

**East Alaska Resource Management Plan Amendment
Delta River Special Recreation Management Area**

**Decision Record
and
Approved Plan**

AK-050-EA-08-001
Bureau of Land Management
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DECISION RECORD

1.0 INTRODUCTION

This Decision Record (DR) approves the Bureau of Land Management's (BLM's) Approved Plan for the Delta River Special Recreation Management Area (SRMA) and East Alaska Resource Management Plan (EARMP) Amendment. The Approved Plan is based on land use planning decisions and implementation decisions that were discussed in Alternative 2 of the Environmental Assessment (EA) for the Proposed Delta River SRMA Plan and EARMP Amendment (SRMAP/PA), with minor clarifications and/or modifications made to address protests/appeals as a result of the Protest Period and Governor's Consistency Review Period. These clarifications and/or modifications are listed in Chapter 2.0 of this DR. The DR also provides the rationale for approving the proposed decisions in Alternative 2.

The Approved Plan is designed to provide for a mix of river recreation uses and users, while managing to protect the environment and Outstandingly Remarkable Values (ORV). All known issues, competing interests, opinions, and values of the public were considered during the planning process. While the DR may not completely satisfy all individuals or groups, the BLM believes the decisions are reasonable and provide the best balance of protecting and enhancing the river and recreational values. The decisions provide a beneficial mix of values for the public within a framework of existing laws, regulations, policies, public needs and desires, and capabilities of the land, while meeting the stated purpose and need of the Approved Plan.

1.1 Planning Area

The Delta River SRMA and the Delta Wild and Scenic River (DWSR) corridor share the same boundary. Access to the Delta River SRMA is along the Denali Highway, approximately 21 miles west of Paxson and the Richardson Highway, or 114 miles east from Cantwell and the Parks Highway. Lands within the Delta River SRMA are primarily unencumbered BLM-managed lands, except for a few private inholdings and a portion of the river corridor determined to be a navigable waterway, managed by the State of Alaska.

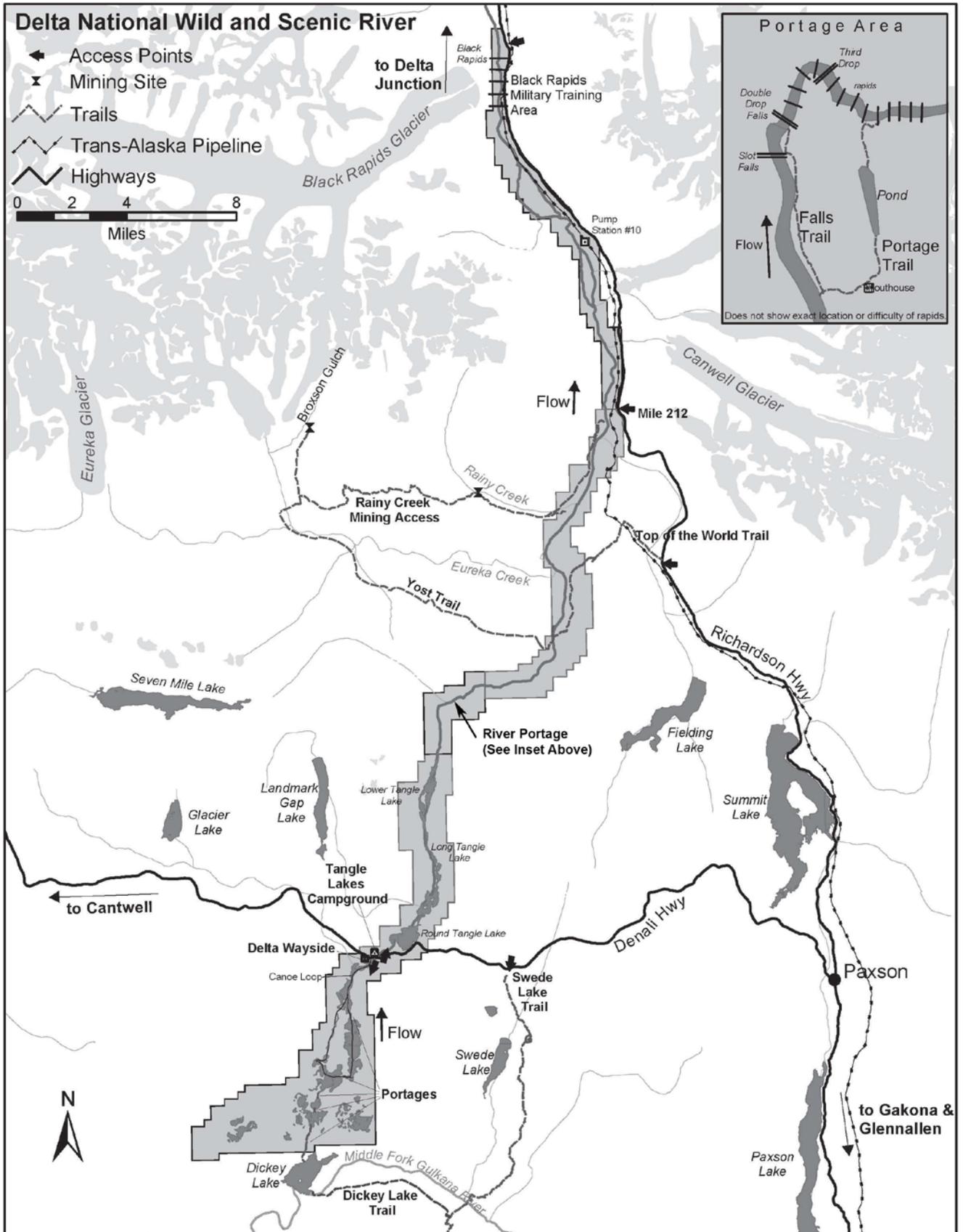
A navigability determination for the DWSR corridor was completed by the BLM in February 2010, and most of the DWSR corridor was determined to be nonnavigable, except for approximately 10 miles of the river located between the confluences of Garrett and Phelan creeks. The lands underlying the navigable section within the river corridor fall under state jurisdiction, below the ordinary high water marks. The BLM acknowledges the State of Alaska's authority to manage between the ordinary high water marks within this section, which includes the water column and most unvegetated beaches and gravel bars. The BLM navigability determination is included in the administrative record located at the Glennallen Field Office.

Table 1: Acreage and Designated River Miles by Wild and Scenic River Classification

Acreage* and Designated River Miles	Acres	Designated River Miles
Total Acreage* and Total Designated River Miles	44,617	62
Private Inholdings	30	N/A
Wild Classification	12,352	20
Scenic Classification	23,892	24
Recreational Classification	8,343	18

* The State Of Alaska owns the submerged lands of the Delta River below the ordinary high water line where the river has been determined navigable.

Map 1: Delta Wild and Scenic River Vicinity Map



Great care has been taken to ensure that the information represented is as accurate and complete as possible at the time of compilation. However, the information displayed on this map is intended to be used for graphic representation only. Questions regarding information displayed should be directed to BLM GFO at (907) 822-3217.

G:\MXDs\EARMP\Delta_Survey.mxd
TL Dec. 2004

1.2 Applicable Laws, Regulations, and Policies

Management of the Delta River SRMA is guided by numerous legal requirements and by established management direction. The DR is consistent with the EARMP which provides the overall long-term management direction for the Glennallen Field Office. The EARMP established the direction and goals to follow in the implementation of the Delta River SRMA Plan. The DR is also consistent with and the Federal Land Policy and Management Act (FLPMA), the Wild and Scenic Rivers Act (WSRA), and the Alaska National Interest Lands Conservation Act (ANILCA). ANILCA established the Delta River as a component of the National Wild and Scenic Rivers System and provides specific guidance for management issues that are unique to Alaska, including subsistence and access for traditional activities.

Decisions related to Off Highway Vehicle (OHV) use, airplane use and motorized boating are consistent with ANILCA Sections 811(b), 1110(a) and BLM implementing regulations described in 43 CFR 36.11 (Special Access). ANILCA Section 811 states that "...the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulation." ANILCA Section 1110(a) states that "...the Secretary shall permit...the use of snowmachines, motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities..." 43 CFR 36.11(c-f) implements the provisions specified in ANILCA Section 1110(a). 43 CFR 36.11(g) prohibits OHV use in Conservation System Units, except in locations that include established roads and parking areas and routes or in areas designated by the appropriate federal agency. 43 CFR 36.11(g)(2) states that OHV use must be compatible with the purposes and values for which the area was established.

In addition to the ANILCA provisions and regulations described above, the decisions related specifically to OHV use must be consistent with the EARMP and 43 CFR 8340 which establishes criteria for the BLM to designate public lands as open, limited or closed to the use of OHVs and for establishing controls governing the use and operation of OHVs in these areas. In accordance with these criteria, the EARMP designated the Delta River SRMA corridor as "limited" to OHV use and identified specific trails for motorized trail designation. The EARMP directed that "OHVs would be restricted to designated trails (Top of the World Trail and Rainy Creek Trail) from May 15 to Oct. 16, or when there is less than an average of 12 inches snow or six inches ground frost". The EARMP also stated that this decision would not preclude the future consideration of the development of additional motorized or nonmotorized trails, if consistent with protection of the ORVs for the river corridor. If additional trails are to be considered for designation in the future, they would be located to minimize resource damage, maintain primitive and semiprimitive recreation experiences, and facilitate the maintenance of designated trails. This DR will be followed by a notice in the *Federal Register* identifying the specific trails within the river corridor to be designated as motorized and nonmotorized, as described in the Approved Plan.

The BLM recognizes the State of Alaska's management authority on the Delta River between the ordinary high water marks in navigable sections of the river, consistent with the protection of the ORVs identified for the river. The State of Alaska, Department of Fish and Game (ADF&G) retains responsibility for the management of fish and game populations within or adjacent to the Delta River SRMA, and the management of fish and wildlife will be in accordance with the Master Memorandum of Understanding between the ADF&G and the BLM, dated August 3, 1983 (AK-950-MU3-11). The Master Memorandum of Understanding is included as Appendix 1.0 to this DR and Approved Plan. There are no known federally listed threatened or endangered species of plants and animals, or plant and animal species proposed for federal listing within the planning area.

1.3 ANILCA Section 810 Findings

The BLM is required by ANILCA to consider potential impacts to subsistence activities, resources, or access to subsistence activities from the management alternatives and proposals. For the actions described in the Approved Plan, it was found that the proposed management actions are unlikely to have any significant impacts on subsistence uses or needs. Please refer to Appendix 8.2 in the Proposed SRMAP/PA for the complete ANILCA Section 810 Analysis.

2.0 RESULTS OF PROTEST REVIEW AND GOVERNOR'S CONSISTENCY REVIEW

2.1 Protest Review

The BLM received two protests during the 30-day protest period for the land use planning decisions contained in the Proposed SRMAP/PA, in accordance with 43 CFR 1610.5-2. Both protests originated from the State of Alaska; one from the Office of the Attorney General and the other from the Citizen's Advisory Commission on Federal Areas. Both protests were denied in part. The BLM responded to four issues raised in the protests and made some minor modifications to terminology to provide additional clarity regarding these issues. The BLM Director addressed these four protest issues without making significant changes to the Proposed SRMAP/PA.

The majority of the issues raised in both protests were denied because the State of Alaska protested implementation level decisions, which are not protestable under 43 CFR 1610.5-2. Only land use planning decisions are protestable; implementation level decisions are appealable, and only after the issuance of the DR. The four issues raised by the State of Alaska that were found to have standing and that were germane to the planning process for the protest include: NEPA public participation and wilderness inventory procedures; Benefits Based Management (BBM) decisions related to Recreation Management Zones 1 and 4; wildlife management authority within the Delta River SRMA; and the designation of Outstandingly Remarkable Values (ORV).

NEPA Public Participation and Wilderness Inventory Procedures

The State of Alaska asserted that the BLM failed to provide an adequate opportunity for public participation and comment in the land use planning process, particularly with regards to the wilderness characteristics inventory. The BLM responded by stating that the BLM fully complied with public participation requirements provided in BLM planning regulations (43 CFR §§ 1601-1610), and NEPA regulations promulgated by CEQ (40 CFR §§ 1500-1508). The BLM provided appropriate opportunities for public participation in the development of the Proposed SRMAP/PA. The opportunities for public participation are detailed in Section 1.9 of the Proposed SRMAP/PA. As required by FLPMA (see 43 U.S.C. § 1711(a) and Washington Office Instruction Memorandum 2011-154), the BLM prepared and maintained a wilderness characteristics inventory for the planning area. The BLM made the inventory available in the Administrative Record located at the BLM-Alaska Glennallen Field Office (Proposed SRMAP/PA p. 84). The BLM is including this inventory as Appendix 2.0 to the DR and Approved Plan.

Benefits Based Management (BBM) Decisions Related to Recreation Management Zones 1 and 4

The State of Alaska requested that the BLM remove the BBM Outcomes to be Avoided (motorized boating and airplane landings) for Tangle Lakes Zone 1 and Delta River Zone 4 because they were believed to be inconsistent with ANILCA Section 1110(a). The BLM responded to this protest by removing the "outcomes to be avoided" for all Recreation Management Zones (RMZ) to maintain consistency throughout the Delta River SRMA Plan. Since the BLM has found that the current level of motorized boating and airplane landings do not warrant an ANILCA closure (Proposed SRMAP/PA p.175), removing these activities as "outcomes to be avoided" will eliminate confusion regarding allowable activities and access to these RMZs. This change is reflected in the Approved Plan.

Wildlife Management Authority Within the Delta River SRMA

The State of Alaska protested that the Proposed SRMAP/PA establishes wildlife management objectives that are inconsistent with the State of Alaska's authority to manage fish and wildlife resources. The BLM responded that the Proposed SRMAP/PA does not establish management objectives that are inconsistent with the State of Alaska's authority to manage fish and wildlife resources on all lands in Alaska under Section 1314(a) of ANILCA. To provide further clarification, the BLM has included a statement in the DR that the management of fish and wildlife will be in accordance with the Master Memorandum of Understanding between the Alaska Department of Fish and Game and the BLM, dated August 3, 1983 (AK-950-MU3-11). The Master Memorandum of Understanding is included as Appendix 1.0 to the DR and Approved Plan.

Outstandingly Remarkable Values (ORV)

The State of Alaska protested the process and subsequent designation of ORVs for the DWSR. The BLM responded that the identification of ORVs for the DWSR were chosen through the use of a study process to determine what values or characteristics make the DWSR worthy of special protection (Proposed SRMAP/PA p.11). The determination of whether an area contains an ORV is a professional judgment on the part of the agency's study team (USDI-USDA Final Revised Guidelines for Eligibility, Classification, and Management of River Areas, 47 FR 39457). The BLM documented the process for identifying ORVs in Section 2.2.1 and Section 8.4 of the Proposed SRMAP/PA.

