

San Rafael Swell Recreation Area Advisory Council

Zoom Meeting Minutes

April 7 and 8, 2021

April 7th, 2021 Meeting –

Meeting attendees

- San Rafael Swell Recreation Area Advisory Council (RAAC) members: Wade Allinson, Kent Wilson, Leslie (Les) K. Wilberg, Rodney (Rod) Player, Sue Bellagamba, and Elven (Leon) McElprang.
- BLM employees: Lance Porter, Lisa Everett-Stringer, Chris Conrad, Amber Koski, Stephanie Howard, Daniel Kauffman, Dana Truman, Jaydon Mead, Myron Jeffs, Blake Baker, Stephanie Bauer, Molly Hocanson, Claudia Merino, Katie Stevens, Bill Stevens, Evan Glenn, William Brant, and Rachel Wootton
- Members of the public:
Mark Boshell, Clay Crozier, Neal Clark, Jim Jennings, Ray Petersen,

Welcome and Introductions

- Lance Porter, District Manager started the meeting by welcoming everyone and talking about the previous February 7th, 2021 meeting materials that have been posted to the SRS RAAC website.
- Les Wilberg introduced himself as the chairperson of the RAAC and invited other council members to introduce themselves. Les then welcomed the members of the public a to the meeting and thanked them for their interest.

Presentation on Ethics

Presenter: Claudia Merino

- Ethics Counselor for the BLM under the Office of Solicitor, Claudia Merino, introduced herself. She said that the RAAC members should have received an email concerning conflicts of interest. Claudia also briefly discussed 41 CFR Part 102-3 – Federal Advisory Committee Management, and 4 CFR 1784.2-2 Avoidance of conflict of interest.

Presentation of Agenda Items (see Attachment C)

- Les Wilberg did an overview of the Agenda Items for the meetings.

Overview of Land Designations (see Attachment D)

Presenter: Stephanie Howard, Branch Chief NEPA/GIS, BLM

- A Review of Dingell Act Management
 - Congress's San Rafael Swell Recreation Areas established requirements to protect and enhance certain resources.
 - A map was presented showing the recreation area including the conveyance to Goblin Valley State Park, large group sites designated in the Price RMP, and recreation sites or trailheads/points of interest.
- Recreation and Recreation Sites

- Three types: Dispersed, Designated and Developed
- Developed Recreation Sites:
 - Continue to manage and maintain developed recreation sites, these sites include: Buckhorn Pictograph Panel, San Rafael Bridge Recreation Site, Swaseys Cabin Recreation Site, etc.
 - Develop new sites in response to user demand, amenity value, and critical resource protection needs.
- Special Recreation Management Areas (SRMA)
 - These are areas of unique recreation value, importance, and/or distinctiveness
 - The San Rafael Swell SRMA is established to manage the motorized and recreational opportunities within this expansive and unique geologic setting.
 - The San Rafael Swell SRMA primary activities include driving for pleasure, ATV trail riding, dispersed camping (motorized and non-motorized), rock art viewing, visiting cultural sites, heritage tourism, et al.
 - Not all of these activities are available on every acre.
 - The San Rafael SRMA activity plan contains decisions regarding campfires, fuel wood gathering, pack stock, dispersed camping and associated access routes, vehicle camping, travel planning, and other relevant issues.
 - Specific recreation management direction for the San Rafael Swell SRMA is contained in Resource Management Plan.
 - Large group areas could be designated in the San Rafael Swell, developed, and made available through reservation, to meet recreation demand and protect resources.
 - SRMAs are unique to BLM.
- Recreation Management Zones (RMZ)
 - Specific SRMAs are divided into recreation management zones to manage a diversity of recreation experiences. Recreation management zones set visitor expectations for a specific type of recreation experience, resulting in reducing potential conflict.
 - Recreation management will focus on sustaining natural resources while meeting social and economic needs. RMZs will be established to facilitate the provision of recreation amenities. The following areas will be BLM-operated and maintained as RMZs: Temple Mountain, Little Wild Horse, Behind the Reef; Buckhorn, The Wedge, Mexican Mountain; Head of Sinbad, Swaseys Cabin, Sids Mountain, and the trail system.
 - The BLM will retain overall management of RMZs to provide maximum development of recreation opportunities with minimal commercial concessionaire involvement.
- An overview of the planning process:
 - Prepare to write the Draft Resource Management Plan (RMP)
 - Hold 30-day Public Scoping period to solicit suggestions on what possibilities need to be considered
 - Use this information to prepare the Draft Management Plan
 - Release for public comment period for 90 days
 - Prepare supplementary plans such as those for ACECs and Wilderness Characteristics

- Take into consideration public comments, etc. and draft the Final Environmental Impact Statement (EIS) and Proposed Resource Management Plan
- Release this for public comment period of 45 days
- Consider public comments and draft the ROD, this is the final document and decision
- Visual Resource Management (VRM)
 - Visual resource management classes define the degree of acceptable visual change within a characteristic landscape. A class is based on the physical and sociological characteristics of any given homogeneous area and serves as a management objective. The four classes are:
 - Class I - Provides for natural ecological changes only.
 - Class II - Changes may be seen but should not attract attention.
 - Class III - Activities may attract attention but not dominate the view.
 - Class IV - Activities may dominate the view (Mines, gravel pits).
- Areas of Critical Environmental Concern (ACEC)
 - These are areas where special management/funding is required to: protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or protect life and safety from natural hazards.
 - Wilderness Area rules are stricter than those in an ACEC.
 - ACECs will be managed with special management prescriptions.
 - If a portion of the ACEC is overlain by a Wilderness Study Area it will be managed in accordance with the IMP (Interim Management Policy) where the IMP is more restrictive than the special management prescriptions.
 - ACEC areas in the San Rafael Swell Recreation Area: Interstate 70 ACEC, Muddy Creek ACEC, Rock Art ACEC, San Rafael Canyon ACEC, San Rafael Reef ACEC, Seger's Hole ACEC, Heritage Sites ACEC, and Uranium Districts ACEC.
- OHV Area Designations
 - OHV area designation includes two levels: Area level (this is an RMP decision) and road level (this is a TMP decision).
 - Off-road vehicle = any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain (see full definition on page 20)
 - Three different designations: Open, limited and closed. There are no designated open areas in the Price Field Office (PFO).
 - Closed: Generally means that an area is not available for a particular use or uses; 557,000 acres are closed to motorized travel.
 - Limited Roads and Trails Designation: Designated areas where the use of off-road vehicles is subject to restrictions, such as limiting the number or types of vehicles allowed, dates and times of use (seasonal restrictions), and limiting all use to designated roads and trails.
- Wilderness Study & BLM Natural Areas (as designated in the RMP)
 - BLM Natural Areas: There are 97,100 acres within five areas (Hondu Country, Mexican Mountain, Muddy Creek-Crack Canyon, San Rafael Reef, and Wild

Horse Mesa) that are carried forward in the Approved RMP for protection of their wilderness characteristics.

- All five of these non-WSA areas are entirely within the San Rafael SRMA, which is managed to provide a wide spectrum of recreational opportunities that emphasize expansive landscapes of unique scenic geology.
- All five areas have low development potential for oil and gas.
- Wilderness Study Areas
 - Goals: Manage WSAs in accordance with the BLM's *Interim Management Policy for Lands Under Wilderness* review (H-8550-1).
 - Objectives: Manage WSAs in a manner that does not to impair the suitability of such areas for preservation as wilderness. Grazing, mining, and mineral lease uses that existed before or on October 21, 1976, may continue in the same manner and degree, subject to IMP. Recognize valid existing rights. These uses will be regulated to ensure they will not cause unnecessary or undue degradation of WSA lands as required by section 302(b) of the Federal Land Policy Management Act (FLPMA).
 - Management Decisions:
 - Continue to manage all WSAs according to the *Interim Management Policy for Lands Under Wilderness Review* until legislation is enacted to either designate the areas as wilderness or release them for uses other than wilderness.
 - Continue to manage the lands in a manner that does not impair their suitability for congressional designation.
 - Where routes will remain available for motorized use within WSAs (Sids Mountain), continue such use on a conditional basis. Use of the existing authorized routes in the WSA could continue as long as the use of these routes does not impair wilderness suitability.
 - OHV area designations in WSA will be as follows: 0 acres open, 512,960 acres closed, 14,000 acres limited to designated routes.
 - Designate all WSAs as VRM Class I.
 - Should any WSA, in whole or in part, be released from wilderness consideration, such released lands will be managed in accordance with the goals, objectives, and management prescriptions established in the RMP, unless otherwise specified by Congress in its releasing legislation.
 - Dingell Act designated these areas as Wilderness Areas to preserve wilderness characteristics. Boundaries in the RMP will need to be cleaned up to match the Dingell Act designations. This will be done as part of the Plan Amendments.

RAAC Member Discussion:

- Looking at the map of VRMs some of the blue (Class III) falls in Wilderness Areas. Are there plans to change these VRM classes? Good observation, some of the VRM Class II and III are overlapping Wilderness areas. Wilderness Areas require a VRM Class I. That

is why we need to plan ahead and look at and fix these inconsistencies. The RAAC would like these maps distributed to them and passed on to Emery County. BLM will make these publicly available.

- Seger's Hole ACEC is inside of a Wilderness Area. There are existing tanks, water lines, etc. What happens with existing facilities in the Wilderness Area? There has been an inventory of pre-existing facilities, condition and access in the newly designated Wilderness Areas. The use will continue. That is why an accurate evaluation is important. Stephanie Bauer will cover this more in her presentation.
- What is the ongoing process of OHV designation outside of the Wilderness Areas? There will be area designation that will occur in the RMP Amendments, and route designation that is part of the TMP process. The TMP can be amended to be in conformance with the Plan Amendments OHV designations if any changes are made.
- If there is a horse trail or ATV route that may disturb cultural sites, is rerouting a possibility? Dingell Act specifically states that new routes cannot be opened. It does not prevent a reroute or maintenance on a route.

Overview of Range Resource Inventories (see Attachment E)

Presenter: Stephanie Bauer, Range Management Specialist, BLM

- Background into the inventories of Wilderness Areas range improvements
 - What does the Dingell Act say about grazing?
 - (e) Grazing–
 - The grazing of livestock in the Recreation Area, if established before the date of enactment of this Act, shall be allowed to continue, subject to such reasonable regulations, policies, and practices as the Secretary considers to be necessary in accordance with (A) applicable law (including regulations); and (B) the purposes of the Recreation Area.
 - (2) Inventory - Not later than 5 years after the date of enactment of this Act, the Secretary, in collaboration with any affected grazing permittee, shall carry out an inventory of facilities and improvements associated with grazing activities in the Recreation Area.
 - What are range facilities?
 - Fence lines, water tanks, reservoirs, pipelines, troughs, springs, corrals, temporary haul locations, rain gauge studies, chain areas, vegetation exclusion areas, cattle guards and access routes. Showed maps of facilities in the Price Field Office and Range Improvement Projects (RIPS) locations.
 - Why was the inventory performed?
 - Need to establish the baseline inventory of what uses are occurring where right now.
 - This included: 43 allotments within Wilderness Areas, multiple allotments that overlap within multiple Wilderness Areas, 5 managed for grazing out of Richfield Field Office, coordination with staff from Richfield/Hanksville Field offices, took two years to complete.

- Public Outreach
 - The BLM coordinated with 87+ permittees, held 2 evening meetings in Castle Dale, and had several in office meetings.
 - The public was provided with maps that were 3' x 4' and asked to document the known facilities. The permittees then signed the maps.
 - The results:
 - Documented range improvements that were unknown
 - Documented placement of temporary range improvements like mineral & haul water locations
 - Documented administrative access routes to range improvements
 - 266-point features (reservoirs, troughs, gates, developed springs, vegetation studies, etc.)
 - 18 miles of fence (allotment boundary, pasture boundary, drift and gap fences)
 - Updated range improvement files
 - More accurate GIS data to 21st century
 - Assess condition of range improvements (replacement, repair, maintenance)
 - Historical Uses
- Range Improvements in the Recreation Area
 - What we have:
 - 25 allotments within the Recreation Area
 - 2 managed for livestock grazing out of Richfield Office
 - 259-point features (reservoirs, troughs, cattleguards, vegetation studies, etc.)
 - 65 miles of fence (allotment boundary, pasture boundary, drift and gap fences)
 - 3 years to complete
 - Next steps:
 - Verify range improvement projects/access routes in the San Rafael Recreation Area within 3 years
 - Future permittee meetings for unknown range improvements
 - Update Recreation Area range improvement & GIS files
 - Coordination with Richfield/Hanksville Field Office

RAAC Member Discussion:

- There are abandoned allotments in the Seger's Hole area. There has been no maintenance. Is this taken into consideration? We inspect the allotments. There are no abandoned allotments at this time. The permit requires maintenance and improvement.
- If there are ponds, who is responsible for maintenance of those? The permittee is responsible for range improvements. For removing sediment and cleaning the ponds. In case of flood damage, for instance if a dam is taken out, the BLM could repair that and then then permittee is responsible for the maintenance after that point.

Sign Plan Discussion (see Attachment F)

Presenter: Jaydon Mead, Outdoor Recreation Planner, BLM

- Sign improvements in the San Rafael Swell Recreation Area
 - Visual representation of the sign inventory in the San Rafael Swell Recreation Area.
 - Most signs shown on the inventory are general/directional signs
 - Some are informational
 - There is a need to update or replace old signs. Many are faded, shot, or falling over.
 - In 2019, the BLM began updating signs in partnership with Emery County. The new signs are metal/reflective material on sturdy 6 x 6 posts so they will last longer. Volunteers were used in the installation of these.
 - In the past 3 year, over 250 new signs have been installed, most of them replacement signs.
 - There have been 54 new Wilderness Area portal signs installed inside the Recreation Area on the boundaries of the Wilderness Areas. This was accomplished by the BLM Park Rangers with help from volunteers from USU Eastern, wilderness and OHV groups.
 - There have also been new signs placed for campgrounds, trailheads, and the kiosks in the Recreation Area.
 - BLM recognizes the need for new kiosk educational signs. 80% of the kiosks are outdated and damaged. The information is gone or unreadable.
 - There has been a new Interpretive Park Ranger hired in the Price Field Office that will focus on fixing kiosks and create new interpretive panels.
 - It is the goal to update the kiosks similar to the upgrades that were done in Little Wild Horse, to include: maps, educational information, information about area designations, and special rules.
 - The signs will have a new look like the ones created for Good Water Rim Trail. They will have a map and trail information along with natural resource information including wildlife, plants, biological crusts, etc.
 - There is a need for Cold War/Historic Uranium Mining signs in areas such as M.K. Tunnel, Temple Mountain Townsite, Copper Globe, Tomsich Butte, Lucky Strike. This will include some interpretive trail signage.
 - Buckhorn Panel area needs updated signs because they are fading. Implementation of the Travel Management Plan will include new signs on routes. There are also plans for Old Spanish Trail interpretive signs.
 - Tread lightly principle can be part of the signs. Leave No Trace and Respect and Protect are sources of signs that can be used in the recreation area.
 - Suggestions on sign content:
 - Grazing info, Multiple Use Mission, General Wilderness, Trailhead/site specific, land designation information
 - Suggestions on locations to focus on:
 - Trailheads, Historic/cultural, main access points of Recreation Area, general directions signs near cities, enhance signage on popular trails/routes in the Recreation Area, focus on travel plan decisions in the San Rafael Desert?

RAAC Member Discussion:

- There needs to be mitigation measures on some routes. They can be open at certain times, close them sooner, can post educational material on how to properly respect the resources. This should all be part of the implementation process of the Travel Management Plan.
- It would be good to present this info at the Public Lands meeting. In a conversation with Utah State Parks, it was said that in the land conveyance portion in Goblin Valley they will be adding 30 to 60 more sites. It would be good to have information in the Goblin Valley Visitor Center. BLM should work with State Parks in this.
- The future is virtual i.e. laptops, phones, etc. BLM and Emery County could collaborate to get materials in Goblin Valley, Temple Mountain, include a small area map that could link to a website to access out in the field. This would be great at the People Pasture in the Temple Mountain area.
- Keep ADA accessibility in mind when developing campgrounds, trailheads, and points of interest. The Wedge needs an ADA accessible area developed. They could be concrete matching the natural landscape.
- Multiple uses mission specific signing would be good. Also using the aluminum di-bond material to produce signs will make them last longer.
- Is there a kiosk at the Good Water Rim Trail restroom? Yes, there is one at all 3 restrooms, the East, West and North main middle.
- The Interpretive Ranger should be site specific in his design of materials. It would be advantageous to have site specific information at all kiosks.
- The trailheads at Good Water Rim Trail: East, West and Main made good sense on their placement. This has helped the parking situation.
- There were people at the Swinging Bridge Campground that had come from Black Dragon. They did not know where they were. They thought or was looking for a loop trail to get back. It would be good to have a kiosk in that area.
- Emery County had a discussion with cities about the Cleveland Lloyd Dino Quarry and how to handle an increase in tourism. The city of Elmo would prefer that signage point them away from their town. Cleveland is okay to handle the traffic because they have a store and crosswalks, etc. The tourist traffic going through Elmo does not obey the laws. There are new signs for the National Monument being placed in Cleveland and Wellington.
- The signage goals could be accomplished at a faster pace through the acquisition of a FIG Grant. They are looking to disperse about 3 ½ million dollars. BLM could partner with Emery County and achieve everything in 3 years. It is recommended that BLM and Emery County sit down together and get on the same page. They could collaborate through the Trails Committee and pick areas of focus. If there are a list of BLM priorities, they could be passed on to the Trails Committee who have their own list of needs. Emery County can possibly contribute \$150,000 to \$300,000 to help BLM with the signage needs.
- Trailheads should be number one priority for signs. Justesen Flat is #1, then visitor center at head of the Draw could use signs for horseback riding, biking, atv's, then Bellview and Limestone Bench. It would also be great to install cameras at historic and cultural sites.

- Can signs be present in all VRM classes? The Visual Resource Management Class will be considered. Class I is the most sensitive and signs need to be lower, smaller and minimal. Signs should not be overpowering.

Overview of Archeological Resources Located in SRS Planning Area (see Attachment G)

Presenter: William Brant, Archeologist, BLM

- Purpose:
 1. Overview of cultural resources within the San Rafael Swell Recreation Area
 2. National Register of Historic Places
 3. Dingell Act Cold War Sites mandate
 4. Cultural Resources Protection
 5. Areas of Critical Environmental Concern (ACEC)
 6. This is a brief overview of the cultural resources within the San Rafael Swell Recreation Area, also will include the Dingell Act Cold War Sites mandate and covering some of the ways BLM protects cultural resources.
- The San Rafael Swell Recreation Area consists of nearly 217,000 acres of public land. Approximately 4,186.39 acres of the Recreation Area have been surveyed, accounting for only 1.93% of lands administered by the BLM. Despite the small percentage of the Recreation Area covered by cultural surveys, 330 sites have been recorded on public lands.
- The culture history of the San Rafael Swell area can be roughly broken into the Prehistoric and Historic Periods.
 1. The Prehistoric Period encompasses the Paleoindian Period, the Archaic Period, the Formative Period, and the Late Prehistoric Period.
 2. The Historic Period is less regimented than the Prehistoric Period but can generally be expected to include the Early Historic Period, Settlement Period, and Modern Period.
- The Modern Period would include major cultural events such as the Depression Era Civilian Conservation Corps works and Cold War Era uranium extraction.
- The bulk of recorded sites within the San Rafael Swell Recreation Area are Prehistoric in nature.
- Historic sites are comprised largely of old road and railroad beds, followed by uranium mine-related infrastructure, trash dump locations, Civilian Conservation Corps-related infrastructure, and MK Tunnel-related engineering.
- Paleoindian Period sites in Emery County are exceptionally rare and are often little more than isolated occurrences of Clovis or Folsom projectile points.
 1. The nearest well-known Paleoindian Period site to the San Rafael Swell is the Dawson Site, in the San Rafael Desert.
 2. The lack of sites has to do with their age and the adaptive strategies of Paleoindian peoples
- Archaic Period sites are not as numerous or as well documented as other Period sites.
 1. Archaic peoples were still nomadic like Paleoindian peoples, artifacts are generally similar across multiple periods of time, so artifacts scatters are often interpreted as “unknown prehistoric”, the environment of the area was markedly different during much of the Archaic Period, and this led to different adaptive strategies.

2. One of the more famous sites in the Recreation Area is the Buckhorn Wash Pictograph Panel. This site is a large Barrier Canyon-style pictograph panel. Current research indicates it may have been a transitional style overlapping the end of the Archaic Period and beginning of the Formative Period.
- Formative Period sites
 1. Most popular site type in the San Rafael Swell. Period represents a time of decreased mobility. Less nomadic lifestyle afforded Fremont peoples more free time to create the large number of petroglyphs and pictographs seen within the Recreation Area today.
 - Late Prehistoric Sites
 1. The Fremont migrated out of the San Rafael area during the end of the Formative Period. Numic-speaking peoples began entering the Great Basin from the Sierra Nevada. By around A.D. 1400, their descendants, bands of Utes or Paiutes, were present in most of Utah. Sites are relatively common within the San Rafael Swell Recreation Area and include primarily petroglyphs and pictographs, and artifact scatters/temporary camp sites.
 - There were 102 CCC camps in Utah between 1933 and 1942, with the majority of camps focused on revitalizing the timber and livestock industries. Projects included range improvements, forest replanting, road construction, and erosion prevention structures.
 1. There were four CCC camps in Emery County, located in: Castle Dale, Ferron, Green River, and Willow Springs. One of the most visible and iconic CCC projects is the Swinging Bridge on Buckhorn Wash.
 - Cold War Era - Pursuant to Section 1222(f) of the Dingell Act, “The Secretary shall manage the Recreation Area in a manner that educates the public about Cold War and historic uranium mine sites in the Recreation Area, subject to such terms and conditions as the Secretary considers necessary to protect public health and safety.”
 1. There are 73 individual sites relating to uranium mining in Utah. These sites include individual mines, mine complexes, workers housing, roads, and other associated infrastructure.
 2. Though often considered a Cold War Era phenomenon, the history of uranium in Emery County goes back as far as 1898, with its first reporting at Temple Mountain. However, interest in Emery County uranium waned after the discovery of rich deposits in the Belgian Congo in 1915.
 3. The end of World War II and the dawn of the Cold War brought with it an increase in the demand of uranium. Many of the older abandoned mines at Temple Mountain and Tidwell Draw were reopened by 1949, in addition to 910 new uranium mine claims that year.
 - National Register of Historic Places - The Black Dragon Pictographs, the Buckhorn Wash Pictographs, and the Buckhorn Wash Swinging Bridge.
 1. The Black Dragon Pictographs are a unique group of four pictograph panels located near Interstate 70. The site features apparent Barrier Canyon Style anthropomorphic figures, the associated zoomorphic figures do not correspond to any other identified rock art style.
 2. The Buckhorn Wash Pictographs site was originally listed on the National Register of Historic Places due to a lot of vandalism of this archaeological site in

Utah. A massive effort from federal and local authorities were able to rehabilitate the site.

3. The Buckhorn Wash Swinging Bridge was constructed between 1935 and 1937 by Civilian Conservation Corps Company 529 at camp DG-27 in Castle Dale. The bridge is a single-span double-intersection Warren suspension structure constructed of wood timbers held with steel vertical rods and suspended from concrete pylons by steel cables.
- Before any undertaking is approved, the BLM must assess its effect on numerous resources, including cultural resources.
 1. Steps:
 - Thorough review of the project proposal
 - BLM determines, in consultation with Native American tribes and the State Historic Preservation Office, if it will result in an adverse effect to cultural resources.
 - If so, the BLM continues consulting with Native American tribes, the State Historic Preservation Office, and interested public parties to provide the most appropriate mitigation measures.
 - These may include, but are not limited to, rerouting authorized routes, installing protective fencing, installing interpretive signage, installing erosion protection features, or even archaeological excavation and data recovery.
 - In addition to this process, the BLM also has numerous areas within the Recreation Area that provide additional protections to cultural resources.
 2. Regulations include BLM Manual 8140 – Protecting Cultural Resources, 36 CFR 800, Antiquities Act of 1906, Historic Sites Act, Archaeological and Historic Preservation Act, National Historic Preservation Act, American Indian Religious Freedom Act, Native American Graves Protection and Repatriation Act, National Environmental Policy Act and many others.
 3. ACEC - There are seven Areas of Critical Environmental Concern, or ACECs, within portions the San Rafael Recreation Area that include special management prescriptions designed to protect cultural resources: Muddy Creek, Rock Art, Copper Globe, Swaseys Cabin, Temple Mountain, Hidden Splendor, and Lucky Strike ACECs.

RAAC Member Discussion:

- Was iridium found in the mining areas as well? Yes, it can be found in petrified wood in trace amounts. It was used in x-ray machines and to paint the glowing numbers on watch faces.
- Can some of the historic buildings in the mining areas be preserved and shored up? This work can become cost prohibitive to be done, but it is not impossible. The same type materials and construction methods have to be used. It needs to be done with guidance on someone familiar with historical construction like a historical architect.
- Who do we contact about cattle and wildlife damage to rock art sites? We can try fencing if it is feasible. It needs to be evaluated if it is a direct impact to the resource. Cattle concentration may not directly impact the rock art itself but can possibly create an

eyesore. You can contact the Price Field Manager, who will work with the operator. There is no one size fits all remedy.

- Is there anything that can be done to protect rock art on private property? Not through our agency but someone could possibly coordinate with the State Historic Preservation Officer.

Discussion of Non-motorized Trails Located Within the SRS Planning Area (see Attachment H and I)

Presenters: Blake Baker, Outdoor Recreation Planner, BLM and Bill Stevens, Outdoor Recreation Planner, BLM

- Why? The Act calls for a study of nonmotorized recreation trail opportunities to be developed within 2 years for Recreation Area.
- Where? 216,995 acres within Emery County, largely surrounded by wilderness areas, and encompasses many well known and highly visited areas
- How?
 - Assembled an inventory of known information about nonmotorized opportunities
 - Inquired local clubs and organizations – San Rafael Back Country Horseman, Mecca Bike Club
 - Read hiking guidebooks
 - Searched reliable internet resources
 - This study is an inventory of recreation opportunities, does not designate or analyze
- Vision and Guiding Principles
 - Develop an integrated network of sustainable trails for nonmotorized use and increase recreation opportunities
 - Trails provide economic benefits
 - Trails must have proper design features to minimize effects
 - Trails must have appropriate signage and visitor information
 - Trails may require maintenance for viability
- Purpose and Scope
 - Study provides a blueprint for an integrated trail system
 - Disperse recreation use throughout the Swell
 - Provide nonmotorized recreation without reducing motorized opportunities
 - Focus on hiking, equestrian, climbing, bicycling, boating and subsets of each discipline
- The trail plan was reviewed for the following opportunities:
 - Hiking: 49 hiking opportunities, unique vistas, range from easy to extreme. Many trails originate within the recreation area and lead to designated wilderness. Hikes could be combined for multiday trips. Trail runners share hiking trails
 - Backpacking: 6 trails: Fullers Bottom, Virgin Springs Canyon, Sids Mountain, Saddle Horse Canyon, Salt Wash, and Little Grand Canyon
 - Canyoneering: 17 opportunities (some are also hiking): Baptist Draw, Drowned Hole Draw, Double Arch Canyon, Lower Black Box, Quandary Canyon, Southern Baptist Draw, Upper Black Box, Upper Black Dragon Wash
 - Interpretive Walking: Buckhorn Rock Art Panel, Head of Sinbad Petroglyphs Hike, Hidden Splendor Mining History, Lucky Strike Mining History, Morrison-

- Knudsen (M-K) Tunnels, Copper Globe Mining History, Swasey Cabin Pioneer and Ranching History, Temple Mountain Mining History, Temple Mountain Rock Art, and Tomsich Butte Mining History.
- Equestrian: 16 equestrian opportunities ranging from easy to challenging including: Chimney Canyon, Chute Canyon, Eagle Canyon, Muddy River, Sids Mountain, and Wild Horse Canyon.
 - Climbers: Assembly Hall Peak, Bottleneck Peak, Buckhorn Wash Walls, Chimney Rock, Eagle Rock, Family Butte, San Rafael Knob, Tomsich Butte, and Window Blind Peak.
 - Bicyclists
 - Single Track – Utilizes trails that are 13-36 inches wide (Good Water Rim Trail)
 - Gravel Grinding – Utilizes routes typically designated for motorized use (17 opportunities) examples are: Buckhorn Wash, Temple Mountain Loop and Reds Canyon Loop
 - Bikepacking – Utilizes 2 track or maintained motorized routes for multiday trips, such as: Stone House Lands Loop and Swell Night Out
 - Boaters: San Rafael River and Muddy Creek
 - Facilities
 - Can include delineation, signage, toilets, corrals, water, boating takeouts, require future planning, must accommodate planned use levels and must accommodate use type.
 - Goals and Recommendations
 - Effective signing, involve and coordinate with partners, create a method and means for maintenance, protect environmental and cultural resources and create a variety of trails.
 - Recreation Benefits
 - Increased recreation opportunities, improved physical health, increased appreciation and respect for natural resources, increased education regarding local history and culture and can bolster local economies.
 - Economics – Emery County may or may not benefit from more visitation
 - Travel and Tourism Related
 - 2019 travel and tourism employment numbers – Emery County, Carbon County, and the rest of Utah were almost equal, Moab was high
 - Accommodation and Food
 - Not all tourism /recreation jobs created equal
 - Gas, groceries, other retail have lots of “leakage” – little stay locally
 - 1/3 of travel and tourism spending is at gas stations
 - Most items are made somewhere else
 - Gas and oil not produced in Emery County
 - Hotels, restaurants, outfitters tend to keep more money locally
 - Recreation/tourism jobs often seasonal and lower paying
 - Impacts of different visitor “segments”
 - Impacts of recreation opportunities and natural amenities
 - Attract new residents
 - Conclusions and Next Steps

- The Swell has incredible opportunities for non-motorized recreation
- Public participation is desired to identify additional opportunities
- Identification of non-motorized recreation is key to the management of the recreation area

RAAC Member Discussion:

- Can the non-motorized trail study be shared? Yes, it can be shared and we will post on the San Rafael Swell RAAC website.
- What is the status of the Good Water Rim Trail? Is it dedicated? This decision is under litigation and is still being looked at from a legal perspective.
- Is it possible to convert a closed motorized trail to a non-motorized trail? Yes, if the route is appropriate for that use. Some are closed because of damage. A good example of this is the Bar M Trail system in Moab.

Public Comment Period

Neal Clark: Keep in mind the purposes of the Recreation Area. To protect/enhance various resources. Easy to focus on recreation as the purpose of the area. Legislation lists protection of many resources. Recognize that there are many management issues and education is needed.

