

CHAPTER 2

PROPOSED RESOURCE MANAGEMENT PLAN

Public Land Not Included In This RMP/EIS

In June 1988 the BLM in Arizona made a decision to acquire, by exchange, 41,000 acres of private land within the Empire and Cienega ranches southeast of Tucson within the Phoenix Resource Area. The acquisition was made at the urging of members of Arizona's congressional delegation representing the area. The ranches contain numerous important natural resources which would benefit from being protected and managed in public ownership. Although the acquisition was accomplished too late for the land to be included in this RMP/EIS, it is anticipated that development of a land use plan for the area will begin in 1989. The resulting plan will become an amendment to the Phoenix RMP. See Appendix 2 in this document for a description of the ranches and for the interim management guidance which will be in force until the land use plan for the ranches is completed.

Introduction

The Proposed Resource Management Plan (RMP) described in this chapter was developed by the BLM's interdisciplinary planning team. Based on the preferred alternative of the draft RMP (alternative B), this Proposed RMP represents a complete plan to guide future management of the public land in the Phoenix Resource Area.

Differences between the Proposed RMP and the preferred alternative of the draft RMP/EIS represent changes resulting from public and governmental agencies' comments, new resource information and the draft EIS analysis. For the reader's convenience in making comparisons, differences between the Proposed RMP and the preferred alternative of the draft RMP/EIS are highlighted in this chapter and in chapter four **in bold print**.

Wilderness recommendations and grazing management decisions for the RMP area have been made independently of this plan. These are found in the 1987 Final Phoenix Wilderness EIS and the 1987 Range Program Summary - Record of Decision for the Phoenix and Safford Districts. This guidance is incorporated into this RMP/FEIS by reference.

General Management Guidance

In addition to the management actions cited in an approved RMP, management of public land in the RMP area would be guided by various laws, regulations and policies. Those which

apply significantly to programs receiving substantial public interest are summarized in the following section. Additional general management guidance can be found in the Phoenix Management Situation Analysis (MSA) prepared during the early stages of this planning effort. The MSA also contains the RMP area's inventory results and a capability analysis section. The MSA is available for review at the Phoenix District Office and is incorporated here by reference.

Land Use Management

Land Tenure Adjustment. All land identified as suitable for disposal by sale in this Proposed RMP meets the criteria set forth in *Sec. 203 (a)(1) of the Federal Land Policy and Management Act (FLPMA)* of 1976 which states that "...such tract because of its location or other characteristics is difficult and uneconomical to manage as part of the public land and is not suitable for management by another federal department or agency."

All land would be disposed of at fair market value, excluding land disposed of to local governments under the *Recreation and Public Purpose Act (R&PPA)*. All disposals would be subject to valid existing rights.

The BLM's ability to dispose of land identified for sale or exchange in this Proposed RMP/FEIS may be constrained by the existence of withdrawals. Not all withdrawals preclude the disposal of the withdrawn land, but in most cases, the BLM would not dispose of withdrawn land until the withdrawal designation has been lifted. FLPMA Sec. 204 (k)(1) requires that all withdrawals affecting public land be administratively reviewed by 1991. Land that becomes unencumbered through the withdrawal review process will then come under the guidance of recommendations made in an approved RMP/FEIS.

Currently, it is BLM policy not to dispose of public land encumbered with properly recorded unpatented mining claims. However, disposal actions under sections 203 and 206 of FLPMA and the Act of June 14, 1926, as amended, may occur if: 1) the mining claims are found to be void due to failure by the claimant to comply with Sec. 314 of FLPMA, 43 USC 1744 (1982) and 43 CFR 3833.2-1, 2) the mining claimant relinquishes the mining claims to the United States, 3) the mining claim is contested and found to be invalid or 4) a change in current policy allows for the disposal of public land encumbered with mining claims.

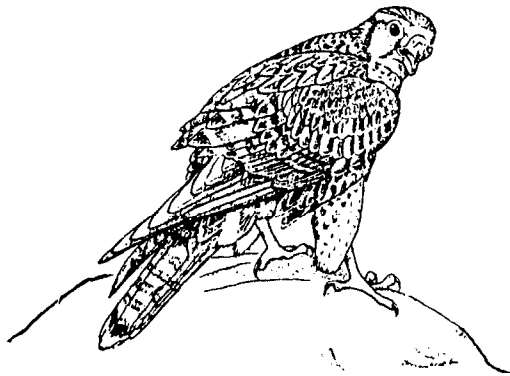


In addition, any land identified for disposal would be evaluated for significant cultural resources, threatened and endangered plants and animals, floodplain/flood hazards and prime and unique farmland before actual transfer of the land is completed.

Communication Sites. Communication site applications will continue to be considered on land identified for disposal until such time as disposal takes place. On land retained or acquired, communication facility development would be limited to designated sites. Communication site plans would be developed on all designated sites.

Land Use Authorizations. Land use authorizations (rights-of-way, leases, permits, easements) would continue to be issued on a case-by-case basis and in accordance with recommendations in this Proposed RMP/FEIS.

Rights-of-way would be issued to promote the maximum utilization of existing right-of-way routes, including joint use whenever possible.



Utility Corridors. All major utilities would be routed through designated corridors. This would prevent the proliferation of major routes across public land and would reduce adverse environmental impacts to sensitive resources.

Recreation and Public Purposes Act (R&PPA). Under the R&PP Act, the BLM has the authority to lease or patent public land to governmental or nonprofit entities for public parks, building sites, correction centers or for other public purposes. R&PPA leases and patents would be issued in accordance with the recommendations in this RMP.

To ensure public purpose development of public land slated for R&PPA transfer, the BLM may require that land first be leased for a period of time prior to issuing a patent.

Public Land Withdrawals and Classifications. Current pending litigations have enjoined the BLM from terminating or modifying withdrawals and classifications under Sec. 204 (1) and 204 (d) of FLPMA. The BLM has been congressionally mandated to complete all Sec. 204 (1) withdrawal reviews by 1991.

In general, all actions proposed in the approved RMP and not prohibited by specific terms of a withdrawal or classification would be carried out. Actions prohibited by the specific terms of the withdrawal or classification would remain in effect until such withdrawals are revoked or classifications terminated.

Minerals Management

Mineral exploration and development are generally encouraged on public land in keeping with the Bureau's multiple resource concept. Overall guidance on the management of mineral resources appears in the *Mining and Minerals Policy Act of 1970*, Sec. 102 (a)(12) of FLPMA, *National Materials and Minerals Policy, Research and Development Act of 1980* and the BLM's *Mineral Resources Policy of May 29, 1984*.

Locatable Minerals. Exploration for and development of locatable minerals are provided for under the regulations 43 CFR 3802 and 3809. These provide for mineral development in conjunction with resource protection. They are designed to prevent unnecessary and undue degradation of the environment from mining activity. Mining activity within the planning area would continue to be administered on a case-by-case basis.

Saleable Minerals. Sales of mineral materials to the public would continue to be administered on a case-by-case basis **under regulations in 43 CFR 3600.** Generally, saleable minerals are sold at market prices. Free use permits would continue to be issued to the state and local communities as the need arises.

Leasable Minerals.. 43 CFR 3100 to 3500 provides the regulatory framework for the issuance of mineral leases. These regulations apply where public interest exists for the development of oil, gas, sodium, potassium and geothermal resources. **The interdisciplinary team has determined that future exploration and development of leasable minerals in the RMP area is only a remote possibility. Nevertheless, constraints on surface use within some special management areas and ACECs have been recommended in this Proposed RMP/FEIS should development be proposed. All land in the RMP area would remain open to leasing. Should exploration and/or development of leasable resources be pursued during the life of this RMP, special stipulations will be incorporated into the lease agreement after the results of site-specific environmental assessments for each action are known.**

Rangeland Management

The grazing program in the RMP area is managed under provisions of the *Taylor Grazing Act of 1934*, the *Federal Lend Policy and Management Act (FLPMA) of 1976* and the *Public*

Rangelands Improvement Act of 1978. These acts provide authority for issuing grazing leases/permits, supervising grazing use, managing grazing use, installing range improvement facilities and treatments, acting to detect and abate unauthorized use and taking other range management actions.

