans to make decisions for management of riparian values.

- Revise land use plans that do not address riparian values, in accordance with the planning schedule.
- Amend land use plans that do not address riparian areas with high values.

General support for the concept of using land use plans as the basis for decisions was evident. However, perhaps the most significant reservations or qualifications to the entire policy statement were expressed under this point. Questions were raised on whether plans adequately consider riparian areas and whether the timetables or planning schedules for

¹⁵ A list of respondents was included as an appendix to the final report delivered to the BLM (see footnote 5).

revising existing plans are appropriate. Definite concern for the uses and objectives of land use plans was expressed, especially for the integration of riparian uses and values with those of associated uplands. The structure and function of land use plans, in terms of the plan amendment process, interdisciplinary and multijurisdictional approaches, and timely incorporation of riparian values were stressed. Respondents indicated a need to clarify key terms such as "riparian values" and "high values."

Point 2. Complete an assessment of riparian resources and values, their potential for improvement, and assign priorities for management.

Response to this point was clearly favorable, with the only source of reservation based on a general perception that enough study had already been done and it was time for action. The supportive responses generally were qualified with a belief that assessment work should proceed as rapidly as possible, and that it should be conducted within a clear system of priorities, keyed to present conditions and major uses. Respondents felt that assessments should be conducted within a well-developed classification system because that would facilitate the transfer of information among all agencies concerned with riparian management.

Point 3. Use an interdisciplinary approach to develop specific management area objectives for riparian values that reflect land use plan decisions.

Comments on this point and the two that follow are closely related and express strong support for objective-driven processes. This particular point was readily accepted by most respondents, but with some important qualifications. First, an admonition was offered that a full range of interests and uses in the public interest be represented. Second, respondents suggested that increased coordination, cooperation and partnerships within and outside of the BLM be fostered. Some additional reservations mentioned that the interdisciplinary approach was already established and should not be used as an excuse for lack of action.

Point 4. Complete monitoring plans and conduct studies to determine the trend of riparian area conditions and measure progress towards accomplishing objectives.

The concept of monitoring to determine trend and measure progress toward objectives was accepted by nearly everyone. Support was overwhelming; even those with reservations were not against monitoring, but reiterated the concern that monitoring can become another excuse to delay management action. Comments pointed out that the main purpose of monitoring (measurement of progress) requires a well-defined set of objectives, which should be given primary attention, as stated in the preceding point of the draft policy. Some respondents felt that monitoring should be carried out on the basis of appropriate inventories, in a timely manner, and in cooperation with other agencies and user groups. But it was recognized by some respondents that given current BLM resources, this may not be possible.

Point 5. Make changes in management based on an evaluation of monitoring information.

As with the previous point, support for the concept of changing management based on monitoring data was nearly universal. Qualifications related chiefly to the implementation of the concept, the timeliness of change, the relation of proposed changes to objectives, and the methods of change. A concern was that although monitoring is indisputably valuable, it should not be the only basis of management decisions. The experience of graziers, other resource users, and rangeland managers is important, and management is enhanced by the application of good science and quality professional judgment.

Point 6. Emphasize the preparation and implementation of interdisciplinary activity plans to achieve specific objectives for priority riparian areas.

- Develop and apply land use prescriptions on a case-by-case basis.
- Address all the ecological components in a watershed.
- Examine alternatives for managing a land use before excluding the use from a riparian area.

Although the specific nature of this point distinguishes it from the more general land use plan orientation of point 3, an undercurrent in the comments questioned why the two points were not combined in the policy statement. Otherwise, agreement with this point was very strong, with preponderant emphases on a) the need for priority assessments of riparian areas, uses and needs; b) establishing specific objectives for a program of resource improvement; and c) the incorporation of monitoring and evaluation to determine if the objectives are being met. The need for interdisciplinary planning, implementation and evaluation of management activities was also clearly supported. Reservations on the issue were about equally balanced between a perceived lack of action or misdirected action and a fear of sacrificing production uses in favor of more general values, even though the last sub-point specifically addresses that concern.

Point 7. Use the selective management process to prioritize grazing allotments with riparian areas for completion of allotment management plans, supervision and monitoring.

This point generated the most misunderstanding and confusion. Several respondents did not understand the term "selective management process." The bulk of the comments, however, were supportive and focused on the idea that "grazing allotments with *significant* [sic] riparian areas" would be given priority in management plans and activities. The need for cooperative effort with landowners and users was emphasized, as was a continuing need for program flexibility. Emphasis in the comments was directed to determining the priority of allotments, with a general understanding that allotments with "key" riparian areas and those with serious management problems should be singled out for attention first. The few reservations on this point seemed to center more on the inescapable need to determine priorities rather than on the process itself.

Point 8. Designate a portion of range betterment funds (8100)¹⁶ for those projects that help manage livestock use and achieve riparian objectives.

