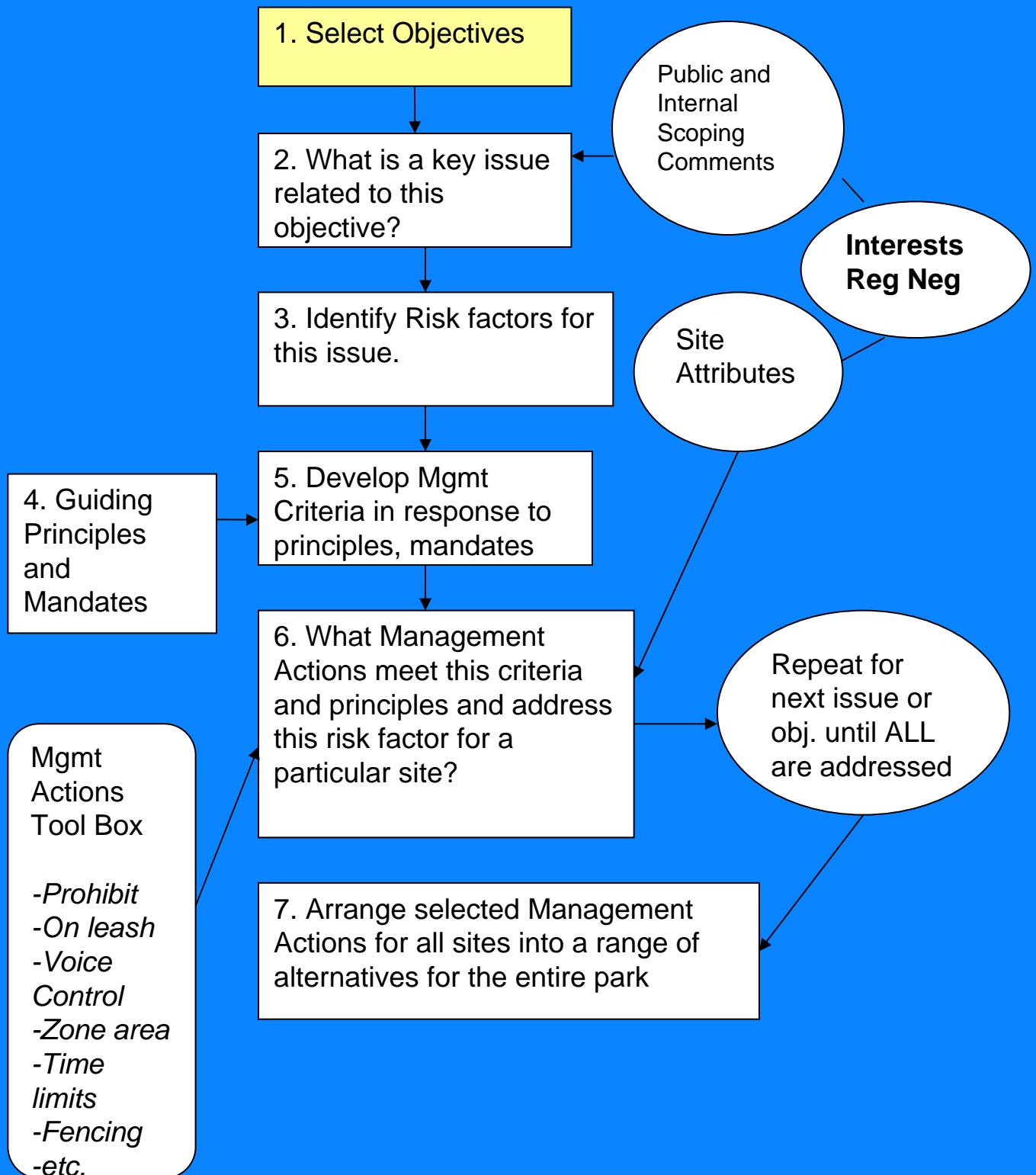


# GGNRA Dog Management Plan and Rulemaking

Risk Factors,  
Management  
Principles,  
Criteria

NPS draft – September 21,  
2006

# Examine Purpose, Need, and Objectives