Management of rangeland resources is guided by the **Range Program Summary - Record of Decision (RPS/ROD)** which selected the Preferred Alternative analyzed in the 1987 Eastern Arizona Grazing FEIS.

The Grazing RPS/ROD complies with requirements of the *National Environmental Policy Act of 1969* and *FLPMA* and covers all land within the RMP area. This RPS/ROD provides guidance for the RMP area's grazing management program with the following objectives: 1) to restore and improve rangeland condition and productivity, 2) to provide for use and development of rangeland, 3) to maintain and improve habitat and viable wildlife populations, 4) to control future management actions and 5) to promote sustained yield and multiple use.

All grazing allotments in the district have been assigned to one of three management categories on the basis of present resource condition and management needs, range potential, conflicts with other resource values and economic potential for improvement. See Appendix 2 of the draft RMP/EIS for allotment categorizations.

Categorization establishes priorities for the distribution of rangeland management funds in order to achieve cost-effective improvement of rangeland conditions and production on each allotment. The three categories are: "M"--Maintain, "I"--Improve and "C"--Custodial. The "M" category allotments are managed to maintain satisfactory conditions, "I" allotments are managed to improve unsatisfactory conditions and "C" allotments receive custodial management to prevent resource deterioration. Efforts are concentrated in allotments where monitoring and evaluation indicate that grazing management actions are needed to improve the basic resource or to resolve serious resource-use conflicts. The BLM recategorizes allotments as management needs or objectives shift or potential for improvement changes.

The *Eastern Arizona Grazing Final* FEIS provides information about ecological condition and apparent trend for all RMP area allotments. The EIS also identifies the current carrying capacity, in animal unit months (AUMs), and the expected AUM capabilities of each allotment as the EIS range program is implemented. This information is shown in Appendix 3 of the draft RMP/EIS.

Wilderness Management

The *Phoenix Wilderness Final EIS* (BLM, Phoenix District, 1987) recommendations are incorporated by reference in this Proposed RMP/FEIS (see Appendix 5 of the draft RMP/EIS). Two wilderness study areas, the Baboquivari Peak WSA and the Coyote Mountains WSA, are recommended for wilderness designation. Hells Canyon WSA, White Canyon WSA and Picacho Mountains WSA are not recommended as suitable. The

South Bradshaws and Ragged Top WSAs have been evaluated **and recommended not suitable for wilderness** in the *Arizona-Mohave Wilderness FEIS* (BLM, Phoenix and Safford Districts, 1988). All WSAs in the RMP area would continue to be managed under the BLM's *Interim Management Policy* until Congress either releases them from review or designates them as wilderness. Those released would be managed according to decisions in the approved Phoenix RMP. Those added to the wilderness system would be managed under provisions of the designating legislation.

Wildlife and Special Status Plant Resource Management

Wildlife and wildlife habitat on public land in Arizona are managed under a memorandum of understanding with the Arizona Game and Fish Department. State-protected plants are managed in cooperation with the Arizona Commission of Agriculture and Horticulture. Wildlife and plants which are federally listed or proposed for listing as either threatened or endangered are protected under provisions of the *Endangered Species Act of 1973*, as amended. Any actions authorized, funded or carried out by a federal agency which may affect listed or proposed species are reviewed in cooperation with the U.S. Fish and Wildlife Service. It is BLM policy to avoid jeopardizing the continued existence of any listed or proposed species and to actively promote species recovery. It is also BLM policy to manage federal candidate species and their habitat to prevent the need for listing as threatened or endangered.

Potential impacts to wildlife and special status plants are analyzed in an environmental assessment for each project and protection measures may be stipulated in the decision record.

Wild, Free-Roaming Burros

Public Law 92-195, December 15, 1971 (16 USC 1331-1340, as amended) made the BLM responsible for the welfare and protection of unbranded and unclaimed burros found on public land at the time of the Act's passage. The management of burros on public land requires their removal from adjacent private or state land when requested, the development of a herd management area plan, the maintenance of a herd inventory and the removal and disposal of excess animals to the public by adoption, if possible. The management of burros on public land is accomplished at the minimum level necessary to assure the herd's free-roaming character, health and self-sustaining ability.

Cultural Resource Management

Cultural resources on public land are protected under an array of laws and regulations. Two of the most important laws are the *National Historic Preservation Act* (NHPA) of 1966 and the *Archaeological Resources Protection Act* (ARPA) of 1979. Under NHPA, potential impacts to National Register and National Register-eligible properties are identified and measures to

mitigate those impacts are developed in consultation with the Arizona State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation. ARPA prohibits the excavation, removal or damage of archaeological resources from public land by unauthorized persons. Since 1985, the BLM in Arizona also has operated under terms of a general compliance Programmatic Memorandum of Agreement with the state which guides inventory and data recovery procedures for cultural resources **affected by BLM actions which qualify under criterion “d” of the National Register**, and a specific Memorandum of Agreement addressing the protection of cultural resources in BLM-State land exchanges (memoranda on file in the Phoenix District Office).

The objective of cultural resource management in the RMP area would continue to protect the information potential or the public use values of properties or to manage them, when applicable, for conservation. The guidelines for continued management under each objective are found in Appendix 6 of the draft RMP/EIS.

Soil, Water and Air Resources

Soil Resources. The maintenance and improvement of soil cover and productivity would continue to be accomplished through preventive measures and land treatments. Preventive measures would be brought forward in project planning and NEPA review. Preventive measures typically include the avoidance of erosion-prone areas, restrictions on type and season of use and closure to certain uses. Land treatments would be identified where excessively eroded rangeland could be stabilized.

Salinity control measures would be incorporated into these erosion prevention strategies and rehabilitation treatments. Land treatments include implementing proper grazing systems, reseeded grasses and forbs to reestablish ground cover, contour furrowing, imprinting, prescribed burning and the construction of water control structures.

Water Resources. Legal availability of water is provided by assertion of public water reserve doctrine and compliance with state water law. Maintenance or enhancement of streamflow would be achieved pursuant to activity plans developed for special management areas.

Floodplain Management. Executive Order 11988 directs federal agencies to “avoid to the extent possible the long- and short-term adverse impacts associated with the occupancy and modification of floodplains and to avoid direct and indirect support of floodplain development whenever there is a practicable alternative” (*Floodplain Management Guidelines*, 43 CFR 6030, 1978). It is Bureau policy to retain base 100-year floodplains except:

Where federal, state, public and private institutions and parties have demonstrated the ability to maintain, restore and protect the floodplain on a continuous basis.

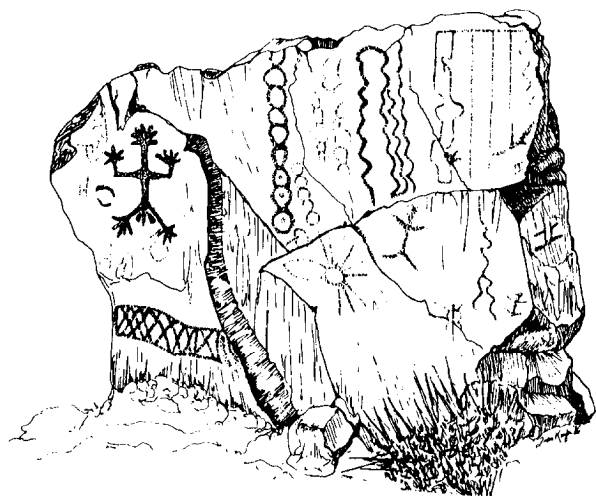
Where transfer of land, minerals or subsurface estates is mandated by legislation or Presidential Order.