RAAC member discussion:

BLM shared the purposes of the San Rafael Swell Recreation Area from the Dingell Act:

(b) PURPOSES - The purposes of the Recreation Area are to provide for the protection, conservation, and enhancement of the recreational, cultural, natural, scenic, wildlife, ecological, historical, and educational resources of the Recreation Area.

- Presentations on wildlife and rare plants would be helpful. It would advance the purpose of the Act.
- The purposes could be looked at as a sequence of things to do. In Emery County we need to decide what we want tourism to look like. Where do we want 80% of the people to go? Can give those areas away and not advertise other more sensitive areas.

Possible topics of further discussion:

- Virtual maps need to be specific, as in staging areas for ATV's, for bicycles
- BLM should coordinate with State Parks for Goblin Valley, Behind the Reef funding signage
- ADA Compliance in areas like the Wedge
- Multiple Use mission signs that let people know what to expect
- Cameras at the cultural sites like Black Dragon to limit vandalism
- Repurposing old ATV Trails
- Coordination between Emery County and BLM to receive grants
- Identification of high intensity/low intensity areas for proper management

Rod Player moved to adjourn for the day, and Leon McElprang seconded.

Adjourn for the Day

Resume April 8th at 8:30 am
April 8th, 2021 Meeting –

Meeting attendees

- San Rafael Swell Recreation Area Advisory Council (RAAC) members: Wade Allinson, Kent Wilson, Leslie (Les) K. Wilberg, Rodney (Rod) Player, Sue Bellagamba, and Elven (Leon) McElprang.
- BLM employees: Lance Porter, Lisa Everett-Stringer, Chris Conrad, Amber Koski, Stephanie Howard, Daniel Kauffman, Dana Truman, Jaydon Mead, Myron Jeffs, Blake Baker, Stephanie Bauer, Molly Hocanson, Claudia Merino, Katie Stevens, Bill Stevens, Evan Glenn, William Brant, and Rachel Wootton
- Members of the public:
Mark Boshell, Clay Crozier, Neal Clark, Jim Jennings, Ray Petersen,

Welcome and Introductions

- Les Wilberg opened up the meeting by introducing himself and having the other RAAC members do the same.
- BLM suggested a brief overview of the planning process and how it ties into how the Council can advise the agency. The RAAC saw no problem with this.

Planning and Implementation Comparisons (see Attachment J)

Presenter: Stephanie Howard, Branch Chief NEPA/GIS, BLM

A short review on the planning and implementation process:

- Dingell Act Requirements
 - Prepare a management plan to “describe the appropriate uses and management” of the Recreation Area.
 - Resource Management Planning (sets the rules) and results in overall goals, resource objectives, allowable uses, and management actions to maintain, restore, or improve desired conditions.
 - Implementation/Activity Plans (conforms to the rules) and results in site specific use decisions and go/no-go project decisions.
 - The Dingell Act designations changed the rules so we must prepare a plan amendment.
 - The San Rafael Swell Advisory Council Recommendations:
 - Resource Management Planning (sets the rules)
 - Where to direct visitation, high vs. low intensity
 - Where to protect, where to conserve, and where to enhance resources
 - Implementation/Activity Plans (conforms to the rules)
 - Naturalizing or reclaiming sites, converting old roads to bike or equestrian trails, creating new trails and responding to existing issues (e.g. People Pasture)
 - Immediately Implementable Actions (no NEPA) can include: ADA accessibility, prepare specific virtual maps of existing opportunities, education (updating kiosk info or ranger visits) and installation of vandalism cameras

- Timing
 - Resource Management Planning (sets the rules)
 - Nonmotorized Trail Study, public scoping, ACEC Reviews
 - RMP Amendment Draft EA
 - RMP Amendment
 - Implementation/Activity Plans (conforms to the rules)
 - Immediate needs (e.g. respond to People Pasture issues) NEPA completed anytime staff, funding, and resources are available
 - Longer term needs (new campgrounds) need to wait for the RMP amendment to avoid foreclosing planning options, being pre-decisional, or having to amend later.
 - Immediately Implementable Actions (no NEPA)
 - Immediately implementable subject to staff, funding and resources
- Planning/NEPA process
 - RMP process:
 - RMP review – documents which decisions in the RMP are not affected by the designation, which may be affected, and which are in conflict so the RMP Amendment can target the needed changes.
 - ACEC review – documents the need for the ACECs, and if any boundary changes would be beneficial. Could recommend removal of the ACEC if appropriate.
 - AMS – documents what changed conditions/information have occurred since the last RMP (2008). For example, inventories such as VRI and LWC, and Dingell Act, and new planning manuals.
 - Draft RMP Amendment – EA level NEPA document were anticipated and the steps for the amendment were reviewed. It will be subject to a 30-day scoping period and a 30-day comment period.
 - Proposed RMP Amendment – Also EA level anticipated, based on the Draft. Will include the revised EA (based on public comment) and FONSI. It will be subject to a 30-day protest period and a 60-day Governor’s consistency review period. Steps are shown.
 - Record of Decision – the Actual RMP Amendment. Can be issued 30 days after the final is published.
 - Draft RMP Amendment Steps:
 - Formulate alternatives, analyze effects, Public Scoping (30 days), prepare Public Scoping report, update alternatives and effects and Public Comment (30 days)
 - Proposed RMP Amendment Steps
 - Update alternatives and effects and respond to comments, Protest Period (30 days), and Governor’s consistency review (60 days)
 - Implementation Process:
 - Design project – order facilities, determine placement, identify equipment, etc

- Conduct surveys – if surface disturbance is involved, will have to survey for plants or animals depending on if the habitat is present
- Prepare NEPA – only if there is a new federal decision. May or may not include a public comment period. May be a CX, DNA, or EA. Some projects do not require NEPA (maintenance of an existing facility).
- Consultation – if there are effects to cultural resources or threatened/endangered/proposed species then must consult with SHPO or FWS in accordance with NHPA or ESA.
- Issue decision – may be a decision record from NEPA. May be an actual permit depending on the project. Some projects don't require a decision (maintenance of an existing facility).
- Implement – do the work
- Implementation could include: Maintenance and improvement, creating new opportunities, managing roads and trails, and Special Recreation Permits (SRPs)

RAAC member discussion:

- RAAC members asked for the words from the Act be shared with the group: (b) PURPOSES. - The purposes of the Recreation Area are to provide for the protection, conservation, and enhancement of the recreational, cultural, natural, scenic, wildlife, ecological, historical, and educational resources of the Recreation Area.
- RAAC members discussed that there was a lot of work and wordsmithing to create the Dingell Act and it's proposed so that there is responsible multiple use for protecting and conserving all affected resources.

Agenda for today was reviewed.

Camping within the SRS Planning Area (see Attachment K)

Presenter: Myron Jeffs, Outdoor Recreation Planner, BLM

- Camping: Cooperative Effort – critical to making the best decisions
 - BLM contribution: Experience, policy and funding
 - San Rafael Swell Recreation Area Advisory Council contribution: Experience/specialization, observations in the field, and local input
 - Partners and Cooperators contribution: Focused expertise, focused input and experience
 - Visitors and Public contribution: NEPA review and comments, public engagement
- Camping: Defined
 - BLM Handbook 8329 – Planning for Recreation and Visitor Services Page 1-23
 - I. Recreation Setting Characteristics: Visitors seek a diverse range of setting-dependent outdoor recreation opportunities. They choose to recreate in different areas based on the qualities and conditions of the area and because they desire to have distinctive recreation experiences. For example, primitive camping in a backcountry valley by a remote lake

- offers a different set of outcomes than camping in a highly developed campground adjacent to a manmade
- Developed Campground:
 - Typical campground setting, many amenities or facilities, Example: Swinging Bridge Campground, typically fee based
- Designated Sites:
 - Managed semi-developed setting, some facilities or amenities, example: Buckhorn Draw, fees depend on level of development
- Dispersed Camping
 - User-created undeveloped setting, no facilities or amenities, example: rock fire ring overlooking Family Butte, not typically fees
- Camping Current Picture
 - San Rafael North and San Rafael South – Numbers have increased since 2018. These numbers include RUPS (57% increase), Total User Days (62% increase), Total Users (102% increase), Total Collections (114% increase), etc.
 - Designated Sites: Buckhorn Draw and the Wedge
 - Dispersed Camping: Currently accounts for the vast majority of camping in the Recreation Area
 - Review of contractor collected site specific data
- Camping: Vision for the Future
 - Manage for a variety of camping opportunities and experiences
 - Management should be driven by three primary considerations: Visitor needs/expectation, resource impacts, and management objectives.
 - Other Considerations: Purpose and size of the recreation area, Restrictions (extent, when and why), Coordination with support of adjacent lands (Goblin Valley, Wilderness activity), Fees (Management expenses, potential revenue, pay compliance, policy)
 - BLM Handbook 8329 – Planning for Recreation and Visitor Services:
 - Experience Based Management: Management that focuses on the demand for opportunities to realize desired experiences as well as desired activities.
- Camping: Fees
 - When can we charge a fee for camping?
 - Based on H-2930-1 Recreation Fee Administration Handbook and 16 USC 6801-6814 Federal Lands Recreation Enhancement Act (FLREA)
 - Standard Amenity Criteria: Typically assessed for sites and services such as visitor and interpretive centers, Monuments, interpretive programs, day-use sites, and other areas that may require intense management
 - Expanded Amenity Criteria: Site must have 5 of 9 criteria which includes tent or trailer space, picnic tables, drinking water, access road, trash receptacles, toilet facilities, fee collection point, reasonable visitor protection, or fire rings.
 - There is a step-by-step process which includes BLM developing a proposal, local public involvement, BLM State Director review, BLM Washington Office review, proposal to BLM Utah Resource Advisory

Council (RAC), RAC reviews proposal, recommends approval or amendment, proposal is implemented if accepted by the RAC.

- Camping: What are we doing now?
 - Implementing business plan that was recommended by the Statewide RAC in Summer of 2020
 - Fees have increased from \$6/site/night to \$15/site/night at Swinging Bridge North, Swinging Bridge South, and Equestrian Campground
 - Posting of Federal Register Notice to implement fees at approved sites: Six months after the FRN is posted
 - Preparing for fee implementation at Buckhorn Draw, South Temple Wash and Temple Mountain Townsite which includes: Kiosk information, fee tube installation and completion, organization, and maintenance of amenities
 - Preparing proposed actions and plans for NEPA analysis and public input for campground developments at: The Wedge, Little Wild Horse, the Wickiup, and San Rafael Reef
- Camping wrap-up: The cooperative effort and vision for the future need to be combined to accomplish the goals
 - RAAC members may want to add more considerations that tie back to the 3 major considerations

RAAC Member Discussion:

- Looking at the numbers of growth in the past three years, where do you see this topping out? What are the projections for the next three years and the goals for the future? We are trying to project based on occupancy (average occupancy rate). We expect increase, however there are a number of factors that could affect that. One reason for major increase was COVID 19 and improved recreation opportunities. In developed campgrounds there was a 100% increase and 8% increase in total visits over 2019 and 2020 Field Office wide.
- 2020 was a benchmark year and possibly we may not see much growth from that over the next 3 or 4 years.
- Is the base of Cedar Mountain in the Recreation Area? Is BLM happy with the large groups that camp in this area? What are the plans for this? Consider that the base of Cedar Mountain is not all BLM, there is a very large parcel of SITLA as well. It is in the Recreation Area. There are resource impacts occurring in this area. It becomes very busy over Spring weekends. It may need more intense management. It is easily accessible for very large RV's and motorhomes, there are no facilities. We need to provide that experience and also limit resource damage.
- Will the base of Cedar Mountain area repair itself? Is it deteriorating? From 2003 to now when the inventory of the campsites was performed, it is not repairing. Is it better to let people continue to use this area as it may decrease resource damage in other areas? By leaving this area open to accommodating large groups it could be protecting more sensitive areas.
- There is a good opportunity for an equestrian campsite in the Little Wild Horse Junction area. There is water available west of the junction. If you try to camp by the water, it is very sandy. The area on the side road is not scenic but would provide very good camping

and access. The BLM Recreation Planner would consider refining the proposed action for something like that.

- If the ingress and egress for the base of Cedar Mountain area needs to be defined this could be accomplished by moving stones to those areas.
- From Goblin Valley to Temple Mountain Townsite and Chute Canyon are very popular areas. There needs to be some fencing there to protect the ecologically sensitive area. If traffic could be directed on Temple Mountain Road instead of the Behind the Reef road that would help things. The ATV use in this area is phenomenal, but it requires a lot of maintenance.
- Is it possible to charge a fee at the People Pasture area just for being in the fenced area? Or do they have to camp in a site? This is something BLM can look in to. It would depend on the amenities and regulations. Look at the Courthouse Rock area in the Moab Field Office. There are toilets, dumpsters, picnic tables, fire rings and they charge a fee for overnight, but sites are not delineated. Visitors can park any way they want to.
- Help can be provided to maintain the road along Cedar Mountain on the South Side along the Old Railroad Grade that goes back to the main road.
- There are ATV trails that could be moved into rockier areas to prevent damage in the base of Cedar Mountain area.
- Price Field Office has done great work to reroute, fence areas, use trenches, or boulders to protect cultural resources, natural resources, and historical resources.
- Groups can go out and perform the work with a BLM monitor. The RAAC would be supportive of getting the work done. Possibly containing access with a trailhead.
- Les shared a document with BLM that may help with what kind of message to add to signs (see Attachment L). A lot of this language is already available through the Tread Lightly program. It would be advantageous to make it site specific, and also include multiple uses that may be present such as cattle.

Travel Management Plan update

Presenters: Daniel Kauffman, Planning and Environmental Coordinator, BLM and Evan Glenn, Utah State Lead for Travel Management, BLM

- Quick Scoping update: Scoping was held on:
 - February 2, 2021 3:30-4:30 via Zoom, and February 4, 2021 6pm to 7pm, via Zoom,
 - Comments were received from online scoping meeting, ePlanning comments, Price Inbox comments, other comments.
- Primary Issues from Scoping
 - Missing routes, or routes added that should not be considered
 - adhering to the Designation Criteria of 43 CFR 8342
 - Providing a reasonable range of alternatives
 - Private land, prior BLM land use decisions, riparian areas, areas of critical environmental concern (ACEC), and disclosure of confidential data
 - Intersects between the Dingell Act and the San Rafael Swell lands with Wilderness Characteristics (LWC), Back Country Air Strips, among others
- What is an OHV? Established in Established in 43 CFR 8340.05
 - Off-road vehicle [OHV] means any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding:

- (1) Any non-amphibious registered motorboat
 - (2) Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes
 - (3) Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved
 - (4) Vehicles in official use; and
 - (5) E-bikes, as defined in paragraph (j) of this section
 - (6) Any combat or combat support vehicle when used in times of national defense emergencies
- Primitive Route—Any transportation linear feature located within a WSA or lands with wilderness characteristics designated for protection by a land use plan and not meeting the wilderness inventory road definition
- Reclaiming - linear feature that due to lack of use or other factors is reclaiming, but that would not be considered fully reclaimed. Evidence of reclaiming may include sign of little to no use, taller vegetation, woody vegetation, obstacles that impede travel
- Shared maps of TMA Boundaries and Field Office Boundaries
- The Plan: Project Overview:
 - The BLM is reviewing approximately 2,000 miles of exiting routes in the SRS TMA, this encompasses portions within the Price and Richfield Field Offices.
 - The BLM intends to designate each road as open, limited, or closed to OHV use, creating an OHV route network. Note – the term “public OHV” includes passenger vehicles in addition to traditional OHV’s such as 4WD. side by side, and motorcycles.
 - Each route has been reviewed by an interdisciplinary and inter-agency team of specialists, who have identified a purpose and need for the route and resources present on or near each evaluated route.
- San Rafael Swell TMP/Recreation Area Boundaries (Overlapping Designations)
 - The San Rafael Swell TMP covers approximately 1,313,316 acres.
 - The upper section (141,114 acres) which includes including Jurassic National Monument, Humbug Canyon, and the Price Overlook. The lower section (1,172,202 acres) includes the majority of wilderness areas and includes designated wilderness areas and high value scenic recreational opportunities.
 - Encompassed within the San Rafael Swell TMP area, the San Rafael Recreation Area consists of approximately 216,995 acres.
- How did we get here?
 - In 2008, the Price RMP approved or designated routes. That plan was not based on an on-the-ground inventory of existing travel features, it left many of the known travel features listed as “other” and was silent on many other travel features.
 - Current travel planning in the San Rafael Swell travel planning area is based on an on-the-ground inventory of travel features, most of which were in existence in 2008 and have seen some level of use before and after 2008.
 - The current travel planning effort seeks to address the shortcomings of previous plans by addressing all travel features within the planning area and through the

NEPA process, addressing each route's availability for public motorized vehicle use.

- BLM Travel Management: It's a process!! Results in Travel Management Plans and maps, requires interdisciplinary and public participation, based on route connectivity, access, and experience and consideration of resource impact. It is essential to get public and stakeholder input. BLM would especially like to thank counties and local entities for their involvement.
- 2017 Settlement agreement: Will result in 12 new Travel Management Plans in the State of Utah. Settled litigation on the 2008 RMPs.
- BLM Travel Management Starts with OHV Area Designations, then Resource Inventory, Route-by-route evaluation and documentation, NEPA Process resulting in TMP, Implementation and update. Public and Stakeholder Participation is throughout this process.
- OHV Area Designations: Open (cross-country (off of route) travel is permitted, Closed (all OHV use is prohibited, only administrative access will be authorized), Limited (OHV use is restricted in a prescribed manner, this is the broadest category). There are no designated open routes in the Price Field Office.
- Resource Inventory: Spatial data (GIS) and Maps, Linear feature inventory (signs of historic and contemporary use), cultural resource inventory and survey, public/stakeholder participation
- Route by route evaluation and documentation: Analysis of the route system in a prescribed process which includes: ID Team effort, each linear feature assessed on criteria from 43 CFR 8342.1, focus on identifying purpose and need for each linear feature, results in a specific form for each route.
- Presented sample evaluation checklists
- TMPs are the primary implementation-level decision documents laying out the management of the BLMs travel network and transportation systems
 - Generally Environmental Assessment (EA) level NEPA document. The 1,800 plus comments received will be used to refine this NEPA document and let BLM know what other information is required for analysis into the next drafts.
 - An Environmental Assessment level document (when complete) will lead to a Decision Record being signed. Only after this can the implementation process begin, i.e. updates to signs, maps, barricades, enforcement.
- Implementation and Update: On the ground work (with partners!), signage, work to open new routes and close or rehabilitate non-designated features, enforcement, update travel plan via new NEPA actions
- BLM Travel Management
 - Simplified timeline: 4.5 years to complete necessary consultation, surveys, route evaluations, and draft Environmental Assessment for public comment
- Next steps: Information gathering (ongoing), Route Evaluation Preparation (Completed), Route Evaluation (Ongoing), Public Feedback I – Public Scoping (Feb 1-Mar 3, 2021)
 - We are here: Alternative Development (tentative March/June 2021)
 - Then: Public Feedback II – Public Comment Period, Preferred Route Network, Final Route Work Approval, Prepare Sign Plan, Produce Maps, Rehabilitate Closed Routes

- The main purpose of Travel Management is to help people get out to do what they love, to get them to the landscape. The RAAC members and the public are key to help BLM understand what the realities are on the ground and to all interface on a personal level. This process is for all public motor vehicle uses not just an ATV. Most common is a passenger vehicle.

RAAC Member Discussion:

- Is Rock Art considered as criteria while evaluating routes and linear features? If particular routes lead to Rock Art how are they evaluated? Rock Art and Cultural Resources are a major component of Travel Management. To gather this information the BLM hires professionals. Previous litigation has pointed out that previous efforts to evaluate these resources were less than adequate. It is important to the public to get to go and enjoy these areas. It needs to have appropriate access. It is a balance to determine the appropriate placement to protect the resources. The Travel Management Plan will examine if a route may adversely affect cultural resources.
- The Moore Cutoff to Dutch Flat road has some maintenance issues. There are 10 rock art panels just right off of the main road within a ½ mile walk.
- These are examples of the type of input the BLM needs, route specific is very helpful.
- The RAAC members discussed when to hold the next meeting. In order for a Federal Register Notice to be posted it would be best to plan it for late July or August. Everyone checked their calendars and determined the tentative dates of August 10th and 11th would work.
- Discussion of the rare plants, wildlife, and other ecologically sensitive features could be part of the next meeting. Determine areas to steer away from.
- It is hopeful that some of the Land Use Plan Amendments will be underway and the RAAC can get updates on those.
- The group would like to have a field trip, particularly to the Behind the Reef and Sids Mountain border which may give some an idea of how to best manage these areas.
- It was suggested that possibly there could be a discussion on the language from the Dingell Act. What are the priorities? They are all given equal importance and are all components of recreation.
- It was requested to have a follow-up on fee sites in the Recreation Area. Discussion of success and failures.
- There is a need to advertise the RAAC meetings more heavily. Most people will not read the Federal Register Notice but will read the local newspapers. The notice of the meetings should be appropriately timed, not two months in advance.
- There is a request to have the maps that were presented available at the next Public Lands Council meeting.
- Another future topic suggested was developing water for range needs or for wildlife.

Public Comment Period

- Jim Jennings: I have heard that the BLM is opening more routes than in the past but there is just a more accurate and thorough inventory than before. They are doing a better job at identifying routes on the ground using GoogleEarth, and considering management.
- Larry Ellertson: Appreciate the work the Advisory Council is doing and their time. Impressed with their knowledge and their questions.

- Ray Petersen: Participated in the travel planning process. Share the concern with Jim about people finding more routes and more being open. Agree that it's due to thorough processes and inventory. Open routes are fewer than historic routes. Don't think the area will be overwhelmed with motorized resources.
- Question for Ray Petersen from Rod: Thoughts on the discussion on the purposes of the recreation area? Good discussion. Agree with the assessment that the language doesn't intend to put more emphasis on one resource than another. In coming up with the language, there was a lot of discussion about the recreation area as opposed to other designations. Discussed the major importance of recreation in the area in opposition to wilderness. Honest effort to make a distinction between the wilderness areas and this area's recreation. It is a recreation area, not primarily a conservation area. That led to the language in the Act.
- Larry Ellertson: Regarding the discussion of the Recreation Area purposes. Concur that all the resources listed connect back to recreation and enhance recreation opportunities. The key point is to recreate in many different ways and hope it remains a central focus.
- Ray Petersen: Not a major component of the plan for the Rec Area, but it needs to be. Hearing from users that there is a major need for enforcement and education concerning motorized recreation and increased recreation. Ignorance about proper utilization of the resource. Some rebellion against proper use (getting off the trail). Include as a component to be addressed in the future.


Discussion/consideration of Public Comments

- I think that the reason there is a perception that BLM is increasing number of routes is due to a more thorough and accurate inventory. Emery County appreciates the actual physical evidence. If we trust in the process, we can also trust when the BLM says that a route should be closed.
- The idea of discussing water range improvements would be great. Knowing where the pinch points are that create user conflict would help determine placement. Permittes are seasonal and water should be developed off the road to lessen conflict. Places where cattle need to trail or graze need to be evaluated. Once a day coming to water is the issue. Water should be developed in a place where wildlife will be less harassed. Holding facilities and cattle staging areas are also very important. This would be great places to alert the public of the seasonal cattle use and give a time frame of when they should not camp, etc.
- There is no firewood gathering or cutting in the Recreation Area. This is not being enforced. Enforcement is difficult and BLM Law Enforcement will issue citations if they can and provides opportunities to educate the public. The Resource Management Plan (RMP) prohibited gathering (must provide own) to Recreation Management Zones (RMZs) in the SRMA.
- We must pay attention to all resources in high impact areas including trails, camping areas, and staging areas, also to rock art sites.
- Public land management is complex. More people are coming all the time and their interest in the Swell is growing, and they need somewhere to go. How do we maintain that experience? A lot of what is being suggested is at the implementation level. BLM cannot make a change tomorrow. Signage, messaging and increasing education can be handled more immediately.

- What is the social carrying capacity and the ecological carrying capacity? Are we meeting these needs? How does BLM consider this? We need to monitor user capacity and the visitor experience feedback to find out what the capacity is. This is challenging and different for different user groups.
- BLM appreciates ideas and new ideas and looking forward to strategy to develop.
- Kent Wilson moved to adjourn the meeting, and Leon McElprang seconded that.

Chairperson adjourned meeting at 11:39 am

Approved:

 Leslie K. Wilberg 5/18/2021
--

Leslie K. Wilberg
Chairperson

MOLLY HOCANSON Digitally signed by MOLLY HOCANSON
Date: 2021.05.19 08:45:26 -0600

Attachments

- A. Federal Register Notice
- B. News Release
- C. Agenda
- D. Overview of Land Designations presentation
- E. Overview of Range Resources Inventories presentation
- F. Sign Plan Discussion presentation
- G. Overview of Archeological Resources presentation
- H. Non-motorized Trails Study presentation
- I. Study of Non-motorized Recreation Opportunities document
- J. Planning and Implementation Comparisons presentation
- K. Camping within the San Rafael Swell Planning Area presentation
- L. ATV Messaging for Signs document
- M. Travel Management Plan Update presentation
- N. Potential Presentations/Additional Topics for Discussion

landowners, local business owners, and the public at large. More information can be found on the BENM MAC web page at <https://www.blm.gov/get-involved/rac-near-you/utah/benm-mac>.

Planned agenda items for the meeting include discussing and receiving input on Bears Ears National Monument management planning efforts, wood-cutting and harvesting, and other issues as appropriate.

A public comment period will be offered during the meeting. Depending on the number of people wishing to comment and the time available, the time for individual comments may be limited. Written comments may also be sent to the Monticello Field Office at the address listed in the **FOR FURTHER INFORMATION CONTACT** section of this notice. All comments received prior to the meeting will be provided to the BENM MAC.

Before including your address, phone number, email address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

Detailed meeting minutes for the BENM MAC meeting will be maintained in the Canyon Country District Office and will be available for public inspection and reproduction during regular business hours within 90 days following the meeting. Minutes will also be posted to the BENM MAC web page.

Authority: 43 CFR 1784.4–2.

Gregory Sheehan,
State Director.

[FR Doc. 2021–00790 Filed 1–14–21; 8:45 am]

BILLING CODE 4310–DQ–P

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

[212 LLUT912000 L13140000.PP0000]

Notice of Public Meeting, Utah Resource Advisory Council, Utah

AGENCY: Bureau of Land Management, Interior.

ACTION: Notice of public meeting.

SUMMARY: In accordance with the Federal Land Policy and Management Act, the Federal Advisory Committee Act, and the Federal Lands Recreation Enhancement Act, the U.S. Department of the Interior, Bureau of Land

Management’s (BLM) Utah Resource Advisory Council (RAC) will meet as indicated below.

DATES: The Utah RAC will hold an online meeting on March 2, 2021, from 8 a.m. to 4:30 p.m. The meeting is open to the public.

ADDRESSES: The agenda and meeting registration information will be posted on the Utah RAC web page 30 days before the meeting at <https://www.blm.gov/get-involved/resource-advisory-council/near-you/utah/RAC>. Written comments to address the Utah RAC may be sent to the BLM Utah State Office, 440 West 200 South, Suite 500, Salt Lake City, Utah 84101, or via email to BLM_UT_External_Affairs@blm.gov with the subject line “Utah RAC Meeting.”

FOR FURTHER INFORMATION CONTACT: Lola Bird, Public Affairs Specialist, BLM Utah State Office, 440 West 200 South, Suite 500, Salt Lake City, Utah 84101; phone (801) 539–4033; or email lbird@blm.gov. Persons who use a telecommunications device for the deaf (TDD) may call the Federal Relay Service (FRS) at (800) 877–8339 to leave a message or question for Ms. Bird. The FRS is available 24 hours a day, 7 days a week. Replies are provided during normal business hours.

SUPPLEMENTARY INFORMATION: The Utah RAC provides recommendations to the Secretary of the Interior, through the BLM, on a variety of public lands issues. Agenda topics will include: BLM Utah priorities, statewide resource management planning, travel management planning overview and current status, Color Country District project planning, Dingell Act implementation, Wild Horse and Burro Program, Great American Outdoors Act update, fuels management update, Draft Business Plan for the Kanab Field Office Campground Program, and other issues as appropriate. The Utah RAC will offer a 30-minute public comment period. Depending on the number of people wishing to comment and the time available, the amount of time for individual oral comments may be limited. Written comments may also be sent to the BLM Utah State Office at the address listed in the **ADDRESSES** section of this notice. All comments received will be provided to the Utah RAC.

Public Disclosure of Comments: Before including your address, phone number, email address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment

to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

Detailed meeting minutes for the Utah RAC meeting will be maintained in the BLM Utah State Office and will be available for public inspection and reproduction during regular business hours within 90 days following the meeting. Minutes will also be posted to the Utah RAC web page.

(Authority: 43 CFR 1784.4–2)

Gregory Sheehan,
State Director.

[FR Doc. 2021–00791 Filed 1–14–21; 8:45 am]

BILLING CODE 4310–DQ–P

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

[212 LLUTG02000 L17110000.PN0000]

Notice of Public Meetings, San Rafael Swell Recreation Area Advisory Council, Utah

AGENCY: Bureau of Land Management, Interior.

ACTION: Notice of Public Meetings.

SUMMARY: In accordance with the Federal Land Policy and Management Act, the Federal Advisory Committee Act, and the Federal Lands Recreation Enhancement Act, the U.S. Department of the Interior, Bureau of Land Management’s (BLM) San Rafael Swell Recreation Area Advisory Council (Council) will meet as indicated below.

DATES: The Council is scheduled to meet on February 17, 2021, from 8 a.m. to 5 p.m. The Council is also scheduled to meet on April 7, 2021, from 12 p.m. to 5:00 p.m. and on April 8, 2021, from 8:30 a.m. to 12 p.m. A virtual meeting platform and/or teleconference may substitute an in-person meeting if public health restrictions are in place.

ADDRESSES: The meetings will be held at the Emery County Courthouse, 75 East Main Street, Castle Dale, Utah 84513. Written comments to address the Council may be sent to Lance Porter, Green River District Manager, 170 South 500 West, Vernal, Utah 84078, or via email with the subject line “San Rafael Swell Advisory Council meeting” to utprmail@blm.gov.

FOR FURTHER INFORMATION CONTACT: Lance Porter, Green River District Manager, 170 South 500 West, Vernal, Utah 84078; phone (435) 781–4400; or email l50porte@blm.gov. Persons who use a telecommunications device for the deaf may call the Federal Relay Service

(FRS) at 1-800-877-8339 to leave a message or question for the above individual. The FRS is available 24 hours a day, seven days a week. Replies are provided during normal business hours.