The complete Protest Response can be found in the Administrative Record located at the BLM-Alaska Glennallen Field Office.

2.2 Governor's Consistency Review

BLM planning regulations in 43 CFR 1610.3-2 afford state Governors a 60-day review period that runs concurrently with the Protest Period as an opportunity to review an RMP Amendment to identify any known inconsistencies between the RMP Amendment and approved State or local plans, policies or programs. The Governor's Consistency Review (GCR), dated Sept. 20, 2011, found the Proposed SRMAP/PA to be inconsistent with State of Alaska priorities, policies, and land use plans. The inconsistent finding was based on the same issues that were raised in the State's protest letter from the Office of the Attorney General.

The GCR recommended that the inconsistency be resolved by reconsidering the issues that were raised in the State's Office of the Attorney General protest. The BLM responded to the GCR in a letter dated March 28, 2012, providing additional feedback on the points that were not covered in the protest response, in a manner attempting to meet the State's concerns; and this letter further outlined the reasons why the BLM-Alaska State Director did not accept the Governor's recommendations.

The BLM-Alaska State Director rejected the Governor's Inconsistency Finding, asserting that the GCR process is limited to identifying known inconsistencies with state or local plans, policies or programs (43 CFR 1610.3-2(e)). The Governor responded by appealing the BLM-Alaska State Director's decision to the BLM Director. The BLM Director reaffirmed the BLM-Alaska State Director's decision that the Alaska Governor had failed to identify any known inconsistencies with state or local plans, policies or programs. Therefore, the Governor's appeal was rejected. However, out of courtesy, the BLM Director individually addressed four specific issues the Governor raised in the appeal.

The following is a summary of each issue and the BLM Director's response:

Issue 1 - Recommending the public refrain from legally allowed activities is inconsistent with ANILCA Section 1110 and Department of the Interior implementing regulations at 36 CFR § 36.11.

The BLM intends to manage certain segments of the Delta River SRMA to allow opportunities for nonmotorized user experiences. However, to address the Governor's concerns, the BLM will not discourage such ANILCA-protected uses or recommend that the public refrain from these uses.

Issue 2 - Group size limitations must be implemented by regulation consistent with ANILCA Section 1110(a) and Department of the Interior implementing regulations at 43 CFR § 36.11.

The BLM Director disagreed with the Governor that camp group size limits fall within the scope of Section 1110(a) of ANILCA. Section 1110(a) and its implementing regulation 43 CFR 36.11 solely pertain to methods of transportation; camping is not a method of transportation. Additionally, Section 302(b) of FLPMA provides the Secretary of the Interior with the authority to regulate such uses through published rules or other instruments as the Secretary deems appropriate.

Issue 3 - Following the direction in ANILCA Section 810 to determine whether subsistence access restrictions need to be implemented by regulation pursuant to ANILCA Section 811 is a misinterpretation of ANILCA and is inconsistent with the regulatory process followed by other Department of the Interior land management agencies.

The BLM Director agreed with the Governor that the BLM-Alaska State Director's response did not clearly differentiate between Sections 810 and 811 of ANILCA and that the "would significantly restrict subsistence uses" standard found in Section 810 does not have applicability to Section 811. The BLM Director stated that the BLM will correct any instance where the Proposed SRMAP/PA is inconsistent with this understanding.

Issue 4 - The Plan did not follow the cited Interagency Wild and Scenic Rivers Coordinating Council process to determine outstandingly remarkable values for the Delta Wild and Scenic River.

The BLM Director found that the BLM did follow the Interagency Wild and Scenic River Coordinating Council process and other relevant guidance in determining the DWSR ORVs. The BLM Director stated that for each value considered, the BLM determined that the entire State of Alaska was the geographic region for which the value was evaluated and compared to determine significance of that resource.

The complete Governor's Consistency Response can be found in the Administrative Record located at the BLM-Alaska Glennallen Field Office.

3.0 ALTERNATIVES CONSIDERED

Four alternatives were analyzed in the Proposed SRMAP/PA. These alternatives were designed to achieve the purpose and need for action, management goals and objectives, desired future conditions, and protection and enhancement of the proposed ORVs.

- **Alternative 1 (No Action)** describes the existing management approach for recreational use in the Delta River SRMA. Alternative 1 is required by the National Environmental Policy Act (NEPA) and is considered the baseline to which the other alternatives are compared. While existing management has been somewhat effective at mitigating user impacts, this alternative does not address increasing levels of use on the river and does not specify adaptive management and monitoring actions to mitigate user impacts.
- **Alternative 2 (Proposed Action)** provides a balanced approach to protect river resources, while still providing for a wide range of public uses and high quality recreational experiences in the Delta River SRMA. This alternative emphasizes the protection of river resources from human impacts by utilizing an adaptive management approach to track the implementation and effectiveness of the proposed management actions. Alternative 2 allows for a wide range of current and future public uses, while still providing management direction that will minimize social conflicts and protect river resources, with a strong emphasis in public education and interpretive outreach.
- **Alternative 3** was developed to address scoping comments related to the desire for increased access and fewer use restrictions within the river corridor. Alternative 3 provides management for high density recreational experiences, increased motorized trail access, larger group sizes and emphasizes recreation facility development (installation of more outhouses, fire rings, campsites, etc.) to address high user impact levels. Adaptive management and monitoring actions are less restrictive and user impacts are mitigated primarily through public education and interpretive outreach.
- **Alternative 4** proposes more restrictions on recreational use and motorized access to provide management for low density recreational experiences. Alternative 4 was developed to address scoping comments related to the desire to preserve more primitive and semiprimitive environments within the river corridor, and to retain and enhance existing wilderness characteristics, natural quiet and natural sounds through increased user restrictions and regulations. User impacts are mitigated through more restrictive adaptive management and monitoring actions that would occur in a shorter timeframe.

4.0 DECISION AND DECISION RATIONALE

The BLM-Alaska Glennallen Field Office adopts and approves for immediate implementation the management actions described in the Approved Plan. The Approved Plan is based on both land use

planning decisions and implementation decisions that were discussed in Alternative 2 of the Proposed SRMAP/PA, with minor clarifications and/or modifications to address protests as a result of the Protest Period and Governor's Consistency Review Period. In addition, the BLM will adopt the ORVs described in "Actions Common to Alternatives 2, 3 and 4" of the Proposed SRMAP/PA. As stated in the Finding of No Significant Impact (FONSI) for the Approved Plan, these decisions have been analyzed in an EA and have been found to have no significant impacts.

The Environmentally Preferable Alternative is judged using the criteria developed in the National Environmental Policy Act of 1969 (NEPA), which is guided by the Council on Environmental Quality (CEQ). The CEQ has defined the environmentally preferable alternative as the alternative that will best promote the national environmental policy as expressed in Section 101 of NEPA. Generally, this means the alternative that causes the least damage to the biological and physical environment and the alternative which best protects, preserves, and enhances historic, cultural, and natural resources values, while maintaining an environment that supports diversity and individual choice. Identification of the most Environmentally Preferable Alternative involves balancing current and potential resource uses with that of resource protection.

Overall, Alternative 2 (Proposed Action) is the alternative that meets these criteria to the highest degree. Alternative 2, as analyzed in the EA (with minor decision changes as noted above in Chapter 2.0), is selected as the management decision to be implemented in the Delta River SRMA. This selection resulted from a careful analysis of available data by an interdisciplinary team comprised of specialists representing each resource, and through the consideration of the applicable laws, regulations and policies described in Chapter 1.2. Alternative 2 represents the most balanced approach for long-term management of the Delta River SRMA, and best meets the purpose and need of defining maximum levels and distribution of recreational river use.

The BLM's decision to adopt Alternative 2 represents a balance between current management as described in Alternative 1 (No Action), the less restrictive approach proposed in Alternative 3, and the more restrictive approach proposed in Alternative 4. In contrast with Alternative 2, Alternative 1 (No Action) does not address increasing levels of use on the river and does not specify adaptive management and monitoring actions to mitigate user impacts. Alternative 3 strives to maximize recreational use within the river corridor, providing for the widest range of public uses and least restrictions, but offers the least amount of protection for environmental resources and has the greatest potential for increased social conflicts among river users. Alternative 4 focuses on improving river resources by limiting the public's use within the river corridor. While this alternative provides the greatest protection and enhancement of river resource values, implementation and enforcement would be problematic under ANILCA access restrictions and regulations. Several proposed management actions in this alternative rated low in public acceptability, as they would provide fewer or more restricted uses within the river corridor.

Alternative 2 provides the best overall direction in support of protecting river resources and ORVs, while allowing the widest range of public uses in the Delta River SRMA. This alternative will minimize social conflicts and protect river resources through management direction that provides a strong emphasis in education and interpretive outreach. This is done by establishing adaptive management standards that are based on river user tolerances for different impacts. Monitoring and non-compliance with standards will drive the implementation of management actions; in most cases, less-restrictive measures will be implemented prior to more-restrictive actions. In contrast, management under the other alternatives, although meeting the purpose and need at various degrees, contained elements that would negatively affect recreational values, such as reducing or maximizing watercraft and activity type, placing a higher emphasis on one recreational activity type over another, and setting limits on the number and type of watercraft and recreational users within the river corridor. These elements would potentially have a negative effect on the quality of available recreational experiences for most users.

Alternative 2 provides for the enhancement of the proposed ORVs, while concurrently attaining a range of neutral and beneficial uses of the environment without degradation; maintains an environment that supports diverse recreational opportunities; integrates resource protection with an appropriate range of visitor uses; helps to contribute economically to local communities; provides multi-resource standards and direction found in other legislation, policies, or management plans designed to comply with applicable state and federal laws; and provides protection of the river's scenic, cultural, wildlife, fisheries, and recreational ORVs.

5.0 MITIGATION AND MONITORING

Measures to avoid or minimize environmental harm were built into the Approved Plan where practicable. Many of the standard management actions will minimize impacts when applied to activities proposed in the planning area. Additional measures to mitigate environmental impacts may also be developed during subsequent NEPA analysis at the activity level planning and project stages.

Monitoring is the repeated measurement of activities and conditions over time. BLM planning regulations (43 CFR 1610.4-9) call for monitoring resource management plans on a continual basis and establishing intervals and standards based on the sensitivity of the resource to the decisions involved. CEQ regulations implementing NEPA state that agencies may provide for monitoring to assure that their decisions are carried out and should do so in important cases (40 CFR 1505.2(c)).

The BLM will monitor the Delta River SRMA to determine whether the objectives set forth in the Approved Plan are being met, and if applying the management actions is effective by using an adaptive management approach. If monitoring shows that these management actions are not effective, the BLM may modify or adjust management as described in the adaptive management framework. Where the BLM considers taking or approving actions that will alter or not conform to the overall direction of the Approved Plan, the BLM will prepare a plan amendment or revision and environmental analysis of appropriate scope.

All protective measures and other management direction identified in the Approved Plan will be taken to avoid or mitigate adverse impacts. These measures will be taken throughout implementation. All practical means to avoid or reduce environmental harm will be adopted, monitored, and evaluated, as appropriate. Some of these measures or management direction might include: The implementation of a user-education program, low-impact use ethics, potential permit requirements, further commercial restrictions, and use limits.

River activities and conditions (resources and social) will be monitored to provide data for use in evaluating the effect of management activities and human impacts upon the environment and the ORVs in the river corridor. Evaluations will measure compliance in achieving the goals and objectives of the Approved Plan; the effectiveness in protecting and enhancing the ORVs of the river corridor; and the ability to achieve and maintain the standards, objectives, and desired future conditions. The monitoring plan in Appendix 3.0 provides a process for how management accomplishments, trends, and needs for the river corridor are reported and evaluated. The appendix also identifies how monitoring will be conducted.

6.0 PUBLIC INVOLVEMENT

Initial planning for the Delta River SRMA began in 2005 with the development of a river recreation survey. The survey was used as a method of obtaining river users' opinions on a variety of issues, management actions, and preferences within the Delta River SRMA. The study objectives overall were to describe the current users on the Delta River, examine the impacts these users experience on their trips and their tolerances for those impacts, and to assess the public acceptability of management actions that might be used to address impacts or conflict problems. Confluence Research and Consulting of Anchorage, Alaska conducted the survey from February-May of 2005. A total of 245 river users responded to this river survey.

In February and March of 2007, the BLM-Alaska Glennallen Field Office conducted a series of Benefits Based Management (BBM) focus group meetings in Anchorage, Fairbanks, Glennallen, and Delta Junction. Discussion at these meetings focused on how people use the area, their primary purpose for using the area, and their opinions on desired future conditions and management options for the area. Stakeholders included representatives from local subsistence user and hunting groups, motorized access groups, environmental and conservation groups, Alaska Native Tribes and corporations, and other state and federal agencies. Seven meetings were held and a total of 78 people attended.

The *Federal Register* published the Notice of Intent to initiate the formal planning process on April 10, 2008. This Notice marked the beginning of the scoping process for this planning effort. As part of the scoping process, the BLM identified preliminary issues and planning criteria which were included in the

Notice of Intent. The BLM Glennallen Field Office sent a letter and scoping bulletin to more than 1,300 parties on its contact list, including individuals, local and national organizations, villages, Alaska Native Tribes and corporations, and state and federal agencies who expressed interest in the Delta River planning process. The field office also posted the scoping bulletin on the BLM-Alaska website and publicized the scoping effort through local venues, including the *Copper River Record* and *Delta Wind* newspapers, and on the statewide "What's Up" list serve. Public service announcements for the planning effort aired over KCHU, KDHS and KCAM radio. The BLM accepted scoping comments for 60 days, beginning on July 15, 2008, through Sept. 15, 2008. The BLM received a total of 20 comments during this scoping period. After analyzing these comments, the field office prepared a scoping report and comments table and posted them on BLM-Alaska's Delta River planning website.

Based on public scoping feedback, the BLM developed management alternatives to address the purpose and need for the plan and to address issues identified during the initial scoping period. Environmental effects for each alternative were analyzed in an EA. The EA became available for public comment from March 23, 2010, through May 6, 2010. The BLM-Alaska Glennallen Field Office sent the EA to more than 1,300 parties on its contact list. The field office also posted the EA on the BLM-Alaska website and publicized it through local venues, including the *Copper River Record*, *Delta Wind*, *Anchorage Daily News*, and *Fairbanks News-Miner* newspapers and on the statewide "What's Up" list serve. Public service announcements aired over KCHU, KDHS and KCAM radio. The BLM received a total of 68 public comments on the EA. These comments were considered in the development of the Proposed SRMAP/PA and were included as Appendix 8.4.

