



U.S. Department of the Interior
Bureau of Land Management

Las Vegas Field Office

Decision Record **DOI-BLM-NV-S010-2022-0005-RMP-EA**

Logandale Trails Resource Management Plan Amendment, Recreation Area
Management Plan, Travel Management Plan, and Environmental Assessment

PREPARING OFFICE
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Decision Record

SELECTED ACTION

It is my decision to authorize the Proposed Action (Alternative C) described in Chapter 2 of the Logandale Trails Environmental Assessment (DOI-BLM-NV-S010-2022-0005-RMP-EA), hereafter referred to as the Selected Action. Under the Selected Action, the Bureau of Land Management (BLM) will amend the 1998 Las Vegas Resource Management Plan (RMP) to designate the Logandale Trails decision area as a Special Recreation Management Area (SRMA). In addition to amending the Las Vegas RMP, the Selected Action would implement a Recreation Area Management Plan (RAMP) and Travel Management Plan (TMP), which supports management strategies and SRMA objectives.

The Selected Action will include management that reflects the current needs, outlines improved approaches, and identifies future implementation-phase undertakings. The Selected Action's decisions for recreational uses, experiences, and settings will guide the BLM's management of specific uses in the Logandale Trails decision area with consideration of how those uses influence and are influenced by the area's natural resources and the characteristics of the management areas identified in the 1998 Las Vegas RMP.

The SRMA also will divide the decision area into two RMZs. RMZ 1 (13,016 acres) will focus on OHV use and camping and RMZ 2 (2,120 acres) will focus on recreational target shooting. The OHV area designation will change across 15,136 acres of the SRMA from OHV Limited to existing routes to OHV Limited to designated routes (13,016 acres in RMZ 1 and 2,120 acres in RMZ 2 changed to OHV Limited to designated). Additionally, the SRMA will create two new OHV Open areas in RMZ 1 (107 acres for rock crawling and 57 acres for sand dune driving, totaling 164 acres).

The Logandale Trails SRMA will be closed to saleable and leasable minerals; will be managed as a Right-of-Way (ROW) exclusion area for ROW types, except for linear ROWs to private inholdings, linear ROWs to private properties contiguous with the SRMA, and ROWs that will further the purposes for which the SRMA is established; and will be a No Surface Occupancy zone for fluid minerals. The BLM will conduct additional coordination with local and state governments. Based off that coordination, the BLM will consider recommending to the Secretary of the Interior that the SRMA be withdrawn from locatable mineral entry.

To balance resource protection and recreation opportunities, the Selected Action will also implement the RAMP and TMP, resulting in the designation for 99.2 miles of existing routes as OHV Open, 4.8 as OHV Limited, and 50.4 as OHV Closed. OHV Open routes are those that will be available to all motorized vehicle travel year-round, while OHV Closed routes will not be available for public use. The RAMP and TMP will emphasize resource protection while managing for the SRMA objectives identified in RMZs 1 and 2. Dispersed camping will be allowed throughout RMZ 1 in previously disturbed areas, provided vehicles remain on designated routes. RMZ 2 will be closed to camping. The BLM will prohibit the discharge of firearms for recreational target shooting in RMZ 1, but there will be no prohibition on recreational target shooting in RMZ 2.

Decommissioning a portion of existing routes (50.4 miles) and prohibiting new social trails will improve soil, vegetation, and visual resource conditions. The OHV Closed routes will use passive and active

restoration techniques, as outlined in the RAMP/TMP. The BLM will install signage and provide educational materials to ensure resource protection and guide appropriate recreational usage. The BLM will implement an Interpretive Plan and Urban Interface Plan to develop appropriate signage, education materials, and access to the Logandale Trails planning area.

