

APPENDIX R.

STANDARDS FOR PUBLIC LAND HEALTH AND GUIDELINES FOR RECREATION MANAGEMENT FOR BLM LANDS IN UTAH

R.1. INTRODUCTION

The mission of the BLM is to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. The resources of these lands include timber, minerals, soils, riparian areas, water, air, and vegetation, historical and archaeological sites, wildlife habitats, threatened and endangered species habitats, and wilderness. Recreational uses of public land is a highly regarded social value of our society. Recognizing that social and economic factors must be considered in achieving healthy public lands, the Utah BLM, will consult with citizens, interest groups and local governments, to conduct planning, and to establish partnerships with stakeholders to manage and to pursue funding sources. Public lands will be managed so that various services, activities, and all renewable resources of the land are environmentally sustainable and non-renewable resources are recovered in ways that ensure the long-term health of the land.

Standards for Rangeland [ecological] Health of BLM Lands in Utah, and grazing management guidelines to meet these standards, were adopted in May 1997. The following guidelines for recreational use of the public lands are intended to assist in meeting not only the Rangeland [ecological] Health Standards but also to minimize harm to public land values as listed above. A premise of these guidelines is that health of the land and quality of the recreation experience are inseparable.

It is the intent of the following guidelines to encourage and allow for outdoor recreational opportunities, to enhance the quality of the outdoor experience, and to serve diverse recreational interests while minimizing conflicts between various kinds of users. However, recreation on public land is a limited and precious resource whose long-term use is dependent on the users' responsible and ethical behavior.

Field managers are encouraged to establish partnerships with stakeholders affected by guideline implementation. Communication protocols will be implemented to inform and involve those affected stakeholders.

R.2. RECREATION MANAGEMENT GUIDELINES

RANGELAND HEALTH STANDARD 1. UPLAND SOILS EXHIBIT PERMEABILITY AND INFILTRATION RATES THAT SUSTAIN OR IMPROVE SITE PRODUCTIVITY, CONSIDERING THE SOIL TYPE, CLIMATE, AND LAND FORM.

1. Designate areas for intensive recreational use or cross-country motorized travel where disturbance of soil and vegetation is acceptable, either because impacts are insignificant

and/or temporary or because the value of intensive use of the land outweighs whatever ecological changes may occur. Decisions on such designation should take into account conflicts with other users as well as adverse effects on archaeological or historical sites, threatened or endangered species habitat, wildlife habitat, or social values such as beauty, solitude, and quiet.

2. In all other areas, travel routes and other disturbances should be kept to the minimum necessary to provide access and visitor facilities appropriate to the area. Through blocking, signing, and public education, unneeded travel routes should be eliminated and rehabilitated and unplanned development of new ones discouraged.
3. It may be necessary to manage some areas to be entirely free of planned travel routes.

RANGELAND HEALTH STANDARD 2. RIPARIAN AND WETLAND AREAS ARE IN PROPERLY FUNCTIONING CONDITION. STREAM CHANNEL MORPHOLOGY AND FUNCTIONS ARE APPROPRIATE TO SOIL TYPE, CLIMATE AND LAND FORM.

1. Where feasible, and consistent with user safety, developed travel routes should be located/relocated away from sensitive riparian and wetland areas.
2. Camping in riparian areas should be avoided and must be managed, monitored, and modified as conditions dictate to reduce vegetation disturbance and sedimentation.
3. Stream crossings will be limited to the number dictated by the topography, geology, and soil type. Design any necessary stream crossings to minimize sedimentation, soil erosion, and compaction.

RANGELAND HEALTH STANDARD 3. DESIRED SPECIES, INCLUDING NATIVE, THREATENED, ENDANGERED, AND SPECIAL STATUS SPECIES, ARE MAINTAINED AT A LEVEL APPROPRIATE FOR THE SITE AND SPECIES INVOLVED.

1. Protect against the establishment and/or spread of noxious or other weeds from intensive recreation, including the use of riding and pack animals, hiking, motorized, or other mechanized vehicles.
 - a. Conduct an educational campaign to inform recreational users about the damage caused by noxious weeds and how their spread can be minimized.
 - b. Where appropriate, apply restrictions, e.g. don't permit surface disturbing activities.
2. Protect wildlife and/or habitat by:
 - a. Preserving connectivity and avoiding fragmentation.
 - b. Controlling recreational activities that would interfere with critical wildlife stages such as nesting, reproduction, or seasonal concentration areas.
 - c. Avoiding creation of artificial attractions such as the feeding of wild animals or improper disposal of garbage.

3. Where necessary, control recreational use by changing location or kind of activity, season, intensity, distribution, and/or duration in order to protect plant and animal communities, especially those containing threatened, endangered or candidate species.

RANGELAND HEALTH STANDARD 4. BLM WILL APPLY AND COMPLY WITH WATER QUALITY STANDARDS ESTABLISHED BY THE STATE OF UTAH (R. 317-2) AND THE FEDERAL CLEAN WATER AND SAFE DRINKING WATER ACTS. ACTIVITIES ON BLM LANDS WILL FULLY SUPPORT THE DESIGNATED BENEFICIAL USES DESCRIBED IN THE UTAH WATER QUALITY STANDARDS (R. 317-2) FOR SURFACE AND GROUNDWATER.

1. Manage recreational uses in coordination with other uses on public lands to comply with applicable water quality standards by:
 - a. Identifying areas where recreational activities may seriously impair water quality.
 - b. Establishing thresholds for numbers, types, and duration of visitor use, and when those thresholds are reached, by developing facilities and/or possibly limiting or relocating use.
2. Monitor and control disposal of human or domesticated animal waste, trash, and other pollutants to prevent serious impairment of water quality.