SUPPLEMENTARY INFORMATION: The John D. Dingell, Jr. Conservation, Management, and Recreation Act (Pub. L. 116-9) established the Council to provide advice and information for the BLM in planning and managing the San Rafael Swell Recreation Area. The seven-member council represents a wide range of interests including local government, recreational users, grazing allotment permittees, conservation organizations, expertise in historical uses of the recreation area, and Tribes. More information can be found at: <https://www.blm.gov/get-involved/resource-advisory-council/near-you/utah/San-Rafael-Swell-RAC>. Agenda topics for the February meeting will include an overview of Dingell Act mandates, an overview of the Price Field Office Resource Management Plan (RMP), nomination of a Council chairperson and vice-chairperson, identification of next steps, and discussion of upcoming RMP amendments. Agenda topics for the April meeting will include agency updates, RMP updates, and discussion of implementation-level plans. The final agendas and meeting information will be posted on the Council's web page 30 days before the meetings.

The meetings are open to the public; however, transportation, lodging, and meals are the responsibility of the participating individuals. A public comment period will be offered each day of the scheduled meetings. Depending on the number of people wishing to comment and the time available, the time for individual comments may be limited. People wishing to speak will be asked to sign in before the scheduled oral comment time for planning and record keeping purposes. Written comments may also be sent to the Price Field Office at the address listed in the **ADDRESSES** section of this notice. All comments received will be provided to the Council.

Public Disclosure of Comments: Before including your address, phone number, email address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we

cannot guarantee that we will be able to do so.

Detailed Council meeting minutes will be maintained in the Green River District Office and will be available for public inspection and reproduction during regular business hours within 90 days following each meeting. Minutes will also be posted to the Council web page.

Authority: 43 CFR 1784.4-2.

Gregory Sheehan,

State Director.

[FR Doc. 2021-00445 Filed 1-14-21; 8:45 am]

BILLING CODE 4310-DQ-P

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Fish and Wildlife Service

[212L1109AF LLUTC03000
L16100000.DS0000 LXSSJ0740000; UTU-
93620; 13-08807]

Notice of Availability of the Records of Decision for a Highway Right-of-Way, Amended Habitat Conservation Plan and Issuance of an Incidental Take Permit for the Mojave Desert Tortoise, and Approved Resource Management Plan Amendments, Washington County, UT

AGENCY: Bureau of Land Management, Interior; Fish and Wildlife Service, Interior.

ACTION: Notice of availability.

SUMMARY: The Bureau of Land Management (BLM) and the U.S. Fish and Wildlife Service (Service), as joint lead agencies, announce the availability of the records of decision (ROD) for the Northern Corridor highway right-of-way (ROW), issuance of an incidental take permit (ITP), and approved amendments for the Red Cliffs National Conservation Area (NCA) and St. George Field Office Resource Management Plans (RMP).

DATES: The Secretary of the Interior signed the ROD on January 13, 2021 which constitutes the final decision of the BLM and made the approved amendments to the RMPs, effective immediately. The BLM also signed the ROW grant for the Northern Corridor highway and issued the grant to the Utah Department of Transportation (UDOT) on January 13, 2021, which is effective immediately. The Service's Regional Director for Interior Regions 5 and 7 signed a ROD for issuance of an ITP, supported by the Habitat Conservation Plan (HCP), to Washington County (County) on January 13, 2021.

ADDRESSES: The RODs are available on the BLM ePlanning project website at <https://eplanning.blm.gov/eplanning-ui/project/1502103/510>. Click the "Documents" link on the left side of the screen to find the electronic versions of these materials. If you would like to request to view a hard copy, please call the St. George Field Office for more information at (435) 688-3200, Monday through Friday, except holidays.

FOR FURTHER INFORMATION CONTACT: Gloria Tibbetts, BLM Color Country District Planning and Environmental Coordinator, telephone: (435) 865-3063; address: 176 East DL Sargent Dr., Cedar City, UT 84721; email: gtibbetts@blm.gov. For information on the Amended HCP or ITP, contact Yvette Converse, Field Supervisor, U.S. Fish and Wildlife Service, telephone: (801) 975-3330 ext. 61912; email: utahfieldoffice_esa@fws.gov. Persons who use a telecommunications device for the deaf may call the Federal Relay Service (FRS) at 1-800-877-8339 to leave a message or question for Ms. Tibbetts or Ms. Converse. The FRS is available 24 hours a day, 7 days a week. Replies are provided during normal business hours.

SUPPLEMENTARY INFORMATION: On September 4, 2018, UDOT submitted an application for a ROW grant for the Northern Corridor Project north of the City of St. George, Utah, on BLM-administered and non-Federal lands within the Red Cliffs NCA and Red Cliffs Desert Reserve (Reserve). The Reserve was established for the protection of the Mojave desert tortoise under the 1995 Washington County HCP. The NCA was established through the passage of the Omnibus Public Land Management Act of 2009. The 1995 HCP expired in 2016 and was extended by the Service to allow the County to amend the HCP pursuant to Section 10(a)(1)(B) of the Endangered Species Act (ESA). The Service received an application for an ITP dated January 30, 2015. The associated amended HCP was finalized by Washington County on October 20, 2020. The amended HCP anticipates the Northern Corridor highway, as a potential changed circumstance, would be partially offset with the addition of a new sixth zone to the Reserve (Reserve Zone 6) as the primary conservation strategy. To allow for consideration of and mitigation for the Northern Corridor, the BLM considered amendments to the Red Cliffs NCA and St. George Field Office RMPs.

The BLM and the Service, as joint lead agencies, reviewed the ROW and ITP applications, and the BLM



U.S. DEPARTMENT OF THE INTERIOR
**BUREAU OF LAND
 MANAGEMENT**

SAN RAFAEL SWELL RECREATION AREA ADVISORY COUNCIL TO HOLD ONLINE MEETING

PRICE, Utah – The Bureau of Land Management will hold two meetings of the San Rafael Swell Recreation Area Advisory Council (Council). The first meeting will be held on Feb. 17, 2021, from 8 a.m. to 5 p.m. and will be hosted online. Meeting registration information is available at https://blm.zoomgov.com/webinar/register/WN_xmdv5PSNQcGgBa9WxhLrtg.

The second meeting will be held on April 7, 2021, from 12 p.m. to 5 p.m. and April 8 from 8:30 am to 12 p.m. An online meeting platform and/or teleconference may substitute an in-person meeting if public health restrictions are in place.

The John D. Dingell, Jr. Conservation, Management, and Recreation Act of 2019 established the Council to provide advice and information for the BLM to consider in planning for and managing the San Rafael Swell Recreation Area. The seven-member Council represents a wide range of interests including local government, recreational users, grazing allotment permittees, conservation organizations, expertise in historical uses of the recreation area, and Tribes. Advisory councils provide advice and recommendations to the Secretary of the Interior on public land resource and management issues.

“The BLM looks forward to the Council’s kick-off meeting,” said **Lance Porter, Green River District Manager**. “This is a great opportunity for the BLM to receive feedback about the future management of the San Rafael Swell Recreation Area.”

Agenda topics for the February meeting will include an overview of Dingell Act mandates, an overview of the Price Field Office Resource Management Plan (RMP), nomination of a Council chairperson and vice-chairperson, identification of next steps, and discussion of upcoming RMP amendments. Agenda topics for the April meeting will include agency updates, RMP updates, and discussion of implementation-level plans. The final agendas and meeting registration information (including how to log in and participate via Zoom) will be posted on the Council webpage at <https://www.blm.gov/get-involved/resource-advisory-council/near-you/utah/San-Rafael-Swell-RAC>.

The public is welcome to attend the meetings and will be given an opportunity to address the Council each day. The scheduled times for the public to address the Council are Feb. 17, 2021 from 3:15 p.m. to 3:45 p.m., April 7, 2021 from 4:30 p.m. to 5 p.m., and April 8 from 11 a.m. to 11:30 a.m. Depending on the number of people wishing to comment, the amount of time for an individual’s oral comments may be limited. Written statements to address the Council may also be sent prior to each meeting to the BLM Green River District, Attn: Lance Porter, 170 South 500 West, Vernal, Utah 84078 or via email with the subject line “San Rafael Swell Advisory Council meeting” to utprmail@blm.gov.

More information about the area can be found at <https://www.blm.gov/visit/search-details/2187/2>.

For additional information about the upcoming meetings, please contact Lance Porter at (435) 781-4400 or l50porte@blm.gov. Persons who use a telecommunications device for the deaf may call the Federal Relay Service (FRS) at 1-800-877-8339 to leave a message or question for the above individual. The FRS is available 24 hours a day, seven days a week. Replies are provided during normal business hours.

The BLM manages more than 245 million acres of public land located primarily in 12 Western states, including Alaska. The BLM also administers 700 million acres of sub-surface mineral estate throughout the nation. The agency’s mission is to sustain the health, diversity, and productivity of America’s public lands for the use and enjoyment of present and future generations. Diverse activities authorized on these lands generated \$111 billion in economic output across the country in fiscal year 2019—more than any other agency in the Department of the Interior. These activities supported more than 498,000 jobs.

MORE PRESS RELEASES

RELEASE DATE

Thursday, January 14, 2021

ORGANIZATION

Bureau of Land Management

OFFICE

Green River District

CONTACTS

Name: Lola Bird

Email: lbird@blm.gov

Phone: 801-530-1033

Attachment B

Attachment C

**San Rafael Swell Recreation Area Advisory Council
Meeting Agenda
April 7-8, 2021**

***Meeting to be held online via Zoom**

April 7

TIME	TOPIC	PRESENTER
12 p.m.	Public sign in and member arrival	
12:30 p.m.	Welcome and introductions	Lance Porter, Green River District Manager and Les Wilberg, San Rafael Swell Recreation Area Advisory Council (AC) Chairperson
12:40 p.m.	Agenda review and meeting room logistics Purpose: Review agenda, adjust if necessary	Les Wilberg
12:45 p.m.	Overview of land designations Purpose: To explain existing RMP land designations and what they mean for the management of the San Rafael Swell Recreation Area (SRS)	Stephanie Howard, Green River District (GRD), Branch Chief
1:30 p.m.	Overview of range resource inventories Purpose: Update the group on what work has occurred to date	Stephanie Bauer, Price Field Office (PFO), Range Management Specialist
2:00 p.m.	Break and reminder to public to sign in if they wish to address the AC	Les Wilberg
2:15 p.m.	Sign plan discussion Purpose: Discuss options for education and sign placement	Myron Jeffs, PFO, Outdoor Recreation Planner (ORP), Jayden Mead, PFO, ORP, TBD
3:00 p.m.	Overview of archaeological resources located in SRS planning area Purpose: To educate the AC about historic and prehistoric resources located within the SRS planning area	William Brant, PFO, Archaeologist
3:30 p.m.	Discussion about non-motorized trails located within the SRS planning area	Dana Truman, PFO, Assistant Field Manager, Blake Baker PFO ORP

Attachment C

	Purpose: To provide an overview of non-motorized trails study	
4:15 p.m.	Break to prepare for public comment period	Les Wilberg
4:30 p.m.	Public comment period	Members of the public, sign in will be required for oral comments
5 p.m.	Adjourn	Les Wilberg

Attachment C

April 8, 2021

8:30 a.m.	Brief overview of yesterday's activities and agenda for today Purpose: Opportunity to answer questions, offer observations on yesterday's meeting, and affirm agenda and goals for today	Lance Porter, Les Wilberg and Council members
8:45 a.m.	Discussion about camping within the SRS planning area Purpose: To discuss camping options under the new Dingell Act designations	Myron Jeffs, PFO, ORP and Jaydon Mead, PFO, ORP
9:45 a.m.	Break and reminder to public to sign in if they wish to address the AC	Les Wilberg
10:00 a.m.	Overview of Travel Management in the SRS area Purpose: To update the AC on the status of travel management efforts in the San Rafael Swell area	Chris Conrad, PFO, Field Manager & Dan Kauffman, GRD, Planning and Environmental Coordinator
11 a.m.	Public comment period	Members of the public, sign in will be required for oral comments
11:30 a.m.	Discussion/consideration of public comments	Council members
12 p.m.	Adjourn	



1

Review of Dingell Act Management

Congress's San Rafael Swell Requirements

- Protect and enhance recreational, natural, and educational resources
- No new permanent or temporary roads...shall be constructed
- Motorized vehicles...shall be permitted only on [designated] roads
- Grazing of livestock if established before the Act...shall be allowed to continue
- Withdrawn from the public land laws
- Withdrawn from the mining laws and the leasing laws

San Rafael Swell Recreation Area

Legend

- Large Group Site Prime West
- Recreation Sites
- Designated Roads
- Land Use/Management
- San Rafael Swell Recreation Area

No warranty is made by the BLM for use of the data for purposes not intended in the BLM.

This material may contain technical information for scientific and technical purposes. It is not intended for general distribution and its use is limited to the management of public lands.

2

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

Recreation and Recreation Sites

Dispersed = unstructured
Designated = specific location
Developed = facilities with fees

Recreation

- Dispersed camping
- Rock climbing (except by nests and rock art)
- Mountain Biking on designated bike and OHV routes

Designated Recreation Sites

- Cedar Mountain
- Buckhorn Pictograph Panel
- San Rafael Bridge
- Swaseys Cabin
- Little Wild Horse Canyon
- Wedge Overlook
- Temple Mountain

San Rafael Swell Recreation

Legend

- ★ Large Group Sites Free PMP
- ▲ Recreation Sites
- ▭ Congressionally Designated Wilderness
- ▭ San Rafael Swell Recreation Area

No warranty is made by the BLM for use of the data for purposes not intended by the BLM.
This product may not meet BLM standards for accuracy and currency. Users are advised to verify critical data with the source of the data.

3

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

Special Recreation Management Area

Areas of unique recreation value, importance, and/or distinctiveness

San Rafael Swell SRMA

Primary Activities

- Driving for pleasure
- ATV trail riding
- Dispersed Camping (motorized and nonmotorized)
- Rock art viewing
- Visit Cultural sites
- Heritage tourism
- Backcountry hiking and backpacking
- Canyoneering
- Horseback riding
- Wilderness therapy and education
- Scenic overlooks
- River-running on the San Rafael and Muddy Rivers.


San Rafael Swell Special Recreation Management Area

Legend

- ★ Large Group Sites Free PMP
- ▲ Recreation Sites
- ▭ Congressionally Designated Wilderness
- ▭ San Rafael Swell Recreation Area
- ▭ San Rafael Swell SRMA

No warranty is made by the BLM for use of the data for purposes not intended by the BLM.
This product may not meet BLM standards for accuracy and currency. Users are advised to verify critical data with the source of the data.

4



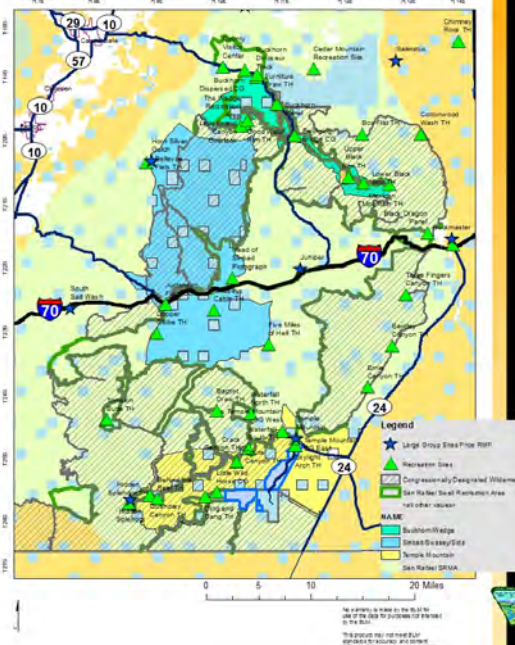
U.S. Department of the Interior
Bureau of Land Management

Recreation Management Zones

Buckhorn/Wedge (Bright Green)

Primary Activities

- *Backpacking*
- *Canyoneering*
- *River-running on the San Rafael River*
- Driving for pleasure
- ATV trail riding
- Dispersed Camping (motorized and nonmotorized)
- Rock art viewing
- Visit Cultural sites
- Heritage tourism
- Backcountry hiking and
- Horseback riding
- Wilderness therapy and education
- Scenic overlooks



San Rafael Swell Recreation Management Zones

Legend

- ★ Large Group Sites Price Report
- ▲ Recreation Sites
- Congressionally Designated Wilderness
- San Rafael Swell Recreation Area
- All other values


NAME

- Buckhorn/Wedge
- Sinbad/Swasey/Sid's
- Temple Mountain
- San Rafael SWRA

No warranty is made in the field for use of the data for purposes not intended by the BLM.

This product may not meet BLM standards for accuracy and currency. Different data sources and field errors may cause some disagreement of the data.

5



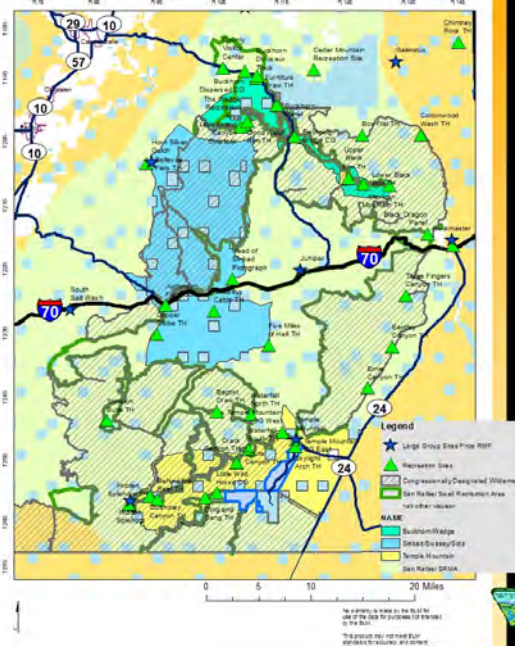
U.S. Department of the Interior
Bureau of Land Management

Recreation Management Zones

Sinbad/Swasey's Cabin/Sid's Mountain (Bright Blue)

Primary Activities

- *Backpacking*
- Driving for pleasure
- ATV trail riding
- Dispersed Camping (motorized and nonmotorized)
- Rock art viewing
- Visit Cultural sites
- Heritage tourism
- Backcountry hiking
- Horseback riding
- Wilderness therapy and education
- Scenic overlooks



San Rafael Swell Recreation Management Zones

Legend

- ★ Large Group Sites Price Report
- ▲ Recreation Sites
- Congressionally Designated Wilderness
- San Rafael Swell Recreation Area
- All other values

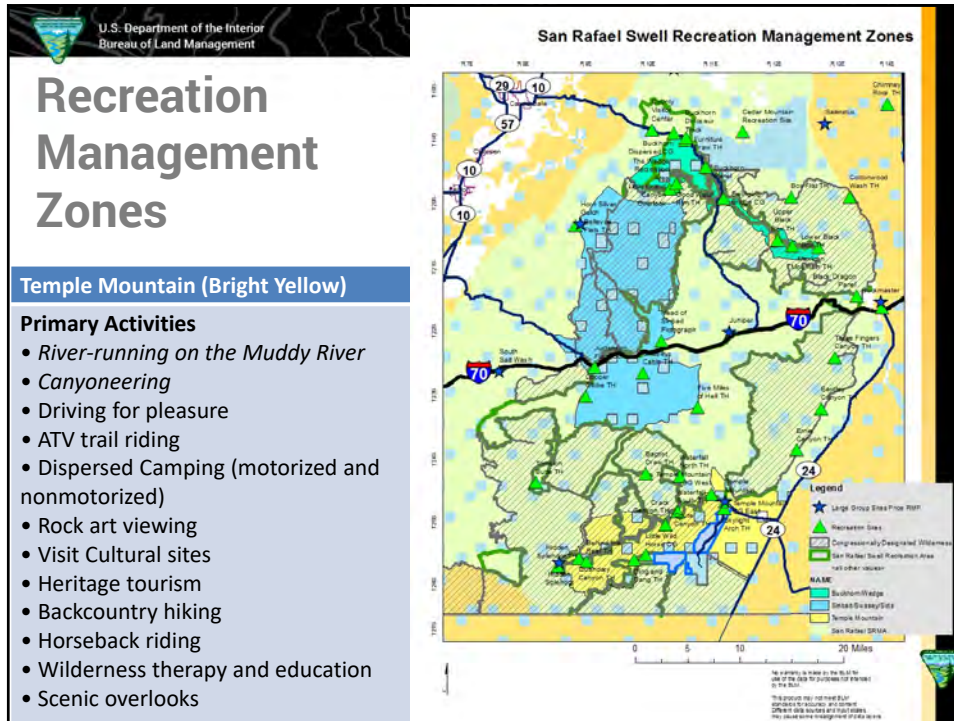
NAME

- Buckhorn/Wedge
- Sinbad/Swasey/Sid's
- Temple Mountain
- San Rafael SWRA

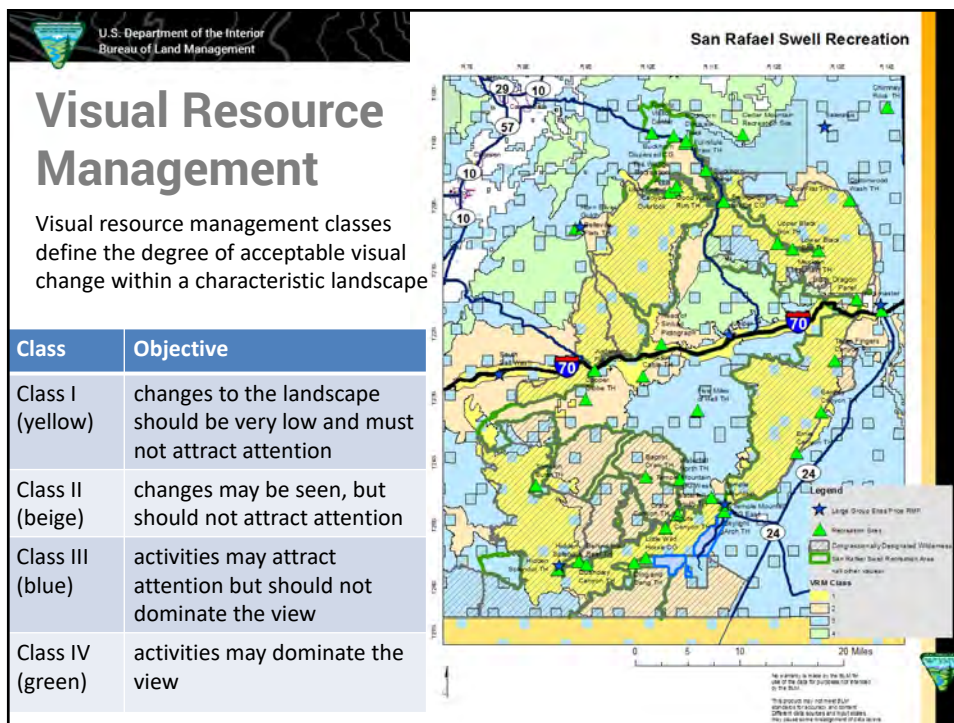
No warranty is made in the field for use of the data for purposes not intended by the BLM.

This product may not meet BLM standards for accuracy and currency. Different data sources and field errors may cause some disagreement of the data.

6



7



8

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

Areas of Critical Environmental Concern

Areas where special management/funding is required to: (1) protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or (2) protect life and safety from natural hazards.

ACEC	Value
Interstate 70 ACEC	Scenic
San Rafael Canyon	Scenic - Little Grand Canyon, the Wedge, Black Boxes
San Rafael Reef	Scenic, Vegetation
Seger's Hole	Scenic
Muddy Creek ACEC	Cultural, Historic, Scenic - Hondu Arch and Tomsich Butte
Rock Art ACEC	Cultural - Black Dragon, Head of Sinbad, Rochester/ Muddy Petroglyphs, Lone Warrior, Sand Cove Spring, King's Crown, Short Creek, Dry Wash, North Salt Wash, Molen Seep, Big Hole, Cottonwood Canyon, Wild Horse Canyon, and Grassy Trail
Heritage Sites	Historic – Wilsonville, Shepherds End, Smith Cabin, Hunt Cabin, Copper Globe, Temple Mountain, and Swaseys Cabin
Uranium Mining Districts	Historic – Tidwell Draw, Hidden Splendor, Little Susan, Lucky Strike

9

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

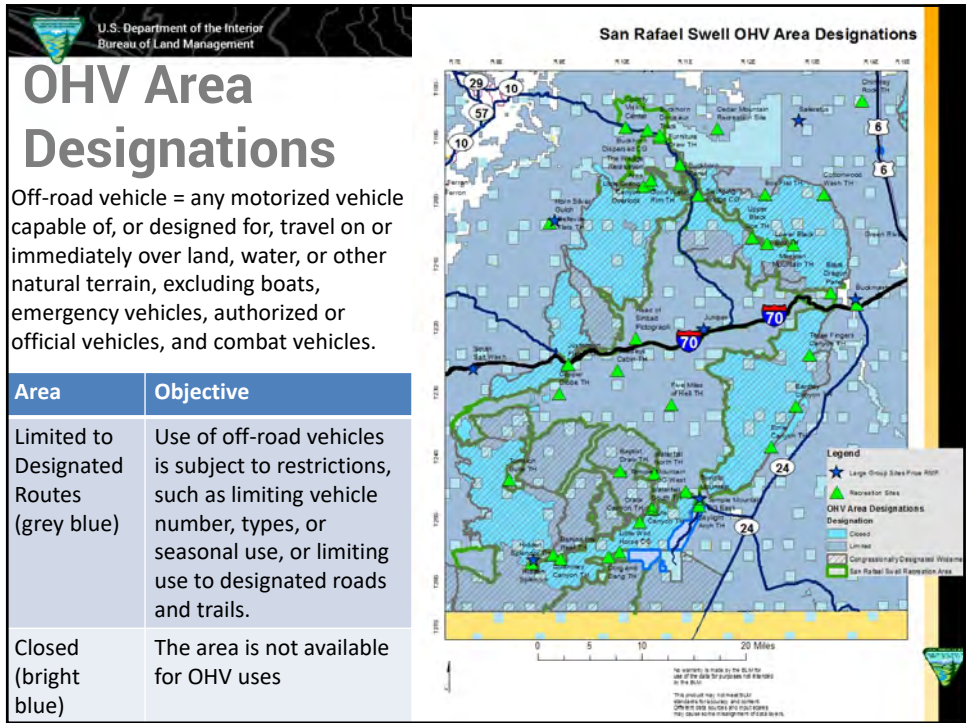
Areas of Critical Environmental Concern

ACEC	
Interstate 70 ACEC	Dark blue
San Rafael Canyon	Dark green
San Rafael Reef	Bright yellow
Seger's Hole	Bright green
Muddy Creek ACEC	Bright blue
Rock Art ACEC	Pale blue
Heritage Sites	Pale green
Uranium Mining Districts	Pale yellow

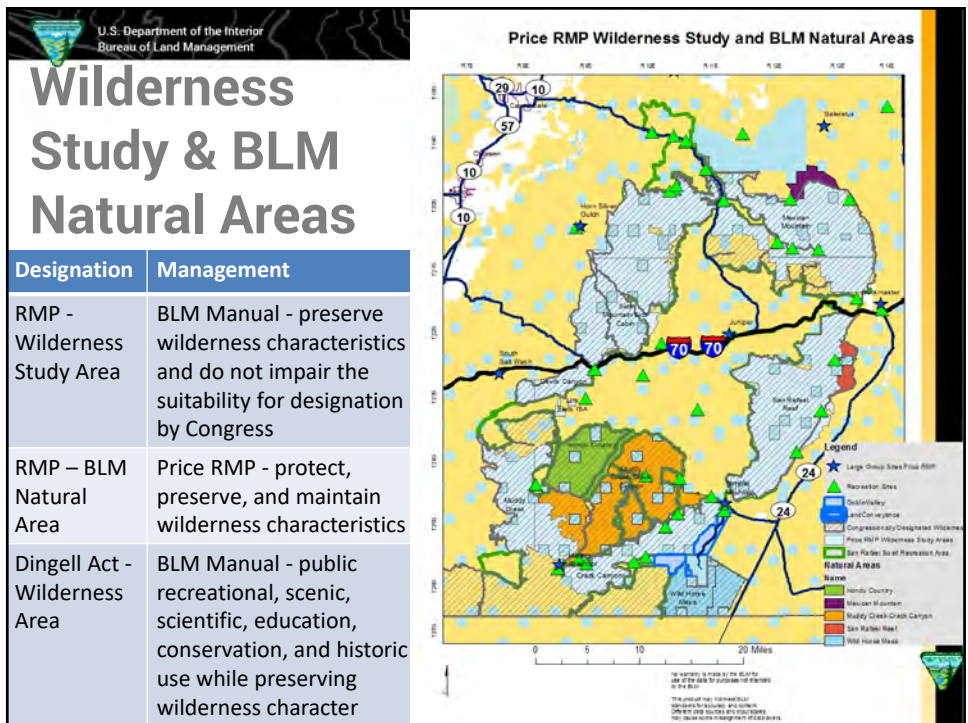
San Rafael Swell OHV Area Designations

The map displays the San Rafael Swell area with various colored zones representing different ACECs. Dark blue zones are located along Interstate 70. Dark green zones are in the northern part of the area. Bright yellow zones cover large areas in the center and south. Other colors like bright green, bright blue, pale blue, pale green, and pale yellow are scattered throughout the region. Major roads shown include I-70, I-86, and US-24. A scale bar at the bottom indicates 0 to 20 miles.

10



11



12



1

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

What Does the Act Say?

Section 1221

(a) Establishment –

(1) In general.—Subject to valid existing rights, there is established the San Rafael Swell Recreation Area in the State.

(2) Area included.—The Recreation Area shall consist of approximately 216,995 acres of Federal land managed by the Bureau of Land Management.

(b) Purposes.—The purposes of the Recreation Area are to provide for the protection, conservation, and enhancement of the recreational, cultural, natural, scenic, wildlife, ecological, historical, and educational resources of the Recreation Area.

2

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

What Does the Act Say?

Section 1221 Continued

(e) Grazing.—

(1) In general.—The grazing of livestock in the Recreation Area, if established before the date of enactment of this Act, shall be allowed to continue, subject to such reasonable regulations, policies, and practices as the Secretary considers to be necessary in accordance with (A) applicable law (including regulations); and (B) the purposes of the Recreation Area.

(2) Inventory - Not later than 5 years after the date of enactment of this Act, the Secretary, in collaboration with any affected grazing permittee, shall carry out an inventory of facilities and improvements associated with grazing activities in the Recreation Area.

3

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

What Does the Act Say?

The BLM focused on range inventories for lands adjacent to the San Rafael Swell Recreation Area newly designated as Wilderness

Section 1231

(d) Livestock.—

(1) In general.—The grazing of livestock in the wilderness areas, if established before the date of enactment of this Act, shall be allowed to continue, subject to such reasonable regulations, policies, and practices as the Secretary considers to be necessary...