- Pursue innovative funding sources and approaches to achieve riparian improvement projects.

Of the nine points, this one received the most vivid responses both in support and opposition. Many respondents across a broad spectrum of interests thought this was a laudable idea; those expressing reservations most often thought the grazing advisory boards should retain case-by-case approval (which the boards may not have) of the use of the funds. Even so, none of the comments suggested that riparian-oriented uses of range betterment funds were inappropriate. But mention was made that increased emphasis on riparian improvement would be in competition with other uses and needs. Some respondents felt that uses of these funds for range betterment should be better publicized as an example of constructive input from grazing permittees to riparian improvement. Considerable interest was expressed in the opportunities to develop other funding sources in both private and public sectors, and in the development of partnership efforts with other interest groups and management functions so that total resource values might improve over time.

Point 9. Consult, coordinate, and work cooperatively with affected public land users and land owners to develop riparian management objectives and implement management practices that protect, enhance and improve riparian values.

- Work closely with a broad representation of public land users, universities, federal and state agencies, special interest groups, Indian tribes and interested public for the purpose of promoting an understanding of the resource benefits of improving riparian areas and to seek advice on protecting and enhancing riparian values.

The overall general impression was that this point may be the key element of the entire policy statement. Consistent with observations made on previous points, broad support was expressed for the concepts of consultation, cooperation and coordination with all landowners and users to develop riparian management objectives and programs. Several respondents supported expanding the concept, as described in the sub-point, to include other government bodies, such as county commissions, city councils, and special district boards, and indeed all "affected public land interests." The main reservation was that private property rights be protected.

¹⁶ Although the definition is not included in the proposed policy statement, range betterment funds, as authorized in the Federal Land Policy and Management Act of 1976, are a return to the BLM of 50% of the grazing fees collected. Several comments indicated that some explanation of this term might be appropriate.

Summary

From the comments offered by responding interest group representatives, areas of misunderstanding or confusion in the draft policy statement appear to be limited to the phrase "selective management process" in point 7. A change in wording or a definition might therefore be appropriate.

Within the set of comments directed to each of the nine main points of the draft policy are one or more major concerns that stand as qualifications of the particular point. Sometimes the qualifications expand on a concept already contained in the major point or statement, especially statements with sub-points. Sometimes the qualifications are stated as an addition or amendment to the point or statement. Table 10 presents a subject listing of these qualifications or reservations.

Overall, the draft policy statement earned broad general support from the interest group respondents in the hope that it represents a useful first step toward effective management policy, but is tempered by a wait-and-see attitude. Most of the reservations were from interest groups that support the exclusion of intensive uses, especially livestock grazing, from riparian areas.

Synthesis: Does the Policy Address Public Concerns?

The eight workshops identified major issues or concerns about riparian use and management in Idaho. The most important of these are the 35 dominant issues. After examining the dominant issues through the lens of the BLM's draft policy, it is evident that the proposed policy statements describe adequate processes and procedures that directly or indirectly will address each concern satisfactorily, with two exceptions.

The first exception is issue category #29. Education, which contains 5 of the 35 dominant issues. The workshop participants clearly were concerned, and deeply so, with the relative lack of knowledge and understanding about riparian processes, uses and management. Although the BLM has no statutory responsibility for public education, analysis of workshop results suggests that riparian management policy needs an education component for transferring information to the public and affected organizations.

The second exception occurs in two related categories with four dominant issues: #1. Definition and #6. Classification. Some problems in these two areas were also expressed by interest groups in comments on the draft policy. These concerns reflect the continuing professional dialogue on riparian definitions and classification systems. Although this problem cannot be resolved by the BLM alone, it might be helpful for people to know the working definitions that are being used.

The remainder of the 35 most important or dominant issues, and less important concerns too, can be addressed satisfactorily by the processes and procedures outlined in the draft policy statement. Some of the qualifications or reservations expressed by interest groups, summarized in Table 10, suggest that some points in the draft policy might be modified.

In conclusion, the riparian issues that participants at eight public workshops were most concerned about are addressed adequately by the processes described in the BLM's proposed riparian management policy. However, better education about riparian use and management is needed, and riparian definitions and classification systems need some clarification. With some reservations and qualifications that may call for minor adjustments in the policy, interest groups responding to a request for comments expressed broad general support for the policy.

Figure 1. Summary of objectives and methods used to analyze the BLM draft riparian policy statement.