R.3. IMPLEMENTING THE RECREATION GUIDELINES

The Recreation Guidelines integrate the recreation program with the standards for rangeland health, and broadly define the procedures that would be applied to achieve the standards for rangeland health within the recreation program. Implementing the Recreation Guidelines means defining a more specific management approach and recommending actual practices that could be followed to implement the Guidelines. The Guidelines in this document are designed as Atools@ to assist managers in implementing recreation management decisions and actions. At this stage, the environmental effects of implementing the guidelines are too broad, speculative, or conjectural to lend themselves to meaningful environmental analysis under the National Environmental Policy Act (NEPA). Furthermore, implementing actions will be subject to further NEPA review and analysis. Therefore, the adoption of the guidelines is categorically excluded from NEPA analysis (516 DM, Chapter 6, Appendix 5, 5.4, categorical exclusions).

As consistent with existing policies, guidance, and budgetary constraints, it is recommended that the BLM do the following:

- Recognize that in some cases various levels of regulations and limits on users are necessary. Restrictions and limitations on public uses should be as small as possible without compromising the primary goal.
- Use on-the-ground presence as a tool to protect public lands.
- Where long-term damage by recreational uses is observed or anticipated, limit or control activities through specialized management tools such as designated campsites, permits, area closures, and limitations on number of users and duration of use. Revise recreation management plans and management framework plans when they prove to be either overly restrictive or inadequate to maintain public land health.

- Coordinate with federal and state agencies, county and local governments, and tribal nations in recreation planning and managing traffic, search and rescue operations, trash control and removal and public safety.
- Consider and, where appropriate, implement management methods to protect the resource as well as maintain the quality of experience of the various user groups. These could include limitation of numbers, types, timing and duration of uses.
- Encourage the location of public land recreational activities near population centers and highway corridors by placement of appropriate visitor use infrastructure. Provide restrooms and other facilities adequate for anticipated uses at designated campgrounds, trail heads, and other areas where there is a concentration of recreational users.

R.4. BUILDING A STEWARDSHIP ETHIC FOR PUBLIC LAND USE

A critical step in achieving and maintaining public land health and enjoyment of the public land is that the users of the public land practice responsible stewardship ethics. All users, from recreationists to commodity producers, should understand, practice and promote behavior that does not damage the environment. Below are recommended strategies to instill principles of public land user ethics:

- Use information and interpretative services as major tools to protect public land health as well as significant natural, cultural, and recreational resources. Where feasible, improve public knowledge by locating kiosks, interpretive signs, and visitor information facilities at visitor contact points. Provide guidebooks and pamphlets for users.
- Incorporate information about public land values and user ethics into the terms and conditions of permits and land use authorizations.
- Increase efforts to educate public land visitors and users about an ethic of responsible use through programs such as Tread Lightly, Leave No Trace, Project Archaeology, the International Mountain Bike Association's ARules of the Trail,[®] and Public Lands Watch program.
- Communicate to the members of the public their individual rights and responsibilities in the use and preservation of public lands, including the recognition of the rights and responsibilities of others.
- Initiate and maintain collaborative partnerships among government agencies, local governments, business communities, volunteers, user groups, stakeholders, educational institutions, individuals, and the private sector to achieve Rangeland Health Standards and implement associated guidelines.
- Encourage the development of a concise educational program to be implemented at the initial point of contact with the public and public land users. The program should promote public land values, knowledge of rights and responsibilities, environmental awareness, and communication between the BLM and the public. It should inform the public about changing management practices and policies. In addition, the educational program should demonstrate the connection between the health of the public land and the benefits users and local communities receive from those lands.

- Encourage the private sector to conduct responsible marketing of activities available on public lands while avoiding use of products and services in ways that may harm public lands.
- Educate the public in proper human and solid waste disposal techniques.

R.5. GLOSSARY

Guidelines, Recreation: Recreation management tools, methods, and techniques designed to provide activities, experiences, and benefits for the recreating public while maintaining or achieving healthy public lands as defined by the standards. The recreation guidelines contained in this document are directed toward maintaining or achieving public land health.

Mechanized Vehicle: Any motorized or non-motorized vehicle capable of, or designed for, travel on or immediately over land. An example of a mechanized, but not motorized vehicle is a mountain bike. All motorized vehicles are mechanized.

Motorized Vehicle: Synonymous with off-road and off-highway vehicle. Examples of this type of vehicle include all-terrain vehicles (ATV), sport utility vehicles (SUV), motorboats, and snowmobiles.

Non-Motorized Use: Recreational human and animal foot traffic. Examples include horses, llamas, and other domestic animals. Wheel chairs designed for indoor use as a medical appliance are not considered mechanized.

Protect: To take actions to guard against or minimize injury or loss.

Riparian: Of, on, or relating to the bank of a natural course of water.

Special Status Species/Sensitive Species: Those species designated by a State Director, usually in cooperation with the State agency responsible for managing the species as sensitive.

Standards for Public Land Health: A description of conditions needed to sustain public land health; the standards relate to all uses of the public lands in Utah.

Threatened and Endangered Species: those species officially listed as threatened or endangered by the Secretary of the Interior under the provisions of the Endangered Species Act.

Visitor Use Infrastructure: Amenities such as roads, parking areas, and facilities, to protect the resource and support the recreation user in his/her pursuit of activities, experiences, and benefits.

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