

RICH COUNTY RESOURCE MANAGEMENT PLAN



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AMENDMENT TO THE RICH COUNTY MASTER PLAN

Formally Adopted August 2017

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ACKNOWLEDGEMENTS

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Rich County Resource Management Plan

AMENDMENT TO THE RICH COUNTY MASTER PLAN

INTRODUCTION

Plan Process and Methodology

In 2015, the Utah Legislature passed HB323, which directed counties to develop resource management plans to complement their existing General Plan. This mandate required counties to address 27 resource issues that are essential to the health, safety, and welfare of the citizens of the county.

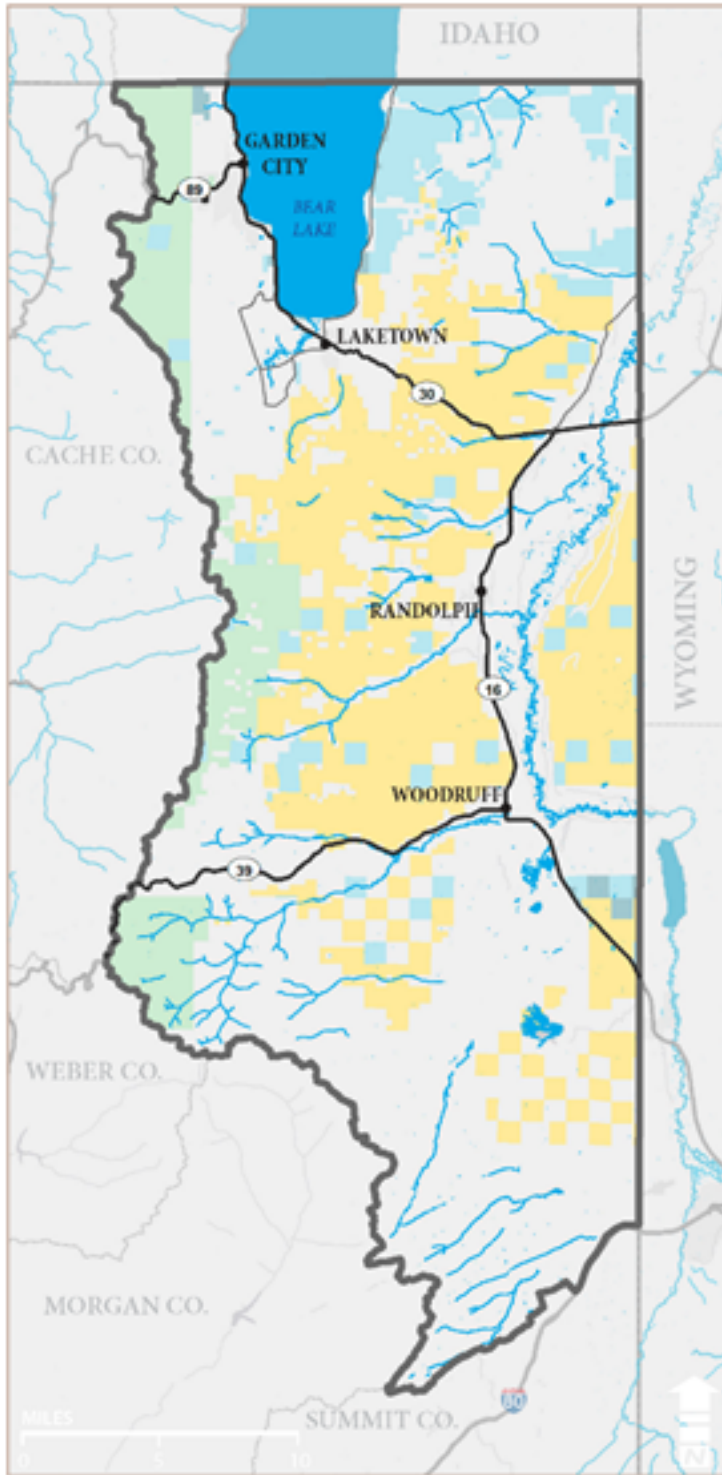
The Rich County Resource Management plan was directed by the Rich County Commission to be developed by the Bear Lake Regional Commission and Bear River Association of Governments. A steering committee composed of local representatives met to identify and prioritize goals and objectives. Additional meetings were held where public input was gathered and incorporated into the plan.

This plan aligns with other plans already completed in the county and provides a simple yet essential and previously-missing component namely, details that will prove beneficial for federal land managers as they develop implementation plans for federal actions. Often, counties develop land use management plans that meet the necessary minimum requirements to guide future development in the county. These plans often don't have the information that allows federal land managers to make informed decisions. Taking a step further and incorporating language from federal plans with sufficient specificity that federal managers will find useful in their development of preferred alternatives will create a more complete document and better relations between federal land managers and elected officials.

Public Input

Guidance from citizens was of paramount importance to the Rich County Commissioners as they oversaw the development of the Resource Management Plan. Public input shaped the goals and objectives so the county develops consistently with the desires of the citizens. Using the best available delivery mechanism, public open houses were facilitated to gather input at Randolph, Utah. Public hearing requirements were met and comments collected have been incorporated into the document.

Land Ownership



LEGEND

- BLM 
- Forest Service 
- SITLA 
- State of Utah 
- Streams 
- Lakes & Reservoirs 

Data Sources:

- BLM, Forest Service, SITLA, State of Utah: Land Ownership, Utah 4GRC, 2017
- Streams, Lake and Reservoirs, National Hydrography Dataset, U.S. Geological Survey

Information Sources

The best available information on Rich County was harvested collectively by staff from the Bear Lake Regional Commission and Bear River Association of Governments during this effort for inclusion into the Rich County Resource Management Plan. Other agencies provided input and guidance on the content of the material. Planning documents are dynamic and as such, the document will be revised as information becomes available.

County History and Culture

Rich County was named after Mormon Pioneer Charles C. Rich who settled the area in 1864. Charles C. Rich was directed by Brigham Young, to colonize the areas in and around Bear Lake. Initially, Rich was sent to what is now known as Paris, Idaho from Cache Valley to establish a community. Several years later, after Paris was established, settlers moved to the southern end of the lake, near the present towns of Meadowville and Laketown. By 1870, Randolph and Woodruff had become the first settlements in the Bear River Valley. The largest community, Randolph, became the county seat in Rich County in 1872. (Campbell and Lacey 1982).



Rich County, located in the northeastern corner of Utah, is bordered by the states of Wyoming on the East and Idaho on the North. It is also bounded by the counties of Morgan and Cache in Utah, Bear Lake in Idaho, and Uinta and Lincoln in Wyoming. It has a total area of 1,086 square miles and is one of the least densely populated counties in the state of Utah at 2 persons per square mile.

Agricultural practices have largely shaped the culture and landscape of Rich County. Early settlers to the valley identified the abundant meadow as advantageous to raising cattle. Cattle grazing is still widely practiced throughout the county with some sheep operations still in existence. Many use the valleys to feed animals during the winter and federal leases provide for summer grazing. There are 158 ranches in Rich County producing primarily beef cows. There are 44,384 cows/calves raised by local producers (Ag. survey, 2012). Over the years, ranching operations have been threatened by development and federal land agency actions. The northern part of the county associated with Bear Lake is slowly converting to residential subdivisions to accommodate greater numbers seeking recreational opportunities while reductions in Animal Unit Months on federal leases restrict grazing. Further, sensitive species have curtailed grazing and ranching operations. In an effort to be pro-active about Sage Grouse, the county assembled a technical committee of agency personnel and landowners to cohesively manage rangelands utilized by both cattle and Sage Grouse. The adopted management plan identified practices that would assure better conditions for both cattle and Sage Grouse and thus, aid in preventing listing the Greater Sage Grouse as a threatened or endangered species.

County Resources and Character

Rich County is characterized by citizens with roots deep in agricultural heritage and the embodiment of the American Cowboy. Much of the land in Rich County is used for agricultural purposes but over the last few decades has transitioned towards recreational use in the north. There is no doubt that the county is affected economically by decisions made by federal land managers.

The northern part of Rich County is affected by Bear Lake, which straddles the border of Utah and Idaho equidistantly. Many of the land use activities between the two counties underlying Bear Lake are coordinated by a Regional Commission composed of elected officials from both counties. Bear Lake is known as the "Caribbean of the Rockies" because of the turquoise blue hue reflected by particles in the water. Visitation to Bear Lake is primarily from residents along the Wasatch Front and Cache Valley. US Highway 89 runs through the northern part of the county along the shore of Bear Lake to the National Parks of Grand Teton and Yellowstone. Significant economic activity is generated by visitors buying gas and convenience items on their way to Grand Teton and Yellowstone National Parks.

Bear Lake has also become popular as a second home community, and receives substantial tax revenues through various tourism taxes and residential unit taxation at full value of the home. Rich County has the second highest absentee home ownership rate in the state of Utah.

The southern part of the county still maintains a very strong agrarian lifestyle through the cultivation of crops and raising animals for food or fur. Agriculture is a significant portion of the tax and employment base that relies heavily on access to public lands. Livestock are often fed on private property on the valley floor in the winter and moved to federal grazing allotments in the summer to fatten-up on rich mountain grasses. In 2016, Rich County produced the second largest number of beef cattle (UDAF, 2016) in the state of Utah behind Box Elder and the value of crops and livestock was \$13,100,000 (extension.usu.edu).



The mountain slopes of Monte Cristo and the Bear River Range have contributed much in lumber and resources to the livelihood of citizens in Rich County. Lumber has been harvested at various locations intermittently for decades. A new lumber mill has opened west of Randolph, but the high cost of transportation makes expansion difficult. Commercial hunting and guiding operations generate substantial additional revenue during shoulder seasons as hunters purchase gas, groceries, and other supplies.

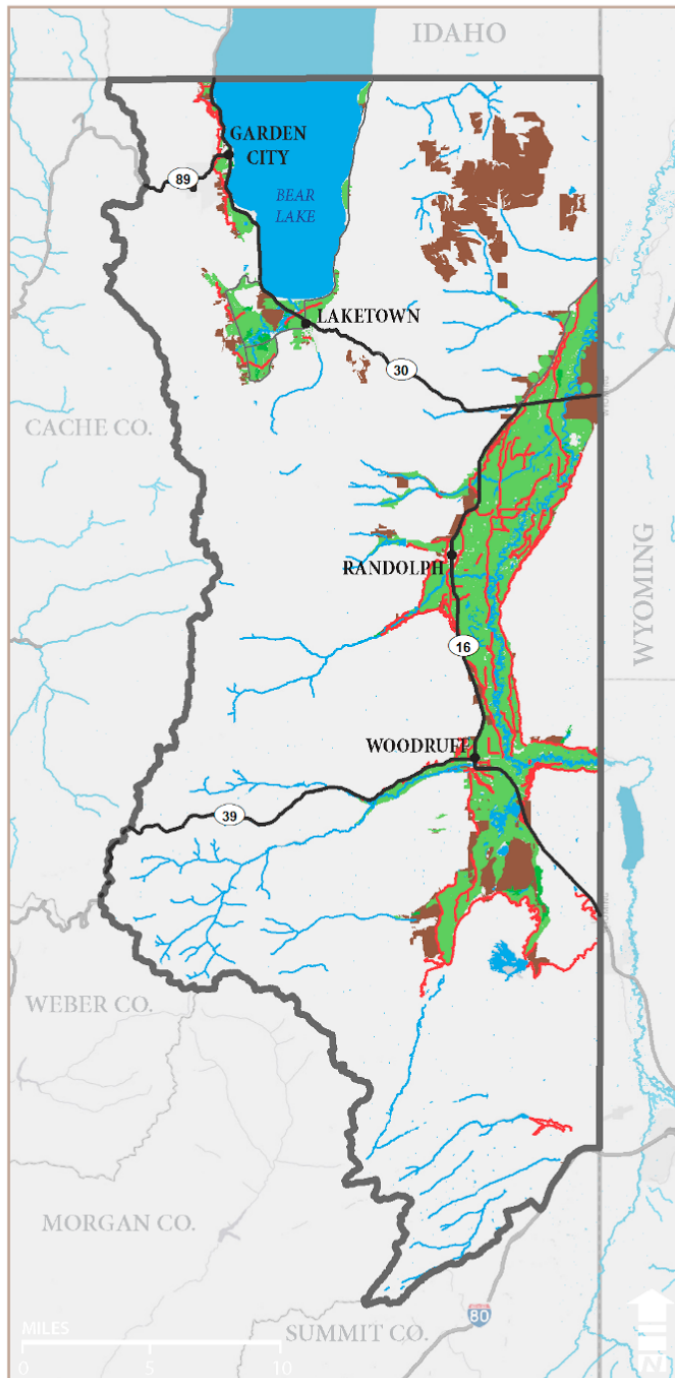
Of particular importance to the county are many of the same issues affecting other rural counties such as: grazing / agriculture, threatened and endangered species, public access, noxious weeds, predator control, irrigation, and above all economic and cultural considerations that affect the citizens that live and work in Rich County.

To protect the lifestyle and enhance economic development in Rich County, policies at the federal

level need to be reviewed by local representatives of the population. Congressional acts mandate federal review of local planning documents and inclusion of local elected officials in the promulgation of actions on federal lands. The intent of this document is to encourage greater coordination with federal land management agencies and facilitate the dovetailing of local and federal planning by applying the “multiple use and sustained yield” philosophy to ensure traditional use of federal lands that provide economic benefit to the local economy while conserving resources for future generations.

AGRICULTURAL RESOURCES

Agriculture & Canals



LEGEND

- Irrigated Land 
- Non-irrigated Land 
- Canals 
- Streams 
- Lakes & Reservoirs 

Data Sources:

- Irrigate and non-irrigated land: Water Related Land Use, *Utah AGRC*, 2015
- Canals, Streams, Lake and Reservoirs: National Hydrography Dataset, *U.S. Geological Survey*, 2017

AGRICULTURE

Management Setting

Agriculture is the activity of converting natural resources into food and material goods in support of both regional and national economic production, and it is an activity fundamental to establishing food security. With the advent of the railroads and pioneer settlement in Utah, agriculture became an integral endeavor throughout the state. Agriculture was not new to the western United States, but the intensity and scale of crop production significantly increased due to the demand created by railroad workers, pioneer settlers, and others. Crops including fruits, vegetables, and grains are all grown in Utah's soils, though livestock feed crops make up much of the state's production. Additionally, many materials used for technological purposes are derived from crops, such as building materials and medical supplies. Although Utah does not have as much agricultural production as other states, Utah's agriculture contributes to the local, regional and national food security, as well as the economy.

Context

Agriculture is primarily concerned with the cultivation of crops, including fruits, vegetables, grains, and feed crops. Agriculture is a significant component of the economy of Rich County and is an important part of the lifestyle of its residents. In Rich County, agricultural activities occur primarily on private lands, not public lands. Agriculture is closely associated with livestock production, which relies heavily on access to public lands for grazing. Agriculture also relies heavily on water produced by watersheds on public lands.

Desired Future State

Rich County wishes to protect the economic viability of agricultural and closely associated livestock industries within the county through continued access to public lands for grazing. To support viability of these industries, vegetation on public lands should be managed to provide maximum sustainable production of forage for livestock, which is an important component of agriculture in the county. The county also desires that watersheds on public lands are managed to maximize water yields and water quality to meet present and future needs, including water for agriculture and livestock.

Management Objectives and Associated Policies and Guidelines

1. Participate and encourage citizen participation in federal and state public land and resource planning processes.
2. Support measures and practices that reduce pollution in water and in the air.

DITCHES and CANALS

Management Setting

Ditches, canals, and pipelines are used to convey diverted water from the source to the location where its beneficial use is taken. The term “conveyance” is used to describe the movement of water from source to application. Water pipelines are used to convey water when open channels are not suitable, such as for drinking water. Irrigation canals in Rich County are important for conveying water from perennial sources to make dry lands more productive.

Recent legislation in Utah has brought increased attention to the risk/importance of canals and requires owners and/or operators to improve communication with cities, towns, and counties. Canals with diversion on the Bear River are part of the Upper Bear River Distribution System. Remotely sensed stream gauges measure diversions from the Bear River and efforts to automate head gates have begun. Canals should maintain records documenting water use and when appropriate file required applications for non-use and when appropriate file required application for non-use or change in use of water rights with the State Engineer.

Rich County Canals are generally considered in good condition with few potential hazards. Annual maintenance and repair is the responsibility of the respective company.

In general, existing and new development near or adjacent to canals is not a concern in the Bear River Valley. However, development pressure in the Bear Lake Basin poses concerns about residential home development in close proximity to irrigation canals. In 2011 a rain event falling on frozen ground caused an irrigation canal to breach in the Garden City area and flood the basement of a nearby home. Other structures were threatened but not affected. Record precipitation in 2010 increased flows to near or above design capacity. The Beckwith/Quinn Canal breached at approximately 300 CFS. Repairs were required, yet damage was limited to temporary interruption in the delivery of irrigation water and flooding of adjacent farm fields. There are a few isolated areas along the Randolph Woodruff Canal, Neville Canal, Beckwith/Quinn Canal, and the Sage Creek Canal with elevated banks and subbing concerns.

Development should not occur where conditions exist that would present a potential hazard. If allowed, site-specific assessments are needed and measures required to protect the public safety and/or reduce the potential for property damage. In the Bear Lake Valley, the Swan Creek Canal and the Hodges Canal have potential areas of concern related to development. These areas should be evaluated by the respective land use authority.

Context

During the years 1870 and 1871 settlement took place at Randolph and at Woodruff, twenty-two miles from Evanston, Wyoming. Settlers later moved into the Garden City area and began diverting the waters of Swan Creek south to irrigate their fields and orchards (Parson, 1996).

Permanent settlements were always located with an eye towards the diversion of water to farm land (Parson, 1996).

Community construction of irrigation systems was played out in each of the Great Basin Mormon

settlements since the first such undertaking on City Creek in the Salt Lake Valley. 49 Similarly, when Joseph C. Rich surveyed the site for Laketown in July 1867, he did so knowing the necessity of irrigation water. 'The settlers of Meadowville and Round Valley constructed small ditches as early as 1868.

By 1889, the canals and ditches conveying water from Big Spring had raised the level of the groundwater in both the Round Valley and Meadowville communities. The small log school house built at Round Valley had to be placed on skids and moved to a higher location."

Many of the original Laketown homes, along with those at Meadowville, were built from lumber sawed at Weston's Mill (Parson, 1996)

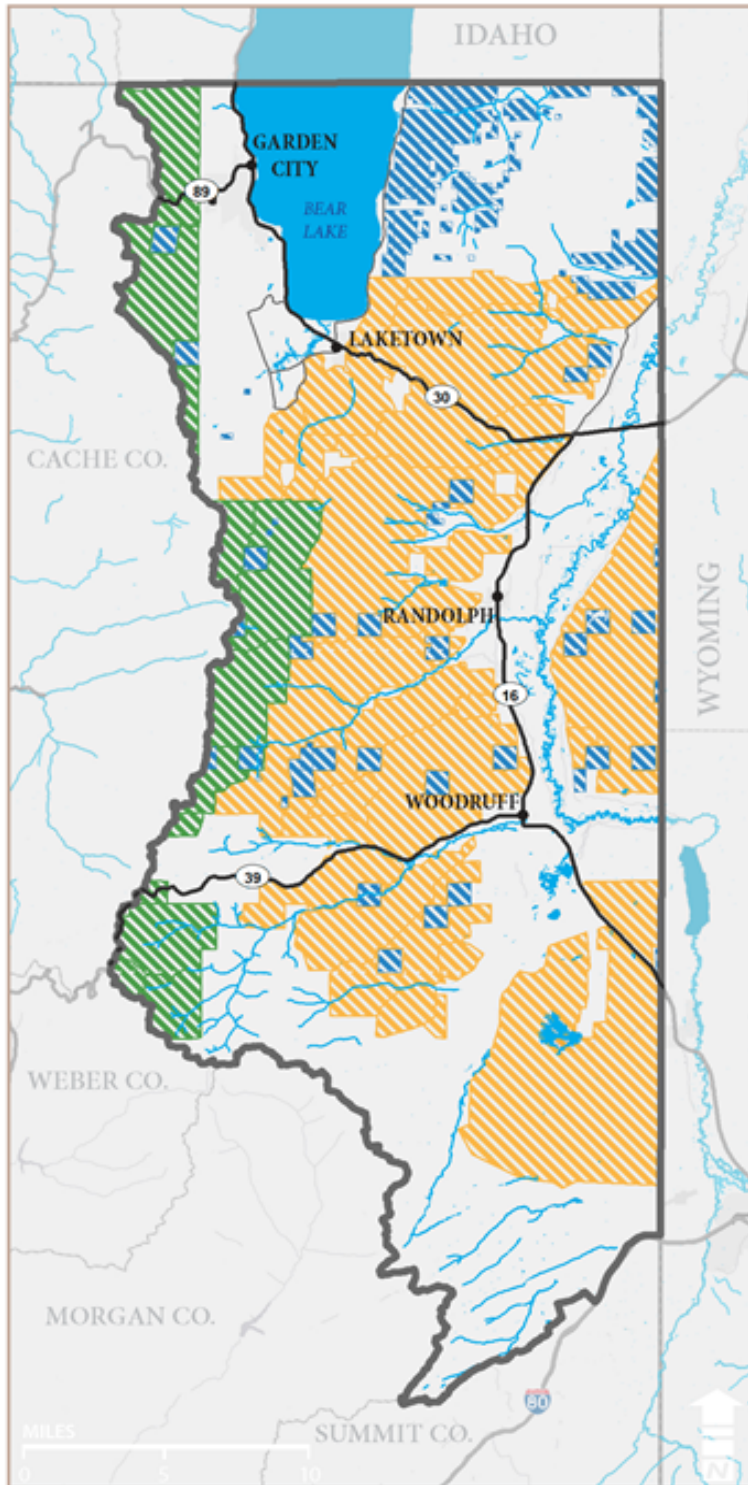
Desired Future State

Rich County desires to protect and enhance existing water conveyance systems when they occur on public lands.

Management Objectives and Associated Policies and Guidelines

1. Ditches and canals are protected, as needed, to deliver water to water rights holders.
2. Ditches and canals are managed for the safety of the public.
3. Ditches and canals are managed for optimum efficiency and conservation.

Grazing



LEGEND

- BLM Grazing Allotments 
- Forest Service Grazing Allotments 
- SITLA Grazing Allotments 
- Streams 
- Lakes & Reservoirs 

Data Sources:

- BLM Grazing Allotments, *Utah AGRC*, 2009
- Forest Service Grazing Allotments, *Uinta-Wasatch-Cache National Forest*, 2016
- SITLA Grazing Allotments, *Trust Lands Administration*, 2017
- Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

GRAZING

Management Setting

Grazing is a critical part of everyday life for much of Rich County. Most ranches have been held in private family ownership for several generations. Grazing primarily occurs on federally leased property during the summer and on ranches in the county during the winter on feed that has been grown and baled during the growing season. There are 158 ranches in Rich County with an average size of 2,581 acres (www.agcensus.gov). Desert Land and Livestock is a 250,000 acre ranch in the southern end of the county owned and operated by the Church of Jesus Christ of Latter Day Saints. grazing is conducted using a rest/rotation system where animals are rotated among pastures which improves animal weight and minimizes impact to the land. Other private ranches are attempting to follow this model. however, governmental bureaucracies are preventing the project from moving forward

Context

Grazing and agriculture are important to Rich County residents and visitors who value preserving open space and maintaining a way life through the production of food, fiber, and fur. Statewide, animal agriculture represents the single largest farm income in Utah with revenue over \$1 billion. Rich County complements the state and produces over \$13,000,000 in livestock and crops each year (Godfrey and Rothlisberger, 2005). Production of beef cattle in Rich County ranks 2nd in the state to Box Elder County. The ability to graze livestock on public lands makes ranching economically viable. However, federally permitted AUM's have been reduced four fold between 1940 and 2005 statewide, and this leads to significant lost economic value for the county.

Desired Future State

Rich County desires for its rural communities to have healthy economies, a portion of which includes livestock operations dependent on access to public lands for grazing.

Rich County desires grazing permit holders to be required to implement measures to help maintain, healthy, diverse aquatic and wildlife species, and to maintain or improve water quality.

Management Objectives and Associated Policies and Guidelines

Given the significant value of grazing and agriculture to the area, the following are policies supported by Rich County:

1. The County values and supports the ranching industry as an important part of the county's economy, heritage and culture.
2. Livestock grazing on public land should be managed and regulated by state and federal agencies so as to maintain and enhance desired plant communities for the benefit of watershed, wildlife, water quality, recreation, and livestock grazing as required by the applicable land use plans. Such management should be developed specifically and individually for each public land grazing allotment in order to achieve the desired result

throughout the County.

3. Invest in range improvements where they will provide the greatest benefit.
4. Support the management of grazing where authorized, in order to maintain or improve vegetative cover.
5. Encourage proper stocking and livestock distribution to protect riparian ecosystems.
6. Encourage rangeland health, forage, and grazing stability on public lands. Promote the use of good science to establish data used in rangeland decision making.
7. Support the management of the range resource within its productive capabilities for grazing and browsing animals that are in harmony with other resources and activities to provide sustained yield and improvement of the forage resource. Encourage and coordinate other resource activities so as to maintain or enhance forage production.
8. The County opposes any loss of AUMs absent scientific proof of resource degradation.
9. The County encourages livestock operators to keep records of forage yield and utilization rates to help facilitate continued livestock grazing.

IRRIGATION

Summary

Adequate water supplies are essential to farming and ranching activities in Rich County. Restrictions on use of irrigation water by federal management agencies will severely impact the economy of the County. Failure to manage uplands in a manner that maintains productive watersheds will likewise decrease irrigation water supplies and also adversely impact the economy of the County. It is the position of Rich County that any management decision that will negatively impact the timing and quantity of irrigation supplies will be strongly opposed.

Management Setting

Rich County receives approximately 8-16" of rainfall each year, depending upon elevation. This amount is insufficient to provide water to meet the demands of farming and ranching. Therefore, irrigation must be used to supplement naturally-occurring precipitation in timing, distribution, and intensity. The Bear River and its' tributaries are the primary sources of water for irrigation. Twenty-eight irrigation companies service approximately 62,000 acres, with four companies accounting for roughly 50 percent of the water diverted from the Bear River (RCCD,2011). Water diverted from tributaries in Rich County is in excess of 154,588 acre feet per year (TMDL, 2006).

Irrigation canals are critical infrastructure in the county due to the role they play in conveying water from areas of abundance to areas of need. However, the resources to adequately maintain

irrigation canals are seldom available.

As agricultural fields are converted to residential housing developments the need to maintain these canals to convey water becomes increasingly important. Poorly maintained canals can create significant challenges to infrastructure and homes that the irrigation company isn't prepared to address. Rich County policy is to develop water supplies that will aid in the continued culture and history of the county as well as maintaining sufficient for municipal systems.

Context

The ability to divert water from local sources and transport to a location elsewhere has been the practice of Rich County and much of Utah since Mormon pioneers started arriving.

It is the ability to move water through irrigation practices that has allowed low precipitation areas such as Rich County to flourish.

Desired Future State

Rich County desires to protect its watersheds, water quality, and water quantity for the benefit of irrigation users downstream from public lands.

Management Objectives and Associated Policies and Guidelines

Water is managed so that growth is not inhibited by water resources.

The County values irrigated agriculture as part of the local economy.

1. The County opposes any plans or policies on public land that might limit access to sources of irrigation water rights.
2. The County values irrigated agriculture as part of the local economy.
3. The County supports agricultural efficiency to conserve irrigation water.

NOXIOUS WEEDS

Summary

Noxious and invasive weeds are plants considered harmful to livestock, agriculture, and wildlife, or that otherwise negatively impact the landscape by (e.g., increased wildfire threat, reduced biodiversity). They are typically (but not always) nonnative species that spread rapidly at the expense of native vegetation. Weeds have significant economic considerations through their impacts on rangeland health, increased wildfire, and direct control costs that include weed removal, crop and seed contamination, and equipment cleaning costs. More information can be found on noxious weeds in the Appendix 4 of this plan.

Management Setting

Ranching is a cultural, historical, and economically important activity in Rich County, and the constitution of the forage consumed by grazing animals has an impact on their value at sale. Providing good forage is crucial for the health and ultimately weight gain for animals. Noxious weeds limit available forage, transpire copious quantities of water, and can affect animal health.

Restoration/rehabilitation activities are required to use certified weed-free seed mixes, mulch, fill, etc.

Desired Future State

Rich County desires to place a high priority on the prevention and control of noxious weed infestations on public lands.

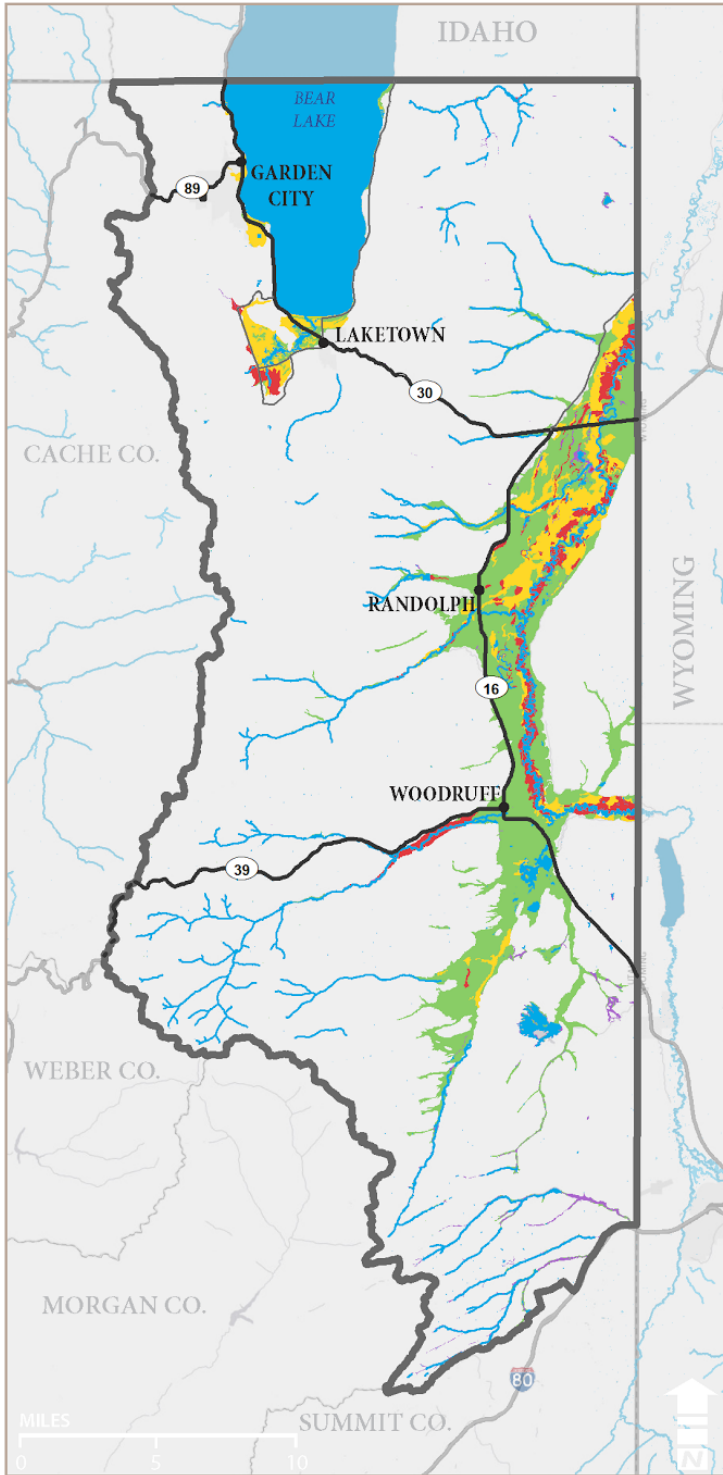
Management Objectives and Associated Policies and Guidelines

It is the position of the county that the federal land managers will work with the local weed supervisor to manage the spread of noxious weeds both on federal lands and to private lands

1. Agencies should coordinate their pest control regulations and actions with the County.
2. Appropriately manage noxious and invasive weeds in Rich County through: A) education and research; B) mapping and monitoring; C) prevention, early detection, and rapid response; D) control - integrated weed management; E) restoration; F) regulation and enforcement; G) funding.
3. Control and reduce noxious weeds and poisonous plants, using integrated pest management techniques and strategies; including the use of herbicides, biological control agents, and/or mechanical or hand treatments.
4. Control noxious weeds and poisonous plants in cooperation with Forest users and State and local agencies.