(2) Inventory.—With respect to each wilderness area in which grazing of livestock is allowed to continue under paragraph (1), not later than 2 years after the date of enactment of this Act, the Secretary, in collaboration with any affected grazing permittee, shall carry out an inventory of facilities and improvements associated with grazing activities in the wilderness area.

4



5



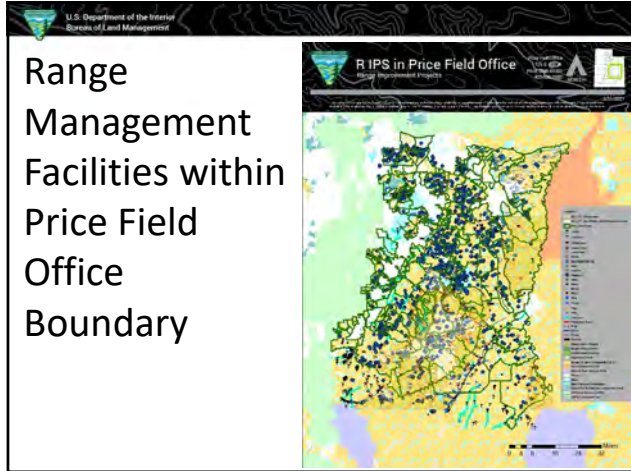
6



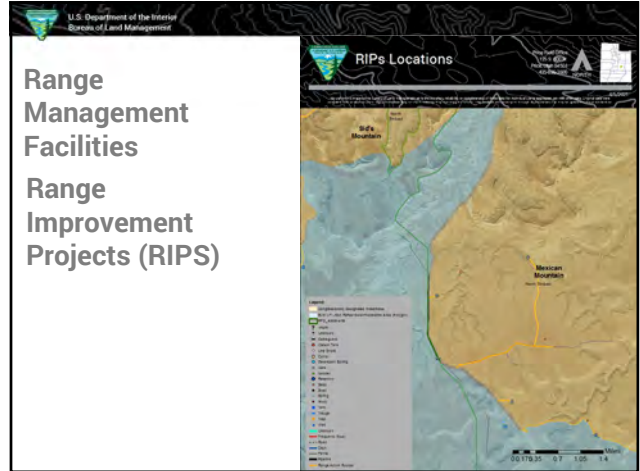
7



8



9



10

Why?

Need to establish the baseline inventory...

What uses are occurring where right now?

- 43 Allotments within Wilderness Areas
- Multiple Allotments Overlap within Multiple Wilderness Areas
- 5 Managed for Livestock Grazing out of Richfield Field Office.
- Coordination with Staff from Richfield/Hanksville Field Offices
- 2 Years to Complete

11

Public Outreach

- The BLM Coordinated with 87+ Permittees
- Held 2 Evening Meetings in Castle Dale, UT – 2 in February, 1 in March
- Several in Office Meetings

12

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

Results

- Documented Range Improvements that were unknown
- Documented Placement of Temporary Range Improvements Like Mineral & Water Haul Locations
- Documented Administrative Access Routes to Range Improvements
- 266 Point Features (Reservoirs, Troughs, Gates, Developed Springs, Vegetation Studies, etc.)
- 18 Miles of fence (Allotment Boundary, Pasture Boundary, Drift & Gap Fences)

13

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


Results

- Updated Range Improvement Files
- More Accurate GIS Data to 21st Century
- Assess Condition of Range Improvements
Replacement
Repair
Maintenance
- Historical Uses

14

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

Range Improvements Within the Recreation Area

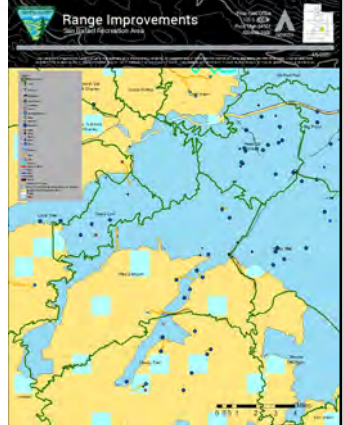


A GIS map titled "Range Improvements Within the Recreation Area". The map shows a network of roads and trails in yellow and orange, with numerous blue dots representing range improvement features. A legend on the left side of the map lists various features and their corresponding symbols. The map includes a scale bar and a north arrow.

15

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

Range Improvements Within the Recreation Area



A GIS map titled "Range Improvements Within the Recreation Area". The map shows a network of roads and trails in yellow and orange, with numerous blue dots representing range improvement features. A legend on the left side of the map lists various features and their corresponding symbols. The map includes a scale bar and a north arrow.

16

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

What We Have

- 25 Allotments within San Rafael Recreation Area
- 2 Managed for Livestock Grazing out of Richfield Field Office.
- 259 Point Features (Reservoirs, Troughs, Cattleguards, Vegetation Studies, etc.)
- 65 Miles of Fence (Allotment Boundary, Pasture Boundary, Drift & Gap Fences)
- 3 Years to Complete

17

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

Next Steps


- Verify Range Improvement Projects/Access Routes in San Rafael Recreation Area within 3 yrs
- Future Permittee Meetings for Unknown Range Improvements
- Update Range Improvement & GIS Files
- Coordination with Richfield/Hanksville Field Office



18

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

Questions?



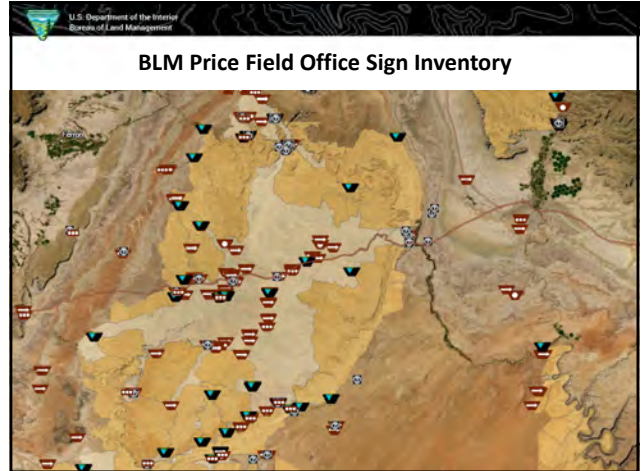
U.S. Department of the Interior
Bureau of Land Management

<i>Stephanie Bauer, Range Management Specialist</i> sbauer@blm.gov	Bureau of Land Management Price Field Office 125 South 600 West Price, UT 84501
---	--

19



1



2

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

Most inventoried signs are general/directional signs

Some are informational

We recognize the need to update/replace old signs. Many are faded, damaged, or falling down.

In partnership with Emery County, we began replacing old wood signs with metal/reflective signs 6X6 treated posts, and they look nice and should last longer.

In the last 3 years, over 250 new signs have been installed, most of them replacement signs.

3

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

Wilderness Portal Signs

Started installing them in 2020.

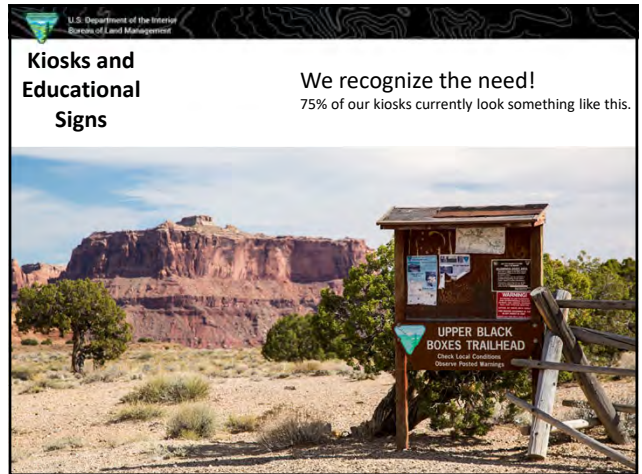
54 of these have been installed!!!

4



Campground, Trailhead, and Recreation Area Portal Signs

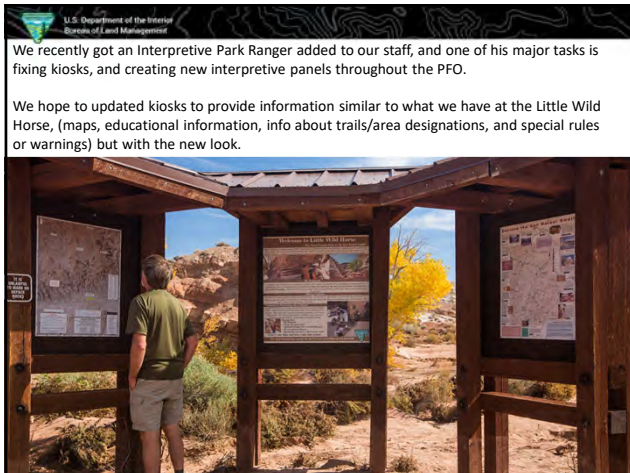
5



Kiosks and Educational Signs

We recognize the need!
75% of our kiosks currently look something like this.

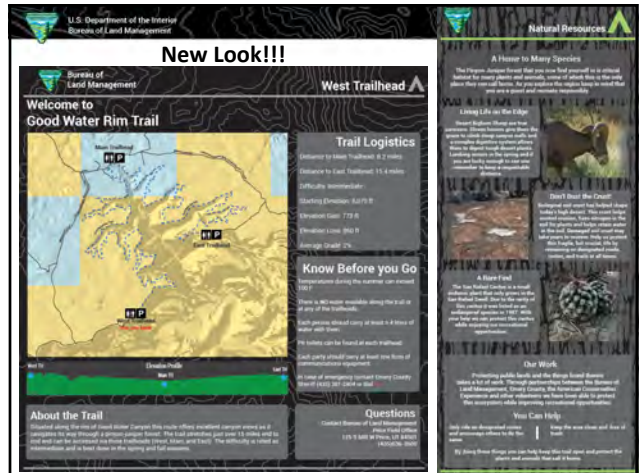
6



We recently got an Interpretive Park Ranger added to our staff, and one of his major tasks is fixing kiosks, and creating new interpretive panels throughout the PFO.

We hope to updated kiosks to provide information similar to what we have at the Little Wild Horse, (maps, educational information, info about trails/area designations, and special rules or warnings) but with the new look.

7



8

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

Cold War and Historic Mining Signs

Would like to do more at Copper Globe, Lucky Strike Mine, Tomsich Butte, and update/improve MK tunnels and Temple Mountain.

9

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

Cultural and Historic Site Interpretation

Buckhorn Panel signs/panels are starting to fade.

Travel Management Mitigation?

Plans to add OST Interpretive Panels in 2021

10

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

Tread Lightly! & Leave No Trace

Respect and Protect Campaign
Ride On Designated Routes
Don't Trash the Tradition

HELP PROTECT THIS AREA: TREAD LIGHTLY!
MINIMIZE YOUR IMPACT BY FOLLOWING THESE TIPS:

HISTORY IS OUR STORY
800 722 0098
REPORT

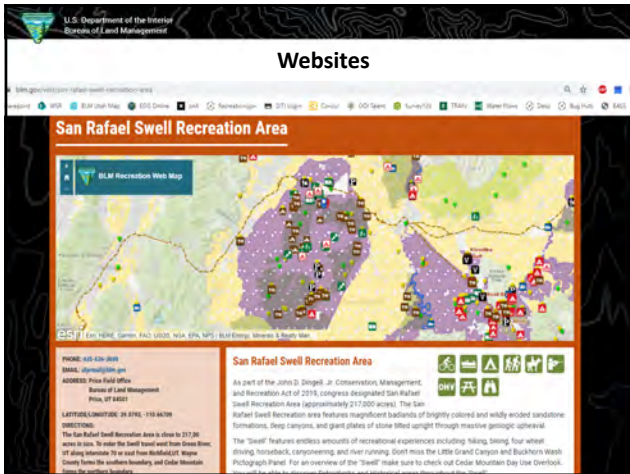
11

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

Need to Update Maps

Avenza PDF Maps

12



13

Suggestions on Content/Messaging to focus on?

Currently Working On

Multiple Use Mission Signs---Leon McElprang brought up the need to let people know about grazing. I love the Idea of creating a Multiple Use Mission BLM sign that we can install at places like Exit 131, and other similar kiosks.

General Wilderness Signs---What is Wilderness? How to recreate appropriately in Wilderness? Dingell Act Designations in 2019, what did they do?
One Sign that could be put on all trailheads near the Wilderness Areas.

Trailhead/Site Specific Signs---Panels to show the trail map, special land designations, and other information that we want our visitors to be aware of. (Good Water and Ding and Dang)

Additional Suggestions for discussion?

14

Suggestions on locations to focus on?

We will be done with Goodwater Trailhead Signs soon.
We are currently developing a panel for Ding and Dang.

Trailheads? If so which ones first?

Historic/Cultural Sites? If so which ones first?

Main Access Points of the Recreation Area?

General Directional Signs near cities?

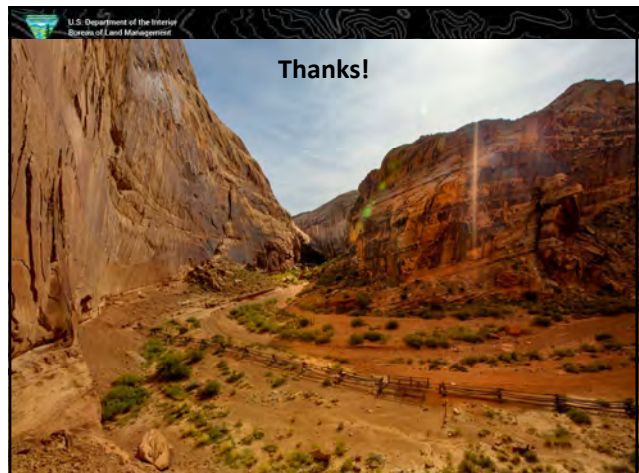
Enhance Signage on popular trails/routes in the SRS Rec Area?

Focus on implementing Travel Plan Decisions in the San Rafael Desert?

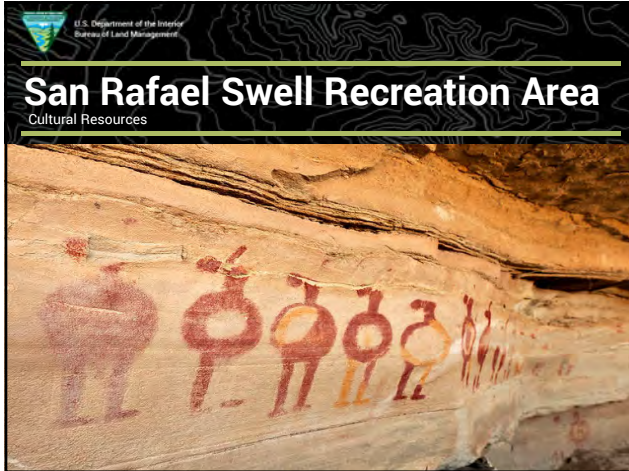
Focus on updating and providing better maps? Downloadable Maps? Hard Copy Maps?

Focus on improving websites? BLM Website? County Website?

15



16



1

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

Purpose

- Overview of cultural resources within San Rafael Swell Recreation Area
- National Register of Historic Places-listed Properties
- Dingell Act Cold War Sites mandate
- Cultural Resources Protection
- Areas of Critical Environmental Concern (ACEC)

2

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

Cultural Status

- 216,995 acres within Emery County
- 4,186.39 acres (1.93%) surveyed
- 330 recorded cultural resources

3

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

Cultural Overview

- Prehistoric
 - Paleoindian
 - Archaic
 - Formative
 - Late Prehistoric
- Historic
 - Early Historic
 - Settlement
 - Modern
 - Civilian Conservation Corps
 - Cold War

4

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

Cultural Overview – Site Types

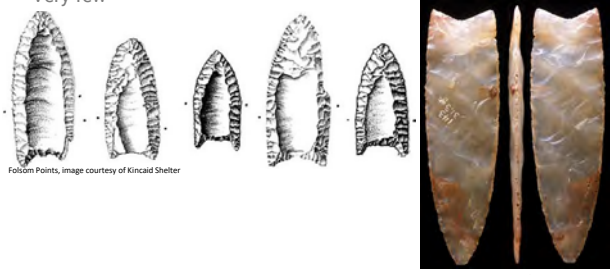
- Prehistoric Period
 - Artifact scatters/temporary camps
 - Rock art
 - Rock shelters
- Historic Period
 - Road/Railroad bed
 - Mine-related
 - Artifact scatter/trash dump
 - Civilian Conservation Corps
 - MK Tunnels

5

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

Paleoindian Sites (ca. 11,500 – 7,000 B.P.)

- Very few



Folsom Points, image courtesy of Kincaid Shelter

Clovis point, image courtesy of Lithic Casting Lab

6

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

Archaic Sites (ca. 7,000 B.P. – A.D. 500)

- Far more common than Paleoindian sites, but not as common as Formative or Late Prehistoric Period sites.




Barrier Canyon Style Rock Art, image courtesy of the University of Utah

7

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

Formative Sites (ca. A.D. 500 – 1300)

- Possibly the most common Prehistoric Period represented in the San Rafael Swell.




Photograph courtesy of Strom and Bailey

8

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

Late Prehistoric Sites (ca. A.D. 1300 – 1825)

- Numic-speaking peoples arrive
 - Utes, Paiutes, Shoshone, and their ancestors



Newspaper Rock, Newspaper Rock State Historic Park, courtesy of DesertUSA

9

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

Civilian Conservation Corps Sites

CCC in Utah and Emery County




10

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

Cold War Era

Emery County's two uranium booms




11

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

Cold War Era, continued

MK Tunnels



MK Tunnel, image courtesy of UTAWSOME

12

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


National Register of Historic Places

- Black Dragon Pictographs
- Buckhorn Wash Pictographs
- Buckhorn Wash Swinging Bridge

13

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

Black Dragon Pictographs




Black Dragon Pictograph, image courtesy of Mountain Photography

14

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

Buckhorn Wash Pictographs



Buckhorn Wash Pictograph Panel, courtesy of Fine Art America

15

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

Buckhorn Wash Swinging Bridge



Buckhorn Wash Swinging Bridge, courtesy of Only in Your State

16

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

Protecting Cultural Resources

- BLM Manual 8140 – Protecting Cultural Resources
- 36 CFR 800
- But also...
 - Antiquities Act of 1906
 - Historic Sites Act
 - Reservoir Salvage Act
 - Archaeological and Historic Preservation Act
 - National Historic Preservation Act
 - Executive Order 11593
 - American Indian Religious Freedom Act
 - Archaeological Resources Protection Act
 - Native American Graves Protection and Repatriation Act
 - National Trails Systems Act
 - Executive Order 13007
 - Executive Order 13287
 - Preservation Board Charter
 - Advisory Council Letter of May 24, 1999 TC-2
 - BLM Manual Series 8100
 - National Environmental Policy Act

17

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

Areas of Critical Environmental Concern

18

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

Areas of Critical Environmental Concern, cont.

- Archaeological inventories and test excavations will be required before site improvements or a designated route
- Limit OHV use to designated routes
- Immediate area around panels closed to livestock use
- Excluded from range improvements and land treatments except for watershed control structures where these will protect cultural resource values
- Excluded from land treatments

19

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

Thank You

William Brant
Archaeologist
Office: 435-636-3654
wbrant@blm.gov

Bureau of Land Management
Price Field Office
125 South 600 West
Price, UT 84501

20



1

Why?

- March 12, 2019, the Dingell Act was made law (Public Law 116-9) and designated the San Rafael Swell Recreation Area
- The Act calls for a management plan to be developed no later than 5 years from the enactment of the act (that is, by March 12, 2024).
- The Act calls for a study of nonmotorized recreation trail opportunities, within the Recreation Area by March 12, 2021.

2

Where?

- 216,995 acres within Emery County
- Largely surrounded by wilderness areas
- Encompasses many well known and highly visited areas

3

How?

- Assembled an inventory of known information about nonmotorized opportunities
 - Inquired local clubs and organizations – San Rafael Back Country Horseman, Mecca Bike Club
 - Read hiking guidebooks
 - Searched reliable internet resources
- This study is an inventory of recreation opportunities

4

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

Vision and Guiding Principles

- Develop an integrated network of sustainable trails for nonmotorized use and increase recreation opportunities
 - Trails provide economic benefits
 - Trails must have proper design features
 - Trails must have appropriate signage and visitor information
 - Trails may require maintenance

5

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

Purpose and Scope


- Study provides a blueprint for an integrated trail system
- Disperse recreation use throughout the Swell
- Provide nonmotorized recreation without reducing motorized opportunities
- Focus on hiking, equestrian, climbing, bicycling, boating and subsets of each discipline

6

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

Hiking

- Bell Canyon
- Crack Canyon
- Devils Canyon
- Furniture Draw
- Little Wild Horse
- Muddy Creek

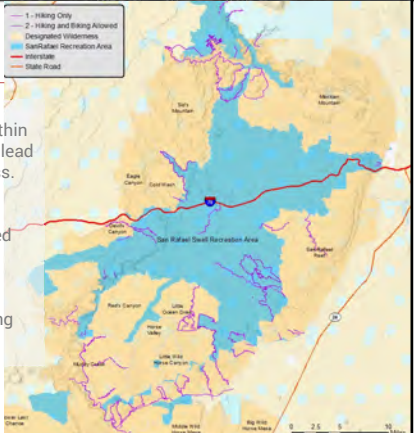


7

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

Hiking

- Many trails originate within the recreation area and lead to designated wilderness.
- Hikes could be combined for multiday trips
- Trail runners share hiking trails



8

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

Backpacking

- Fuller Bottom
- Virgin Springs Canyon
- Sids Mountain
- Saddle Horse Canyon
- Salt Wash
- Little Grand Canyon




9

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

Canyoneering

- Baptist Draw
- Drowned Hole Draw
- Double Arch Canyon
- Lower Black Box
- Quandary Canyon
- Southern Baptist Draw
- Upper Black Box
- Upper Black Dragon Wash




10

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

Interpretive Walking

- Buckhorn Rock Art Panel
- Head of Sinbad Petroglyphs Hike
- Hidden Splendor Mining History
- Lucky Strike Mining History
- Morrison-Knudsen (M-K) Tunnels




11

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

Interpretive Walking

- Copper Globe Mining History
- Swasey Cabin Pioneer and Ranching History
- Temple Mountain Mining History
- Temple Mountain Rock Art
- Tomsich Butte Mining History



12

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

Equestrian

- Chimney Canyon
- Chute Canyon
- Eagle Canyon
- Muddy River
- Sids Mountain
- Wild Horse Canyon





Photo Credit: San Rafael Back Country Horsemen

13

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

Climbers

- Assembly Hall Peak
- Bottleneck Peak
- Buckhorn Wash Walls
- Chimney Rock
- Eagle Rock
- Family Butte
- San Rafael Knob
- Tomsich Butte
- Window Blind Peak



14

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

Bicyclists

- Single Track
 - Utilizes trails that are 13-36 inches wide
- Gravel Grinding
 - Utilizes routes typically designated for motorized use
- Bikepacking
 - Utilizes 2 track or maintained motorized routes for multiday trips



Photo Credit: Holiday River Expeditions

15

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

Bicyclists

- Single Track
 - Good Water Rim
- Gravel Grinding
 - Buckhorn Wash
 - Temple Mountain Loop
 - Reds Canyon Loop
- Bikepacking
 - Stone House Lands Loop
 - "Swell Night Out"




Photo Credit: Holiday River Expeditions

16


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

Boaters

San Rafael River



Muddy Creek






17

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

Facilities

- Require future planning
- Must accommodate planned use levels
- Must accommodate use type




18

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

Goals and Recommendations

- Involve and coordinate with partners
- Create a method and means for maintenance
- Protect environmental and cultural resources
- Create a variety of trails




19

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

Recreation Benefits

- Increased recreation opportunities
- Improved physical health
- Increased appreciation and respect for natural resources
- Increased education regarding local history and culture



20

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

Economics

Employment	Emery County	Grand County	Carbon County	Utah
Travel & Tourism Related	18.24%	48.98%	14.87%	13.89%
Accommodation & Food	12.44%	40.00%	10.76%	9.49%

21

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

Economics

Employment	Emery County	Grand County	Carbon County	Utah
Travel & Tourism Related	18.24%	48.98%	14.87%	13.89%
Accommodation & Food	12.44%	40.00%	10.76%	9.49%

- Not all tourism/recreation jobs created equal
- Gas, groceries, other retail have lots of “leakage”-little stays locally
- Hotels, restaurants, outfitters tend to keep more money locally
- Recreation/tourism jobs often seasonal and lower paying

22

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

Economics

Impacts of different visitor “segments”

Economic Impact per 10,000 visitor days	employment	labor income	output
local day use	2	\$25,205	\$109,955
nonlocal day use	3.7	44,983	197,108
public camping	3.8	\$56,235	\$223,292
private camping	6.6	\$113,092	\$415,689
lodging	15.9	\$271,324	\$1,185,256

23

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

Conclusions and Next Steps

- The Swell has incredible opportunities for nonmotorized recreation
- Public participation is desired to identify additional opportunities
- Identification of nonmotorized recreation is key to the management of the recreation area

24

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

Questions?

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

David (Blake) Baker
Outdoor Recreation Planner

Office: 435-636-3613
dbaker@blm.gov

Bureau of Land Management
Price Field Office
125 South 600 West
Price, UT 84501

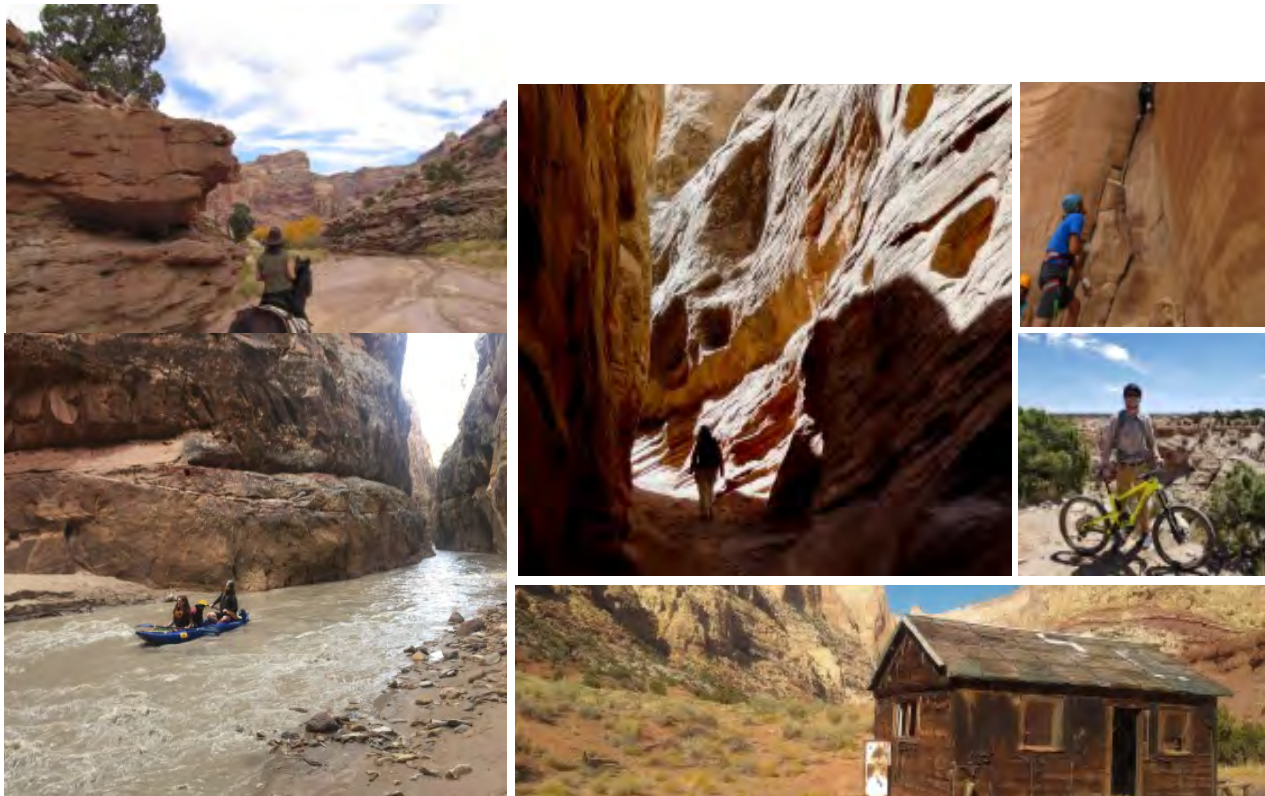
25



San Rafael Swell Recreation Area

Study of Non-motorized Recreation Trail Opportunities

**Bureau of Land Management
Price Field Office, Price, Utah
March 2021**



Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Table of Contents

Chapter 1: Need for the Study 1

 DESCRIPTION OF THE SAN RAFAEL SWELL RECREATION AREA..... 1

 STUDY PROCESS AND METHODOLOGY 1

 BENEFITS TO EMERY COUNTY 2

 Description of Emery County..... 2

 Socio-Economic Profile of Emery County 2

 VISION AND GUIDING PRINCIPLES 3

 Purpose and Scope 3

Chapter 2: General Trail Information 5

 BENEFITS OF NON-MOTORIZED TRAILS 5

 Economic benefits 5

 Recreation Benefits 5

 Definitions 5

 USERS OF NON-MOTORIZED TRAILS 5

 Equestrians 6

 Bicyclists..... 7

 Climbers 7

 Boaters 7

 PATTERNS OF USE..... 7

 FACILITIES 7

 TRAIL MARKING 8

 GOALS AND RECOMMENDATIONS..... 8

 Involve and Coordinate with Partners: 8

 Create a Method and Means for Maintenance: 8

 Protect Environmental and Cultural Resources:..... 8

 Create a Variety of Trails:..... 8

Chapter 3: Hiking/Backpacking/Canyoneering/Trail Running/Interpretive
Walking/other Pedestrian User Opportunities 9

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Chapter 4: Equestrian Opportunities.....	15
Chapter 5: Climbing Opportunities	18
Chapter 6: Bicycling Opportunities	20
Singletrack Trail Bicycling Opportunities	20
Gravel Grinding Opportunities	21
Chapter 7: Boating (Water Trail) Opportunities	24
Chapter 8: Conclusions and Next Steps	25
References	26
Appendix A: Socioeconomic Profile of Emery County Utah.....	27
Appendix B: Estimates of Economic Output Generated by Visitation to the SRRA	31
Appendix C: Recreation Opportunity Maps	34
Map C1: San Rafael Recreation Area	34
Map C2: Hiking Opportunities	35
Map C3: Canyoneering Opportunities.....	36
Map C4: Interpretive Trail Opportunities.....	37
Map C5: Equestrian Opportunities and Trailheads	38
Map C6: Climbing Opportunities.....	39
Map C7: Mountain Biking and Gravel Grinding Opportunities	40
Map C8: Bikepacking Opportunities.....	41
Map C9: Float Opportunities.....	42

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Tables:

Table 1: Hiking/Backpacking/Canyoneering/Interpretive Trail/other Pedestrian User Opportunities in the San Rafael Swell Recreation Area.....	10
Table 2: Equestrian Opportunities	15
Table 3: Climbing Opportunities.....	19
Table 4: Cycling Opportunities.....	21

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Chapter 1: Need for the Study

On March 12, 2019, the Dingell Act was made law (Public Law 116-9). Sections 1221, 1222, and 1223 established the San Rafael Swell Recreation Area (216,995 acres). The purposes of the Recreation Area are to “provide for the protection, conservation, and enhancement of the recreational, cultural, natural, scenic, wildlife, ecological, historical and educational resources of the Recreation Area.”