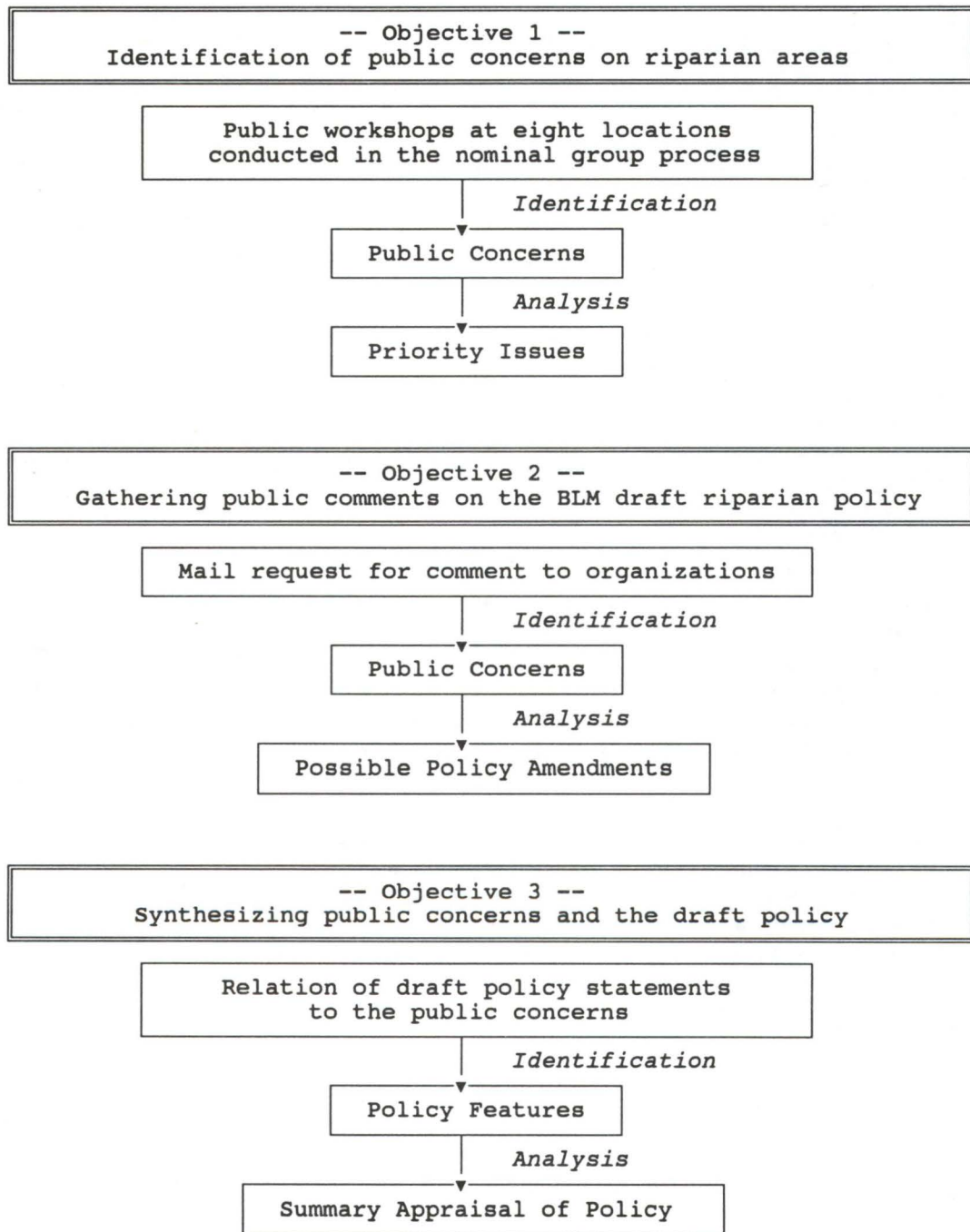


Table 1. Idaho Bureau of Land Management's Draft Riparian Management Policy.

Objective: The Bureau's objective is to manage riparian areas in a manner which will maintain, restore, or improve riparian areas to a healthy and productive natural community.

Policy statement: In order to accomplish the Bureau's objective, the BLM in Idaho will:

1. Continue to use land use plans to make decisions for management of riparian values.
 - Revise land use plans that do not address riparian values, in accordance with the planning schedule.
 - Amend land use plans that do not address riparian areas with high values.
 2. Complete an assessment of riparian resources and values, their potential for improvement and assign priorities for management.
 3. Use an interdisciplinary approach, to develop specific management area objectives for riparian values that reflect land use plan decisions.
 4. Complete monitoring plans and conduct studies to determine the trend of riparian area conditions and measure progress towards accomplishing objectives.
 5. Make changes in management based on an evaluation of monitoring information.
 6. Emphasize the preparation and implementation of interdisciplinary activity plans to achieve specific objectives for priority riparian areas.
 - Develop and apply land use prescriptions on a case-by-case basis.
 - Address all the ecological components in a watershed.
 - Examine alternatives for managing a land use before excluding the use from a riparian area.
 7. Use the selective management process to prioritize grazing allotments with riparian areas for completion of allotment management plans, supervision and monitoring.
 8. Designate a portion of range betterment funds (8100) for those projects that help manage livestock use and achieve riparian objectives.
 - Pursue innovative funding sources and approaches to achieve riparian improvement projects.
 9. Consult, coordinate, and work cooperatively with affected public land users and land owners to develop riparian management objectives and implement management practices that protect, enhance, and improve riparian values.
 - Work closely with a broad representation of public land users, universities, federal and state agencies, special interest groups, Indian tribes and interested public for the purpose of promoting an understanding of the resource benefits of improving riparian areas and to seek advice on protecting and enhancing riparian values.
-