WATER RESOURCES

Floodplain



LEGEND

- Frequently Flooded Soils
- Occasionally Flooded Soils
- Riparian Areas
- Floodplain Soils
- Streams
- Lakes & Reservoirs

Data Sources:

- Frequently Flooded Soils, Occasionally Flooded Soils, and Floodplain Soils: SSURGO, *Natural Resources Council Service*, 2014
- Riparian Areas: Water Related Land Uses, *Utah AGRC*, 2015
- Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

FLOODPLAINS

Management Setting

A floodplain or flood plain is an area of land adjacent to a stream or river that stretches from the banks of its channel to the base of the enclosing valley walls and experiences flooding during periods of high discharge. It includes the floodway, which consists of the stream channel and adjacent areas that actively carry flood flows downstream, and the flood fringe, which are areas inundated by the flood, but which do not experience a strong current. In other words, a floodplain is an area near a river or a stream which floods when the water level reaches flood stage.

Flood plains are made by a meander eroding sideways as it travels downstream. When a river breaks its banks and floods, it leaves behind layers of alluvium (silt). These gradually build up to create the floor of the flood plain. Floodplains generally contain unconsolidated sediments, often extending below the bed of the stream. These are accumulations of sand, gravel, loam, silt, and/or clay, and are often important aquifers, the water drawn from them being pre-filtered compared to the water in the river.

The floodplain during its formation is marked by meandering or anastomotic streams, oxbow lakes and bayous, marshes or stagnant pools, and is occasionally completely covered with water. When the drainage system has ceased to act or is entirely diverted for any reason, the floodplain may become a level area of great fertility, similar in appearance to the floor of an old lake. The floodplain differs, however, because it is not altogether flat. It has a gentle slope downstream, and often, for a distance, from the side towards the center.

The floodplain is the natural place for a river to dissipate its energy. Meanders form over the floodplain to slow down the flow of water and when the channel is at capacity the water spills over the floodplain where it is temporarily stored. In terms of flood management, the upper part of the floodplain (piedmont zone) is crucial as this is where the flood water control starts. Artificial canalisation of the river here will have a major impact on wider flooding. This is the basis of sustainable flood management.

Floodplains can support particularly rich ecosystems, both in quantity and diversity. A floodplain can contain 100 or even 1,000 times as many species as a river. Wetting of the floodplain soil releases an immediate surge of nutrients: those left over from the last flood, and those that result from the rapid decomposition of organic matter that has accumulated since then. Microscopic organisms thrive and larger species enter a rapid breeding cycle. Opportunistic feeders (particularly birds) move in to take advantage. The production of nutrients peaks and falls away quickly; however the surge of new growth endures for some time. This makes floodplains particularly valuable for agriculture.

Much of the premium agricultural land in Rich County is found along floodplains which are inundated seasonally and provide significant forage for grazing or harvesting.

Context

Rich County residents have observed the regular flooding of the Bear River Valley and used it for its

highest and best value.

Desired Future State

Rich County desires to promote a healthy hydrological system which encourages efficient flood control and water conveyance, while providing clean water, wildlife habitat, and recreational uses.

Management Objectives and Associated Policies and Guidelines

1. Preserve wetlands for practical purposes that do not inhibit ranching or economic development.
2. Limit government overreach and ability to classify what constitutes “navigable” waters of the United States.
3. Develop stream setbacks, use FEMA Floodplain Management Requirements for administering and enforcing local floodplain management regulations, and careful review development plans along streams and at the mouths of drainages.
4. Promote healthy hydrological systems including aquatic habitat and riparian vegetation
5. Promote management actions within floodplains and wetlands that include measures to preserve, protect, and if necessary, restore them to their natural functions.

RIPARIAN

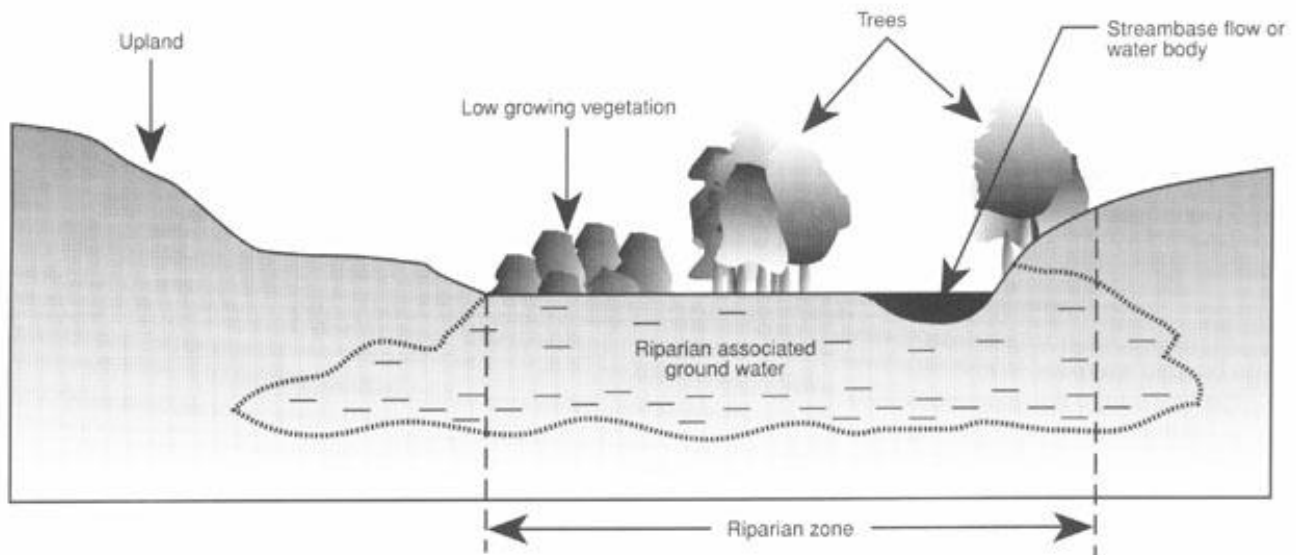
Management Setting

The following was taken from the Natural Resource Conservation Service RCA Issue Brief #11 August 1996.

Riparian areas are lands that occur along watercourses and water bodies. Typical examples include flood plains and streambanks. They are distinctly different from surrounding lands because of unique soil and vegetation characteristics that are strongly influenced by the presence of water.

In the western United States, riparian areas comprise less than 1 percent of the land area, but they are among the most productive and valuable natural resources. There is a significant difference between the water-rich riparian areas and the arid uplands. Riparian areas are the major providers of habitat for endangered and threatened species in the western desert areas. In many areas, the separation of the riparian zone from the upland is not distinct.

Major components of a stream or water body riparian area—Riparian areas can be symmetrical or asymmetrical in shape. The topography and hydrogeology determine the plant and animal communities associated with the width or meandering riparian area configurations.



All riparian areas possess some similar ecological characteristics such as energy flow, nutrient cycling, water cycling, hydrologic function, and plant and animal population. These functions give riparian areas unique values relative to the surrounding landscape. Many of these features make riparian areas important to residents of Rich County due to the fact that riparian areas can have a significant impact on ranch management.

Context

Residents of Rich County understand the ecological and practical value of riparian areas. Efforts have been made to prevent construction of residential units within the riparian area.

Efforts are being made to restore degraded riparian areas. Stewardship of the land has always

been important in Rich County. Preservation of riparian areas is important as evidenced by the Three Creeks project west of Randolph.

Desired Future State

Where needed, Rich County desires to protect and restore functioning aquatic and terrestrial riparian habitats to support wildlife, fisheries, floodplains, and water quality.

Management Objectives and Associated Policies and Guidelines

1. Riparian areas are healthy and ecologically functional.
2. Private property rights are balanced with the need to preserve and care for riparian areas.
3. The public understands the importance of riparian areas and how to manage them.

WATER RIGHTS

Management Setting

The Bear River in Rich County is a highly managed body of water. In 1958 the Bear River Commission was formed in response to the signing of the Bear River Compact. The Bear River Compact was developed to remove controversy over water delivery to individual owners, provide for efficient use of a finite resource, promote interstate comity, distribute equitably waters between the compacting states. For purposes of water administration, the Bear River Basin according to the Bear River Compact is divided into three subsections: the Upper, Middle, and Lower. Rich County is in the upper division. Each division is allocated a specific amount of "original compact storage" in Rich County this amounts to 17,750 acre feet which can be stored upstream of Bear Lake. Each water year the Bear River Commission determines the amount of water available for use by irrigators and is responsible for the management of the River during irrigation season.

Canal companies are organized to divert water to shareholders at the appropriate time, location, and amount. Water rights dictate the amount of water owned by an individual and where that water can be diverted in what quantities.

Context

Water rights have played a crucial role in the agricultural production and community development of Rich County.

As a high-altitude desert, water supplies are limited and the ability to sustain crops are dependent upon a good water right.

Agricultural water rights are surrendered to communities in exchange for culinary water when land changes uses from agriculture to other development.

Desired Future State

Rich County desires to preserve and enhance in-stream flows on public lands for the benefit of aquatic habitats and sensitive species; while recognizing existing water rights.

Water rights are managed according to Utah water law. Water rights held by private parties, municipalities, and the County are effectively protected by the law. As a political subdivision of the State, Rich County has a legitimate interest in seeing that all reasonable steps are taken to preserve, maintain, and enhance water resources for the public.

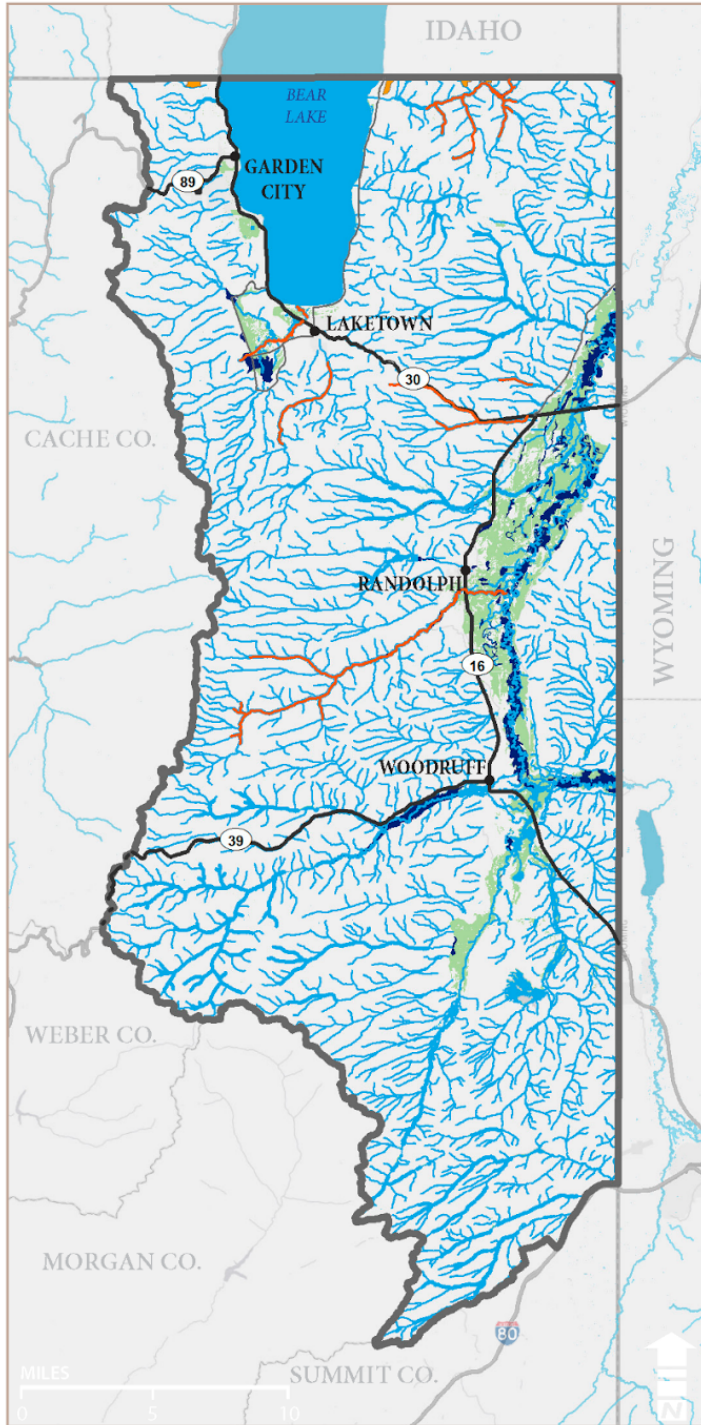
Management Objectives and Associated Policies and Guidelines

Maintain water in streams, lakes, and wetlands of adequate quantity and quality to provide for in-stream flows and existing downstream uses including support of healthy riparian and aquatic habitats, stability and effective function of stream channels, ability to route flood discharges, and

to maintain recreation opportunities.

1. Support requirement of in-stream flow determinations on special-use permits that have the potential to impact streams.
2. Support the acquisition and conversion of water rights for in-stream flows. Work with the Department of Water Rights, as necessary, to modify water right beneficial use to allow in-stream flows.
3. Coordinate with public land management agencies to acquire and protect water rights for use on public land and maintain them with the State Water Engineer.

Water Quality



LEGEND

- 303(d) Impaired Waterway
- Wetlands
- Frequently Flooded Soils
- High Runoff Soils
- Streams
- Lakes & Reservoirs



- Data Sources:
- 303(d) Impaired Waterway: 303(d), *U.S. Environmental Protection Agency*, 2015
 - Wetlands: National Wetland Inventory, U.S. Fish and Wildlife Service
 - Frequently Flooded Soils, and High Runoff Soils: SSURGO, *Natural Resources Council Service*, 2014
 - Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

WATER QUALITY & HYDROLOGY

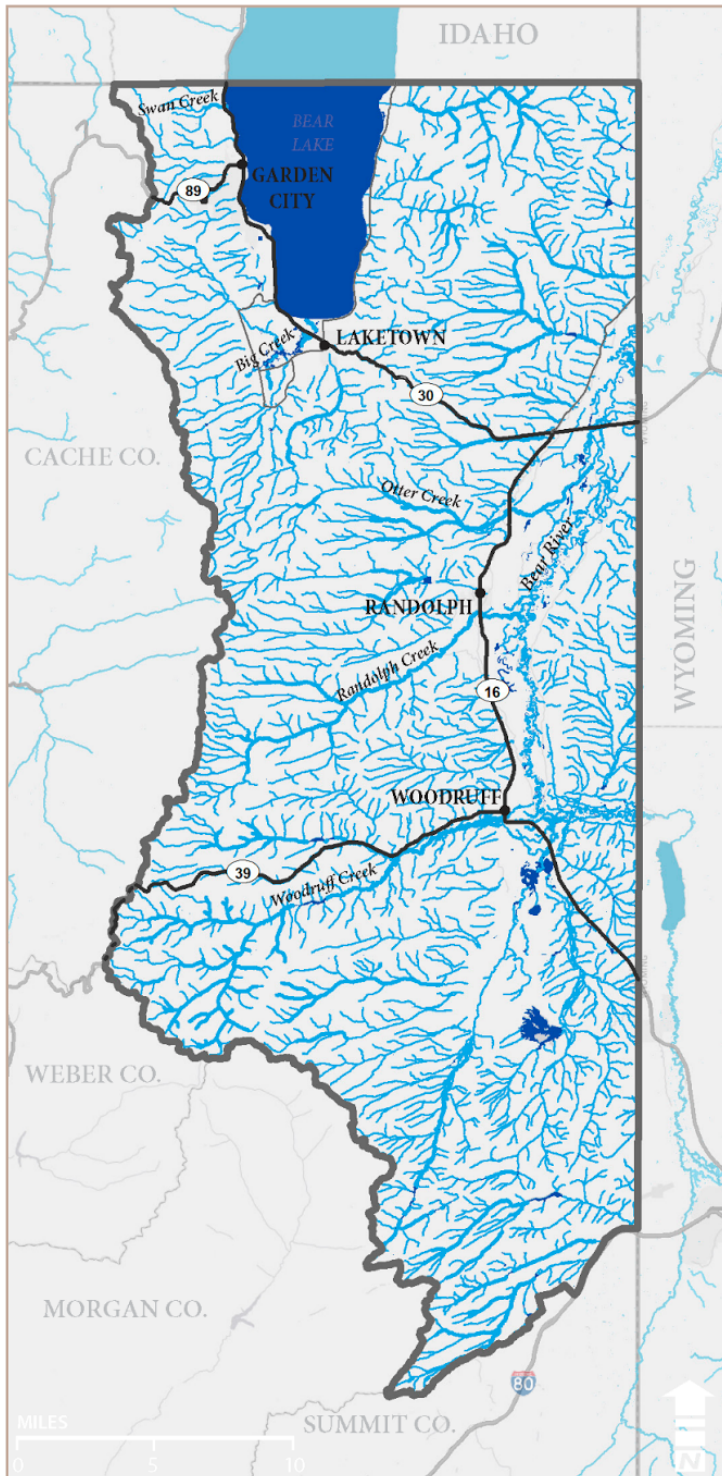
Management Setting

In general, Rich County can be divided into two main surface drainage regions. Approximately 77 percent of the county drains into the Bear River system and the remaining 23 percent drains into the Bear Lake Basin. The headwaters of the Bear River are located on the north slope on the Uinta Mountains in Summit County. The River enters Rich County on the east from Wyoming and flows northward through the Bear River Valley (Campbell and Lacey 1982). The length of the Bear River in the county is approximately 60 miles. Tributaries of the river within this section include Saleratus, Birch, Little, Bridger, Woodruff, Big, Sage, and Otter creeks. The latter four flow directly into the mainstem of the Bear River. The Bear River flows back into Wyoming approximately 12 miles north of Randolph. The main tributaries of Bear Lake are Swan and Big Creeks and North Eden and South Eden Canyons. These tributaries are located in the Bear Lake drainage. Locations of all major water features in the study area are shown in Table 1 (below).




The water that flows into the county through the Bear River is largely affected by releases from Woodruff Narrows Reservoir located in Wyoming. Annual average flows below the reservoir are 228 cfs while monthly average flows range from 43-46 cfs during winter to 960 cfs during June. Annual average flow in the Bear River near Randolph is 208 cfs with monthly average flows ranging from 52 cfs to 635 cfs.

Month	USGS 10020300 - Bear River Below Woodruff Narrows Reservoir (1961-2004)			USGS 10026500 - Bear River near Randolph (1943 – 1992)		
	Mean (cfs)	Min (cfs)	Max (cfs)	Mean (cfs)	Min (cfs)	Max (cfs)
January	43	1	208	77	14	260
February	46	5	237	96	16	1140
March	93	0	990	206	14	2010
April	267	0	1290	388	8	2470
May	754	0	3390	495	5	2870
June	960	23	3630	635	8	3500
July	277	0	1540	214	3	1650
August	76	0	1080	79	2	630
September	59	0	886	52	4	639
October	56	0	662	75	5	586
November	52	0	627	90	4	700
December	45	0	612	79	6	700
Annual	227.9	0	3390	208.0	2	3500
Source: USGS – NWIS (http://waterdata.usgs.gov/nwis)						

Surface Water



LEGEND

- Perennial Streams 
- Ephemeral & Intermittent Streams 
- Lakes & Reservoirs 

Data Sources:
• Perennial, Ephemeral and Intermittent Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

Average monthly streamflows for the Bear River in the study area indicate this river segment is a gaining reach during October through April and a losing reach from May through August (Figure 2.7). This is primarily due to consumptive loss from irrigated crops as well as minor amounts of evaporation. Return flows from irrigated lands have been determined to range from 45 percent to 72 percent depending upon annual precipitation levels and total diverted water volumes (UDWR 1994, WWDC 2001, Johnson 2006). It is generally believed that Bear River irrigation diversions in Rich County are dependent upon return flows. As a result, during the irrigation season Bear River water is reused several times before leaving Rich County.

In the northern part of the county, Bear Lake is the primary receiving water. Swan Creek, Big Creek, North Eden, and South Eden contribute to the elevation of Bear Lake. Bear Lake is also the receiving water for the Bear River after it has meandered through sections of Wyoming and Idaho. Bear Lake has no outlets in Rich County.

The state of Utah is primarily responsible for the collection of determination of water quality in Rich County. The Division of Water Quality conducts intensive sampling in each of the Basins in the state once every six years to satisfy Clean Water Act requirements. Water bodies are classified according to their use, attainment status, and limiting factors. Those not meeting their beneficial uses because of a water quality limitation are identified for TMDL development. The TMDL is a planning tool to identify deficiencies and corrective actions for a body of water.

The mainstem Bear River and tributaries in their upper reaches are of favorable water quality. As water moves downstream toward the Bear River and also north toward the stateline the quality of water diminishes and beneficial uses not met. Nine surface water streams including: Bear River, Big Creek, Big Creek (Laketown) North Eden, Sage Creek, Saleratus Creek, Yellow Creek, and Dry Creek. Each of these bodies of water do not meet water quality standards and are not supporting beneficial uses. Beneficial uses in Rich County are secondary contact recreation, cold water fishery, and agriculture. All nine are category 5 EPA waters and a low priority for TMDL development with the exception of Bear River and Saleratus Creek.

Six of the tributaries monitored in Rich County suggest no evidence of impairment. These are the following: Tributaries east of Bear River, Bear River upstream of Woodruff Creek, Birch Creek, Otter Creek, South Eden Creek, and Woodruff Creek.

There are a variety of treatments that could be implemented that would improve the water of Rich County. Treatments primarily suited to the area and targeted for removing water quality impairments include: streambank stabilization, off-site watering, fencing, and diversions. Improving the waters of Rich County to meet state standards has been approximated at over \$13,000,000(watershed plan,2017).

The Bear Lake Special Service District manages wastewater in the unincorporated portions of Rich County around Bear Lake. Expansion of this service provider is encouraged to prevent contamination of subsurface water supplies. Treatment lagoons are located between Garden City and Laketown and process 130,000 gallons per day September through May and 550,000 gallons per day during the summer months (sewer district personal communication.). Individual systems are regulated by the Bear River Health Department. Rich County supports the expansion of the wastewater system to collect sewage from newly developed residential and commercial areas to

preserve the natural environment of Bear Lake.

Context

Early settlers utilized the hydrology of the area to enhance agricultural capabilities. Today, Rich County residents have a strong understanding of hydrology and its relationship with agriculture.

Desired Future State

Rich County desires to maintain and/or improve watersheds and water quality to maintain public water supply and provide stable and productive riparian and aquatic ecosystems and groundwater resources on public lands. As a related matter, Rich County desires to reduce pollutant loads entering waterways to improve water quality. Rich County also desires to coordinate activities among various local, state, and federal agencies and organizations to protect water quality across the county.

Management Objectives and Associated Policies and Guidelines

1. Support projects to increase water quality and or quantity in the county.
2. The County values water quality for human health and safety as well as ecological health.
3. Hydrology in the County is understood and managed in order to meet water needs.
4. The public understands the importance of managing water resources for future sustainability.

WETLANDS

Wetlands have been defined in different ways by numerous entities and agencies. However, the US Army Corps Engineers (USACE) and the Environmental Protection Agency (EPA) jointly define wetlands as: "Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that do under normal circumstances support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas." [1] This definition of wetlands is perhaps the most relevant to local land planners because the USACE and the EPA are the agencies that have legal jurisdiction over wetlands, including wetlands on private property. Wetlands provide numerous benefits to society but a few of the most important of these include wildlife habitat area, hydrologic recharge areas, and water quality improvements.

Management Setting

Wetlands are highly productive ecosystems providing habitat for a wide assortment of wildlife, including sensitive species. Wetlands are also a critical component to a functioning hydrological system having the ability to improve water quality by filtering out pollutants. In addition, wetlands can lessen the effects of flooding by storing water and releasing it slowly with the potential to help replenish aquifers.

Wetlands are a critical component to Rich County's functioning hydrological system. Responsible stewardship of these resources while supporting current industries will provide lasting benefit to Rich County's people and wildlife.

Desired Future State

Rich County desires to maintain and improve wetlands found on public lands, or mitigate impacts where infrastructure is needed for the benefit of its watershed, water quality, and wildlife habitat.

Management Objectives and Associated Policies and Guidelines

Maintain and improve wetlands on public lands.

1. Support the increase of cover and extent of riparian vegetation by restoring beavers on the landscape, where social and environmental factors permit (according to the Beaver Restoration Assessment Tool).
2. Where possible and practical, encourage restoration of wetlands that have been eliminated or degraded. The EPA provides guidelines to wetland restoration.
3. Encourage maintenance and/or restoration of natural timing and variability of water table elevation in spring sources, meadows and wetland areas.
4. Support public education programs on the importance of wetlands, property value improvements provided by managed open spaces including wetlands, and develop land management partnerships that include landowners.
5. Foster collaboration between research and management entities, including Utah Department of Wildlife Resources, Utah Department of Water Quality, US Fish and Wildlife Service, and Utah Geological Survey, on future assessment and mapping of wetlands.

6. Support maintenance and/or restoration of diversity, productivity, vigor, and regenerative capacity of native and desired nonnative riparian and wetland plant communities to provide an amount and distribution of large woody debris characteristic of natural aquatic and riparian ecosystems; support adequate summer and winter thermal regulation; and to help achieve rates of surface erosion and channel migration characteristic of those under which desired communities develop.
7. Encourage protection of existing wetlands from activities which may fill, degrade, or alter vegetation.

Support efforts to acquire water rights for environmental flows.

1. Support the acquisition and conversion of water rights for in-stream flows. Work with the Utah Division of Water Rights, as necessary, to modify water right beneficial use to allow in-stream flows and for specific areas of ecological importance such as wetlands.
2. Support implementation of laws and policies for a broader array of agencies or conservation organizations to hold in-stream water rights for the benefit of aquatic habitats.

ECONOMIC RESOURCES

ECONOMIC CONSIDERATIONS

Management Setting

Rich County has a diverse and robust economy with a growing population. The proximity and easy access to public lands in Rich County is an incredible asset to the residents and visitors alike. The overall economy of the county is best served by prioritizing protective land uses and management objectives over resource development and extraction. *Appendix 2 has details on Rich County's socioeconomic setting.*

Desired Future State

Proximity to high-quality public lands with diverse recreation opportunities is a key amenity for local residents as well as for businesses in Rich County. While consumptive uses such as grazing and timber harvest are important to the local economy, other resources also contribute directly and indirectly to Rich County economy. Protection of recreation opportunities, as well as maintaining water quality, air quality, and wildlife should be prioritized over extractive and consumptive uses.

Management Objectives and Associated Policies and Guidelines

Develop and support projects that contribute to the economy in ways that maintain or improve water quality and quantity, air quality, and wildlife habitat.

1. Support efforts that encourage new and existing industries operating on public lands that reduce air and water pollution or create and maintain wildlife habitat.

Ensure that federal agency decisions are based on accurate, comprehensive, and relevant data that captures and highlights the unique characteristics of Rich County.

1. Participate in and monitor agency planning processes to ensure that data is gathered and studies are completed in a manner and in detail sufficient to highlight and protect Cache County's interests. Review agency studies and conclusions for consistency with county-conducted analyses.

Support efforts that provide high-quality diverse recreation opportunities on public lands.

1. Work cooperatively across agencies and local governments to manage public lands with the greatest public interest.
2. Develop and support diverse recreation opportunities on public lands, provide facilities and maintenance necessary to support those opportunities, and when possible separate conflicting user groups.

ENERGY RESOURCES

Summary

Two permits to drill for subsurface resources in the last five years have been filed in Rich County. Of the permits filed, one was completed and in production. Natural gas wells in Rich County have produced 5,497,846 MCF in the past five years. A major gas pipeline has been installed near the town of Woodruff for transporting natural gas from energy rich areas to consumption areas. There are major power transmission lines occupying utility easements in the county. Wind has been evaluated as an energy resource in the county.

Management Setting

Energy development has played a significant role in Rich County and residents embrace opportunities in the Bear River Valley. Hunt Energy actively sought approval for directional drilling under Bear Lake for methane in the 80's.

Oil and natural gas prices stirred the exploration of energy resources in Rich County in early 2000.

Many Rich County residents provide a skilled workforce to neighboring oil and gas rich areas.

Along with oil and gas, Rich County has other opportunities for the development of energy for use locally and elsewhere. Currently, there are no wind energy development sites in Rich County. Attempts to evaluate the need for wind energy have been explored and meteorological stations have been constructed to collect data to support sustainable wind energy.

A solar energy installation has been approved by Rich County to operate along the eastern border of the county at the Rocky Mountain Power substation. This represents a highly desirable renewable energy resource via renewable portfolio standard 20% by 2025. Solar PV panels will be constructed on 443 acres producing 60 MW.

Combined centrally assessed land and equipment for energy, telecom, power, and fuel in Rich County amounts to \$141,206,516.

Context

Rich County has always embraced the development of energy resources.

Although developed energy resources are few in Rich County by comparison to other areas of Utah, many residents provide skills needed in more energy rich areas in neighboring states.

Desired Future State

Rich County desires to limit new fossil fuel energy development within the county. However, the county supports renewable energy development on public lands where potential visual and natural resource impacts can be assessed and mitigated. When there is a need for new energy transmission across public lands in Rich County, the desire is to locate those facilities on previously disturbed and fragmented areas. Rich County desires to promote conservation of energy used to

support public lands facilities, operations, and transportation.

Management Objectives and Associated Policies and Guidelines

Rich County supports the following policies regarding the continued use and development of energy resources and the role of Rich County.

1. Promote the efficient use of natural resources and the conservation of energy.
2. Object to the cancellation or withdrawal of existing lease rights, and uphold existing lease rights, and the intent of the original lease terms without modification or cancellation.
3. Extractable resource development should occur with science- based reclamation practices and responsible land stewardship.
4. Cooperation between water user groups, energy development companies, land use agencies, and citizens to both protect water rights and ensure opportunities for needed energy development.
5. The County and Conservation Districts should be involved in any initiative, mitigation or compensatory mitigation programs or studies.
6. Promote energy development through education, coordination and pooling of lands for more efficient development and landowner participation.
7. Support analysis of all fiscal and economic impacts to the minerals industry and the county from any proposed land management changes or natural-resource related plans.
8. Consider any meteorological leasing, plan of operations for exploration, or application for development on a case-by-case basis.
9. Support agencies in providing opportunities for mineral exploration and development under the mining and mineral leasing laws subject to legal requirements to protect other resource values.
10. Open all federal lands shown to have reasonable mineral potential leasing with stipulations and conditions that will analyze resource values.
11. Support the State of Utah's Conservation Plan for Greater Sage-grouse in Utah (Utah Division of Wildlife Resources 2013) as opposed to the BLM and U.S. Forest Service sage-grouse land use plan amendments.
12. Support the study and development of solar and wind energy opportunities in areas where they are viable.
13. Reduce barriers to permitting for those seeking to develop energy resources.
14. Require reasonable mitigation for disturbances at developed energy extraction sites.

