

## **Appendix B**

### **Forest Service Guidance**

Guidance for the management and administration of the Franklin Basin Allotment is provided from many sources, including the Forest Service Manual (FSM), Forest Service Handbooks (FSH), and the Revised Forest Plan (USDA Forest Service 2003). The following summarizes the guidance provided from these sources.

#### **Forest Service Manual**

The Forest Service Manual (FSM), which outlines policy for administration of National Forest System lands, addresses rangeland management and administration. The policy includes objectives of the range management program for the National Forests and Grasslands (FSM 2202.1). The objectives, used to help formulate the proposed action, are as follows:

- To manage range vegetation to protect basic soil and water resources, provide for ecological diversity, improve or maintain environmental quality, and meet public needs for interrelated resource uses.
- To integrate management of range vegetation with other resource programs to achieve multiple use objectives contained in Forest land and resource management plans.
- To provide for livestock forage, wildlife food and habitat, outdoor recreation, and other resource values dependant on range vegetation.
- To contribute to the economic and social well being of people by providing opportunities for economic diversity and promoting stability for communities that depend on range resources for their livelihood.

Additional management direction for rangeland resources can be found in FSM 2200, Range Management, WO Amendment 2200-90-1, Chapters 10-50.

#### **Forest Service Handbooks**

Forest Service Handbooks (FSH) also provide guidance for the management and administration of rangelands. Although an area may be capable and suitable for use by domestic livestock, authorization to graze specific areas is needed through a project level National Environmental Policy Act (NEPA) decision. The basic direction for addressing these project level decisions is contained in FSH 1909.15 - Environmental Policy and Procedures (36 CFR Part 220) and FSH 2209.13 (Chapter 90 – Rangeland Management Decision Making). An environmental analysis and subsequent NEPA decision is needed to authorize grazing on the Franklin Basin Allotment because there has been no NEPA analysis associated with this allotment.

The Allotment Management Plan (AMP) implements the applicable management direction from the NEPA decision to authorize grazing (if so made), and becomes a term and condition of the grazing permit (FSH 2209.13). If grazing is authorized, an AMP will be written to reflect management direction from this NEPA decision.

The AMP would be written in accordance with 36 CFR 222.1 and 222.2, which describe allotment management planning provisions and management of the range environment. It would include goals and objectives, grazing management requirements (such as a description of the number, kind, class, and type of livestock to be grazed, the timing and duration of use, and the grazing system including frequency and duration of rest periods from grazing), a schedule of improvements, including the priority, responsibility, and planned completion dates, and specific monitoring standards to be applied to determine if desired objectives are being achieved (as described in this environmental analysis).

Additional management direction for rangeland resources can be found in Intermountain Interim Directive FSH 2209.3-99-9, Grazing Permit Administration Handbook, Chapter 90, Rangeland Management Decision Making; and FSH 2209.21 Rangeland Ecosystem Analysis and Management Handbook, R4 Amendment 2209.21-93-1, Chapters 10-40.

## **Forest Plan**

Forest Plans establish guidance for project level decisions. The WCNF Final EIS, Record of Decision, and Revised Forest Plan were released in April 2003. The Franklin basin Interdisciplinary (ID) Team has incorporated management direction, standards, and guidelines from the Revised Forest Plan into the proposed action and alternatives for the Franklin Basin Allotment. The Revised Forest Plan provides the following forestwide goals and subgoals that guided the development of the proposed action and alternatives (Revised Forest Plan, pages 4-17 to 4-24). A copy of the Revised Forest Plan is available in the Project File.

### **Forestwide Goal 2 - Watershed Health**

Maintain and/or restore overall watershed health (proper functioning of physical, biological and chemical conditions). Provide for long-term soil productivity. Watershed health should be addressed across administrative and political boundaries.

#### **Forestwide Subgoals – Watershed Health**

- 2a.** Identify areas not in properly functioning condition. Improve plant species composition, ground cover and age class diversity in these areas.
- 2b.** Maintain and/or improve water quality to provide stable and productive riparian and aquatic ecosystems.