Table 2. Public workshops for identifying riparian issues.

| Location | Date (1989) | Number of Participants | Number of Nominal Groups |
|---------------|----------------|---------------------------|-----------------------------|
| Lewiston | October 19 | 8 | 1 |
| Salmon | October 23 | 20 | 3 |
| Idaho Falls | October 24 | 18 | 3 |
| Pocatello | October 25 | 20 | 3 |
| Coeur d'Alene | November 1 | 28 | 4 |
| Caldwell | November 7 | 12 | 2 |
| Boise | November 8 | 50 | 6 |
| Twin Falls | November 9 | 36 | 4 |
| Total | | 192 | 26 |

Table 3. Riparian issue classification scheme and number of issues in each category.

| General Association Issue Category | Number of Issues | |
|---|------------------|----------------|
| | in Category | in Association |
| A) Riparian Characteristics | | |
| #1. Definition | 14 | |
| #2. Importance | 9 | |
| #3. History | 8 | |
| #4. Ecology, Status, and Potential | 22 | <u>53</u> |
| B) Riparian Measurement | | |
| #5. Inventory | 11 | |
| #6. Classification | 10 | |
| #7. Monitoring | 11 | |
| #8. Quantifying Needs | 12 | |
| #9. Research | 10 | <u>54</u> |
| C) Riparian Use Effects, Improvements, and Management | | |
| #10. General | 24 | |
| #11. Construction, Roads, Mining | 25 | |
| #12. Forestry/Logging | 9 | |
| #13. Recreation | 20 | |
| #14. Fisheries | 8 | |
| #15. Wildlife | 26 | |
| #16. Livestock/Ranching | 69 | |
| #17. Vegetation/Revegetation | 35 | |
| #18. Use Assessment | 22 | |
| #19. Improvement Alternatives | 13 | <u>251</u> |
| D) Riparian Socio-Economics | | |
| #20. Social and Political Effects | 22 | |
| #21. Cooperation | 13 | |
| #22. Public Perception Problems | 11 | |
| #23. Economics | 38 | <u>84</u> |
| E) Water | | |
| #24. General | 8 | |
| #25. Quantity | 31 | |
| #26. Quality/Pollution | 26 | |
| #27. Erosion/Sedimentation/Channels | 40 | <u>105</u> |
| F) Education and Information | | |
| #28. Technology Transfer | 14 | |
| #29. Education | 29 | <u>43</u> |
| G) Management Concepts | | |
| #30. Approaches | 53 | |
| #31. Multiple Use | 12 | |
| #32. Manage as Whole Unit | 12 | |
| #33. Treat Uniquely | 9 | |
| #34. Goals, Priorities, and Planning | 23 | |
| #35. Agencies and Administration | 23 | |
| #36. Enforcement | 8 | |
| #37. Best Management Practices | 9 | |
| #38. Timeframes | 5 | <u>154</u> |
| H) Other Concerns | <u>8</u> | <u>8</u> |
| Total | 752 | 752 |

Table 4. Highest priority riparian issue categories identified at each of eight workshops.

| Workshop (point total) ¹ Issue Category | Ranking Percentage ² |
|---|------------------------------------|
| Lewiston (224) | |
| #26. Water Quality/Pollution | 12.9 |
| #16. Livestock/Ranching | 12.4 |
| #30. Management Approaches | 12.4 |
| #11. Construction, Roads, Mining | 10.2 |
| #27. Erosion/Sedimentation/Channels | 8.9 |
| #23. Economics | 8.4 |
| #17. Vegetation/Revegetation | 8.0 |
| #10. General Use Effects | 8.0 |
| Coeur d'Alene (784) | |
| #27. Erosion/Sedimentation/Channels | 11.4 |
| #29. Education | 6.7 |
| #16. Livestock/Ranching | 6.5 |
| #30. Management Approaches | 6.2 |
| #18. Use Assessment | 6.2 |
| #37. Best Management Practices | 6.2 |
| #26. Water Quality/Pollution | 5.9 |
| Salmon (560) | |
| # 4. Ecology, Status and Potential | 8.4 |
| #32. Manage as a Whole Unit | 8.2 |
| #23. Economics | 7.7 |
| # 1. Definition | 7.7 |
| #35. Agencies and Administration | 6.2 |
| # 3. History | 6.2 |
| #10. General Use Effects | 5.2 |
| # 7. Monitoring | 5.2 |
| #31. Multiple Use | 5.2 |
| Idaho Falls (532) | |
| #29. Education | 22.0 |
| #30. Management Approaches | 7.7 |
| # 8. Quantifying Needs | 7.4 |
| #16. Livestock/Ranching | 6.0 |
| #13. Recreation | 3.8 |
| #18. Use Assessment | 3.7 |
| #20. Social and Political Effects | 3.4 |
| #35. Agencies and Administration | 3.4 |