OHV Open routes leading to adjacent state or federal lands will be closed at the boundary until the BLM obtains permission to use those routes or the adjacent agencies complete travel management planning to designate those routes as OHV Open. Regulatory signage will be placed at the intersection nearest the boundary with Bureau of Reclamation lands, indicating that public route use ends at the land boundary ahead. A similar approach will be employed for OHV Open routes that lead to private inholdings, with signage placed at the boundary of BLM and private lands. All motorized and mechanized use (including e-bikes) will be restricted to designated routes, and the BLM will implement a 25-mph speed limit between bathrooms 1 and 2 (a 2.7-mile segment of 13-Mile Loop). Routes within open areas will be designated as OHV Open and vehicle use will not be restricted to the routes.

LAND USE PLAN CONFORMANCE

The redesignation of the Logandale Trails decision area from an ERMA to a SRMA is not in conformance with the 1998 Las Vegas RMP (BLM 1998), as designation of the SRMA itself is a separate planning-level decision. An amendment to the RMP is required to change and update that planning decision and the management designation of the area to a SRMA instead of an ERMA that is the designation in the RMP. Pending the approval of the RMP Amendment, the implementation of actions will support the SRMA designation.

The Las Vegas RMP provides objectives and management guidance for biodiversity, recreation, commercial uses, cultural resources and tribal concerns, air quality, and vegetation. The primary direction for the Las Vegas RMP is to conserve, protect, and enhance the area's natural resources. Environmental safeguards adopted in the Las Vegas RMP/ROD (1998) are designed to provide recreation opportunities that allow the public to enjoy and appreciate Logandale Trails' unique natural setting. The Selected Action conforms with specific sections of the Las Vegas RMP related to recreation, trails, routes, reclamation, and other activities, including the following management objectives and actions:

- SL-1. Reduce erosion and sedimentation while maintaining or where possible, enhancing soil productivity through the maintenance and improvement of watershed conditions.
- VG-2. Restore plant productivity on disturbed areas of the public lands.
- VG-2a. Rehabilitate, reclaim, or revegetate areas subjected to surface-disturbing activities, where feasible. When rehabilitating disturbed areas, manage for optimum species diversity by seeding native species, except where nonnative species are appropriate.
- FW-1. Maintain or improve approximately 869,800 acres of current and potential bighorn sheep habitat toward full ecological potential. Through management and habitat-enhancement projects, allow desert bighorn sheep populations to reach levels consistent with the carrying capacity of their habitat, and consistent with other BLM policy. Table 2-7 shows the potential population estimates of bighorn sheep. Make adjustments to the population estimates as needed, based on the results of monitoring.
- FW-2. Reestablish native fauna (including naturalized species) to historical habitat and improve population numbers in current use areas.

- FW-3. Support viable and diverse native wildlife populations by providing and maintaining sufficient quality and quantity of food, water, cover, and space to satisfy needs of wildlife species using habitats on public land.
- SS-1. Manage special status species habitat at the potential natural community or desired plant community, according to the need of the species.
- SS-2. Manage habitat to further sustain the populations of federally listed species so they no longer need the protection of the Endangered Species Act. Manage habitats for nonlisted special status species to support viable populations so that future listing is not necessary.
- SS-3. Manage desert tortoise habitat to achieve the recovery criteria defined in the Tortoise Recovery Plan (USFWS 1994) and ultimately to achieve delisting of the desert tortoise. When the population in a recovery unit meets the following criteria, it may be considered recovered and eligible for delisting (for complete criteria see the Tortoise Recovery Plan).
- SS-4. Encourage the obtainment and dissemination of knowledge regarding the Mojave Desert ecosystem, including desert tortoise biology.
- CR-1. Identify and protect cultural and paleontological resources, in conformance with applicable legislation and BLM policy.
- RW-1. Meet public demand and reduce impacts to sensitive resources by providing an orderly system of development for transportation, including legal access to private inholdings, communications, flood control, major utility transmission lines, and related facilities.
- RC-1. Ensure that a wide range of recreation opportunities are available for recreation users in concert with protecting the natural resources on public lands that attract users.
- RC-1c. Limit recreation facility development and special designations to those necessary for resource protection.
- RC-11. Provide opportunities for off-road vehicle use while protecting wildlife habitat, cultural resources, hydrological and soil resources, nonmotorized recreation opportunities, natural/aesthetic values, and other uses of the public land (See Map 2-10).