Existing district procedures meet the requirements of this policy. District procedures may also require additional mitigation identified in environmental assessments prepared for specific projects or actions.

Water Quality. The BLM objective for water quality is to ensure that all waters on public land meet or exceed federal and state water quality standards. Generally, the BLM deals with nonpoint sources of pollution, which are addressed in Section 208 of the *Federal Water Pollution Control Act Amendments of 1972* (PL-92-500) **as amended by the Water Quality Act of 1987 (PL 100-4)**. The EPA has designated various agencies within the state as having the responsibility for Section 208 planning. These agencies assess nonpoint sources of pollution and prepare water quality management plans. The Arizona Department of Environmental Quality reports water quality status to the EPA annually.

Impacts to water quality are prevented or reduced through the application of specific mitigative measures identified in project planning and NEPA review. Where feasible, watershed improvement projects would be implemented to increase ground cover and ultimately reduce erosion, sediment yield and salinity contributions from public land.

Air Quality. Impacts to air quality resulting from activities on public land would be prevented or reduced through mitigations brought forward in NEPA compliance of proposed projects. Typically, activities on public land which might affect air quality are addressed by Article 4 (R9-3) of the Arizona Rules and Regulations. Prescribed burning, road construction, permitting the construction of mineral tailings piles and allowing dust emissions from passing vehicles in vacant lots are all specifically addressed in the regulations. The BLM permit and NEPA review processes are designed to ensure compliance with these regulations. For identification and coordination purposes, the BLM refers to the State Implementation Plan goals for air quality nonattainment areas.



Hazardous Materials (HAZMAT) Management

The three laws most commonly associated with HAZMAT include the *Resource Conservation and Recovery Act*, or RCRA (PL 94-580), the *Comprehensive Environmental Response, Compensation and Liability Act*, or CERCLA (PL 96-510), otherwise known as the *Superfund Act*, and the *Superfund Amendment Reauthorization Act* (E.O. 12580, 1986). BLM responsibilities under these acts include conformance with state RCRA enforcement regulations pertaining to the storage, handling and disposal of hazardous materials and reporting unpermitted HAZMAT discharges under the provisions of CERCLA.

Fire Management

Current fire management policy for the RMP area is to maintain full suppression in all areas. Full suppression is defined as taking sustained and appropriate action necessary to promptly suppress wildfires. A fire overhead team, hand crews, aerial fire retardant, crawler tractors, fire engines and other specialized equipment may be utilized in the control effort. Preference is given to suppression methods that are cost-effective, efficient and are least damaging to resources and the environment.

If fires escape initial attack, an Escaped Fire Situation Analysis (EFSA) will be prepared to determine the most appropriate suppression strategy based on safety, cost efficiency and effectiveness of fire suppression resources.

A close coordination with other fire organizations with suppression responsibilities would continue for areas adjacent to public land in the RMP area. Following the approval of this RMP, special management area activity plans developed would identify any areas where prescribed burning would benefit wildlife, watershed and rangeland resources.



Recreation Management

Management prescriptions required to manage cooperative recreation management areas (CRMAs) would be jointly developed in master plans between the BLM and the cooperating agency. Management prescriptions that would be addressed in the master plan include ORV travel, signing requirements, recreation facilities, fee collections and visitor use allocations. Until such time as the master plans are developed for each CRMA, the BLM would manage the areas under the guidance provided in this section.

Environmental Management

The BLM would prepare a site-specific environmental analysis before actions in the approved RMP are implemented. The environmental analysis would provide a site-specific assessment of the impacts of implementing the actions. In addition, the BLM would conduct wildlife, protected plant and cultural resource clearances as a part of the environmental analysis process. The analysis would also identify mitigation necessary to reduce the impacts of implementing an approved action.

Actions that are not specifically identified in the approved RMP/FEIS would be analyzed through an environmental assessment or an EIS in accordance with NEPA and the RMP amendment (1610.5-5) portion of the planning regulations (43 CFR 1600).

The Proposed RMP

This section of the RMP/FEIS describes in detail the proposed action alternative chosen for study. This alternative is the BLM-proposed RMP which describes the BLM's preferred course of action for managing the public land in the Phoenix RMP area.

The Proposed RMP differs somewhat from the preferred alternative described in the draft RMP/EIS due to the consideration of impacts identified in the draft EIS, new information and comments received from the public.

Most of the land use actions identified in this Proposed RMP would become implemented upon the BLM State Director's signing of the RMP/FEIS Record of Decision (ROD). These actions include the designation of utility corridors, communication sites, areas of critical environmental concern, special management areas, recreation management areas and off-road vehicle (ORV) designations.

Other actions identified in the Proposed RMP cannot be implemented solely upon the approval of the ROD by the BLM State Director. For example, mineral withdrawals on fewer than 5,000 acres must be approved by the Secretary of the Interior while mineral withdrawals on greater than 5,000 acres require congressional review (FLPMA Sec. 204 (c)(1)). Thus, actions such as these may be recommended in the approved RMP but do not become valid until approved by the appropriate body. However, all actions recommended in the approved RMP will be pursued.

This Proposed RMP centers on resolving the land tenure adjustment issue by establishing Resource Conservation Areas (RCAs). Within these RCAs, the BLM would retain and intensively manage all public land and would work toward acquiring state and private parcels with resource values that would benefit from public ownership. Acquisition of state and private parcels to consolidate public ownership within the RCAs would take place only with the consent of the Arizona State Land Department or the affected private landowner. Land exchanges would be the primary form of land acquisition. No land purchases to block up ownership in the RCAs are anticipated.

On land identified for disposal, no further planning decisions are necessary because disposal is the desired land use. Interim management on disposal land would be as described under the **General Management Guidance** section of this chapter. Note that identification of land for disposal is not an irrevocable decision. The Proposed RMP identifies large amounts of land for disposal; however, until an exchange occurs this land remains in federal ownership.

Once land is identified in an exchange package, a series of steps are taken before an actual exchange takes place. The exchange process is **generally** described in Figure 2-1. Note that all exchanges include a site-specific environmental assessment, complying with NEPA and CEQ regulations, which identifies impacts to resources on the land. If a particular exchange would negatively impact critical resource values, the BLM may opt to retain the land. Identifying public land for disposal (as required by FLPMA) is only the first step in the exchange process.

The following is a detailed description of the Proposed RMP chosen for study in this RMP/FEIS.

Description of the Proposed Resource Management Plan

This alternative is the BLM's Proposed Resource Management Plan (RMP). The Proposed RMP is designed to resolve the six identified planning issues and alleviate the significant management problems associated with managing the RMP area's scattered land ownership pattern. **This Proposed RMP is a revised version of the preferred alternative described in the draft RMP/EIS. The revision is based on the consideration of public and governmental agencies' comments on the draft RMP/EIS, the results of the draft EIS analysis and new information.**

Issue 1 - Land Tenure Adjustment

Under the Proposed RMP, the BLM would consolidate ownership and intensively manage land in seven Resource Conservation Areas (RCAs). Maps 2-1 through 2-3 provide an overview of the RCAs being proposed. More detailed drawings of the RCAs are shown in the map section at the end of this chapter (see Maps 2-4 through 2-10). Altogether the seven RCAs contain 49 percent (437,476 acres) public land (surface estate), 38 percent

(330,814 acres) state land and 13 percent (121,194 acres) private land (Table 2-1). The BLM would retain all public land (surface and subsurface estate) within the seven RCAs and pursue the acquisition of all state land through the BLM-State of Arizona exchange program. Private land within the RCAs is not specifically identified for acquisition; however, exchange proposals initiated by the private owners within these RCAs would receive consideration by the BLM.

Outside the RCAs, 6,880 acres adjacent to Petrified Forest National Park and 615 acres adjacent to the Tucson Mountain District of Saguaro National Monument would be retained pending Congressional action to include any of these parcels in the U.S. Park System. A total of 23,600 acres outside the RCAs would also be retained to be included in the Cooperative Recreation Management Areas proposed under Issue 5 - Recreation Management.