MINERALS

Summary

Mineral resources are deposits or occurrences of inorganic materials with intrinsic economic value (such as ore, aggregate, oil, and gas) that may be extracted from the earth's crust. Mineral resources are regulated and managed based on type, and are grouped into three categories: locatable, leasable, and saleable. The primary minerals that are being extracted include, phosphate, and oil, gas and gravel.

Locatable Minerals

This category includes high-value minerals such as gold, silver, and copper that are subject to the Mining Law of 1872 as amended by 30 USC 2. Under the Mining Law, mining claims can be filed for these minerals. The category also includes certain industrial minerals such as gypsum, chemical grade limestone, and chemical grade silica sand. Uncommon varieties of mineral materials such as pozzolan, pumice, decorative rock, and cinders may also be regulated as locatable minerals if demonstrated to have unique market value.

Management Setting

The mineral resources of the area include deposits of phosphate, sand, gravel, limestone, quartzite, and oil. Large deposits of phosphate are in the northern and eastern parts of Rich County. U.S. Geological survey showed extensive deposits of rock-phosphate, stretching from the Crawford Mountains in Bear River Valley to Laketown and on through to Paris and Montpelier, and over the pass into Soda Springs (Parson, 1996). These deposits have been partially mined but continuing mining efforts remain highly dependent on the current market price. During the early part of the twentieth century, the citizens of Laketown constructed several stone buildings quarried out of the hills above the eastern shore of Bear Lake (Parson, 1996). There is no published evidence that stones from the area has been extracted since that time. Future oil and gas production from Jurassic and older sandstone and limestone may surpass phosphate as the most important mineral commodity in the county (Soil Conservation Survey, 1982). The drilling has been exploratory up to this point. The first test well was drilled in Rich County fourteen miles east of Laketown in the late 1970's and continued along the overthrust belt north. The most significant early well tapped was found 12 miles north of Randolph on Hogback Ridge (Parson, 1996). American Quasar Petroleum Company drilled the well which flowed an estimated 22.4 million cubic feet of natural gas. In 1980 Mountain Fuel Supply Company began construction of a pipeline from Hogback Ridge past Randolph and Woodruff to connect with the main supply line near Coalville, Utah (Parson, 1996). Rich County has seen cycles of petroleum exploration for the past 60 years. The most recent period of interest was 2008 when significant efforts in oil exploration were occurring domestically. Early efforts tested anticlines identified from surface mapping and seismic reflection data. During the late 1970's to early 1980's companies drilled thrust belt-style structures in northern Utah. Although these efforts failed, "companies confirmed the area was similar in structural style, reservoir types, and timing to the productive thrust belts" found in other areas (Blanchard, 2002). The increasing demand for oil could rekindle thoughts of exploration in the Bear Lake area.

Context

Historically, Rich County has utilized the natural environment to sustain and create communities.

In 1871 rock was hauled from the mountains west of Randolph to create plaster and bricks for construction.

Gravel, phosphate and other others have been mined which have created jobs and infrastructure for the community.

Desired Future State

Rich County supports mineral development on public lands only where impacts to water quality, air quality, wildlife, and habitat can be mitigated. Where future mineral resource extraction opportunities exist on public lands, Rich County desires to review them on a case-by-case basis.

Management Objectives and Associated Policies and Guidelines

1. Mining and mineral resource exploration and development are consistent with the multiple use philosophy for management of public lands. These activities constitute a temporary use of the land that will not impair its use for other purposes in the future. All mineral resource exploration activities shall comply with appropriate laws and regulations.
2. All available, recoverable solid mineral resources in Rich County should be seriously considered for contribution or potential contribution to the state's economy and the economies of the respective counties.
3. Any prior existing lease restrictions in Rich County that are no longer necessary or effective should be modified, waived, or removed.
4. Restrictions against surface occupancy in Rich County should be eliminated, modified, or waived, where reasonable.
5. Any moratorium that may exist against the issuance of qualified mining patents in Rich County, and any barriers that may exist against developing unpatented mining claims and filing for new claims, should be carefully evaluated for removal.
6. Future withdrawals of land from mineral exploration and development should be avoided.
7. Consistent with Utah Code 63J-8-104, county support for mineral development provisions within federal land management plans will be withheld until the appropriate land management plan environmental impact statement clearly demonstrates the following: That the authorized planning agency has:
 - Considered and evaluated the mineral potential in all areas of the planning

- area as if the areas were open to mineral development under standard lease agreements;
- and evaluated any management plan prescription for its impact on the area's baseline mineral potential.
 - That the development provisions do not unduly restrict access to public lands for mineral exploration and development.
 - That the authorized county planning agency has supported any closure of additional areas to mineral leasing and development or any increase of acres subject to NSO restrictions by adhering to the relevant provisions of FLPMA, 43 United States Code (USC) 1701 et seq.;
 - other controlling mineral development laws; the controlling withdrawal and reporting procedures set forth in FLPMA, 43 USC 1701 et seq.;
 - and the relevant laws and regulations governing land management decisions of the USFS, the U.S. Fish and Wildlife Service, the Bureau of Indian Affairs, and other federal agencies managing land in Rich County.
 - That the authorized planning agency evaluated whether to repeal any moratorium that may exist on the issuance of additional mining patents.
 - That the authorized planning agency analyzed all proposed mineral lease stipulations and considered adopting the least restrictive necessary to protect against damage to other significant resource values.
 - That the authorized planning agency evaluated mineral lease restrictions to determine whether to waive, modify, or make exceptions to the restrictions on the basis that they are no longer necessary or effective.
 - That the authorized federal agency analyzed all areas proposed for NSO restrictions,
 - and that the analysis evaluated: whether analysis of management prescriptions demonstrates that the proposed NSO prescription, in effect, sterilizes the mineral resources beneath the area; and whether, if the minerals are effectively sterilized, the area must be reported as withdrawn under the provisions of FLPMA.
8. Identification of mineral potential and location is important for planning future energy needs and resource management. All management plans must address and analyze the possibility for the development of mineral resources where there is a reasonable expectation of their occurrence within the planning area.
9. Development of mineral resources of Rich County should be encouraged. The bypassing of valuable mineral resources within developed areas should be avoided. The requirements to mitigate or reclaim mineral resource development projects should be based on credible evidence of significant impacts to natural or cultural resources.
10. The development of mining and mineral resources should be conducted in a manner that minimizes adverse impacts to water quality in accordance with local, state, and federal standards.

11. The development of mining and mineral resources should be conducted in a manner that uses water in accordance with terms set forth by the Utah Division of Water Rights and the State Engineer, county zoning ordinances, and is in compliance with other applicable laws and regulations, such as Utah Administrative Code R317-1-3.3, which requires that discharges having reasonable potential to discharge phosphorus implement new water quality monitoring requirements and the dischargers must meet specified effluent limits by January 1, 2020.
12. Provide, as appropriate, incentives to encourage economic development and stimulate natural resource-based business recruitment, retention, and expansion activities.
13. An environment that is conducive to owner-operator natural resource-based businesses should be encouraged, created, and maintained.
14. A broad spectrum of educational and vocational programs relating to natural resource use and development should be encouraged and supported.
15. County land use plans and regulations that complement Rich County's natural resource exploration and development interests and objectives should be maintained and should accommodate resource planning efforts.
16. Additional transportation options (including air, rail, pipeline, and interstate roadway system, corridors) to expand natural resource development opportunities and markets should be explored.
17. Create a streamlined process whereby minerals can be extracted without excessive permitting fees and extensive timelines for approval.
18. Allow the extraction of minerals with sufficient reclamation that water and air resources are not unnecessarily harmed.

MINING

Locatable minerals are high-value ores and elements such as gold, silver and copper. The extraction of locatable surface and subsurface mineral deposits on public lands is regulated by both the federal and state governments. The extraction of salable minerals, including sand, gravel, and other stone, are regulated under public land use planning procedures. Development of salable minerals of private lands are regulated by the county under zoning ordinance.

Management Setting

The Arickaree Mine, located northeast of Randolph, was the first phosphate mine in Rich County. It began operation under the direction of Peter and Robert Bradley in 1906. The rock was shipped west to the American Agricultural Chemical Company in Los Angeles, California. The profits were insufficient and the mine was closed down a few years later. The San Francisco Chemical Company reopened the mine in 1954 but this too experienced economic setbacks and shut down in the 1960's (Parson, 1996). A second mine found in the Crawford Mountains, located 5 miles east of the town of Randolph, was mined extensively for phosphate from 1909 through 1972. To date 8.5 to 9 million tons of ore have been mined utilizing both underground and surface mining techniques to extract the ore. The Stauffer Chemical Company purchased both mines in the mid-1960's (Parson, 1996). Currently the landowners are listed as the Arickaree Development Company, Astaris, BLM, Crawford Mountain Properties, Inc., FMC Corporation, and Phosphate Industries, Inc. with Rich County holding the right-of-way to all sites. Early in 1998 the USDI Office of Surface Mining discovered a 7-mile long area left behind by underground mining to be in the process of collapsing. The Utah Abandoned Mine Reclamation Program began recovery of the area in 2000 and has restored the landscape to the pre-mining conditions (Amodt, 2003). Continued mining activities in the area are unlikely due to active mining in the neighboring states of Idaho and Wyoming. Idaho production of phosphates constitutes over 12% of the national production. Currently there are 4 open-pit operations that produce almost 6 million tons of ore per year. It's industrial uses are largely for fertilizer and pure phosphate for phosphoric acid (Blanchard, 2002). Environmental concerns have risen over the use of phosphate products and, along with developing open-pit mining technology; underground phosphate mining is currently at a stand still in Utah. Permian age phosphates mined on these sites have been the most important mineral commodity to date but these deposits are also a potential by-product source of fluorine, uranium, vanadium, selenium, chromium, nickel, zinc and molybdenum (Kalisser, 1972). No developed plans are currently in place to extract these minerals. Limestone and quartzite are carbonate rocks with wide applications in industry and engineering. They occur in relative abundance in Rich County, Utah, and Bear Lake County, Idaho areas. Rich County policy is to encourage mining as a viable economic opportunity within the county.

Context

A survey of the area in 1909 indicated significant quantities of phosphate bearing rock from the Crawford Mountains to Laketown and beyond.

Ninety percent of the phosphate mined in the U.S. comes from the four western states of Utah, Idaho, Wyoming, and Montana (Parson, 1996).

Desired Future State

Rich County supports Utah's mining heritage and desires to maintain a cooperative relationship with existing mining operations, while encouraging environmental stewardship during active mining and reclamation at the close of each operation.

Rich County desires to have active participation in new mineral extraction decision making on public lands and to minimize the impacts of mining to the extent possible.

Management Objectives and Associated Policies and Guidelines

The County supports responsible mineral exploration and extraction.

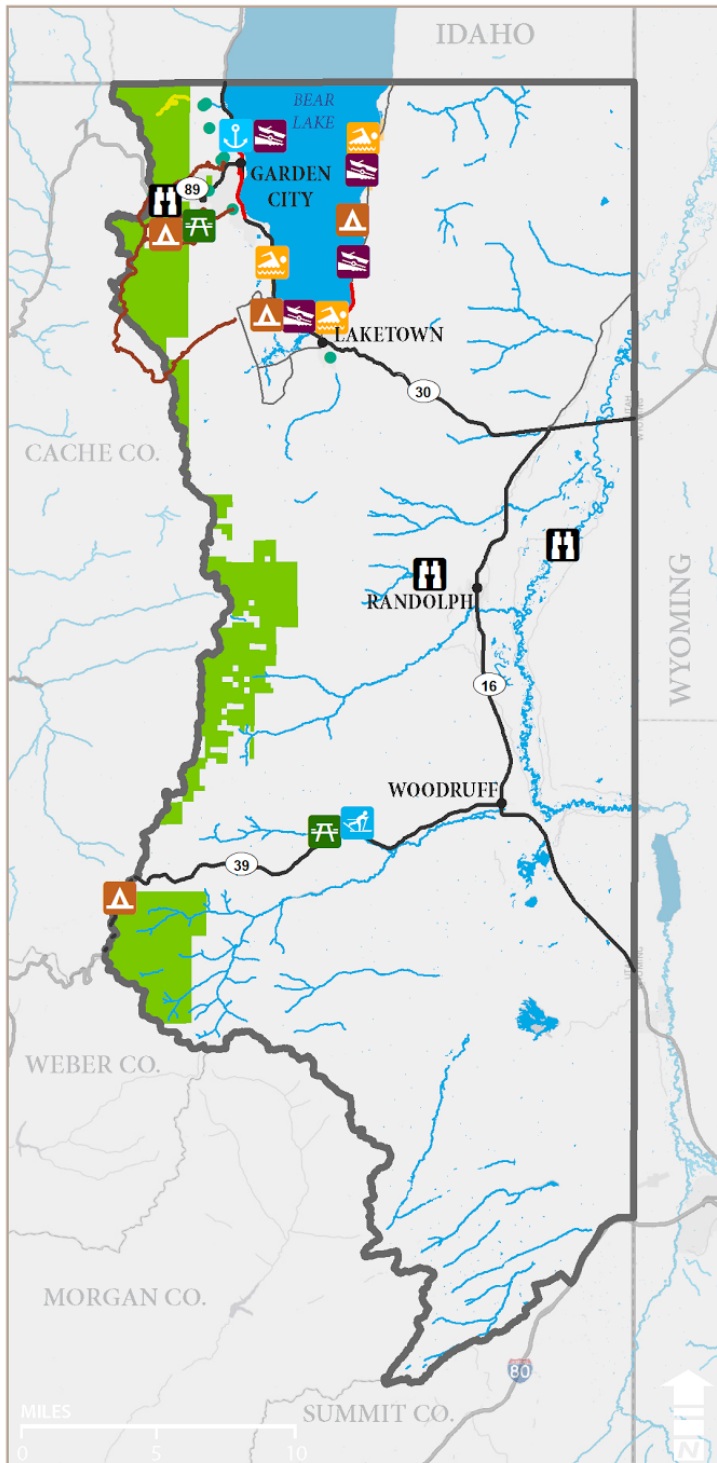
Ensure that all mining activities have clear and sensible reclamation plans and oversight, including mitigation, infrastructure upgrade, and maintenance plans for public roadways, as approved by the county.

1. Require strong reclamation plans and oversight that include infrastructure maintenance for public roadways.
2. Prior to mining activities, an engineering study must be commissioned by the mining entity and developed by an independent engineering firm. The engineering study should identify any impacts the proposed mining operation will have on the mining site and adjacent land areas, not limited to the following: roads, groundwater, air quality, ecology, and any public or private infrastructure.
3. A mitigation agreement may include a bond to address reparations resulting from the above-mentioned impacts and to ensure road repair and site reclamation.
















Maintain a cooperative relationship with existing mining operations, while encouraging environmental stewardship during active mining and reclamation at the close of each operation.

1. The county will coordinate with Forest Service, BLM, DOGM, and Utah Division of Forestry Fire and State Lands on all planning activities and should be notified and consulted in new mining operations.
2. Key and iconic geologic features should be preserved from mining and other development.

Recreation & Tourism



LEGEND

- National Forest 
- Utah State Parks 
- Trailheads 
- Hiking/Biking Trails 
- Hiking/Biking Pathway 
- OHV Trails 
- Beaches 
- Boat Ramps 
- Campground 
- Marina 
- Nordic Track 
- Picnic Area 
- Wildlife Viewing Area 
- Streams 
- Lakes & Reservoirs 

- Data Sources:
- National Forest, Utah State Parks: Land Ownership, Utah AGRC, 2017
 - Trailheads, *Utah AGRC*, 2014
 - Hiking/Biking Trails, OHV: Trails, *Utah AGRC*, 2016
 - Beaches, *BRAG*, 2017
 - Boat Ramps, *Utah AGRC*, 2009
 - Campground, Marina, Nordic Track, Picnic Area: FSTopo RecFacility Point, *US Forest Service*, 2017
 - Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

RECREATION & TOURISM

Summary

Rich County has identified recreation and tourism as significant to the economy of the area and supportive of the role it plays in the state of Utah. Public lands are a critical component of recreation and tourism in northern Utah.

Economically, recreation has become a significant source of revenue to the area. Transient room tax collected over the last ten years has increased over 300% from \$73,515 to \$285,386. Visitation to Utah State Parks at Bear Lake has increased from 184,356 to 281,717 in three years. Bear Lake State Park is one of the only state parks in Utah not requiring subsidies from the general fund for operation.

The Utah Division of Parks and Recreation manages three day use and overnight areas on the lake that provide lake access, camping, fishing and other opportunities.

In the northern part of the county lies Bear Lake which is a 110 square mile freshwater lake bounded by mountains. Bear Lake is almost equidistantly located in Idaho and Utah. Known as the "caribbean of the rockies" due to the turquoise blue hue reflected by particles in the water, Bear Lake is a popular getaway for those seeking a range of outdoor recreational activities.

Every 5 years, the State of Utah, through the Utah Division of Parks and Recreation (UDPR), develops a state comprehensive outdoor recreation plan (SCORP), which enables the state to qualify for funding under the federal Land and Water Conservation Fund. The most recent SCORP was completed in September 2014 (UDPR 2014).

Bear River District respondents ranked city parks highest in terms of importance, followed by natural areas, camping areas, and playgrounds. The largest proportions of respondents indicating high importance and low satisfaction with availability were in response to OHV riding areas, paved trails, swimming pools, and camping areas. When asked about the top two recreation facility needs in their area, Bear River District respondents indicated a broad range of facilities. Among the most commonly mentioned were parks and other facilities, pools, and trails.

Federal, state, county, and even private lands offer a broad range of recreational opportunities, including camping, hiking, fishing, hunting, horseback riding, biking, nature appreciation, interpretive trips, wildlife watching, boating, and other tourism-related activities. Public lands also support businesses that offer such opportunities to the public, including outfitters and guides.

Trails adjacent to the lake provide a place to enjoy the outdoors connect housing

developments and act as “spurs” to trail networks on federal lands which also serve as a venue for special events such as triathalons. Each year Bear Lake hosts 8-10 special events that bring in additional visitors to the area. Unofficial counts suggest usership of around 100,000 on the Garden City Pathway during summer months. Shoulder seasons are promoted heavily to increase visitation during non-summer months.

Management Setting

For more than a century citizens and visitors have been taking advantage of the unique landscape in Rich County for recreation. Locals have always valued multiple-use management strategies to accommodate as many interests and users as possible. Historic photos document fishing, ice fishing, hiking, picnicking, ice skating, waterskiing, etc. These pastimes add to the quality of life for the area and are essential in attracting new residents and visitors.

Opportunities for recreation and tourism are abundant in Rich County. The area boasts both water and dry land activities to meet the needs and wants of adventure seeking visitors. Hiking, biking, and OHV trails are found in abundance in the area with several access trails leading users onto federal lands from communities. Water based activities include boating, fishing, swimming and the use of personal watercraft.

The area experiences significant visitation traffic each year. US Highway 89 or the “National Parks Highway” is located in Rich County and runs through the town of Garden City and along the shoreline of Bear Lake transporting people to the national parks of Yellowstone and Grand Teton. It is estimated that 500,000-700,000 visitors travel US-89 each year. Garden City, a town of 562 residents as of 2010 Census experiences population influx of over 30,000 people on weekends and holidays during the summer. The Idaho State Parks in 2016 had 136,806 day users and 17,794 overnight users. Utah State Parks visitation at the lake was 184,356 in 2013. Three years later in 2016 the visitation to the park jumped 34% to 281,717 (personal communication, Visitors bureau).

Visitation to the area can also be observed in the amount of revenue collected from transient room tax. The transient room tax is a surcharge collected on overnight accommodations such as hotels or short term rentals. In 2006 the transient room tax collected amounted to \$73,515. Ten years later in 2016 the tax collected was \$285,386 which is over a 300% increase (personal communication, Visitors Bureau).

As opposed to a tourism destination, Rich County’s primary source of visitation is from those owning a vacation home in the area. Only second to Summit County, Utah, 90% of the homes in Garden City do not qualify for the homeowners exemption.

Every 5 years, the State of Utah, through the Utah Division of Parks and Recreation (UDPR), develops a state comprehensive outdoor recreation plan (SCORP), which enables the state to qualify for funding under the federal Land and Water Conservation Fund. The most recent SCORP was completed in September 2014 (UDPR 2014).

The Bear River Region, which includes: Box Elder, Cache, and Rich Counties had the highest proportion of bicycling participants (57 percent of respondents), as well as the largest percentage of mountain bikers with 36 percent of respondents participating. The largest proportions of respondents indicating high importance and low satisfaction with availability were in response to

OHV riding areas, paved trails, swimming pools, and camping areas.

Statewide, Utah residents make up approximately 45% of visitors to Utah national and state parks. After transportation costs, non-resident visitors spend more of their total expenditures on lodging and dining out; whereas resident travelers spent larger shares of their total spending on groceries, shopping, and entertainment (Kem C. Gardner Policy Institute 2016). Non-resident visitor spending is significant because it augments and adds outside dollars to Utah's economy. Resident spending recirculates dollars already present in the state's economy; however, Utah resident visits do contribute non-local dollars and spend their money outside their county of origin (Bureau of Economic and Business Research [BEBR] 2014). Regarding spending in Rich County, anecdotal information suggests that because Rich County is so close to the Wasatch Front, which comprises most of Utah's population, Utah resident visits may involve more day trips and subsequently not spend as much locally before returning home.

Other means or sources of recreation and tourism in the county include, but are not limited to: mountain biking, road biking, OHV riding, snowmobiling, rafting, fishing, water sports, etc. Each one of these elements contributes to the economy of Rich County and the lifestyle of residents.

Rich County policy supports the "multiple use and sustained yield" concepts that are to be implemented on Forest Service property. Additional guiding service permits should be issued and application procedures for special events should be streamlined to make greater use of the existing resource.

Context

Over a century ago residents of Garden City envisioned a day when tourists would visit the area from all over the world. They looked forward to the day when pleasure seekers would come to the "Caribbean of the Rockies".

In 1871 United States Geologist F. V. Hayden described the lake as being "set like an emerald among the mountains." Hayden, who had seen much of the western United States, thought Bear Lake incomparable: "Not even the waters of Yellowstone Lake present such vivid coloring," he wrote.(Parson, 1996)

Rich County residents embrace their heritage and the abundance of wildlife resources through guided hunts which bring hunters seeking a trophy animal.

Residents of Rich County embrace outdoor recreation through a variety of outlets such as hunting, fishing, camping, biking, snowmobiling, and watersports.

Desired Future State

Rich County desires to maintain a comprehensive recreation system on public lands to provide diverse year-round recreation opportunities adjacent to private lands. The county also desires to avoid user group conflict through separation of uses to the extent practical. When planning for such objectives, improvements, etc, Rich County desires to include a diverse range of stakeholders, including local user groups.

Management Objectives and Associated Policies and Guidelines

Rich County supports the following policies related to tourism and recreation:

1. Quality of Life—Utah’s natural beauty and outdoor opportunities enhance our rich quality of life, promoting health, adventure, community connections, and personal well-being.
2. Increase the inventory of recreational support facilities (parking, motel rooms, RV campsites, restaurants, etc).
3. Develop camping sites, both developed sites for cars and R.V.s, and remote sites for hikers, backpackers, and equestrians.
4. Recreational opportunities (OHV) should be designed and presented in ways that encourage and promote responsible participation, while also ensuring that wildlife and habitat impacts are kept at acceptably low levels.
5. Provide more housing options for seasonal and working class employees.
6. Work with federal land managers to increase the number of guiding permits allowed on federal lands.
7. In accordance with Utah Code 63J-8-104(g), federal land management agencies shall achieve and maintain traditional access to outdoor recreational opportunities available on federal lands as follows: Hunting, trapping, fishing, hiking, camping, rock hounding, OHV travel, biking, geological exploring, pioneering, recreational vehicle camping, and sightseeing are activities that are important to the traditions, customs, and character of the county and should be allowed to continue. Wildlife hunting, trapping, and fishing should continue at levels determined by the Utah Wildlife Board and the Utah Division of Wildlife Resources. Traditional levels of group camping, group day use, and other traditional forms of outdoor recreation, both motorized and non-motorized, should be allowed to continue. The broad spectrum of outdoor recreational activities available on the subject lands should be available to citizens for whom a primitive, non-motorized, outdoor experience is not preferred, affordable, or physically achievable.
8. Management decisions should provide for the continuation or expansion of outfitting and lodge operations. They are an important part of local history and tradition and they contribute substantially to the local economies.
9. Permitting of commercial business enterprises or concessions on federal lands that reflect the custom and culture of the county in terms of recreation and outdoor lifestyles and uses should be encouraged.
10. BLM or U.S. Forest Service must coordinate and consult closely with county and municipal governments on any proposals for special designations (Special Recreation Management Areas, wilderness, etc.) that may affect current and future recreation use.
11. Enhance the ability of the northern part of the county to accommodate guests in the

winter through greater options for dining and sleeping.

12. Continue to market Bear Lake as a destination for recreational activities and stays, including winter and “shoulder” months in the spring and fall to develop year-round employment and supportive service opportunities.

UTILITIES

Summary

Utilities are useful services of commodities provided to the community at a cost. Examples of utilities include electricity, water, natural gas, and communication services. Utility corridors often cross public lands impacting the land and its ecosystems.

Management Setting

Utilities, including reliable transportation of energy and communication services, are important to the people and businesses of Rich County. Utility corridors crossing public lands have the potential to adversely impact the natural resources, land uses, and visual quality.

Among the federal land management agencies and utility industry, the definition of a corridor varies. The Western Utility Group defines a corridor as: "A linear strip of land without definite width, but limited by technological, environmental and topographical factors, and containing one or more utility, communication or transportation facilities. A corridor is a land use designation, identified for the purpose of establishing policy direction as to the preferred location of compatible linear facilities and compatible and conflicting land uses. It does not imply entitlement of use. Appropriate environment review and regulatory permitting must precede occupancy on a project-specific basis."

Desired Future State

Rich County desires that adequate utilities remain available and are provided in ways that do not adversely impact public lands. When possible, new utility infrastructure should be constructed in established utility corridors.

Management Objectives and Associated Policies and Guidelines

Ensure that utilities are provided in ways that do not adversely impact public lands and that support existing and future needs of Rich County.

1. Coordinate with public land management agencies and utility companies in planning and designing utility corridors.
2. Support utility corridors that minimize the number of separate rights-of-way and overall environmental impacts.
3. Encourage new projects work within the planning framework of established Forest Plans.

WILDLIFE RESOURCES

FISHERIES

Management Setting

In Utah, important fisheries exist for a variety of sportfish species, usually grouped into (a) coldwater species, which typically include the whitefish, trout, char, and salmon, and (b) warmwater/coolwater species which include sportfish such as bass, pike, walleye, perch, catfish, bluegill, crappie, and a number of others.

The Economic Value of Fisheries in Utah

From high-mountain streams and lakes, to larger reservoirs, to small community ponds, Utah offers many places to fish. Recreational fishing provides a significant economic benefit to the Utah economy and particularly benefits anglers (Kim and Jakus, 2013). Economic impacts or contributions have been estimated based on anglers' expenditures associated with the fishing trips. Estimates by the Department of Applied Economics at Utah State University indicate that in 2011 a typical angler spent \$90 per fishing trip to identified Blue Ribbon waters in Utah. This resulted in \$184 million in direct expenditures made by anglers for Utah goods and services, which generated an additional \$143 million in economic output, resulting in a total economic output of nearly \$327 million. Approximately 3,976 jobs were associated with this expenditure related to Blue Ribbon waters. Tax revenue generated by this increased level of output, labor income and value added was estimated to be \$35 million for state/local government. The variety of angling experiences available to Utahns is important, and it helps to sustain recreational activity in a number of state parks associated with reservoirs.

Regardless of the management concept or species selected, the protection of native aquatic species is a principal concern for fisheries managers. Stocking and management practices that would be detrimental or cause the decline of native species are typically avoided.

Context

Residents of Rich County have always valued recreational opportunities. Abundant fisheries allowed farmers and ranchers a diversion that also provided food for families.

Desired Future State

Rich County desires to restore riparian and in-stream habitats (where degraded) to support native fish, sport fishing, and tourism. The county also desires to improve water quality and aquatic habitat for the same reasons. Rich County desires to prevent AIS from establishing its waterways and work to remove them where they already occur on public lands. Rich County likewise desires to support public education efforts on the transmission and impacts of aquatic diseases and AIS and proper equipment cleaning protocols.

Management Objectives and Associated Policies and Guidelines

1. Continue to work with agency personnel and non-government organizations to restore fisheries habitat and improve populations
2. Encourage invasive species prevention in at-risk waters such as Bear Lake where

infestation could be catastrophic to fisheries.

3. Remove barriers to fish migration and re-establish native spawning and migration routes.
4. Fisheries play a role in getting listed species delisted and preventing listing of new species.

PREDATOR CONTROL

Management Setting

The Utah Division of Wildlife Resources (DWR) recognizes predator management as an important tool available to DWR staff and U.S. Department of Agriculture-Wildlife Services personnel, when needed. Although predator management can be controversial, it is important under certain circumstances for the effective management of predator and prey populations. Currently, there are several predator programs implemented at the state level to ensure the survival of other species. Coyotes, Wolves, and Bears are managed to maintain stable deer populations and other big game. Other predators such as red fox, racoons, and badgers are managed to prevent predation of sage grouse/eggs. Occasionally Cougars and Bears will attack livestock. Rich County supports efforts by the state and federal government to manage predators. More depth on predator control policies and management can be found in Appendix 5.

Context

The strategies and practices to control the actions of predators, or bringing into natural ecological balance predator populations, or reduce the number of conflicts with predator animals. Predator and prey populations require balance to avoid adverse impacts from either population. Predator control is primarily a function of the Utah Department of Wildlife Resources and the US Department of Agriculture's Animal and Plant Health Inspection Service (APHIS). In addition to predators control, DWR and APHIS work to manage nuisance animals, which are native and introduced species of wildlife that thrive in urban environments and have become problematic. In Uintah County, The APHIS program and DWR coordinate efforts to resolve wildlife conflicts on public and private lands. Conflicts can occur for many reasons, including the following: (1) predators injuring or killing livestock, (2) wildlife damaging farm crops or raiding livestock feed stocks, and (3) wildlife populations becoming problematic in residential areas.

Desired Future State

Rich County desires to maintain sustainable and mutually beneficial predator and prey populations by methods not harmful to other wildlife, livestock, or humans.

Management Objectives and Associated Policies and Guidelines

1. To effectively manage predators that pose a risk to any livestock.
2. To manage predators that threaten the listing status of sensitive species.
3. Develop management strategies with agencies to promote balance among competing interests.

THREATENED, ENDANGERED, and SENSITIVE SPECIES

Management Setting

Once a species of plant or animal becomes federally listed, the range of options for managing lands and waters where that species occur substantially narrows. A common approach following listing is to follow the prescriptions outlined in Recovery Plans or Habitat Conservation Plans, which are expensive to develop and challenging to implement. Counties seek opportunities to influence how these plans are developed once a listing occurs, but the freedom to manage species in a way that best suits a given county in Utah has been lost once an affirmative listing decision has been issued.