The Act further directs the Secretary of the Interior to administer the Recreation Area in a “manner that conserves, protects and enhances the purposes for which the Recreation Area is established. Uses allowed under the act include only those that are consistent with the purposes for which the Recreation Area is established”. The Act calls for a management plan to be developed no later than 5 years from the enactment of the act (that is, by March 12, 2024).

The Act also mandates that “not later than 2 years after the date of enactment of this Act (that is, March 12, 2021), the Secretary ... shall conduct a study of non-motorized recreation trail opportunities, including bicycle trails, within the Recreation Area, consistent with the purposes of Recreation Area.”

The purpose of this study is to present an inventory of non-motorized recreation trail opportunities (for all travel types), in the Recreation Area, and does not designate or analyze the routes.

DESCRIPTION OF THE SAN RAFAEL SWELL RECREATION AREA

The San Rafael Swell Recreation Area, which in this study may be referred to as: “the Swell”, “Recreation Area”, and San Rafael Recreation Area (SRRA), consists of 216,995 acres of public land, all within Emery County, Utah. The Recreation Area is largely surrounded and dissected by Wilderness Areas also enacted as part of the Dingell Act. The Recreation Area consists of several units and includes such well-known features as Buckhorn Wash, the Wedge, the Head of Sinbad, Swasey’s Cabin, Copper Globe, Tomsich Butte, Hidden Splendor and Temple Mountain. See Appendix C, Map C1 for a depiction of the Recreation Area and the Wilderness Areas that surround it.

STUDY PROCESS AND METHODOLOGY

The Price Office of the Bureau of Land Management assembled a team to gather known information regarding the non-motorized trail opportunities in the San Rafael Swell Recreation Area. Team members gathered on-the-ground information as well as assembled known information about non-motorized opportunities in the Recreation Area. Sources of information included local knowledge, such as the San Rafael Back Country Horsemen and the Mecca Bicycle Club, as well as guidebooks and internet resources for suggested non-motorized trails in the San Rafael Swell Recreation Area.

Equestrian and hiking opportunities in the Recreation Area are somewhat readily identified. Several hiking guidebooks have been published regarding the Swell, and

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

internet resources abound. Information regarding equestrian trails has been shared with the BLM for purposes of this document. It should be noted that many of the hiking and equestrian trails may start in the Recreation Area and then enter the Wilderness Areas. Canyoneering is included as a subset of hiking, as it is a form of hiking with use of specialized equipment where necessary.

Bicycle trail opportunities are more difficult to identify; bicycle use in the Swell largely utilizes the designated road system. Indeed, the sport of “gravel grinding” (bike riding on roads) is well suited to the road system in the Swell. New singletrack mountain bike trail opportunities, however, may be somewhat limited by terrain (i.e., sand), as well as the fact that non-mechanized use (i.e., bicycles) are not permitted to enter the surrounding Wilderness Areas. However, this study also details some new mountain bike singletrack opportunities within the Recreation Area and includes the newly designated Good Water Rim bicycle trail near the Wedge.

This study will also discuss other non-motorized trail opportunities including river trails and climbing opportunities. Backpacking is included as a subset of hiking, and bikepacking is included under Bicycle Opportunities.

BENEFITS TO EMERY COUNTY

An integrated and environmentally sound network of trails for non-motorized use is beneficial to the future well-being of Emery County. Non-motorized trails provide outdoor opportunities for residents and the many visitors upon which much of Emery County’s economy is based. With the establishment of the Recreation Area, visitation is expected to rise, and Emery County could reap greater economic returns as a result of that visitation.

Description of Emery County

Emery County consists of 4,439 square miles (2,840,960 acres) of land in east-central Utah. The population of Emery County was 10,976 in 2010. The population of Emery County is largely within the towns of Castle Dale (the county seat), Huntington, Ferron, Orangeville and Green River. The San Rafael Swell Recreation Area (216,995 acres) is in the central part of the county and is both north and south of Interstate 70.

Socio-Economic Profile of Emery County

Appendix A contains a socioeconomic profile of Emery County.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

VISION AND GUIDING PRINCIPLES

To develop a fully integrated network of environmentally sustainable trails for non-motorized use that will provide Emery County residents and visitors opportunities to engage in their desired mode of non-motorized recreation.

Trails are important to the economy and play an important role in the responsible use of natural resources

- Non-motorized trails are a key component of the local economy.
- Education of trail users is an essential element in resource protection.
- A planned trail system minimizes damage to the environment.

Trails are properly designed to achieve a successful trail system

- Trail design must consider multiple user groups such as cyclists, hikers and equestrians, and minimize conflicts among different trail users.
- Proper design includes consideration of grades, widths, sight distances, vertical clearance, safety and sustainability.
- Proper design minimizes the effects on wildlife, the environment, and cultural resources.
- Well-planned and signed trails along with access points to public lands are essential to an effective non-motorized trail system.

The entire trail system must be properly maintained to keep it viable

- Maintenance must involve the users to promote ownership of the trail system.
- Maintenance includes improving drainage, minimizing erosion, rerouting when necessary, and keeping trails free of inappropriate debris.
- A well maintained trail system emphasizes safety and pride.

PURPOSE AND SCOPE

The San Rafael Recreation Area Study of Non-motorized Trail Recreation Opportunities provides a blueprint for an integrated trail system by cataloging the Recreation Area's existing non-motorized trails and by identifying strategic locations for future trail development, including infrastructure in support of these activities. An integrated trail network promotes safety, reduces conflicts, and encourages outdoor activities. The study strives to make nonmotorized trails an integral part of the Recreation Area and is structured so that it can be incorporated into the upcoming San Rafael Swell Recreation Area Management Plan. The Study of Non-motorized Trail Recreation Opportunities proposes an easily navigable, logically connected network of trails that distribute trail use throughout the Recreation Area. This includes shared access where appropriate. This

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

study aims to promote non-motorized trails without reducing motorized trail opportunities. The study is an inventory of opportunities available; in the future, further planning and NEPA may be needed for new trails.

This Study includes a Trails Matrix table and accompanying maps for each of the highlighted non-motorized trail sectors: (1) hiking, backpacking, canyoneering, trail running, interpretive walks; and other pedestrian use, (2) equestrian use, (3) climbing and (4) bicycling, including bikepacking and “gravel grinding”. The study also lists opportunities for boating within the Recreation Area. The Trails Matrix tables serve as an alphabetical list or index of all trails included in the study, by activity. Note that the “possibilities” listed in throughout this document are representative lists of known or potential possibilities and do not represent an exhaustive list of possibilities for each activity. Chapter 2 provides general trail information, including definitions of types of trails. Chapter 3 details hiking, canyoneering, and backpacking opportunities in depth, Chapter 4 details equestrian opportunities, Chapter 5 details climbing opportunities, Chapter 6 details bicycling opportunities, and Chapter 7 details boating opportunities.

Chapter 2: General Trail Information

BENEFITS OF NON-MOTORIZED TRAILS

Non-motorized trails are a link to the outdoors, providing opportunities for recreation, exercise and social interaction with friends and families. The following is a brief overview of the range of benefits for both residents and visitors that result from having these amenities in the San Rafael Swell Recreation Area.

Economic benefits

A robust non-motorized trail network in the Recreation Area has the potential to bolster local economies through attraction of additional tourism. The Recreation Area is readily accessible to those in the urban areas of Salt Lake City and Denver, as well as to those living beyond these urban centers. The presence of recreation opportunities in the immediate area adds a powerful non-market value to the local community. In addition, non-motorized trails provide an opportunity for guides and outfitters to earn a living taking visitors to locations within the Swell. Appendix B provides an economic impact analysis for various visitor spending profiles.

Recreation Benefits

Non-motorized trails provide recreation opportunities for all. Trails provide new opportunities for outdoor recreation within the community and beyond. Exercise is important for maintaining good health in all stages of life; trails provide a safe, inexpensive avenue for regular exercise. People are more likely to be physically active if they are provided with trails to explore. Trails in the San Rafael Swell Recreation Area also provide an opportunity for people to appreciate the natural and cultural resources of a beautiful area, as well as to provide a tie to the local history and culture of that area.

Definitions

Roads - All designated roads, except the Interstate Highways, are legal for non-motorized use. Some of these roads may have signage alerting drivers that non-motorized users may be present.

Natural Surface – Primitive dirt trails or paths surfaced with materials such as wood chips, gravel, or road base (anything other than asphalt or concrete).

Singletrack - A singletrack trail requires users to travel in single file. The trail is typically a natural surface and 12 to 36 inches wide. Non-motorized singletrack may be open to all non-motorized users, including hikers, equestrians and cyclists. Hiking and Equestrian singletrack is generally open only to those uses.

USERS OF NON-MOTORIZED TRAILS

Hikers, including Backpackers, Trail Runners, Canyoneers, Interpretive Hikers and other Pedestrian Users

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

The San Rafael Swell Recreation Area offers not only some of the most unique vistas in the world but also affords the visitor and resident the opportunity to get “up close and personal” with the environment. The difficulty of hiking trails ranges from very easy to extremely challenging. The hiking environment ranges from desert to canyon. While pedestrian users may walk legally on most public lands without restrictions, many users prefer established trails that are signed.

A hiker’s trail experience typically includes time to enjoy the environment and scenery away from an urban setting, as well as a chance for exercise, and perhaps a challenge. While hikers are not legally restricted to staying on designated trails, cross-country travel adds extra environmental impact and can also lead to visitors becoming disoriented and lost. This document lists hiking trails, many of them user-made, which could eventually become marked for hiking use. Those that provide backpacking opportunities (overnight use of a hiking trail) will be noted.

A subset of hikers, trail runners, also enjoy using hiking trails to run in a stunning environment. Trail runners generally outpace hikers, but can easily coexist with slower hikers on the same trails. A second subset of hikers, canyoneers, utilize trails where the use of specialized equipment may be necessary to navigate an obstacle. Canyoneering routes will be included in the Hiking Trail Matrix.

An additional subset of hiking opportunities involve short interpretive walks that highlight some aspect of the historic, cultural or geological features of the region. For example, the mining history of the area could be highlighted with an interpretive walk around the Lucky Strike or Copper Globe mining districts. Suggestions for interpretive hikes will also be included in the list of trails. It should be noted that the Dingell Act establishing the Recreation Area specifically calls for the interpretation of its Cold War history and uranium mining past.



Many of the hiking venues that are noted are within the Wilderness Areas; however, the hike must start where a car can be parked. Thus, hikers start in the Recreation Area and continue their journey into the Wilderness Areas.

Equestrians

While equestrians may ride legally on most public lands without restrictions, many horseback riders prefer established trails that are signed. Marked trails are particularly important for those that are unfamiliar with the terrain and/or are from outside the area. The Recreation Area provides some of the most outstanding opportunities for horseback riding that exist in the United States. The Swell provides riding opportunities of various lengths and difficulties. An infrastructure need somewhat unique to equestrians is a parking area large enough to accommodate horse trailers. As with hikers, many of the equestrian trails enter the Wilderness Areas.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Bicyclists

The San Rafael Swell has the potential to provide many diverse cycling opportunities. There are many opportunities for those who enjoy mountain biking dirt roads (often called ‘gravel grinders’), as the Swell is well suited for that activity. Singletrack mountain bike trail opportunities will also be discussed in this study, although there is currently only one trail (Good Water Rim) designated for such use.

A cyclist’s trail experience often includes the desire for routes not shared with motorized users. Many mountain bikers prefer singletrack trails. A gravel grinder desires well marked roads, and respectful vehicles, while covering a significant number of miles at a fair pace (gravel grinders are usually road cyclists who have turned to riding dirt roads). A smaller number of cyclists enjoy bikepacking, which is an overnight trip on a bike, carrying camping equipment (or being supported by a vehicle) and setting up camp at night. Bikepacking opportunities will also be highlighted in this report.

Bikes are disallowed in Wilderness Areas as they represent “mechanized” uses referenced in the Wilderness Act of 1964. All bike trails highlighted in this study are outside the designated Wilderness.

Climbers

The San Rafael Swell Recreation provides venues for climbing opportunities that are unique. While many of the climbs are in the Wilderness Areas, the Recreation Area provides the access to these climbs. As with hiking and equestrian use, the Recreation Area is the platform which provides the gateway to the wilderness climbs.

Boaters

There are two water trails within the San Rafael Swell Recreation Area. These will be listed and discussed in this report.

Note: Nordic skiing is not specifically discussed, but, with sufficient snow cover, some of the non-motorized trails discussed in this section could also be appropriate for cross-country skiing. As this opportunity is dependent upon rather unusual weather, it will not be discussed further.

PATTERNS OF USE

Hiking, horseback riding, climbing and biking occur most often spring and fall within the Recreation Area. Summers are generally hot and not suited to energetic activities. While mild winter weather can be conducive to these activities, day light is in short supply, temperatures can be very low, and the area is lightly used during winter. Boating is dependent upon sufficient water flows. This usually occurs only during spring and very early summer. In some years, there is not enough water for floating even in the spring.

FACILITIES

A very important aspect of a non-motorized trail system is to plan for trailhead facilities. At a minimum, all non-motorized users need a place to park their vehicles. Some non-motorized opportunities can be adequately accessed using available on-road or roadside

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

parking; others may require development of more intentional parking facilities. The parking area should be delineated in some fashion that makes it easy for people to know where and how to park (i.e., using boulders, post and cable or some other sort of fencing and delineation). Trailheads utilized by equestrian users should be large enough to accommodate horse trailers and should allow for the easy turn-around of these trailers. Trailheads should have some signing, indicating at least the trail for which people are parking. Trailhead signage could also include interpretive information such as history, geology and natural and cultural resource information. At heavily used trailheads, the agency should consider the installation of toilet facilities so that the nearby area remains sanitary.

TRAIL MARKING

Bicycle routes that are not on designated roads need to be well marked. These routes need to be marked for clarity as well as for navigation and safety. Hiking and equestrian routes can be more lightly marked – many need only to be marked at the beginning of the trail, especially those that enter canyons where the route is obvious. In addition to appropriate on-the-ground signing, the BLM may use electronic mapping features such as geo-referenced PDF maps and other emerging technologies to provide route information on non-motorized trails.

GOALS AND RECOMMENDATIONS

Involve and Coordinate with Partners: As beneficiaries of this non-motorized trail study, the San Rafael Swell Recreation Area Advisory Council, Emery County government, the BLM and private citizens will be part of the long-term coordination effort.

Create a Method and Means for Maintenance: Establish a viable organizational structure for the maintenance of the trail network. Consideration should be given to incorporating trails maintenance as part of the routine maintenance schedule. The involvement of users through volunteer projects greatly increases the “ownership” felt by these users and usually leads to an increased level of maintenance. A non-motorized trail committee under the sponsorship of Emery County and with the cooperation of the BLM could be a vital tool in the maintenance of the non-motorized trail system.

Protect Environmental and Cultural Resources: Continue to clearly sign trails to keep users on the trail, and to disturb the natural setting as little as possible. Effective signing also preserves the scenery that visitors come to the San Rafael Swell Recreation Area to see.

Create a Variety of Trails: Identify trails for all non-motorized users. Include trails for all skill levels and with a variety of lengths and goals. Accommodate skilled users as well as family groups so that non-motorized recreation opportunities are available for all.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Chapter 3: Hiking/Backpacking/Canyoneering/Trail Running/Interpretive Walking/other Pedestrian User Opportunities



The San Rafael Swell Recreation Area offers untold hiking, canyoneering, trail running and interpretive walking opportunities across its 216,995 acres. Several guidebooks feature the hiking opportunities in the Recreation Area; internet resources also emphasize hiking venues. On-the-ground surveys and local knowledge have also revealed various hiking opportunities in the Recreation Area. Many of the hiking opportunities commence in the San Rafael Swell Recreation Area and then enter the adjoining Wilderness Areas. The Recreation Area provides the platform for

hiking experiences which often utilize the Wilderness Areas for their completion. The Recreation Area often provides the trailhead facility for Wilderness hikes as well.

Hiking opportunities in the Swell range from easy strolls to intense canyoneering and/or backpacking experiences. Those hiking routes that require ropes to navigate will be identified as canyoneering routes, as canyoneering is hiking with rope assist. Due to the various difficulty and danger levels, canyoneers must take responsibility for knowing their level of expertise and choosing canyoneering routes accordingly. Those routes appropriate for backpacking (overnight hiking forays) will also be noted. All non-canyoneering routes are considered suitable for trail running.

The designation of the Recreation Area is expected to lead to an increase in hiking use. This means that trailhead needs are likely to increase. Those trails listed below that are targeted for more use will ultimately require delineated parking areas, information boards and maps and, in the cases of very heavily used trailheads, toilet facilities.

The BLM has gathered these opportunities from many sources and presents them in Table 1 below. The table attempts to be representative of the hiking opportunities that are available, rather than all-inclusive. The description of each of these non-motorized opportunities is brief and is not intended to be all-encompassing.

Table 1 lists the hiking trails by name and is organized by primary type of activity and experience (day hikes, backpack, etc.) Most of the backpacking and canyoneering opportunities can also provide opportunities for shorter day hikes (i.e., a hike up to the portion of the canyon that requires a rope to navigate). See Appendix C, Maps C2-C4 for locations of the trails displayed in Table 1.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Table 1: Hiking/Backpacking/Canyoneering/Interpretive Trail/other Pedestrian User Opportunities in the San Rafael Swell Recreation Area

Table 1: Hiking/Backpacking/Canyoneering/Interpretive Trail/other Pedestrian User Opportunities in the San Rafael Swell Recreation Area	
Day Hike Possibilities	
Name	Description
Bell Canyon	Very popular canyon walking; approximately 2 miles long; creates 8 mile loop with Little Wild Horse Canyon. Accessible from north or south, although most hikers start from south in Goblin Valley area. Enters Wilderness Area.
“Best Views in the Swell”	See Devils Racetrack description, below.
Black Dragon Canyon	Accessible by vehicle. Short easy walk (0.75 miles) to pictograph panel.
Box and Double Arch Canyon	Two short canyons just south of Black Dragon. Easy hike taking about 2 hours. (Same trailhead as Petroglyph Canyon).
Buckhorn Waterfall	Short easy hike accessible from county-maintained road.
Bullock Draw and Golden Gate	Moderately difficult route (10 miles in length) in the heart of the Swell. Enters Wilderness Area (could be difficult to find and follow coming from north-mapped from south access). This route is more of a scramble than a true hike and could be difficult for many hikers to find.
Calf/Cow/Pine Canyons	Easy scenic six mile long roundtrip walks in deep canyons (starts on BLM – enters State of Utah School and Institutional Trust Lands Administration (SITLA). Easily accessible from the Buckhorn Draw county-maintained road.
Cane Wash Canyon	Scenic hike in tributary of San Rafael River. Approximately 5 miles long. Entirely in wilderness area but accessed from Recreation Area. A walk on the San Rafael River trail is required to access the start of this hike.
Cat and Dizzy Canyons	A ten mile long hike on western side of the Swell. Remote with most of the hike in the open desert, although there are sections of narrows as one approaches Muddy Creek. This route starts outside the Recreation Area, passes through wilderness and then enters the Recreation Area. The road access to the trailhead is somewhat difficult to locate.
Chimney Canyon	Tributary of Muddy Creek. About 7 miles of moderately difficult hiking. Accessed via Hidden Splendor; includes about a two mile hike up Muddy Creek to reach Chimney Canyon. Enters Wilderness Area.
Chute Canyon	Accessed via Behind the Reef Road. Scenic hike in canyon. About 9 miles round trip. Enters Wilderness Area.
Coal Wash aka Cold Canyon	Scenic hike in deep canyon. Many miles of hiking are available. Enters Wilderness Area. The Coal Wash area is a system of canyons with many side canyons available for exploration.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Crack Canyon	Scenic hike in narrow canyon. About 5 miles round trip. Enters Wilderness Area. Western trailhead is accessible from a county-maintained road.
Crawford Draw	Tributary of Eardley Canyon. Moderate hike in a slot canyon. About 5 miles round trip. Accesses Wilderness Area.
Devils Canyon East	Canyon hiking within Wilderness Area with easy access. Approximately 7 miles round trip. Trailhead is within Recreation Area.
Devils Canyon West/Legends	Canyon hiking in Wilderness Area with easy access. Trailhead is within Recreation Area.
Devil's Racetrack	Great views into canyon systems from old mining track. Out and back route of up to 16 miles round trip. Part of "Best Views in the Swell" by one author. Shared with other users, both motorized and non-motorized. Best done midweek if one wishes to avoid heavy OHV use.
Ding and Dang Canyons	A great hike with beautiful scenery; less crowded than neighboring Bell and Little Wild Horse Canyons. Hiking in Ding Canyon is relatively easy, but Dang Canyon requires moderate canyoneering skills. Enters Wilderness Area.
Dutchman Arch	Short walk (500 yards) to an interesting feature.
Eagle Canyon	Scenic walk in a beautiful canyon. Many possibilities for hiking. From Swasey's Cabin to Eagle Canyon Arch is about 5 miles round trip. Multiple use trail also popular with OHV users.
Echo Canyon	Short easy hike off the Buckhorn Road.
Farnsworth Canyon/Old Woman Wash	Short hike on eastern side of reef, mostly in Wilderness Area with some shallow but interesting narrows. Can be combined into loop with neighboring canyons, but requires route-finding skills.
Furniture Draw	Easy 2.5-mile family hike in a shallow but narrow canyon. Provides an opportunity to be interpreted for its natural history. Closest slot canyon to Price City.
Iron Wash	Easy hike through the San Rafael Reef. Most commonly used trailhead is on east end, and not in the Recreation Area, but it can be accessed from the Recreation Area (on the west side) for a much longer hike.
Little Holes	Short hike through a deepening canyon; much of the hike is on SITLA. The hike is easily accessible from county-maintained road.
Little Ocean Draw	Easy hike into the Little Ocean Draw Wilderness Area, easily accessible from county-maintained road.
Little Wild Horse	Very popular narrow canyon with stunning scenery. Forms loop with Bell Canyon. Enters Wilderness Area; most commonly used trailhead is on SITLA; less common access is from north off maintained road.
Lower Black Box	This hike is outside the Recreation Area; however, access to it is from the Recreation Area. Very difficult walk which is only passable at some water levels. Only experienced canyon hikers should attempt this hike. (In Wilderness Area; includes a several mile walk on an old non-designated route).

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Mexican Mountain	Ascent of Mexican Mountain. Difficult hike with great views. Enters Wilderness Area; access through Recreation Area.
Mud Canyon	Easy side canyon walking near Hidden Splendor Mine; hike is completely in the Wilderness Area, but access is from the Recreation Area. Requires about a one-mile walk up Muddy Creek to access this side canyon.
Muddy Creek- Downstream	Easy hike (with wading) in Muddy Creek downstream of Hidden Splendor. Also known as Lower Muddy Creek.
Muddy Creek and Chute	Scenic walk at low water levels. Starts near Tomsich Butte (or can be walked upstream from Hidden Splendor). The majority of the hike is in the Wilderness Area.
North Fork Iron Wash	Remote scenic canyon (10 mile roundtrip). Slot canyon access that does not require ropes. Same trailhead as Iron Wash.
Old Woman Wash	Short scenic hike dry fall on eastern side of reef.
Penitentiary Canyon	Relatively easy hike in an incised tributary of Muddy Creek. Although hike is not within Recreation Area, access to it is through the Recreation Area.
Petroglyph Canyon	Easy hikes to rock art just south of Black Dragon Canyon; same trailhead as Box and Double Arch.
Poor Canyon	Tributary of Muddy Creek with impressive canyon walls. Entirely in Wilderness Area, but accessed from Recreation Area with about a one mile hike in Muddy Creek.
Red Canyon	Relatively easy hike off the maintained Mexican Mountain Road; can be combined as a loop hike with White Horse Canyon, but requires some route-finding skills.
Saddle Horse Canyon	Accesses deep canyon in Wilderness Area; requires significant route-finding skills.
San Rafael River	Hike uses an old track along the river. Deep canyon hiking. Also used for overnight use. Accesses several major side canyons for additional hiking and/or backpacking opportunities.
Train Robbers Mesa	Interesting mesa hike. Class 3-4 scrambling to reach the summit of the mesa.
Upper Black Box	Extremely difficult and dangerous hike only available at some water levels. In Wilderness Area, but accessible through Recreation Area. Upper entrance also known as Lockhart Box.
Upper Knotted Rope Canyon	Relatively easy hike; rope might be required to get past Wayne's Wriggle. Enters Wilderness Area.
Upper Muddy Creek	Walking in creek beds upstream of Tomsich Butte. In Wilderness Area, but accessed through Recreation Area.
Upper Straight Wash (Eardley)	Pleasant walk down an incised canyon; upper end requires a Class 4 scramble to access wash.
Virgin Spring Canyon	Canyon walking in Wilderness Area, accessible through Wilderness Area. Tributary of the San Rafael River; long hike on San Rafael River Trail to needed to access this canyon.
Wickiup	Possibility of summiting a small "mountain" at 6,982 feet; scrambling required.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Wild Horse Canyon	An 8.7 mile roundtrip walk through an enjoyable canyon. North trailhead is in Recreation Area. South trailhead is near the Goblin Valley Road.
Backpacking Possibilities¹	
Fullers Bottom, Virgin Springs Canyon, Sids Mountain, Saddle Horse Canyon, Salt Wash	Backpacking trip (2-3 nights) utilizing the listed canyons. Some route finding is necessary. A wilderness adventure. Most of the route is within the Sids Mountain Wilderness Area. See Allen (1992) for a more detailed description.
Little Grand Canyon	Backpacking opportunity along the San Rafael River during periods of lower water. Similar to the route above but avoids the difficult southern link between Virgin Springs and Cane Wash Canyons. Approximately 15 miles long.
Canyoneering² Possibilities	
Baptist Draw	Beautiful slot canyon with intermediate rappels. Good choice for beginner canyoneers. Access route through Recreation Area.
Cistern and Ramp Canyons	Cistern Canyon is easy walking; negotiating Ramp Canyon requires some unprotected lower Class 5 climbing to negotiate a 20 foot drop. This hike requires a several mile walk on an old non-designated route.
Ding and Dang Canyons	Moderate canyoneering route. Enters Wilderness Area (see also description under Hiking section).
Drowned Hole Draw	Short canyon (3 miles long) with several obstacles requiring a rope.
Double Arch Canyon	Same trailhead as Petroglyph Canyon (described in hiking section).
Eagle Canyon and Forgotten Canyon	Challenging canyoneering route requiring advanced technical skills. Trailhead is in Recreation Area, but most of the route is in the Eagle Canyon Wilderness.
Hyde Draw	Moderate canyoneering challenge. 66 foot rappel. Some swimming required.
Knotted Rope Canyon aka Miners Hollow	Long difficult, technical route in tributary of Muddy Creek. Many potholes require swimming and escape ropes are necessary.
Lower Black Box	Route is in the San Rafael River. Constant swimming and negotiating of obstacles. Not to be undertaken when water is high. Trailhead is accessed from cherry-stemmed road in the Recreation Area.
Lupacchiotto Canyon	Relatively easy short canyon suitable for those with very little technical experience.
Music Canyon	Six to ten hour canyoneering adventure with several short (27 foot) rappels. Wading required Trailhead is accessed from cherry-stemmed road leading from the Recreation Area.

¹ Many of the day hikes described above could be combined for multiday hiking opportunities.

² Portions of several of these routes are also listed in the hiking section, as the entire length may not require canyoneering skills.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Quandary Canyon	Expert canyoneering and rock climbing opportunity. Swimming usually required. Enters Wilderness Area.
Southern Baptist Draw	Good beginner canyoneering route; takes about 5 hours, with rappels up to 83 feet in height. Access to route is from the Recreation Area.
Upper Black Box	Difficult route requiring constant swimming. Flash flood danger is extreme. Rappels of up to 100 feet. See hiking section for more information.
Upper Black Dragon Wash	Relatively easy canyoneering adventure; many pools to negotiate.
Upper Greasewood Draw	Easy to access and relatively short; good beginner canyoneering canyon. Access route to trailhead is from Recreation Area.
Upper Iron Wash	Long (14 miles) canyoneering adventure with rappels of up to 66 feet long.
Interpretive Walking Possibilities	
Buckhorn Panel Rock Art	Easy walk to rock art panel.
Copper Globe Mining History	Opportunity for an interpretive mining history walk in an interesting setting. As this was a copper mine, this site differs from some of the Cold War history sites (see below).
Head of Sinbad Petroglyphs Hike	Opportunity for interpretive archaeology walk.
Hidden Splendor Mining History	Opportunity for interpretive uranium mining history walk; one of the best Cold War heritage sites in the Recreation Area.
Lucky Strike Mining History	Opportunity for interpretive uranium mining history walk; one of the best Cold War heritage sites in the Recreation Area.
Morrison-Knudsen (M-K) Tunnels	Opportunity for interpretive walk detailing the 1947 exploration of the suitability of the Swell for a post-war military site.
Swasey Cabin Pioneer and Ranching History	Opportunity for interpretive ranching history walk.
Temple Mountain Mining History	Opportunity for interpretive uranium mining history walk; one of the best Cold War heritage sites in the Recreation Area.
Temple Mountain Rock Art	Opportunity for interpretive rock art walk (primarily on SITLA).
Tomsich Butte Mining History	Opportunity for interpretive uranium mining history walk; one of the best Cold War heritage sites in the Recreation Area.

Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

Chapter 4: Equestrian Opportunities



Photo courtesy San Rafael Back Country Horsemen

The San Rafael Swell Recreation Area offers some of the best horseback riding venues in the region. The terrain offers both easy rides as well as challenging opportunities. The BLM’s San Rafael River Campground boasts a large equestrian camp from which riders can depart without having to trailer their horses.

An additional consideration for horseback riders is the availability of water. For instance, there is a trough located near Sid’s Cabin, making that a popular staging area for a ride into Eagle Canyon. Access for horse trailers to the Devil’s Racetrack area is limited by the fact that passage under the Interstate is through a narrow box culvert. A potential location for an eventual equestrian trailhead would be on the accessible (south) side of the Interstate so that riders could ride underneath the highway to access opportunities to the north of the Interstate such as the Devil’s Racetrack.