Also outside the RCAs, 391,803 acres of public land (surface estate) have been identified as suitable for disposal through the state indemnity selection program or state or private exchange. An additional 45,000 acres have been identified as suitable for disposal through state indemnity selection, state or private exchange or sale.

All land identified as meeting the FLPMA criteria for disposal by sale is identified by tract in Appendix 1 of the draft RMP/EIS.

All disposal land lies outside the RCAs. The land is mostly scattered parcels exhibiting few or low natural resource values. However, some of the identified land has a high economic value and is being identified for exchange so that it may be used to consolidate public ownership within the RCAs. The BLM may use some of the disposal land to acquire land outside the RMP area but within Arizona; however, the blocking up of the RCAs within the RMP area would receive priority.

Under the Proposed RMP, the BLM would consolidate surface and subsurface ownership through the acquisition by exchange of nonfederal mineral estate underlying federal surface holdings. Within the RCAs, Cooperative Recreation Management Areas (CRMAs) and Recreation and Public Purposes (R&PP) leases, the BLM would retain all federal subsurface mineral estate and acquire through exchange all nonfederal subsurface estate underlying that land.

The Proposed RMP also identifies for disposal all subsurface mineral estate that underlies federal surface estate identified for disposal. Therefore, under this alternative, all subsurface mineral estate outside the RCAs, CRMAs and R&PP land would be made available for disposal.

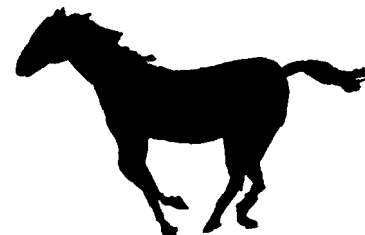


FIGURE 2-1
BLM LAND EXCHANGE PROCESS

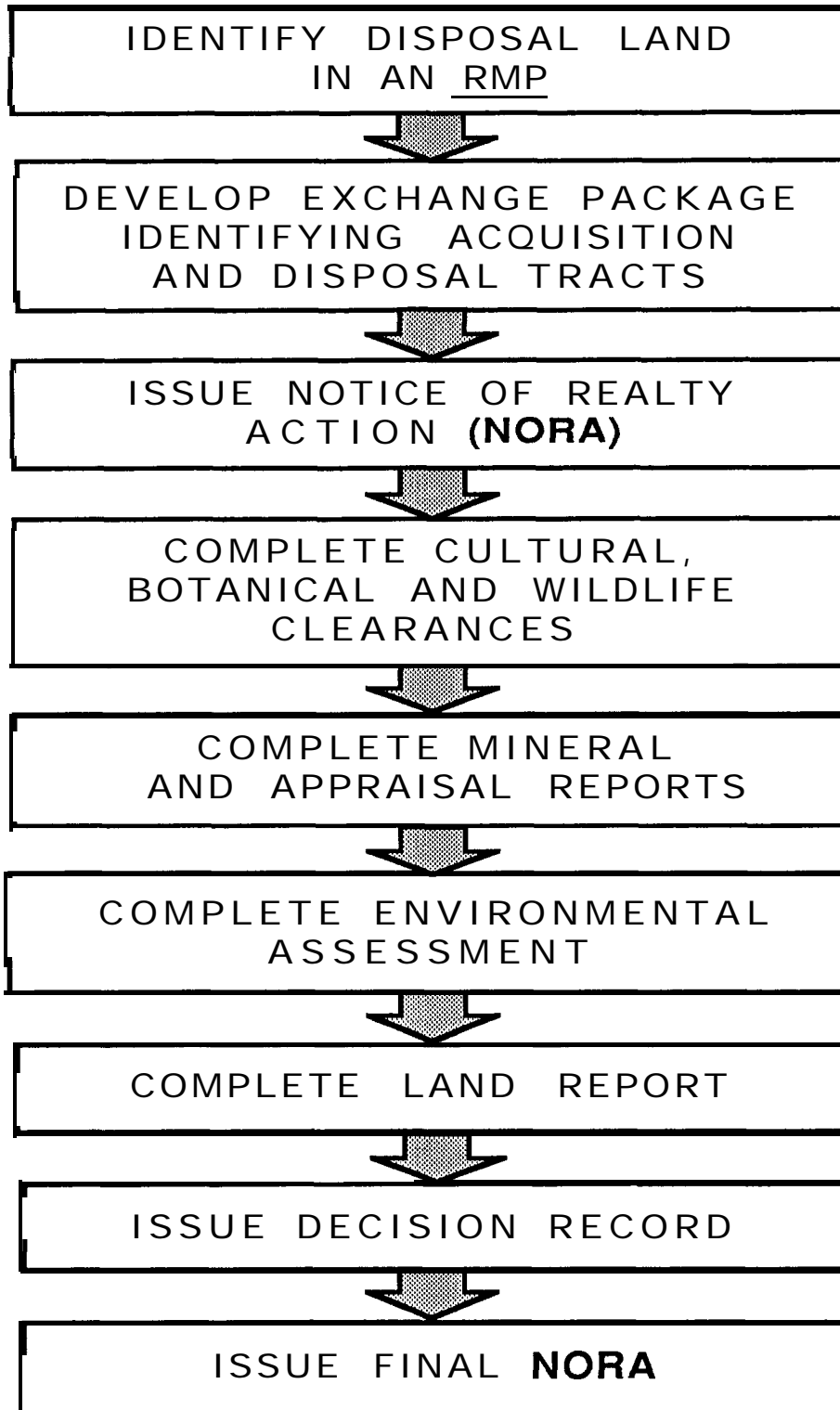


TABLE 2-1
Resource Conservation Areas
Bureau of Land Management, Phoenix District, Arizona

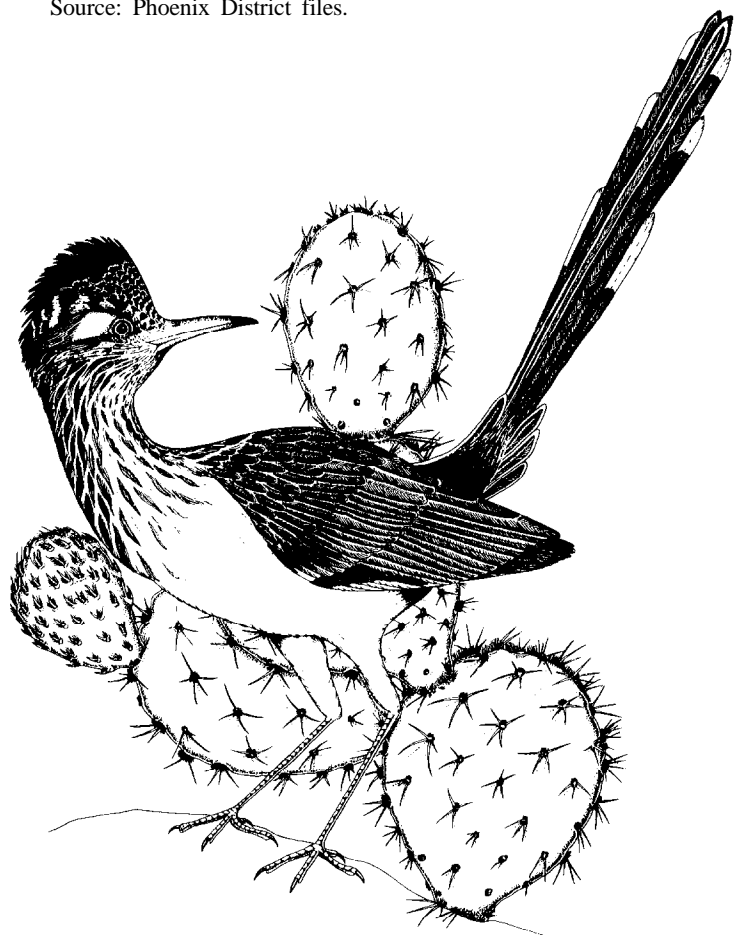
RCA	Federal Surface (acres)	State Surface (acres)	Private Surface (acres)	Total (acres)
Baboquivari	9,500	20,440	7,540	37,480
Silver Bell	104,176	2,054	13,884	150,114
Picacho Mountains	6,400	7,980	0	14,380
White Canyon	132,400	97,980	32,420	262,800
Black Canyon	34,490	73,440	15,050	122,980
Lake Picasant	149,560	97,640	49,880	297,080
Tanner Wash	950	1,280	2,420	4,650
TOTAL ACRES	437,476	330,814	121,194	889,484

Source: Phoenix District files.