ESA listings may occur in certain instances as a last step to prevent the ultimate loss of distinct populations of native plants or sensitive wildlife species. A far more desirable approach than regulation under ESA, however, would be to systematically evaluate which species may be facing trouble, and then to take logical steps to reverse declines in populations or important habitats. The right system would help focus actions where they could do the most good, so that higher priorities would get the necessary attention to generate preferred outcomes.

This was part of the intent behind Utah's [Wildlife Action Plan \(Plan\)](#) for 2015-2025. UDWR worked with other agencies, stakeholders, and organizations to identify the wildlife species (not plants) most in need of conservation attention, and to determine which key habitats were essential for their survival. County-by-county lists of threatened, endangered, and sensitive species known to occur within a given county are provided via the link given for the *Plan*. Known locational occurrences (by quadrangle map) of threatened, endangered, and sensitive wildlife species are available as Geographic Information System (GIS) data at this [link](#). Threats, limiting factors, crucial data gaps (information we still need), and conservation actions have also been identified within the *Plan*.

Rich County policy encourages a pro-active approach to prevent listing of any plant or animal under the endangered species act. This philosophy is evident in the counties approach to developing a resource management plan for Greater sage grouse in Rich County. The goals and objectives of this plan are to improve sage grouse habitat in the county by addressing the issues affecting the lifespan, habitat and mortality of the bird.

Improving breeding habitat in "good" condition in the northern part of the county by effectively managing vegetation. This will involve a significant number of approaches that will ultimately improve nesting and breeding grounds, winter habitat, species available for forage, and predator control. Many of the treatments to accomplish the goals of this plan include the following: Grazing management, monitoring and research, vegetation management, removal of predatory perches, and placement of utilities (CRM, 2006). More information on Threatened and Endangered Species management can be found in Appendix 6.

Context

Rich County has a history of good stewardship with the land which includes efforts to sensitive

species.

Rich County takes a proactive approach in working with agency personnel to prevent listing of species. The development of the Rich County Sage Grouse Management Plan is evidence of the county's concern over sensitive species.

Desired Future State

Rich County desires to maintain viability of wildlife and plant species-at-risk (including endangered, threatened and sensitive species and unique communities) and their habitats.

Management Objectives and Associated Policies and Guidelines

Prevent listing of species as threatened, endangered, or sensitive through locally led partnerships.

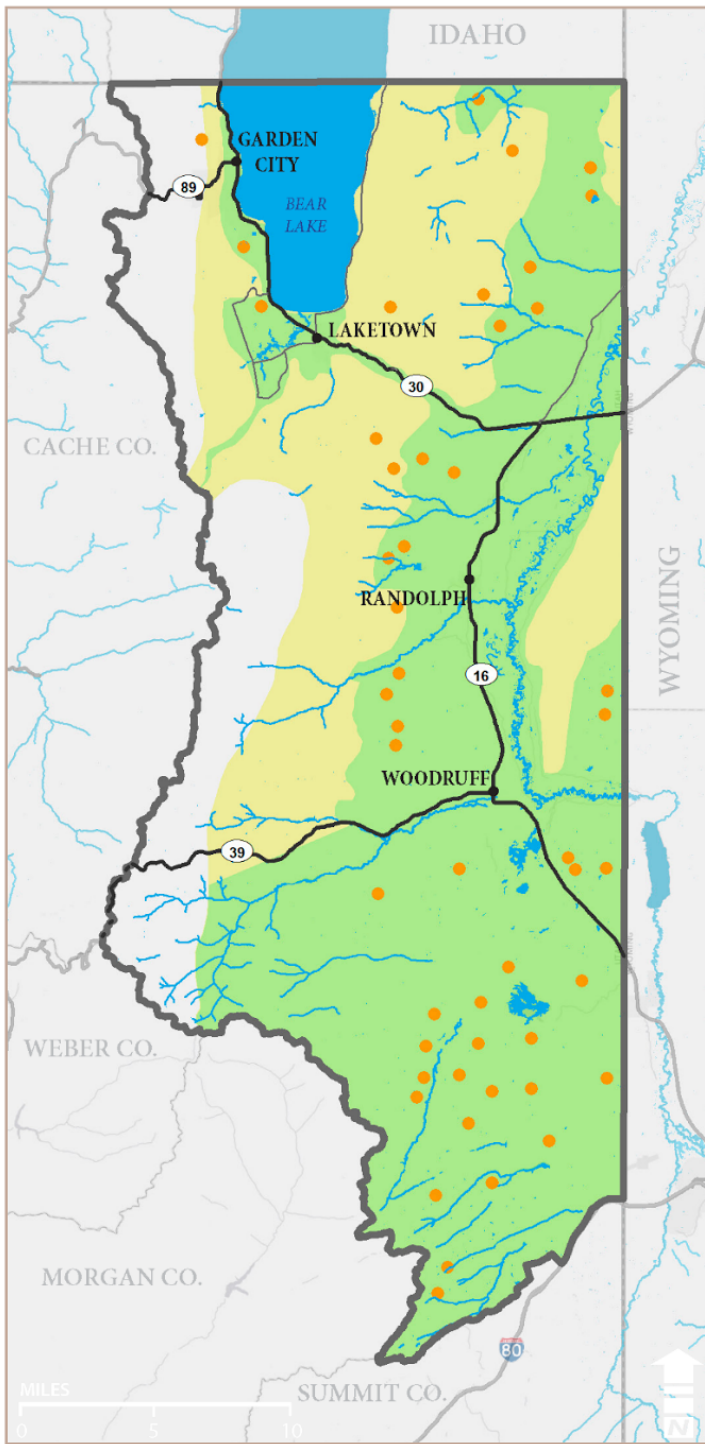
Protect and restore degraded habitats and connectivity between fragmented habitats where at-risk wildlife and plant species are found.

1. Support efforts that restore degraded habitats and connectivity between fragmented habitats.
2. Limit grazing in sensitive areas, including riparian areas and aquatic habitats.
3. Restore or maintain hydrologic functions of water bodies and waterways.
4. Promote aquatic habitat protection. Preserve aquatic habitats identified by agencies as used or occupied by special status species in their current state by avoiding any action that would remove water from these areas.
5. Encourage responsible recreation and effective education and enforcement.
6. Coordinate with Department of Natural Resources and the Utah Department of Transportation to reduce wildlife-vehicle collisions on Rich County roadways. Support projects which aim to mitigate wildlife-vehicle collisions.

Support the primary goals outlined in the DWR Utah's Wildlife Action Plan, which seeks to keep native species off the Endangered Species List.

1. Support efforts by the Utah Department of Natural Resources to implement Utah's Wildlife Action Plan.
2. Support and implementation of policies and guidelines outline for at-risk species will provide significant protection for all of Utah's plants and animals.

Sage Grouse Habitat



LEGEND

- Brooding Habitat
- Winter Habitat
- 2015 & 2016 Occupied Leks
- Streams
- Lakes & Reservoirs

- Data Sources:
- Brooding Habitat, Winter Habitat, *Utah Div. Wildlife Resources*, 2016
 - 2016 & 2016 Occupied Lek, *Utah Div. Wildlife Resources*, 2016
 - Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

WILDLIFE

Management Setting

In Utah, “wildlife” includes brine shrimp and crayfish; mollusks; and vertebrate animals (fish, amphibians, reptiles, birds, and mammals) living in nature, except for feral animals. Wildlife are protected, except for: coyotes, field mice, gophers, ground squirrels, jack rabbits, muskrats, and raccoons. Rare species and those subject to federal listing under the Endangered Species Act are referenced more fully in the chapter entitled “Threatened, Endangered, and Sensitive Species.” Although fish are legally considered “wildlife,” fisheries and angling-related benefits for local economies are addressed in the “Fisheries” chapter.

Wildlife and their habitat contribute to a productive natural environment. They improve our quality of life, and provide a rich source of aesthetic enjoyment, inspiration, and outdoor recreation for many people. At the same time, we all need to recognize that that wildlife can have an impact on the economic activities of mankind, influencing how people experience the benefits of their private property. Wildlife can affect local economies in both positive and negative ways. Most people support efforts to find a balance between the habitat requirements of wildlife populations and the economic activities of man. Wildlife are capable of yielding important social and economic values including: hunting, photography, and wildlife observation.

Addressing agricultural impacts caused by big game animals

Thriving populations of big game animals will, at times, cause some level of damage to farming and ranching operations, by competing with domestic livestock for available forage, or by damaging crops, fences, or irrigation equipment. A number of methods can be applied to mitigate the damage, including various forms of wildlife harvest and removal, issuance of landowner permits, development of a conservation lease which involves remuneration or other forms of compensation for depredation, and, finally, direct monetary compensation for agricultural damages.

For greater sage-grouse, the [*Conservation Plan for Greater Sage-grouse in Utah*](#) (February 2013) was developed to help eliminate threats facing the greater sage-grouse while balancing the economic and social needs of Utahns through a coordinated program which provides for:

- voluntary programs for private, local government, and School and Institutional Trust Lands Administration (“SITLA”) lands; and
- cooperative regulatory programs on other state and federally managed lands.

Rich County developed a plan to preserve Greater Sage grouse under the state plan. The purpose of the plan was to proactively manage Sage grouse populations locally and protect their status.

Herd unit plans have been developed for each mule deer and elk herd unit across the state. In many cases, herd unit plans have been revised multiple times since their initial development in the mid-1990s. The plans establish target herd-size objectives for each herd unit, which the Division of Wildlife Resources and the Wildlife Board then strive to meet through harvest adjustment and other mechanisms. More information on wildlife can be found in Appendix 7.

Context

Residents of Rich County have always valued recreational opportunities. Abundant game in the county allowed farmers and ranchers a diversion from their chores that also provided food for families.

Several ranches in the area provide opportunities for trophy hunts that in turn, provide additional income for residents as guides.

Desired Future State

Rich County desires to maintain healthy native wildlife populations. The county also desires to protect and enhance natural landscapes, ecosystems, and the biodiversity of the county to support healthy wildlife populations. Rich County desires to take an active role in the RACs and communicate and advocate for county goals for wildlife.

Management Objectives and Associated Policies and Guidelines

Support land management actions that keep native species off the Endangered Species List. Provide for sustained diversity of species at the genetic, population, community, and ecosystem levels. Maintain communities within their historic range of variation that sustains habitats for viable populations of species.

1. Support public education programs that promote water conservation, wildfire prevention, and wildlife habitat.
2. Support management objectives to reduce future fragmentation of intact habitats. Provide connectivity in fragmented habitats and between habitats to promote genetic diversity in wildlife populations.
3. Support public education programs that promote water conservation, wildfire prevention, and wildlife habitat.
4. Support management objectives to reduce future fragmentation of intact habitats. Provide connectivity in fragmented habitats and between habitats to promote genetic diversity in wildlife populations.
5. Support public land manager cooperation with the DWR to manage wildlife populations.

Support maintenance and improvement of existing aquatic habitats, including riparian and wetland habitat.

1. Support best management practices in riparian areas including managed grazing and weed control in riparian areas.
2. Support the acquisition and conversion of water rights for in-stream flows. Work with the Department of Water Rights as necessary to modify beneficial use of water rights to allow in-stream flows.

Support active management of vegetation (e.g., weed removal and treatment) to reduce components or factors that promote risk of catastrophic fire, such as cheatgrass or excessive conifer encroachment. Support management actions to reduce potential for insect epidemics.

1. Support fuel reduction strategies including vegetation treatments, silvicultural actions,

prescribed fire, prescriptive grazing, and weed control.

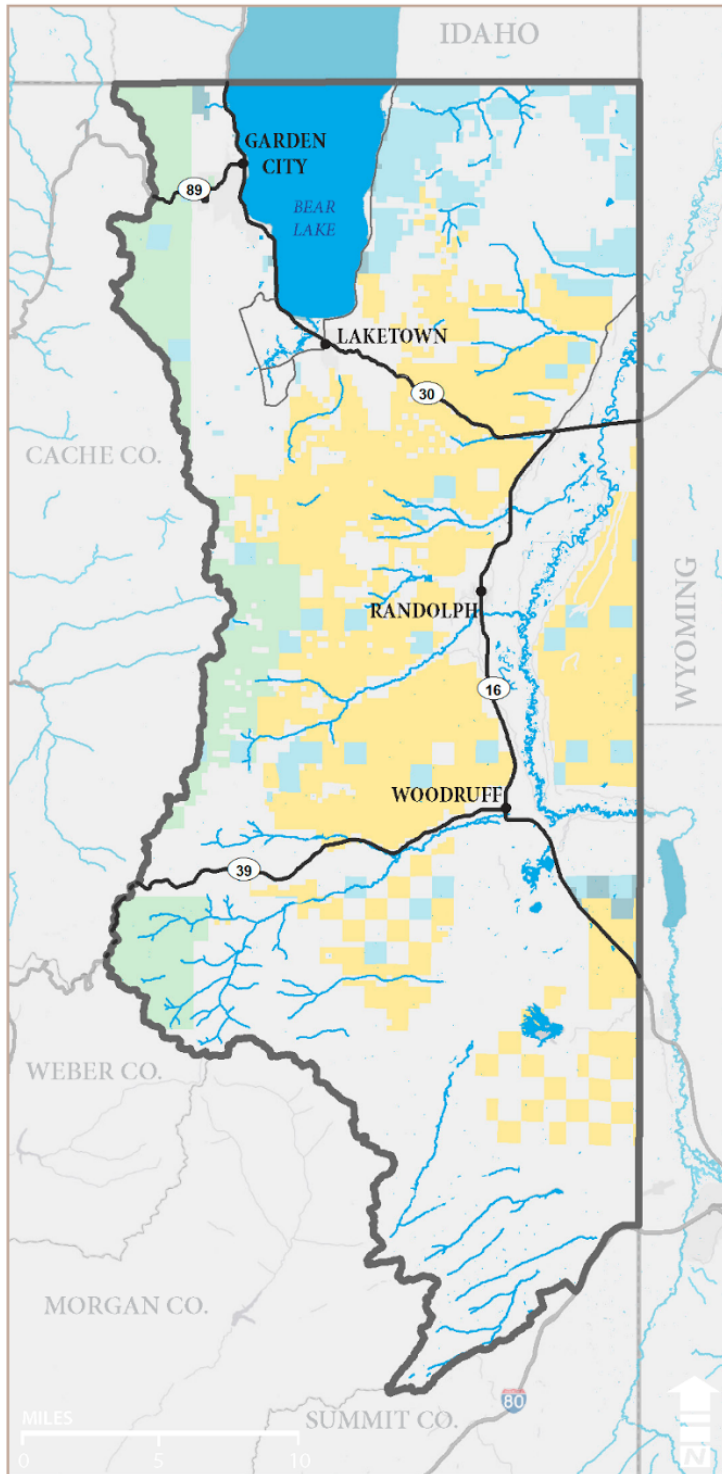
2. Support vegetation management that focuses on approximating natural disturbances and processes by restoring composition, age-class diversity, patch sizes, and patterns for all vegetation types.

Coordinate with Utah Division of Natural Resources and the Utah Department of Transportation to reduce wildlife vehicle collisions on Rich County roadways.

1. Support development of wildlife crossing structures to provide safe passage of roads or other movement barriers. Support other mitigation projects that aim to mitigate wildlife vehicle collisions.
2. Support agency coordination to provide adequate big game winter range habitat to reduce urban conflicts.
3. To create sustainable populations of wildlife that balance with livestock grazing on federal leases.

LAND USE

Land Ownership



LEGEND

- BLM
- Forest Service
- SITLA
- State of Utah
- Streams
- Lakes & Reservoirs

Data Sources:

- BLM, Forest Service, SITLA, State of Utah: Land Ownership, *Utah AGRC*, 2017
- Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

LAND USE

Management Setting

There are federal, state, and private land holdings within Rich County. Federal holdings are administered by the United States Department of Agriculture, Forest Service (52,192 acres) or the Department of the Interior through the Bureau of Land Management (171,140 acres). There are no military facilities within the county. The State of Utah manages holdings (52,219 acres) through the Department of Parks and Recreation, State Institutional Trust Lands, Highways, and Division of Fish and Wildlife. Landownership in Rich County is further detailed in Table 2.

Private holdings amounts to 419,712 acres which accounts for 60% of all lands within Rich County.

Table 2. Land Ownership (Acres)

	Rich County, UT	U.S.
Total Area	695,263	2,286,279,509
Private Lands	419,712	1,341,224,948
Conservation Easement	0	14,841,267
Federal Lands	223,332	658,155,051
Forest Service	52,192	193,059,372
BLM	171,140	253,918,202
National Park Service	0	78,818,664
Military	0	25,028,820
Other Federal	0	107,329,993
State Lands	52,219	192,517,204
State Trust Lands*	48,716	42,498,598
Other State	3,503	150,018,606
Tribal Lands	0	90,323,859
City, County, Other	0	4,058,428

Percent of Total

Private Lands	60.4%	58.7%
Conservation Easement	0.0%	0.6%
Federal Lands	32.1%	28.8%
Forest Service	7.5%	8.4%
BLM	24.6%	11.1%
National Park Service	0.0%	3.4%
Military	0.0%	1.1%
Other Federal	0.0%	4.7%
State Lands	7.5%	8.4%
State Trust Lands*	7.0%	1.9%
Other State	0.5%	6.6%
Tribal Lands	0.0%	4.0%
City, County, Other	0.0%	0.2%

Land use in Rich County is primarily agriculture. Even the northern part of the county in the Bear Lake Valley which has become highly recreational and tourism oriented retains significant agricultural holdings. Land use by land cover in Rich County can be observed in greater detail in Table 3. Land cover by acreage in Rich County.

**Table 3. Land Cover (Acres),
2006**

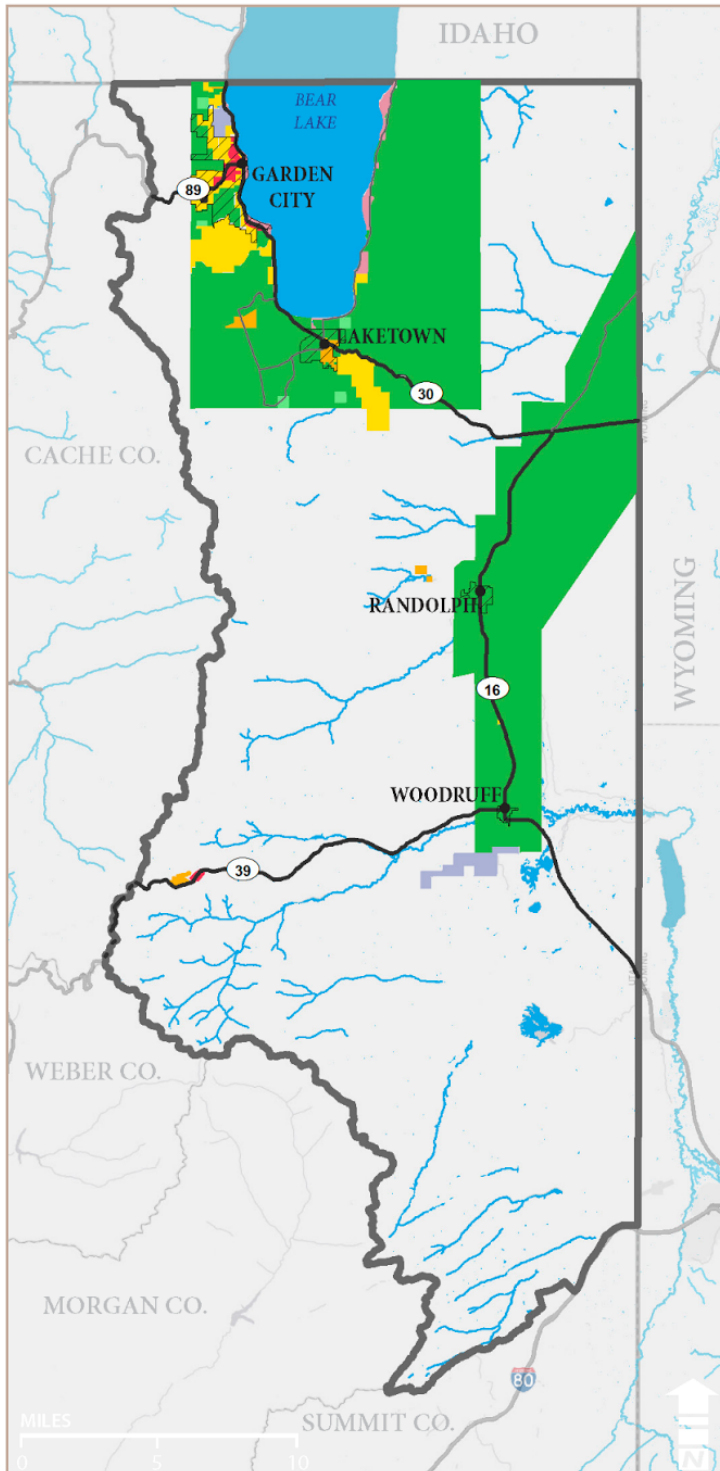
	Rich County, UT	U.S.
Total Area	695,263	2,286,279,509
Forest	6,953	571,569,877
Grassland	549,258	388,667,517
Shrubland	55,621	274,353,541
Mixed Cropland	34,763	891,649,009
Water	34,763	22,862,795
Urban	0	68,588,385
Other	0	14,549,391

Percent of Total

Forest	1.0%	25.0%
Grassland	79.0%	17.0%
Shrubland	8.0%	12.0%
Mixed Cropland	5.0%	39.0%
Water	5.0%	1.0%
Urban	0.0%	3.0%
Other	0.0%	0.6%

Exempt from this process are lands under administration by the federal and state branches of government. These exemptions can create significant impacts on the local economy and other resources. State Institutional Trust Lands are administered for the perpetuation of generating revenue for public education. Unfortunately, some of these developments have the potential to counter the intent of local planning and potentially place an unnecessary burden on the local populace to provide services.

Zoning



LEGEND

Zoning Designation

- Agriculture
- Agriculture Residential
- Residential
- Commercial
- Beach Development
- Planned Community
- Manufacturing
- Water Source Protection

Municipalities



Streams



Lakes & Reservoirs



Data Sources:

- Zoning Designation, *Rich County*, 2015
- Streams, Lake and Reservoirs, *National Hydrography Dataset*, U.S. Geological Survey

Context

Land use in Rich County maintains strong agricultural roots.

Recreation plays a strong role in land use in the northern part of the county.

Federal lands have been used for the resources they produce for decades.

Desired Future State

Rich County desires to provide for access to public lands for the high demand for recreational and agricultural activities. This should be accomplished while striving to balance the needs for clean water, protection of private property rights on private lands, fire prevention and suppression, and other economic benefits provided by public lands.

Rich County desires that federal land management agencies, cooperate, to the fullest extent, possible with county goals and objectives for resource management as spelled out in the National Forest Management Act, Federal Land and Policy Management Act, and National Environmental Policy Act. It is the county's position that local concerns and interests should be acknowledged and addressed by public land management agencies prior to decisions being made and implemented. Land use designations must also be sensitive to the site-specific natural resource and landscape context to minimize impacts.

Management Objectives and Associated Policies and Guidelines

1. Support utilizing public lands for multiple use, for the good of all the people. The County will vigorously pursue multiple use land policies on federal lands, where traditional and appropriate.
2. Preserve and manage the natural environment and open spaces in such a way as to enhance the peaceful living of the residents and the image of Rich County, and which promote a diversity in land use planning that is responsive to the economy and reflects/supports the residential needs of the County's citizens and business owners.
3. Support creation and maintenance of a public shooting range at an appropriate location to facilitate firearm safety and minimize safety risks to the public and the environment.
4. Rich County shall remain active in federal land planning.
5. The county generally opposes additional lands administered under single management schemes.
6. Both wind and solar energy development (renewable energy) should be considered wherever ROWs could be authorized.
7. Control noxious weed species and prevent the infestation and spread of invasive species. Develop cooperating agreements with other federal, state, local and private organizations to control invasive and noxious weed species.
8. Reduce Tamarisk and Russian Olive where appropriate using allowable vegetation treatments. Restore riparian habitat to native willow and cottonwood communities.

9. Fully exercise the county's rights to coordination and cooperating agency status from federal agencies in federal agency land use planning.

LAND ACCESS

Summary

Land access refers to the ability to physically and legally access a given parcel of land. This typically has to do with roads, rights-of-way (ROWs) and property inholdings. Land access also concerns administrative restrictions on the methods or timing of land access, such as motorized vs. non-motorized access, and access that may be restricted at certain times. Finally, access can also refer to crossing or visiting lands via trails or other non-motorized methods. Common land access issues include private land surrounded by federal lands, private lands within designated wilderness areas, lands within federal lands owned by the Utah School and Institutional Trust Lands Administration, and public lands accessed by crossing private property.

Management Setting

Transportation and access to federal lands are vitally important to those who visit and live in Rich County. Historically, many of the established accesses on private and federal lands have been used for many years trailing cattle to and from allotments. During the 50's, 60's, and 70's logging was prevalent in the hills on the western side of the county. Roads constructed continue to be used today for ranching and recreation.

Many of the transportation routes used for moving cattle to and from federal lands have become dual use for OHV riders.

US Bureau of Land Management (BLM): The BLM manages ROWs through resource management plans authorized by the Federal Lands Policy and Management Act (FLPMA) established in 1976 (BLM 2001). Prior to FLPMA, ROWs on BLM lands were enabled by Revised Statute 2477 (Section 8 of the Mining Act of 1866) and are generally considered to be available for accessing property within and across US Bureau of Land Management (BLM) property, though this is not always the case.

US Forest Service Roads (USFS): Right of ways on USFS lands are managed through the Forest Planning and National Environmental Policy Act (NEPA) processes.

State of Utah School and Institutional Trust Lands Administration (SITLA): SITLA is mandated by state law to maximize financial gain from their properties through sale, lease, or exchange (Administrative Code, Title R850). Originally allocated to western states upon statehood by the federal government to support state institutions like schools and hospitals. Utah was given sections 2, 16, 32, and 36 in each township. The resulting checkerboard pattern of ownership means many SITLA parcels are surrounded by federal lands with limited or no access. Land transfers are a solution to this situation. SITLA has a successful track record of working with the BLM, US Forest Service, and private land-holders to enable mutually beneficial consolidations of property.

Private Property: Counties can establish new ROWs through private lands in three ways. First, for developing lands, counties can identify ROWs on the transportation component of the General

Plan. With ROW's identified, counties can work with developers to construct ROWs as the land develops over time.

Second, counties can work with willing landowners to negotiate a mutually beneficial solution to purchase a public ROW or easement across property. Finally, in cases where landowners do not want a public ROW or easement across their property, counties can use eminent domain to condemn private property. As of 2014, state law enables the right of eminent domain for roadways for public vehicles but not for recreational uses (78B-6-501 3f).

Rich County's economy is closely tied to accessing public lands for resource development and recreation. Physical access via roadways, especially for motorized vehicles, is required for the development and utilization of energy, mineral, recreation areas, or other resources. Of special concern are state inholdings managed by SITLA, and private lands surrounded by BLM properties.

Several plans have been developed in Rich County to support access by various modes of travel. The Bear Lake Valley Blueprint developed the public support for trail systems in the area. The Bear Lake Heritage Pathway plan completed by the National Park Service identifies a need for a path around the lake and spurs to federal lands.

It is imperative that the county, stakeholders, and informed representatives review natural resource issues as they occur, to assure public land management decisions do not negatively impact the county's customs and culture or economy. The county has completed the requirements for declaring roads public in Rich County. However, current litigation prevents dissemination of information to the public. As issues are resolved this section will be updated.

Desired Future State

Rich County desires to pursue the most appropriate and feasible means of securing legal public access while mitigating conflicts on privately owned lands and fragmentation of public lands. The county desires seasonal protection of roads to preserve infrastructure investment.

Management Objectives and Associated Policies and Guidelines

1. Work with federal agencies to improve existing trails, especially the Hodges, Richardson, and Garden City Canyon Trail.
2. Develop additional public access points to Bear Lake.
3. Develop wayfinding signs to direct visitors to trails and public lands.
4. Increase the use of existing trails, especially the trails and recreational roads.
5. The County wishes to maintain future transportation and energy corridors between Rich County and all neighboring areas for the purpose of facilitating responsible transportation of local products, resources, or services, and to decrease dependence on external imports.
6. The County supports the concept of any motorized vehicle being used only on designated roadways or routes in order to control erosion and other resource impacts.
7. Assist County landowners to obtain rights-of-way/easements across federal lands when in

the best interest of the County and/or landowner.

8. Acquire necessary rights-of-way to facilitate public access to National Forest System lands and to meet resource management objectives.
9. Continue to assert the RS 2477 rights regarding the roads of Rich County. Both state and federal agencies should recognize these rights.

AIR QUALITY

Management Setting

The Clean Air Act of 1970 and its amendments set the laws and regulations regarding air quality, give authority to the US Environmental Protection Agency (EPA) to set standards and rules, and delegate regulatory authority to individual states with EPA oversight, provided certain criteria are met. The purpose of air quality conformity regulations, which in Utah are enforced by the EPA and the Utah Division of Air Quality (DAQ), is to protect public health and welfare by lowering pollutant concentrations through a reduction in emissions.

The Clean Air Act Amendment of 1990 established three designations for areas based on how ambient air quality conditions compare to the National Ambient Air Quality Standards (NAAQS): non-attainment areas, maintenance areas, and attainment areas. Attainment and non-attainment areas are those with air quality better or worse (respectively) than the NAAQS. If an area is designated non-attainment, the relevant air quality management agency must create and implement a plan for emissions and reduce concentrations below the NAAQS. The air quality management agency must maintain the plan used to meet the NAAQS and prepare a maintenance plan to keep the air clean for the next 20 (or more) years. A maintenance area is one that was in non-attainment but reduced emissions sufficiently to meet the NAAQS. It must maintain those rules and actions that reduced emissions for a period of 10 years.

Air quality is influenced by activities on private and public lands. Activities on public lands that impact air quality include:

- Recreation users driving to public lands to visit.
- Recreation users driving on dirt roads within public land boundaries.
- Controlled-burn activities to manage vegetation and wildfires within public land boundaries.
- Permitted extractive activities, such as mining, on public lands.

Desired Future State

Rich County desires to maintain or improve air quality to meet federal standards to protect public health, environmental health, and visual resources.

Management Objectives and Associated Policies and Guidelines

Air pollutants are those substances present in ambient air that negatively affect human health and welfare, animal and plant life, property, and the enjoyment of life or use of property. Ambient pollutant concentrations result from interaction between meteorology and pollutant emissions. Because meteorology can't be controlled, emissions must be managed to control pollutant concentrations.

"The Clean Air Act (CAA) requires the Environmental Protection Agency (EPA) to set National Ambient Air Quality Standards (NAAQS) for pollutants considered harmful to public health and the

environment. The CAA establishes two types of air quality standards: primary and secondary. Primary standards are set to protect public health, including the health of sensitive populations such as asthmatics, children, and the elderly. Secondary standards are set to protect public welfare, including protection against decreased visibility and damage to animals, crops, vegetation, and buildings... The EPA has established health-based NAAQS for six pollutants known as criteria pollutants. These are carbon monoxide, nitrogen dioxide, ozone, particulate matter, sulfur dioxide, and lead...The Division of Air Quality monitors each of these criteria pollutants, as well as several non-criteria pollutants for special studies at various monitoring sites throughout the state” (Division of Air Quality 2015).