Equestrians are allowed to ride wherever they wish; however, in the convoluted country of the San Rafael Swell, marked and/or mapped trail opportunities will lead to better trail riding opportunities, especially for those that are unfamiliar with the area. Table 2 below presents “established” rides; horseback riders are generally welcome to explore the entire Recreation Area, as well as the Wilderness Areas that surround it, as equestrians are not limited to designated or established routes.

Table 2 presents some of the horseback riding opportunities that are to be found in the San Rafael Swell Recreation Area. See Appendix C, Map C5, for locations of these horseback riding opportunities.

Table 2: Equestrian Opportunities

Table 2: Equestrian Opportunities	
Name	Description
Assembly Hall Peak Loop	Approximately 8 mile long easy ride from the San Rafael Equestrian Campground. Cross the river and ride on the east side of Assembly Hall Peak and Window Blind Peak. Ride around Window Blind and come down its west side. Cross between Window Blind and Assembly Hall Peaks on an old dirt track and ride back down the east side of Assembly Hall Peak. Note: this ride is also called Window Blind Peak.
Behind the Reef Road	A mellow out-and-back ride on a scenic road. Length of ride can vary by turn around point.
Blocks	Nine mile ride with wonderful views into the canyons.
Bullock Draw and Golden Gate	Gentle scenic ride that can be combined with the Blocks to create a loop riding opportunity.
Cactus Flats	Very easy ride on a road that joins Eagle Canyon and North Salt Wash.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Calf/Cow/Pine Canyons	Very easy out and back ride. Ride is within a canyon bottom and has scenic views. Has water in the bottom section. A steep and difficult sheep trail joins Cow Canyon with Calf Canyon.
Cane Wash with Moore Canyon	Very scenic loop that includes riding along the San Rafael River. Goes through narrow canyons and has some springs. Two steep sections are the climb onto Calf Mesa and the route off Calf Mesa into Moore Canyon.
Cat and Dizzy Canyons	A ten mile long ride on western side of the Swell. Remote with most of the ride in the open desert, although there are sections of narrows as one approaches Muddy Creek. This route starts outside the Recreation Area, passes through wilderness and then enters the Recreation Area. The road access to the trailhead is somewhat difficult to locate.
Chimney Canyon	There are two routes into Chimney Canyon. Starting from Hondoo Arch, the ride is longer but easier and on an old mining road. The route crosses the Pasture Bench (also known as Pasture Track) and goes along Muddy Creek to an old mining route that departs Muddy Creek just before the Chute. Starting from Hidden Splendor, the ride heads up Muddy Creek to a side canyon. The ride continues up the side canyon and then onto a bench to Chimney Canyon. This route uses an old mining road that is washed out and is very rough. It is also known as the Ledge Trail. The Chimney Canyon route ends at an old miner's cabin/chicken coop. It is very scenic and water is available at the cabin. Above the cabin, the trail is too washed out for horseback riding; only hiking is feasible above the cabin.
Chute Canyon	Easy ride through a stunning canyon near Goblin Valley State Park. The ride is four miles one way (can be combined with Wild Horse Creek for a 22 mile ride).
Coal Wash	Scenic ride in deep canyon. Many miles of riding are available. Enters Wilderness Area. The Coal Wash area is a system of canyons with many side canyons available for equestrian exploration.
Copper Globe	Ride from Justesen Flat to old mining district on old mining road. Easy ride on the road. Excellent chance of seeing wild horses. Some OHV traffic should be expected. Also known as Eagle Canyon East and/or Justesen Flat.
Devil's Canyon	Very scenic ride which is accessed from Box Flat Trailhead. Some portions are steep and rocky; other sections include slickrock. The trail offers views into Reds Canyon and the formations surrounding this canyon. Ride itself is mostly in the Wilderness Area but is accessed from Recreation Area.
Devil's Racetrack	Easy ride on an old mining/livestock track. Gets quite a bit of motorized use by UTVs and motorcycles, especially on weekends. Devil's Racetrack can be combined with the Bullock Draw and Blocks routes to make a loop ride.
Eagle Canyon	Easy ride on a dirt road. Access is from the Justesen Flat Trailhead.
East Wedge	Trail is accessed from a side road off the Wedge Overlook road. Accesses cliffs overlooking the San Rafael Canyon and has spectacular views. Primarily on sand with some rock ledges to ride around. Excellent place to see desert bighorn sheep.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Head of Sinbad	This area provides many miles of riding opportunities on either side of I-70. Can be used to access other popular riding areas such as the Devil's Racetrack and Eagle Canyon.
Little Wildhorse Mesa/Middle Wildhorse Mesa	Ride is up an old mining dugway to the top of the mesa; rough road access makes it impossible to get a horse trailer near the start of the trail.
Mexican Mtn.	The ride starts where the old road enters the Mexican Mountain Wilderness. It follows an old mining road on the east side of Mexican Mountain. The trail then turns south and crosses the San Rafael River just above Swasey's Leap. The climb out of river on the west side is somewhat difficult. The access road to the trailhead is 15 miles long and is rough for horse trailers.
Mud Canyon	Accessed from Hidden Splendor. Ride up the Muddy River and take the first side canyon large enough for horses to the east. This is a narrow twisting canyon with little sunlight. There are some pour offs that require effort to go around or over. Possible to access road at the head of the canyon and make this a loop ride.
Muddy River	Ride down the creek from Hidden Splendor through the San Rafael Reef. A generally easy ride when water levels are low. Also known as "Muddy through the Reef."
North Coal Wash	The lower part of the canyon ride is on a motorized trail and is very easy. The upper canyon is non-motorized and also easy. Accessed via the Head of Sinbad and includes Swasey's Arch.
North Salt Wash	Excellent ride with great views and abundant water. Best when combined with the San Rafael River and North Salt Wash motorized route. Accessed via Fullers Bottom or the North Salt Wash/McCarty Canyon trailheads. The combined loop ride is approximately 17 miles long. North Salt Wash passes through three narrows section where horses must stay in the creek bottom. Care must be exercised because of the soft wash bottom. Each of the narrows sections has a "go-around" cattle trail. Riders should follow the livestock use, as the cows seem to know the conditions of the narrows!
Penitentiary Canyon	Accessed from Tomsich Butte trailhead or Red Canyon Road. Nice ride up a tributary of the Muddy River.
Poor Canyon	Accessed from Tomsich Butte trailhead. Ride upstream into a tributary of the Muddy River.
Saddle Horse Canyon	Accessed from the North Salt Wash trail via either Fullers Bottom or North Salt Wash/McCarty Canyon trailheads. The lower section of this route is up a narrow canyon with water available. Very scenic and a great horsepacking venue (for a one or two night trip). Take care in the narrows sections. The upper part of the canyon opens up into wide flats with no water. The entire ride is over 25 miles; most riders utilize the lower canyon only.
San Rafael River	Ride along the San Rafael River. This route can vary from easy to very difficult depending on water levels and livestock use. Approximately 15 miles long; takes 6 – 8 hours to ride. Crosses the San Rafael River multiple times. Some of the crossings have steep banks and care must be taken when crossing to avoid quicksand.
Sids Mountain	A very scenic ride. Accessed from North Salt Wash; climbs out of the wash to the top of a mesa. The climb is on slickrock slopes and have some ledges. More cautious riders may wish to lead their horses.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

	Once on top, the ride is mostly sandy. There is a narrow spot with a two foot ledge that must be jumped. The trail goes to Sid's Cabin.
Swasey's Arch	In North Coal Wash; see description for North Coal Wash, above.
Upper Muddy	Ride up the creek from Tomsich Butte.
Virgin Springs Canyon	Ride along the San Rafael River toward Virgin Spring Canyon. The route crosses the river at least 8 times. An out-and-back ride of 7 miles one way. Difficulty depends upon river flow and livestock use. Crossing the river into Virgin Springs Canyon can be difficult. The upstream crossing is deep and the downstream crossing is very soft and muddy. Virgin Springs Canyon dead ends at a 30 foot pour off about 0.5 mile up the canyon. Excellent water source.
Wedge Overlook	Ride starts from the Overlook and goes west along the rim. Flat ride on rocky ground. Affords views of the "Little Grand Canyon" of the San Rafael River. The western end of this trail drops into the River on the eastern edge of Fullers Bottom, going down some slopes and larger rocks. Approximately 6 miles long. Also known as West Wedge.
Wild Horse Canyon	Very scenic ride. Narrows sections can be ridden around on slickrock. Can be combined with South Temple Wash to form a loop ride.



As mentioned above, the parking/trailhead needs of equestrian users are somewhat more challenging than for other non-motorized users, as equestrians are pulling horse trailers that require more parking room. In addition, water, while not a necessity, is a plus at an equestrian trailhead. Corrals are useful for safe unloading and preparation for the trail. Appendix C, Map C5, shows major equestrian trails and trailheads.

Chapter 5: Climbing Opportunities

The San Rafael Recreation Area offers many climbing opportunities and represents an underutilized resource for climbing. Table 3 below lists some of the better known climbs. It is expected that, as climbers discover the Swell, lightly used routes might become more popular, leading to greater use of the Recreation Area by rock climbers. See Appendix C, Map C6 for a depiction of these popular climbing locales.



Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

Table 3: Climbing Opportunities

Table 3: Climbing Opportunities	
Name	Description
Assembly Hall Peak	Fairly difficult (5.10) climb with amazing views. Close to San Rafael River campground.
Bottleneck Peak	Difficult (5.11) crack climb. Close to San Rafael River campground.
Buckhorn Wash Walls	Mountain Project lists 61 climbing routes (both trad and sport) within Buckhorn Wash. Routes range in difficulty from 5.4 to 5.12, offering a wide range of climbing experiences.
Chimney Rock	Relatively easy (5.6) climb with easy access.
Eagle Rock	Beautiful tower offering a trad/aid climb.
Family Butte	Climbs from 5.8 through 5.11 on the various spires of Family Butte.
Pinnacle #1	Easy class 4 climb. Excellent beginner climb.
San Rafael Knob	Moderate (5.9) climb of an iconic tower.
Tomsich Butte	Short climb with a 5.5 rating.
Window Blind Peak	Adventure route; 5.7 difficulty rating. Full day climb.

*Partial listing of climbs enumerated on Mountain Project and RoadTrip Ryan websites.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Chapter 6: Bicycling Opportunities

There are generally three types of bicycling opportunities available in the San Rafael Recreation Area: singletrack trails, riding dirt roads (also known as ‘gravel grinding’) and bikepacking (that, is overnight camping using a bicycle to get from point to point). Venues for each of these opportunities will be described in turn.

SINGLETRACK TRAIL BICYCLING OPPORTUNITIES

The only singletrack trail that is currently designated in the Recreation Area is the Good Water Rim Trail, located near the Wedge Overlook. However, the San Rafael Recreation Area has several designated motorcycle trails (such as the Waterfall Trail), which are also available to bicycles. The BLM is committed to examining additional singletrack opportunities and is open to suggestions from users as to where appropriate opportunities might be. (Note: bikes are not permitted in designated Wilderness Areas). See Appendix C, Map C7 for a sample of mountain bike opportunities gleaned from the internet and from conversations with local mountain bikers, including the Mecca Bike Club.



Photo courtesy Holiday River Expeditions

The BLM has experience in developing new single-track non-motorized mountain bike trails. The BLM and partners can cooperate in funding and directing a mix of paid staff and volunteers in designing, building, and maintaining non-motorized mountain bike trails.

Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

GRAVEL GRINDING OPPORTUNITIES



Photo courtesy of Holiday River Expeditions

Gravel grinding consists of riding lightly-used unpaved roads. Many of the roads in the San Rafael Swell Recreation Area are well suited to this pursuit, as they often have a hard dirt surface. Gravel grinding is currently gaining in popularity. It appeals to road bike riders tired of competing with traffic on paved roads and returns mountain biking to its “roots”. Specialty bikes with bigger frames, appropriate tires and potentially offering a more comfortable ride have become popular.

The San Rafael Swell Recreation Area could be poised to capture this segment of cyclists by marking or otherwise identifying routes for gravel grinders on already-designated roads. Most of the maintained road system in the Recreation Area lends itself to this activity. See Appendix C, Map C7 and C8 for some route suggestions.

Bikepacking or bicycle touring refers to the use of bicycles for multi-day trips. Cyclists can either carry their own camping equipment on their bikes or be accompanied by a vehicle used to support the camping trip. The vehicle support component provides an excellent commercial business opportunity in the Recreation Area. See Appendix C, Map C8, for some route suggestions.

Table 4 below summarizes cycling opportunities in the San Rafael Swell Recreation Area. See also see Appendix C, Maps C7 and C8 for cycling opportunities.

Table 4: Cycling Opportunities

Table 4: Cycling Opportunities	
Name	Desired Experience/Opportunity
Designated Singletrack Trails	
Good Water Rim	Designated singletrack on rim of Good Water Canyon. Stunning views, camping opportunities nearby. Listed in Biking Magazine as one of the "must ride" trails in the Western United States.
Proposed Singletrack Trails	
Antelope Run	Proposed by Mecca Bike Club in the Good Water Rim area
Cliff Dweller Flat	See description below. Most of route on designated routes, but one section would need designation.
Mountain Biking and/or Gravel Grinding Routes³	

³ In addition to these, virtually all the “B” roads within the SRRA and depicted on Map C1 in Appendix C make fine gravel grinding routes. Also, see the bikepacking suggestions, below, and Map C8 in Appendix C.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Behind the Reef	Stunning ride on a designated route. Fairly easy riding with not much technicality. Suitable for “gravel grinding”.
Black Dragon Wash	Long downhill doubletrack with a ride through the Black Canyon narrows. Good shuttle opportunity to make a long downhill ride.
Buckhorn Wash	Very easy firmly packed dirt road ride through a scenic canyon.
Cliff Dweller’s Flat	A fun ride on designated routes with wonderful scenery. Note: portions of the route received from the Mecca Bike Club are not on currently designated routes; those portions would need designation.
Coal Wash	Fifteen mile ride that can be combined with Devil’s Racetrack to make a loop ride.
Copper Globe from Justesen Flats	Fun ride on a jeep route to an old mining district.
Copper Globe Airstrip	Four mile long ride to overlook of Devil’s Canyon.
Devil’s Racetrack	17 mile round trip on rock ledges with wonderful views into the canyon systems. Shared with motorized users.
Eagle Canyon	Ten mile long round trip through beautiful but remote areas. Shared with motorized vehicles.
Eva Conover Road	12 miles round trip; shared route with motorized vehicles. Great scenery with technical rocky sections.
Jackass Benches	Easy 5 mile ride. Can extend the ride northward toward hiking access to Swasey’s Leap.
Lucky Strike Overlook/Link Flat/Sagebrush Bench	Approximately 8 mile loop on designated routes. A good gravel grinding opportunity.
Reds Canyon Loop	Scenic gravel grinder route on well-maintained roads in stunning canyon. Opportunities for several short excursions to historic mining districts, such as Lucky Strike.
Swasey’s Leap	13 mile out and back to the edge of the San Rafael River. Swasey’s Leap itself not accessible by bike, but may be accessed by hiking from the end of the designated route.
Temple Mountain Loop	11 mile ride around Temple Mountain.
Turkey Tower Tour	18 mile loop on easy 4WD roads. Views of Reds Canyon, Turkey Tower and Family Butte.
Wedge/Little Grand Canyon Overlook	Short ride on an easy route with great views the entire way. Easily combined with Good Water Rim.
Designated Motorcycle Trails Suitable for Bicycle Riding	
Five Miles of Hell	Technical seven mile ride on rough slickrock (note: also a popular motorcycle trail). For advanced riders only.
Various motorcycle trails	Designated motorcycle trails in the Recreation area are often suitable for mountain biking, including the Waterfall Trail, and the Red, Green and Orange trails, which are part of the Iron Wash System.
Bikepacking Opportunities	
Moab to Boulder	Utilizes gravel grinding routes to ride through the Swell. About 294 miles in total, but not all in Recreation Area. Shares some segments with the other two bikepacking routes.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Stone House Lands Loop	4 – 6 day bike trip; 201 miles long with 14,572 feet of total ascent. Includes portion in the Recreation Area, including Reds Canyon and Behind the Reef Road. Not all in rec area. Shares some segments with the other two bikepacking routes listed.
“Swell Night Out”	2-3 day bike trip; 74 miles long with 8,337 feet of total ascent. Includes riding Behind the Reef Road and viewing remnants of mining history, including Hidden Splendor.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Chapter 7: Boating (Water Trail) Opportunities

There are two floatable water trails wholly or partially within the San Rafael Swell Recreation Area: Muddy Creek and the San Rafael River (see Appendix C, Map C9). Muddy Creek and the San Rafael River, at higher water levels, are relatively easy floats and can accommodate several types of watercraft. While Muddy Creek is typically run as a day trip, the San Rafael River provides opportunities for an overnight river trip. Both trips have adequate flows (typically) only for a few weeks in Spring, if at all; check with BLM's Price Field Office for current conditions.



Infrastructure requirements for boaters include put in and take out locations adjacent to the river segments. Should the popularity of these water trails continue to grow, established put in and take out parking areas should be signed and delineated. Designated boat ramps or river access points should also be considered as needed.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Chapter 8: Conclusions and Next Steps

As seen in the tables presented above, the San Rafael Swell Recreation Area has numerous opportunities for the public to participate in non-motorized recreation opportunities.

The non-motorized recreation opportunities presented in this document will serve to inform the San Rafael Swell Recreation Area Management Plan. That Plan will govern the management of the Recreation Area into the future. The current study will ensure that non-motorized recreation becomes an integral element of the management scheme for the San Rafael Swell Recreation Area.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

References

A variety of sources were consulted in compiling lists of non-motorized opportunities. The reference list below enumerates these sources.

Allen, Steve. *Canyoneering the San Rafael Swell*, University of Utah Press, 1992.

All Trails: <https://www.alltrails.com/parks/us/utah/san-rafael-swell-recreation-area>

Back Country Horsemen of America, San Rafael (Utah) Chapter. (Wayne Ludington).

Bikepacking.com. <https://bikepacking.com>

BLM, Price Field Office, GIS data: maps and lists of non-motorized trails, 2020.

CanyoneeringUSA.com

Canyons Limit. Canyonslimit.com

Climb Utah. Climb-utah.com

Emery County. Non-motorized Trails Data, 20XX.

GJ Hikes. <https://www.gjhikes.com/2013/12/san-rafael-swell-area.html>

Hondoo River and Trails. <https://www.hondoo.com/utah-horseback-riding/>

Horse Forum. www.horseforum.com/trail-riding/san-rafael-swell

Kelsey, Michael R., *Hiking Utah's San Rafael Swell*, Press Publishing, 1986.

Kelsey, Michael R., *Technical Slot Canyon Guide to the Colorado Plateau*, Kelsey Publishing, 2003.

Mecca Mountain Bike Club. www.biketheswell.org

Mountain Bike Project. Mtbproject.com

Mountain Project. www.mountainproject.com/area/105787863/san-rafael-swell

Road Trip Ryan. <https://www.roadtripryan.com/go/a/utah/san-rafael-swell>

Trailforks. <https://www.trailforks.com/region/san-rafael-reef-36346/>

Utah Mountain Biking. Utahmountainbiking.com

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Appendix A: Socioeconomic Profile of Emery County Utah⁴

Table A1: Selected Economic Data	Emery County, UT	Utah
Population, 2018	10,014	3,161,105
Trends		
Population % change, 1970-2018	93.8%	196.6%
Employment % change, 1970-2018	143.8%	353.3%
Personal Income % change, 1970-2018	264.2%	497.3%
Prosperity		
Unemployment rate, 2019	4.0%	2.6%
Average earnings per job, 2018 (2019 \$s)	\$43,605	\$53,307
Per capita income, 2018 (2019 \$s)	\$33,742	\$47,154
Economy		
Non-Labor % of personal income, 2018	44.6%	34.6%
Services % of employment, 2018	40.1%	72.1%
Government % of employment, 2018	17.3%	12.6%
Use Sectors[^]		
Timber % of private employment, 2018	na	0.4%
Mining % of private employment, 2018	21.0%	0.6%
Fossil fuels (oil, gas, & coal), 2018	18.9%	0.3%
Other mining, 2018	0.0%	0.4%
Agriculture % of employment, 2018	11.7%	1.0%
Travel & Tourism % of private emp., 2018	18.2%	13.9%
Federal Land*		
Federal Land % total land ownership	79.6%	61.4%
Forest Service %	7.4%	14.4%
BLM %	72.1%	40.0%
Park Service %	0.1%	3.7%
Military %	0.0%	3.2%
Other %	0.0%	0.2%
Federal land % Type A**	6.5%	14.0%
Federal payments % of gov. revenue, FY2017	3.3%	0.6%
Development		
Residential area % change, 2000-2010	17.1%	34.8%
Wildland-Urban Interface % developed, 2010	0.1%	6.6%

Estimates for data that were not disclosed are indicated with tildes (~).

Source for above: Headwaters Economics: Key Indicators. Downloaded 1-25-21 from <https://headwaterseconomics.org/apps/economic-profile-system/49015>. Most of Headwaters data from Data Sources: U.S. Department of Commerce. 2019. Bureau of Economic Analysis, Regional Economic Accounts, Washington, D.C.;

⁴ The data which follows comes from a variety of sources and reflects pre-Covid data.

Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

U.S. Department of Labor. 2020. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

Table A2: Employment by Industry	Emery County, UT	United States
Civilian employees > 16 years, 2018*	4,035	152,739,884
Ag, forestry, fishing & hunting, mining	369	2,793,463
Construction	395	9,874,923
Manufacturing	110	15,550,889
Wholesale trade	107	4,025,876
Retail trade	474	17,240,297
Transport, warehousing, and utilities	417	7,984,110
Information	106	3,164,287
Finance and ins, and real estate	92	10,015,304
Prof, mgmt, admin, & waste mgmt.	205	17,455,119
Edu, health care, & social assistance	908	35,293,449
Arts, entertain, rec, accomod, & food	320	14,800,927
Other services, except public admin	321	7,461,333
Public administration	211	7,079,907
Percent of Total		
Ag, forestry, fishing & hunting, mining	9.1%	1.8%
Construction	9.8%	6.5%
Manufacturing	2.7%	10.2%
Wholesale trade	2.7%	2.6%
Retail trade	11.7%	11.3%
Transport, warehousing, and utilities	10.3%	5.2%
Information	2.6%	2.1%
Finance and ins, and real estate	2.3%	6.6%
Prof, mgmt, admin, & waste mgmt.	5.1%	11.4%
Edu, health care, & social assistance	22.5%	23.1%
Arts, entertain, rec, accomod, & food	7.9%	9.7%
Other services, except public admin	8.0%	4.9%
Public administration	5.2%	4.6%

High Reliability: Data with coefficients of variation (CVs) < 12% are in black to indicate that the sampling error is relatively small.

Medium Reliability: Data with CVs between 12 & 40% are in orange to indicate that the values should be interpreted with caution.

Low Reliability: Data with CVs > 40% are displayed in red to indicate that the estimate is considered very unreliable.

* ACS 5-year estimates used. 2018 represents average characteristics from 2014-2018.

Data Sources: U.S. Department of Commerce. 2019. Census Bureau, American Community Survey Office, Washington, D.C.

Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

Table A3: Per Capita and Household Income	Emery County, UT	United States
Per Capita Income (2018 \$s)	\$22,505	\$32,621
Median Household Income [^] (2018 \$s)	\$52,055	\$60,293
Total Households, 2018*	3,589	119,730,128
Less than \$10,000	153	7,584,305
\$10,000 to \$14,999	183	5,507,051
\$15,000 to \$24,999	342	11,146,961
\$25,000 to \$34,999	400	11,117,434
\$35,000 to \$49,999	608	15,124,821
\$50,000 to \$74,999	728	20,910,222
\$75,000 to \$99,999	490	14,937,330
\$100,000 to \$149,999	548	17,533,125
\$150,000 to \$199,999	105	7,513,313
\$200,000 or more	32	8,355,566
Gini Coefficient [^]	0.37	0.48
Percent of Total		
Less than \$10,000	4.3%	6.3%
\$10,000 to \$14,999	5.1%	4.6%
\$15,000 to \$24,999	9.5%	9.3%
\$25,000 to \$34,999	11.1%	9.3%
\$35,000 to \$49,999	16.9%	12.6%
\$50,000 to \$74,999	20.3%	17.5%
\$75,000 to \$99,999	13.7%	12.5%
\$100,000 to \$149,999	15.3%	14.6%
\$150,000 to \$199,999	2.9%	6.3%
\$200,000 or more	0.9%	7.0%

[^] Median Household Income and Gini Coefficient are not available for metro/non-metro or regional aggregations.

High Reliability: Data with coefficients of variation (CVs) < 12% are in black to indicate that the sampling error is relatively small.

Medium Reliability: Data with CVs between 12 & 40% are in orange to indicate that the values should be interpreted with caution.

Low Reliability: Data with CVs > 40% are displayed in red to indicate that the estimate is considered very unreliable.

Source: U.S. Department of Commerce. 2019. Census Bureau, American Community Survey Office, Washington, D.C.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Table A4: Travel and Tourism Employment	Emery County, UT	Utah
Total Private Employment, 2018	1,930	1,337,574
Travel & Tourism Related	352	185,772
Retail Trade	112	28,976
Gasoline Stations	112	8,993
Clothing & Accessory Stores	na	14,054
Misc. Store Retailers	na	5,929
Passenger Transportation	na	7,064
Air Transportation	na	6,969
Scenic & Sightseeing Transport	na	95
Arts, Entertainment, & Recreation	na	22,834
Performing Arts & Spectator Sports	na	4,072
Museums, Parks, & Historic Sites	na	1,292
Amusement, Gambling, & Rec.	na	17,470
Accommodation & Food	240	126,898
Accommodation	109	22,330
Food Services & Drinking Places	131	104,568
Non-Travel & Tourism	1,578	1,151,802

Percent of Total

Travel & Tourism Related	18.2%	13.9%
Retail Trade	5.8%	2.2%
Gasoline Stations	5.8%	0.7%
Clothing & Accessory Stores	na	1.1%
Misc. Store Retailers	na	0.4%
Passenger Transportation	na	0.5%
Air Transportation	na	0.5%
Scenic & Sightseeing Transport	na	0.0%
Arts, Entertainment, & Recreation	na	1.7%
Performing Arts & Spectator Sports	na	0.3%
Museums, Parks, & Historic Sites	na	0.1%
Amusement, Gambling, & Rec.	na	1.3%
Accommodation & Food	12.4%	9.5%
Accommodation	5.6%	1.7%
Food Services & Drinking Places	6.8%	7.8%
Non-Travel & Tourism	81.8%	86.1%

The major industry categories (retail trade; passenger transportation; arts, entertainment, and recreation; and accommodation and food) in the table above are the sum of the sub-categories underneath them and as shown here do not represent NAICS codes. The data does not include employment in government, agriculture, railroads, or the self-employed because these are not reported by County Business Patterns. Estimates for data that were not disclosed are indicated with tildes (~).

Data Source: U.S. Department of Commerce. 2020. Census Bureau, County Business Patterns, Washington, D.C.

Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

Appendix B: Estimates of Economic Output Generated by Visitation to the SRRA

One of the goals of drafting a study outlining non-motorized recreation opportunities within the San Rafael Recreation Area (SRRA) is to attract visitors to the area and their potential economic contribution to Emery County. This contribution results from visitor spending on goods and services provided within the county. One way to estimate impacts from visitor spending at the county level is through an economic impact model. One such model, commonly used by governments and industry, is IMPLAN. The model relies on a large number of datasets to estimate economic impacts from an economic activity, such as consumer spending. The model’s inputs can be tailored to account for spending in specific economic sectors, such as restaurants, accommodations and over 500 other economic sectors. Using IMPLAN to estimate the impacts of visitor spending in the county resulting from creation and marketing of the SRRA requires several assumptions:

- Visitor spending profiles can be estimated (local vs non-local, camping vs hotels, etc.).
- Total visitation for each type of profile can be estimated.

For visitor spending profiles, BLM’s economist relies on spending profiles developed by the National Park Service for a wide variety of locales. The spending profile most closely matching Emery County was developed for Dinosaur National Monument within Uintah County, and will be used here. Total visitation to the SRRA, both current and projected, is unknown. The estimates summarized below are based on changes in visitor days for a variety of visitor spending profiles. The results are strictly linear, meaning that a reader who believes the change in visitation would be double the estimates below need only multiply those by two, and so on. The estimates which follow are based on changes in 10000 visitor days⁵ and are shown for different types of visitors and associated spending profiles.

Nonlocal Day Use				
Impact Type	Employment	Labor Income	Value Added	Output
Direct	3.3	35,858	65,360	147,584
Indirect	0.2	7,218	14,051	38,131
Induced	0.1	1,907	5,960	11,394
Total	3.7	44,983	85,370	197,108
Local day use				
Impact Type	Employment	Labor Income	Value Added	Output
Direct	1.8	\$20,106	\$36,046	\$82,118
Indirect	0.1	\$4,031	\$7,850	\$21,460
Induced	0.0	\$1,067	\$3,335	\$6,376
Total	2.0	\$25,205	\$47,232	\$109,955

⁵ Total visitation to the SRRA in FY2020 (all visitor types) was 162,000 visitor days.

Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

Camp on BLM				
Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	3.4	\$45,150	\$78,572	\$156,761
Indirect Effect	0.2	\$7,790	\$17,502	\$46,899
Induced Effect	0.1	\$3,295	\$9,985	\$19,632
Total Effect	3.8	\$56,235	\$106,059	\$223,292

Camp Commercial				
Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	5.9	\$92,458	\$154,146	\$293,740
Indirect Effect	0.4	\$14,018	\$31,122	\$82,525
Induced Effect	0.3	\$6,617	\$20,050	\$39,423
Total Effect	6.6	\$113,092	\$205,318	\$415,689

Lodging				
Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	13.9	\$207,943	\$427,588	\$841,062
Indirect Effect	1.4	\$47,505	\$95,233	\$249,606
Induced Effect	0.6	\$15,876	\$48,106	\$94,588
Total Effect	15.9	\$271,324	\$570,927	\$1,185,256

Other accommodations (staying with friends, second homes)				
Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	1.9	\$16,265	\$32,790	\$76,957
Indirect Effect	0.1	\$4,409	\$9,937	\$27,236
Induced Effect	0.0	\$1,289	\$3,907	\$7,682
Total Effect	2.1	\$21,963	\$46,634	\$111,875

As can be seen, visitors to the SRRA who use overnight lodging contribute most to the local economy, while local day use visitors and other accommodation users contribute least.