The Proposed SRMAP/PA was a refinement of the EA. The field office released the Proposed SRMAP/PA for the NEPA-required 30-day Protest period and a 60-day Governor's Consistency Review. Chapter 2.0 of this DR discusses the results of the Protest period and Governor's Consistency Review.

7.0 AVAILABILITY OF THE PLAN

Both the Decision Record and Approved Plan are available on the BLM-Alaska Glennallen Field Office or on the BLM-Alaska website:

http://www.blm.gov/pgdata/content/ak/en/prog/planning/east_alaska_plan/East_AK_Delta_River_EA_Amend.html

8.0 RECOMMENDATION AND APPROVAL

8.1 Recommendation

After careful examination and consideration of a full range of reasonable alternatives, associated effects, public input, existing laws, regulations, policies, guidance and planning decisions, I recommend adoption and implementation of the Approved Plan.

Walter Herzog
BLM-Alaska Glennallen Field Manager, Acting

3-29-13

Date

8.2 Approval

I approve the Decision Record for the implementation of the Approved Plan as recommended.

Bud Cribley
BLM-Alaska State Director

3-29-13

Date

9.0 APPEAL PROCEDURES

The DR and Approved Plan contain implementation decisions and land use planning decisions. If you are adversely affected by the implementation decisions contained in the DR and Approved Plan you may appeal BLM's decision to the Interior Board of Land Appeals (IBLA) after BLM's publication of the DR. Such an appeal must be submitted in accordance with Title 43, Code of Federal Regulations (CFR), Part 4, which is summarized on the Form 1842-1 included in Appendix 4.0 of this DR and Approved Plan. The land use planning decisions are not appealable administratively.

Your notice of appeal must be filed with the BLM-Alaska Glennallen Field Office, Bureau of Land Management, P.O. Box 147, Glennallen, Alaska 99588 within 30 days of BLM's publication of notice of this DR and Approved Plan in the Federal Register. The appellant has the burden of showing that the decision appealed is in error. You may include a statement of reasons together with the notice of appeal, or you may file the statement of reasons separately, within 30 days after filing the appeal. If the statement of reasons is filed separate from the notice of appeal, the statement must be sent to the Interior Board of Land Appeals, Office of Hearings and Appeals, 801 N. Quincy Street, Suite 300, Arlington, VA 22203. It is suggested that any such documents be sent certified mail, return receipt requested.

If you wish to file a petition (pursuant to regulation 43 CFR 4.21) for a stay of the effectiveness of this decision during the time that the IBLA is reviewing your appeal, 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. If you request a stay, you have the burden of proof to demonstrate that a stay should be granted.

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 the immediate and irreparable harm if the stay is not granted; and,
4. Whether the public interest favors granting the stay.

Copies of the notice of appeal, statement of reasons, a petition for a stay, and all other supporting documents must also be sent to the Regional Solicitor, Alaska Region, U.S. Department of the Interior, 4230 University Drive, Suite 300, Anchorage, AK 99508.

APPROVED PLAN

1.0 INTRODUCTION

The BLM-Alaska Glennallen Field Office adopts and approves for immediate implementation the Outstandingly Remarkable Value (ORV) findings and associated management objectives, the Benefits Based Management (BBM) land use planning decisions and implementation actions, and the adaptive management implementation actions described in this Approved Plan for the Delta River SRMA. The Approved Plan is based on both land use planning decisions and implementation decisions that were adopted in the Decision Record for the Delta River SRMA. The ORVs are not a land use allocation or an implementation decision, but rather a finding based on a study/inventory process of what values or characteristics make the river worthy of special protection.

2.0 OUTSTANDINGLY REMARKABLE VALUE (ORV) FINDINGS AND ASSOCIATED MANAGEMENT OBJECTIVES

2.1 ORV-Recreation

Within all Wild and Scenic River (WSR) classification segments, the Delta Wild and Scenic River (DWSR) corridor provides outstandingly remarkable opportunities for a diversity of recreational experiences in a setting dominated by natural scenery and landscapes. The DWSR is one of a few easily accessible Wild and Scenic Rivers in the State of Alaska, providing both day use and overnight boating opportunities. A wide range of outstanding recreational opportunities attract people of all ages and abilities to the DWSR corridor; where individuals, families, and groups have historically established traditional family ties with the area. Some segments of the river corridor provide outstanding opportunities for river-related solitude, enjoyment of natural river sounds, and primitive and unconfined recreation in a natural, undisturbed environment. Other segments provide a remote setting for recreational activities such as wildlife viewing, fishing, hunting, trapping, camping, hiking, snowmachining, skiing, photography, OHV travel, and a variety of water for both the floater and motorized boater. Boating opportunities include both lake and river paddling on clear and glacial water stretches, challenging whitewater, and exceptional opportunities for both day use and extended overnight backcountry excursions.

Management Objectives (all WSR classification segments):

- Preserve the river and its immediate environment in its natural condition, while seeking to maintain a diversity of recreational experiences.
- Manage to maintain a primitive and semiprimitive recreational experience on specific segments of the river where visitors have opportunities for solitude.
- Manage recreational activities and facilities to maintain or enhance the undeveloped character of the river and surrounding environment.
- Ensure adequate instream flows to accommodate recreational opportunities.

2.2 ORV-Scenic

Within all WSR classification segments, the DWSR corridor provides unmatched and outstandingly remarkable scenic opportunities. The DWSR is flanked by both the low, rolling tundra hills of the Amphitheatre Mountains and the high, rugged snow-covered peaks and ridges of the Alaska Range, providing high-quality scenic vistas. The river and surrounding hills provide undisturbed views of the river canyon, waterfalls, channelized riverbeds, tributaries, granite rock outcroppings and glacial alluvial processes. There is a scenic interface of river, rock, tundra, and spruce-dominated forest within the river corridor. Photographic opportunities are nearly limitless with snow, water, rock, and vegetation interspersed over rolling hills, mountains, and deep river valleys.

Management Objectives (all WSR classification segments):

- Management activities will retain and seek to enhance the existing character of the landscape and Class I Visual Resource Management (VRM) viewshed within the river corridor.
- Improvements to recreational facilities within the river corridor will remain rustic and will be developed to harmonize with the natural surroundings of the area.

2.3 ORV-Cultural

The DWSR corridor contains outstandingly remarkable cultural resources within the *wild* and *scenic* classification segments, including portions of a 226,660-acre National Register Archaeological District created in 1971. The BLM-managed Tangle Lakes Archaeological District (TLAD) contains approximately 25,677 acres within the DWSR corridor, with nearly 280 recorded archaeological sites (Bowers 1989), and represents a roughly continuous history of human occupation from more than 10,000 years ago through the recent past. Almost all of the earliest known archaeological sites in the region are found within the designated river corridor, and there are likely hundreds of other unknown sites within this area (West 1981; Bowers 1989; Jangala et al 2009). Together, these factors make that portion of TLAD within the DWSR corridor nationally significant as one of the densest areas for early Holocene archaeology in the North American Sub-Arctic (Bowers 1989). Evidence of this prehistoric occupation can still be found within close proximity to many common campsites along the river corridor. The area also remains culturally significant for the Copper River Basin's Alaska Natives, the Ahtna Athabascans (Kari and Tuttle 2005; Jangala et al 2009). The river corridor contains dozens of recorded Ahtna names and was likely a long-term travel and trading route between the Copper River Basin and the Tanana Valley. The Ahtna consider the Tangle Lakes to be the ancient origin place of one of their oldest clans.

Management Objectives (Wild and Scenic classification segments):

- Manage activities within the DWSR corridor to preserve cultural values that contribute to its primitive character.
- Inventory areas within the DWSR corridor that have not received previous archaeological surveys for additional historic and archaeological sites, as well as places of religious and cultural importance for local Alaska Native peoples.
- Manage dispersed campsites and trails within the river corridor to eliminate erosion and minimize bare ground, thus reducing the potential for disturbance of archaeological sites.
- To reduce looting or vandalism, increase public knowledge of the significance of TLAD and the fragile nature of artifacts and archaeological sites that may be found within the river corridor.

2.4 ORV-Fisheries

Within the *wild* classification segment, the DWSR provides outstandingly remarkable habitat for a resident, world-class Arctic grayling fishery. Few rivers anywhere in the world can match the quality and quantity of the Arctic grayling fishery in the DWSR. Results of recent abundance estimates for Arctic grayling in the *wild* classification segment indicated the 17 km study area had one of the greatest densities ever recorded for a population of Arctic grayling ≥ 270 mm length (Gryska 2009).

Management Objectives (Wild classification segment):

- Manage designated campsites and social trails to reduce soil compaction, soil erosion, sedimentation, and riparian vegetation loss and damage.
- Maintain and restore elements of the sediment regime including timing, volume, rate, and character of sediment input, storage, and transport.
- Maintain water quality necessary to support healthy riparian, aquatic, and wetland ecosystems.
- Maintain or enhance the physical integrity of the aquatic system including shorelines, streambanks, and bottom configurations.
- Maintain instream flows sufficient to create and sustain riparian, aquatic, and wetland habitats and to retain patterns of sediment, nutrient, and wood routing.
- Maintain and restore the species composition and structural diversity of plant communities in riparian areas.
- Maintain habitat to support well-distributed populations of native plant, invertebrate and vertebrate riparian-dependent species.
- Cooperate with partner and research agencies in existing and future fish population monitoring, habitat assessment, habitat restoration, and research projects that are consistent with management objectives.

2.5 ORV-Wildlife

Within the *scenic* classification segment, the DWSR provides outstandingly remarkable wildlife viewing and photographic opportunities for a diversity of wildlife species. Migratory birds and waterfowl use the river corridor and the surrounding lakes as nesting areas. Trumpeter swans, a BLM sensitive species, nest in the wetlands of the Upper Tangle Lakes. Bald eagles frequent the area to nest and hunt for fish and various waterfowl. Grizzly bears frequent the lowlands to fish and to hunt where moose drop their calves. Moose inhabit the lowlands in the summer, while generally wintering at higher elevations in the surrounding hills. The *scenic* classification segment is also within the historical migratory path of the Nelchina Caribou Herd. Up to 34,000 caribou travel through this area each year in an annual migration to and from the calving grounds farther west. This exceptional combination of pristine habitat and wildlife contribute substantially to the functioning of the river ecosystem. Moreover, a unique tradition of subsistence use allows rural hunters to harvest moose and caribou in the river corridor, following long-held traditions passed on through thousands of years.

Management Objectives (Scenic classification segment):

- Maintain or enhance wildlife habitat for migratory birds and waterfowl.
- Protect habitat for Trumpeter swans, a BLM sensitive species.
- Reduce potential sources of disruption for the migration and wintering of the Nelchina Caribou Herd.
- Ensure sound wildlife habitat management for continued subsistence opportunities.
- Minimize human-bear encounters by encouraging visitors to use Leave No Trace camping techniques.

Table 2: Outstandingly Remarkable Values by WSR Classification

WSR Classification	Outstandingly Remarkable Values
Wild Segment (32% of the WSR corridor/ 20 Designated River Miles)	Recreation, Scenic, Cultural, Fisheries
Scenic Segment (39 % of the WSR corridor/ 24 Designated River Miles)	Recreation, Scenic, Cultural, Wildlife
Recreational Segment (29% of the WSR corridor/ 18 Designated River Miles)	Recreation, Scenic

3.0 BENEFITS BASED MANAGEMENT AND IMPLEMENTATION ACTIONS

The BLM has developed specific Benefits-Based Management (BBM) goals and objectives to address key issues identified during the initial planning studies for the Delta River SRMA. The BBM planning process involves identifying distinct Recreation Management Zones (RMZs) for the entire Delta River SRMA, each RMZ having a specific recreation niche or specialty, which serves the primary recreational market targeted within each zone. The development of RMZs within the Delta River SRMA is a land use planning allocation decision, based on the primary recreational activities that occur within different areas of the river corridor.

The BLM has adopted the Recreation Opportunity Spectrum (ROS) as a tool to describe the existing recreational setting character and to prescribe the desired recreational setting character (BLM LUP H 1601-1, Appendix C) for each RMZ. The ROS provides a framework for classifying the diversity of recreational opportunities on public lands to accommodate a wide range of recreational users and

activities. Typically, the ROS is divided into six major classes: urban, rural, roaded natural, semiprimitive motorized, semiprimitive nonmotorized, and primitive. Along this continuum, physical, social, and managerial conditions vary. One ROS class will be applied to each RMZ to help define the actual experience setting that will facilitate the desired outcomes for each RMZ. The RMZs and targeted ROS experience settings for the Delta River SRMA are included in Table 3.