MONITORING

In addition to the adaptive management and mitigation measures identified in Section 3.3 of the Logandale Trails RAMP and Chapters 4 and 5 of the Logandale Trails TMP, the BLM will adopt the following monitoring measures to protect resources under the Selected Action:

Measures from the Las Vegas RMP applicable to the Selected Action

While specific details are not provided, the RMP considers key resources for Logandale Trails (biodiversity, air quality, vegetation, recreation, and cultural resources) as appropriate for monitoring, to record impacts and to seek to reverse, or minimize, those impacts. Whenever monitoring shows impacts that surpass the limits of acceptable change, the RMP suggests the BLM implement measures to reverse the situation. The RMP provides flexibility in how the BLM implements the monitoring; however, some monitoring details are provided, as shown below:

- The BLM will conduct monitoring for threatened and endangered species, candidate species, and other special status species, such as bighorn sheep and desert tortoise.
- The BLM will develop programs to monitor cultural resources for impacts and as a method to deter impacts on sites.

The monitoring programs listed above have monitoring systems in place. Issues specific to the Logandale Trails planning area that may require development of specific monitoring protocols include:

- Impacts on cultural resource sites and areas of cultural or religious significance to Native American groups
- Impacts related to soil erosion and its resulting impacts on vegetation
- Disturbances of special status plant and wildlife species' habitat or populations
- User conflicts in the Logandale Trails planning area such as, but not limited to, SRPs (both commercial SRPs and event SRPs), equestrian users, hikers, OHV users, and target shooters
- Appropriate recreation and trail uses in the planning area
- Route proliferation within the Logandale Trails planning area

Measures specific to the RAMP and Selected Action

Measures to monitor potential impacts under the Selected Action include:

- Monitoring the success of restoration of areas, if implemented.
- Monitoring for the successful attainment of targeted benefits outlined in the SRMA objectives .
- Monitoring whether signage and other site information provides effective guidance to encourage appropriate user behavior.
- Monitoring and tracking where destruction or removal of natural resources is occurring and at what rate.
- Monitoring for public safety concerns and for emergency service responses or search-and-rescue operations.
- Monitoring for the creation of multiple points of entry to Logandale Trails at this plan's implementation.
- Monitoring the effectiveness of management activities in minimizing visitor impacts.

Measures specific to the TMP and Selected Action:

Measures to monitor potential impacts under the Selected Action include:

- Visually documenting the implementation or establishment of closure practices (such as signs, gates, berms, and rocks) or road decommissioning practices, and monitoring the effectiveness of the closure. It may include establishing photo-monitoring points to monitor long-term effectiveness of closing and decommissioning routes.
- Determining the level of OHV use across the landscape using trail counters and aerial photographs over time. Traffic counters may be employed to determine levels of use on selected routes.
- Identifying route proliferation, unauthorized route creation, route conditions, recreation conflicts, and resource damage compared with baseline monitoring. This may include measuring illegal off-trail and off-road travel as linear disturbances or as area impacts, depending on the level and type of use that occurs.
- Monitoring litter and trash.
- Monitoring reclamation projects' success.