The Utah Division of Air Quality monitors and make policy decisions to ensure compliance with regulatory standards. Rich County is not listed as out of compliance with current standards. However, natural features found in Rich County could contribute to non-attainment status similar to other counties in Utah such as Cache, Box Elder, and Utah counties. Air quality has not been an issue in Rich County and is not identified in any other plans nor does it appear to impact the economy of the area.

Currently as of late 2016, Rich County is not designated by the EPA as a nonattainment area (EPA 2016). This means that all criteria pollutants are within permissible levels. Nevertheless, maintaining air quality remains a priority for the County.

CULTURAL, HISTORICAL, GEOLOGICAL, & PALEONTOLOGICAL RESOURCES

These resources have intrinsic value based on their age, heritage, scientific importance, or other intangible significance. However, these resources also highlight the unique character of the local setting and may contribute to attracting business and tourism. Geology is an important planning component within the region because of its unique geologic features and sites, as well as potential hazards to development such as faults, landslides, rockfalls, and soil liquefaction.

Rich County has a rich and diverse history. Its name comes from a Charles C. Rich, a leader of early pioneers from eastern States. Rich Valley served as a rendezvous place for Plains groups, the local Shoshone, and then for trappers and explorers. Members of the The Church of Jesus Christ of Latter-day Saints began settling in the area in 1855. Rich County has been a recreational destination for visitors from Salt Lake City and the surrounding region for over 100 years.

Cultural and Historical Resources

Cultural resources include archaeological sites, standing structures (e.g., buildings and bridges), and places of importance that are more than 50 years old. Many historical and cultural resources are very sensitive and protected by law; however, it is important to remember that not all cultural sites are important or significant, and that those not considered as such would not be adversely affected by any planned projects.

Paleontological Resources

These resources are defined as the remains, traces, or imprints of ancient organisms preserved in or on the earth's crust, providing information about the history of life on earth.

Geological Resources

Geological resources include unique scenery or geologic features as well as the potential for hazards associated with steep slopes, surface fault rupture, liquefaction, landslides, rockfall, flooding, debris flows, and shallow groundwater.

Desired Management Setting

Cultural

Rich County seeks to preserve as many cultural sites as is reasonable. These sites represent a window to the past that links current generations to their predecessors.

Paleontological

Virtually no documented narrative regarding the local attitudes toward paleontological resources found in Rich County.

Utah has significant paleontological resources in other parts of the state and have created economic development opportunities by marketing those resources.

Custom and Culture

Virtually no documented narrative regarding the local attitudes toward paleontological resources found in Rich County.

Utah has significant paleontological resources in other parts of the state such as Uintah County and have created economic development opportunities by marketing those resources.

Geological

For roughly 500 million years, during much of the Paleozoic and Mesozoic periods, the Bear Lake Basin was inundated by an inland sea. This sea would retreat and then advance leaving limestone and sandstone deposits scattered around the valley. This abruptly changed during the Laramide Revolution some 70 million years ago when the land experienced violent earthquakes that buckled the surface and forced the sea bottom upwards to 20,000 feet. Sea bottom limestone was now in direct contact to quartzite layers that had been formed millions of years earlier (Parson, 1996). This period created the present-day landscape with evidence of the over thrusting evident along the cliffs surrounding the basin and these forces continue to shape the land even today. Concentric bars found at Ideal Beach and Garden City suggest the shoreline of the lake reached an elevation near 5948 feet before dropping to the current elevation of 5924 feet (Williams, 1962). Faulting along the east and west shores during the Lifton episode approximately 8,000 years ago resulted in the lake occupying its present position and configuration. The Bear Lake Basin is composed of a wide range of geological formations from unconsolidated lacustrine, deltaic and alluvial deposits to consolidated limestone, dolomite, quartzite and sandstone deposits. Unconsolidated deposits are generally located in the valley floor with the consolidated deposits situated at elevations above 6,000 feet (Kaiser, 1972).

About one sixth of Rich County has exposed Paleozoic (Cambrian to Permian periods characterized by the appearance of marine invertebrates, primitive fishes, land plants, and primitive reptiles) of Mesozoic (Cretaceous, Jurassic, and Triassic time period predominance of reptile life forms) sedimentary rocks. About one fourth of the area is covered by Tertiary Knight Conglomerate (Richardson, 1941).

Much of the foothill and higher mountain terrain in the county is covered by the Wasatch formation in varying thicknesses. In a few cases, considerable water has been derived from wells tapping into the aquifer in this formation. The water yielding beds are found in sandstone, fresh conglomerate and freshwater limestone strata. Pickleville's water is supplied by a spring in the Wasatch formation. The large outcrop area of the Wasatch formation permits ready recharge by precipitation.

The outcrop area of Paleozoic carbonate rocks is large compared to other single rock types found in the County.

There are several prolific water bearing units in the area that provide culinary drinking water for local communities. Swan Creek Spring, on the west side of Bear Lake provides for the town of Garden City and irrigation water for local farms. This source of water comes from highly fractured carbonate rocks. This spring provides approximately 200 gallons per minute and is split between providing municipal water, irrigation water, and in-stream flows to Swan Creek.

Underlying Falula Spring is nugget sandstone. The enormous water potential from the spring, however, may come from a stratum of unconsolidated sediment overlying the sandstone. No

evidence of a fault has been observed but the spring is possible the result of water rising along the fault.

There is considerable evidence for seismicity and faulting in the Bear Lake Valley. Fault scarps on the east side of Bear Lake suggest recent seismic activity.

Context

Rich County has preserved to the best of their ability, historical and cultural sites as a link to the past.

Rich County has a history of using historical structures for their highest and best use.

Paleontological resources should be preserved for scientific study and treated with respect.

Garden City is the site for a trilobite fossil bed which has been recognized by the Smithsonian Institution in Washington D.C. as being of major importance. Geologists from the Institute noted that the formation was more than 530 million years old, placing it in the Cambrian period from the Paleozoic Era.

Desired Future State

Rich County desires to preserve its historical, cultural, and prehistoric resources, where they exist on public lands. Similarly, the county desires to manage paleontological resources to safeguard their scientific and educational values as well as to promote public benefit and enjoyment. Rich County desires to protect its existing unique and scenic geologic resources on public lands, and to ensure that land use activities on public lands do not increase the risk from geologic hazards. Development and recreation should be restricted in hazardous areas to protect life and property.

Management Objectives and Associated Policies and Guidelines

Discourage illegal collection of historical, cultural, or geological artifacts throughout the county with a combination of public education, outreach, and law enforcement efforts.

1. Manage Rich County's paleontological resources to safeguard their scientific and educational values.
2. Support preservation of locations of scientifically important paleontological resources on public lands.
3. Support coordination with the UGS State Paleontologist to assess potential for paleontological resources with a project or planning area.

Preserve Rich County's iconic geologic resources.

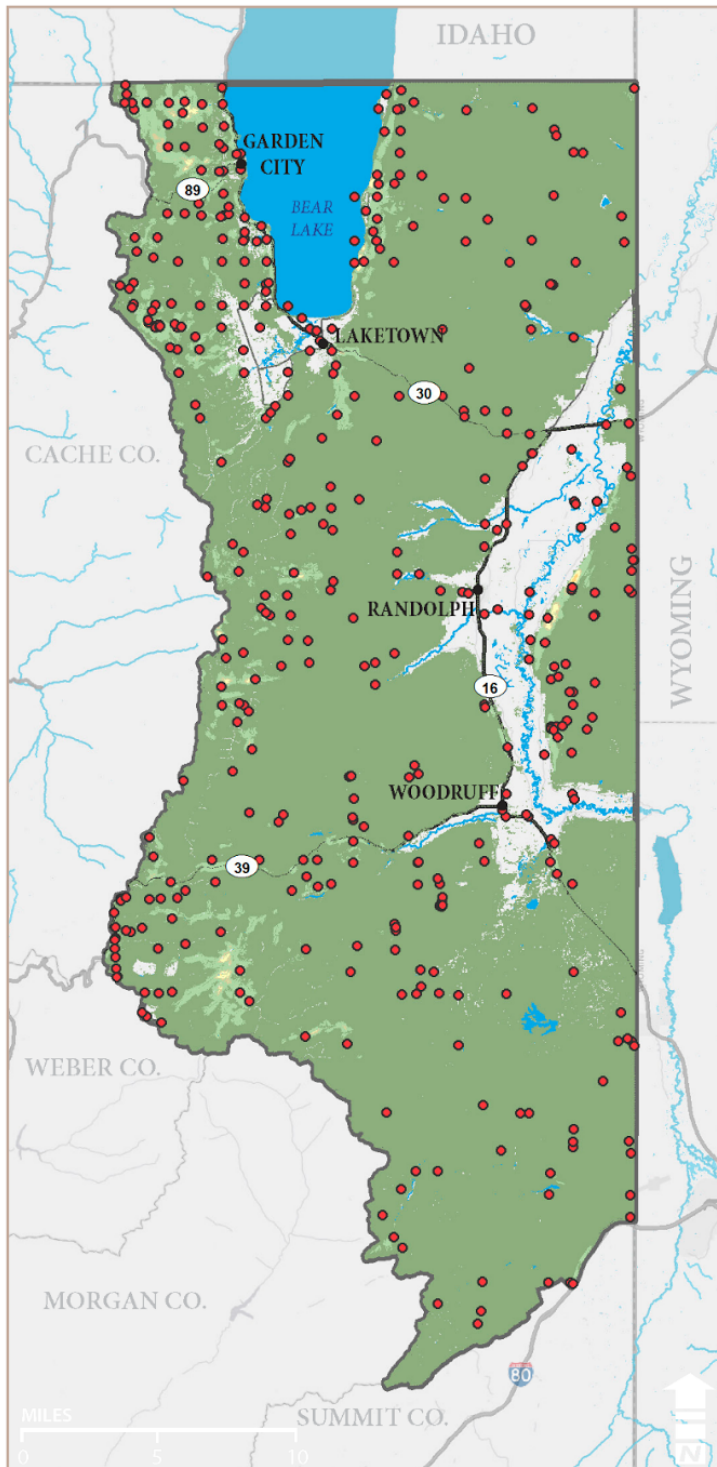
1. Identify iconic geologic resources within Rich County and ensure they are considered during public lands plan development and NEPA analysis for new projects.

Coordinate with state and federal agencies, such as the UGS and US Geological Survey, to identify potential geologic hazards in the county. Ensure proper land use management on public lands to restrict activities that might increase geologic hazards or put property and lives at risk from

geologic hazards.

1. Identify and evaluate areas of erosion on public land and determine improvements.
2. Identify known geologic hazards through consultation with UGS and utilization of existing hazard mapping.
3. Coordinate with public land managers to ensure geologic hazards are considered during Forest Plan development as well as NEPA analysis for new projects.
4. To prevent federal listings of any historical sites that might create burdensome regulation on private property.
5. To preserve a window to the past by preserving historical structures and lands that provide education and celebration of past cultures.

Wildfire Risk



LEGEND

Wildfire Hazard Risk

- High
- Moderate
- Low - Moderate
- Low
- Very Low
- Very Very low

Wildlife Occurrence 1980-2015



Streams



Lakes & Reservoirs



Data Sources:

- Wildfire Hazard Risk: West Wide Wildfire Risk Assessment, Sanborn Map Company, 2013
- Wildfire Occurrence 1980-2015: Fire History, U.S. Forest Service, 2015
- Streams, Lake and Reservoirs, National Hydrography Dataset, U.S. Geological Survey

FIRE MANAGEMENT

Management Setting

Fire management is defined as the actions to control, extinguish, use, prevent, or influence fire for the protection or enhancement of resources as it pertains to wildlands.

Response to fire incidents, especially wildland fires, relies on proper oversight, guidance, and partnership among a variety of trained professional organizations. Establishing a fire management system is a critical step to the protection of both urban and rural communities. Fire management refers to the principles and actions to control, extinguish, use, or influence fire for the protection or enhancement of resources as it pertains to wildlands. It involves a multiple objective approach strategy including ecosystem restoration, community preparedness, and wildfire response (wildland Fire Touches every Part of the Nation 2016).

In Utah, the Legislature tasked the Utah Division of Forestry, Fire and State Lands to devise a comprehensive statewide wildland fire prevention, preparedness, and suppression policy, which is now known as SB-56, 2015. Under this plan, a master cooperative wildland fire management and Stafford Act response agreement is signed each year between numerous federal land management agencies and the State of Utah for cooperation during wildland fire incidents that occur throughout the state (Master Cooperative Wildland Fire Management and Stafford Act Response Agreement 2013).

Fire suppression is expensive to taxpayers. One area of major concern is the wildland-urban interface. As development in this interface continues, firefighting costs will increase.

Wildfires come with serious costs; the cost of fire suppression is only a fraction of the true, total costs associated with a wildfire event. Some of the costs associated with wildfire suppression include the direct costs (resources lost and structure burned), rehabilitation costs (post fire floods and land restoration), indirect costs (lost sales and county taxes), and additional costs (loss of life and damage to air quality). A synthesis of case studies reveal a range of total wildfire costs anywhere from 2- to 30- times greater than the reported suppression costs. In the past 30 years, money spent by federal agencies nationwide of firefighting has increased from \$2.5 million in 1985 to well of \$2 billion in 2015. With climate change and expected increase in temperatures and drought periods, fire suppression costs are projected to rise. In Utah, fire suppression costs averaged \$33.4 million per year during the 10-year period of 2003-2012. National Interagency Fire Center: Federal Firefighting Costs (2015).

Firefighting and management is, and always has been, important to citizens in Rich County. Proper fire prevention, management, and mitigation is critical to protecting the health, safety, and welfare of the county and its residents.

When an incident overwhelms the capabilities of local responders, they may require assistance from the state. Such assistance may include personnel, physical resources and/or command leadership.

An incident resulting in a significant effect to the state and state resources will necessitate coordination between local and state officials.

State authorities will have a degree of jurisdiction over incidents involving state owned properties and interests. Every effort should be employed to function in a unified command management structure.

The state shall have authority to declare disasters and make other declarations as needed to protect state interests and citizens.

When an incident overwhelms the capabilities of local and state resources and capabilities, an appeal to appropriate federal authorities will be made. Upon arrival of such assets, federal officials will be integrated into existing incident command structures.

Federal authorities will have jurisdiction over incidents in accordance with current federal regulations and laws.

Context

Rich County residents have embraced the practice of burning canals and stubble fields for generations.

Rich County has actively supported and trained volunteers for fire suppression.

Wildland Urban Interface Plans have been produced for the Sweetwater, Bridgerland, and Swan Creek subdivisions.

Desired Future State

Rich County supports controlled wildland fire use and prescribed fire on public lands to provide for ecosystem maintenance and restoration consistent with land uses and historic fire regimes where it does not threaten adjacent development. Rich County also supports hazardous fuel management to reduce risk of property damage and uncharacteristic fires, and the county supports fire suppression activities for public and firefighter safety and protection of other federal, state and private property and natural resources.

Management Objectives and Associated Policies and Guidelines

The County will work together with partners and other affected groups and individuals to reduce risks to communities and to restore ecosystems.

Support projects that alleviate the possibilities of catastrophic wild fire.

The County will work together with partners and other affected groups and individuals to reduce risks to communities and to restore ecosystems.

Support wildland fire suppression when structures and lives are threatened.

1. Develop comprehensive wildland fire emergency response plans and share them with the community.
2. Identify areas of high wildland fire hazard across the county.
3. Adopt wildland-urban interface (WUI) building ordinances to reduce fire risk.

4. Conduct proactive outreach among citizens occupying WUI on preparing for wildfire event.
5. Include municipal and volunteer fire departments in wildland fire training for quicker and additional fire response.
6. Utilize smoking and fire bans when fire danger conditions become hazardous.
7. Educate and inform public when fire danger rises throughout a fire season.
8. Participate in the State Wildland Fire Suppression Fund.
9. Support projects that alleviate the possibilities of catastrophic wild fire.
10. Work with the State of Utah Division of Forestry Fire and State Lands to implement the Wildland Fire Plan and to reduce wildfire hazard of fire in the wildland-urban-interface.
11. Support the use of green strips and/or fuel breaks to protect GRSG habitat from fire events.
12. Support the prioritization of using native seeds for fuels management treatment based on availability, adaptation (site potential), and probability of success. Where probability of success for native seed availability is low, desirable non-native seeds may be used to meet GRSG habitat objectives to trend toward restoring the fire regime. When reseeding, use fire resistant native and desirable non-native species, as appropriate, to provide for fire breaks.
13. Work with the State of Utah Division of Forestry Fire and State Lands to implement the Wildland Fire Plan and to reduce wildfire hazard of fire in the wildland-urban-interface.
14. Support the use of green strips and/or fuel breaks to protect GRSG habitat from fire events.

FOREST MANAGEMENT

Summary

The private use of timber products from federal and state lands in the county for posts, poles, wood cutting to provide fuel for those in the county needing fuel for winter heating, and Christmas trees, etc, shall be developed as an allowable use. A sustainable wood products industry on federal and state lands in the county is an important aspect of economic diversity. Fire, timber harvesting, and treatment programs are to be managed in a way to promote the forest health, reduce disease and insect infestation, and prevent waste of forest products while providing opportunities for local residents or small business.

Management Setting

The 2003 revised management plan from the forest service cites several reasons for diminished fuelwood consumption including but not limited to: air quality restrictions on particulate matter, and education on the environmental costs of burning fuelwood.

The revised plan cites reduced fuelwood consumption in 1985 at 1-2 mbf of lumber down to 250,000 mbf annually.

According to the secretary of Agriculture Tom Vilsack, the management option to fight forest fires is a costly one. Typical fires costs around \$100,000 per acre to fight. According to the National Interagency Fire Council, budgets for fire suppression increased from \$161,505,000 in 1985 to \$1,713,000,000 in 2015 (Table 4).

Table 4. Fire suppression costs on Department of Interior Lands.

Federal Firefighting Costs (Suppression Only)					
year	Fires	Acres	Forest Service	DOI Agencies	Total
1985	82,591	2,896,147	\$161,505,000	\$78,438,000	\$239,943,000
1990	66,481	4,621,621	\$253,700,000	\$144,252,000	\$397,952,000
1995	82,234	1,840,546	\$367,000,000	\$110,126,000	\$477,126,000
2000	92,250	7,383,493	\$1,076,000,000	\$334,802,000	\$1,410,802,000
2005	66,753	8,689,000	\$524,900,000	\$294,054,000	\$818,954,000
2010	71,971	3,422,724	\$578,285,000	\$231,214,000	\$809,499,000
2015	68,151	10,125,149	\$1,713,000,000	\$417,543,000	\$2,130,543,000

This data suggests that preventing forest fires as a philosophical approach to forest management produces increasingly expensive firefighting costs.

With flat budgets and declining personnel the option to allow the general public the option to use their resources to thin stands of decadent forest for personal use or profit makes financial sense to both private and public entities.

Context

As far back as 1869 the hillsides were being used to procure wood in its natural state for various purposes. During the construction of the road between St. Charles and Logan, the quality of wood was viewed as a positive and a sawmill constructed (Parson, 1996).

Forests west of the communities in Rich County have been used for decades as a source of inexpensive posts for ranching.

Wood procured in the forested areas of Rich County has been used for many years historically for fuelwood.

Desired Future State

Rich County desires to maintain and improve forest health to reduce threat of catastrophic wildfire and for the benefit of water quality, wildlife habitat, recreation, aesthetics, and the forest's resilience.

Management Objectives and Associated Policies and Guidelines

Decisions and conclusions for forestry management should be consistent with the following:

1. Avoid management scenarios that result in a static forest condition
2. Do not restrict management actions to a particular size or age of wood material
3. Concentrate activities on current condition as compared with desired condition 4. Develop an aggressive time table for management implementation
5. Use a systematic diagnostic approach to anticipate forest health programs.
6. Work with and not against nature
7. Accurately account for forest health costs and use a long term risk analysis
8. Prepare the forest for inevitable periods of drought and encourage research into climate/forest health relationship and aforementioned forest management scenarios.

Support agencies in providing woodland products on a sustainable basis consistent with maintaining ecosystem health and other resource management objectives to meet local needs where such use does not limit the accomplishment of goals for the management of other important resources.

Support the use of Christmas tree or other product sales and thinning for stocking control where the opportunity exists.

VISUAL RESOURCES

Management Setting

Visual resources are the objects, scenes, vistas, etc., that people experience, whether natural or human-made. They are often considered on the landscape scale but small features can also be a visual resource.

Context

Scenic views add to the quality of life. Rich County has mountains, peaks, canyons, rivers, a wide valley, and urban and rural environments that all contribute to the scenic resource of the county.

Desired Future State

Rich County desires to maintain or improve the visual resources within the county.

Management Objectives and Associated Policies and Guidelines

Maintain or improve visually appealing scenes and views on public lands in Rich County.

1. Encourage land use goals, decisions and transportation and utility solutions to consider the impacts of development on visual resources and the overall experience the public has on public lands.
2. Encourage preservation and maintenance of significant vistas and landscapes that have special visual and aesthetic qualities.

WILDERNESS

Summary

Wilderness areas are special places where the earth and interconnected communities of life have been left relatively undisturbed, Bureau of Land Management website. According to the Wilderness Act of 1964, federal lands must have specific characteristics to be considered by Congress for wilderness preservation:

- They must be in a generally natural condition.
- They must have outstanding opportunities for solitude or a primitive and unconfined type of recreation.
- They must be at least 5,000 acres or large enough to preserve and use as wilderness.
- They may also contain ecological, geological, or other features of scientific, scenic, or historical value

Rich County is opposed to land within the boundaries of the county being designated as wilderness.

U.S. Congress has directed four federal land management agencies—the U.S. Forest Service (USFS), the Bureau of Land Management (BLM), the U.S. Fish and Wildlife Service, and the National Park Service (NPS)—to manage wilderness areas so as to preserve and, where possible, restore their wilderness character.

U.S. Congress has now designated more than 106 million acres of federal public lands as wilderness: 44 million of these acres are in 47 national parks and total 53% of National Park System lands.

The Wilderness Act of 1964 created the National Wilderness Preservation System and recognized wilderness as "an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." (16 United States Code [USC] 1131). The act further defines wilderness as "an area of undeveloped federal land retaining its primeval character and influence without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions." (16 USC 1131).

Designated wilderness is the highest level of conservation protection for federal lands. Only U.S. Congress may designate wilderness or change the status of wilderness areas. Wilderness areas are designated within existing federal public land.

The Wilderness Act requires management of human-caused impacts and protection of the area's wilderness character to ensure that it is "unimpaired for the future use and enjoyment as wilderness" (16 USC 1131). To comply with this standard, wilderness areas generally do not allow motorized equipment, motor vehicles, mechanical transport, temporary roads,

permanent structures, or installations. Motorized equipment and equipment used for mechanical transport may be allowed in certain circumstances such as search and rescue. This includes the use of motor vehicles, motorboats, motorized equipment, bicycles, hang gliders, wagons, carts, portage wheels, and the landing of aircraft including helicopters, unless provided for in specific legislation. The Wilderness Act also prohibits permanent roads and commercial enterprises, except commercial services that may provide for recreational or other purposes of the Wilderness Act. Livestock grazing is allowed in wilderness areas. Wilderness areas are to be primarily affected by the forces of nature, through the Wilderness Act does acknowledge the need to provide for human health and safety, protect private property, control insect infestations, and fight fires.

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BLM in Utah completed an initial inventory and identification of WSAs in Utah in 1980, identifying 3.2 million acres of WSAs statewide. On October 18, 1991, BLM submitted a report to U.S. Congress recommending which WSAs in Utah should be designated as Wilderness and which should be released for other purposes. This recommendation included 1.9 million acres of Wilderness from the 3.2 million acres of WSAs. Congress has received BLM's Wilderness recommendation from the Secretary of the Interior and the President. However, the full 3.2 million acres continue to be managed so as not to impair wilderness character pending congressional action.

Similar to Wilderness designation, BLM's management of WSAs is inconsistent with the multiple-use mandate. Managing public lands for "wilderness characteristics" circumvents the statutory wilderness process and is inconsistent with the multiple-use and sustained-yield management standard that applies to all BLM and USFS lands that are not wilderness areas or WSAs and adversely affects the counties economy in terms of the grazing, tourism, oil and gas extraction, mining, timber industries, and water resource development.

Designating an area as a wilderness area is often not an appropriate, effective, efficient, economic, or wise use of land. Lands can often be adequately protected with other management options.

The economic effect of wilderness designation is the subject of ongoing debate. For example, when several proposals were made in the early 1990s to increase acres of

wilderness in Utah, a 1992 Government Accountability Office (GAO) study investigated a claim that designating 3.2 million acres of land as wilderness in Utah would cost the state \$9.2 billion annually in future earnings (U.S. General Accounting Office 1992).

There are no documented areas of Rich County that are being studied for Wilderness Designation.

Management Setting

Section 603(c) of FLPMA provides direction to BLM on the management of wilderness study areas (WSAs) and states that with some exceptions "During the period of review of such areas and until U.S. Congress has determined otherwise, the Secretary shall continue to manage such lands according to his authority under this act and other applicable law in a manner so as not to impair the suitability of such areas for preservation as wilderness." (43 USC 35). BLM manuals refer to this language as the "non-impairment" mandate. BLM developed a non-impairment standard to meet this mandate. In general, Section 603(c) of FLPMA requires BLM to maintain the wilderness characteristics of each WSA until U.S. Congress decides whether it should either be designated as a Wilderness or should be released for other purposes.

BLM in Utah completed an initial inventory and identification of WSAs in Utah in 1980, identifying 3.2 million acres of WSAs statewide. On October 18, 1991, BLM submitted a report to U.S. Congress recommending which WSAs in Utah should be designated as Wilderness and which should be released for other purposes. This recommendation included 1.9 million acres of Wilderness from the 3.2 million acres of WSAs. Congress has received BLM's Wilderness recommendation from the Secretary of the Interior and the President. However, the full 3.2 million acres continue to be managed so as not to impair wilderness character pending congressional action.

Similar to Wilderness designation, BLM's management of WSAs is inconsistent with the multiple-use mandate. Managing public lands for "wilderness characteristics" circumvents the statutory wilderness process and is inconsistent with the multiple-use and sustained-yield management standard that applies to all BLM and USFS lands that are not wilderness areas or WSAs and adversely affects the counties' economy in terms of the grazing, tourism, oil and gas extraction, mining, timber industries, and water resource development.

Section 201 of FLPMA requires the BLM to maintain an inventory of all public lands and their resources and other values, including wilderness characteristics. It also provides that the preparation and maintenance of the inventory shall not, of itself, change or prevent change of the management or use of public lands. BLM Instruction Memorandum 2011-154, 2013-106, and Manuals 6310 and 6320 set out the BLM's approach inventorying and managing wilderness characteristics on the public lands (BLM 2011, 2013, 2012b, 2012c).

Each inventory is a snapshot of the existing character of the landscape at a particular time; therefore, BLM will continue to update the inventories as inventoried conditions on the ground change over time in response to both human activities and natural environmental changes.

After an area is inventoried and found to possess wilderness characteristics, the BLM must then make a decision as to whether the area will be managed for those characteristics or for other priority multiple uses. This analysis and management decision is made through a public land use planning process.

In accordance with these policies, NPS surveys its roadless areas for lands eligible for wilderness designation. NPS lands eligible for wilderness designation are managed as "recommended" or "proposed" wilderness until U.S. Congress acts on their status.

Wilderness designation is inconsistent with the multiple-use mandate. Managing public lands for wilderness characteristics circumvents the statutory wilderness process and is inconsistent with the multiple-use and sustained-yield management standard that applies to all BLM and USFS lands that are not wilderness areas or WSAs and adversely affects the counties' economy in terms of the grazing, tourism, oil and gas extraction, mining, timber industries, and water resource development. Management for wilderness characteristics also negatively affects forest health, water quality, watershed health, and increases catastrophic fire risk.

The economic effect of wilderness designation is the subject of ongoing debate. For example, when several proposals were made in the early 1990s to increase acres of wilderness in Utah, a 1992 Government Accountability Office (GAO) study investigated a claim that designating 3.2 million acres of land as wilderness in Utah would cost the state \$9.2 billion annually in future earnings (U.S. General Accounting Office 1992). The GAO study countered the claim made by a 1990 study that had cited adverse economic effects of wilderness designation in Utah (Leaming 1990). The debate over the economic impact of designating wilderness areas continues in Utah. A report published by Utah State University investigated contradictory claims about the economic impact of designating wilderness areas in Utah (Yonk Steed and Simmons 2010).

"Only when large scale federal transfers accompany the designation of wilderness does it appear that wilderness designation has a meaningful impact on the economic conditions of an area" (Yonk, Steed, and Simmons 2010).

Part of Rich County's culture is outdoor oriented with residents recreating in a variety of ways, this includes the use of motorized all-terrain vehicles where appropriate. Managing lands and providing adequate access for multiple uses has historically been, and continues to be, a tradition based on accommodating persons with disabilities and facilitating a diverse range of local values.

At the present time, there are no federally designated Wilderness areas within the boundaries of Rich County.

Context

Rich County has always valued lands for their resource values and multiple use/sustained yield opportunities.

Desired Future State

Rich County supports the current distribution of wilderness in its boundaries, and desires to provide a range of recreation opportunities on public lands; primitive backcountry Wilderness experiences are only one of many recreation demands placed on public lands by residents and visitors.

Management Objectives and Associated Policies and Guidelines

1. The county's support for any recommendations made under a statutory requirement to examine the wilderness option during the revision of land and resource management plans or other methods will be withheld until the following are clearly demonstrated:
 - a. Valid state or local roads and rights-of-way are recognized and not impaired in any way by the recommendations.
 - b. The possibility of future development of mineral resources by underground mining or oil and gas extraction by directional or horizontal drilling or other non-surface disturbing methods are not affected by the recommendations.
 - c. The need for additional administrative or public roads necessary for the full utility of the various multiple uses, including recreation, mineral exploration and development, forest health activities, operation and maintenance of water facilities, and grazing operations on adjacent land, or on subject lands for grandfathered uses, are not unduly affected by the recommendations.
 - d. Analysis and full disclosure are made concerning the balance of multiple-use management in the proposed areas.
 - e. The analysis compares the full benefit of multiple-use management to the recreational, forest health, and economic needs of the state and the county to the benefits of the requirements of wilderness management.
 - f. The conclusion of all studies related to the requirement to examine the wilderness option are submitted to the county for review and action, and the results in support of or in opposition to, are included in any planning documents or other proposals that are forwarded to the United States U.S. Congress.
2. Areas must merit the suitability requirements contained in the Wilderness Act of 1964 unless requirements are changed by U.S. Congress.
3. Any proposed wilderness designations in the county forwarded to U.S. Congress for consideration must be based on a collaborative process in which support for the wilderness designation is unanimous among federal, state, and county officials.
4. Wilderness management must provide for continued and reasonable access to and development of valid, existing property rights within the area and provide for full use and enjoyment of these rights.
5. In accordance with Utah Code 63J-8-104 (b) and (c), it is the policy of the county that federal land management agencies shall:

- Not designate, establish, manage, or treat any of the subject lands as an area with management prescriptions that parallel, duplicate, or resemble the management prescriptions established for wilderness areas or WSAs, including the non-impairment standard applicable to WSAs or anything that parallels, duplicates, or resembles that non-impairment standard.
 - Recognize, follow, and apply the wilderness settlement agreement between the State of Utah and the U.S. Department of the Interior.
 - Revoke and revise BLM Manuals H 6310, 6320, and 6330.
 - Recognize that BLM lacks congressional authority to manage subject lands, other than WSAs, as if they are or may become wilderness.
 - Recognize that even if BLM were to properly inventory an area for the presence of wilderness characteristics, BLM still lacks authority to make or alter project level decisions to automatically avoid impairment of any wilderness characteristics without express congressional authority to do so.
6. Avoid designation of additional areas within the county as federally designated wilderness.
 7. Release WSAs not recommended for designation as wilderness by U.S. Congress for uses other than preservation of wilderness character and multiple-use sustained yield management.
 8. Avoid management of any additional federal lands within the county as non-WSA lands with wilderness characteristics, natural areas, inventoried roadless areas, or similarly intentioned management regimes.
 9. Remove management provisions from federal lands that promote their management for wilderness characteristics and roadless qualities over other uses consistent with the multiple-use and sustained-yield management standard.
 10. Actively manage forests to promote forest and watershed health. Manage lands not designated as wilderness or WSAs by U.S. Congress based on the multiple-use and sustained yield approach.