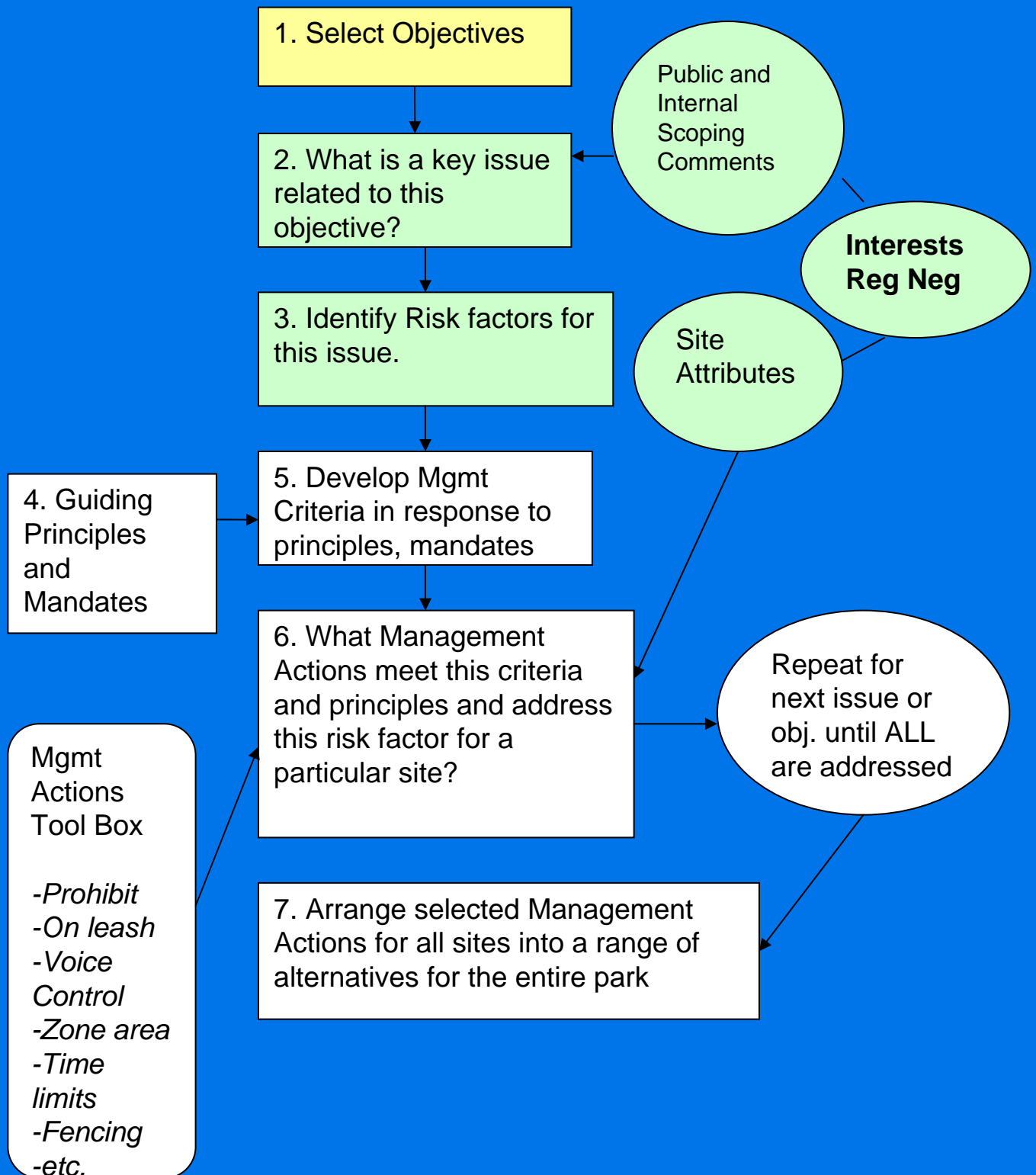


# Objective A

Protect sensitive species and their habitat – including federal and state-listed, unique or rare species, from the detrimental effects associated with dog use.