Generally, the corridors are routed either along existing utility systems or are routed so as to avoid known high resource value areas. Routes for the corridors are identified only within the RCAs because public land outside the RCAs is so scattered that designation of useful corridors is impractical.

The recommended utility corridors identify the BLM's preferred utility systems routings. However, with the exception of those areas identified in this RMP as closed to right-of-way development, the RMP area is generally open to right-of-way development on a case-by-case basis.

Under the Proposed RMP, five communication sites would be designated. Two of these, Confidence Peak and the Kelvin site, were identified in the 1974 Silver Bell and 1976 Middle Gila Management Framework Plans (MFPs). These already designated sites would continue to be managed for communication facilities under the Proposed RMP and Newman Peak (site development dependent upon congressional determination of wilderness suitability), Pan Quemado Peak and the White Tank Mountains would be formally designated as communication sites. Table 2-2 shows each of the recommended communication sites.



Issue 2 - Utility Corridors and Communication Sites

Under the Proposed RMP, seven utility corridors would be designated. Maps 2-11 through 2-13 at the end of this chapter show the routes of each corridor. These corridors identify priority routes for major utility systems. All the corridors except for the Black Canyon corridor would be one mile in width. The Black Canyon corridor would be two miles wide to prevent overcrowding.

TABLE 2-2

Communication Sites		
Bureau of Land Management, Phoenix District, Arizona		
Name	Location	Acres
White Tanks	T. 3 N., R. 3 W., section 27, 28	50
Newman Peak	T. 8 S., R. 9 E., section 15, 22, 27	60
Confidence Peak	T. 12 S., R. 8 E., section 3	20
Kelvin Site	T. 4 S, R. 13 E., section 19	25
Pan Quemado	T. 13 S., R. 9 E., section 1, 2, 11, 12 T. 14 S. R. 9 E., section 35	160

Source: Phoenix District Files

Under the Proposed RMP, communication facility placement within the RCAs would be allowed only on the four designated sites (the White Tanks site is outside an RCA). Land identified for disposal would generally be left open for communication site development on a case-by-case basis. Thus, the BLM would consider site applications on this disposal land until such time as disposal takes place.

Issue 3 - Areas of Critical Environmental Concern (ACECs) and Special Management Areas

Under the Proposed RMP, six ACECs encompassing **10,121** acres of public land would be designated. An additional 2,600 acres of state and 3,680 acres of private land within these six ACEC boundaries would be designated upon acquisition. Also under the Proposed RMP, 9,440 acres of federal and state land on Perry Mesa would be designated as an ACEC upon the acquisition of the state land. Management prescriptions and acreages for each ACEC are shown in Table 2-3. Maps 2-14 through 2-19 show the boundaries of each ACEC.

Each ACEC recommended under the Proposed RMP was nominated for such a designation either by the public or by the BLM planning team. The planning team determined that each meets the relevance and importance criteria required by the BLM planning regulations (CFR 1610.7-2 (a)).

Under the Proposed RMP, 19 special management areas (SMAs) would be designated. Although these areas do not meet the relevance and importance criteria established for designation as ACECs, they do contain important resource values that

would benefit from some type of enhanced management. All SMAs are within the seven resource conservation areas identified under this Proposed RMP. Table 2-4 describes each SMA, provides information on the management goals for each SMA and describes actions that are planned to attain those goals. Maps 2-20 through 2-25 show the boundaries of each SMA under the Proposed RMP. Two SMAs, the Middle Gila Cultural Resource Management Area and the Gila River Riparian Management Area, are on land currently under withdrawal. Actions in these SMAs would only be implemented in cooperation with the agency that currently manages the withdrawn land.

Table 2-4 shows that seven of the 19 SMAs would be designated as multiple resource management areas. These contain nine grazing allotments for which the BLM would develop coordinated resource management plans (CRMPs) to provide direction for managing all the significant resources within the allotments. The nine allotments were chosen by the BLM's interdisciplinary planning team for CRMP development because all contain significant resource values that would benefit from intensive management. Appendix 4 of the draft RMP/EIS shows the relevant resource values in each of the nine allotments.

Allotments receiving priority for special management are those exhibiting significant potential for range and watershed improvement. Some also have key riparian, protected plant or wildlife habitat. While other allotments might benefit from a CRMP, these nine are all the BLM can realistically include within this planning cycle.

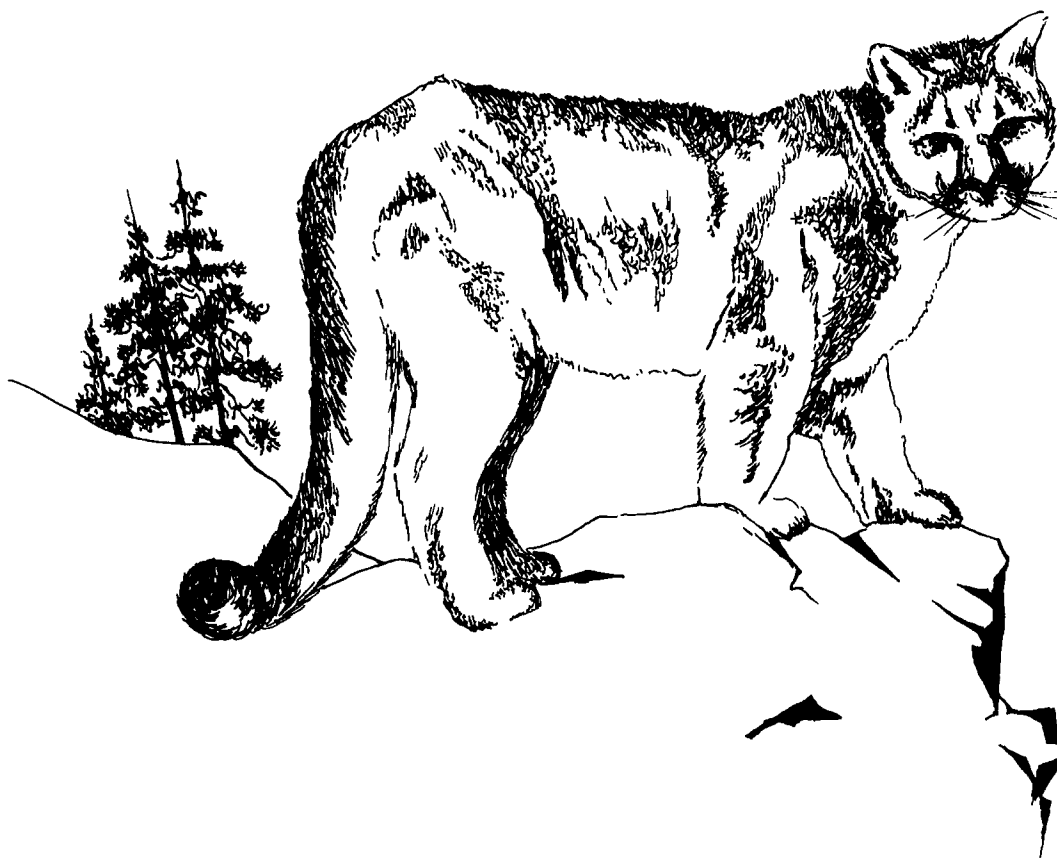


TABLE 2-3
Areas Proposed for ACEC Designation
Bureau of Land Management, Phoenix District, Arizona