WILD & SCENIC RIVERS

Management Setting

An administrative designation created under the National Wild and Scenic Rivers Act of 1968 applied to preserve certain free-flowing rivers that “possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural or other similar values”.

The National Wild and Scenic Rivers System was created by U.S. Congress in 1968 under the Wild and Scenic Rivers Act of 1968 (Public Law 90-542; 16 United States Code 1271 et seq.) to preserve certain rivers with outstanding natural, cultural, and recreational values in a free-flowing condition for the enjoyment of present and future generations. The act is notable for safeguarding the special character of these rivers while also recognizing the potential for their appropriate use and development. It encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection. The act purposefully strives to balance dam and other construction at appropriate sections of rivers with permanent protection for some of the country's most outstanding free-flowing rivers. To accomplish this, it prohibits federal support for actions such as the construction of dams or other instream activities that would harm the river's free-flowing condition, water quality, or outstanding resource values. However, designation does not affect existing water rights or the existing jurisdiction of states and the federal government over waters as determined by established principles of law. At the present time there are no waterbodies within Rich County that have been designated as Wild and Scenic.

Under the Wild and Scenic Rivers Act, rivers may be designated by U.S. Congress or, if certain requirements are met, by the Secretary of the Interior. Each river is administered by either a federal or state agency. Designated segments need not include the entire river and may include tributaries. For federally administered rivers, the designated boundaries generally average 0.25 mile on either bank in the lower 48 states in order to protect river-related values.

Section 5(d)(1) of the Wild and Scenic Rivers Act directs federal agencies to identify potential additions to the National Wild and Scenic Rivers System through federal agency plans. Under these provisions, federal agencies study the suitability of river sections they manage for designation under the Wild and Scenic Rivers Act. Sections that are determined to be suitable can be managed to preserve their suitability by an agency land management plan while awaiting congressional designation.

Wild and Scenic Rivers are designated by Congress or the US Secretary of the Interior. To be eligible for designation, a river must be free-flowing and contain at least one “outstandingly remarkable” value (scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar value). Designated rivers are typically managed by federal agencies, but can also be managed by partnerships of adjacent communities, state governments and the National Park Service allowing communities to protect their own outstanding rivers and river-related resources.

Designating river segments as wild, scenic, or recreational would restrict many activities related to the stream and other uses within 0.25 mile of it, and in some cases, these designations could be detrimental to users’ ability to develop and manage water resources necessary to meet future growth needs. The ability to obtain approval for water right change applications on, or upstream of,

designated streams by existing water users may also be limited. Similarly, federal permits cannot be issued for uses on a stream segment that would be in conflict with the wild and scenic designation.

Designation of wild and scenic rivers may result in non-use, restricted use, or environmental impacts on public and private lands. These restrictions may prohibit future uses that are necessary to continue to assure economic prosperity or may adversely affect the operation, management, and maintenance of existing facilities.

A December 2008 report prepared by Utah State University for the Governor's Public Lands Policy Coordination Office, entitled *Impacts of Wild and Scenic River Designation*, finds no scientific evidence that wild and scenic river designation led to increased recreational use of such rivers and no scientific evidence that the economic benefits of designation would offset potential economic losses from decreased timber production, grazing, mining, and water development (Utah State University 2008a).

At present the economic implications of Wild and Scenic River designation are not totally understood, nor quantifiable. The tradeoff between increases in recreation and tourism sectors and the potential economic loss of future river development should be considered. An analysis of Wild and Scenic River designation done by Utah State University, made some observations: primary impacts of designation relate to a reduction in the grazing in riparian areas; and other impacts include further regulations on adjacent public and private land uses.

Where citizens of Rich County are not responsible for the designation or management of Wild and Scenic Rivers, and as there is only a short history (since 1968) of this designation in the US, no custom or culture can be associated with the federal designation "Wild and Scenic Rivers" at this time; however, county residents maintain that rivers in general are an integral element of sustaining and improving the health of the regional economy and ecology. Citizens of Rich County have always prized rivers for their aesthetic, ecological, recreational, and hydropower value. Managing rivers for multiple uses has historically been, and continues to be, a tradition based on facilitating many users and values.

Context

Rich County has always treasured water resources for their various values including irrigation and for fish and wildlife habitat. Rich County currently does not have any rivers officially designated as WSR. Neither does the county have any river segments recommended for inclusion in the National Wild and Scenic Rivers system.

Desired Future State

Rich County supports management of eligible river segments as WSR until either designated by Congress or released.

Management Objectives and Associated Policies and Guidelines

Encourage active and open communication among various federal, state, tribal, and local land use authorities during decision-making processes regarding wild and scenic river designations.

1. Participate in Forest Plan revision processes, including open house meetings, comment periods, etc, to convey Rich County goals and objectives for local rivers and streams.
2. Coordinate involvement from a broad range of stakeholders during land use decisions, including local governments, landowners, and other land use authorities.
3. Prevent additional federal designations that might threaten current uses of water resources in the county.

LAW ENFORCEMENT RESOURCES

Management Setting

Law enforcement in Rich County are responsible for patrolling an area of 1086 square miles and serving a population of 2,288 residents as of the 2013 census. They are also responsible for maintaining the peace during summer months when populations near Bear Lake swell to approximately 12,000 and more on weekends and holidays.

Law enforcement in Rich County includes the cooperative effort of several federal and state agencies. The lead agency for maintaining the peace among citizens is Rich County. The Rich County Sheriff supervises several deputies as well as volunteer organizations including a trained search and rescue staff and Emergency Medical Technicians.

Utah Department of Parks and Recreation maintains a staff with P.O.S.T. training to ensure a safe experience at the three state parks on Bear Lake. During summer months when populations increase, these employees serve a dual role to the park and as part time Deputies under the Rich County Sheriff.

Rich County has a contract with the United States Forest Service for conducting law enforcement activities and lands administered by the forest service. This includes compensation for professional services and established chain of command.

Context

Key law enforcement issues related to natural resources management and public lands are coordination among jurisdictions of various law enforcement personnel and funding issues such as funding for search-and-rescue operations. Law enforcement plays a critical role in protecting natural resources from misuse and theft, managing off-highway vehicles, and in search-and-rescue operations.

Rich County has always valued law enforcement.

Law enforcement has established good relationships with state and federal counterparts.

The designated personnel group who has federal, state, or local authority within a jurisdiction to enforce the law or respond to an emergency.

Desired Future State

Rich County desires for coordinated law enforcement to continue to play a critical role in the maintenance of law and order on public lands to protect the health and safety of persons using public lands, including rule and regulation enforcement, private property trespass, search and rescue operations, and law enforcement.

Management Objectives and Associated Policies and Guidelines

Policies for law enforcement in the county should address public safety, property protection, and

interagency coordination, as these relate to public use areas.

An appropriate level of service for law enforcement is essential for all levels of government to protect the health, safety, and welfare of the County, which will in turn positively impact the local industry. Benefits are direct and indirect.

Annual operating costs for local law enforcement (County Sheriff's departments) are influenced by public lands law enforcement activities, including coordination activities with state and federal law enforcement agencies. Costs associated with search and rescue operations are increasing in many areas of the state, particularly with increased recreation use of remote lands. Utah counties have the option to charge people who are rescued and/or can receive reimbursement through the state's Search and Rescue Financial Assistance Program.

The Utah Search and Rescue Assistance Card (USARA Card) offers expense-paid rescue to individuals (hunters, hikers, other backcountry enthusiasts) for an annual fee. Money raised by the program will support the State's Search and Rescue Financial Assistance Program. County Search and Rescue teams will receive reimbursement for equipment, training and rentals from the program. Such expenses are often borne by the counties.

Law enforcement has always been important to citizens in Rich County for the safety, protection, and security it provides.

1. Maintain law and order on public lands, control litter, discourage vandalism, protect cultural resources, monitor off-highway vehicle use, and perform search-and-rescue operations as needed.
2. Notify the county sheriff's office immediately when there are life-threatening situations, criminal activity, structure failure, resource contamination, natural phenomenon (e.g., fire, landslides), cultural resource site(s) disturbance, and/or discovery of human remains.
3. Share and coordinate search-and-rescue operations, regulation enforcement, and trespass issues between federal agencies and state, county, and local law enforcement units.
4. Promote communication/interaction between the groups.

IMPLEMENTATION

This plan will be implemented as resources allow to create the desired management setting. The following are strategies that can be implemented that fulfill the guidance provided by the planning and zoning commission, board of Commissioners, and public input.

1. Develop cooperator status agreements between county and federal agencies.
Responsible party.....County Commission and Attorney
Anticipated completion date.....October 1, 2017
2. Complete RS-2477 road inventory
Responsible party.....County Commission
Anticipated completion date.....On-going
3. Document grazing activities
Responsible party.....Citizens/ranchers
Anticipated completion date.....On-going
4. Work with Forest Service Management to change forest prescription and increase the numbers for:
 - a. AUM's
 - b. fuelwood harvesting.
 - c. guide permitsResponsible party.....GIP/County Commission
Anticipated completion date.....Progress made by August 1, 2018

MONITORING

Progress toward the Desired Resource Management Setting will be measured by working towards, and ultimately achieving, the Goals and Objectives as set forth in this County Resource Management Plan. Regular progress reports will be made to the County Commission by the Planning and Zoning Commission, staff and federal and state land managers regarding progress toward the desired management setting and toward accomplishment of the goals and objectives. Recommendations may be made to the plan from time to time by the planning commission to the county commission.

Partnerships

Progress regarding planning and development changes on state and federally administered public lands will be made by continued close relationships with public land managers in a cooperative effort with the county.

Local Economic Impact

Changes in management actions which could affect the economic well-being of county residents will always be of primary importance to county officials. Many ranching activities in the south and recreational activities in the north parts of the county are directly tied to management decisions on public lands. Policy changes or management decisions that impact the culture or affect the economic well being of individual citizens or businesses should be addressed early in the planning process.

Public Involvement

The county will keep the public informed as much as possible, in understanding public land policy. The county will consider feedback from the public in evaluating public land issues and in determining the county's policy and position.

It is anticipated that public comments and suggestions will be ongoing and collected during the year by Rich County staff.

APPENDIX 1 - LEGAL BASIS FOR COUNTY RESOURCE MANAGEMENT PLANNING

The authority for each county to make plans for the management of natural resources within the county derives directly from state law (U.C. Title 17 Chapter 27, Section 401). In addition to this authority, provisions of federal law allow counties to participate in and influence the natural resource and land management plans of federal agencies both through use of these duly adopted county plans and through cooperative participation in the planning efforts for the federal lands. This discussion is intended only as a broad outline of the parameters for influence, not as an exhaustive dissertation of all possibilities.

63J-8-103. State participation in managing public lands.

In view of the requirement in FLPMA, 43 U.S.C. Sec. 1712, that BLM must work through a planning process that is coordinated with other federal, state, and local planning efforts before making decisions about the present and future uses of public lands, the requirement in FLPMA, 43 U.S.C. Sec. 1714 that BLM may not withdraw or otherwise designate BLM lands for specific purposes without congressional approval, and the requirement in the Forest Service Multiple-Use Sustained Yield Act of 1960, 16 U.S.C. Sec. 528, that lands within the national forests be managed according to the principles of multiple use, and in view of the right which FLPMA, the National Environmental Policy Act, 42 U.S.C. Sec. 4321 et seq. and the Federal Advisory Committee Act, 5 U.S.C. Appendix 2, give to state and local governments to participate in all BLM and Forest Service efforts to plan for the responsible use of BLM and Forest Service lands and the requirement that BLM and the Forest Service coordinate planning efforts with those of state and local government, the state adopts the following policy for the management of the subject lands:

- (1) Pursuant to the proper allocation of governmental authority between the several states and the federal government, the implementation of congressional acts concerning the subject lands must recognize the concurrent jurisdiction of the states and accord full recognition to state interpretation of congressional acts, as reflected in state law, plans, programs, and policies, insofar as the interpretation does not violate the Supremacy Clause, U.S. Constitution, Article VI, Clause 2.
- (2) Differences of opinion between the state's plans and policies on use of the subject lands and any proposed decision concerning the subject lands pursuant to federal planning or other federal decision making processes should be mutually resolved between the authorized federal official, including federal officials from other federal agencies advising the authorized federal official in any capacity, and the governor of Utah.
- (3) The subject lands managed by the BLM are to be managed to the basic standard of the prevention of undue and unnecessary degradation of the lands, as required by FLPMA. A more restrictive management standard should not apply except through duly adopted statutory or regulatory processes wherein each specific area is evaluated pursuant to the provisions of the BLM's planning process and those of the National Environmental Policy Act.
- (4) The subject lands should not be segregated into separate geographical areas for management that resembles the management of wilderness, wilderness study areas, wildlands, lands with wilderness characteristics, or the like.

- (5) The BLM and the Forest Service should make plans for the use of the subject lands and resources subject to their management pursuant to statutorily authorized processes, with due regard for the provisions of the National Environmental Policy Act, by:
- (a) recognizing that the duly adopted Resource Management Plan or Forest Service equivalent is the fundamental planning document, which may be revised or amended from time to time;
 - (b) avoiding and eliminating any form of guidance or policy that has the effect of prescreening, segregating, or imposing any form of management requirements upon any of the subject lands and resources prior to any of the planning processes subject to Subsection (5)(a); and
 - (c) avoiding and eliminating all forms of planning that parallel or duplicate the planning processes subject to Subsection (5)(a).

63J-8-104 State land use planning and management program.

(1) The BLM and Forest Service land use plans should produce planning documents consistent with state and local land use plans to the maximum extent consistent with federal law and FLPMA's purposes, by incorporating the state's land use planning and management program for the subject lands that is as follows:

- (a) preserve traditional multiple use and sustained yield management on the subject lands to:
 - (i) achieve and maintain in perpetuity a high-level annual or regular periodic output of agricultural, mineral, and various other resources from the subject lands;
 - (ii) support valid existing transportation, mineral, and grazing privileges in the subject lands at the highest reasonably sustainable levels;
 - (iii) produce and maintain the desired vegetation for watersheds, timber, food, fiber, livestock forage, wildlife forage, and minerals that are necessary to meet present needs and future economic growth and community expansion in each county where the subject lands are situated without permanent impairment of the productivity of the land;
 - (iv) meet the recreational needs and the personal and business-related transportation needs of the citizens of each county where the subject lands are situated by providing access throughout each such county;
 - (v) meet the needs of wildlife, provided that the respective forage needs of wildlife and livestock are balanced according to the provisions of Subsection 63J-4-401(6)(m);
 - (vi) protect against adverse effects to historic properties, as defined by 36 C.F.R. Sec. 800;
 - (vii) meet the needs of community economic growth and development;
 - (viii) provide for the protection of existing water rights and the reasonable development of additional water rights; and
 - (ix) provide for reasonable and responsible development of electrical transmission and energy pipeline infrastructure on the subject lands;
- (b)
 - (i) do not designate, establish, manage, or treat any of the subject lands as an area with management prescriptions that parallel, duplicate, or resemble the management prescriptions established for wilderness areas or wilderness study areas, including the non-impairment standard applicable to WSAs or anything that parallels, duplicates, or resembles that non-impairment standard; and
 - (ii) recognize, follow, and apply the agreement between the state and the Department of the

Interior in the settlement agreement;

(c) call upon the BLM to revoke and revise BLM Manuals H 6301, H 6302, and H 6303, issued on or about February 25, 2011, in light of the settlement agreement and the following principles of this state plan:

- (i) BLM lacks congressional authority to manage subject lands, other than WSAs, as if they are or may become wilderness;
- (ii) BLM lacks authority to designate geographic areas as lands with wilderness characteristics or designate management prescriptions for such areas other than to use specific geographic-based tools and prescriptions expressly identified in FLPMA;
- (iii) BLM lacks authority to manage the subject lands in any manner other than to prevent unnecessary or undue degradation, unless the BLM uses geographic tools expressly identified in FLPMA and does so pursuant to a duly adopted provision of a resource management plan adopted under FLPMA, 43 U.S.C. Sec. 1712;
- (iv) BLM inventories for the presence of wilderness characteristics must be closely coordinated with inventories for those characteristics conducted by state and local governments, and should reflect a consensus among those governmental agencies about the existence of wilderness characteristics, as follows:

(A) any inventory of wilderness characteristics should reflect all of the criteria identified in the Wilderness Act of 1964, including:

- (I) a size of 5,000 acres or more, containing no visible roads; and
- (II) the presence of naturalness, the opportunity for primitive and unconfined recreation, and the opportunity for solitude;

(B) geographic areas found to contain the presence of naturalness must appear pristine to the average viewer, and not contain any of the implements, artifacts, or effects of human presence, including:

- (I) visible roads, whether maintained or not; and
- (II) human-made features such as vehicle bridges, fire breaks, fisheries, enhancement facilities, fire rings, historic mining and other properties, including tailings piles, commercial radio and communication repeater sites, fencing, spring developments, linear disturbances, stock ponds, visible drill pads, pipeline and transmission line rights-of-way, and other similar features;

(C) factors, such as the following, though not necessarily conclusive, should weigh against a determination that a land area has the presence of naturalness:

- (I) the area is or once was the subject of mining and drilling activities;
- (II) mineral and hard rock mining leases exist in the area; and
- (III) the area is in a grazing district with active grazing allotments and visible range improvements;

(D) geographic areas found to contain the presence of solitude should convey the sense of solitude within the entire geographic area identified, otherwise boundary adjustments should be performed in accordance with Subsection (1)(c)(iv)(F);

(E) geographic areas found to contain the presence of an opportunity for primitive and unconfined recreation must find these features within the entire area and provide analysis about the effect of the number of visitors to the geographic area upon the presence of primitive or unconfined recreation, otherwise boundary adjustments should be performed in accordance with Subsection (1)(c)(iv)(F);

(F) in addition to the actions required by the review for roads pursuant to the definitions of roads contained in BLM Manual H 6301, or any similar authority, the BLM should, pursuant to its authority to

inventory, identify and list all roads or routes identified as part of a local or state governmental transportation system, and consider those routes or roads as qualifying as roads within the definition of the Wilderness Act of 1964; and

(G) BLM should adjust the boundaries for a geographic area to exclude areas that do not meet the criteria of lacking roads, lacking solitude, and lacking primitive and unconfined recreation and the boundaries should be redrawn to reflect an area that clearly meets the criteria above, and which does not employ minor adjustments to simply exclude small areas with human intrusions, specifically:

(I) the boundaries of a proposed geographic area containing lands with wilderness characteristics should not be drawn around roads, rights-of-way, and intrusions; and

(II) lands located between individual human impacts that do not meet the requirements for lands with wilderness characteristics should be excluded;

(v) BLM should consider the responses of the Department of the Interior under cover of the letter dated May 20, 2009, clearly stating that BLM does not have the authority to apply the non-impairment management standard to the subject lands, or to manage the subject lands in any manner to preserve their suitability for designation as wilderness, when considering the proper management principles for areas that meet the full definition of lands with wilderness characteristics; and

(vi) even if the BLM were to properly inventory an area for the presence of wilderness characteristics, the BLM still lacks authority to make or alter project level decisions to automatically avoid impairment of any wilderness characteristics without express congressional authority to do so;

(d) achieve and maintain at the highest reasonably sustainable levels a continuing yield of energy, hard rock, and nuclear resources in those subject lands with economically recoverable amounts of such resources as follows:

(i) the development of the solid, fluid, and gaseous mineral resources in portions of the subject lands is an important part of the state's economy and the economies of the respective counties, and should be recognized that it is technically feasible to access mineral and energy resources in portions of the subject lands while preserving or, as necessary, restoring nonmineral and non-energy resources;

(ii) all available, recoverable solid, fluid, gaseous, and nuclear mineral resources in the subject lands should be seriously considered for contribution or potential contribution to the state's economy and the economies of the respective counties;

(iii) those portions of the subject lands shown to have reasonable mineral, energy, and nuclear potential should be open to leasing, drilling, and other access with reasonable stipulations and conditions, including mitigation, reclamation, and bonding measures where necessary, that will protect the lands against unnecessary and undue damage to other significant resource values;

(iv) federal oil and gas existing lease conditions and restrictions should not be modified, waived, or removed unless the lease conditions or restrictions are no longer necessary or effective;

(v) any prior existing lease restrictions in the subject lands that are no longer necessary or effective should be modified, waived, or removed;

(vi) restrictions against surface occupancy should be eliminated, modified, or waived, where reasonable;

(vii) in the case of surface occupancy restrictions that cannot be reasonably eliminated, modified, or waived, directional drilling should be considered where the mineral and energy resources beneath the area can be reached employing available directional drilling technology;

- (viii) applications for permission to drill in the subject lands that meet standard qualifications, including reasonable and effective mitigation and reclamation requirements, should be expeditiously processed and granted; and
- (ix) any moratorium that may exist against the issuance of qualified mining patents and oil and gas leases in the subject lands, and any barriers that may exist against developing unpatented mining claims and filing for new claims, should be carefully evaluated for removal;
- (e) achieve and maintain livestock grazing in the subject lands at the highest reasonably sustainable levels by adhering to the policies, goals, and management practices set forth in Subsection 63J-4-401(6)(m);
- (f) manage the watershed in the subject lands to achieve and maintain water resources at the highest reasonably sustainable levels as follows:
 - (i) adhere to the policies, goals, and management practices set forth in Subsection 63J-4-401(6)(m);
 - (ii) deter unauthorized cross-country OHV use in the subject lands by establishing a reasonable system of roads and trails in the subject lands for the use of an OHV, as closing the subject lands to all OHV use will only spur increased and unauthorized use; and
 - (iii) keep open any road or trail in the subject lands that historically has been open to OHV use, as identified on respective county road maps;
- (g) achieve and maintain traditional access to outdoor recreational opportunities available in the subject lands as follows:
 - (i) hunting, trapping, fishing, hiking, family and group parties, family and group campouts and campfires, rock hounding, OHV travel, geological exploring, pioneering, recreational vehicle parking, or just touring in personal vehicles are activities that are important to the traditions, customs, and character of the state and individual counties where the subject lands are located and should continue;
 - (ii) wildlife hunting, trapping, and fishing should continue at levels determined by the Wildlife Board and the Division of Wildlife Resources and traditional levels of group camping, group day use, and other traditional forms of outdoor recreation, both motorized and nonmotorized, should continue; and
 - (iii) the broad spectrum of outdoor recreational activities available on the subject lands should be available to citizens for whom a primitive, non-motorized, outdoor experience is not preferred, affordable, or physically achievable;
- (h)
 - (i) keep open to motorized travel, any road in the subject lands that is part of the respective counties' duly adopted transportation plan;
 - (ii) provide that R.S. 2477 rights-of-way should be recognized by the BLM;
 - (iii) provide that a county road may be temporarily closed or permanently abandoned only by statutorily authorized action of the county or state;
 - (iv) provide that the BLM and the Forest Service must recognize and not unduly interfere with a county's ability to maintain and repair roads and, where reasonably necessary, make improvements to the roads; and
 - (v) recognize that additional roads and trails may be needed in the subject lands from time to time to facilitate reasonable access to a broad range of resources and opportunities throughout the subject lands, including livestock operations and improvements, solid, fluid, and gaseous mineral operations, recreational opportunities and operations, search and rescue needs, other public

safety needs, access to public lands for people with disabilities and the elderly, and access to Utah school and institutional trust lands for the accomplishment of the purposes of those lands;

(i) manage the subject lands so as to protect prehistoric rock art, three dimensional structures, and other artifacts and sites recognized as culturally important and significant by the state historic preservation officer or each respective county by imposing reasonable and effective stipulations and conditions reached by agreement between the federal agency and the state authorized officer pursuant to the authority granted by the National Historic Preservation Act, 16 U.S.C. Sec. 470 et seq.;

(j) manage the subject lands so as to not interfere with the property rights of private landowners as follows:

- (i) the state recognizes that there are parcels of private fee land throughout the subject lands;
- (ii) land management policies and standards in the subject lands should not interfere with the property rights of any private landowner to enjoy and engage in uses and activities on an individual's private property consistent with controlling county zoning and land use laws; and
- (iii) a private landowner or a guest or client of a private landowner should not be denied the right of motorized access to the private landowner's property consistent with past uses of the private property;

(k) manage the subject lands in a manner that supports the fiduciary agreement made between the state and the federal government concerning the school and institutional trust lands, as managed according to state law, by:

- (i) formally recognizing, by duly authorized federal proclamation, the duty of the federal government to support the purposes of the school and institutional trust lands owned by the state and administered by SITLA in trust for the benefit of public schools and other institutions as mandated in the Utah Constitution and the Utah Enabling Act of 1894, 28 Stat. 107;
- (ii) actively seeking to support SITLA's fiduciary responsibility to manage the school trust lands to optimize revenue by making the school trust lands available for sale and private development and for other multiple and consumptive use activities such as mineral development, grazing, recreation, timber, and agriculture;
- (iii) not interfering with SITLA's ability to carry out its fiduciary responsibilities by the creation of geographical areas burdened with management restrictions that prohibit or discourage the optimization of revenue, without just compensation;
- (iv) recognizing SITLA's right of economic access to the school trust lands to enable SITLA to put those sections to use in its fiduciary responsibilities;
- (v) recognizing any management plan enacted by SITLA pursuant to Section 53C-2-201; and
- (vi) acting responsibly as the owner of land parcels with potential for exchange for state land parcels by:

(A) moving forward with the process for identifying federal land parcels suitable and desirable for exchange for state land parcels;

(B) removing barriers to the exchange of federal land parcels for state land parcels;

(C) expediting the procedures and processes necessary to execute the exchange of federal land parcels for state land parcels; and

(D) lobbying and supporting in good faith any congressional legislation to enact and finalize the exchange of federal land parcels for state land parcels;

(l) oppose the designation of BLM lands as areas of critical environmental concern (ACEC), as the BLM lands are generally not compatible with the state's plan and policy for managing the subject lands, but special cases may exist where such a designation is appropriate if compliance with

FLPMA, 43 U.S.C. Sec. 1702(a) is clearly demonstrated and where the proposed designation and protection:

- (i) is limited to the geographic size to the minimum necessary to meet the standards required by Section 63J-4-401;
- (ii) is necessary to protect not just a temporary change in ground conditions or visual resources that can be reclaimed or reversed naturally, but is clearly shown as necessary to protect against visible damage on the ground that will persist on a time scale beyond that which would effectively disqualify the land for a later inventory of wilderness characteristics;
- (iii) will not be applied in a geographic area already protected by other protective designations available pursuant to law; and
- (iv) is not a substitute for the non-impairment management requirements of wilderness study areas; and
- (m) recognize that a BLM visual resource management class I or II rating is generally not compatible with the state's plan and policy for managing the subject lands, but special cases may exist where such a rating is appropriate if jointly considered and created by state, local, and federal authorities as part of an economic development plan for a region of the state, with due regard for school trust lands and private lands within the area.

(2) All BLM and Forest Service decision documents should be accompanied with an analysis of the social and economic impact of the decision. Such analysis should:

- (a) consider all facets of the decision in light of valuation techniques for the potential costs and benefits of the decision;
- (b) clarify whether the costs and benefits employ monetized or non-monetized techniques;
- (c) compare the accuracy, completeness, and viability of monetized and non-monetized valuation techniques used as part of the analysis, including all caveats on use of the techniques; and
- (d) compare the valuation techniques employed in the analysis to the federal standards for valuation employed by the U.S. Department of Justice in court actions.

The intent of this section of the CRMP is to acknowledge the County's legal responsibilities and opportunities relative to public lands planning and management. There are various codes and statutes that have been enacted to facilitate local involvement with state and federal land managers. As a county with significant federal land holdings Rich County seeks to be included in management decisions that will affect tax revenues, local economies, and a way of life for many residents.

The state of Utah has granted the right to develop and regulate land use activities within its jurisdictional boundaries through the land use management and development act (17-27a-102). This law outlines the duties of the county:

To provide for the health, safety, and welfare, and promote the prosperity, improve the morals, peace and good order, comfort, convenience, and aesthetics of each county and its present and future inhabitants and businesses.

Counties may enact all ordinances, resolutions, and rules and may enter into other forms of land use controls and development agreements that they consider necessary or appropriate for the use and development of land within the unincorporated area of the county or a designated mountainous planning district, including ordinances, resolutions,

rules, restrictive covenants, easements, etc.

63J-8-103. State participation in managing public lands.

In view of the requirement in FLPMA, 43 U.S.C. Sec. 1712, that BLM must work through a planning process that is coordinated with other federal, state, and local planning efforts before making decisions about the present and future uses of public lands, the requirement in FLPMA, 43 U.S.C. Sec. 1714 that BLM may not withdraw or otherwise designate BLM lands for specific purposes without congressional approval, and the requirement in the Forest Service's Multiple-Use Sustained Yield Act of 1960, 16 U.S.C. Sec. 528, that lands within the national forests be managed according to the principles of multiple use, and in view of the right which FLPMA, the National Environmental Policy Act, 42 U.S.C. Sec. 4321 et seq. and the Federal Advisory Committee Act, 5 U.S.C. Appendix 2, give to state and local governments to participate in all BLM and Forest Service efforts to plan for the responsible use of BLM and Forest Service lands and the requirement that BLM and the Forest Service coordinate planning efforts with those of state and local government.

Federal Land Policy and Management Act 1976

FLPMA was adopted in 1976 to govern the management of lands under the BLM. It phased out homesteading in the United States and replaced previous iterations of the homestead act.

The intent of FLPMA was to create a framework in which the BLM administers lands. It creates a transparent, multidisciplinary approach to planning to ensure multiple uses are provided for while simultaneously protecting the natural resource.

Language in the act directs agencies to coordinate with state and local land use offices when developing plans for activities within a local jurisdiction. Under the Act, when public lands are being sold, notices are to be provided to local jurisdictions outlining said transactions. Agencies are also directed to develop plans in accordance with existing local plans to the greatest extent practicable and resolve inconsistencies between federal and non-federal plans.

FLPMA also gives the BLM authority to conduct studies and to designate public lands as "Wilderness Study Areas". This doesn't designate a wilderness area but rather identifies an area for study that is treated as a "Wilderness Area" until such time as it is designated as such through congressional approval.

Wild and Scenic River Act 1968

It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes.

Wilderness Act 1964

The Wilderness Act of 1964 established provisions for designating public lands with unique natural value as “wilderness”. The definition of wilderness in the act is simple.

“A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain.”

There are four criteria identified that must be met to qualify for the wilderness designation and included in the public trust which include the following:

- Minimal human imprint
- Opportunities for unconfined recreation
- At least five thousand acres
- Educational, scientific, or historical value

The intent of the Wilderness Act is to protect large tracts of land that provide water for downstream users and protect a diversity of wildlife including endangered species by restricting uses associated with human activity. Use of the land is still allowed as long as the “footprint” of the use is minimized to the greatest extent practicable. Grazing is often allowed while oil and gas drilling are not.