# Examine Purpose, Need, and Objectives

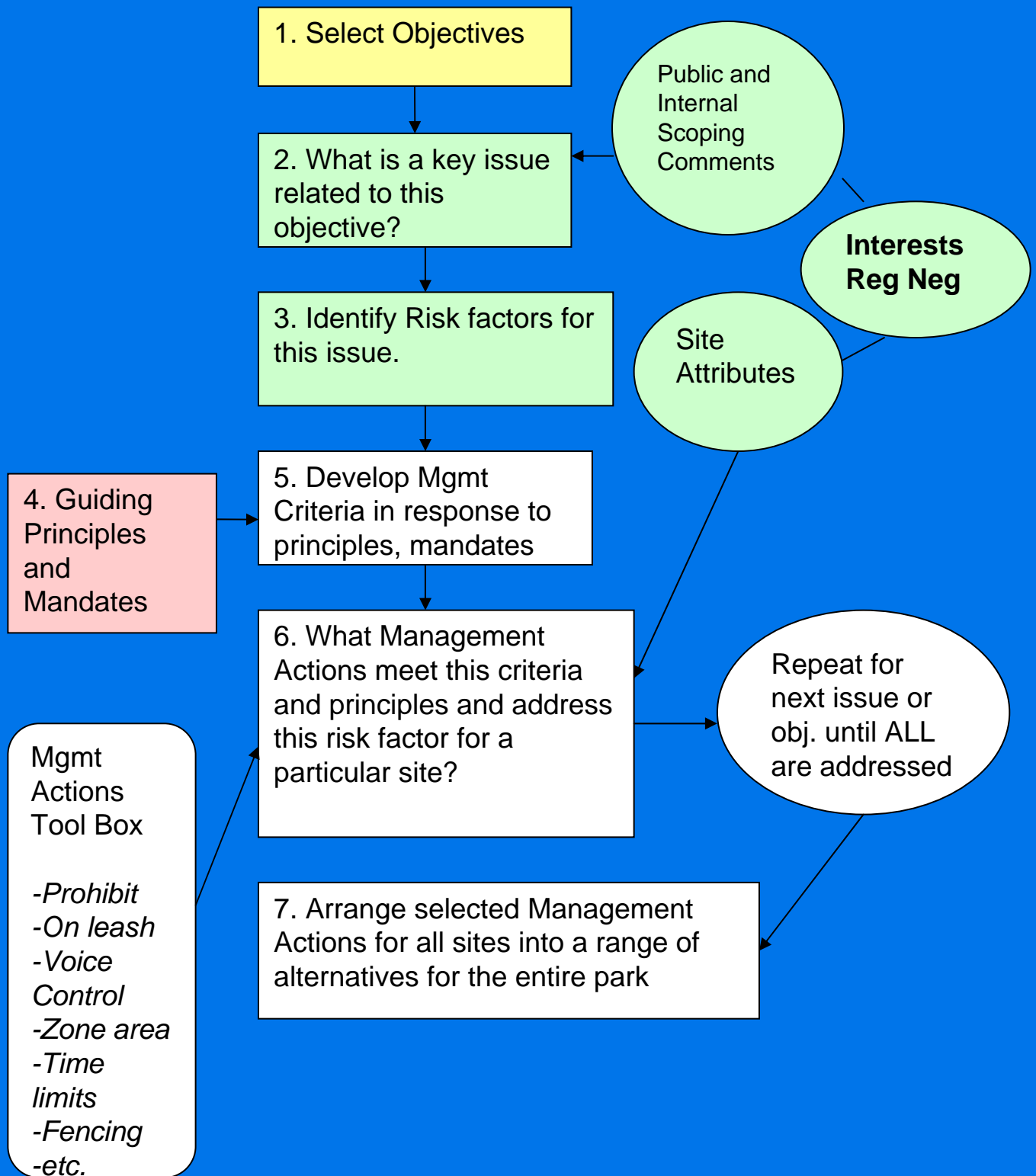


# **Objective A**

## **Risk Factor A1**

Dog trampling and waste can adversely affect host plants and threaten the mission blue butterfly (FE), San Bruno elfin butterfly (FE) and their habitat (Marin Headlands, Alta Ave, Milagra)