(continued)

Table 4.--(continued)

| Workshop (point total) ¹ Issue Category | Ranking Percentage ² |
|---|------------------------------------|
| Pocatello (532) | |
| #16. Livestock/Ranching | 13.7 |
| #27. Erosion/Sedimentation/Channels | 9.3 |
| #17. Vegetation/Revegetation | 8.9 |
| #20. Social and Political Effects | 8.1 |
| #29. Education | 7.1 |
| # 6. Classification | 6.5 |
| #23. Economics | 5.7 |
| Caldwell (336) | |
| #16. Livestock/Ranching | 15.9 |
| # 1. Definition | 9.2 |
| #30. Management Approaches | 8.7 |
| #15. Wildlife | 7.5 |
| #10. General Use Effects | 6.9 |
| #17. Vegetation/Revegetation | 5.7 |
| # 9. Research | 5.7 |
| Boise (1400) | |
| #30. Management Approaches | 9.7 |
| #16. Livestock/Ranching | 7.9 |
| # 5. Inventory | 7.2 |
| #23. Economics | 6.0 |
| #34. Goals, Priorities, and Planning | 5.7 |
| #32. Manage as a Whole Unit | 4.5 |
| #26. Water Quality/Pollution | 4.0 |
| Twin Falls (1008) | |
| #16. Livestock/Ranching | 18.1 |
| #30. Management Approaches | 9.0 |
| # 9. Research | 6.2 |
| #15. Wildlife | 5.6 |
| #32. Manage as a Whole Unit | 5.6 |
| #29. Education | 5.4 |
| #34. Goals, Priorities, and Planning | 4.8 |
| #35. Agencies and Administration | 4.8 |

¹ Number of workshop participants times 28 points per participant.

² Number of points awarded by workshop participants divided by total points and expressed as a percentage.

Table 5. Seven highest priority riparian issue categories, in three regions.

| Region ¹ (point total) ² Issue Category | Ranking Percentage ³ |
|--|------------------------------------|
| Northern Idaho (1008) | |
| #27. Erosion/Sedimentation/Channels | 10.7 |
| #16. Livestock/Ranching | 7.7 |
| #30. Management Approaches | 7.6 |
| #26. Water Quality/Pollution | 7.4 |
| #11. Construction, Roads, Mining | 5.9 |
| #17. Vegetation/Revegetation | 5.7 |
| #23. Economics | 5.2 |
| Southwestern Idaho (2744) | |
| #16. Livestock/Ranching | 12.6 |
| #30. Management Approaches | 9.2 |
| #29. Education | 6.0 |
| #34. Goals, Priorities, and Planning | 5.2 |
| # 5. Inventory | 4.9 |
| #15. Wildlife | 4.6 |
| #32. Manage as a Whole Unit | 4.3 |
| Southeastern Idaho (1624) | |
| #29. Education | 10.9 |
| #16. Livestock/Ranching | 7.1 |
| #23. Economics | 5.5 |
| #30. Management Approaches | 5.1 |
| #32. Manage as a Whole Unit | 4.5 |
| # 1. Definition | 4.3 |
| #35. Agencies and Administration | 4.3 |

¹ Regional groupings: Northern (Lewiston and Coeur d'Alene); Southwestern (Caldwell, Boise and Twin Falls); Southeastern (Salmon, Idaho Falls and Pocatello).

² Number of workshop participants times 28 points per participant.

³ Number of points awarded by workshop participants divided by total points and expressed as a percentage.

Table 6. Seven highest priority riparian issue categories, statewide.

| Statewide (point total) ¹ Issue Category | Ranking Percentage ² |
|--|------------------------------------|
| State of Idaho (5376) | |
| #16. Livestock/Ranching | 10.0 |
| #30. Management Approaches | 7.7 |
| #29. Education | 7.3 |
| #23. Economics | 4.8 |
| #32. Manage as a Whole Unit | 3.9 |
| #27. Erosion/Sedimentation/Channels | 3.7 |
| #34. Goals, Priorities, and Planning | 3.7 |

¹ Number of workshop participants times 28 points per participant.

² Number of points awarded by workshop participants divided by total points and expressed as a percentage.