Rich County contains significant amounts of public land that are accessible by the public. There are 223,332 acres under federal administration with the majority managed by the Bureau of Land Management (BLM). There are no current lands managed by other federal agencies such as the National Park Service (NPS).

Federal Advisory Committee Act

The Federal Advisory Committee Act of 1972 (FACA) was enacted to improve the process where public comments are provided to federal agencies. It establishes the guidelines on committee formation under federal agencies.

National Environmental Policy Act

The National Environmental Policy Act was enacted in 1969 and requires federal agencies to develop environmental assessments (EA’s) and environmental impact statements (EIS’s) to provide support to agency actions or whenever federal monies are funding a project. The act requires the evaluation of alternatives and why each alternative was not selected. The act allows for categorical exclusions on actions that have little cumulative effect on the human environment. The executive level Council on Environmental Quality is also part of the act. This council reports directly to the president on environmental matters. The council also requires coordination with local plans to avoid redundancy and reduce costs. The council encourages local jurisdictions to become involved as “cooperating agencies”. This allows local governments to participate in the development of natural resource plans or EIS’s. This designation is based on the fact that they have local planning expertise or professionals in discipline addressed by a particular action.

APPENDIX 2 - SOCIOECONOMIC LINKS TO COUNTY RESOURCES

It has been well established that that Rich County is an area steeped in agricultural tradition and wise use of natural resources. The original settlers of the area were able to make good use of the natural resources through agrarian practices and many of their posterity continue the tradition. Improvements in technology have made it easier to ranch more acres with fewer hands. However, despite the improvements to the agricultural way of life, there are many influences that threaten ranching in Rich County. Demand for recreational opportunities has turned agricultural fields into residential subdivisions. Natural resource management agencies have reduced the number of animals traditionally grazed on public lands. This section will address the socioeconomics of the county and observed trends that appear to be generating changes in demographic structure. This section provides a summary of the socio-economic profile for Rich County.

The population of Rich County as of the 2010 census was 2,264. Of those, 1,170 were male and 1,094 were female. The median age of those surveyed was 34.7. The population is primarily white with 97% of respondents identifying as Caucasian. Hispanics were the largest ethnicity among residents at 96 individuals. Population projections suggest that Rich County population will experience an increase of 35% to 4,147 by 2060 (Envision Utah, 2012)

The median income for a resident in Rich County was \$50,781 which placed the poverty level at 14% of the population in the county. The median home price was \$173,500.

From 1970 to 2014 the population of Rich County grew from 1,611 persons to 2,293 persons which represents an increase of 42%. From 2000 to 2014 the population growth was 100% and considers mortality effects of birth, death, and migration.

As the population continues to grow so does the number of employed. Figure 11 shows that employment was decreasing or flat over the period 1970 to 1994. Around 1994 a significant improvement is observed in the number of employed. That trend continues to the present day.

Figure 11. Employment Trends in Rich County, Utah.

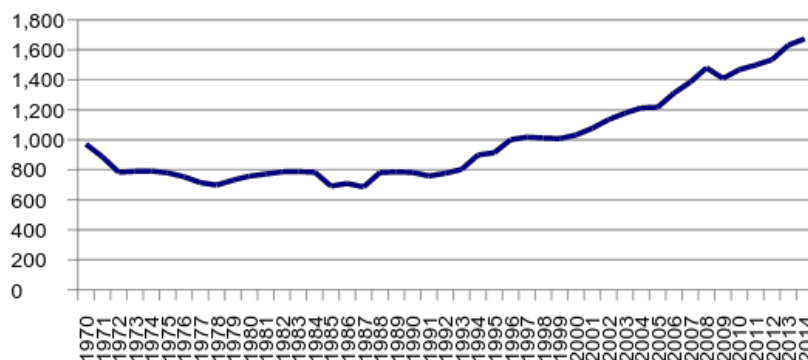


Table 5 provides greater depth to the employment trends in Rich County between 1970 and 2014.

Over the same time period employment grew from 971 to 1,673 or an increase of 72%. Labor and wage jobs increased by 21% while proprietorships increased by 128.8%.

Table 5. Components of Employment Change from 1970 to 2014.

	1970	1980	1990	2000	2014	Change 2000-2014
Total Employment	971	758	783	1,032	1,673	641
Wage and salary jobs	673	531	483	643	783	140
Number of proprietors	298	227	300	389	890	501
Percent of Total						% Change 2000-2014
Total Employment						62.1%
Wage and salary jobs	69.3%	70.1%	61.7%	62.3%	46.8%	21.8%
Number of proprietors	30.7%	29.9%	38.3%	37.7%	53.2%	128.8%

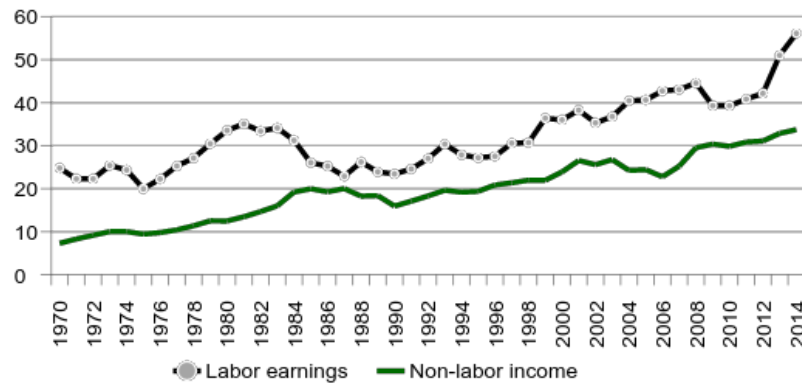
All employment data in the table above are reported by *place of work*. Includes full-time and part-time workers.

This increase between wage jobs and proprietors could suggest a healthy economy or a weak labor force (U.S. Dept. of Commerce, 2015). In Rich County, this also suggests a transition from ranching based employment to entrepreneurship fueled by significant recreational opportunities.

Income grew from 1970 to 2014 from \$32.1 million to \$89.9 million, an increase of 180%. The two largest sectors increasing over the period were hardship related transfer payments and age related transfer payments at 148% and 86% respectively. This trend suggests a significant aging population in Rich County and jobs that aren't producing a living wage.

Labor earnings over the 1970-2014 period of time increased 126% from \$24.8 million to \$56.1 million while non-labor earnings increased 362% from \$7.3 million to \$33.7 million. Labor earnings increased by 50% over the period, outpacing cost of living (Table 6).

Table 6. Labor earning compared to cost of living in Rich County

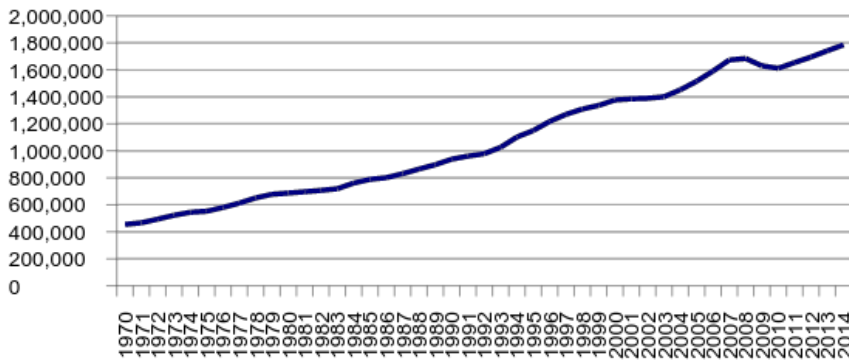


In many geographies, the non-labor income is the largest form of income. This is particularly true in rural areas. An aging population and stock market growth are some of the reasons behind the rapid growth in non-labor income. This suggests that factors such as reduced Animal Unit Months (AUM's) and other policies have curtailed the income of the traditional rancher.

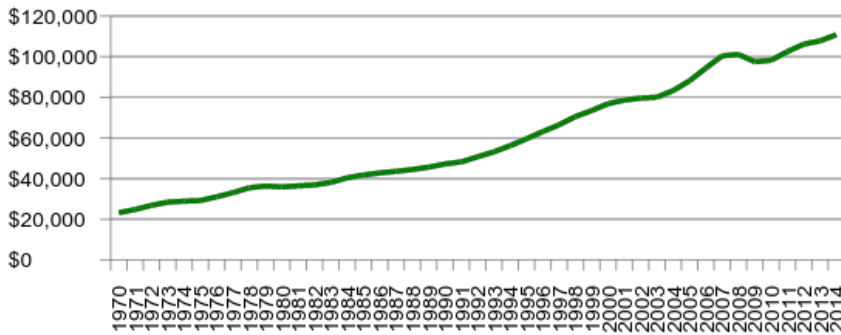
The growth in non-labor income can be an indication that a place is an attractive place to live and retire. The in-migration of people who bring investment and retirement income with them is associated with a high quality of life, good health care facilities and affordable housing.

The socio-economic data collected for Rich County suggests a transition away from the resource based economy that has traditionally supported the area. Two of the indicators are the reduction in farm jobs and the increase in investment income. These two indicators paint a picture of fewer jobs to support ranching and an increase in the population living off of non-wage income attributable to retirement, investments, etc.

By comparison, the state of Utah experienced significant increases in all major socioeconomic indicators. From 1970 to 2000 the population increased by 176% from 1,065,672 to 2,942,902.



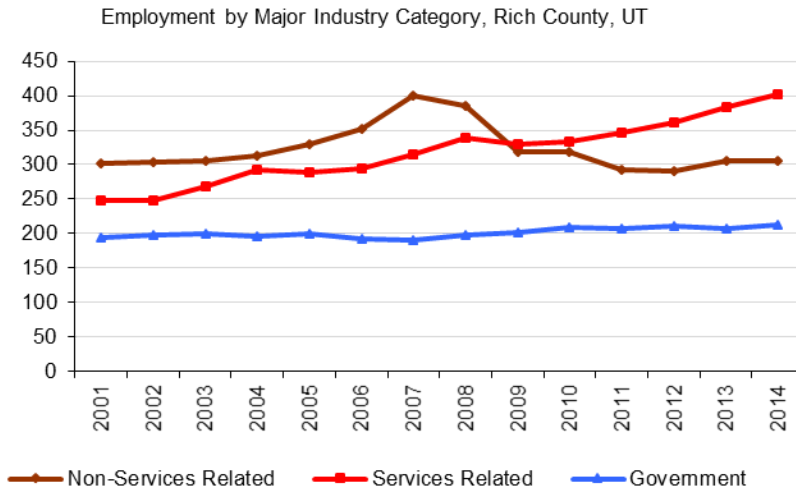
The number of full and part time jobs increased by 293% from 454,612 to 1,785,244 and income increased 378% from \$23.211 million to \$110.841 million.



Data collected during the period 1970 to 2014 suggest an increasing population and favorable economic environment within Rich County. Modest population increases suggest a stable economy as opposed to one where wages and population are stagnant over a period of time. Increases in entrepreneurship suggest a need for services or perhaps a lack of workforce. Either or both could be reasonable in Rich County.

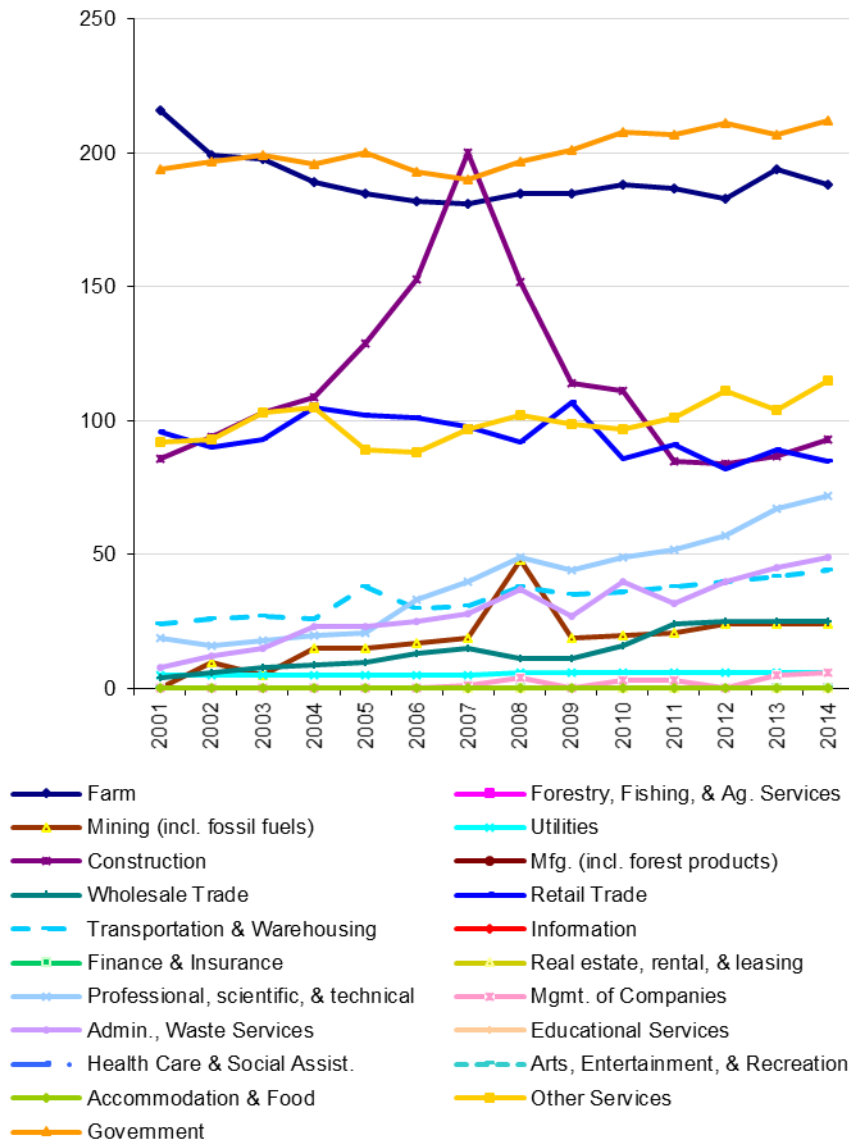
Significant increases in personal income as a result of investments and retirement are indicative of an area with a high quality of life that is desirable as a retirement destination. Other factors that would lend support to this include the increase in number of age related transfer payment which more than doubled between the years 2000 and 2014.

The number of jobs in Rich County was dominated in the non-service, service, and government sectors.



Although the number of non-service related jobs only grew by <1% over the period of data collected, it is apparent that non-services related industries had a significant impact during the period. From 2001-2007 non-service jobs increased by 25% suggesting a close relationship with the housing industry. This trend shows a significant increase in the number of construction jobs from 2001 – 2014.

Employment by Industry, Rich County, UT



Decreases in the number of farm jobs over the period of data suggest that improved efficiencies in farming operations such as converting to pivot irrigation systems or conversion of valuable farmland to residential units, or both. Decrease in the number of farm jobs could also suggest contraction by that industry as a result of herd attrition due to reduced AUM's, leased federal acres, and other federal management decisions.

Rich County has identified as rural since it was settled in the 1800's. Economic ties to the abundant natural resources in the area have created an economy largely dependent upon how federal lands and other resources are managed. The data presented here, present a picture of county that has strong ties to the agricultural community but actual farm jobs have decreased. where increases in service sector employment cannot be ignored. Agriculture is the top employer for the area while service sector industries gain momentum. It is an area that has a desirable quality of life for those who are seeking retirement based on non-salary indicators. Where key indicators such as increases in wage, proprietorship, and number of jobs continues to increase suggesting a healthy economy.

Total Population, Employment, & Real Personal Income Trends, 1970-2014

	1970	1980	1990	2000	2014	Change 2000-20 14
Population	1,611	2,125	1,731	1,965	2,293	328
Employment (full & part-time jobs)	971	758	783	1,032	1,673	641
Personal Income (thousands of 2014\$s)	32,086	46,026	39,372	59,885	89,862	29,977

Population and personal income are reported by place of residence, and employment by place of work on this page.

APPENDIX 3 - HISTORICAL

Rich County takes its name from Mormon colonizer Charles C. Rich, who was called by Brigham Young to establish settlements in the area. Charles C. Rich led a colony from Cache County into the Bear Lake Valley in 1863. In the fall of 1864 settlers who had spent the previous winter in Paris and surrounding communities in the Bear Lake Valley moved southward into what is now Rich County, Utah.

The community of Garden City was the first one to be settled by this movement. The area at the south end of the lake was not filled with white settlers for several years after Garden City was located. President Brigham Young made a treaty with the Indians stipulating that the area immediately surrounding the South of Bear Lake was to be reserved for the Indians to be used as a trading point. Previous to the coming of the white man it was customary in both the spring and fall for the Indians to spend many weeks trading furs and Indian ponies, and fishing in the waters of Bear lake and its surrounding tributaries.

Laketown Area Fur Traders Rendezvous

The Rocky Mountain Fur Company headed by Milton G. Sublette, Dave E. Jackson, and Jedediah S. Smith conducted a fur trading rendezvous in the vicinity of Laketown on July 1827, taking 130 bales of beaver furs for shipment to St. Louis in March with 60 men and merchandise arriving via South Pass in late June. The trading was concluded and all parties dispersed in mid July 1827, following the return of Smith from a perilous journey to California. Traders were also here in 1826. In the late 1860's, Meadowville, Round Valley, and Laketown were being established as "Mormon" communities in spite of troubles with the Indians over this, their "hunting grounds". It seems that the first white settlers in the valley had made a treaty with the Indians, which gave to the whites the north end and the Indians the south end of Bear Lake Valley. Large bands of Indians frequently gathered in the vicinity of Laketown. In 1870, a gathering of Indians, (estimated at 3,000), camped on the south shore of Bear Lake causing settlers a great deal of concern and trouble; however, after a meeting of the settlers and chiefs, among them Chief Washakie, an agreement was effected and the Indians moved to Wind River, Wyoming.

Bear Lake Valley

The trappers and traders of the early 1800's were familiar with the Bear Lake Valley. One, Donald MacKenzie (1819), a red haired Scotsman, is credited with naming Bear Lake and Bear River, so called because of the numerous black bear in the area. He explored the country and traded with Indians. At MacKenzie's instigation, over 10,000 Indians camped on both sides of a seven-mile stretch of Bear River at the north end of Bear Lake. The gathering (including the Bancocks, the War-are-ree-kas, and the Shoshonis, not all of which were on friendly terms themselves) was the largest ever known to have assembled in the Rockies. The giant Indian Chief Pee-eye-em and his brother Ama-qui-em, also a huge man, were in authority over the entire group. Mackenzie's purpose in arranging for this Pow-Wow was not only to trade for furs, but also to persuade the Indians to be friendlier to the white people.

APPENDIX 4 - NOXIOUS WEEDS

The following weeds are hereby officially designated and published as noxious for the State of Utah, as per the authority vested in the Commissioner of Agriculture and Food under Section 4-17-3:

There are hereby designated five classes of noxious weeds in the state: Class 1A (EDRR Watch List), Class 1 (EDRR), Class 2 (Control), Class 3 (Containment), and Class 4 (Prohibited for sale or propagation).

Class 1A: Early Detection Rapid Response (EDRR) Watch List Declared noxious and invasive weeds not native to the state of Utah and not known to exist in the State that pose a serious threat to the state and should be considered as a very high priority.

Common crupina - *Crupina vulgaris*
 African rue - *Peganum harmala*
 Small bugloss - *Anchusa arvensis*
 Mediterranean sage - *Salvia aethiopsis*
 Spring millet - *Milium vernale*
 Syrian beancaper - *Zygophyllum fabago*
 Ventenata (North Africa grass) - *Ventenata dubia*
 Plumeless thistle - *Carduus acanthoides*
 Malta starthistle - *Centaurea melitensis*

Class 1B: Early Detection Rapid Response (EDRR) Declared noxious and invasive weeds not native to the State of Utah that are known to exist in the state in very limited populations and pose a serious threat to the state and should be considered as a very high priority.

Camelthorn - *Alhagi maurorum*
 Garlic mustard - *Alliaria petiolata*
 Purple starthistle - *Centaurea calcitrapa*
 Goatsrue - *Galega officinalis*
 African mustard - *Brassica tournefortii*
 Giant reed - *Arundo donax*
 Japanese knotweed - *Polygonum cuspidatum*
 Blueweed (Vipers bugloss) - *Echium vulgare*
 Elongated mustard - *Brassica elongata*
 Common St. Johnswort - *Hypericum perforatum*
 Oxeye daisy - *Leucanthemum vulgare*
 Cutleaf vipergrass - *Scorzonera laciniata*

Class 2: Control Declared noxious and invasive weeds not native to the state of Utah, that pose a threat to the state and should be considered a high priority for control. Weeds listed in the control list are known to exist in varying populations throughout the state. The concentration of these weeds is at a level where control or eradication may be possible.

Leafy spurge - *Euphorbia esula*
 Medusahead - *Taeniatherum caput-medusae*

Rush skeletonweed - *Chondrilla juncea*
 Spotted knapweed - *Centaurea stoebe*
 Purple loosestrife - *Lythrum salicaria*
 Squarrose knapweed - *Centaurea virgata*
 Dyers woad - *Isatis tinctoria*
 Yellow starthistle - *Centaurea solstitialis*
 Yellow toadflax - *Linaria vulgaris*
 Diffuse knapweed - *Centaurea diffusa*
 Black henbane - *Hyoscyamus niger*
 Dalmation toadflax - *Linaria dalmatica*

Class 3: Containment Declared noxious and invasive weeds not native to the State of Utah that are widely spread. Weeds listed in the containment noxious weeds list are known to exist in various populations throughout the state. Weed control efforts may be directed at reducing or eliminating new or expanding weed populations. Known and established weed populations, as determined by the weed control authority, may be managed by any approved weed control methodology, as determined by the weed control authority. These weeds pose a threat to the agricultural industry and agricultural products.

Russian knapweed - *Acroptilon repens*
 Houndstounge - *Cynoglossum officinale*
 Perennial pepperweed (Tall whitetop) - *Lepidium latifolium*
 Phragmites (Common reed) - *Phragmites australis* ssp.
 Tamarisk (Saltcedar) - *Tamarix ramosissima*
 Hoary cress - *Cardaria* spp.
 Canada thistle - *Cirsium arvense*
 Poison hemlock - *Conium maculatum*
 Musk thistle - *Carduus nutans*
 Quackgrass - *Elymus repens*
 Jointed goatgrass - *Aegilops cylindrica*
 Bermudagrass* - *Cynodon dactylon*
 Perennial Sorghum spp.: Johnson Grass (*Sorghum halepense*) and Sorghum alnum (*Sorghum alnum*).
 Scotch thistle (Cotton thistle) - *Onopordum acanthium*
 Field bindweed (Wild Morning-glory) - *Convolvulus* spp.
 Puncturevine (Goathead) - *Tribulus terrestris*

*Bermudagrass (*Cynodon dactylon*) shall not be a noxious weed in Washington County and shall not be subject to provisions of the Utah Noxious Weed Law within the boundaries of that county. It shall be a noxious weed throughout all other areas of the State of Utah and shall be subject to the laws therein.

Class 4: Prohibited Declared noxious and invasive weeds, not native to the state of Utah, that pose a threat to the state through the retail sale or propagation in the nursery and greenhouse industry. Prohibited noxious weeds are annual, biennial, or perennial plants that the commissioner designates as having the potential or are known to be detrimental to human or animal health, the environment, public roads, crops, or other property.

Cogongrass (Japanese blood grass)-*Imperata cylindrica*
 Myrtle spurge - *Euphorbia myrsinites*

Dames Rocket - *Hesperis matronalis*
Scotch broom - *Cytisus scoparius*
Russian olive - *Elaeagnus angustifolia*

APPENDIX 5 - PREDATOR CONTROL

Without management, predators may limit the growth of other wildlife populations

The Utah Division of Wildlife Resources (DWR) recognizes predator management as an important tool available to DWR staff and U.S. Department of Agriculture-Wildlife Services personnel, when needed. Although predator management can be controversial, it is important under certain circumstances for the effective management of predator and prey populations.

Predators are being managed under certain circumstances

If predator populations are limiting DWR's ability to reach other wildlife management objectives, wildlife officials may choose to implement predator management plans. DWR recently updated its approach to predator management, placing increased emphasis on the protection of mule deer.

The updated approach directs additional financial resources (\$600,000 annually) to the U.S. Department of Agriculture-Wildlife Services for coyote control, specifically to help reduce coyote populations in areas where deer fawn survival is low. Coyotes are not considered protected wildlife and there is a bounty program to encourage coyote control. In addition, targeted efforts using hunters and trappers helps ensure removal of coyotes from the right areas, during the right seasons to improve fawn survival.

DWR also is working to limit the impact of cougars on Utah's deer herds, while maintaining a healthy cougar population statewide. Cougar harvest has been liberalized where mule deer or bighorn sheep populations fall below the population management objective, and where adult deer or bighorn sheep survival is lower than normal. More detail can be found in the [Utah Cougar Management Plan](#).

DWR implements predator management in certain units

DWR is managing predators in specific units, for the following species and situations:

- Ravens, coyotes, red foxes, and badgers that prey on sage-grouse/eggs
- Raccoons and red foxes that prey on waterfowl/eggs (foxes take nesting hens and eggs)
- Cougars that prey on adult mule deer or bighorn sheep
- Coyotes that prey on mule deer fawns or pronghorn fawns

Of these programs, the one that targets coyotes is the largest and most costly for DWR. Appropriately targeting and timing predator removal efforts is essential for reducing the impact that coyotes have on fawn survival. In Utah, targeted contracts allow removal of coyotes from fawning grounds from March through August, and the coyote bounty program is most effective during the coyote breeding season (January–March).

Coyote Bounty Program

Utah's [Mule Deer Protection Act](#) went into effect in July of 2012. The primary goal of the program was to remove coyotes from areas where they may prey on deer fawns. The Utah Legislature set aside \$500,000 from the General Fund to pay individuals to kill coyotes in Utah. To process the payments and track harvest and participation, DWR created the General Predator Control Program. This took the place of previous coyote bounty programs administered by participating counties.

DWR established locations throughout the state where people can check-in coyotes for a \$50 payment. Each participant is required to submit the scalp of the animal with both ears attached, the lower jaw, and a data sheet reporting where the coyote was killed. The coyote program does not have mandatory reporting requirements, meaning that it is legal to harvest coyotes and store them for indeterminate periods. One result of that choice is that coyotes harvested in one fiscal year may be submitted for payment in a different fiscal year. With that qualification, based on reported harvest, just over 7,000 coyotes were taken under the bounty program each year for the first two years of the program. In 2015, nearly 8,200 coyotes were submitted for bounty payments. To view completed reports, including maps of the results for the control program, please click on this [link](#).

Coyote removal success varied across the state. Six mule deer management units (Box Elder, West Desert, SW Desert, Fillmore, Beaver, and Pine Valley) accounted for approximately 50% of all coyotes removed. The bounty program likely increased the number of coyotes killed in Utah and provided government-supplied economic rewards to individuals and businesses throughout the state. It may take several years of program implementation before improvements in fawn:doe ratios are observed. Both location and timing are essential in reducing the impact of coyote predation on mule deer fawn survival.

Black bears and wolves present different management challenges

Two additional wildlife species can at times exhibit predatory behavior in Utah: black bears and wolves. Both of these species are managed under specific plans ([Utah Black Bear Management Plan](#) and [Utah Wolf Management Plan](#)), although wolves do not present predator-management challenges to Utah wildlife managers at this time.

Bears

Black bears occur in stable, healthy populations across certain parts of Utah. Normally, they don't occur in the mountain ranges of the western deserts. Data showing black bear distribution and hunt boundaries in Rich County suggest that black bears occupy an area of 5933 acres. They are more of an omnivore, and the vast majority of their diet is composed of plant material and, at certain times of year, insects or insect larvae. Often when bears do eat meat, they are relying on carrion which they have happened upon, not fresh prey. Black bears have under certain conditions been known to take a significant number of newborn deer fawns.

Wolves

Wolves exhibit behavior patterns, such as cooperative hunting in packs, which clearly separate them from bears and other predators. By any measure, wolves are highly effective and efficient

predators. Currently, there are not any established breeding populations of wolves in Utah. However, there are occasional transients and migrants.

Senate Bill 36 ([Utah Wolf Management Act](#)) from the 2010 General Session directed the Division of Wildlife Resources to prevent any wolf packs from establishing in the portion of the state where wolves are removed from the protection of the Endangered Species Act. That area includes only the portion of Utah located north of I-80 *and* east of I-84 ([see map](#)). DWR has given authority to the U.S. Department of Agriculture-Wildlife Services to act on our behalf to resolve livestock depredation incidents which involve wolves in this area.

For the remainder of the state, wolves are classified as a federally endangered species, and management authority lies with the U.S. Fish and Wildlife Service (FWS). The state law referenced above also directs the Division of Wildlife Resources to request that the FWS immediately remove any wolves discovered in areas of Utah where they are still protected under the Endangered Species Act. The Utah Wolf Management Act suspends the portion of the [Utah Wolf Management Plan](#) that would allow two packs to become established in Utah, although the remaining strategies of the plan are still in effect. If wolves are delisted across all of Utah, the management plan then would be fully implemented.

Cougar and Bear Livestock Depredation

Black bears can cause site-specific depredation problems among livestock, especially domestic sheep bedded down for the night during the summer months. Although cougars prey primarily on adult deer, they are opportunistic predators, and can also cause site-specific livestock depredation problems. DWR provides compensation to ranchers with documented livestock losses attributed to cougar or bear. DWR also issues increased cougar and bear permits in areas with chronic livestock losses caused by predation from these species.

APPENDIX 6 - THREATENED & ENDANGERED SPECIES

General information on Threatened, Endangered, and Sensitive Species

- ◆ Energy development provides a major economic stimulus for parts of Utah. However, energy development and transmission also may cause impacts to rare plants or sensitive wildlife species. Typical impacts include loss, damage, or fragmentation of important habitats, increased disturbance, reduced water quality, and the faster spread of invasive species. These kinds of impacts should be mitigated to promote a balance among competing uses of the natural resources occurring within a given county.

- ◆ Air Quality issues generally are not a major consideration in the management of Threatened, Endangered, or Sensitive Species, although dust deposition may affect vegetation (Farmer, 1993) which animals use for food, cover, or shelter. It is reasonable to assume that air pollution affects other higher order animals in the same ways that it affects humans, although effects on wildlife are not well documented. The effects of dust and other particulate forms of air pollution on animal ecology are only now becoming a more widely recognized subject of interest (Field et. al., 2009) (grantz et. al., 2003).

- ◆ Water is important to all life, and it is limited across many areas of the West including much of Utah. The supply of this critical resource may be further reduced by projected growth in our human population, particularly if the climate becomes hotter and drier as many are predicting. Water management becomes relevant in the conservation of listed or sensitive species whenever they depend on aquatic systems such as healthy streams, rivers, wetlands, or riparian habitats. Management issues include water supply, water quality (e.g., temperature, sediment load, or nutrient content), and the timing or duration of flows in streams and spring-fed aquatic systems. extraction and consumption of water and the accompanying alteration of aquatic habitats generate the single most significant source of stress to Utah's sensitive wildlife species and their habitats. Water management demands our best attention, if we hope to be able to meet municipal and industrial needs, while preserving traditional agricultural uses, and ensuring persistence of sufficient plant and animal diversity in our aquatic systems. Water is a fundamental requirement for healthy landscapes which support our quality of life. We must carefully evaluate all plans which guide the use or management of water.