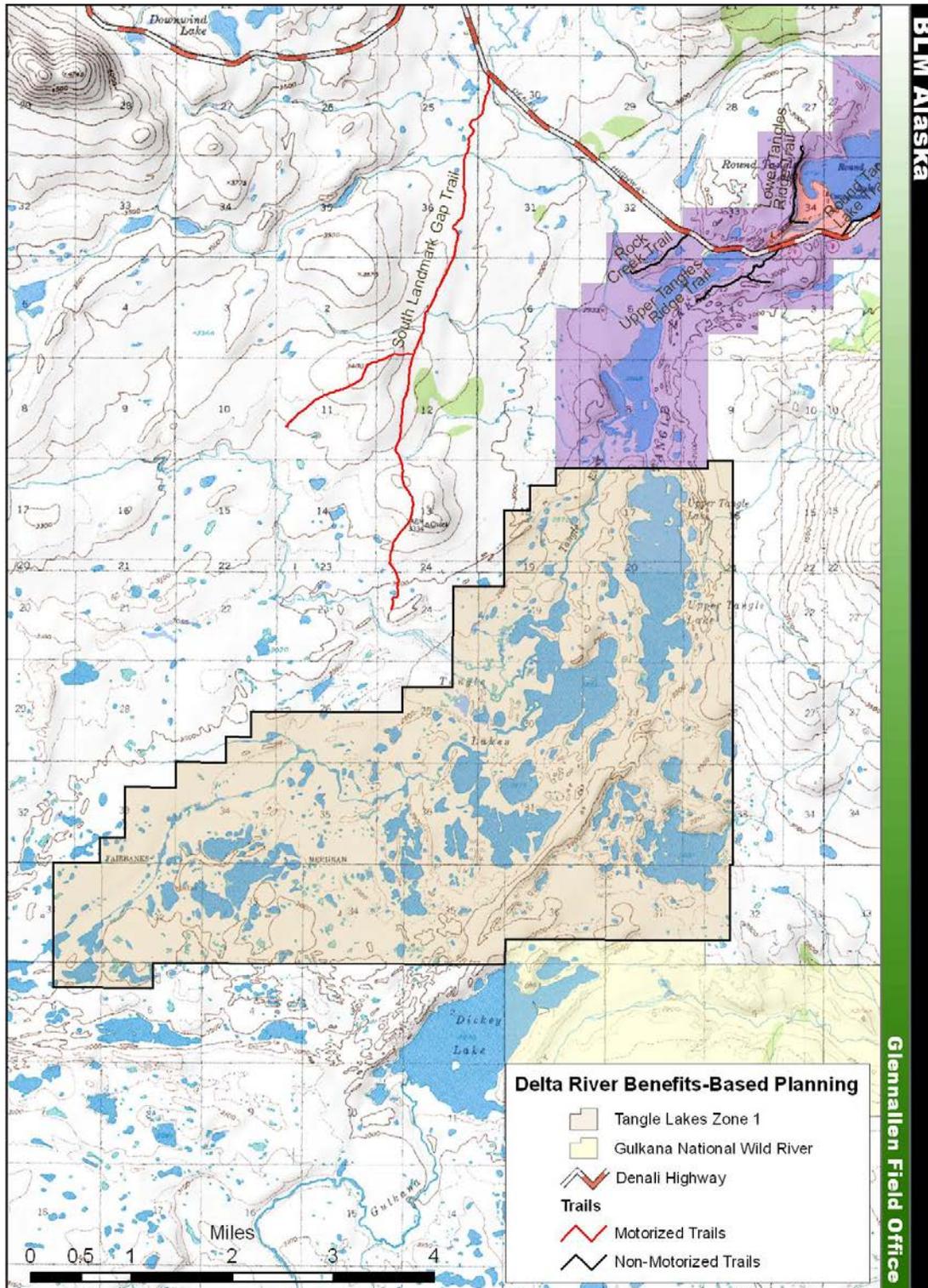
Table 3: ROS Experiences by RMZ

Recreation Management Zone	ROS Experience to be Managed For	Definition of Experience
Tangle Lakes Zone 1	Semiprimitive nonmotorized	Area is characterized by a high degree of naturalness. Concentration of users is low to moderate, but solitude is still possible. Area is free of motorized roads and trails, but some motorized boating use is present, limited by physical terrain features. Vegetation and soils are predominantly natural, but some impacts exist at campsites. Management presence is subtle and limited, absent of any facilities.
Tangle Lakes Zone 2	Semiprimitive motorized	Area is characterized by a predominantly naturally appearing environment. Concentration of users is moderate, and solitude is sometimes difficult to find. Motorized uses are common. Sights and sounds of the road system may or may not be dominant, but all portions are near motorized activities. Vegetation and soils are predominantly natural, but some impacts exist at campsites.
Tangle Lakes Developed Zone 3	Roaded Natural	Area is characterized by a moderate degree of naturalness, within sight and sounds of humans. User concentrations may be high in popular recreational sites, such as waysides, campgrounds, and water access points. Basic facilities exist for user convenience and safety, with a moderate level of management presence. Area is accessible by paved or gravel roads to conventional motorized vehicles.
Delta River Zone 4	Primitive	Area is characterized by an essentially unmodified natural environment, managed for primitive attributes and solitude. Concentration of users is very low and evidence of use is minimal. Sights and sounds of the road system are nonexistent and area is remote. Facilities are rustic and built for resource protection only. There is little or no evidence of motorized use, including OHV trails.
Delta River Zone 5	Semiprimitive motorized	See description for Tangle Lakes Zone 2.

3.1 Tangle Lakes Zone 1

Tangle Lakes Zone 1 is accessed from the DWSR Wayside and includes the southern portion of the Upper Tangle Lakes system to the extent of the river corridor boundary (this zone does not include the first lake and portage of the Upper Tangles, which is located in Tangle Lakes Zone 2). The zone is located entirely within the TLAD and contains approximately 13,362 acres of BLM-managed lands.

Map 2: Tangle Lakes Zone 1



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Tangle Lakes Zone 1

EARMP AMENDMENT LAND USE PLANNING DECISIONS		
PRIMARY MARKET STRATEGY	PRIMARY MARKET	
Destination	Nonmotorized boaters and hikers from Alaska	
NICHE DECISION		
<p>The unique features of this zone allow for visitors to engage in diverse recreational activities in a semiprimitive environment that becomes more primitive as you travel further from the Denali Highway, while remaining relatively close to facilities that provide easy access to the zone.</p>		
MANAGEMENT OBJECTIVE DECISION		
<p>The primary focus within the zone will be to manage and provide opportunities for nonmotorized lake boating, dispersed hiking and wildlife-viewing activities. Recreational emphasis will be on providing a semiprimitive nonmotorized experience in an easily accessible, naturally appearing landscape.</p>		
PRIMARY TARGETED OUTCOMES		
Activities	Experiences	Benefits
<ul style="list-style-type: none"> • nonmotorized lake boating • dispersed hiking • wildlife viewing 	<ul style="list-style-type: none"> • enjoying solitude, natural quiet and natural sounds • learning about nature and wildlife 	<ul style="list-style-type: none"> • greater self-reliance and confidence • closer relationship with the natural world
SETTING CHARACTER DECISION -- SEMIPRIMITIVE NONMOTORIZED		
Physical	Social	Administrative
<p>Remoteness: The zone will be managed for a semiprimitive nonmotorized experience, with opportunities for a more primitive experience as you travel further from the Denali Highway.</p> <p>Naturalness: The zone is natural in appearance, but may be within site of the Denali Highway and developed facilities. Conditions become more primitive as you progress further south.</p> <p>Facilities: 15 primitive campsites will be designated for overnight use. Portage trails between the lakes will remain unimproved.</p>	<p>Contacts: Manage for 4-6 encounters per day on the weekend, and 2-4 encounters per day during the week.</p> <p>Group Size: Manage for an average group size of 3-5 people.</p> <p>Evidence of Use: Minor evidence of use, including slight vegetation trampling at campsites and on portage routes will be expected.</p>	<p>Mechanized Use: Decisions regarding mechanized use are described below under <i>Travel Management</i>.</p> <p>Management Controls: Agency personnel will conduct field patrols approximately three times per season.</p> <p>Visitor Services: River patrol crews will make contact with lake and river users.</p>

DELTA SRMA IMPLEMENTATION DECISIONS

Management

Adaptive Management Actions:

Actions described in Chapter 4.0 for the management of litter, human waste, fire rings, campsite impacts, and private/commercial user capacity will be adopted. Impact levels will be monitored; if standards are exceeded, management actions will be implemented as described.

Special Recreation Permits (SRP):

Commercial group sizes will be limited to 10 people per campsite. Commercial guides and their clients will be required to use designated campsites and portable toilets. Competitive events may be authorized based on compatibility with specified ORVs for the zone.

Travel Management:

Tangle Lakes Zone 1 is located entirely within the TLAD. Special Rules for the TLAD limit OHV travel to designated OHV trails from May 16 through Oct. 15, or until such time that adequate snow cover or ground frost is present to protect archaeological resources. There are no existing designated OHV trails within the zone.

Unauthorized OHV routes will be closed and rehabilitated. Signs that identify OHV use limitations will be used to reinforce TLAD trail restrictions. The BLM will monitor visitor use to ensure the protection of resources and compliance with TLAD trail restrictions. Education and enforcement will be used to help limit the proliferation of unauthorized trails.

Portage trails between the lakes will remain unimproved and trail maintenance will only be used to prevent resource damage and trail proliferation, using native materials (e.g., rocks, spruce) and primitive trail construction methods. Trail reroutes or closure of spur trails within the portage areas may be used to prevent the proliferation of redundant trails. If trail proliferation does occur, rock cairns or unobtrusive signage may be used to mark the portage routes.

Public use of pack animals, mechanized travel (e.g., mountain bikes) and dog mushing will be allowed throughout the zone. The BLM will recommend the use of certified weed-free forage and bedding for pack animals and dog mushing.

Motorized boating and airplane landings will not be prohibited, unless monitoring shows that adverse impacts are occurring to recreational, wildlife, riparian, and/or water quality resource values. Upon a finding that any of these resource values are being adversely affected as a result of motorized boating or airplane landings, an ANILCA closure process would be implemented in compliance with the procedures outlined in 43 CFR 36.11(h). New airstrips will not be authorized within the management zone.

Facilities:

There will be no developed facilities within the zone. Public use cabins will not be considered for development. The absence of facilities is a characteristic that makes this zone unique, providing solitude in a natural, primitive setting.

Education and Interpretation:

Information will be developed to inform and educate visitors about current river resource conditions, rules and regulations, recreational opportunities, and Leave No Trace low-impact camping techniques. River crews will make contact with users to educate low-impact camping and river ethics. The primary goal within this zone is to provide interpretation of area resources through self-discovery.

<p>Marketing</p>	<p>Recreational opportunities within the zone will be marketed by providing information on BLM-Alaska’s website, social media sites, and publications.</p> <p>User groups, communities, volunteers, and other interested parties may help to monitor and maintain river resources through partnerships and special events.</p>
<p>Monitoring</p>	<p>The BLM will ensure that BBM outcomes and objectives are being met and setting prescriptions are maintained through the administration of BBM visitor satisfaction surveys.</p> <p>BLM-Alaska will conduct monitoring and periodic assessments for impacts to recreational, wildlife, riparian and/or water quality resource values within the management zone and use the following guidelines as a baseline to quantify possible adverse impacts during the life of the plan:</p> <p>Recreational Resources:</p> <p>BLM-Alaska will conduct recreational monitoring to determine the level of motorized boating and airplane landings. This monitoring will include the administration of river user surveys, river overflights, and river patrols to determine whether motorized boating use or airplane landings are occurring, and to quantify the level of use.</p> <p>Wildlife Resources:</p> <p>BLM-Alaska will perform periodic assessments of wildlife habitats to ensure a diversity and abundance of waterfowl and migratory birds. This includes the effects of human disturbances on breeding, nesting, and productivity of Trumpeter swans and other migratory birds. Periodic breeding bird surveys will assess occupancy and productivity. The BLM will also develop and participate in research partnership efforts to gain a better understanding of the effects of human disturbance to sensitive status birds and their habitats.</p> <p>Riparian Resources:</p> <p>Habitat assessments will be completed to evaluate the physical condition of riparian and wetland areas. Using established BLM protocols, proper functioning condition (PFC) assessments will help the BLM determine if motorized boating and airplane landings are adversely affecting riparian and/or wetland vegetation. The desired condition for riparian and wetland vegetation is to maintain diverse age-class distribution and composition, presence of species that indicate the maintenance of riparian/wetland soil moisture characteristics, deep-rooted riparian species, vigorous riparian vegetation, adequate vegetative cover to protect streambanks and dissipate energy during high flows, and communities with an adequate source of coarse and/or large woody material.</p> <p>Water Quality:</p> <p>Water quality baseline data will be periodically collected to assess possible adverse impacts, including monitoring for petroleum hydrocarbons resulting from motorized boating and/or airplane landings.</p> <p>Using an adaptive management approach, the BLM will monitor and evaluate whether identified standards are being maintained for litter, human waste, fire rings, private and commercial user capacities and campsite impacts. Monitoring will be conducted using river patrols, river surveys, and visitor registration. Management actions (described in Chapter 4.0) will be implemented in response to monitored conditions.</p>

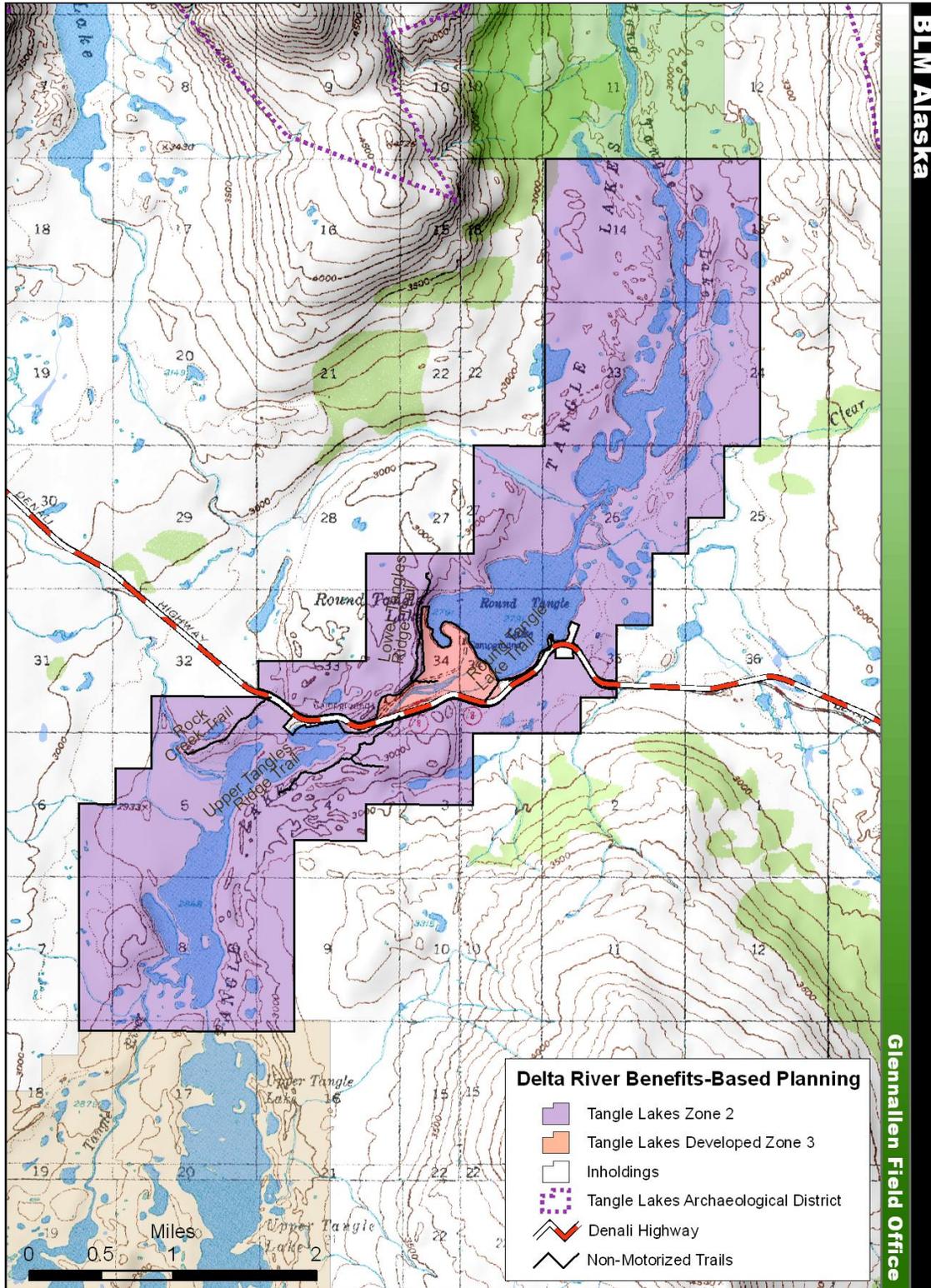
Administrative	<p>Special Rules for the river corridor will be developed in accordance with 43 CFR 8351.2-1 to codify the following administrative restrictions:</p> <p>Travel Management:</p> <p>The use of snowmachines and OHVs will only be allowed during periods of adequate snow cover (at least 6" of ground frost or 12" of snow cover).</p> <p>Group Size:</p> <p>Group sizes will be limited to a maximum of 10 people per campsite. Groups in excess of 10 people per campsite must obtain written authorization with special stipulations from the BLM.</p> <p>Occupancy and Use:</p> <p>Camping will be limited to 14 consecutive days within the river corridor within any 60-day period. Designated campsites must be used when camping within 200 feet of the river or lake shoreline. Dispersed camping (more than 200 feet from the shoreline) will be allowed when using Leave No Trace low-impact camping methods.</p> <p>It is prohibited to discharge a firearm or any other implement capable of taking human life, causing injury, or damaging property at any time within 150 yards of a residence, building, developed or undeveloped recreation site, or occupied area; or at any time across or on any public road, or across or on any trail or body of water whereby any person or property is exposed to injury or damage as a result of such discharge.</p> <p>Chainsaw Use and Firewood Gathering:</p> <p>The use of chainsaws for campsite firewood will be prohibited. Only dead and down wood may be used for campfires. The cutting of green trees and green vegetation will not be allowed.</p> <p>Fireworks:</p> <p>The use of fireworks will be prohibited.</p> <p>Supply Caching:</p> <p>The caching of supplies will only be allowed through written authorization with special stipulations from the BLM.</p> <p>Disposal of Human Waste:</p> <p>Proper disposal of human wastes per Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020 will be required¹. Commercial guides and their clients will be required to use portable toilets.</p>
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¹ Human waste shall not be disposed of on state-owned shorelands (such as gravel bars and sand bars), in accordance with AS 46.03.800 - 810. On all lands including state, federal and private, human waste may be disposed of in a cathole at least 100 feet away from the ordinary high water mark of streams, rivers, or lakes in accordance with Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020.