- 2d. Protect waters meeting or surpassing State water quality standards by planning and designing land management activities to protect water quality.
- 2e. Maintain and/or restore stream channel integrity, channel processes, and sediment regimes (timing, volume, character of sediment input/transport) under which riparian & aquatic ecosystems developed.
- 2f. Maintain water in streams, lakes, and wetlands of adequate quantity and quality to provide for instream flows and existing downstream uses including support of healthy riparian & aquatic habitats, stability & effective function of stream channels, ability to route flood discharges, and to maintain recreation opportunities.
- 2g. Maintain and/or restore natural timing and variability of water table elevation in spring sources, meadows & wetlands.
- 2h. Maintain and/or restore diversity, productivity, vigor, and regenerative capacity of native and desired non-native riparian and wetland plant communities to provide an amount and distribution of large woody debris characteristic of natural aquatic & riparian ecosystems. Provide adequate summer & winter thermal regulation; and to help achieve rates of surface erosion and channel migration characteristic of those under which desired communities develop.
- 2i. Maintain and/or restore soil productivity to improve watershed functioning through managing groundcover, soil compaction, and vegetation.
- 2j. Maintain and/or restore habitat to sustain populations of well-distributed native and desired non-native plant, vertebrate, and invertebrate populations that contribute to viability of riparian-dependent communities.

### **Forestwide Goal 3 - Biodiversity & Viability**

Provide for sustained diversity of species at the genetic, populations, community and ecosystem levels. Maintaining communities within their historic range of variation that sustains habitats for viable populations of species, restores or maintains hydrologic functions, and reduces potential for uncharacteristic high-intensity wildfires, and insect epidemics.

To achieve sustainable ecosystems, meet properly functioning condition (PFC) criteria for all vegetation types that occur in the Wasatch-Cache National Forest. Focus on approximating natural disturbances and processes by restoring composition, age class diversity, patch sizes, and patterns for all vegetation types. Guideline G-11 contains the desired landscape scale structure and pattern for vegetation cover types.

### **Forestwide Subgoals – Biodiversity and Viability**

- 3a.** Maintain or restore viability of populations of species at risk, Watch List Plants, and rare communities.
- 3b.** Maintain pollinators and minimize impacts to pollinators or their habitats.
- 3f.** Maintain or restore species composition, such that the species that occupy any given site are predominantly native species in the kind and amount that were historically distributed across the landscapes.
- 3g.** Maintain and/or restore tall forb communities to mid seral or potential natural community (PNC) status.
- 3i.** Maintain viability of species-at-risk (including endangered, threatened and sensitive species and unique communities).
- 3j.** Manage Forest Service sensitive species to prevent them from being classified as threatened or endangered and where possible provide for delisting as sensitive (FSM 2670).
- 3l.** Provide suitable habitat for prey species such as hares, squirrels, and small mammals.
- 3n.** Maintain or restore aquatic and riparian habitats, through recognition and management of Riparian Habitat Conservation Areas for metapopulations of cutthroat trout, recognizing the relative degree to which these fish depend on National Forest lands and conditions of these habitats off-forest.
- 3o.** Provide adequate habitat components for sustainable big game populations coordinated with State wildlife management agencies, private lands and other resource needs and priorities.

### **Forestwide Subgoal – Noxious Weed Control**

- 3s.** Greatly reduce known infestations of noxious weeds and rigorously prevent their introduction and/or spread.

## **Forestwide Goal 10 – Social/Economic Contributions**

Contribute to the social and economic well being of local communities by promoting sustainable use of renewable natural resources and by participating in efforts to devise creative solutions for economic health (diversity and resiliency). Provide timber for commercial harvest, forage for livestock grazing, exploration and development opportunities for mineral resources, and settings for recreation consistent with goals for watershed health, sustainable ecosystems, biodiversity and viability, and scenic/recreation opportunities.

### **Forestwide Subgoal - Forage for livestock grazing**

**10c.** Manage livestock grazing levels and operations on suitable lands for sustaining forage use within properly functioning conditions.

The WCNF Revised Forest Plan also provides the following forestwide objectives relevant to the development of the proposed action and alternatives (Revised Forest Plan, pages 4-29, 30 and 4-31,32). A copy of the Revised Forest Plan is available in the Project File.