# Examine Purpose, Need, and Objectives

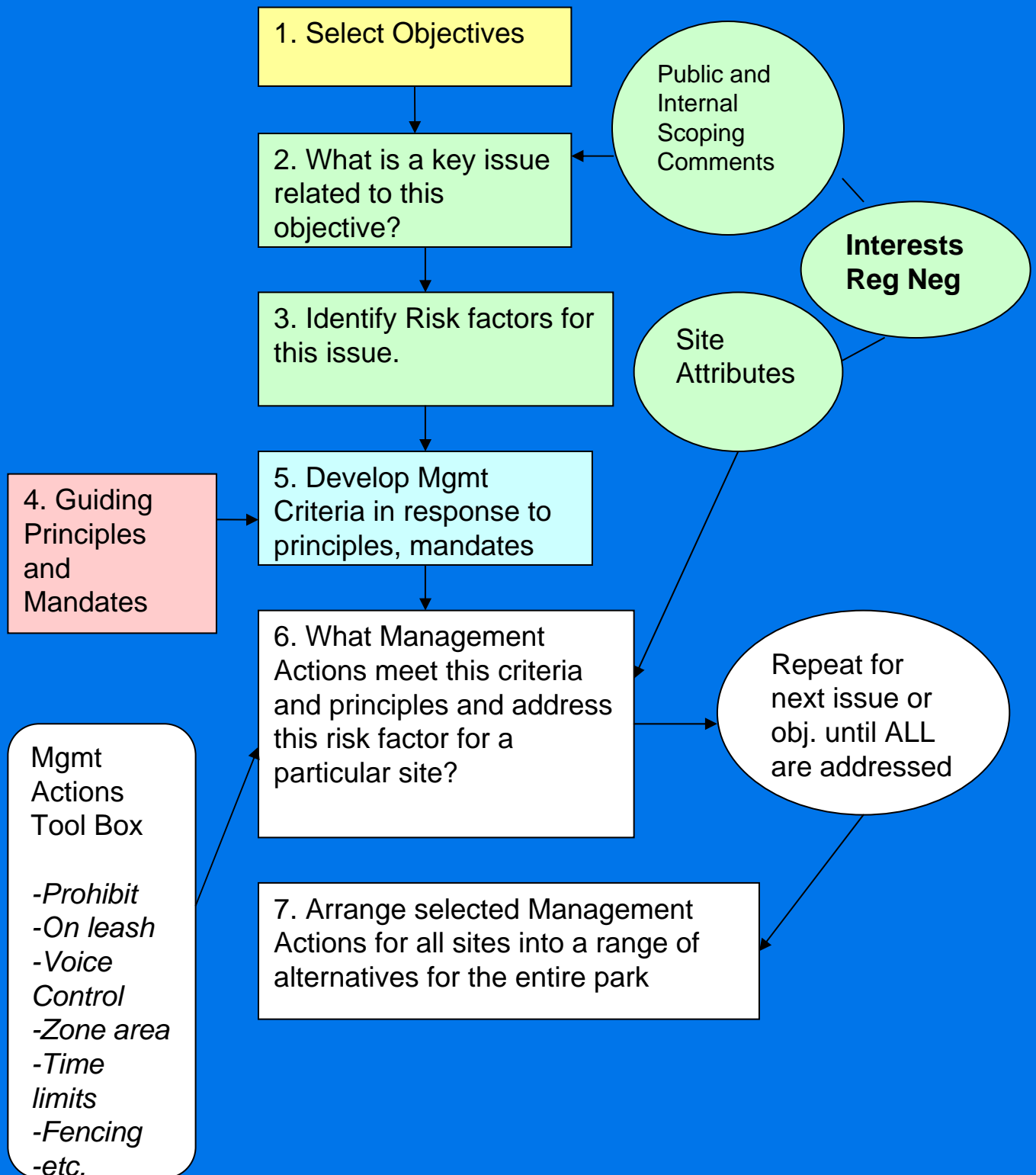


# Objective A

## Management Principles for Risk Factor A.1

- Survey for, protect and strive to recover all listed species and their habitats. Manage habitat recovery areas to maintain and enhance their value for the recovery of T&E species. Participate in the recovery planning process (4.4.2.3).
- Endangered Species Act, 16 USC 1531 *et seq* (federal agencies must conserve, including actions for recovery of, T&E species)
- 36 CFR 2.1(a) applies to possessing, destroying, digging, removing, injuring, disturbing from its natural state...living or dead wildlife or fish...(applies to all risk factors involving wildlife)
- USFWS Recovery Plan for San Bruno elfin butterfly indicates reduced pesticide use, recreation and vegetation management, and monitoring.
- USFWS Recovery Plan for mission blue butterfly includes monitoring, removal of nonnative trees, reintroducing host plants, closing areas to visitors.