3.2 Tangle Lakes Zone 2

Tangle Lakes Zone 2 includes the first lake and portage area of the Upper Tangle Lakes (accessed from the DWSR Wayside), Round Tangle Lake, and portions of Long Tangle Lake. The zone is located entirely within the TLAD and contains approximately 6,603 acres of BLM-managed lands.

Map 3: Tangle Lakes Zone 2



Tangle Lakes Zone 2

EARMP AMENDMENT LAND USE PLANNING DECISIONS		
PRIMARY MARKET STRATEGY	PRIMARY MARKET	
Destination	Motorized and nonmotorized boaters and hikers from Alaska National and international visitors traveling the Denali Highway	
NICHE DECISION		
The zone provides opportunities for visitors to engage in easily accessible, water-based recreational experiences on the lake system, and developed trail hiking opportunities in the surrounding uplands, while located relatively close to campground and wayside facilities.		
MANAGEMENT OBJECTIVE DECISION		
The primary focus within the zone will be to manage and provide opportunities for motorized and nonmotorized lake boating and developed trail hiking activities. Recreational emphasis will be on providing a semiprimitive motorized experience offering social group and family affiliation opportunities in an easily accessible, naturally appearing landscape.		
PRIMARY TARGETED OUTCOMES		
Activities	Experiences	Benefits
<ul style="list-style-type: none"> • hiking • motorized lake boating • nonmotorized lake boating 	<ul style="list-style-type: none"> • learning about nature • physical exercise 	<ul style="list-style-type: none"> • improved health/fitness • closer relationship with the natural world
SETTING CHARACTER DECISION – SEMIPRIMITIVE MOTORIZED		
Physical	Social	Administrative
<p>Remoteness: The zone will be managed for a semiprimitive motorized experience with a low to moderate concentration of users.</p> <p>Naturalness: The zone is natural in appearance, but within site of the highway and developed facilities.</p> <p>Facilities: 25 primitive campsites will be designated for overnight use. There will be one unimproved portage trail located between the first and second lakes of the Upper Tangles. Four nonmotorized hiking trails will be designated and developed within the zone.</p>	<p>Contacts: Manage for 6-10 encounters per day on the weekend; and 4-6 encounters per day during the week.</p> <p>Group Size: Manage for an average group size of 4-6 people.</p> <p>Evidence of Use: Minor evidence of use, including slight vegetation trampling at campsites and on hiking trails will be expected</p>	<p>Mechanized Use: Decisions regarding mechanized use are described below under <i>Travel Management</i>.</p> <p>Management Controls: Agency personnel will conduct field patrols approximately three times per season.</p> <p>Visitor Services: River patrol crews will make contact with lake and river users. Publications will be available and interpretive information will be provided at the boat launches.</p>

DELTA SRMA IMPLEMENTATION DECISIONS

<p>Management</p>	<p>Adaptive Management Actions:</p> <p>Actions described in Chapter 4.0 for the management of litter, human waste, fire rings, campsite impacts, and private/commercial user capacity will be adopted. Impact levels will be monitored; and if standards are exceeded, management actions will be implemented as described.</p> <p>Special Recreation Permits (SRP):</p> <p>Commercial group sizes will be limited to 10 people per campsite. Commercial guides and their clients will be required to use designated campsites and portable toilets. Competitive events may be authorized based on compatibility with specified ORVs for the zone.</p> <p>Travel Management:</p> <p>Tangle Lakes Zone 2 is located entirely within the TLAD. Special Rules for the TLAD limit OHV travel to designated OHV trails from May 16 - October 15, or until such time that adequate snow cover or ground frost is present to protect archaeological resources. There are no existing designated OHV trails within the zone.</p> <p>The Round Tangle Lake Trail and a trail at Mile 22 Denali Highway North are unauthorized OHV trails and will be closed to OHV use and rehabilitated. Signs that identify OHV use limitations will be used to reinforce TLAD trail restrictions. The BLM will monitor visitor use to ensure the protection of resources and compliance with TLAD trail restrictions. Education and enforcement will be used to help limit the proliferation of unauthorized trails.</p> <p>A designated hiking trail system will be developed within the zone. Trails will be designated as nonmotorized, and interpretive panels may be installed to educate users about the archaeological significance and subsistence lifestyles of the area. Designated nonmotorized hiking trails will include the Lower Tangles Ridge Trail, Rock Creek Trail, Upper Tangles Ridge Trail, and the Round Tangle Lake Trail.</p> <p>Public use of pack animals, mechanized travel (e.g., mountain bikes) and dog mushing will be allowed throughout the zone. These uses will not be prohibited on designated, nonmotorized hiking trails unless monitoring shows that adverse impacts are occurring to trail resource values or compromising visitor safety. Upon a finding that trail resource values are being adversely affected or visitor safety is being compromised as a result of these uses, an ANILCA closure process would be implemented in compliance with the procedures outlined in 43 CFR 36.11(h). The BLM will recommend the use of certified weed-free forage and bedding for pack animals and dog mushing.</p> <p>The portage trail located between the first and second lakes of the Upper Tangles will remain unimproved and trail maintenance will only be used to prevent resource damage and trail proliferation, using native materials (e.g., rocks, spruce) and primitive trail construction methods. If trail proliferation does occur, rock cairns and signage may be used to mark the portage route.</p> <p>There will be no restrictions on motorized boating or airplane landings. New airstrips will not be authorized within the zone. The BLM will monitor water quality within the zone. If measured petroleum hydrocarbon levels exceed State water quality standards, the BLM will consider restrictions to meet the standards.</p> <p>Facilities:</p> <p>There will be no developed facilities within the zone. Outhouses will not be constructed along the portage, and public use cabins will not be considered for development.</p>
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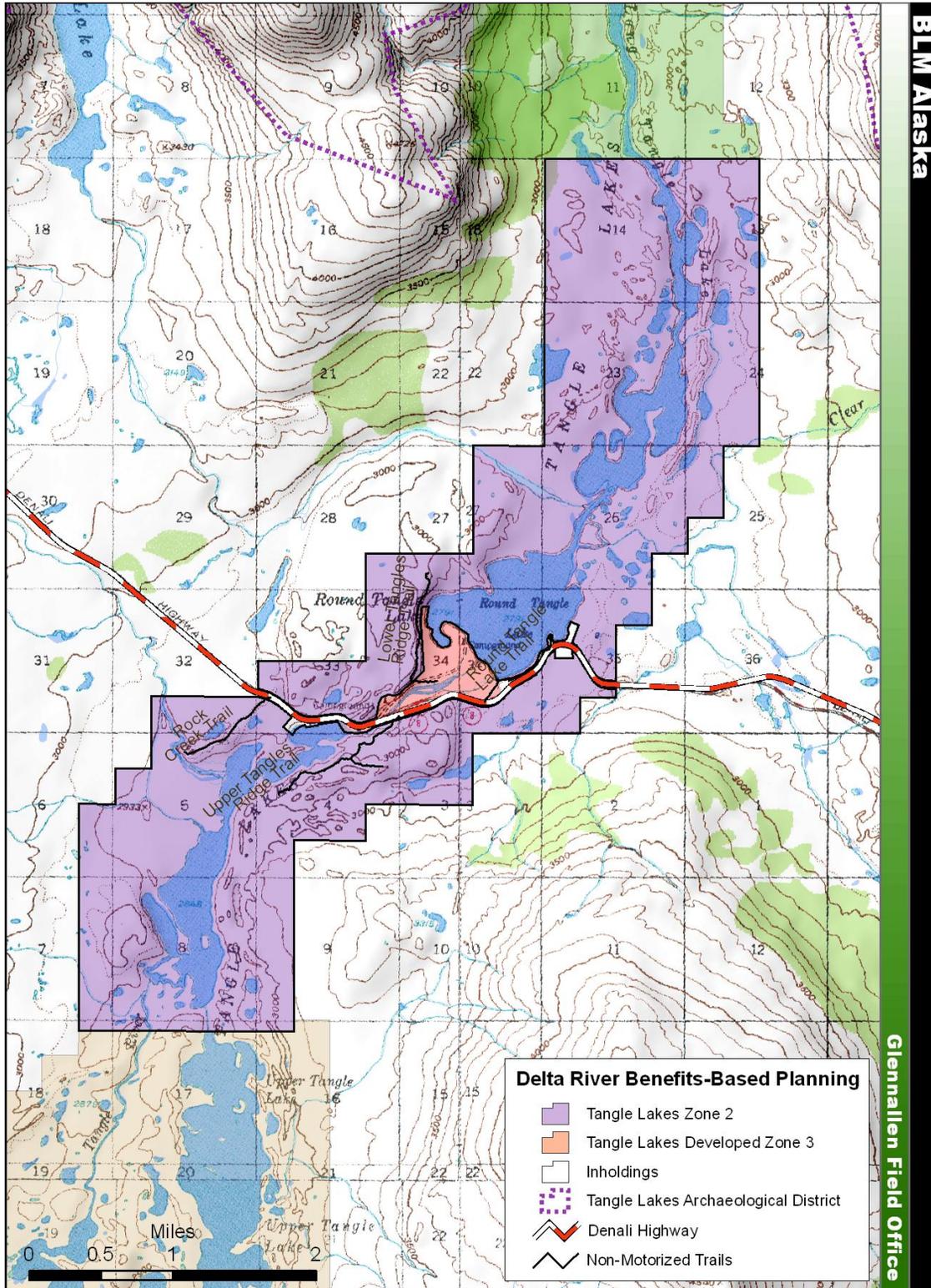
<p>Management</p>	<p>Property Acquisition:</p> <p>The BLM will consider the acquisition of private parcels for sale within the zone for inclusion into the DWSR corridor. In the event that future land acquisition proposals are being considered in the DWSR corridor, a public meeting will be held in the affected area to solicit public comments on the proposal.</p> <p>Education and Interpretation:</p> <p>Educational and interpretive materials will be targeted to help develop an understanding of subsistence lifestyles, cultural awareness, natural resource protection, recreational opportunities, and the need for use restrictions. Interpretive panels will be developed for nonmotorized trails to promote a better cultural and natural resource awareness of the area. River crews will make contact with river users to discuss Leave No Trace river ethics.</p>
<p>Marketing</p>	<p>Recreational opportunities within the zone will be widely marketed and will include information on BLM-Alaska's website, social media sites, publications, and interpretive displays. Marketing of this zone helps to support local area businesses and private enterprises.</p> <p>User groups, communities, volunteers, and other interested parties may help to monitor and maintain river resources through partnerships and special events.</p>
<p>Monitoring</p>	<p>The BLM will assure that BBM outcomes and objectives are being met and setting prescriptions are being maintained through the administration of BBM visitor satisfaction surveys.</p> <p>Using an adaptive management approach, the BLM will monitor and evaluate whether identified standards are being maintained for litter, human waste, fire rings, private and commercial user capacities and campsite impacts. Monitoring will be conducted using river patrols, river surveys, and visitor registration. Management actions (described in Chapter 4.0) will be implemented in response to monitored conditions.</p>
<p>Administrative</p>	<p>Special Rules for the river corridor will be developed in accordance with 43 CFR 8351.2-1 to codify the following administrative restrictions:</p> <p>Travel Management:</p> <p>The use of snowmachines and OHVs will only be allowed during periods of adequate snow cover (at least 6" of ground frost or 12" of snow cover).</p> <p>Group Size:</p> <p>Group sizes will be limited to a maximum of 10 people per campsite. Groups in excess of 10 people per campsite must obtain written authorization with special stipulations from the BLM.</p> <p>Occupancy and Use:</p> <p>Camping will be limited to 14 consecutive days within the river corridor within any 60-day period. Designated campsites must be used when camping within 200 feet of the river or lake shoreline. Dispersed camping (more than 200 feet from the shoreline) will be allowed when using Leave No Trace low-impact camping methods.</p> <p>It is prohibited to discharge a firearm or any other implement capable of taking human life, causing injury, or damaging property at any time within 150 yards of a residence, building, developed or undeveloped recreation sites, or occupied area; or at any time</p>

Administrative	<p>across or on any public road, or across or on any trail or body of water whereby any person or property is exposed to injury or damage as a result of such discharge.</p> <p>Chainsaw Use and Firewood Gathering:</p> <p>The use of chainsaws for campsite firewood will be prohibited. Only dead and down wood may be used for campfires. The cutting of green trees and green vegetation will not be allowed.</p> <p>Fireworks:</p> <p>The use of fireworks will be prohibited.</p> <p>Supply Caching:</p> <p>The caching of supplies will only be allowed through written authorization with special stipulations from the BLM.</p> <p>Disposal of Human Waste:</p> <p>Proper disposal of human wastes per Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020 will be required. Commercial guides and their clients will be required to use portable toilets.</p>
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3.3 Tangle Lakes Developed Zone 3

Tangle Lakes Developed Zone 3 includes the Tangle Lakes Campground, DWSR Wayside, and portions of the Tangle River that flow through the developed facility areas. The zone is located entirely within the TLAD and contains approximately 248 acres of BLM-managed lands.