## **Forestwide Objectives for Vegetation Management**

**Purpose:** To achieve forest and rangeland vegetation composition, structure, and patterns in properly functioning condition (i.e., within their historic ranges of variation). To move toward a variety of vegetation types, age classes, and patch sizes covering the landscape and contributing to healthy watersheds, aquatic and terrestrial wildlife habitats, recreation environments, and production of commodities such as wood and forage.

### **Objectives to accomplish desired conditions:**

- a.** Stimulate aspen regeneration and reduce other encroaching woody species in aspen by treating (fire use and/or timber harvest) approximately 3,200 acres average annually for a 10-year total of 32,000 acres.
- b.** Increase grass and forb production and plant species and age class diversity in sagebrush and pinyon/juniper by treating approximately 2,000 acres average annually for a 10-year total of 20,000 acres.

## **Forestwide Objectives for Rangeland Management**

**Purpose:** To manage rangeland ecosystems so they support vegetation with adequate ground cover to protect watersheds and plant communities with desired

species composition, structure, and function dominated by desired perennial grasses and forbs, with a range of shrub cover. To manage riparian areas for proper functioning with deep-rooted vegetation or rocks armoring stream banks and allowing sediment filtration and erosion prevention. To protect spring sources, associated wetlands and other critical areas from excessive use and to restore these to proper functioning condition. To manage for rest and deferred rotation grazing systems, riparian pastures and/or necessary structural improvements that are in place and maintained. To ensure that grazing permit holders move livestock as needed to comply with riparian stubble height requirements, upland utilization standards, and to achieve ground cover standards. To encourage permit holders to share responsibility with the Forest Service for monitoring use, and to take full responsibility for movement and control of their livestock.

**Objectives to accomplish desired conditions:**

- 5.a.** Fully implement the Rangeland Health Amendment Forestwide by finalizing riparian classification and notifying permit holders of utilization standards based on this classification within 1 year.
- 5.b.** Validating key areas and focusing monitoring of utilization standards in allotments containing riparian dependent TES within 3 years.
- 5.c.** Developing ground cover potentials for missing vegetation cover types within 2 years.
- 5.d.** Assess/validate existing conditions and continue establishing long-term trend monitoring for 10% of allotments annually.
- 5.e.** Establish clear expectations with all permit holders to achieve stated purposes within 1 year.
- 5.f.** Assess and prioritize noxious weed infestations for appropriate treatment within 1 year.

**Forest Plan Standards and Guidelines**

Chapter 4 of the Revised Forest Plan contains Forest-wide as well as area-specific management direction (USDA Forest Service 2003). The Revised Forest Plan Standards and Guidelines pertinent to the Franklin Basin Allotment are summarized below.

**Wasatch-Cache NF Standards (S) that apply to this project.**

<b>Revised Forest Plan (RFP) Standards (USDA Forest Service 2003)</b>
<b>(S2)</b> Apply runoff controls during project implementation to prevent pollutants including fuels, sediment, oils, from reaching surface and groundwater.
<b>(S3)</b> Unclassified roads and trails will be administratively closed and rehabilitated
<b>(S4)</b> Place new sources of chemical and pathogenic pollutants where such pollutants will not reach surface or ground water.
<b>(S7)</b> Allow management activities to result in no less than 85% of potential ground cover for each vegetation cover type. (RFP, p. 4-37). (See RFP, Appendix VII for potential ground cover values by cover type).
<b>(S24)</b> As a tool to achieve desired conditions of the land, maximum forage utilization standards for vegetation types in satisfactory condition using traditional grazing systems (rest rotation, deferred rotation, season long) are shown in table S24 of the revised Forest Plan.
<b>(S25)</b> As a tool to achieve desired conditions of riparian areas, maximum forage utilization standards (stubble height) for low to mid elevation greenline species apply. (RFP, p. 4-51).
<b>(S26)</b> For all rangelands, including big game winter range and riparian areas, permit no more than 50% of the current year's growth on woody vegetation to be browsed during one growth cycle.