# Examine Purpose, Need, and Objectives





# Objective A

## Management Criteria for Risk Factor A.1

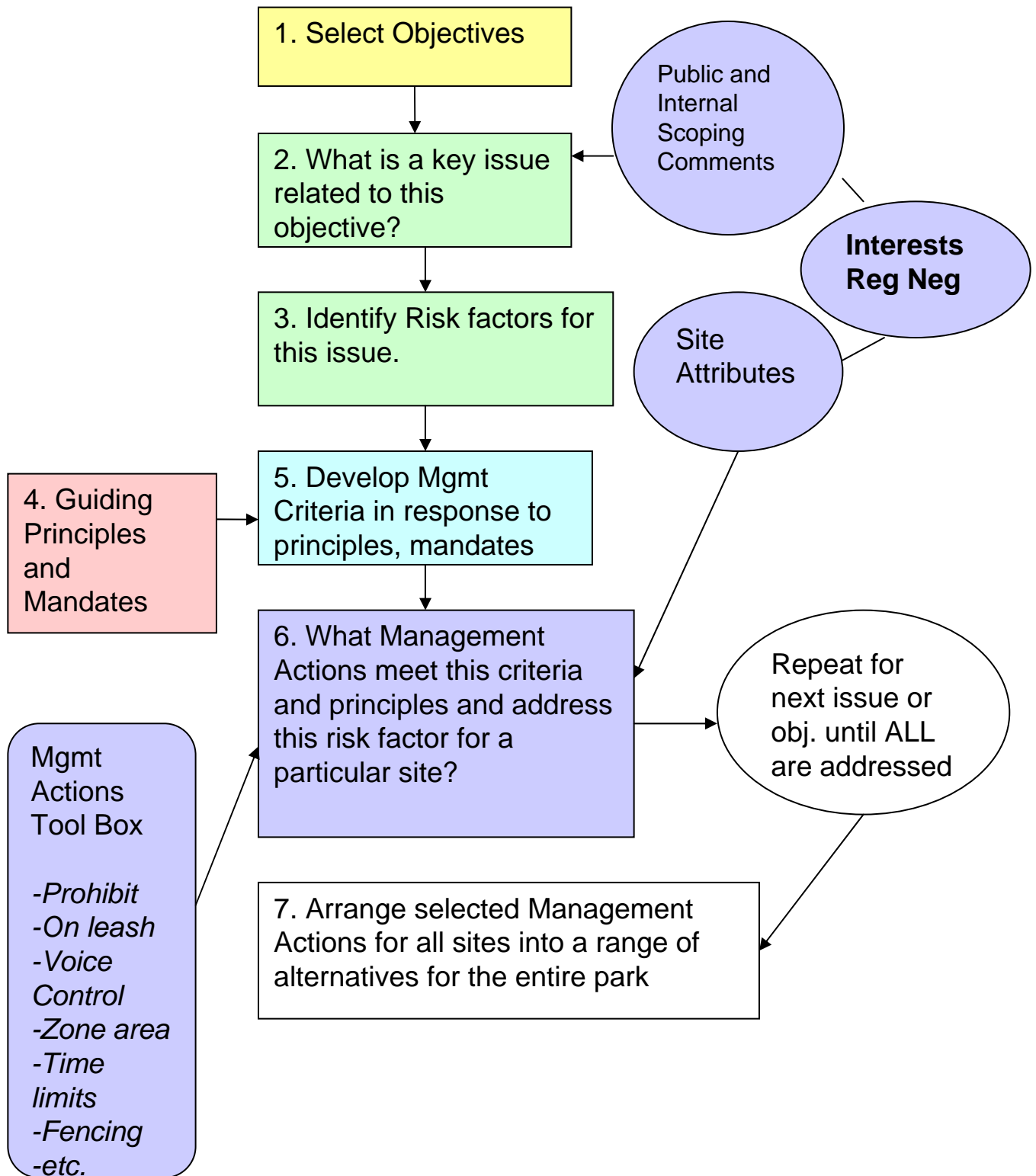
Habitat where populations of listed butterflies and their larval host plants occur will be kept *free of disturbance from dogs.*