Map 4: Tangle Lakes Developed Zone 3



Tangle Lakes Developed Zone 3

EARMP AMENDMENT LAND USE PLANNING DECISIONS		
PRIMARY MARKET STRATEGY	PRIMARY MARKET	
Destination	National and international visitors traveling the Denali Highway	
NICHE DECISION		
<p>The zone provides opportunities for visitors to engage in day use activities and overnight camping in an easily accessible, developed recreation setting with a moderate level of BLM management presence. Close proximity to the Denali Highway and commercial services provides limited amenities and assistance if needed.</p>		
MANAGEMENT OBJECTIVE DECISION		
<p>The primary focus within the zone will be to manage and provide opportunities for developed overnight camping and fishing activities in BLM facilities that are easily accessible from the Denali Highway. Recreational emphasis will be on providing a roaded natural experience, offering social group and family affiliation opportunities within a partially modified, naturally appearing landscape.</p>		
PRIMARY TARGETED OUTCOMES		
Activities	Experiences	Benefits
<ul style="list-style-type: none"> • developed camping • fishing 	<ul style="list-style-type: none"> • spending time with family and friends • experiencing cultural history 	<ul style="list-style-type: none"> • social interaction with other visitors • stronger ties with family and friends
SETTING CHARACTER DECISION – ROADED NATURAL		
Physical	Social	Administrative
<p>Remoteness: The zone will be managed for a roaded natural experience, where other users are routinely expected, but privacy is still possible within designated campsites.</p> <p>Naturalness: The zone is partially modified by gravel roads, recreation facilities, and evidence of adjacent private property, but this does not overpower the natural features of the surrounding landscape.</p> <p>Facilities: Facilities within the zone will include the campground, wayside, two boat launches, and interpretive sites.</p>	<p>Contacts: Manage for a high level of encounters with other visitors within the developed facilities. People are generally present at campsites, but distant enough to prevent interactions.</p> <p>Group Size: Manage for group sizes not to exceed 10 people and two vehicles per designated campsite.</p> <p>Evidence of Use: Areas are gravel surfaced for erosion control. Worn soils and trampled vegetation may be present in isolated locations along the Tangle River, and in some areas throughout the developed facilities.</p>	<p>Mechanized Use: Decisions regarding mechanized use are described below under <i>Travel Management</i>.</p> <p>Management Controls: Volunteer campground hosts will be present at the Tangle Lakes Campground and DWSR Wayside. Agency and law enforcement personnel will be periodically present within the campground and wayside.</p> <p>Visitor Services: Publications will be available and interpretive information will be posted throughout the developed facilities.</p>

DELTA SRMA IMPLEMENTATION DECISIONS

Management	<p>Litter:</p> <p>Litter receptacles will be provided in the developed facility areas. Campground hosts will provide education regarding proper litter disposal.</p> <p>Human and Pet Waste:</p> <p>The BLM will require the proper disposal of human and pet wastes per ADEC and CFR 8365 regulations that address litter and solid waste disposal, water pumping restrictions, and other sanitation issues.</p> <p>Fire Rings:</p> <p>Metal fire rings will be provided in designated campsites and picnic areas in the developed facilities.</p> <p>Campsite Impacts:</p> <p>The BLM redesigned the developed and designated campsites at the Tangle Lakes Campground to reduce vegetation damage through the unauthorized creation of campsites. A separate EA analyzed site-specific considerations related to the campground redesign. The BLM closed and rehabilitated the undesignated campsites. For future development, the BLM may consider walk-in campsites from the campground to locations along Round Tangle Lake and the Tangle River.</p> <p>Private and Commercial User Capacity:</p> <p>Campground use will be self-limiting due to restrictions on the number of people and vehicles per site. A campsite map showing the 45 designated campsites is available for the public. These sites are available on a first-come, first-serve basis.</p> <p>Special Recreation Permits (SRP):</p> <p>Commercial group sizes will be limited to 10 people per campsite. Competitive events may be authorized based on compatibility with specified ORVs for the zone.</p> <p>Travel Management:</p> <p>Tangle Lakes Developed Zone 3 is located entirely within the TLAD. Special Rules for the TLAD limit OHV travel to designated OHV trails from May 16 - Oct. 15, or until such time that adequate snow cover or ground frost is present to protect archeological resources. There are no existing designated OHV trails within the zone.</p> <p>Unauthorized OHV routes will be closed and rehabilitated. Signs that identify OHV use limitations will be used to reinforce TLAD trail restrictions. The BLM will monitor trails to ensure the protection of resources and compliance with TLAD trail restrictions. Education and enforcement will be used to help limit the proliferation of unauthorized trails.</p> <p>Public use of pack animals, mechanized travel (e.g., mountain bikes) and dog mushing will be allowed throughout the zone. The BLM will recommend the use of certified weed-free forage and bedding for pack animals and dog mushing.</p> <p>Motorized boating has never been observed, nor is it practical in the Tangle River; being naturally restricted by very shallow river conditions and river width. Airplane landings are not practical in the developed facilities due to the lack of suitable airstrips. There will be no formal restrictions on motorized boating or airplane landings. Restrictions would be considered in the future if needed to prohibit these</p>
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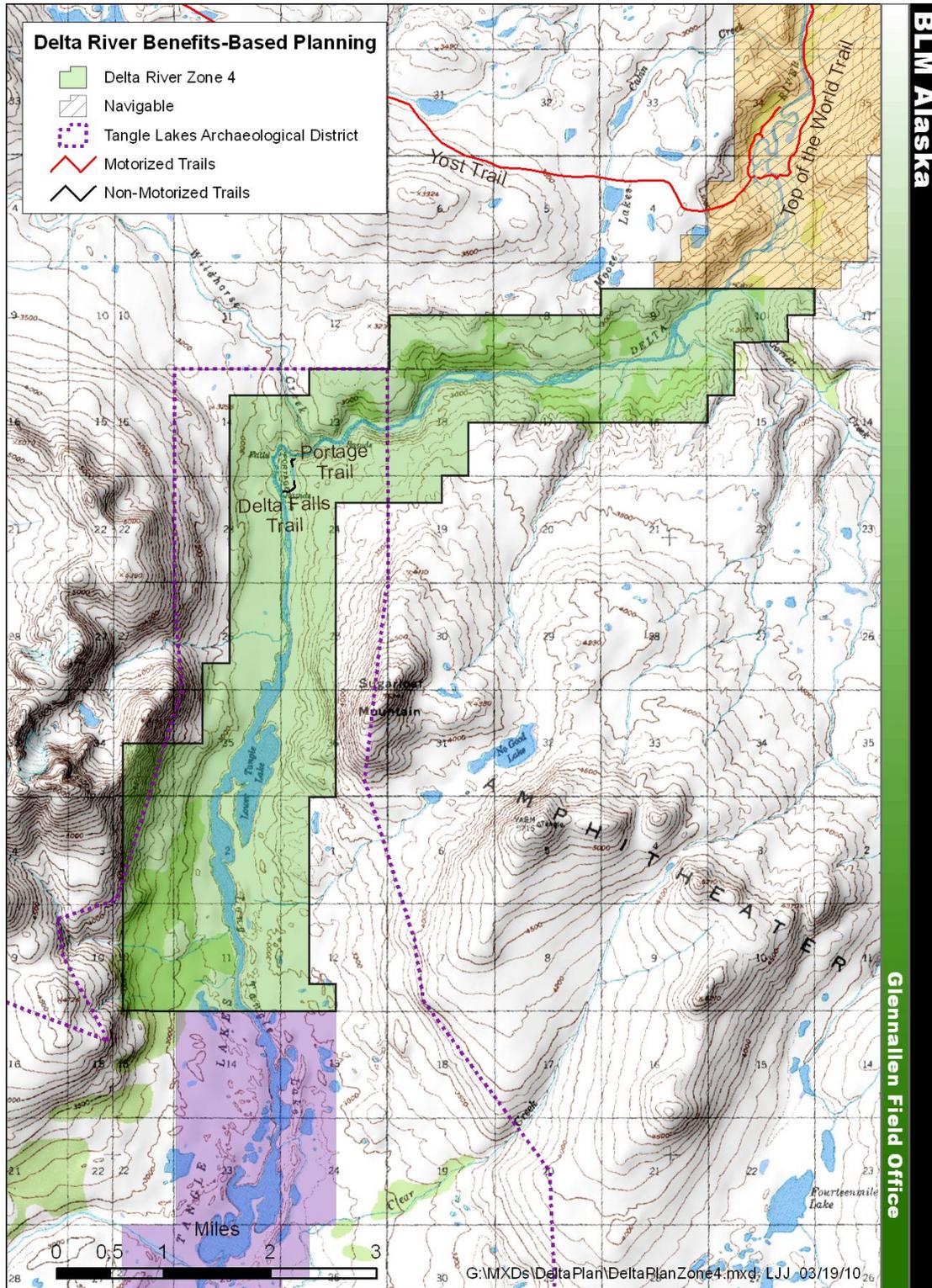
<p>Management</p>	<p>uses in the Tangle River and developed facilities within the management zone. Upon a finding that visitor safety is being compromised as a result of these uses, an ANILCA closure process would be implemented in compliance with the procedures outlined in 43 CFR 36.11(h). New airstrips will not be authorized within the zone.</p> <p>Facilities:</p> <p>Future facility developments may include the construction of a wayside at the campground entrance that would provide day use services with parking facilities, outhouses, picnicking facilities, interpretive panels, and walking trails along the Tangle River. After the redesign of the campground, user fees will be implemented for overnight use. Public use cabins will not be considered for development. Boat launch facilities will include boater registration kiosks, river survey boxes, and interpretive panels. The installation of an educational river portal facility or portable toilet cleanout facility would be considered if a permit system is implemented and if portable toilets are required by river and lake users in the future.</p> <p>Property Acquisition:</p> <p>The BLM will consider acquisition of private parcels for sale within the zone for inclusion into the DWSR corridor. In the event that future land acquisition proposals are being considered in the DWSR corridor, a public meeting will be held in the affected area to solicit public comments on the proposal.</p> <p>Education and Interpretation:</p> <p>The BLM will provide educational and interpretive panels to promote a better cultural and natural resource awareness of the area. Materials will be targeted to help develop an understanding of subsistence lifestyles, cultural awareness, natural resource protection, recreational opportunities, and the need for use restrictions. Leave No Trace education will be emphasized with presentations at the boat launches and by providing interpretive materials throughout the developed facilities.</p>
<p>Marketing</p>	<p>Recreational opportunities within the zone will be widely marketed and will include information on BLM-Alaska’s website, social media sites, publications, and interpretive displays. Marketing of this zone helps to support local area businesses and private enterprises.</p> <p>User groups, communities, volunteers, and other interested parties may help to maintain river resources through partnerships and special events.</p>
<p>Monitoring</p>	<p>The BLM will assure that BBM outcomes and objectives are being met and setting prescriptions are being maintained through the administration of BBM visitor satisfaction surveys.</p> <p>Volunteer campground hosts will provide information and education and provide a point of contact for user input and suggestions. Registration and comment cards will be provided for visitors to express their concerns or appreciation.</p> <p>Law enforcement staff will periodically patrol the facilities to provide enforcement of rules and regulations, and will assure that measures are in place to enforce administrative restrictions.</p> <p>Maintenance and management oversight will be provided on a routine basis. Periodic and annual safety inspections will be conducted for all developed facilities.</p>

Administrative	<p>Supplemental Rules for the developed facilities will be developed in accordance with 43 CFR 8365 to codify the following administrative restrictions:</p> <p>Travel Management:</p> <p>The use of snowmachines and OHVs to travel cross country will only be allowed during periods of adequate snow cover (at least 6” of ground frost or 12” of snow cover). The use of OHVs within the Tangle River will be prohibited. OHV use will only be allowed for ingress and egress to the developed facilities on gravel travel routes designated for motorized travel. The use of OHVs within the developed facilities, other than for ingress or egress, will be prohibited.</p> <p>Group Size:</p> <p>Group sizes will be limited to a maximum of 10 people and two vehicles per designated campsite (one of which may be a recreational vehicle). Groups in excess of 10 people may camp in the designated group camping areas.</p> <p>Occupancy and Use:</p> <p>Camping will be limited to 14 consecutive days within the river corridor within any 60-day period. Designated campsites must be used within the campground. Overnight camping will be prohibited at the DWSR wayside day use facility. Unoccupied, overnight parking of vehicles will be allowed at the wayside to preserve overnight access to the Upper Tangle Lakes.</p> <p>It is prohibited to discharge a firearm or any other implement capable of taking human life, causing injury, or damaging property at any time within 150 yards of a residence, building, developed or undeveloped recreation sites, or occupied area; or at any time across or on any public road, or across or on any trail or body of water whereby any person or property is exposed to injury or damage as a result of such discharge.</p> <p>Chainsaw Use and Firewood Gathering:</p> <p>Firewood collecting will be prohibited within the developed facilities or along the Tangle River. Firewood must be brought from outside the river corridor. The use of chainsaws for cutting campsite firewood will be allowed in the developed facilities.</p> <p>Fireworks:</p> <p>The use of fireworks will be prohibited.</p> <p>Disposal of Human and Pet Waste:</p> <p>Proper disposal of human wastes per Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020 will be required. Pet waste, including pack animal wastes, must be properly disposed of and any campsites cleaned of animal waste prior to vacating the campsite.</p>
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3.4 Delta River Zone 4

Delta River Zone 4 includes the upper Delta River from Long Tangle Lake to the confluence of Garrett Creek, containing approximately 8,309 acres of BLM-managed lands. The southern portion of the zone is located within the TLAD.