A brief summary of IMPLAN

Contributions to the area economy through market-based production can be measured using the IMPLAN input-output model. Input-output models describe commodity flows from producers to intermediate and final consumers. The total industry purchases are equal to the value of the commodities produced. Industries producing goods and services for final demand purchase goods and services from other producers. These other producers, in turn, purchase goods and services. This buying of goods and services

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

continues until leakages from the region stop the cycle. The resulting sets of multipliers describe the change of output for regional industries caused by a change in final demand in an industry.

IMPLAN not only examines the direct contributions but also indirect and induced contributions. *Indirect* employment and labor income contributions occur when a sector purchases supplies and services from other industries to produce their product. *Induced* contributions are the employment and labor income generated as a result of spending new household income generated by direct and indirect employment.

Other terms:

Employment: A job in IMPLAN = the annual average of monthly jobs in that industry. Thus, 1 job lasting 12 months = 2 jobs lasting 6 months each = 3 jobs lasting 4 months each. A job can be either full-time or part-time.

Labor Income: All forms of employment income, including Employee Compensation (wages and benefits) and Proprietor Income.

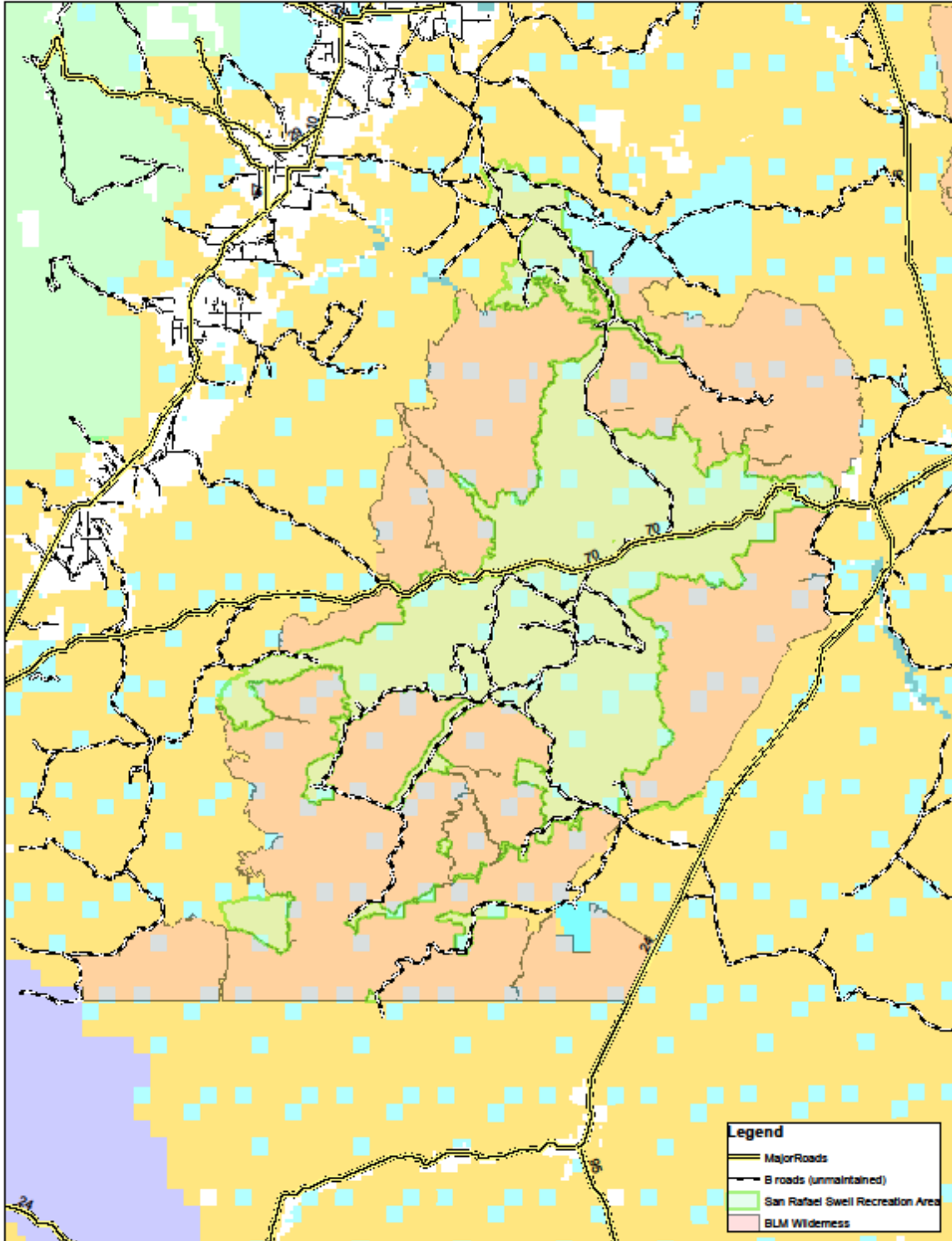
Value added: The difference between an industry's or an establishment's total output and the cost of its intermediate inputs. It equals gross output (sales or receipts and other operating income, plus inventory change) minus intermediate inputs (consumption of goods and services purchased from other industries or imported). Value added consists of compensation of employees, taxes on production and imports less subsidies (formerly indirect business taxes and nontax payments), and gross operating surplus.

Output: Output represents the value of industry production. In IMPLAN these are annual production estimates for the year of the data set and are in producer prices. For manufacturers this would be sales plus/minus change in inventory. For service sectors production = sales. For Retail and wholesale trade, output = gross margin and not gross sales.

Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

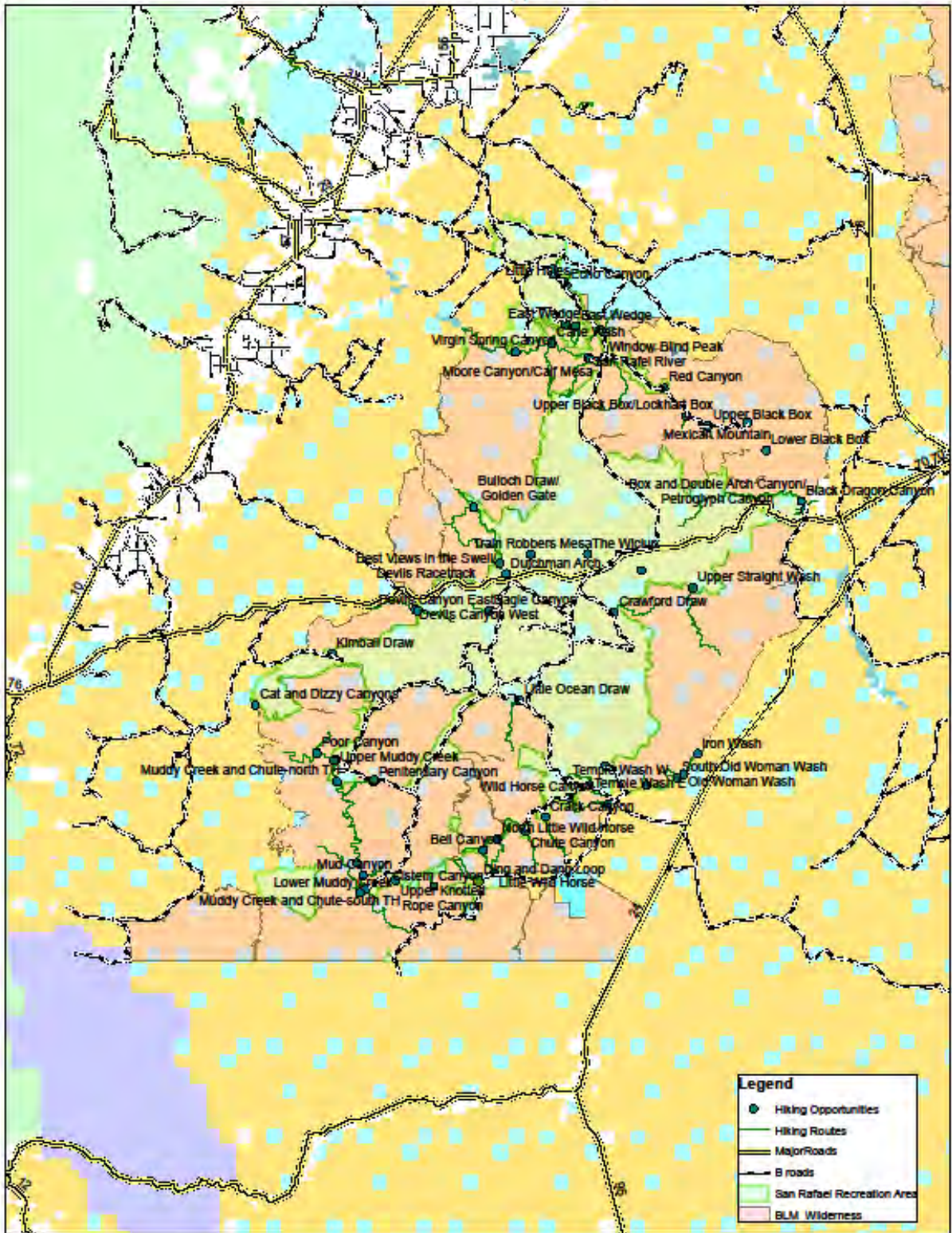
Appendix C: Recreation Opportunity Maps

Map C1: San Rafael Recreation Area



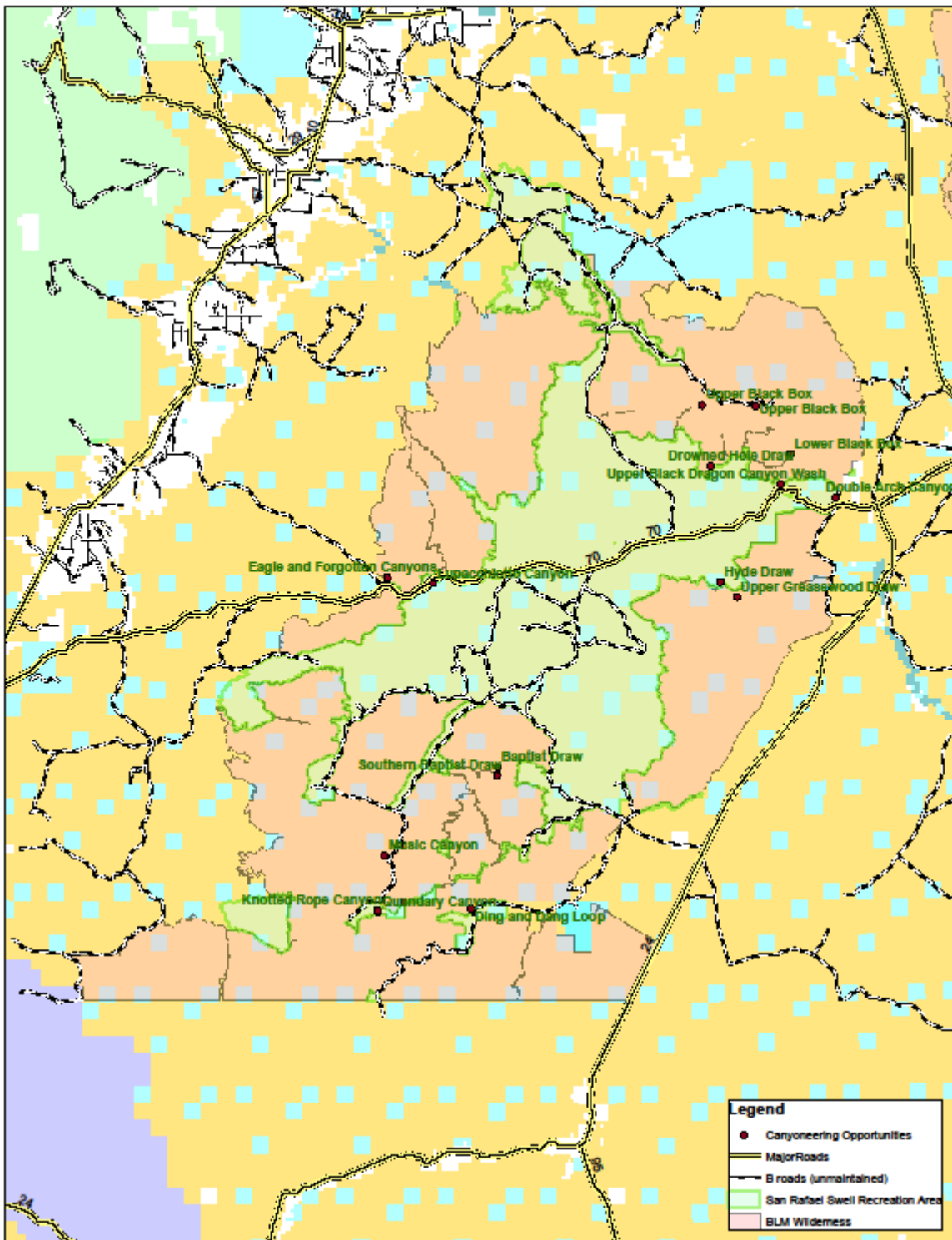
Attachment I
 San Rafael Swell Recreation Area
 Study of Non-motorized Recreation Trail Opportunities

Map C2: Hiking Opportunities



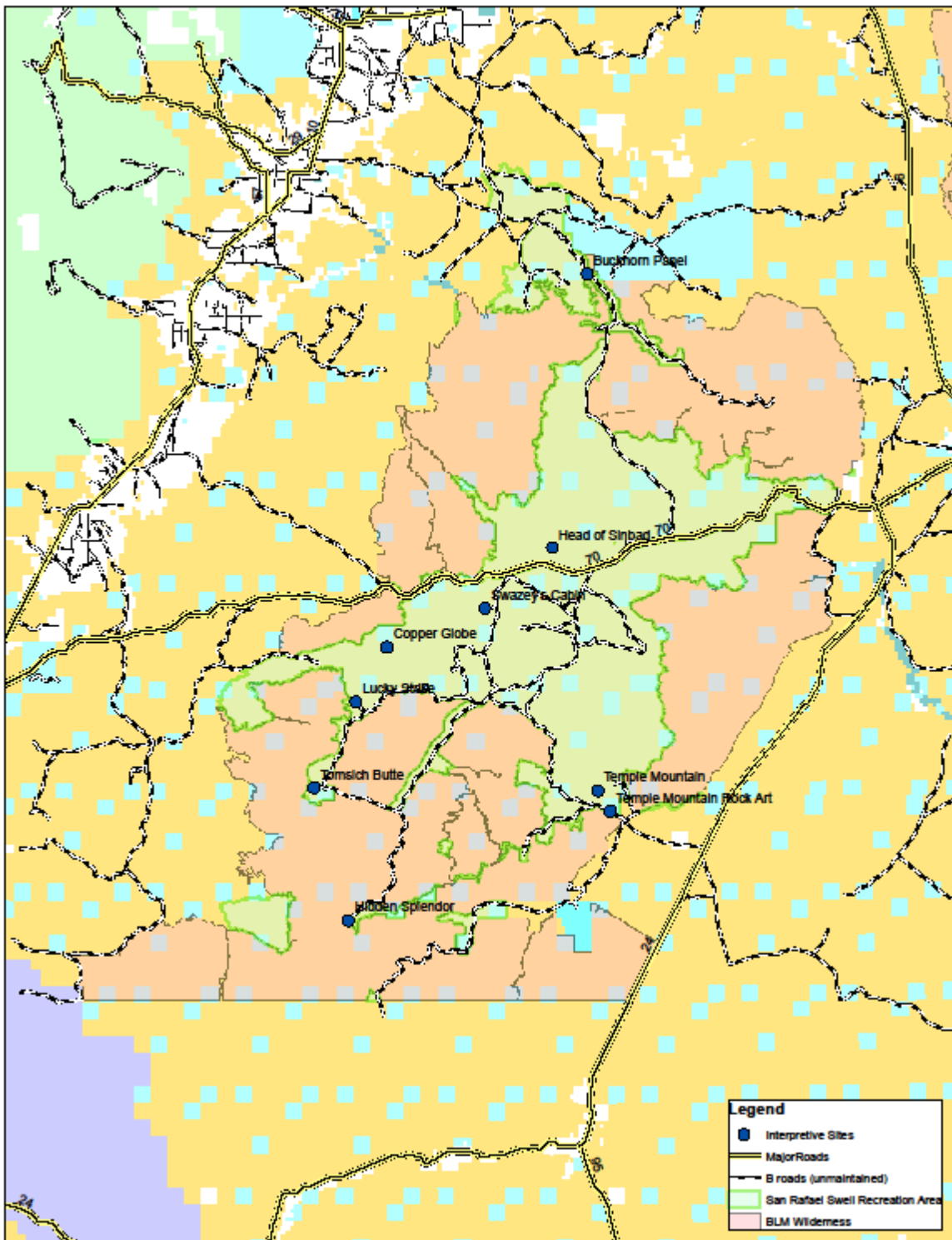
Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Map C3: Canyoneering Opportunities



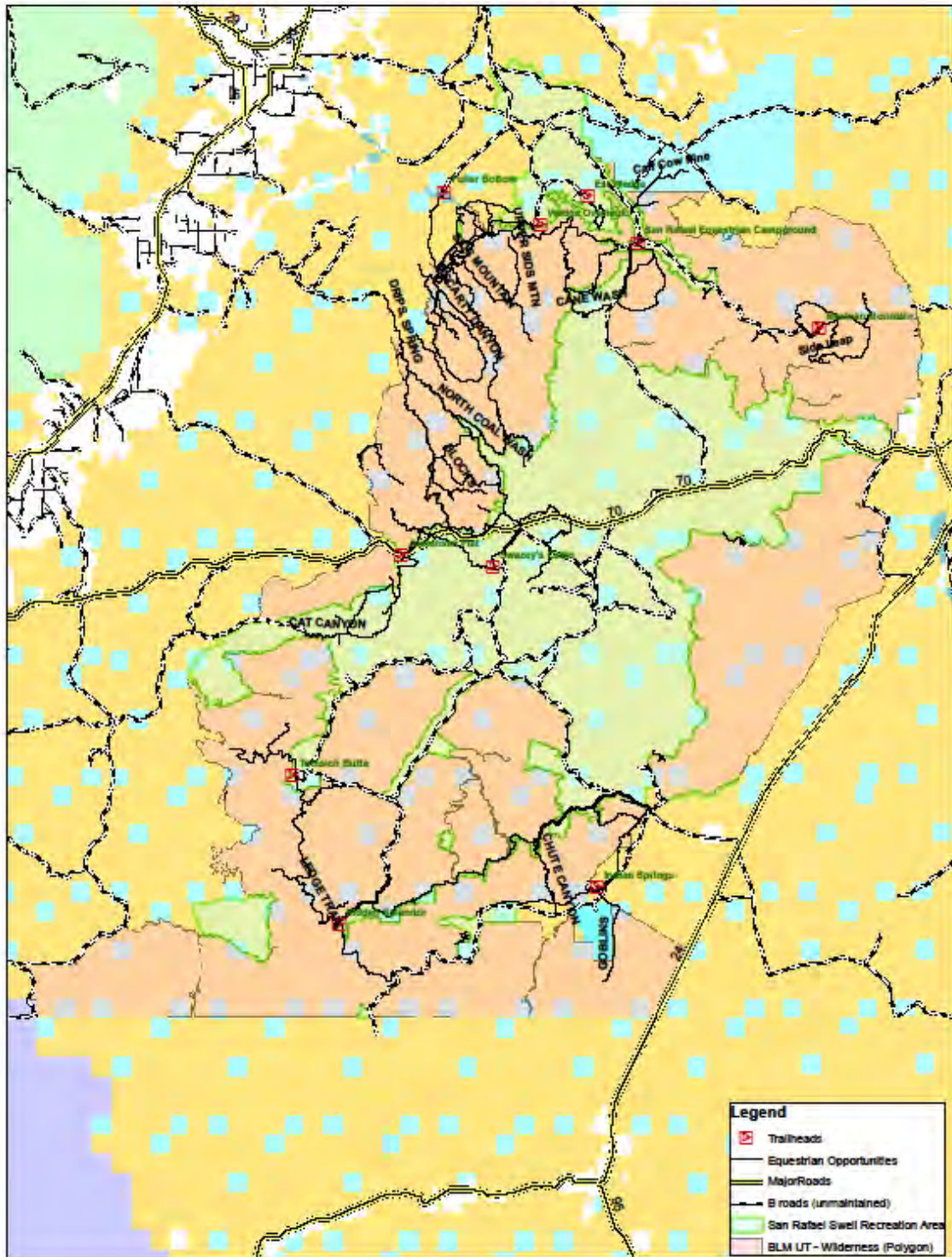
Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Map C4: Interpretive Trail Opportunities



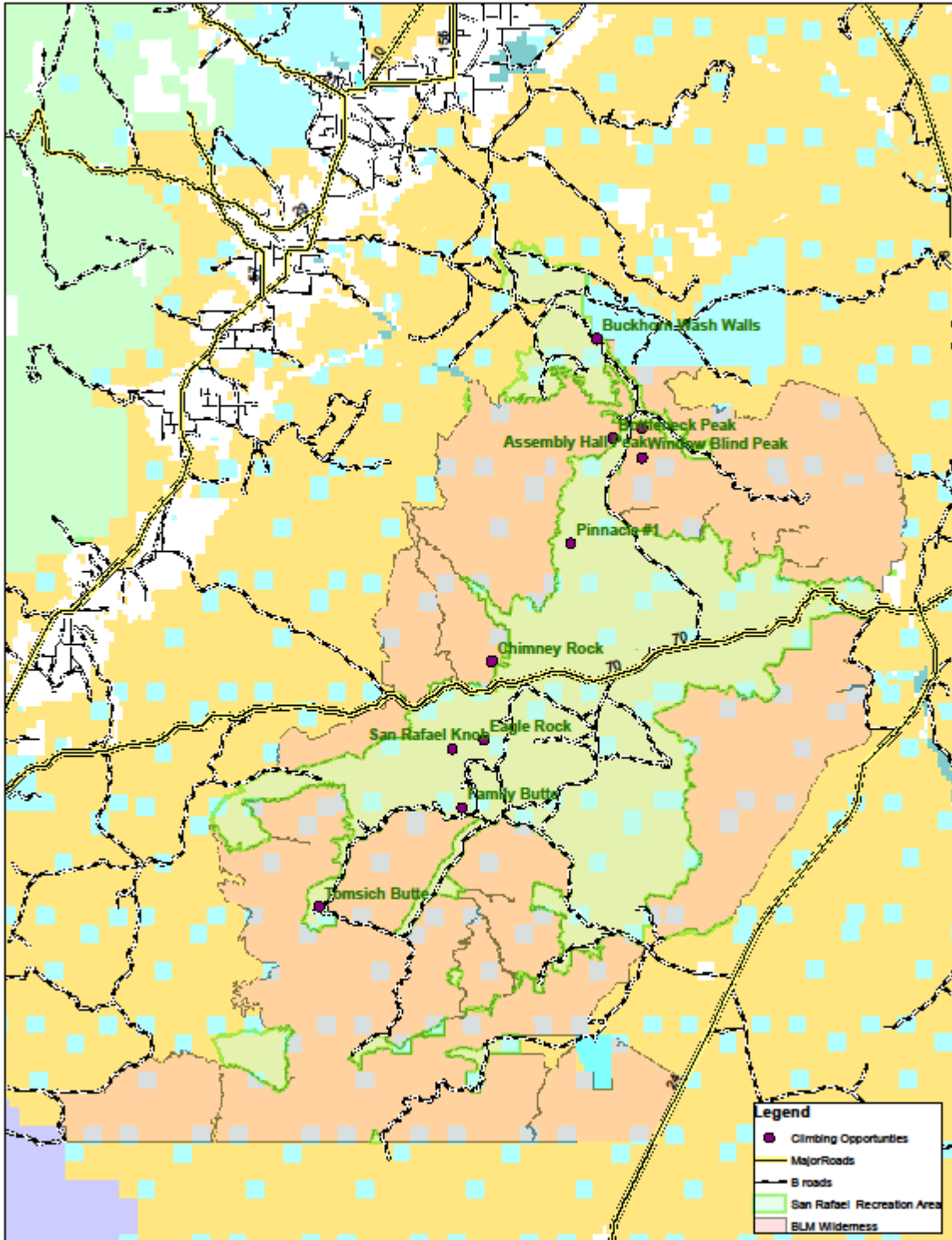
Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Map C5: Equestrian Opportunities and Trailheads



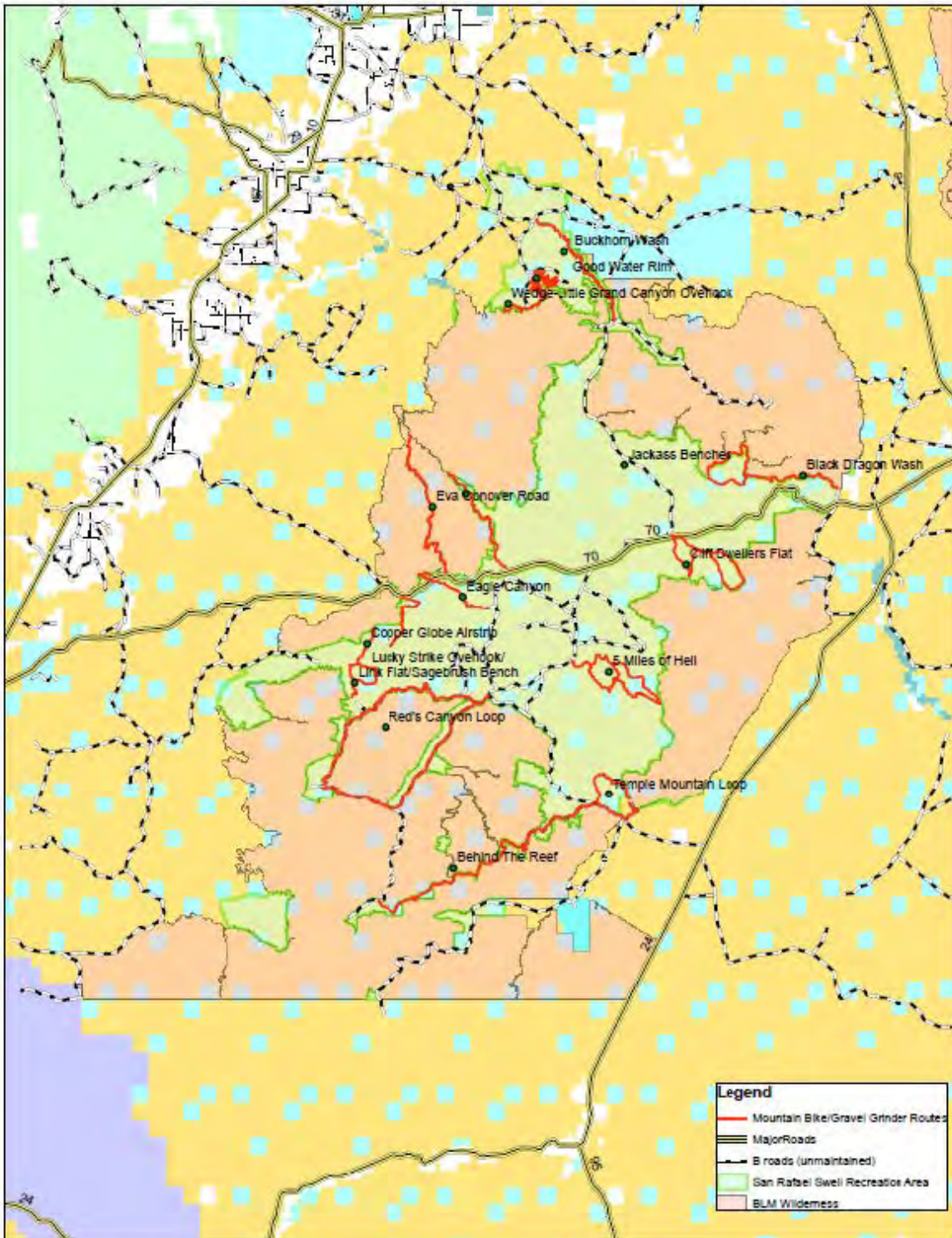
Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Map C6: Climbing Opportunities



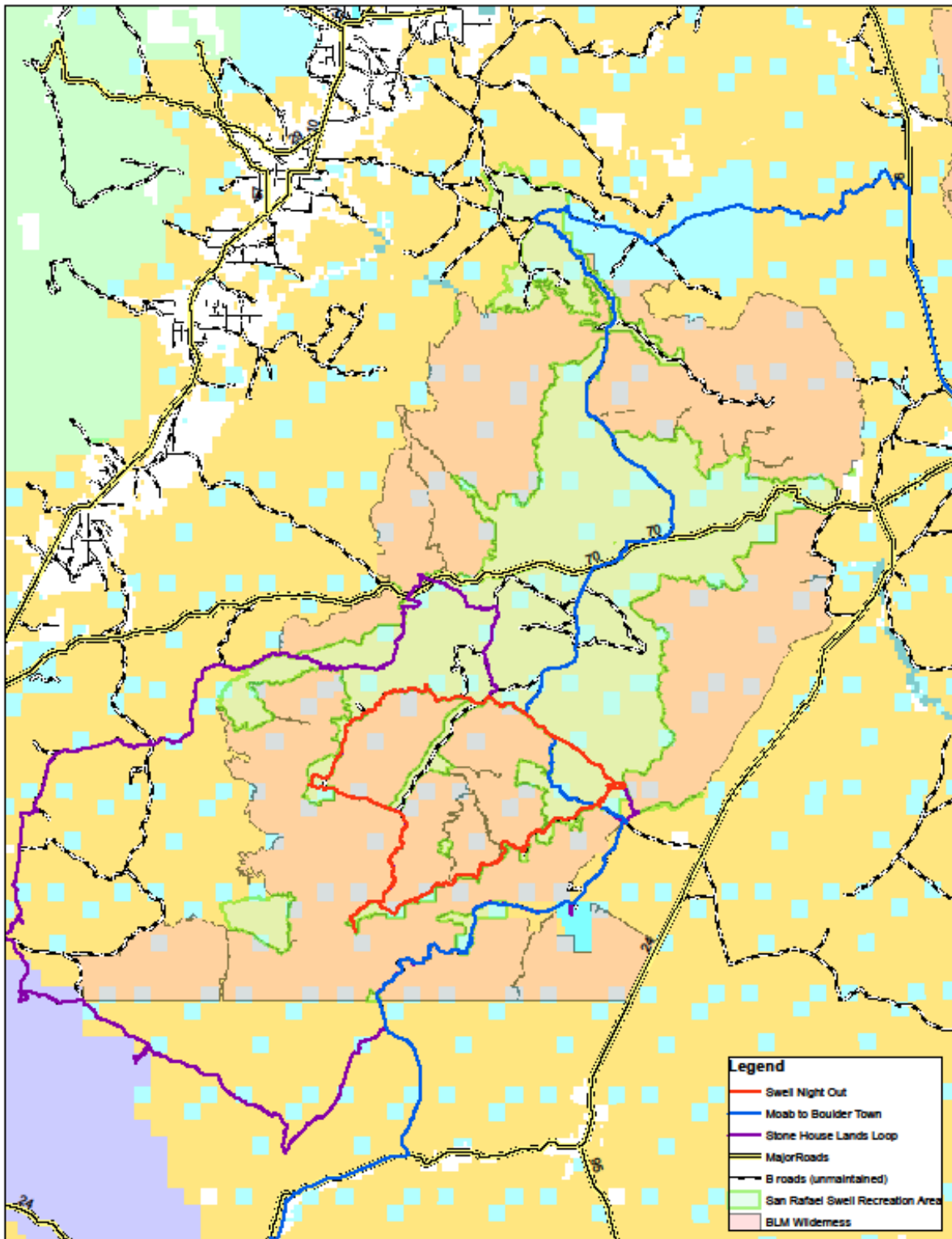
Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Map C7: Mountain Biking and Gravel Grinding Opportunities