**Wasatch-Cache NF Guidelines (G) that apply to this project.**

<b>Revised Forest Plan (RFP) Guidelines (USDA Forest Service 2003)</b>
<b>(G3)</b> Proposed actions analyzed under NEPA should adhere to the State Nonpoint Source Management Plan to best achieve consistency with both Sections 313 and 319 of the Federal Water Pollution Control Act. (RFP, p. 4-37).
<b>(G4)</b> At the end of an activity, allow no more than 15% of an activity area to have detrimental soil displacement, puddling, compaction and/or to be severely burned. (RFP, p. 4-37).
<b>(G9)</b> Avoid soil disturbing activities (those that remove surface organic matter exposing mineral soil) on steep, erosive, and unstable slopes, and in riparian, wetlands, floodplains, wet meadows, and alpine areas. (RFP, p. 4-38).
<b>(G11)</b> Use Best Management Practices and Soil and Water Conservation Practices during project level assessment and implementation to ensure maintenance of soil productivity, minimization of sediment discharge into streams, lakes and wetlands to protect of designated beneficial uses. (RFP, p. 4-38).
<b>(G12)</b> Locate new actions (such as incident bases, fire suppression camps, staging areas, livestock handling facilities, recreation facilities, roads and improvements including trails) outside of Riparian Habitat Conservation Areas. If the only suitable location for such actions is within Riparian Habitat Conservation Areas, sites will be located to minimize resource impacts. (RFP, p. 4-38).
<b>(G14)</b> Manage vegetation for properly functioning condition at the landscape scale. Desired structure and pattern for cover types of the Wasatch-Cache National Forest (from USDA Forest Service 1996) are listed in the Revised Forest Plan on page 4-39 to 4-40 except in the Wildland Urban Interface, where vegetation structure and pattern should be managed to reduce threat of severe fire to property and human safety. (RFP, p. 4-39).
<b>(G15)</b> In goshawk habitat, design all management activities to maintain, restore, or protect desired goshawk and goshawk prey habitats including foraging, nesting, and movement. (RFP, p. 4-42).

<b>Revised Forest Plan (RFP) Guidelines (USDA Forest Service 2003)</b>
<b>(G71)</b> As a tool to achieve rehabilitation of upland, aspen, and riparian communities away from the greenline that are not meeting or moving toward objectives, maximum allowed forage utilization will be 30-40%.(RFP, p. 4-52).
<b>(G72)</b> Modify grazing practices that prevent attainment of desired future conditions for vegetation and/or aquatic resources. (RFP, p. 4-52).
<b>(G75)</b> Annual operating instructions (and/or Allotment Management Plans) should be evaluated and additional site-specific objectives defined if needed for any or all of he following five parameters: <ul style="list-style-type: none"> <li>- Stubble height on selected key species on the greenline</li> <li>- Stubble height on selected key species and/or the amount of bare ground within the riparian zone but away from the greenline</li> <li>- Riparian woody browse utilization</li> <li>- Stream bank trampling on key reaches</li> <li>- Stubble height and/or incidence of use on key species in the uplands (RFP, p. 4-52).</li> </ul>

### **Management Prescriptions**

The WCNF Revised Forest Plan also provides the following management prescriptions relevant to the development of the proposed action and alternatives (Revised Forest Plan, pages 4-58 through 4-75).

Management Prescriptions, as defined in the Revised Forest Plan, are “management practices and intensity selected and scheduled for application on a specific area to attain multiple use and other goals and objectives.” Management Prescription Categories provide a general sense of the management or treatment of the land intended to result in a particular condition being achieved or set of values being restored or maintained (See Revised Forest Plan, page 4-58). These Categories are not intended to stand alone. They are just one part of the total management direction that includes goals, objectives, desired future conditions, standards and guidelines, and monitoring requirements. The entire management direction package for an area must be considered, not just the prescription. Where an activity is allowed within a prescription, it must be done so within the parameters established by all the above (USDA Forest Service 2003).