- Initiating and maintaining collaborative partnerships among government agencies, business communities, volunteers, user groups, stakeholders, educational institutions, individuals, and the private sector to achieve recreation management objectives through BLM-developed monitoring techniques.
- Quantifying OHV user compliance and evaluating route conditions, public safety, and changes in visitor preferences and use patterns. It may also help to identify adaptive measures as adverse impacts are discovered.
- Administering a survey on recreation demand, preferences, uses, satisfaction, and information needs in the TMA. This should be done as soon as possible. The BLM also may update maps periodically and work with partners, such as universities and user groups, to conduct the surveys. The BLM should base the specific schedule of surveys on TMA conditions and available resources.
- Acquiring visitor feedback to monitor whether BLM-administered lands in the TMA have been clearly mapped and signed for the public. This could be done as part of the survey efforts described above.
- Paying attention to recreational groups, records of field contacts, written trail register comments, and public telephone calls to the LVFO as part of monitoring the effectiveness of travel management in reducing conflicts between different types of users.
- Monitoring signage effectiveness through field visits and consideration of the amounts of maintenance required.
- Assessing primitive road and trail conditions.
- Assessing indicators of potential recreation impact issues (for example, the number of new bare soil areas attributable to visitor use, the number of campfire pits, and additional litter or trash along primitive roads).

DECISION RATIONALE

As explained in the Finding of No Significant Impact, the Selected Action's impacts have been analyzed in the EA (DOI-BLM-NV-S010-2022-0005-RMP-EA) and determined not to result in significant impacts on the quality of the human environment—individually or cumulatively with other actions in the general area under NEPA.

The Las Vegas RMP, approved in 1998, is unable to provide adequate guidance to address the resource impacts and operational issues now facing the BLM's management of Logandale Trails. Originally designated as an ERMA, the BLM now requires SRMA designation to better manage a location that has seen substantial increases in visitation and use since the RMP was approved. The purpose of developing a RAMP/TMP for Logandale Trails is to supplement the RMPA and provide coordinated management and identification of necessary infrastructure to support recreation activities, specifically OHV use and recreational target shooting, in the area. Providing enhanced and focused management for these recreation opportunities would reduce impacts on natural and cultural resources while facilitating more desirable recreation experiences and settings for this popular destination near Las Vegas. In short, there is a need to provide management systems and recreational infrastructure that will enable the BLM to manage current and anticipated future levels of recreational use at Logandale Trails, while avoiding, minimizing, or mitigating the potential for recreational user conflicts, resource impacts, and undesirable conditions for wildlife, nearby residents, and stakeholders.

I have chosen not to select the No Action Alternative (Alternative A) because it will not meet the purpose of and need for the project. Under Alternative A, the numbers of recreational users will continue to increase without the ability to properly manage recreation uses. The continued growth in visitation under Alternative A would result in more impacts from recreation and less protection of the natural and cultural resources that the BLM is obligated to manage in the Logandale Trails decision area. Under Alternative A, the BLM would not assign designations to routes within the Logandale Trails decision area, and the 154-mile existing route network would continue to be used for motorized and nonmotorized recreation. User-created routes would continue to proliferate, sometimes on private lands. Furthermore, the BLM would be unable to properly address user conflicts under current management.

Alternative B would meet the purpose of and need for this project. I did not, however, choose this alternative because it would diminish opportunities for OHV recreation, closing 92.4 miles of routes and limiting OHV Open routes to 60.2 miles. Additionally, this alternative would not provide the desired level of flexibility for managing increased visitation to the area.

Alternative D also would meet the purpose of and need for this project. However, I did not choose this alternative because it would result in less restoration of the landscape to a natural condition than Alternative C. Alternative D would result in the most motorized access to the Logandale Trails planning area and would provide the least amount of restoration.

I chose the Selected Action (Alternative C) because it met the purpose of and need for the project and provided for resource protection in the Logandale Trails planning area while allowing for more robust recreation management. Alternative C balanced the needs of resource protection, recreation, and potential user conflicts to the greatest extent. The implementation of the RAMP and TMP result in the designation for 99.2 miles of existing routes as OHV Open, 4.8 as OHV Limited, and 50.4 as OHV Closed, allowing the BLM to properly manage visitor usage and implement recreation infrastructure, benefiting both the visitor experience and the local setting. The 50.4 miles of decommissioned routes will be restored via passive and active techniques, which will have a positive impact on the natural and cultural resources of the area.

In making this decision, I have taken into account input provided by the public throughout the planning process, as detailed in the EA, Chapter 4. The public input received on the draft EA resulted in some modifications to alternatives, including the Selected Action (see Section 1.5 of the EA). This decision incorporates those changes to the Selected Action identified by the public.