Table 7. The 35 dominant individual issue statements in rank order.

| Rank Order ¹ | (#). Issue Category [Workshop location-nominal group #] {weighted ranking factor} ² | ● Issue Statement |
|-------------------------|--|--|
| 1. | #16. Livestock/Ranching [Twin Falls-1] {59/9=6.56} | ● Solution is total water development away from riparian area: it's of primary importance to minimize mental and financial impact on permittees. Being allowed to pump or divert water from riparian areas to other areas. |
| 2. | #5. Inventory [Boise-5] {38/6=6.33} | ● Inventory--what you have. Improve classification systems--coordinate monitoring with other agencies. |
| 3. | #32. Manage as a Whole Unit [Twin Falls-4] {25/4=6.25} | ● Manage the entire unit or watershed, not just the riparian area. |
| 4 ¹ . | #9. Research [Boise-4] {24/4=6.00} | ● Any research done by non-affected parties-- <u>neutral</u> , handled through a clearinghouse, easy access to all. ▶ Identification of successful riparian area improvement projects. |
| 4 ¹ . | #16. Livestock/Ranching [Idaho Falls-2] {24/4=6.00} | ● Grazing management--livestock grazing impacts on riparian areas. |
| 5. | #8. Quantify Needs [Idaho Falls-3] {35/6=5.83} | ● Need for analysis of conditions, capability, and prioritization of riparian areas. |
| 6 ¹ . | #1. Definition [Salmon-2] {29/5=5.80} | ● Develop a common definition for riparian areas. |
| 6 ¹ . | #26. Water Quality/Pollution [Lewiston-1] {29/5=5.80} | ● Water quality--maintenance of high water quality standards. |
| 6 ¹ . | #29. Education [Idaho Falls-1] {29/5=5.80} | ● Agencies need to promote extensive public and user education and information programs, including school level. |
| 6 ¹ . | #31. Multiple Use [Salmon-2] {29/5=5.80} | ● A desire to maintain multiple use status of riparian areas. |
| 7. | #29. Education [Salmon-1] {23/4=5.75} | ● Public education program of riparian areas. |
| 8. | #32. Manage as a Whole Unit [Boise-6] {45/8=5.63} | ● Management of the total watershed rather than just the riparian area. |
| 9 ¹ . | #1. Definition [Caldwell-2] {23/4=5.60} | ● Standardization of riparian area definition for all parties. |

(continued)

Table 7.--(continued)

| Rank Order ¹ | (#). Issue Category [Workshop location-nominal group #] {weighted ranking factor} ² | ● Issue Statement |
|-------------------------|--|--|
| 9 ¹ . | #1. Definition [Coeur d'Alene-4] {28/5=5.60} | ● Identify what is a riparian zone. Measure and describe conditions in a consistent manner, e.g., stream channel shape, width, topography and access. |
| 9 ¹ . | #16. Livestock/Ranching [Lewiston-1] {28/5=5.60} | ● Control of over use by livestock--season, amount, numbers. |
| 9 ¹ . | #27. Erosion/Sedimentation/Channels [Coeur d'Alene-1] {28/5=5.60} | ● Erosion control. |
| 10. | #32. Manage as a Whole Unit [Salmon-2] {33/6=5.50} | ● Manage the whole allotment as a unit instead of letting the riparian area dictate its use. Use of high intensity/short duration grazing as an option. |
| 11 ¹ . | #29. Education [Boise-2] {27/5=5.40} | ● Public education and awareness of riparian ecosystems. |
| 11 ¹ . | #29. Education [Idaho Falls-3] {27/5=5.40} | ● Education of users and interested non-users. |
| 12 ¹ . | #5. Inventory [Twin Falls-3] {21/4=5.25} | ● Develop system to inventory all riparian areas. |
| 12 ¹ . | #6. Classification [Pocatello-2] {21/4=5.25} | ● Classification of riparian areas. |
| 12 ¹ . | #16. Livestock/Ranching [Pocatello-3] {21/4=5.25} | ● Develop grazing systems to benefit both riparian areas and livestock. |
| 12 ¹ . | #20. Social and Political Effects [Pocatello-1] {21.4=5.25} | ● Respect property rights. |
| 12 ¹ . | #30. Management Approaches [Twin Falls-4] {21/4=5.25} | ● Develop achievable management objectives for a riparian area and manage it to achieve those objectives. |
| 12 ¹ . | #34. Goals, Priorities, and Planning [Boise-1] {21/4=5.25} | ● Prioritize watershed values. |
| 13. | #30. Management Approaches [Boise-2] {31/6=5.17} | ● Comprehensive management of watersheds. |

(continued)