# *“Free of Disturbance”*

## General Definition

- Means dogs may be precluded from use of the area; or
  - Dogs and their owners remain on trails; or
  - On beach areas dogs remain an appropriate distance from species at risk of disturbance;
- AND*
- Area must be kept free of dog waste, etc.

# Examine Purpose, Need, and Objectives





# Dog Management Toolbox

DELIBERATIVE DRAFT

## WASTE

1. Conduct waste clean up events
2. Increase fines for not picking up waste
3. Make doggie bags and trash cans available
4. Make dog walking groups or contractors responsible for emptying dog waste garbage cans (not park staff)
5. Require owners to pack waste out – waste not allowed in park garbage cans
6. Make dog owners responsible for placing dog waste in appropriate waste dispensers
7. Owners must visibly carry scooping equipment
8. Partner with a dog group to clean up and/or monitor the site
9. Provide covered trash cans at reasonable intervals
10. Provide long-handled poop scoopers and water to clean them at off-leash areas
11. Provide regular maintenance at dog parks

## OUTREACH

1. Educate the public regarding waste, urine impacts on plants, impacts of chasing birds, etc.
2. Place signs and brochures at park sites regarding policies
3. Place signs that warn parents of dog waste in the areas where their children play, or 'use at your own risk' signs
4. Create brochures, signage at trailheads and on bulletin boards, and web site posting at park; provide brochures at pet stores, vet offices, visitor centers; announce dog rules in radio broadcasts and at applicable public meetings
5. Designate a point person for the dog-walking community to contact
6. Produce video of unacceptable dog behavior
7. Educate people how to interact with dogs; hold people to an expected standard of behavior
8. Determine how to warn blind visitors about off-leash dogs

## ENFORCEMENT

1. Increase fines for multiple violations
2. Instead of monetary fines, assign community service hours for violators (community service hours to be spent cleaning up trash from the beach)
3. Failure to pay fines should result in an order for the violator to say away from the GGNRA
4. Enforce voice control using video cameras and additional park police funding
5. Issue written and verbal warnings
6. Enforcement must occur on weekends and holidays
7. Encourage ranger enforcement (with citations a last resort)
8. Use of law enforcement for addressing complaints
9. Provide additional full time and part time rangers for compliance (additional funding)
10. Provide reasonable, flexible enforcement (fewer guns)

**Objective B.** Protect native wildlife and their habitat from detrimental effects of dogs, including harassment or disturbance by dogs.



# Objective B

## Risk Factor B5

The park is on the Pacific flyway and offers sometimes scarce and important resting and feeding habitat for birds in large numbers. These birds can be disturbed, chased or displaced by dogs during migration.



# Objective B

## Risk Factor 5B

### Management Principles

- The Service will use management strategies that are intended to **maintain migratory animal populations in parks (4.4.1.1)**.
- 16 USC 703-711, Migratory Bird Treaty Act also applies



# Objective B

## Risk Factor B5

### Criteria

Park sites with habitat used by migrating birds will be kept free of disturbance by dogs.





**Objective C. Preserve opportunities for future natural and cultural resource restoration and enhancement.**



# **Objective C**

## **Risk Factor C2**

Digging and loss of plant cover from trampling by dogs can result in loss of soils, and dog waste can alter soil chemical makeup on a localized scale, making replantings of native, rare or special status plant species unlikely to take hold.

# **Objective C**

## **Risk Factor C2**

### **Management Principles**

NPS will manage native species that are of special management concern to parks and their habitats to maintain their natural distribution and abundance. (4.4.2.3).