Map 5: Delta River Zone 4



Delta River Zone 4

EARMP AMENDMENT LAND USE PLANNING DECISIONS		
PRIMARY MARKET STRATEGY	PRIMARY MARKET	
Destination	Nonmotorized boaters and hikers from Alaska	
NICHE DECISION		
The zone provides opportunities for visitors to engage in primitive recreational experiences that are characterized by solitude, self-reliance, and tranquility in an undisturbed natural environment.		
MANAGEMENT OBJECTIVE DECISION		
The primary focus within the zone will be to manage and provide opportunities for nonmotorized river boating and fishing activities. The zone will be managed to protect and enhance the qualities and characteristics that are found within a primitive environment. Recreational emphasis will be on providing for a primitive nonmotorized experience in an undisturbed, naturally appearing landscape.		
PRIMARY TARGETED OUTCOMES		
Activities	Experiences	Benefits
<ul style="list-style-type: none"> • nonmotorized river boating • fishing 	<ul style="list-style-type: none"> • enjoying solitude • escaping everyday responsibilities and social pressures • having time to reflect 	<ul style="list-style-type: none"> • relief of mental tension and stress • closer relationship with the natural world
SETTING CHARACTER DECISION – PRIMITIVE NONMOTORIZED		
Physical	Social	Administrative
<p>Remoteness: The zone will be managed for a primitive nonmotorized experience with a very low concentration of users.</p> <p>Naturalness: The zone is extremely natural in appearance and sights or sounds of the road system are nonexistent.</p> <p>Facilities: 20 primitive campsites will be designated for overnight use. At the river portage, the BLM will maintain two trails and one outhouse. Warning signs will be limited to those necessary to ensure user safety. The boater registration kiosk and survey box will be removed, and the outhouse will be removed if portable toilets are required in the future.</p>	<p>Contacts: Manage for 2-3 encounters per day on the weekend and 0-2 encounters per day during the week.</p> <p>Group Size: Manage for an average group size of 2-4 people.</p> <p>Evidence of Use: Minor evidence of use, including slight vegetation trampling at campsites and on portage routes will be expected.</p>	<p>Mechanized Use: Decisions regarding mechanized use are described below under <i>Travel Management</i>.</p> <p>Management Controls: Agency personnel will conduct field patrols approximately three times per season.</p> <p>Visitor Services: River patrol crews will make contact with river users.</p>

DELTA SRMA IMPLEMENTATION DECISIONS

<p>Management</p>	<p>Adaptive Management Actions:</p> <p>Actions described in Chapter 4.0 for the management of litter, human waste, fire rings, campsite impacts, and private/commercial user capacity will be adopted. Impact levels will be monitored; if standards are exceeded, management actions will be implemented as described.</p> <p>Special Recreation Permits (SRP):</p> <p>Commercial group sizes will be limited to 10 people per campsite. Commercial guides and their clients will be required to use designated campsites and portable toilets. Competitive events may be authorized based on compatibility with specified ORVs for the zone.</p> <p>Travel Management:</p> <p>Portions of Delta River Zone 4 are located within the TLAD. Special Rules for the TLAD limit OHV travel to designated OHV trails from May 16 - Oct. 15, or until such time that adequate snow cover or ground frost is present to protect archaeological resources. There are no existing designated OHV trails within the zone.</p> <p>Unauthorized OHV routes will be closed and rehabilitated. Signs that identify OHV use limitations will be used to reinforce TLAD trail restrictions. The BLM will monitor visitor use to ensure the protection of resources and compliance with TLAD trail restrictions. Education and enforcement will be used to help limit the proliferation of unauthorized trails.</p> <p>Portage trails will be maintained to prevent resource damage and trail proliferation, using native materials (e.g., rocks, spruce) and primitive trail construction methods. Trail reroutes or closure of spur trails within the portage areas may be used to prevent the proliferation of redundant trails. If trail proliferation does occur, rock cairns and signage may be used to mark the portage routes. Additional nonmotorized trails may be designated and developed in the future in the Garrett Creek drainage. Public use of pack animals, mechanized travel (e.g., mountain bikes) and dog mushing will be allowed throughout the zone. The BLM will recommend the use of certified weed-free forage and bedding for pack animals and dog mushing.</p> <p>Motorized boating and airplane landings will not be prohibited, unless monitoring shows that adverse impacts are occurring to recreational, fisheries, riparian, and/or water quality resource values. Upon a finding that any of these resource values are being adversely affected as a result of motorized boating or airplane landings, an ANILCA closure process would be implemented in compliance with the procedures outlined in 43 CFR 36.11(h). New airstrips will not be authorized within the management zone.</p> <p>Facilities:</p> <p>Facilities will include one outhouse and two portage warning signs. Portage signs will remain discrete, but noticeable. The existing boater registration kiosk and survey box will be removed, and the outhouse will be removed if portable toilets are required in the future and a portable toilet cleanout facility is developed. Public use cabins will not be considered for development. The absence of facilities is a characteristic that makes this zone unique, providing solitude in a natural, primitive setting.</p> <p>Education and Interpretation:</p> <p>The BLM will develop information to inform and educate visitors about current river resource conditions, rules and regulations, recreational opportunities, and Leave No Trace low-impact camping techniques. River crews will make contact with users to educate low-impact camping and river ethics.</p>
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<p>Marketing</p>	<p>Recreational opportunities within the zone will be marketed by providing information on the BLM-Alaska’s website, social media sites, and publications.</p> <p>User groups, communities, volunteers, and other interested parties may help to monitor and maintain river resources through partnerships and special events.</p>
<p>Monitoring</p>	<p>The BLM will ensure that BBM outcomes and objectives are being met and setting prescriptions are being maintained through the administration of BBM visitor satisfaction surveys.</p> <p>Conduct monitoring and periodic assessments for impacts to recreational, fisheries, riparian and/or water quality resource values within the management zone, using the following guidelines to establish baseline information to quantify possible adverse impacts during the life of the plan:</p> <p>Recreational Resources:</p> <p>Recreational monitoring will be conducted to determine the level of motorized boating and airplane landings. The BLM-Alaska will conduct monitoring through the administration of river user surveys, river overflights, and river patrols to determine if motorized boating use or airplane landings are occurring and to quantify the level of use.</p> <p>Fisheries Resources:</p> <p>Stock assessment monitoring of Arctic Grayling will be considered based on risk analysis and future adaptive management practices to ensure that motorized boating and/or airplane landings do not adversely affect the high Arctic grayling population densities. Stock assessment will include distribution and population abundance of Arctic grayling in the watershed. Fish inventories and distribution of other fishery resources will be performed for future land use activities in the watershed on an as-needed basis. The BLM-Alaska will also develop and participate in research partnership efforts to gain a better understanding of Delta River ecology and hydrology.</p> <p>Riparian Resources:</p> <p>Habitat assessments will be completed to evaluate the physical condition of riparian and wetland areas. Using established BLM protocols, proper functioning condition (PFC) assessments will be performed to determine if riparian and/or wetland vegetation is being adversely affected by motorized boating and airplane landings. The desired condition for riparian and wetland vegetation is to maintain diverse age-class distribution and composition, presence of species that indicate the maintenance of riparian/wetland soil moisture characteristics, deep-rooted riparian species, vigorous riparian vegetation, adequate vegetative cover to protect streambanks and dissipate energy during high flows, and communities with an adequate source of coarse and/or large woody material.</p> <p>Water Quality:</p> <p>Water quality baseline data will be periodically collected to assess possible adverse impacts, including monitoring for petroleum hydrocarbons resulting from motorized boating and/or airplane landings.</p> <p>Using an adaptive management approach, the BLM will monitor and evaluate whether identified standards are being maintained for litter, human waste, fire rings, private and commercial user capacities, and campsite impacts. The BLM will do this monitoring using river patrols, river surveys, and visitor registration. Management actions (described in Chapter 4.0) will be implemented in response to monitored conditions.</p>

Administrative	<p>Special Rules for the river corridor will be developed in accordance with 43 CFR 8351.2-1 to codify the following administrative restrictions:</p> <p>Travel Management:</p> <p>The use of snowmachines and OHVs will only be allowed during periods of adequate snow cover (at least 6" of ground frost or 12" of snow cover).</p> <p>Group Size:</p> <p>Group sizes will be limited to a maximum of 10 people per campsite. Groups in excess of 10 people per campsite must obtain written authorization with special stipulations from BLM-Alaska.</p> <p>Occupancy and Use:</p> <p>Camping will be limited to 14 consecutive days within the river corridor within any 60-day period. Designated campsites must be used when camping within 200 feet of the river or lake shoreline. Dispersed camping (more than 200 feet from the shoreline) will be allowed when using Leave No Trace low-impact camping methods.</p> <p>It is prohibited to discharge a firearm or any other implement capable of taking human life, causing injury, or damaging property at any time within 150 yards of a residence, building, developed or undeveloped recreation sites, or occupied area; or at any time across or on any public road, or across or on any trail or body of water whereby any person or property is exposed to injury or damage as a result of such discharge.</p> <p>Chainsaw Use and Firewood Gathering:</p> <p>The use of chainsaws for campsite firewood will be prohibited. Only dead and down wood may be used for campfires. The cutting of green trees and green vegetation will not be allowed.</p> <p>Fireworks:</p> <p>The use of fireworks will be prohibited.</p> <p>Supply Caching:</p> <p>The caching of supplies will only be allowed only through written authorization with special stipulations from the BLM.</p> <p>Disposal of Human Waste:</p> <p>Proper disposal of human wastes per Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020 will be required. Commercial guides and their clients will be required to use portable toilets.</p>
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3.5 Delta River Zone 5

Delta River Zone 5 includes the lower Delta River, downstream of the Garrett Creek confluence to the end of the river corridor at Black Rapids. The zone contains approximately 16,065 acres of BLM-managed lands. The navigable portion of the lower river corridor, located between the confluences of Garrett Creek and Phelan Creek, is owned by the State of Alaska below the ordinary high water marks.

Map 6: Delta River Zone 5



Delta River Zone 5

EARMP AMENDMENT LAND USE PLANNING DECISIONS		
PRIMARY MARKET STRATEGY	PRIMARY MARKET	
Destination	Motorized and nonmotorized boaters and OHV users from Alaska	
NICHE DECISION		
The zone provides opportunities for visitors to engage in motorized and nonmotorized recreational experiences within a naturally appearing landscape on the lower Delta River and surrounding uplands within the zone.		
MANAGEMENT OBJECTIVE DECISION		
The primary focus within the zone will be to manage and provide opportunities for visitors to engage in motorized and nonmotorized river boating and motorized OHV use on designated OHV trails. Recreational emphasis will be on providing a semiprimitive motorized experience in a naturally appearing landscape.		
PRIMARY TARGETED OUTCOMES		
Activities	Experiences	Benefits
<ul style="list-style-type: none"> motorized river boating nonmotorized river boating OHV use 	<ul style="list-style-type: none"> spending time with family and friends teaching and developing outdoor skills enjoying scenery and natural landscapes 	<ul style="list-style-type: none"> greater self-reliance and confidence closer relationship with the natural world gaining and developing outdoor skills
SETTING CHARACTER DECISION – SEMIPRIMITIVE MOTORIZED		
Physical	Social	Administrative
<p>Remoteness: The zone will be managed for a semiprimitive motorized experience, with a low to moderate concentration of users.</p> <p>Naturalness: The zone is natural in appearance, but may be within site of the Richardson Highway, OHV trails, or developed facilities that are located along the Richardson Highway.</p> <p>Facilities: Six primitive campsites will be designated for overnight use. A river takeout caution sign, boater registration kiosk, and river survey box will be located at the Mile 212.5 takeout on the Richardson Highway.</p>	<p>Contacts: Manage for 3-5 encounters per day on the weekend and 1-3 encounters per day during the week.</p> <p>Group Size: Manage for an average group size of 4-6 people.</p> <p>Evidence of Use: Minor evidence of use, including slight vegetation trampling at campsites, will be expected. OHV trails will be evident from the river in the surrounding viewshed.</p>	<p>Mechanized Use: Decisions regarding mechanized use are described below under <i>Travel Management</i>.</p> <p>Management Controls: Agency personnel will conduct field patrols approximately three times per season.</p> <p>Visitor Services: River patrol crews will make contact with river users and river surveys will be available at the Mile 212.5 Richardson Highway takeout.</p>

DELTA SRMA IMPLEMENTATION DECISIONS	
Management	<p>Adaptive Management Actions:</p> <p>Actions described in Chapter 4.0 for the management of litter, human waste, fire rings, campsite impacts, and private/commercial user capacity will be adopted. Impact levels will be monitored; if standards are exceeded, management actions will be implemented as described.</p> <p>Special Recreation Permits (SRP):</p> <p>Commercial group sizes will be limited to 10 people per campsite. Commercial guides and their clients will be required to use designated campsites and portable toilets. Competitive events may be authorized based on compatibility with specified ORVs for the zone.</p> <p>Travel Management:</p> <p>Designated OHV trails include the Top of the World/Yost Trail and the Rainy Creek Trail. Two unauthorized OHV trails at the confluence of Eureka Creek will be closed to OHV use and rehabilitated. Trail maintenance activities, including trail hardening and the creation of trail reroutes, may be used on designated OHV trails to eliminate trail braiding and resource impacts. Signs that identify OHV use limitations will be used to reinforce trail restrictions. The BLM will monitor trails to ensure the protection of resources and compliance with trail restrictions. Education and enforcement will be used to help limit the proliferation of unauthorized trails.</p> <p>Nonmotorized trails may be designated and developed in the future in the Eureka Creek drainage. Public use of pack animals, mechanized travel (e.g., mountain bikes) and dog mushing will be allowed throughout the zone. The BLM will recommend the use of certified weed-free forage and bedding for pack animals and dog mushing.</p> <p>There will be no restrictions on motorized boating or airplane landings. New airstrips will not be authorized within the zone. The BLM will monitor water quality within the zone. If measured petroleum hydrocarbon levels exceed State water quality standards, the BLM will consider restrictions to meet the standards.</p> <p>Facilities:</p> <p>Facilities at the Mile 212.5 Richardson Highway takeout will include a boater registration kiosk, river survey box, and takeout warning sign. Access points to the river downstream of Black Rapids will remain unimproved. Public use cabins will not be considered for development.</p> <p>Education and Interpretation:</p> <p>Information will be developed to inform and educate visitors about current river resource conditions, rules and regulations, recreational opportunities, and Leave No Trace low-impact camping techniques. River crews will make contact with users to educate low-impact camping and river ethics. The primary goal within this zone is to provide interpretation of area resources through self-discovery.</p>
Marketing	<p>Recreational opportunities within the zone will be marketed by providing information on the BLM-Alaska’s website, social media sites, and in publications.</p> <p>User groups, communities, volunteers, and other interested parties may help to monitor and maintain river resources through partnerships and special events.</p>