Table 7.--(continued)

| Rank Order ¹ | (#). Issue Category [Workshop location-nominal group #] {weighted ranking factor} ² | ● Issue Statement |
|-------------------------|--|--|
| 14. | #30. Management Approaches [Boise-1] {41/8=5.13} | <ul style="list-style-type: none"> ● Develop appropriate management plans: <ul style="list-style-type: none"> ▶ identify causative agents for problem ▶ coordinate management between mixed ownership ▶ control of noxious weeds ▶ identify and manage recreational use on different riparian areas. |
| 15 ¹ . | #4. Ecology, Status and Potential [Salmon-1] {20/4=5.00} | <ul style="list-style-type: none"> ● Understanding natural riparian area process. |
| 15 ¹ . | #16. Livestock/Ranching [Twin Falls-2] {25/5=5.00} | <ul style="list-style-type: none"> ● Overgrazing by domestic livestock, timing, locations, numbers, and species of use. |
| 15 ¹ . | #19. Improvement Alternatives [Pocatello-1] {20/4=5.00} | <ul style="list-style-type: none"> ● All user groups need to take responsibility to share in maintenance and improvement and cost. |
| 15 ¹ . | #30. Management Approaches [Coeur d'Alene-1] {25/5=5.00} | <ul style="list-style-type: none"> ● Encourage proper environmental management. |
| 16. | #5. Inventory [Boise-2] {34/7=4.86} | <ul style="list-style-type: none"> ● Do inventory and status trends of state's riparian areas. |
| 17 ¹ . | #29. Education [Idaho Falls-2] {29/6=4.83} | <ul style="list-style-type: none"> ● Public education of riparian issues is needed. |
| 17 ¹ . | #31. Multiple Use [Twin Falls-4] {29/6=4.83} | <ul style="list-style-type: none"> ● Identify multiple use conflicts on the riparian area, i.e., mining, timber, recreation, grazing (wildlife or domestic) and agriculture. |
| 18. | #10. General Riparian Use Effects [Salmon-3] {24/5=4.80} | <ul style="list-style-type: none"> ● What is the total cause and what percent of problems are due to grazing, roads, mining, lumber, watershed, climate, wildlife, fisheries, recreation, historical background, etc.? |

¹ Only 18 separate rank orders are shown because of the numerous ties, indicated with '¹'; all issues with the same weighted ranking factor have the same rank order number.

² Weighted ranking factor is the number of points assigned to the issue divided by the number of group participants assigning points.

Table 8. The six priority issue categories containing 23 (or 65%) of the 35 dominant issues.

| (#). | Issue Category |
|-------|--|
| | <ul style="list-style-type: none"> ● Issue Statement [Workshop location-nominal group #] {weighted ranking factor}¹ |
| <hr/> | |
| #16. | Livestock/Ranching <ul style="list-style-type: none"> ● Solution is total water development away from riparian area: it's of primary importance to minimize mental and financial impact on permittees. Being allowed to pump or divert water from riparian areas to other areas. [Twin Falls-1] {59/9=6.56} ● Grazing management- livestock grazing impacts on riparian areas. [Idaho Falls-2] {24/4=6.00} ● Control of over use by livestock- season, amount, numbers. [Lewiston-1] {28/5=5.60} ● Develop grazing systems to benefit both riparian and livestock. [Pocatello-3] {21/4=5.25} ● Overgrazing by domestic livestock, timing, locations, numbers, and species of use. [Twin Falls-2] {25/5=5.00} |
| #29. | Education <ul style="list-style-type: none"> ● Agencies need to promote extensive public and user education and information programs, including school level. [Idaho Falls-1] {29/5=5.80} ● Public education program of riparian areas. [Salmon-1] {23/4=5.75} ● Public education and awareness of riparian ecosystems. [Boise-2] {27/5=5.40} ● Education of users and interested non-users. [Idaho Falls-3] {27/5=5.40} ● Public education of riparian issues is needed. [Idaho Falls-2] {29/6=4.83} |
| #30. | Management Approaches <ul style="list-style-type: none"> ● Develop achievable management objectives for a riparian area and manage it to achieve those objectives. [Twin Falls-4] {21/4=5.25} ● Comprehensive management of watersheds. [Boise-2] {31/6=5.17} ● Develop appropriate management plans: <ul style="list-style-type: none"> ▶ identify causative agents for problem ▶ coordinate management between mixed ownership ▶ control of noxious weeds ▶ identify and manage recreational use on different riparian areas. [Boise-1] {41/8=5.13} ● Encourage proper environmental management. [Coeur d'Alene-1] {25/5=5.00} |
| #1. | Definition <ul style="list-style-type: none"> ● Develop a common definition for riparian areas. [Salmon-2] {29/5=5.80} ● Identify what is a riparian zone. Measure and describe conditions in a consistent manner, e.g., stream channel shape, width, topography and access. [Coeur d'Alene-4] {28/5=5.60} ● Standardization of riparian area definition for all parties. [Caldwell-2] {23/4=5.60} |
| #5. | Inventory <ul style="list-style-type: none"> ● Inventory--what you have. Improve classification systems--coordinate monitoring with other agencies. [Boise-5] {38/6=6.33} ● Develop system to inventory all riparian areas. [Twin Falls-3] {21/4=5.25} ● Do inventory and status trends of state's riparian areas. [Boise-2] {34/7=4.86} |
| #32. | Manage as a Whole Unit <ul style="list-style-type: none"> ● Manage the entire unit or watershed, not just the riparian area. [Twin Falls-4] {25/4=6.25} ● Management of the total watershed rather than just the riparian area. [Boise-6] {45/8=5.63} ● Manage the whole allotment as a unit instead of letting the riparian area dictate its use. Use of high intensity/short duration grazing as an option. [Salmon-2] {33/6=5.50} |