Proposed Name	Federal, State, Private Acres	Current Designation or Classification	Importance	Relevance	Planned* Actions
Baboquivari Peak ACEC	F 2,070 S 240 P 720 3,030	Public land portion (2,070 acres) a wilderness study area; recommended for wilderness designation in the Phoenix Wilderness FEIS	Outstanding natural landmark with significant wildlife, botanical and cultural value	Great religious significance to Tohono O'Odham Indians	Designate an ACEC; close to motorized vehicles; prohibit land use authorizations; acquire 960 acres; obtain legal access; initiate mineral withdrawal** on all federal subsurface (2,900 ac.); develop activity plan; prohibit surface occupancy for oil/gas development.
Waterman Mountains ACEC	F 1,960 S 600 P 540 3,100	1,960 public acres identified in 1986 HMP as endangered species habitat	Habitat supports a federally listed endangered plant	One of two localities in U.S.: major threat from mining activity identified	Designate an ACEC; limit motorized vehicles to designated roads and trails; prohibit land use authorizations except along existing roads; acquire 1,140 acres; initiate mineral withdrawal on all 2,320 ac. federal subsurface; implement approved HMP; prohibit surface occupancy for oil/gas development.
White Canyon ACEC	F 1,920 S 480 2,400	1,920 public acres within the White Canyon Wilderness Study Area; recommended not suitable for wilderness in Phoenix Wilderness FEIS	Outstanding scenic, wildlife and cultural values	Mineral exploration identified as potential threat: public and management interest in preserving scenic and riparian values	Designate an ACEC; close White Canyon to motorized vehicles and limit motorized travel elsewhere to designated roads and trails; prohibit land use authorizations; acquire 480 acres; develop an activity plan; prohibit surface occupancy for oil/gas development.
Larry Canyon ACEC	F 80 80		Rare pristine riparian deciduous forest within desert ecosystem	Special features of considerable value for studies of a desert riparian system	Designate an ACEC; close entire area to motorized vehicles; prohibit land use authorizations; initiate mineral withdrawal on 80 ac. federal subsurface; develop an activity plan; prohibit domestic livestock grazing; prohibit surface occupancy for oil/gas development.

(continued on next page)

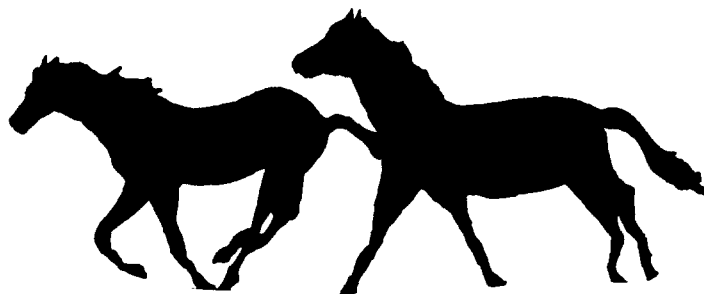


TABLE 2-3 (continued)
Areas Proposed for ACEC Designation
Bureau of Land Management, Phoenix District, Arizona

Proposed Name	Federal, State, Private Acres	Current Designation or Classification	Importance	Relevance	Planned* Actions
Tanner Wash ACEC	F 950 S 1,280 P 2,420 4,650	420 public acres identified in 1985 HMP as endangered species habitat	Habitat supports a federally listed endangered plant	Only locality known for the plant; collecting pressures, urbanization and grazing identified threats	Designate an ACEC; close 30 acres to motorized vehicles; limit motorized travel elsewhere to designated roads and trails; prohibit land use authorizations; acquire land: initiate mineral withdrawal on all federal subsurface (950 ac.); continue to implement HMP; prohibit surface occupancy for oil/gas development.
Appleton-Whittell ACEC	F 3,141 1,141	Public land portion of the Appleton-Whittell Biological Research Sanctuary managed by National Audubon Society	Unique laboratory for studying effects of non-grazing on a desert grassland	Management objective to cooperate in research objectives of the Research Ranch	Designate an ACEC; limit motorized vehicles to designated roads and trails; prohibit land use actions except as authorized by Research Ranch; do not open to mineral location, leasing or sales; implement 1986 BLM/National Audubon Society MOU; prohibit surface occupancy for oil/gas lease development.
Perry Mesa ACEC	F 960 S 8,480 9,440	960 public acres are a National Register Archaeological District	Exhibits a unique blend of three prehistoric cultures	Vandalism identified as serious threat	Designate ACEC upon acquisition of 8,480 state acres; limit motorized vehicles to designated roads/trails; develop an activity plan; acquire 8,484 acres.

Source: Phoenix District files.

*Planned Actions: Planned actions will apply to current land and, upon acquisition, to private and state land.

** Mineral Withdrawal Subject to valid existing rights, the identified area would be closed to mining claim location, mineral leasing and mineral sales. Unless stated otherwise, nonfederal lands acquired within the ACEC boundary will be closed to operation of the mining laws. Expired leases may not be renewed. Mining claims within the ACEC may be examined for validity and contested if appropriate. as determined by the BLM State Director.



**TABLE 2-4
Areas Proposed for Special Management
Bureau of Land Management, Phoenix District, Arizona**

<u>Special Management Area (SMA)</u>	<u>Federal, State, and Private Acres</u>	<u>Current Designation</u>	<u>Management Goals</u>	<u>Planned Actions</u>
Coyote Mountains Recreation Management Area	F 5,080 S 320 P 320 5,720	acres BLM WSA; recommended for wilderness designation in 1987 Final Phoenix Wilderness EIS	Manage to enhance recreation values; increase public ownership of state and private holdings	Obtain legal access; develop an activity plan; prohibit land use authorizations; limit vehicular travel to designated roads and trails; prohibit surface occupancy for oil/gas development; acquire land.
Agua Blanco Ranch Multiple Resource Management Area	F 14,419 S&P 2,280 16,699	None	Improve watershed condition to satisfactory; increase soil cover; reduce sediment yield; improve ecological site condition to good; promote recovery of an endangered plant	Develop an activity plan; limit motorized vehicles to existing roads and trails; acquire land.
Cocoraque Butte-Waterman Mtns Multiple Resource Management Area	F 34,749 S&P 13,227 47,976	None	Improve watershed condition to satisfactory; increase soil cover; reduce sediment yield; improve ecological site condition to good; promote recovery of endangered plant	Develop an activity plan; limit motorized vehicles to existing roads and trails; acquire land.
Silver Bell Desert Bighorn Sheep Management Area	F 39,170 S 1,450 P 6,180 56,800	4,460 acres includes Ragged Top WSA. recommended not suitable for wilderness in the Arizona-Mohave Wilderness FEIS	Improve habitat condition for desert bighorn sheep	Develop an activity plan; prohibit surface occupancy for oil/gas development on 800 acres of Ragged Top; limit motorized vehicles to existing roads and trails except close 800 acres on Ragged Top; acquire land.
Avra Valley Cultural Resource Management Area	F 2,720	Contains Cocoraque Butte National Register Historic District	Manage 14 properties for information potential and I for conservation values	Develop an activity plan; limit motorized vehicles to existing roads and trails.
Santa Ana del Chiquiburitac	F 20	National Register Historic Places	Manage for public education/interpretative values	Develop an activity plan; close to motorized vehicles. Prohibit surface occupancy for oil/gas development.
Picacho Mountains Desert Tortoise Management Area	F 6,400 S 7,980 14,380	6,400 acres a WSA recommended not suitable for wilderness in Phoenix Wilderness FEIS	Maintain existing desert tortoise populations; obtain population data for high and low elevation	Develop a management plan; acquire land; prohibit surface occupancy of oil/gas leases; close 6,400 ac. to motorized vehicles; limit travel on 7,980 ac. to designated roads.
Grayback Mountain-Box O Wash Multiple Resource Management Area	F 24,045 S&P 16,581 40,626	None	Improve watershed condition to satisfactory; increase soil cover; reduce sediment yield and salinity discharge; improve ecological site condition to good; enhance stream flow and water quality	Develop an activity plan; acquire land; limit motorized vehicles to existing roads and trails.
Reymert Townsite Cultural Resource Management Area	F 20	None	Manage for public education/interpretative values	Develop an activity plan; close to motorized vehicles.
Middle Gila Cultural Resource Management Area	F 21,940 S 7,240 P 1,520 30,700	Under withdrawal for federal water projects	Manage for information, public and conservation values	Develop an activity plan; limit motorized vehicles to existing roads and trails; acquire land.