Based on the information in the EA and consultation with my staff, I have decided to approve the Selected Action (as described in Chapter 2). The analysis indicates that the Selected Action will result in no significant impacts. Additionally, with the amendment to the RMP, the Selected Action will be in conformance with the RMP.

PUBLIC INVOLVEMENT

The formal public scoping period for the Logandale Trails Resource Management Plan Amendment planning process began on October 22, 2021, with the publication of a Notice of Intent (NOI) in the Federal Register, ending on December 6, 2021. One virtual public scoping meeting was held on November 17, 2022, and BLM received 47 scoping comment submissions during the formal public scoping period.

The preliminary planning criteria was also made available for public comment for a 30-day period from February 4, 2022, through March 7, 2022. The BLM received eight comment submissions. A 45-day Public Comment period for the Preliminary EA was held between September 8, 2022, through November 14, 2022. One virtual public meeting was held on October 26, 2022, and BLM received thirty-five public comments during the comment period. In accordance with 43 CFR 1610.5-2, the Protest Period of the Final EA and Proposed RMPA was held between April 10, 2023, through May 10, 2023. One valid protest was received. Three other protest letters were received but were determined to be comments during the protest period, therefore a Protest Report was generated and is available for viewing on the project website: <https://eplanning.blm.gov/eplanning-ui/project/2016311/570>.

GOVERNOR'S CONSISTENCY REVIEW

The Proposed RMPA was provided to the Nevada State Clearinghouse to coordinate the Governor's Consistency Review on April 10, 2023 as a follow up to a hardcopy letter sent on April 5, 2023, for a 60-day review. The Nevada State Clearinghouse coordinated with other State Agencies, affected local governments, and the State regarding Las Vegas Field Office's request for the Governor's Consistency Review on the Logandale Trails Resource Management Plan Amendment. After discussing this project with state agencies and Clark County. The Governor's Consistency Review found the proposed RMP amendment is consistent with the local land use plan for this area.

PROTEST AND APPEAL

Administrative remedies may be available to those who believe they will be adversely affected by this decision. This decision may be appealed to the Interior Board of Land Appeals, Office of the Secretary, in accordance with the regulations contained in 43 Code of Federal Regulations (CFR) 4 and BLM Form 1842-1. If an appeal is taken, your notice of appeal must be filed in this office (at the above address) within 30 days from receipt of this decision. The appellant has the burden of showing that the decision being appealed is in error.

If you wish to file a petition (request) pursuant to the regulations at 43 CFR 4.21 for a stay (suspension) of the effectiveness of this decision during the time that your appeal is being reviewed by the Interior Board of Land Appeals, the petition for a stay must accompany your notice of appeal. A petition for a stay is required to show sufficient justification based on the standards listed below. Copies of the notice of appeal and petition for a stay must also be submitted to each party named in this decision, to the Interior Board of Land Appeals, and to the appropriate Office of the Solicitor (see 43 CFR 4.413) at the same time the original documents are filed with this office. If you request a stay, you have the burden of proof to demonstrate that a stay should be granted.

STANDARDS FOR OBTAINING A STAY

Except as otherwise provided by law or other pertinent regulation, a petition for a stay of a decision pending appeal shall show sufficient justification based on the following standards:

- 1) The relative harm to the parties if the stay is granted or denied;
- 2) The likelihood of the appellant's success on the merits;
- 3) The likelihood of immediate and irreparable harm if the stay is not granted; and
- 4) Whether the public interest favors granting the stay.

AUTHORIZED OFFICIAL FOR PLANNING-LEVEL DECISIONS

Jon K. Raby, State Director
BLM Nevada

Date

AUTHORIZED OFFICIAL FOR IMPLEMENTATION-LEVEL DECISIONS

Bruce L. Sillitoe, Field Manager
Las Vegas Field Office

Date

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