¹ Weighted ranking factor is the number of points assigned to the issue divided by the number of group participants assigning points.

Table 9. The most important riparian concerns in Idaho.

| Issue Category | Statewide | | High Priority Status | | Number of Issues in Category | |
|--------------------------------------|-------------------|------------------------------|----------------------|-----------------------|------------------------------|-----------------------|
| | Rank ¹ | Ranking Percent ² | Local ³ | Regional ⁴ | Individual ⁵ | Dominant ⁶ |
| #16. Livestock/Ranching | 1 | 10.0 | 7 | 3 | 69 | 5 * |
| #30. Management Approaches | 2 | 7.7 | 6 | 3 | 53 | 4 * |
| #29. Education | 3 | 7.3 | 4 | 2 | 29 | 5 * |
| #23. Economics | 4 | 4.8 | 4 | 2 | 38 | 0 |
| #32. Manage as a Whole Unit | 5 | 3.9 | 3 | 2 | 12 | 3 * |
| #27. Erosion/Sedimentation/Channels | 6 ¹ | 3.7 | 3 | 1 | 40 | 1 |
| #34. Goals, Priorities, and Planning | 6 ¹ | 3.7 | 2 | 1 | 23 | 1 |
| #1. Definition | 7 | 3.5 | 2 | 1 | 14 | 3 * |
| #5. Inventory | 10 | 3.1 | 1 | 1 | 11 | 3 * |
| Total, this table | | 47.7 | | | 289 | 25 |
| Percent of total possible | | 47.7% | | | 38.4% | 71.4% |

¹ Statewide high priority rank (see Table 6) from combined total of all eight workshops (see Table 2).

² Number of points awarded by workshop participants divided by total points and expressed as a percentage (see Table 6).

³ Out of a total of 8 workshop locations, the number of locations at which the category was one of the highest priorities (see Table 4).

⁴ Out of a total of 3 regions, the number of regions in which the category was one of the highest priorities (see Table 5).

⁵ Out of a total of 752 individual issues (see Table 3).

⁶ Out of a total of 35 dominant issues (see Table 7).

6¹ Indicates a tie for sixth rank.

* Indicates the six categories containing 23 (or 65%) of the 35 dominant issues (see Table 8).

Table 10. Main areas of qualification found in respondents' comments on the nine main points of the BLM's draft riparian policy statement.

| Policy Point | Number of respondents addressing the point | Summary of qualifying comments | Number of related comments |
|--------------|--|---|----------------------------|
| 1. | 83 | Need clarification of key terms such as riparian values and areas with high values | 6 |
| | | Uses and objectives of land use plans | 13 |
| | | Structure and direction of land use plans | 7 |
| 2. | 84 | Need for a development of a classification system | 8 |
| | | Need for "total" assessment of areas and uses | 2 |
| | | Need for prioritization of assessment needs and values | 13 |
| | | Need for cooperative effort among agencies and users | 5 |
| 3. | 81 | Need for cooperation | 9 |
| | | Need for strong input for general public interest | 14 |
| 4. | 82 | Need for cooperative effort between agencies and users | 6 |
| | | Need for well-defined objectives as standards | 22 |
| | | Role of good inventories as measurement basis | 4 |
| 5. | 79 | Need to maintain management options | 14 |
| | | Effects of change included in management decisions | 12 |
| 6. | 77 | Emphasis on priority assessments of areas, uses and needs, and establishment of objectives | 12 |
| | | Emphasis on interdisciplinary approach plans | 3 |
| | | Emphasis on monitoring and evaluation | 3 |
| 7. | 78 | Need to establish some order of priority | 11 |
| | | Need for cooperative plans and efforts | 5 |
| | | Need for program flexibility | 3 |
| 8. | 82 | Opportunity for other funds and incentives for private investment | 5 |
| | | Competitive relations with other uses, needs, and funds | 13 |
| 9. | 85 | Involve publics other than land users and owners | 8 |
| | | Protection of private property rights | 6 |