(continued on next page)

TABLE 2-4 (continued)
Areas Proposed for Special Management
Bureau of Land Management, Phoenix District, Arizona

Special Management Area S M A	Federal, State, and Private Acres	Current Designation	Management Goals	Planned Actions
Gila River Riparian Management Area	F 15 miles	Under withdrawal for federal water projects	Improve condition of riparian vegetation and aquatic habitat for native fish; enhance water quality; limit salinity discharges	Develop an activity plan; limit motorized vehicles to existing roads and trails; prohibit surface occupancy for oil/gas development in riparian zone.
Black Canyon Granite Sales Management Area	F 160	None	Manage as a granite extraction area	Develop an activity plan.
Cordes Junction Multiple Resource Management Area	F 8,763 S&P 5,846 14.609	None	Improve watershed condition to satisfactory; improve condition of riparian vegetation; improve native fish habitat; enhance water quality and stream flow; increase soil cover; reduce sediment yield; improve ecological site condition to good	Develop an activity plan; prohibit surface occupancy of oil/gas leases in riparian zones; prohibit land use authorizations in riparian areas; limit motorized vehicles to existing roads and trails; acquire land.
Sycamore Creek Multiple Resource Management Area	F 2,423 S&P 1,396 3,819	None	Improve condition of riparian vegetation; improve native fish habitat; enhance stream flow and water quality; increase soil cover and reduce sediment yield; improve pronghorn habitat and facilitate their movement	Develop an activity plan; prohibit surface occupancy for oil/gas development in riparian zones; prohibit land use authorizations in riparian areas; limit motorized vehicles to existing roads and trails; acquire land.
Bumble Bee Multiple Resource Management Area	F 12,832 S&P 39,433 52,265	None	Improve watershed condition to satisfactory; improve condition of riparian vegetation; improve native fish habitat; enhance water quality and stream flow; increase soil cover; reduce sediment yield; improve ecological site condition to good; reintroduce native fish, if feasible	Develop an activity plan; prohibit surface occupancy for oil/gas development in riparian areas; prohibit land use authorizations in riparian areas; limit motorized vehicles to designated roads and trails; acquire land.
Williams Mesa Multiple Resource Management Area	F 27,384 S&P 23,346 59,735	None	Improve watershed condition to satisfactory; improve riparian vegetation condition; improve native fish habitat and reintroduce native fish, if feasible; enhance stream flow and water quality; increase soil cover; reduce sediment yield; improve ecological site condition to good	Develop an activity plan; prohibit surface occupancy for oil/gas development in riparian areas; prohibit land use authorizations in riparian areas; close 3.5 miles of Tule Creek to motorized vehicles, elsewhere limited to existing roads and trails; acquire land.
Hassayampa River Riparian Management Area	F 12 miles S 4 miles 16 miles	Part of Hassayampa River WSA; recommended not suitable for wilderness designation in 1987 Final Phoenix Wilderness EIS	Improve condition of riparian habitat; improve condition of native fish habitat and reintroduce native fish, if feasible; enhance water quality	Develop an activity plan; limit motorized vehicles to existing roads and trails; prohibit surface occupancy for oil/gas leases in riparian areas; prohibit land use authorizations in riparian areas; acquire land.
Hells Canyon Recreation Management Area	F 9,379 S 640 P 720 10,739	9,379 acres WSA; recommended not suitable for wilderness designation in Phoenix Wilderness FEIS	Manage to maintain primitive recreation values	Develop an activity plan; limit motorized vehicles to designated roads and trails; acquire land.
Lake Pleasant Burro Herd Management Area	F 57,412 S 13,795 P 9,593 80,800	None	Maintain habitat for burros; maintain an IO-animal herd	Develop a herd management plan; acquire land.

Source: Phoenix District files.

Issue 4 - Off-Road Vehicle Designations

Under the Proposed RMP, vehicular travel would be limited to existing roads and trails on all the RMP area’s public land with the exception of those areas specifically identified as closed or where travel would be limited to designated roads and trails.

A total of 11,761 acres and 6.5 miles of existing roads or trails would be closed to vehicular traffic under this alternative. The closed areas and areas where vehicular travel would be limited to designated roads and trails are listed under the appropriate ACEC or special management area recommendations in Tables 2-3 and 2-4.

Issue 5 - Recreation Management

Under the Proposed RMP, the Coyote Mountains and Hells Canyon would become BLM special recreation management areas (see Maps 2-20 and 2-25). Table 2-4 describes the management goals and planned actions the BLM would take to enhance recreation opportunities in these two areas, The Coyote Mountains and Hells Canyon are now wilderness study areas (WSAs). Management of these two WSAs as recreation management areas would occur only if the two areas are not designated wilderness by Congress.

Table 2-5 identifies land slated for development as Cooperative Recreation Management Areas (CRMAs). Five CRMAs would be established under the Proposed RMP (see Maps 2-26 through 2-30 at the end of this chapter).

These CRMAs exhibit significant recreation values and have been identified by county and state governments as important areas for intensive recreation uses. For each of these CRMAs, the BLM and the cooperating government agency would jointly develop a cooperative management agreement detailing the role of each in managing recreation activities in the CRMA.

The areas recommended for CRMA designation and acreages are as follows:



1. **Lake Pleasant** — 6,760 acres BLM; 29,840 acres state; 3,260 acres private. The BLM, Bureau of Reclamation (BOR) and Maricopa County would work to acquire up to 29,360 state acres and 2,140 acres of private land.
2. **San Tan Mountains** — 6,880 - BLM, 480 - state, 0 - private. The BLM would work to acquire 480 **state acres**.
3. **Black Canyon Trails** — 3,534 - BLM, 0 - state, 0 - private.
4. **Tortolita Mountains** — 1,560 - BLM, 9,480 - state, 6,440 private. The BLM would work to acquire up to 2,790 state acres.
5. **Sawtooth Mountains** — 15,188 - BLM, 640 - state, 0 - private. The BLM would work to acquire 640 acres of state land.

Under the Proposed RMP, several parcels would be slated for transfer to local governments or agencies under the R&PPA. This land would initially be retained in federal ownership until such time as the grantee files an R&PP lease application and has an approved plan of development for those parcels. Table 2-5 identifies the land scheduled for transfer under the R&PP Act. Land recommended for R&PPA transfer was identified by local government entities during the RMP scoping process. Land recommended for R&PPA transfer under the Proposed RMP includes: 1) Goldfield, to the City of Apache Junction for park development (1,140 acres), 2) Saginaw Hill (460 acres) and Tucson Mountain Park Extension (600 acres), to Pima County for park development and 3) Picacho Reservoir (350 acres) and Zion Reservoir (280 acres), to the Arizona Game and Fish Department for the protection of wildlife values (see maps 2-31 through 2-34 at the end of this chapter).

TABLE 2-5
CRMA and R&PP Land
Bureau of Land Management, Phoenix District, Arizona

Parcel	Proposed RMP
Black Canyon Trails	CRMA*
Lake Pleasant	CRMA
San Tan Mountains	CRMA
Tortolita Mountains	CRMA
Picacho Reservoir	R&PPA**
Goldfield	R&PPA
Zion Reservoir	R&PPA
Saginaw Hill	R&PPA
Tucson Mountain Park Ext.	R&PPA
Sawtooth Mountains	CRMA

*CRMA - A Cooperative Recreation Management Area where the BLM enters into a cooperative management agreement with a local government agency to manage recreation land.