The area within the Franklin Basin Allotment includes several Management Prescription Categories (MPCs) as shown in Table 1.1 The management prescriptions within which the allotment is located include Management Prescriptions 2.6 (Undeveloped Areas), 3.2U (Terrestrial Habitat Emphasis – Undeveloped), 3.1A (Aquatic Habitat Emphasis), and 4.4 (Dispersed Motorized Emphasis). Within these management prescriptions, livestock grazing is allowed on open allotments to meet site-specifically defined desired conditions. In the 3.1A management prescription, grazing is allowed with the utilization standard for Riparian Class 1 (Revised Forest Plan pages 4-65 to 4-73).

**Table 1.1** Management Prescription Categories (MPC) for the Franklin Basin Allotment

<b>MPC</b>	<b>Prescription</b>
2.6	Undeveloped Areas – managed to protect undeveloped landscapes
3.1a	Protection, Maintenance, or Restoration of Aquatic/Watershed or Terrestrial Integrity - Aquatic Habitat Emphasis
3.2u	Protection, Maintenance, or Restoration of Aquatic / Watershed or Terrestrial Integrity - Terrestrial Habitat Emphasis, Undeveloped
4.4	Emphasis on Dispersed Motorized Recreation Settings

Management prescriptions in the 2.0 categories include areas where emphasis is on maintaining, enhancing, or restoring those values for which the area was established or designated. Although the theme for this category is Special Management Areas, multiple-use means the harmonious and coordinated management of a variety of resources, without impairment of the productivity of the land. As long as other allowed resource activities, such as livestock grazing, fire use or road construction meet the direction in the standards and guidelines, then they are consistent with the special management area prescription category (Revised Forest Plan, page 4-65).

Management prescriptions in the 3.0 categories include lands where management emphasis is on maintaining or restoring aquatic/watershed and terrestrial habitat integrity. Riparian areas in MPC 3.1a have only Class I riparian areas, which are to be grazed to the highest standard. As long as other allowed resource activities, such as livestock grazing, fire use or road construction meet the direction in the standards and guidelines, then they are consistent with the habitat integrity prescription category (Revised Forest Plan, page 4-68).

Management prescriptions in the 4.0 categories include lands managed with special consideration for General Forest Areas and Developed Recreation Areas, where recreation needs and opportunities are emphasized. As long as other allowed resource activities, such as livestock grazing, fire use or road construction meet the direction in the standards and guidelines, then they are consistent with the recreation prescription category (Revised Forest Plan, page 4-71). The Franklin Basin Road, included in the 4.4 category for Dispersed Motorized Emphasis, is within the Franklin Basin Allotment.

### **Management Areas**

The Franklin Basin Allotment falls within the Cache Box Elder Management Area. The direction with regard to livestock grazing for this Management Area as relevant to the Franklin Basin Allotment is as follows (from Revised Forest Plan, page 4-137).

Rangeland/Livestock Grazing Desired Future Conditions:

Livestock grazing is a permitted use within active allotments. Grazing levels will be adjusted and managed with up-to-date Allotment Management Plans (AMPs). AMPs prescribing rest and deferred rotation grazing systems and riparian pastures

will be in place. These systems will help to improve and maintain plant vigor and composition, aquatic health and terrestrial habitat. Conflicts with other uses will be minimized consistent with the management direction for the area. Riparian and upland vegetation will be at or moving toward desired composition that meets multiple resource goals described under watershed and biodiversity/viability desired future conditions. Management tools, including such things as fire use, mechanical treatments, herbicide treatments, and short duration/high intensity grazing, will be employed to improve range health and conditions. Springs and seeps will be protected from compaction. Structural improvements such as fences and water developments will be constructed or reconstructed and maintained, to improve animal distribution and control. Structural improvements that are not needed will be removed from the forest.

Grazing permit holders will move livestock as needed to meet management objectives for the ground using appropriate range management standards and guidelines as a tool. Ongoing ecosystem monitoring will be used to refine standards where objectives are not being met. Permit holders will share responsibility with the Forest Service for monitoring use, and will hold full responsibility for movement and control of livestock. Excess and unauthorized livestock use will be minimal. The number of term grazing permits will be reduced by the formation of grazing associations and the issuance of association permits instead of individual ones. The importance of permitted grazing on the national forest to local agricultural communities, maintenance of open space, and the western ranching lifestyle will be recognized.