# **Objective C**

## **Risk Factor C2**

### **Criteria**

- Soils in areas identified for replantings of native, rare or special status plant species will be kept free from disturbance from dogs to allow for current and future restoration.

**Objective D.** Minimize degradation of soil and water resources by dog use.

# Objective D

## Risk Factor D3

- Dogs playing in ponds, lagoons or streams may increase turbidity (suspended solids) which may have adverse effects on aquatic life.

### Management Principles

- The Service will perpetuate surface waters and groundwaters as **integral** components of park aquatic and terrestrial ecosystems (4.6).

### Criteria

- Ponds, lagoons, and streams will be protected from disturbance by dogs.

**Objective E. Minimize conflicts related to dog use by providing a variety of safe, high quality, visitor use experiences, including areas where dogs are allowed**

# Objective E

## Risk Factor E3

- Some visitors seek areas in the park that are completely free of dogs and their disturbance including noise, waste, and sight of dogs. Others seek areas where they can recreate safely with their dogs.

### Management Principles

- NPS will consider a park's purposes and the effects on park resources and visitors when determining the appropriateness of a specific recreational activity (8.2.2.1).
- 36 CFR (Various Parts)

### Criteria

- The park will provide a variety of visitor experiences, including some that are free of dogs.
- Some areas will also be provided for a visitor experience including dogs.



**Objective F. Maximize dog walker compliance with clear, enforceable parameters in order to improve park operations and use of staff resources in managing dog walking.**



# Objective F

## Risk Factor F1

- In certain areas, the lack of clear, enforceable rules results in spotty compliance. Park staff could spend a relatively large amount of additional time managing dog walking, taking time away from other important duties.

## Management Principles

- The NPS strives to protect human life and will seek to provide a safe and healthful environment for visitors and employees (8.2.5.1).
- 36 CFR 1.5(c),(e), and (f) – provides requirements for public notification related to changes in the management of an area or visitor use/activity.
- DO 75A Civic Engagement

## Criteria

- The park is able to enforce dog management rules with existing staff.

**Objective G. Ensure  
safe and healthy  
working environment for  
park staff.**



# Objective G

## Risk Factor G2

- Presence of cliffs, steep terrain, and hazards would continue to expose staff to risks while rescuing dogs and/or their owners that venture into hazardous areas.

## Management Principles

- NPS strives to protect human life...and will seek to provide a safe and healthful environment for **visitors and employees** (8.2.5.1),
- Also DO 51, DO 50B, Mgmt. Policies 1.9.1.4

## Criteria

- Visitors and park staff will be protected from the risk of rescuing dogs from hazardous areas (cliff areas, steep terrain). Dogs will be safe from traffic hazards.

# Using criteria to build options

- At each site, several issues (interests) with corresponding risk factors, management principles and criteria apply.
- The toolbox offers management actions that can be used to meet the criteria and resolve the issue.

# Example

Assume a site has the following attributes:

- The site has a trail leading to the beach where unique native vegetation (wetlands and perennial grasslands) provide important wildlife habitat. Dogs and their owners leaving the trail can trample vegetation; dog waste can affect soils.
- Children play on the beach at the site and can be exposed to dog waste and disturbance by dogs.

## Example (cont.)

The criteria relevant to the presence of unique vegetation/wildlife habitat is A13: Existing wetlands, coastal scrub, etc. and the wildlife in them will be kept free of disturbance by dogs. “Free of disturbance” = dogs may be precluded, leashed, under VC to remain on the trail, etc.

# Looking at options

From the toolbox, identify a number of options: e.g.

- Seasonal restrictions (some vegetation/wildlife may be less vulnerable during certain seasons;
- Fencing;
- Education;
- Increased fines for dog waste;
- Cooperative management of dog waste, etc.



## Example continued

The criteria relevant to dog waste and children playing on the beach at the site is managed to avoid this contact.  
(E1)

From the management toolbox:

- owners must carry scoopers,
- make doggie bags and trash can available,
- increase fines,
- no dogs,
- buffer zones.

# Next Steps?

- NPS will refine risk factors and criteria.
- The NEPA team will work through each site and apply criteria to create a range of reasonable alternatives.
- Alternatives will be evaluated for their positive and negative impacts on park resources and values, including visitor use and experience.