APPENDIX E. RECREATION

E.1 STANDARDS FOR PUBLIC LAND HEALTH AND GUIDELINES FOR RECREATION MANAGEMENT FOR BLM LANDS IN UTAH

E.1.1 INTRODUCTION

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

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

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

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

E.1.2 RECREATION MANAGEMENT GUIDELINES

RANGELAND HEALTH STANDARD 1

Upland soils exhibit permeability and infiltration rates that sustain or improve site productivity, considering the soil type, climate, and land form.

1. Designate areas for intensive recreational use or cross-country motorized travel where disturbance of soil and vegetation is acceptable, either because impacts are insignificant and/or temporary or because the value of intensive use of the land outweighs whatever ecological changes may occur. Decisions on such designation should take into account conflicts with other users as well as adverse effects on archaeological or historical sites,

threatened or endangered species habitat, wildlife habitat, or social values such as beauty, solitude, and quiet.

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

RANGELAND HEALTH STANDARD 2

Riparian and wetland areas are in properly functioning condition and stream channel morphology and functions are appropriate to soil type, climate, and land form.

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

RANGELAND HEALTH STANDARD 3

Desired species, including native, threatened, endangered, and special status species, are maintained at a level appropriate for the site and species involved.

1. Protect against the establishment and/or spread of noxious or other weeds from intensive recreation, including the use of riding and pack animals, hiking, motorized, or other mechanized vehicles.
   a. Conduct an educational campaign to inform recreational users about the damage caused by noxious weeds and how their spread can be minimized.
   b. Where appropriate, apply restrictions, e.g., don’t permit surface disturbing activities.
2. Protect wildlife and/or habitat by:
   a. Preserving connectivity and avoiding fragmentation.
   b. Controlling recreational activities that would interfere with critical wildlife stages such as nesting, reproduction, or seasonal concentration areas.
   c. Avoiding creation of artificial attractions such as the feeding of wild animals or improper disposal of garbage.
3. Where necessary, control recreational use by changing location or kind of activity, season, intensity, distribution, and/or duration in order to protect plant and animal communities, especially those containing threatened, endangered, or candidate species.

RANGELAND HEALTH STANDARD 4

BLM will apply and comply with water quality standards established by the State of Utah (R. 317-2) and the Federal Clean Water and Safe Drinking Water Acts. Activities on BLM lands will fully support the designated beneficial uses described in the Utah Water Quality Standards (R. 317-2) for surface and groundwater.

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

E.1.3 IMPLEMENTING THE RECREATION GUIDELINES

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

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

- Recognize that in some cases various levels of regulations and limits on users are necessary. Restrictions and limitations on public uses should be as small as possible without compromising the primary goal.
- Use on-the-ground presence as a tool to protect public lands.
- Where long-term damage by recreational uses is observed or anticipated, limit or control activities through specialized management tools such as designated campsites, permits, area closures, and limitations on number of users and duration of use. Revise recreation management plans and management framework plans when they prove to be either overly restrictive or inadequate to maintain public land health.
- Coordinate with federal and state agencies, county and local governments, and tribal nations in recreation planning and managing traffic, search and rescue operations, trash control and removal, and public safety.
- Consider and, where appropriate, implement management methods to protect the resource as well as maintain the quality of experience of the various user groups. These could include limitation of numbers, types, timing, season of use and duration of uses.
- Encourage the location of public land recreational activities near highway corridors by placement of appropriate visitor use infrastructure. Provide restrooms and other facilities adequate for anticipated uses at designated campgrounds, trail heads, and other areas where there is a concentration of recreational users.

E.1.4 BUILDING A STEWARDSHIP ETHIC FOR PUBLIC LAND USE

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

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

E.1.5 GLOSSARY

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

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

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

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

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

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

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

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

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

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

E.2 Benefits Based Management (BBMs) Goals and Objectives

E.2.1 Cedar Mesa Cultural Special Recreation Management Area

Market Strategy	Destination
Market	International, National, Regional, and Local visitors seeking premier and unique cultural tourism opportunities.
Niche	Cedar Mesa offers visitors the chance to experience a very unique remote canyon system, containing a very high density of world-renowned cultural sites
Management Goals	Integrated management between the BLM and NPS to provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values.
Management Objectives	By the year 2013, manage this zone to provide opportunities for visitors to engage in Backcountry, middlecountry, frontcountry, and rural cultural appreciation recreation, providing no less than 75% of responding visitors and affected community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