<p>Monitoring</p>	<p>The BLM will administer BBM visitor satisfaction surveys to ensure BBM outcomes and objectives are met and setting prescriptions maintained.</p> <p>Using an adaptive management approach, the BLM will monitor and evaluate whether identified standards are being maintained for litter, human waste, fire rings, private and commercial user capacities, and campsite impacts. Monitoring will be conducted using river patrols, river surveys, and visitor registration. Management actions (described in Chapter 4.0) will be implemented in response to monitored conditions.</p>
<p>Administrative</p>	<p>Special Rules for the river corridor will be developed in accordance with 43 CFR 8351.2-1 to codify the following administrative restrictions:</p> <p>Travel Management:</p> <p>OHVs must remain on designated OHV trails, and will not be allowed to operate off designated OHV trails for any purposes (including game retrieval), except during periods of adequate snow cover (at least six inches of ground frost or 12 inches of snow cover). All OHVs will be limited to 2,000 lbs. Gross Vehicle Weight (GVW). OHV restrictions apply to all users, including rural residents engaged in subsistence uses (defined in ANILCA Section 811). Exceptions to the 2,000 lbs. GVW limitation may be permitted on a case-by-case basis for access to active mining claims via the Rainy Creek Trail and for rural residents engaged in subsistence uses who obtain prior authorization from the BLM-Alaska Glennallen Field Office. Prior authorization may be obtained in person, by mail, and by phone from the BLM-Alaska Glennallen Field Office.</p> <p>Group Size:</p> <p>Group sizes will be limited to a maximum of 10 people per campsite. Groups in excess of 10 people per campsite must obtain written authorization with special stipulations from the BLM.</p> <p>Occupancy and Use:</p> <p>Camping will be limited to 14 consecutive days within the river corridor within any 60-day period. Designated campsites must be used when camping within 200 feet of the river or lake shoreline. Dispersed camping (more than 200 feet from the shoreline) will be allowed when using Leave No Trace low-impact camping methods.</p> <p>It is prohibited to discharge a firearm or any other implement capable of taking human life, causing injury, or damaging property at any time within 150 yards of a residence, building, developed or undeveloped recreation sites, or occupied area; or at any time across or on any public road, or across or on any trail or body of water whereby any person or property is exposed to injury or damage as a result of such discharge.</p> <p>Chainsaw Use and Firewood Gathering:</p> <p>Chainsaw use for the cutting of campsite firewood will be allowed, including the cutting of down and standing dead wood at least 200 feet from the river's edge. The cutting of green trees and green vegetation will be prohibited. Chainsaws may be used for personal firewood and houselog gathering only through written authorization with special stipulations from the BLM.</p> <p>Fireworks:</p> <p>The use of fireworks will be prohibited.</p>

Administrative	<p>Supply Caching:</p> <p>The caching of supplies will be allowed only through written authorization with special stipulations from the BLM.</p> <p>Disposal of Human Waste:</p> <p>Proper disposal of human wastes per Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020 will be required. Commercial guides and their clients will be required to use portable toilets.</p>
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4.0 ADAPTIVE MANAGEMENT IMPLEMENTATION ACTIONS

Adaptive management is used to prescribe the desired conditions for resources and visitor experiences for a given area by:

- Selecting specific indicators (i.e., qualities that reflect the overall condition) for resource and visitor experiences.
- Setting quantifiable standards against which the indicator is measured.
- Monitoring conditions on-the-ground.
- Management actions are triggered and implemented when standards are not being met.
- Continually improving and adjusting the program based on knowledge gained over time.

Adopting standards and management actions corridor-wide, rather than by each recreation management zone, helps to prevent confusion to the river user when specific management actions are implemented, and allows the BLM to standardize educational and outreach efforts targeted at reducing the levels of impact and educating the public about new management actions. (Management actions within Tangle Lakes Developed Zone 3 will not be dependent upon an adaptive management approach of monitoring indicators and standards. Management actions within this zone affect the developed facilities, and will be instituted immediately as part of the developed facility supplemental rules and regulations).

For RMZs 1, 2, 4, and 5, selected indicators, standards, and phased management actions are identified. Phase 1 management actions will be implemented immediately upon plan approval. If monitoring results indicate that the standard is exceeded over the specified timeframe, Phase II management actions will be implemented as described. Monitoring will continue to occur for the specified time period before moving to the next subsequent phase, and management actions from the previous phases may continue, depending on effectiveness.

If conditions improve in a particular phase and meet prescribed standards, management actions will continue as prescribed for that phase, and will not revert back to the previous phase. In some cases, if a management action fails to address unacceptable impacts; subsequent phases of management actions would be initiated to meet those standards. Between each set of phased management actions, monitoring would occur before moving to the next phase. If conditions improve over time, management actions can be reassessed and adapted to maintain desired conditions. Although the management actions were developed to be mutually exclusive and independent of each other, similar management actions for different impact issues may be triggered by the monitoring results of one impact issue, but not the other. In this case, the prescribed management actions for the affected impact issue would apply to both impact issues.

The following adaptive management actions will be implemented on a corridor-wide basis within all recreation management zones (except for Tangle Lakes Developed Zone 3).

4.1 Litter

Indicator: Percentage of designated campsites at which litter occurs.

Standard: Less than 20% of designated campsites (13 sites) have litter present.

Monitoring: The monitoring of litter will be conducted by river patrol crews, recording the number of designated campsites visited and the number of these campsites with litter present, throughout the entire season. Percentages for each trip will be averaged for the season. If the standard is exceeded for two consecutive years (20% or more of campsites monitored have litter present), phased management actions will be implemented.

Phase I: Maintain existing BLM cleanup patrols (3 per season) and provide Leave No Trace (LNT) information at the boat launches and on the BLM-Alaska website. Conduct visitor contacts at the boat launches and on the river, stopping at occupied campsites to educate proper litter disposal. Develop a volunteer program with commercial guides, local communities and river users to assist with cleanup and monitoring needs. Involve user groups, volunteers, and other interested parties to help maintain resources through partnerships and special events.

- Phase II: Add one additional BLM cleanup patrol (4 per season). Continue volunteer and educational component described under Phase I actions.
- Phase III: Dismantle all fire rings, require all users to use fire pans and remove ash from the river corridor. (This action would address the problem of litter left behind in fire rings, which accounts for almost all of the litter found in the river corridor).

4.2 Human Waste

- Indicator:* Percentage of designated campsites that human waste (or toilet paper) is present.
- Standard:* Human waste present at less than 10% of designated campsites (7 sites).
- Monitoring:* The monitoring of human waste will be conducted by river patrol crews, recording the number of designated campsites visited and the number of campsites with visible human waste or toilet paper present, throughout the entire season. Percentages for each trip will be averaged for the season. If the standard is exceeded for two consecutive years (10% or more of campsites monitored have human waste or toilet paper present), phased management actions will be implemented.
- Phase I: Maintain existing BLM cleanup patrols (3 per season) and provide LNT information at the boat launches and on the BLM-Alaska website. Require commercial guides and their clients to use portable toilets. New outhouses will not be constructed. Conduct visitor contacts at the boat launches and on the river, stopping at occupied campsites to educate proper human waste disposal. Develop a volunteer program with commercial guides, local communities and river users to assist with cleanup and monitoring needs. Involve user groups, volunteers, and other interested parties to help maintain resources through partnerships and special events. Increase educational efforts by conducting LNT workshops with groups such as the Boy Scouts of America, Copper River Watershed Project and the Wrangell Institute for Science and Environment. Publicize current state laws and regulations regarding the proper disposal of human waste: *Human waste shall not be disposed of on state-owned shorelands (such as gravel bars and sand bars), in accordance with AS 46.03.800 - 810. On all lands including state, federal and private, human waste may be disposed of in a cathole at least 100 feet away from the ordinary high water mark of streams, rivers, or lakes in accordance with Alaska Department of Environmental Conservation (ADEC) regulation 18 AAC 72.020.*
- Phase II: Add one additional BLM cleanup patrol (4 per season). Continue volunteer and educational component described under Phase I management action.
- Phase III: Require all users to use portable toilet systems and carry out human waste and toilet paper. The outhouse at the Delta River portage will be removed once a portable toilet cleanout facility is developed for waste disposal.

4.3 Fire Rings

- Indicator:* Number of fire rings per designated campsite.
- Standard:* Less than 20% of designated campsites (13 sites) with more than one fire ring.
- Monitoring:* The monitoring of fire rings will be conducted by river patrol crews, recording the number of designated campsites visited and the number of campsites with greater than one fire ring, throughout the entire season. Percentages for each trip will be averaged for the season. If the standard is exceeded for two consecutive years (20% or more of campsites monitored have greater than one fire ring), phased management actions will be implemented.
- Phase I: River patrol crews would dismantle all but one fire ring per site and encourage the use of portable fire pans.
- Phase II: Dismantle all fire rings and require all campers to use fire pans and remove ash from the river corridor. Continue restrictions related to wood cutting and collection.

4.4 Private and Commercial User Capacity

- Indicator:* Number of user days that groups are required camp within sight or sound of other campers (camp encounter), pass up occupied designated campsites (camp competition), or share designated campsites due to campsites being occupied.
- Standard:* Less than 20% of total user days annually
- Monitoring:* Monitoring will be conducted through the administration of river surveys, overflights, and field patrols to document evidence of camp encounters, camp competition, and camp sharing. River surveys would be available at the launch sites and distributed during river patrol trips. Questionnaires would define and tally camp encounters, which would then be expressed as a weighted percentage (based on all river users for that season compared to river survey responses). If the standard is exceeded for two consecutive years (20% or more of total user days that groups are required to camp within sight or sound of other campers (camp encounter), pass up occupied campsites (camp competition), or share campsites (due to campsites being occupied), phased management actions will be implemented.
- Phase I:** Designate campsites and develop a campsite map that will allow users to select campsites that will minimize camp encounters and camp competition. Prohibit the use of chainsaws for campsite firewood in RMZs 1, 2, and 4 to reduce noise related camp encounters. Limit group size to 10 people maximum per campsite. Groups in excess of 10 people per site must obtain written authorization that may include special stipulations from the BLM. Monitor number of permitted commercial use permits and designate campsites for commercial groups. Development of additional campsites may be considered to accommodate increased use, especially in high concentration areas to relieve pressure on heavy use sites and to minimize camp encounters. Locations for new campsites would be chosen that would minimize camp encounters based on location and terrain.
- Phase II:** Institute a voluntary registration system for overnight trips. Potential voluntary systems could include a reservation board and a web-based registration system. Users plan their trip by reserving campsites on the board or on the web. Other users would be able to see available campsites and plan their trips accordingly. Use of the campsites would be first come, first served. These measures would enable visitors to avoid high use days and reduce campsite competition.
- Phase III:** Continue the voluntary registration system defined in Phase II, but registration would become mandatory, with no use limits or user fees.
- Phase IV:** Limit the number of overnight trips launching per day by implementing a mandatory permit system. A mandatory permit system would be developed through a public process consistent with existing laws, regulations, and policies.

4.5 Campsite Impacts

- Indicator:* Percentage of bare ground disturbance and density of social trails and satellite sites at designated campsites. Bare ground is determined using photopoint monitoring techniques and GPS analysis. All designated campsites were inventoried in 2011 and categorized as “heavy”, “moderate”, and “light” impact sites, depending on the level of bare ground disturbance, social trails, and satellite sites.
- Standard:* **Heavy impact sites:** These sites are heavily impacted (more than 66% of campsite area is impacted down to mineral soil), with more than one satellite site and social trail. Rehabilitation at these sites would be difficult without total rest for years; high use levels in these areas might also result in the creation of new campsites if these were closed.
- Standard:* *no increase in bare ground on the river bank and no increase in satellite sites or social trails from the existing condition.*

Moderate impact sites: These are sites where passive rehabilitation or rest could make a large difference. Current area of bare ground is smaller than heavy impact sites, but has the potential to spread (between 34% and 65% of campsite area is impacted down to mineral soil). Moderate impact sites have up to one satellite site and one social trail.

Standard: less than 66% bare ground disturbance and no more than one satellite site or social trail.

Light impact sites: These are sites that are hard to find, even with a map, and have very little bare ground disturbance (between 0% and 33% of campsite area is impacted down to mineral soil). There are no associated satellite sites or social trails. These sites have the most potential for rehabilitation to their original, natural condition.

Standard: less than 33% bare ground disturbance and no new satellite sites or social trails.

Monitoring: A complete baseline inventory was conducted on all campsites in 2011, which consists of detailed sketches, measurements, inventory forms and digital photos of all sites. This information is supplemented with GPS data and estimates of bare ground at each campsite using photopoint monitoring techniques. Monitoring for newly developed campsites will occur annually. Measurement of existing designated campsites to determine trend in bare ground, satellite sites, and social trails will occur every five years. Phased actions will occur based on non-compliance with standards for each campsite category or change in site categorization level after five year monitoring period.

Phase I: Implement group size limit of 10 people per designated river campsite. Groups in excess of 10 people per site must obtain written authorization that may include special stipulations from the BLM. Designate campsites and develop a campsite map. Development of additional campsites may be considered in high concentration areas to relieve pressure on heavy use campsites and to minimize camp encounters. Campsites will be monitored for distance from active eagle nests. If occupation of a campsite is causing disturbance, (i.e. adults displaced from nest, repeatedly leaving eggs or nestlings) the campsite will be closed.

Heavy impact sites: Close developing satellite sites and social trails using natural materials (e.g., trees, rocks, root wads, brush) to discourage use. Increase in bare ground on the riverbank will be minimized using passive rehabilitation, funneling use into one area. Native materials may be used to create natural steps to help prevent riverbank erosion.

Moderate impact sites: Use passive rehabilitation to halt expansion of core area and bare ground disturbance. Developing satellite sites and social trails will be discouraged using natural materials and passive rehabilitation.

Light impact sites: Same as described for moderate impact sites. If not indicated on the designated campsite map, or if it is newly developed site, close the campsite using passive rehabilitation and natural materials to block site visibility from the river.

Phase II: Groups in excess of 10 people will be prohibited in all designated river campsites.

Heavy impact sites: If satellite sites or social trails continue to develop, close them to allow for rest and rehabilitation by using physical barriers and signage.

Moderate impact sites: Where passive rehabilitation described under Phase I is not effective, temporarily close these campsites until bare ground has revegetated within site categorization standards.

Light impact sites Where passive rehabilitation described under Phase I is not effective, close designated campsites. Rehabilitate inactive or newly damaged sites using passive rehabilitation techniques until bare ground has revegetated.

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40 CFR 1500 *et seq.* Council on Environmental Quality, regulations for implementing NEPA.

43 CFR 1610. BLM planning regulations.

42 USC 4321 *et seq.* National Environmental Policy Act.

43 USC 1701 *et seq.* The Federal Land Policy and Management Act of 1976.

APPENDICES

1.0 Master Memorandum of Understanding Between the Alaska Department of Fish and Game and the U.S. Bureau of Land Management

2.0 Delta River SRMA Wilderness Inventory

3.0 Approved Plan Monitoring and Management Actions

4.0 IBLA Appeals Information Form 1842-1

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