Federally listed species are largely removed from our control

Once a species of plant or animal becomes federally listed, the range of options for managing lands and waters where that species occur substantially narrows. A common approach following listing is to follow the prescriptions outlined in Recovery Plans or Habitat Conservation Plans, which are expensive to develop and challenging to implement. Counties seek opportunities to influence how these plans are developed once a listing occurs, but the freedom to manage species in a way that best suits a given county in Utah has been lost once an affirmative listing decision has been

issued.

New Threatened or Endangered species listings would impact people

The Endangered Species Act (ESA) requires stringent review and management protocols for listed species, dramatically reducing the flexibility to address land and resource management decisions at a local or regional level. Listings often impact management regardless of land ownership, although plant listings may not impact private lands as stringently. No one seeks the loss of rare native plants or sensitive wildlife species, but most would prefer not to have to deal with the procedural difficulties, diminished flexibility, and increased costs inherent to new listings of species under the ESA.

A better method is needed for conserving sensitive species

ESA listings may occur in certain instances as a last step to prevent the ultimate loss of distinct populations of native plants or sensitive wildlife species. A far more desirable approach than regulation under ESA, however, would be to systematically evaluate which species may be facing trouble, and then to take logical steps to reverse declines in populations or important habitats. The right system would help focus actions where they could do the most good, so that higher priorities would get the necessary attention to generate preferred outcomes.

This was part of the intent behind Utah's [Wildlife Action Plan \(Plan\)](#) for 2015-2025. UDWR worked with other agencies, stakeholders, and organizations to identify the wildlife species (not plants) most in need of conservation attention, and to determine which key habitats were essential for their survival. **County-by-county lists of threatened, endangered, and sensitive species known to occur within a given county** are provided via the link given for the *Plan*. Known locational occurrences (by quadrangle map) of threatened, endangered, and sensitive wildlife species are available as Geographic Information System (GIS) data at this [link](#). Threats, limiting factors, crucial data gaps (information we still need), and conservation actions have also been identified within the *Plan*.

The *Plan* provides strong, clear guidance for developing creative, solution-based partnership actions to manage threats, reduce limiting factors, and resolve critical data gaps. The *Plan* includes provisions for gaining feedback: periodic status assessment and effectiveness monitoring to permit informed adjustments to management actions. If the *Plan* were effectively implemented, it would result in healthier habitats and more secure wildlife populations, thus reducing the likelihood of new listings under the ESA.

APPENDIX 7 - WILDLIFE

General information on Wildlife

◆ Energy development provides an important economic stimulus in certain parts of Utah. However, energy development and transmission also may cause impacts to valued wildlife species. Typical impacts may include loss or fragmentation of habitats, and increased disturbance during sensitive periods such as when the young are born, or during winter while harsh climatic conditions may already be causing stress to animals. Development-related impacts need to be mitigated to promote a balance among competing uses of natural resources occurring within the County.

◆ Air Quality issues generally are not a major consideration in wildlife management, although dust deposition may affect vegetation (Farmer, 1993) which animals use for food, cover, or shelter. It is reasonable to assume that air pollution affects other higher order animals in the same ways that it affects humans, although effects on wildlife are not well documented. The effects of dust and other particulate forms of air pollution on animal ecology are becoming a more widely recognized subject of interest (Field et. al., 2003).

◆ Water is vital for all living organisms, including wildlife. Most terrestrial wildlife species must drink water on a daily basis, although many supplement their intake by absorbing water from foods. Some desert species get by solely on the moisture they derive from their diet. fish, many mollusks, crustaceans, amphibians, aquatic mammals (e.g., beavers, otters, muskrats) and water birds (e.g., waterfowl, shorebirds, dippers, ospreys) depend more directly on aquatic systems. Wetlands and riparian habitats provide critical needs for a number of wildlife species, particularly birds. water supply, water quality (e.g., temperature, sediment load, nutrient content), and the flow regimes of streams and spring-fed systems greatly influence aquatic habitat for wildlife.

Water use and the resulting alteration of aquatic habitats cause substantial stress for aquatic wildlife. Water management needs to be carefully considered, so that we can meet municipal and industrial needs, while preserving traditional agricultural uses, and ensuring aquatic habitat to support wildlife.

In Utah, "wildlife" includes brine shrimp and crayfish; mollusks; and vertebrate animals (fish, amphibians, reptiles, birds, and mammals) living in nature, except for feral animals. Wildlife are protected except for: coyotes, field mice, gophers, ground squirrels, jack rabbits, muskrats, and raccoons. Rare species and those subject to federal listing under the Endangered Species Act are referenced more fully in the chapter entitled "Threatened, Endangered, and Sensitive Species." Although fish are legally considered "wildlife," fisheries and angling-related benefits for local economies are addressed in the "Fisheries" chapter. Limited amounts of Geographic Information System (GIS) data on a number of common vertebrate wildlife species in Utah can be accessed at the following link: <http://dwrcdc.nr.utah.gov/ucdc/downloadgis/disclaim.htm>

Wildlife management requires a balancing of divergent and, at times, conflicting interests

Wildlife and their habitat contribute to a productive natural environment. They improve our quality of life, and provide a rich source of aesthetic enjoyment, inspiration, and outdoor recreation for

many people. At the same time, we all need to recognize that that wildlife can have an impact on the economic activities of mankind, influencing how people experience the benefits of their private property. Wildlife can affect local economies in both positive and negative ways. Most people support efforts to find a balance between the habitat requirements of wildlife populations and the economic activities of man. Wildlife are capable of yielding important social and economic values including: hunting, photography, and wildlife observation.

The process for determining the balance among competing uses and establishing the best wildlife management policies is described in state law. This process is founded on an open, public dialogue concerning wildlife issues. Five regional advisory councils (RACs) are active across the state, each consisting of a dozen or more individuals nominated by various interest groups and selected by the leadership of the Department of Natural Resources. Council members can include citizens, local elected officials, sportsmen, agriculturists, federal land managers, and members of the public at large. The duty of each RAC is to hear input and recommendations, to gather data and evaluate expert testimony, and then to make informed policy recommendations to the Wildlife Board.

The Wildlife Board establishes seasons, limits, and other wildlife regulations

The Wildlife Board is composed of individuals nominated by a committee selected by the governor, which reflects representation by diverse groups including non-consumptive wildlife interests, the agriculture industry, sportsmen groups, federal land management agencies, the Utah Association of Counties, and range management specialists. From this list of nominees the governor then appoints seven Wildlife Board members with the consent of the Utah Senate.

The Wildlife Board is responsible for considering RAC input and recommendations, to the extent that the Board must provide a written explanation if they reject recommendations or positions submitted by a RAC. The Wildlife Board uses public input, the recommendations of the RACs, and the assembled facts to make determinations and establish policies best designed to accomplish the purposes and fulfill the intent of the wildlife laws. The Wildlife Board generates wildlife management policy, and exercises its powers by promulgating administrative rules and issuing proclamations and orders under Utah Code.

Addressing agricultural impacts caused by big game animals

Thriving populations of big game animals will, at times, cause some level of damage to farming and ranching operations, by competing with domestic livestock for available forage, or by damaging crops, fences, or irrigation equipment. A number of methods can be applied to mitigate the damage, including various forms of wildlife harvest and removal, issuance of landowner permits, development of a conservation lease which involves remuneration or other forms of compensation for depredation, and, finally, direct monetary compensation for agricultural damages. Although depredation mitigation review and appeal procedures apply, and are used as needed, the total amount of compensation that can be provided to landowners to prevent or compensate for damages may not exceed the funding amounts appropriated by the legislature for fencing material and compensation for damaged crops, fences, and irrigation equipment.

Utah's Watershed Restoration Initiative (WRI) provides a balancing influence that promotes wildlife values and supports agricultural needs. Significant investments have been made through WRI to improve rangeland health and watershed conditions. In fiscal year 2014, the Utah Legislature contributed \$3.95 million to WRI. Ninety-one participating partners completed restoration of

112,987 acres of uplands and 55 miles of stream and riparian areas, leveraging the legislative funds by a factor of 7-to-1. Sportsman-generated funding plays an important role in the WRI. Counties in general appreciate the benefits which are enabled through WRI habitat restoration projects. The long-term results of the WRI will be measured in reduced wildfire acreage and suppression costs, reduced soil loss from erosion, reduced sedimentation and storage loss in reservoirs, improved water quality and yield, improved wildlife populations, reduced risk of additional federal listing of species under the Endangered Species Act, improved agricultural production, and resistance to invasive plant species. To participate effectively, counties need their staff to attend meetings of the WRI regional teams, expressing their views and advocating for the kinds of watershed restoration efforts they feel are most important.

Compensation for damage done to livestock by bear, mountain lion, wolf, or eagle

Although predator management is dealt with under a separate chapter entitled "Predator Management," the Wildlife Damage Compensation Act should be mentioned because it provides a mechanism by which livestock owners may obtain compensation if livestock are damaged by a bear, mountain lion, wolf, or eagle. In this case, "livestock" means cattle, sheep, goats, and turkeys.

Species management plans

Management plans provide guidance and direction for a number of species in Utah. These plans are taken through a public process to gather input from interested constituents and then presented to the Wildlife Board for approval. Species covered by statewide plans include [wild turkey](#), [chukar](#), [greater sage-grouse](#), [mule deer](#), [elk](#), [moose](#), [pronghorn](#), [mountain goat](#), [bighorn sheep](#), [Utah prairie dog](#), [beaver](#), [northern river otter](#), [black bear](#), [cougar](#), [bobcat](#), and [wolf](#).

With regard to wolves, Senate Bill 36 (Wolf Management Act) from the 2010 General Session directed the Division of Wildlife Resources to prevent any wolf packs from establishing in the portion of the state where wolves are removed from the protection of the Endangered Species Act (see footnote 9). The law also directs the Division of Wildlife Resources to request that the U.S. Fish and Wildlife Service immediately remove any wolves discovered in areas of Utah where they are still protected under the Endangered Species Act. This law suspends the portion of the Utah Wolf Management Plan that allows two packs to become established in Utah, although the remaining strategies of the plan are still in effect. If wolves are delisted across all of Utah, the management plan then will be fully implemented.

For greater sage-grouse, the [Conservation Plan for Greater Sage-grouse in Utah](#) (February 2013) was developed to help eliminate threats facing the greater sage-grouse while balancing the economic and social needs of Utahns through a coordinated program which provides for:

- voluntary programs for private, local government, and School and Institutional Trust Lands Administration ("SITLA") lands; and
- cooperative regulatory programs on other state and federally managed lands.

In the case of mule deer and elk, in addition to the statewide plans required by state law, herd unit plans also have been developed for each mule deer and elk herd unit across the state. Each of these unit plans have been reviewed and approved by the Wildlife Board. In many cases, herd unit plans have been revised multiple times since their initial development in the mid-1990s. The plans establish target herd-size objectives for each herd unit, which the Division of Wildlife Resources

and the Wildlife Board then strive to meet through harvest adjustment and other mechanisms. Habitat needs and other local management considerations are also addressed in these unit plans.

Fisheries

In Utah, important fisheries exist for a variety of sportfish species, usually grouped into (a) coldwater species, which typically include the whitefish, trout, char, and salmon, and (b) warmwater/coolwater species which include sportfish such as bass, pike, walleye, perch, catfish, bluegill, crappie, and a number of others.

The Economic Value of Fisheries in Utah

From high-mountain streams and lakes, to larger reservoirs, to small community ponds, Utah offers many places to fish. Recreational fishing provides a significant economic benefit to the Utah economy and particularly benefits anglers (Kim and Jakus, 2013). Economic impacts or contributions have been estimated based on anglers' expenditures associated with the fishing trips. Estimates by the Department of Applied Economics at Utah State University indicate that in 2011 a typical angler spent \$90 per fishing trip to identified Blue Ribbon waters in Utah. This resulted in \$184 million in direct expenditures made by anglers for Utah goods and services, which generated an additional \$143 million in economic output, resulting in a total economic output of nearly \$327 million. Approximately 3,976 jobs were associated with this expenditure related to Blue Ribbon waters. Tax revenue generated by this increased level of output, labor income and value added was estimated to be \$35 million for state/local government. The variety of angling experiences available to Utahns is important, and it helps to sustain recreational activity in a number of state parks associated with reservoirs.

Fish Stocking

Fish stocking takes place at many waters around the state. A regularly [updated list](#) of stocking waters with dates and details of fish species stocked can be checked whenever a person is interested. We are fortunate to have an extensive and well-managed system of state fish hatcheries which makes it possible to supply more people with a better quality fishing experience, involving higher catch rates and/or larger fish specimens than would otherwise be possible given the capacity of our waters to produce fish, compared with our increasing human population.

Utah's Community Fisheries Program

The DWR is committed to developing more community fisheries — places one can walk, bike or bus to, and catch a fish or two. Community fisheries provide a fun, easy way to spend quality time with family and friends outdoors, near home. They offer a setting for parents and kids to talk, enhance family interaction, and keep busy Utahns in touch with the natural world surrounding them. Fishing provides families with opportunities to get away from their day-to-day problems and share time together.

Youth Fishing Clubs

Kids benefit immensely from fishing. It's a sport that builds self-esteem and confidence while enhancing problem-solving and decision-making skills. DWR's Community Fishing Program includes an educational component for urban children (ages six to 13) who have never fished, or

haven't fished as much as they'd like. Youth fishing clubs form each spring in various communities to introduce young people to the joys of responsible sport fishing. The clubs are led by adult mentors who teach interested youth about fish, the places they live, and how to catch them. Those interested in volunteering or enrolling children in a youth fishing club can visit DWR's website to view [a list of these clubs](#).

The Wildlife Board establishes seasons, limits, and other wildlife regulations

The process for determining the balance among competing uses and establishing the best fishery and wildlife management policies is described in state law. This process is founded on an open, public dialogue concerning these issues. Five regional advisory councils (RACs) are active across the state, each consisting of a dozen or more individuals nominated by various interest groups. Council members can include citizens, local elected officials, sportsmen, agriculturists, federal land managers, and members of the public at large. The duty of each RAC is to hear input and recommendations, to gather data and evaluate expert testimony, and then to make informed policy recommendations to the Wildlife Board.

The Wildlife Board uses public input, the recommendations of the RACs, and the assembled facts to make determinations and establish policies best designed to accomplish the purposes and fulfill the intent of the wildlife laws. The Wildlife Board generates wildlife management policy, and exercises its powers by promulgating administrative rules and issuing proclamations and orders under Utah Code.

Sportfish Management

Within the last decade, the UDWR has begun focusing its sportfish management direction more on: 1) protection and enhancement of conservation sportfish species (i.e., cutthroat trout), 2) quality and trophy fishing opportunities, 3) recruiting and retaining new anglers through development of community fisheries, and 4) biological control of undesirable species through the stocking of predators like "wipers" (white bass/striped bass hybrids) and tiger muskie, and management of multi-story fisheries.

The increased emphasis on the above mentioned concepts provides new opportunities for fisheries management. It also increases the challenges of selecting the appropriate stocking plan for waters of the state. Compounding the biological challenges has been an increased diversity in the fishing public and their expectations on what constitutes a successful fishery. In 1984, anglers in Utah preferred catching rainbow trout, and angler satisfaction was tied to the ability to harvest a limit of 10-12 inch fish. Consequently, virtually all hatchery production was devoted to the culture of rainbow trout. Over the last 30 years, however, angler interest in warm and coolwater fisheries has grown. UDWR is working to meet this increased demand for warm/coolwater angling opportunities into the future.

The UDWR actively manages for the following warm and coolwater species: bluegill, channel catfish, black crappie, largemouth bass, smallmouth bass, tiger muskie, walleye, hybrid striped bass and yellow perch. There are a number of other species of warm and coolwater game fish that exist in Utah waters and provide angling opportunities such as: Sacramento perch, green sunfish, white bass, black bullhead and northern pike. For the most part, these other species are not being actively managed.

Trout are still dominant in smaller coldwater systems throughout the state such as the waters along the Mirror Lake Highway or elsewhere in the Uinta Mountains, Boulder Mountains, Wasatch Mountains, the Manti Mountains, and the LaSal Mountains.

Regardless of the management concept or species selected, the protection of native aquatic species is a principal concern for fisheries managers. Stocking and management practices that would be detrimental or cause the decline of native species are typically avoided.

Species stocked in lakes and ponds

The following species are typically stocked in flatwater environments: rainbow trout, tiger trout, brown trout, cutthroat trout, kokanee salmon, splake, lake trout, brook trout, largemouth bass, bluegill, channel catfish, tiger muskie, striped bass / white bass hybrids (wipers), yellow perch, walleye, and black crappie. Future development of sterile variants of certain species may increase demand for them.

Stream Fisheries

Managing for self-sustaining fisheries in Utah streams should be a priority. The species which are typically stocked in streams are (sterile) brook trout, brown trout, or tiger trout. Tiger trout can be used in stream and river systems primarily in conjunction with cutthroat trout restoration projects. Tiger trout also have advantages in waters that present significant water quality challenges, making the use of rainbow trout impractical.

Planning

Management plans are developed for certain high-profile waters. These plans are developed in cooperation with the public through internet-based surveys, as well as committee-based approaches involving interested members of the public. When completed, these plans are presented to the Regional Advisory Councils for additional public review and input.

APPENDIX 8 - BROADBAND EXPANSION

Purpose and Need

As high speed Internet connections become an increasingly critical asset for economic development, education, healthcare, public safety, and general quality of life, it is essential that future management plans address the development of broadband infrastructure throughout the county. The need for reliable and redundant broadband is growing as rapidly as the tech industry, and governments must work with broadband providers collaboratively to prepare for the growing need. Broadband infrastructure needs to be deployed with the capacity to adapt for evolving technologies.

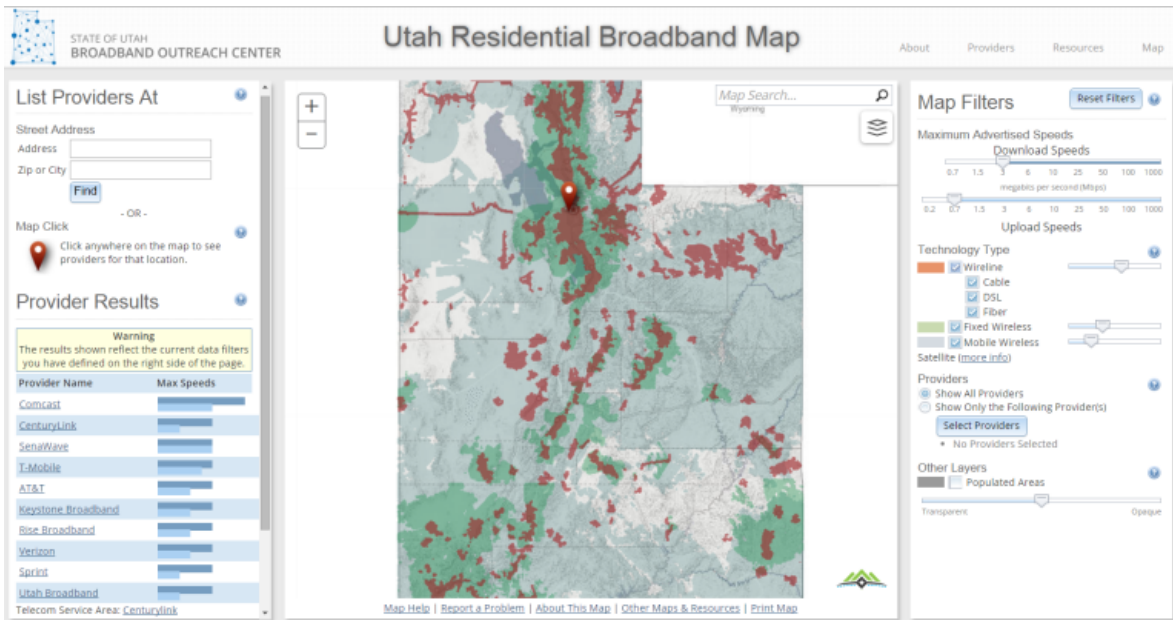
County Recommendations

Local communities play an important role in whether or not broadband networks get built. Cities and counties can encourage development by following a few best practices to help streamline the process and create a business-friendly environment for broadband providers to help improve access for citizens.

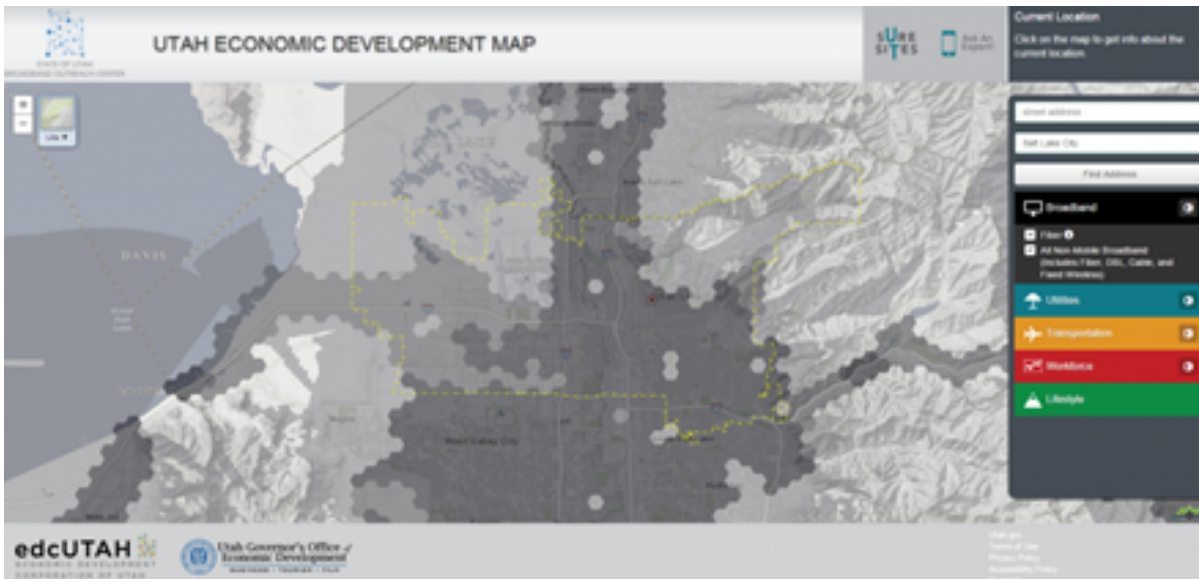
Utilizing Current Broadband Data in the Planning Process

The Utah Broadband Outreach Center in the Governor's Office of Economic Development is a state program focused on mapping available broadband services and promoting the development of additional infrastructure in Utah. The county can work with the Utah Broadband Outreach Center as a resource for planning assistance. The Center can provide supporting informational data and resources to implement favorable policies into practice and can assist with planning activities. The Outreach Center maintains two interactive broadband maps that show the current state of broadband availability:

- The Utah Residential Broadband Map (broadband.utah.gov/map) displays residential broadband speeds throughout Utah. The Residential Broadband Map indicates where coverage is offered by service providers, and can be filtered by:
 - o Individual provider
 - o Speed
 - o Technology type
 - o Populated areas



- The Broadband Outreach Center also maintains an Economic Development Map (locate.utah.gov) that allows users to explore the state in detail. Businesses can use this map to scout for locations using interactive data on:
 - o Broadband availability
 - o Utility information (natural gas, electricity, culinary water)
 - o Transportation (rail lines, airports, major roads)
 - o Workforce (higher education institutions)
 - o Recreation (state and national parks, ski areas, golf courses)
 - o Health Care Facilities



Both maps can be used as a resource in planning efforts, particularly for expanding coverage in underserved areas. Data for these maps is provided by broadband providers and updated by the Broadband Outreach Center every six months. Additionally, the Outreach Center can work with county stakeholders to fulfill custom mapping requests.

Implementing County Best Practices that Encourage Broadband Investment

Rich County recommends the following best practices to facilitate timely and cost-efficient broadband deployment:

- Use the residential and economic development maps available through the Utah Broadband Outreach Center to help assess community wide access and identify areas of need.
- Set goals to prioritize communities with the lowest business and residential average speeds and work with broadband providers in those areas to determine strategies to improve services. These areas should be evaluated in terms of wired (cable, DSL, fiber), fixed wireless and mobile broadband coverage.
- Implement best practices to save time and money, such as:
 - Identify which existing poles and conduits are owned by local governments and which existing poles and conduits have other owners and make them easily available to providers when possible.
 - Ensure broadband providers access to existing publically owned infrastructure.
 - Work with broadband providers to coordinate fiber installation with regular utility and road maintenance by informing them of opportunities where they can install services.
- Identify likely corridors to connect underserved areas and powered cellular communications sites to expand mobile service and create a streamlined process to allow providers to install services.
- Coordinate with key stakeholders on infrastructure deployment, which can be achieved using the following strategies:
 - Form a Joint Utility Committee (JUC) where county and city officials, developers and other utilities meet with broadband providers to coordinate planning efforts. For example, providers should be given the opportunity to incorporate broadband infrastructure into future developments as part of the approval process.
 - Designate a broadband development liaison to notify providers of opportunities to install services.
 - Create a permitting or public works department database to track projects and notify providers of opportunities to access poles, open trenches, and conduits.
 - Hold regular meetings with local leaders and telecommunications companies to discuss projects. Public officials should consider asking providers about future areas of development and collaborate on reducing barriers to entry.
 - Maintain open and friendly relationships with providers.
- Create broadband-friendly policies and planning documents, with considerations including:
 - Zoning laws that encourage deployment, with added requirements for broadband consideration during new construction and new developments.
 - Codified collaboration between public agencies, private providers, and end users.
 - Standards of construction that can assist with issues that arise based on unknown variables in the right-of-way.
 - Streamlined local permitting with predictable timelines, reduced regulatory barriers, and centralized communication between local planning offices.
 - Less expensive rights-of-way fees in areas lacking sufficient broadband in order to incentivize broadband providers into underserved areas.

Recommendations for Federal Lands

Federal land management agencies also play a critical role in successful broadband deployment. It is important for these agencies to approach planning in a methodical and efficient way so that underserved county residents gain access to broadband, public lands are minimally disturbed, and service providers can engage in deploying services that benefit the county. In considering future resource management planning, we recommend the following priorities to further the growth of broadband services.

Rich County Encourages Utilization of and Access to Federally Designated Communications Sites and Work with Providers to Designate New Sites.

Federally designated communications sites are used to facilitate orderly development of telecommunications to benefit the public's demand. Uses include radio and television transmission, as well as low power uses like two-way radio, microwave, cellular, and broadcast translators. Authorities can also authorize construction of new buildings and towers, including the necessary generators, grounding systems, access ways, and parking areas needed to operate at the site. Sites must be managed based on a current site management plan, and authorities can issue special use authorizations for each site based on the plan. Management plans can indicate priority uses for each communications site.

Chapter 90 of the Forest Service Handbook addresses communications site management.

According to the handbook, a plan "should reflect the complexity of the current situation and the anticipated demand for the site," including the goal to, "consider anticipated changes and trends in technology, current demand, and projected future demand for the site in the next five to ten years." Given that broadband demand is expected to increase rapidly in the next five to ten years, we recommend all federal agencies that manage land use adapt and adhere to policies that support broadband deployment. In particular, we recommend the following:

- As mentioned previously, map and evaluate designated communications sites that can be used for telecommunications infrastructure, and work with providers to identify future communications sites.
- Prioritize designated communications sites for development based on need in the area.
- Form collaboration between the county governments, other local governments, and land management agencies to designate broadband corridors that would connect communications sites, communities, cell tower sites, schools, libraries, government facilities and other areas of economic activity.
- Once corridors are established, federal and state agencies should actively collaborate to encourage providers into underserved areas by streamlining, accelerating, and consolidating permitting for designated locations. County leaders, with the help of the State of Utah Broadband Outreach Center, can help recruit providers to build infrastructure in these prioritized areas.

Communications site management, broadband corridor designation, and planning efforts should also consider how to best leverage different existing facilities. Wireless broadband, or "over the top" broadband, in combination with wired connections greatly increase the broadband capacity in any given area. Wireless towers and access points are also a necessary feature for emergency communications on federal lands. Wireless towers must be connected with fiber, so concurrent planning is necessary. The following considerations should be made when planning for wireless broadband on public lands:

- Plan to integrate fiber and wireless broadband by deploying fiber to the edge of wilderness areas to maximize coverage.
- Plan for inconspicuous wireless tower locations that won't intrude on views or add additional intrusion to views.
- Feed fiber to tower locations or future tower locations when deploying fiber for other projects (e.g., highway construction and maintenance, new developments, etc.) to save costs and time.

Streamlining Permitting to Encourage Broadband Deployment

There is significant value for quick approvals for fiber and conduit expansion projects within the constructed or disturbed portion of the federal and state highway systems, and along the federal aid-eligible (FAE) local roads and their rights-of-way. All of these highways and FAE roads are, at a minimum, improved road surfaces with significant pre-existing ground disturbance for the roadway itself, and possibly shoulder and drainage features.

Executive Order No. 13616 addressed the challenges related to broadband infrastructure deployment. The Working Group assembled to respond to the order recommended changes to ensure coordination and streamlining of procedures, requirements, and policies related to deployment. While progress has been made in some areas, the county recommends continued work that would remove administrative barriers, reduce duplicative studies and documentation, and shorten waiting periods for permitting.

Permitting policies that allow broadband providers access to open conduits will reduce infrastructure costs related to broadband expansion. For policies to be successful, federal land management agencies need to be involved in projects so that rights-of-way can be established in a timely manner. Providers across Utah have expressed concern about extensive waiting periods when working with federal land management agencies. We are concerned this will become a barrier and deter providers from expanding into areas that require passage through federal lands.

- The county recommends public landholding agencies identify areas where permitting could be streamlined, particularly easing permitting restrictions in previously disturbed areas. Proposed fiber installation along existing highways should be permitted on an accelerated pace. These disturbed corridors would face only minor temporary impacts. Such corridors often already have underground and overhead utility lines, making fiber deployment even less impactful.
- Allow for state Departments of Transportation to permit the installation of fiber optic lines or empty conduit within the constructed roadway prism (to include the improved surface, shoulder, and immediate constructed drainage) of any federal or state highway, or local road that qualifies and receives maintenance funding under the Federal Highway Administration (FHWA) federal-aid program. These qualifying projects should be exempted from NEPA review or granted categorical exclusions.
- Highway easements across federal lands should be defined to include broadband service providers. Establishing this public-private partnership, with the public partner as the highway owner, would make the Utah Department of Transportation (UDOT) the permitting agency for providers wishing to build or access conduits along the highway. UDOT has already successfully partnered with providers in this way by establishing internal policies to build conduits that can be used by providers, and by notifying them about upcoming projects. Establishing UDOT as the single point of contact would limit confusion on permitting requirements and fees and would clarify the role of both agencies, resulting in considerable cost and time savings. In the past, these issues have resulted in delays that

have sometimes lasted more than a year. Giving this authority to transportation agencies would expedite the process by limiting the time consuming and redundant reviews currently performed by federal land management agencies.

Increasing Agency Capacity in Order to Prioritize Telecommunications and Broadband Permitting

In addition to adopting streamlining procedures that could free up the capacity of federal agencies, such as allowing UDOT to assist in permitting, the county also advocates for the hiring of additional staff responsible for telecommunications permitting. Processing times need to be reduced for broadband expansion to take place with reasonable cost and time commitments.

Increasing the capacity of the Bureau of Land Management (BLM) should coincide with the establishment of a standard processing time for permitting (less than one month) so providers can schedule construction in a timely manner.

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