Targeted Outcomes		
Primary Activities	**Experiences**	**Benefits**
Cultural site visitation Rock art viewing Backcountry hiking and backpacking Horseback riding Camping OHV riding Wilderness education Research Photography Ranger Station visitation	Achievement/stimulation Sense of leadership Risk Family togetherness Learning about nature Introspection Nostalgia Exercise/physical fitness Physical rest Escape physical pressure Teaching others Sense of place	***Personal:*** Psychological (mental health maintenance) Personal development and growth Personal appreciation and satisfaction Improved physical health ***Household and Community:*** Greater household awareness of and appreciation for cultural heritage Reduced numbers of at-risk youth Enhanced lifestyle ***Economic:*** Reduced health maintenance costs Positive contributions to local-regional economic stability Increased local job opportunities Greater diversification of local job offerings Increased local tourism revenue ***Environmental:*** Maintenance of distinct recreation setting character Reducing looting and vandalism of historic and pre-historic sites Sustaining community's cultural heritage Increased awareness and protection of natural landscapes

E.2.1 Cedar Mesa Cultural Special Recreation Management Area

Setting Prescriptions		
Physical	**Social**	**Administrative**
Backcountry, middlecountry, frontcountry, and rural, which is generally natural in appearance.	See Summary of Impacts Table, Table 2.1 of Chapter 2.	Brochures are available for information opportunities. Agency presence is frequent (Kane Gulch Ranger Station) Mandatory fee permit system Maintain non-motorized and motorized recreation.

E.2.2 Dark Canyon Special Recreation Management Area

Market Strategy	Undeveloped
Market	National, Regional, and Local Visitors seeking premier and unique hiking and backpacking experiences (including Commercial Wilderness Groups).
Niche	Dark Canyon offers visitors the chance to experience a very unique remote canyon system, which begins in the sub-alpine ecological zone and ends in the desert zone on the banks of the Colorado River.
Management Goals	Integrated management between the BLM, USFS and NPS to provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values.
Management Objectives	By the year 2012, manage this zone to provide opportunities for visitors to engage in Backcountry muscle-powered exercise and cultural appreciation recreation, providing no less than 75% of responding visitors and affected community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

Targeted Outcomes		
Primary Activities	**Experiences**	**Benefits**
Backcountry hiking and backpacking Canyoneering Horseback riding Rock Art viewing Cultural site visitation Swimming Wilderness therapy and education	Achievement/stimulation Sense of leadership Risk Family togetherness Learning about nature Introspection Nostalgia Exercise/physical fitness Physical rest Escape physical pressure Teaching others Sense of place	***Personal:*** Psychological (mental health maintenance) Personal development and growth Personal appreciation and satisfaction Improved physical health ***Household and Community:*** Greater household awareness of and appreciation for cultural heritage Reduced numbers of at-risk youth Enhanced lifestyle ***Economic:*** Reduced health maintenance costs Positive contributions to local-regional economic stability Increased local job opportunities Greater diversification of local job

E.2.2 Dark Canyon Special Recreation Management Area

		offerings Increased local tourism revenue ***Environmental:*** Maintenance of distinct recreation setting character Reducing looting and vandalism of historic and pre-historic sites Sustaining community's cultural heritage Increased awareness and protection of natural landscapes
Setting Prescriptions		
Physical Primarily backcountry, which is generally natural in appearance and is primarily non-roaded due to its Wilderness Study Area designation.	**Social** See Summary of Impacts Table, Table 2.1 of Chapter 2.	**Administrative** Brochures are available for information opportunities. Agency presence is minimal Maintain non-mechanized recreation other than designated access roads.

E.2.3 Indian Creek Special Recreation Management Area

Market Strategy	Destination
Market	International, National, Regional, and Local visitors (including commercial groups) seeking premier and unique climbing, hiking, camping, scenic, photographic, and OHV recreation opportunities and experiences in a spectacular American southwest landscape, including Newspaper Rock National Historic Landmark, and is the direct route to the Needles District of Canyonlands National Park.
Niche	Indian Creek offers visitors the chance to experience a very unique remote landscape, which contains a world-renowned sandstone crack climbing area, a high number of cultural sites, a popular OHV access area, rare paleontological formations, and camping opportunities.
Management Goals	Integrated management between the BLM, NPS, and The Nature Conservancy to provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values.
Management Objectives	By the year 2013, manage this zone to provide opportunities for visitors to engage in Backcountry, Middlecountry, Frontcountry, and Rural activities and cultural appreciation recreation, providing no less than 75% of responding visitors and affected community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

E.2.3 Indian Creek Special Recreation Management Area

Targeted Outcomes		
Primary Activities Rock climbing OHV riding Backcountry hiking and backpacking Horseback riding Rock art viewing Sight-seeing Cultural site visitation Swimming Camping Wilderness education Research	**Experiences** Achievement/stimulation Sense of leadership Risk Family togetherness Learning about nature Introspection Nostalgia Exercise/physical fitness Physical rest Escape physical pressure Teaching others Sense of place	**Benefits** ***Personal:*** Psychological (mental health maintenance) Personal development and growth Personal appreciation and satisfaction Improved physical health ***Household and Community:*** Greater household awareness of and appreciation for cultural heritage Reduced numbers of at-risk youth Enhanced lifestyle ***Economic:*** Reduced health maintenance costs Positive contributions to local-regional economic stability Increased local job opportunities Greater diversification of local job offerings Increased local tourism revenue ***Environmental:*** Maintenance of distinct recreation setting character Reducing looting and vandalism of historic and pre-historic sites Sustaining community's cultural heritage Increased awareness/protection of natural landscapes
Setting Prescriptions		
Physical Backcountry, middlecountry, frontcountry, and rural which is generally natural in appearance.	**Social** See Summary of Impacts Table, Table 2.1 of Chapter 2.	**Administrative** Brochures are available for information opportunities. Agency presence is frequent Maintain non-motorized and motorized recreation.