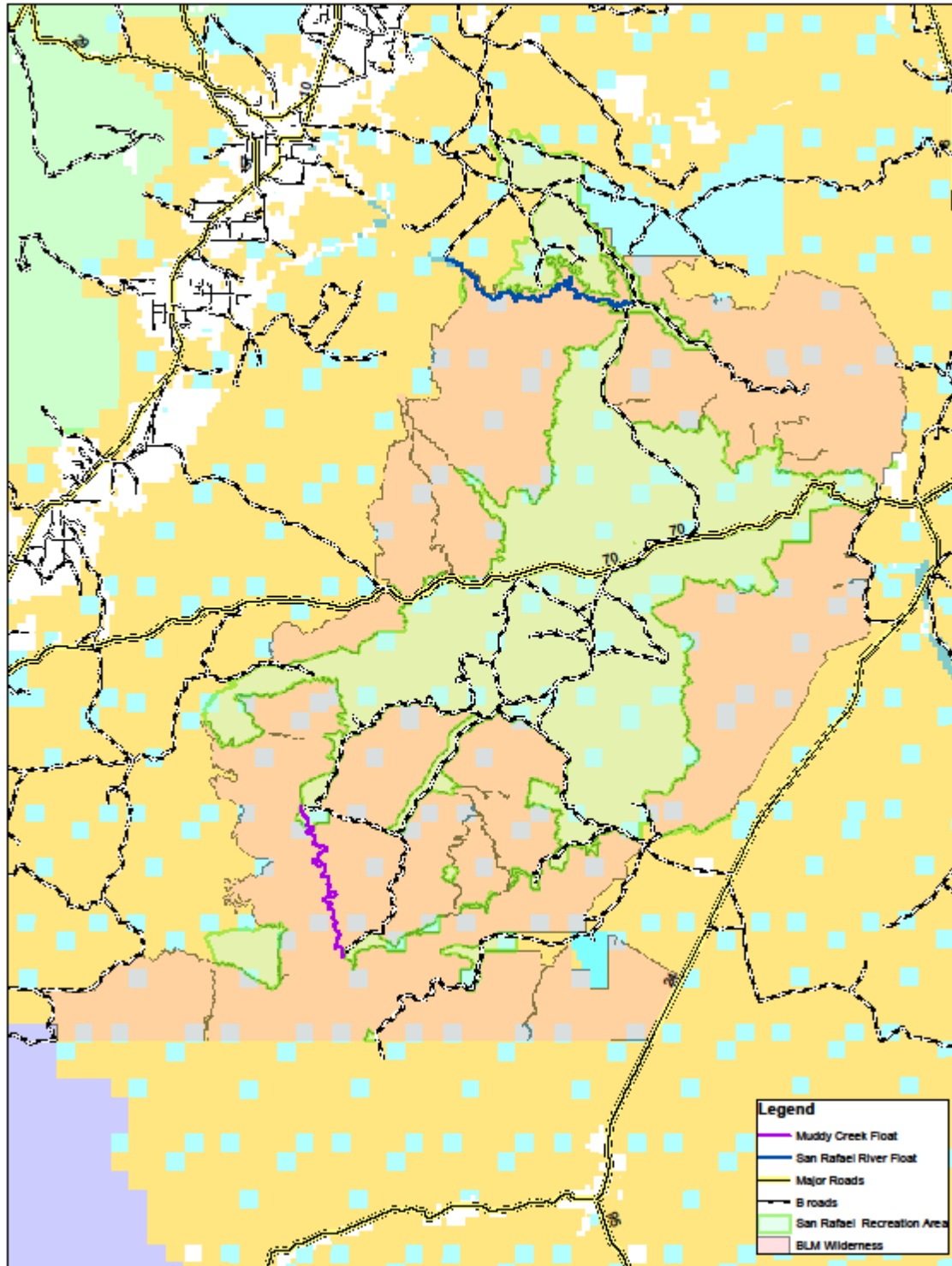
Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

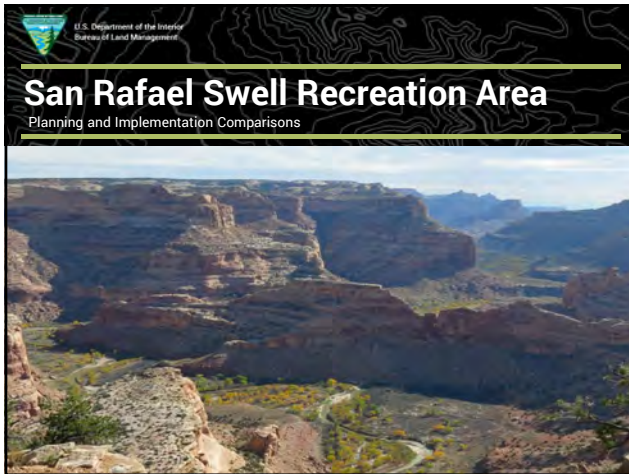
Map C8: Bikepacking Opportunities



Attachment I
San Rafael Swell Recreation Area
Study of Non-motorized Recreation Trail Opportunities

Map C9: Float Opportunities





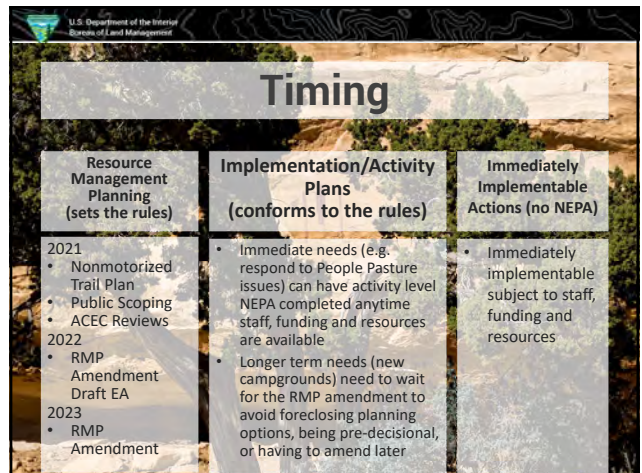
1




2



3



4



Planning/NEPA Process

RMP Process	RMP Amendment Steps	Implementation Process
<ul style="list-style-type: none"> • RMP Review • ACEC Review • Analyze Management Situation • Draft RMP Amendment • Proposed RMP Amendment • Decision Record 	<ol style="list-style-type: none"> 1. Formulate Alternatives 2. Analyze Effects 3. Public Scoping (30 days) 4. Prepare Public Scoping report 5. Update alternatives and effects 6. Public Comment (30 days) 	<ul style="list-style-type: none"> • Design Project • Conduct Surveys • Prepare NEPA • Consultation • Issue Decision • Implement
	<ol style="list-style-type: none"> 1. Update alternatives and effects and respond to comments 2. Protest Period (30 days) 3. Governor's consistency review (60 days) 	

5



1

CAMPING: COOPERATIVE EFFORT

BLM

- ✓ Experience
- ✓ Policy
- ✓ Funding

SRS RAC

- ✓ Experience/Specialization
- ✓ Observations in the field
- ✓ Local input

Partners and Cooperators

- ✓ Focused expertise
- ✓ Focused input
- ✓ Experience

Visitors and Public

- ✓ NEPA review and comments
- ✓ Public Engagement





2

CAMPING: DEFINED

Types of Camping Experiences / Management Approaches

Developed Campground	Designated Sites	Dispersed Camping
Typical campground setting	Managed semi-developed setting	User-created undeveloped setting
Many amenities or facilities	Some facilities or amenities	No facilities or amenities
Example: Swinging Bridge North Campground	Example: Buckhorn Draw	Example: Rock fire ring overlooking Family Butte
Typically fee based	Depends on level of development	Not typically fees

BLM Handbook 8329 – Planning for Recreation and Visitor Services Page I-23

I. Recreation Setting Characteristics.
 Visitors seek a diverse range of setting-dependent outdoor recreation opportunities. They choose to recreate in different areas based on the qualities and conditions of the area and because they desire to have distinctive recreation experiences. For example, primitive camping in a backcountry valley by a remote lake offers a different set of outcomes than camping in a highly developed campground adjacent to a manmade reservoir. Engaging in the same activity in different settings can produce different recreation outcomes.

3

CAMPING: CURRENT PICTURE

Developed Campgrounds:

2018



Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	229	1355	673	\$ 2,200.52	0.5	\$ 3.27	\$ 1.62
San Rafael South CG	152	667	413	\$ 1,172.46	0.6	\$ 2.84	\$ 1.76

2019

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	350	1863	918	\$ 2,898.40	0.5	\$ 3.16	\$ 1.56
San Rafael South CG	224	795	473	\$ 1,804.49	0.6	\$ 3.81	\$ 2.27

2020

Site	Total RUPs	Total User Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	360	2190	1338	\$ 4,698.30	0.6	\$ 3.46	\$ 2.15
San Rafael South CG	260	1259	759	\$ 2,933.40	0.6	\$ 3.20	\$ 1.87

4

Attachment K

CAMPING: CURRENT PICTURE

Developed Campgrounds:

2018

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	229	1355	673	\$ 2,200.52	0.5	\$ 3.27	\$ 1.62
San Rafael South CG	152	667	413	\$ 1,172.46	0.6	\$ 2.84	\$ 1.76


2019

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	330	1863	918	\$ 2,898.40	0.5	\$ 3.16	\$ 1.56
San Rafael South CG	224	795	473	\$ 1,804.49	0.6	\$ 3.81	\$ 2.27

2020

Site	Total RUPs	Total User Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	360	2190	1358	\$ 4,698.30	0.6	\$ 3.46	\$ 2.15
San Rafael South CG	260	1259	759	\$ 2,353.40	0.6	\$ 3.10	\$ 1.87

57% increase



5

CAMPING: CURRENT PICTURE

Developed Campgrounds:

2018

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	229	1355	673	\$ 2,200.52	0.5	\$ 3.27	\$ 1.62
San Rafael South CG	152	667	413	\$ 1,172.46	0.6	\$ 2.84	\$ 1.76


2019

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	350	1863	918	\$ 2,898.40	0.5	\$ 3.16	\$ 1.56
San Rafael South CG	224	795	473	\$ 1,804.49	0.6	\$ 3.81	\$ 2.27

2020

Site	Total RUPs	Total User Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	360	2190	1358	\$ 4,698.30	0.6	\$ 3.46	\$ 2.15
San Rafael South CG	260	1259	759	\$ 2,353.40	0.6	\$ 3.10	\$ 1.87

62% increase



6

CAMPING: CURRENT PICTURE

Developed Campgrounds:

2018

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	229	1355	673	\$ 2,200.52	0.5	\$ 3.27	\$ 1.62
San Rafael South CG	152	667	413	\$ 1,172.46	0.6	\$ 2.84	\$ 1.76


2019

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	350	1863	918	\$ 2,898.40	0.5	\$ 3.16	\$ 1.56
San Rafael South CG	224	795	473	\$ 1,804.49	0.6	\$ 3.81	\$ 2.27

2020

Site	Total RUPs	Total User Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	360	2190	1358	\$ 4,698.30	0.6	\$ 3.46	\$ 2.15
San Rafael South CG	260	1259	759	\$ 2,353.40	0.6	\$ 3.10	\$ 1.87

102% increase



7

CAMPING: CURRENT PICTURE

Developed Campgrounds:

2018

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	229	1355	673	\$ 2,200.52	0.5	\$ 3.27	\$ 1.62
San Rafael South CG	152	667	413	\$ 1,172.46	0.6	\$ 2.84	\$ 1.76


2019

Site	Total RUPs	Total Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	350	1863	918	\$ 2,898.40	0.5	\$ 3.16	\$ 1.56
San Rafael South CG	224	795	473	\$ 1,804.49	0.6	\$ 3.81	\$ 2.27

2020

Site	Total RUPs	Total User Days	Total Users	Total Collections	Avg. Users Per Site Per Day	Avg. Revenue Per User	Avg. Revenue Per Site Per Day
San Rafael North CG	360	2190	1358	\$ 4,698.30	0.6	\$ 3.46	\$ 2.15
San Rafael South CG	260	1259	759	\$ 2,353.40	0.6	\$ 3.10	\$ 1.87

114% increase

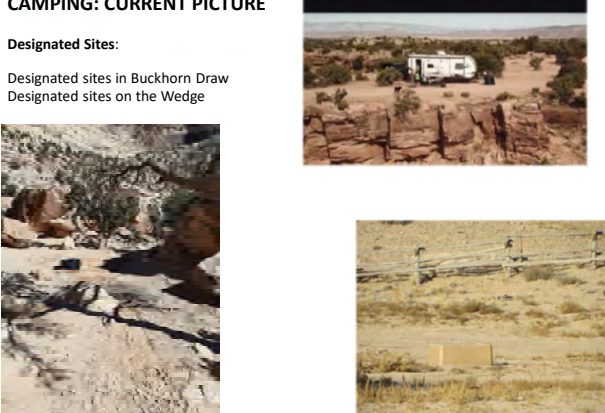


8

CAMPING: CURRENT PICTURE

Designated Sites:

Designated sites in Buckhorn Draw
Designated sites on the Wedge




9

CAMPING: CURRENT PICTURE

Dispersed Camping:

*Contractor collected dispersed campsite information
*Site-specific data collection for projects

- 2003 Base of Cedar Mountain -
- 2017 Goblin Valley/Wild Horse Creek - 155
- 2017 South Temple Mtn/Behind the Reef - 119
- 2021 The Wedge - 226



*Worth noting
Dispersed camping
currently accounts for
the vast majority of
camping in the
Recreation Area

10

CAMPING: VISION FOR THE FUTURE

Manage for a variety of camping opportunities and experiences
Developed Campgrounds - Designated Sites - Dispersed Camping

Management approach should be driven by three primary considerations:

1. Visitor needs/expectations
2. Resource Impacts
3. Management objectives

BLM Handbook 8329 – Planning for Recreation and Visitor Services

Experience-based management: Management that focuses on the demand for opportunities to realize desired experiences as well as desired activities.

11

CAMPING: VISION FOR THE FUTURE

Manage for a variety of camping opportunities and experiences
Developed Campgrounds - Designated Sites - Dispersed Camping

Management approach should be driven by three primary considerations:

1. Visitor needs/expectations
2. Resource Impacts
3. Management objectives

Other considerations:

- a) Purpose and size of Recreation Area
- b) Restrictions
 - Extent (around fee sites)
 - When and why
- c) Coordination with and support of adjacent lands
 - Goblin Valley
 - Wilderness activity
- d) Fees
 - Management expenses
 - Potential revenue
 - Pay compliance
 - Policy

12

CAMPING: FEES

When we can charge a fee for camping

- o H-2930-1 Recreation Fee Administration Handbook
- o 16 USC 6801-6814 Federal Lands Recreation Enhancement Act (FLREA)

Expanded Amenity criteria	Standard Amenity criteria
Site must have at least 5 of 9 amenities	Typically assessed for sites and services such as visitor or interpretive centers, Monuments, interpretive programs, day-use sites, and other areas that may require intensive management
Tent or trailer space	
Picnic tables	
Drinking water	
Access road	
Trash receptacles	
Toilet facilities	
Fee collection point	
Reasonable visitor protection	
Fire rings	

13

CAMPING: FEES

When we can charge a fee for camping

- o H-2930-1 Recreation Fee Administration Handbook
- o 16 USC 6801-6814 Federal Lands Recreation Enhancement Act (FLREA)

Figure 12. BLM RECREATION FEE PROPOSALS: STEP-BY-STEP REVIEW AND APPROVAL PROCESS

Expanded Amenity criteria	Standard Amenity criteria
Site must have at least 5 of 9 amenities	Typically assessed for sites and services such as visitor or interpretive centers, Monuments, interpretive programs, day-use sites, and other areas that may require intensive management
Tent or trailer space	
Picnic tables	
Drinking water	
Access road	
Trash receptacles	
Toilet facilities	
Fee collection point	
Reasonable visitor protection	
Fire rings	

14

CAMPING: WHAT WE ARE DOING NOW

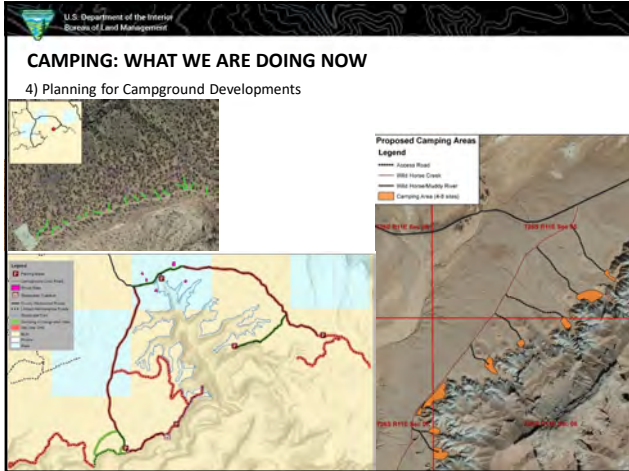
- 1) **Implementing the Business Plan**
 - Recommended by the Statewide Recreation RAC Summer 2020
 - Fees have increased from \$6/site/night to \$15/site/night at Swinging Bridge North, Swinging Bridge South, and Equestrian Campground
- 2) **Posting of the Federal Register Notice to implement fees at approved sites:**
 - Six months after the FRN is posted
- 3) **Preparing for fee implementation at Buckhorn Draw, South Temple Wash, and Temple Mountain Townsite:**
 - Kiosk information
 - Fee tube installation
 - Completion, organization, and maintenance of amenities
- 4) **Preparing proposed actions and plans for NEPA analysis and public input for campground developments at the Wedge, Little Wild Horse, the Wickup, and San Rafael Reef**

15

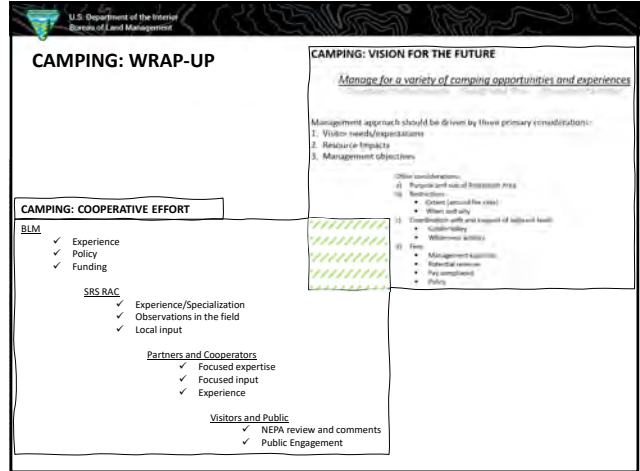
CAMPING: WHAT WE ARE DOING NOW

3) **Preparing for Fee Implementation:**

16



17



18

BE A RESPONSIBLE RIDER

- **Yield the Right of Way**

Be courteous to others you meet on the trail. Odds are you're going to come in contact with other explorers during your time on the trails. If you happen to cross paths with a non-motorized outdoorsmen such as cyclists, hikers, and even horseback riders, Cattle safely pull over to the side of the trail and let them pass. Keep in mind, horses very easily get spooked by loud, motorized vehicles, so do your part when you share the trail. You could even stop and turn your engine off.

- **Don't Leave Trash Behind**

Who wants to ride on a trash-infested trail? If you stopped for lunch or had to open a bottle of water, do your part to keep the trails clean by picking up after yourself. And do a little more than that; take a moment to pick up stray trash you come across, even if it wasn't originally yours.

- **Let Others Know How Many are in Your Group**

If you come across other off-road vehicles on the trails, you might notice them hold up a number of fingers. The number a person shows indicates the number of fellow riders in his/her group. So for example, if you see a guy hold up three fingers, expect to see three more vehicles behind him. And when the last person in their group appears, he/she will hold up a fist, meaning you shouldn't expect any more people to pass through from their group. Use these signs yourself if you're traveling in a high-traffic area.

- **Use Designated Trails**

If you're riding on public land, be sure to follow rules and regulations for the area you are in. There are various rules and laws in place that **require** you to stay on the designated off-roading trails. Always ride at a safe speed for the existing trail conditions. Remember many of these area's are very eco sensitive.

- **Never ride under the influence of alcohol or drugs!**

- **Never Ride Alone**

In these remote area's there are times you can get 50 miles away from your staging area, if you were in an accident or your machine has mechanical problems you can be in serious trouble. Always let someone know where you are riding.



1

Quick Scoping Update

Date and Time	Location	Approximate No. Attendees
February 2, 2021, 3:30 to 4:30 PM	Online via the Zoom platform	26
February 4, 2021 from 6:00 to 7:00 PM	Online via the Zoom platform	15
Venue/Entity – Online Scoping Meeting, ePlanning Comments, Price Inbox Comments, other comments.		# of Comments
Grand Total		1,854

2

Primary Issues from Scoping

- MISSING ROUTES IN THE INVENTORY OR ROUTES ADDED THAT SHOULD NOT BE CONSIDERED ROUTES
- ADHERING TO THE DESIGNATION CRITERIA OF 43 CFR 8342
- PROVIDING A REASONABLE RANGE OF ALTERNATIVES
- PRIVATE LAND, PRIOR BLM LAND USE DECISIONS, RIPARIAN AREAS, AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACEC), AND DISCLOSURE OF CONFIDENTIAL DATA
- INTERSECTS BETWEEN THE DINGELL ACT AND THE SAN RAFAEL SWELL LANDS WITH WILDERNESS CHARACTERISTICS (LWC), BACK COUNTRY AIR STRIPS, AMONG OTHERS

3

The Plan

Project Overview

The BLM is reviewing approximately 2,000 miles of existing routes in the San Rafael Swell Travel Management Area (TMA). The TMA encompasses portions within the Price and Richfield Field Offices.

The BLM intends to designate each road as open, limited, or closed to OHV use, creating an OHV route network. Note – the term “public OHV” includes passenger vehicles in addition to traditional OHV’s such as 4WD, side by sides, and motorcycles.

Each route has been reviewed by an interdisciplinary and inter-agency team of specialists, who have identified a purpose and need for the route and resources present on or near each evaluated route.

4

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

What is an OHV?

Established in 43 CFR 8340.05

(a) *Off-road vehicle [OHV]* means any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding:

- (1) Any non-amphibious registered motorboat;
- (2) Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes;
- (3) Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved;
- (4) Vehicles in official use; and
- (5) E-bikes, as defined in paragraph (j) of this section
- (6) Any combat or combat support vehicle when used in times of national defense emergencies

Primitive Route – (M-1626 definitions) Any transportation linear feature located within a WSA or lands with wilderness characteristics designated for protection by a land use plan and not meeting the wilderness inventory road definition

Reclaiming - linear feature that due to lack of use or other factors is reclaiming, but that would not be considered fully reclaimed. Evidence of reclaiming may include sign of little to no use, taller vegetation, woody vegetation, obstacles that impede travel

5

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

MAP OF TMA BOUNDARIES

San Rafael Swell TMA

FIELD OFFICE BOUNDARIES

Utah

6

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

SAN RAFAEL SWELL TMP/RECREATION AREA BOUNDARIES

The San Rafael Swell TMP covers approximately 1,313,316 acres.

The upper section (141,114 acres) which includes including Jurassic National Monument, Humberg Canyon, and the Price Overlook. The lower section (1,172,202 acres) includes the majority of wilderness areas and includes designated wilderness areas and high value scenic recreational opportunities.

Encompassed within the San Rafael Swell TMP area, the San Rafael Recreation Area consists of approximately 216,995 acres.

7

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

How did we get here?

In 2008, the Price RMP approved or designated routes. That plan was not based on an on-the-ground inventory of existing travel features, it left many of the known travel features listed as "other", and was silent on many other travel features.

Current travel planning in the San Rafael Swell travel planning area is based on an on-the-ground inventory of travel features, most of which were in existence in 2008 and have seen some level of use before and after 2008.

The current travel planning effort seeks to address the shortcomings of previous plans by addressing all travel features within the planning area and through the NEPA process, addressing each route's availability for public motorized vehicle use.

8

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

BLM Travel Management



- It's a process!
- Results in Travel Management Plans and maps
- Requires interdisciplinary and public participation
- Based on route connectivity, access, and experience and consideration of resource impacts

9

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

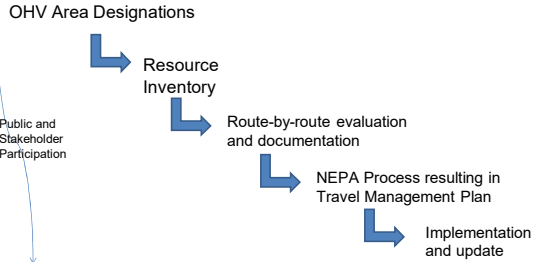
Sideboards: 2017 Settlement Agreement

- Will result in 12 new Travel Management Plans (TMPs) by 2025.
- Involves Price, Vernal, Richfield, Moab and Kanab Field Offices
- Settled litigation on the 2008 RMPs.

10

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

BLM Travel Management



OHV Area Designations

Public and Stakeholder Participation

Resource Inventory

Route-by-route evaluation and documentation

NEPA Process resulting in Travel Management Plan

Implementation and update

11

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

OHV AREA DESIGNATIONS

OPEN: cross-country (off of route) travel is permitted

CLOSED: all "OHV" use is prohibited

LIMITED: "OHV" use is restricted in a prescribed manner

12

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

Resource Inventory

- Spatial Data (GIS) and Maps
- Linear Feature Inventory
- Cultural Resource Inventory and Survey
- Public/Stakeholder Participation

13

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

Route-by route Evaluation and Documentation

- Interdisciplinary Team Effort
- Each linear feature assessed on criteria from 43 CFR 8342.1
- Focus on identifying purpose and need for each linear feature
- Results in a specific form for each route

14

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

Inventory Checklist		Evaluation Checklist	
Inventory Checklist		Evaluation Checklist	
Item	Comments	Item	Comments
1. Route ID		1. Air Quality - Bad	
2. Location		2. Air Quality - Non-Attainment Area	
3. Route Type		3. Air Quality - Other	
4. Route Name		4. Air Quality - Other	
5. Route Length		5. Air Quality - Other	
6. Route Status		6. Air Quality - Other	
7. Purpose & Need of Motorist and Non-Motorist Travel on the Route		7. Air Quality - Other	
8. Potential Resource and/or User Conflicts from Motorist and Non-Motorist Travel on the Route		8. Air Quality - Other	
9. Route Designation Alternatives		9. Air Quality - Other	
10. Recommended Mitigation Measures to Minimize User and Resource Conflicts for Each Alternative		10. Air Quality - Other	
11. Inventory Regarding the BLM's Proposed Action Recommendation		11. Air Quality - Other	


15

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

Travel Management Plans

Travel Management Plans are the primary implementation-level decision documents laying out the management of the BLM's travel network and transportation systems.

- Generally Environmental Assessment level National Environmental Policy Act document.



16

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

Implementation and Update

- On the ground work (*with partners!*)
- Signage
- Work to open new routes and close or rehabilitate non-designated features
- Enforcement
- Update travel plan via new NEPA actions

17

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

BLM Travel Management

Simplified timeline

Timeframe prior to project due date	Milestone
4.5 years	Cultural resource predictive model developed and related consultation completed for the TMA
2.5 years	Cultural resource Class III survey, report and consultation complete for the TMA <small>(Plan on setting aside 2 full field seasons for this survey work in order to accommodate potential delays due to weather conditions)</small>
1.5 years	ID Team Route Evaluations for the TMA complete
9 months	TMA EA released for public comment and FWS consultation completed

18

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

Next Steps

- Information Gathering (Ongoing)
- Route Evaluation Preparation (Completed)
- Route Evaluation (On-going)
- Public Feedback I - Public Scoping (Feb 1 – Mar 3, 2021)
- **Alternative Development (tentative Mar/June 2021)** ← WE ARE HERE!!!
- Public Feedback II - Public Comment Period (tentative June/July 2021)
- Preferred Route Network (tentative June/July 2021)
- Final Route Work Approval (tentative July – Oct 2021)
- Prepare/Sign Plan (tentative Nov 2021)
- Produce Maps (On-going)
- Rehabilitate Closed Routes (On-going)

19

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

Questions?

20

Attachment N

San Rafael Swell Recreation Area Advisory Council

April 7-8, 2021

Potential Presentation Topics

- Sensitive resources located within the Recreation Area
 - What are they?
 - Where are they located?
 - Schedule a field trip

- How do we address visitation in the Recreation Area?
 - High intensity vs low intensity
 - How are they managed, similarities vs. differences?
 - Identify how to manage access in high impact recreation areas
 - How do we maximize experience while reducing impacts “areas that can sustain long term use?”
 - How do we determine the social carrying capacity?
 - How does the BLM manage visitor “expectations”
 - How do we coordinate/integrate those uses
 - What is BLMs process for determining uses
 - Visitor use inventories?

- Provide an overview of what the Act says

- Options for LUP amendment

- Discussion about water resources
 - Are there conflicts?
 - Ideas on how to reduce conflicts

- How do we address user ethics?

- Review of virtual maps, are they specific enough?
 - Biking vs. OHV vs. Equestrian etc...

- User conflicts
 - What are they? (range example, cattle staging area)
 - Cultural resources are sensitive – how do we best protect/manage for them?
 - How do we address them?
 - Signage

- Funding and partnership opportunities

- Evaluation of Cedar Mountain (outside of the recreation area)

Attachment N

- Behind the reef to Temple Mountain Road - how do we manage use here to reduce impacts?
- Enforcement challenges (firewood example)
 - Vandalism – (place cameras)
 - Illegal collection?
 - Camp fire use?
- Revisioning trail use (roads to bike trails example)
- Clarify the mission of the RAAC
- What work can the BLM do now?
 - Signage (address visitor use now)
- Follow up on campground implementation

*Next meetings scheduled for the afternoon of August 10 and the morning of August 11

- Ensure that public is notified locally two-three weeks prior to meetings