E.2.4 San Juan River Special Recreation Management Area

Market Strategy	Destination
Market	International, National, Regional, and Local visitors (including numerous commercial groups) seeking premier and unique river recreation opportunities and experiences in a spectacular American southwest canyon.
Niche	The San Juan River offers visitors the chance to experience a very unique remote canyon river system, which passes through world-renowned geological formations and riverside cultural sites.
Management Goals	Integrated management between the BLM, NPS, and the Navajo Nation to provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values.
Management Objectives	By the year 2013, manage this zone to provide opportunities for visitors to engage in Backcountry river-running, camping, and cultural appreciation recreation, providing no less than 75% of responding visitors and affected community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

Targeted Outcomes		
Primary Activities	**Experiences**	**Benefits**
Backcountry river-running Backcountry hiking and backpacking Horseback riding Rock art viewing Cultural site visitation Swimming Fishing Camping Wilderness education Commercial river-running River-related research	Achievement/stimulation Sense of leadership Risk Family togetherness Learning about nature Introspection Nostalgia Exercise/physical fitness Physical rest Escape physical pressure Teaching others Sense of place	***Personal:*** Psychological (mental health maintenance) Personal development and growth Personal appreciation and satisfaction Improved physical health ***Household and Community:*** Greater household awareness of and appreciation for cultural heritage Reduced numbers of at-risk youth Enhanced lifestyle ***Economic:*** Reduced health maintenance costs Positive contributions to local-regional economic stability Increased local job opportunities Greater diversification of local job offerings Increased local tourism revenue ***Environmental:*** Maintenance of distinct recreation setting character Reducing looting and vandalism of historic and pre-historic sites Sustaining community's cultural heritage Increased awareness and protection of natural landscapes

E.2.4 San Juan River Special Recreation Management Area

Setting Prescriptions		
Physical	**Social**	**Administrative**
Primarily backcountry and middlecountry, which is generally natural in appearance and is primarily non-roaded.	See Summary of Impacts Table, Table 2.1 of Chapter 2.	Brochures are available for information opportunities. Agency presence is frequent (Sand Island Ranger Station) Mandatory fee permit system Maintain non-mechanized recreation other than designated access roads.

E.2.5 White Canyon Special Recreation Management Area

Market Strategy	Undeveloped
Market	Regional and Local Visitors seeking premier and unique slot canyon hiking and backpacking experiences.
Niche	White Canyon offers visitors the chance to experience very unique slot canyons and the backcountry surrounding Natural Bridges National Monument.
Management Goals	Integrated management between the BLM and NPS (including the Glen Canyon National Recreation Area and Natural Bridges National Monument) to provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values.
Management Objectives	By the year 2013, manage this zone to provide opportunities for visitors to engage in Backcountry recreation, including camping, providing no less than 75% of responding visitors and affected community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

Targeted Outcomes		
Primary Activities	**Experiences**	**Benefits**
Backcountry hiking and backpacking Canyoneering Rock art viewing Cultural site visitation Wilderness therapy and education	Achievement/stimulation Sense of leadership Risk Family togetherness Learning about nature Introspection Nostalgia Exercise/physical fitness Physical rest Escape physical pressure Teaching others Sense of place	***Personal:*** Psychological (mental health maintenance) Personal development and growth Personal appreciation and satisfaction Improved physical health ***Household and Community:*** Greater household awareness of and appreciation for cultural heritage Reduced numbers of at-risk youth Enhanced lifestyle ***Economic:*** Reduced health maintenance costs Positive contributions to local-regional economic stability Increased local job opportunities Greater diversification of local job

E.2.5 White Canyon Special Recreation Management Area

		offerings Increased local tourism revenue ***Environmental:*** Maintenance of distinct recreation setting character Reducing looting and vandalism of historic and pre-historic sites Sustaining community's cultural heritage Increased awareness and protection of natural landscapes
Setting Prescriptions		
Physical Primarily backcountry and middlecountry, which is generally natural in appearance and is primarily non-roaded.	**Social** See Summary of Impacts Table, Table 2.1 of Chapter 2.	**Administrative** Agency presence is minimal Maintain non-mechanized recreation other than designated access roads. Provide primitive campground opportunities May implement permit system, as necessary