**R&PPA - Recreation and Public Purpose Act under which the BLM transfers title of a parcel to a managing agency. This land must be used for public purposes by the grantee.

Source: Phoenix District files.

Issue 6 - Land Classifications

The RMP area is currently encumbered by five multiple use classifications affecting 12,177 acres. Under the Proposed RMP, the five classifications identified in Table 2-6 would be terminated.

Land currently under these classifications would return to multiple use management and would be managed under the guidance of this RMP.



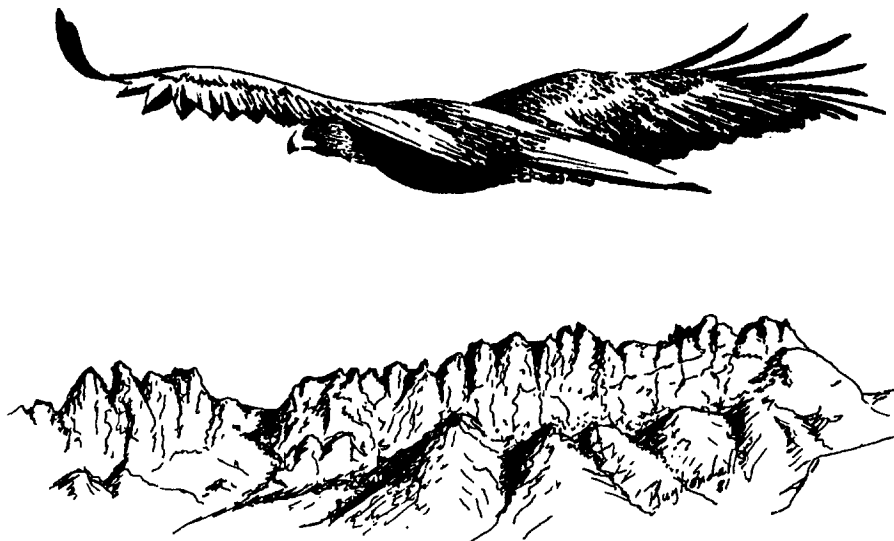
TABLE 2-6
Multiple Use Classifications Recommended for Revocation
Bureau of Land Management, Phoenix District, Arizona

Serial Number	Acres	Classification Date	Segregated From
A-662 (Oracle Junction)	2,974	12-14-1967	Agricultural Laws, Private Exchange, State Selection, Mining, State Exchange, RS 2455 Sales
A-918 (Coyote Mountains)	5,083	11-18-1967	Agricultural Laws, Private Exchange, RS 2455 Sales, State Selection, Act: 09-19-1964 Sale
“A-922 (Fred J. Weiler Greenbelt)	437	08-31-1967	Agricultural Laws, RS 2455 Sales, Private Exchange, State Exchange, State Selection, RS 2477, Mining Laws
A-1821 (Baboquivari Mountains)	3,657	12-12-1969	Agricultural Laws, RS 2455 Sales, Act: 09-19-1964 Sale
““A-1029 (Lost Dutchman State Park)	26	1 0-06- 1967	Agricultural Laws, RS 2455 Sales, Act: 09- 19- 1964 Sale, R&PP Act, Private Exchange, State Exchange, State Selection, RS 2477, Mining Laws

* This area is and would remain under PLO 1015 withdrawal to benefit wildlife.

** This area has been transferred to the state under the R&PPA.

Source: Phoenix District files.



Proposed RMP And Draft Preferred Alternative Compared

The Proposed RMP differs from the preferred alternative described in the draft RMP/EIS primarily in the configuration and size of several proposed RCAs. These differences are shown in Table 2-7 and on Maps 2-6 through 2-10 at the end of this chapter when compared with the same numbered maps in the draft RMP/EIS.

**TABLE 2-7
RCA Acres Compared
Bureau of Land Management Phoenix District, Arizona**

RCA	Draft Preferred Alternative	Proposed RMP
Baboquivari	37,480	No change
Silver Bell	150,114	No change
Picacho Mountains	6,400	14,380
White Canyon	330,770	262,800
Black Canyon	117,780	122,980
Lake Pleasant	275,290	297,080
Tanner Wash	<u>3,740</u>	<u>4,650</u>
TOTAL ACRES	921,574	889,484

Source: Phoenix District files.

White Canyon RCA acreages are decreased under the Proposed RMP while those of the other proposed RCAs remain unchanged or are increased. The decrease under the White Canyon proposal was made because the Arizona State Land Department is unwilling to consider the exchange of its land in the **southwest** corner of the RCA as proposed in the draft plan's preferred alternative. Without the possibility of acquiring this state land, the public land in the same region would be isolated from the rest of the proposed RCA. The decision to identify this isolated block of public land for disposal in the Proposed RMP was made when the state declared its willingness to exchange additional land to support expanded boundaries for several of the other proposed RCAs. The acquisition of additional desert tortoise habitat (Picacho Mountains RCA) and riparian areas (Lake Pleasant and Black Canyon RCAs), for instance, would be possible only by identifying additional public land for disposal.

Monitoring And Evaluating The Proposed RMP

The effect on the environmental issues of implementing the Proposed RMP would be monitored and evaluated according to the schedule and methods shown in Table 2-8. Other environmental values, not now considered issues, would be incorporated into the plan through the amendment process and formally monitored if these values deteriorated significantly during the life of the RMP.



Junegrass

TABLE 2-8
Resource Monitoring and Evaluation Plan
Bureau of Land Management, Phoenix District, Arizona

Element	Item	Location	Technique	Unit of Measure	Frequency & Duration	Information Warranting Decision or Activity	Review of Plan
Minerals	Material sales	Black Cayon Community pit	Standardized appraisal methods.	Tons	Annually	Depletion of material from pit area	
	Mineral exploration and development	WSAs, ACECs and SMAs	Site inspection	Acres of disturbance	same	Adverse impacts to protected resources and values	
Cultural Resources	Site vandalism (including ORV damage)	Perry Mesa ACEC, Santa Ana del Chiquibnitac, Reymert, Middle Gila, Avra Valley	Site inspection (air and ground); photo documentation	Number of sites disturbed/major disturbances on given site	Annually	Trends indicating increased disturbance (e.g., ground disturbance, structural damage)	
	Natural degradation	Same	Site inspection (ground); photo documentation of sensitive portions of selected properties	Number of deteriorating features	Same	Significant site deterioration	
Matershed	Soil loss	9 allotments in 7 SMAs	Paired* runoff plots	Tons/ac./y r.	Biannually Apr./Oct.	Soil loss not reduced in treated areas	
		Same	USLE- transect	Same	Same	Same	
Water	Quality	Riparian areas within ACECs and SMAs	Field and/or laboratory analysis	Constituent (pH, parts/million, etc.) compared to quality standards	Biennially	Progressive decline in water quality below AZ standards	
	Quantity	Same	Stream ganging	Flow (cfs.)	Same	Change in flow to ephemeral	
Rangeland Vegetation	Condition	9 allotments in 7 SMAs	As outlined in SCS National Range Handbook, Sec. 305'	% production to climax allowance	5 year intervals	Condition decline	
	Trend	Same	Pace frequency~	Species/frequency	End of each grazing cycle	20% decline in key plant species	
	Utilization	Same	Key forage plant (shrubs); grazed class (grasses and forbs)-	Percent forage removed	End of each use period	Grass utilization greater than 50%	
Special Status	Population stability	Habitat areawide	Field survey	Occurrence, number of counts,	Annually	Five-year downward trend in population numbers.	
Plants				density, age/class, distribution		age/class disparity, shrinking distribution, range contraction	
	Habitat evaluation	Same	Site inspection of habitat	Acres of occupied habitat	Same	Significant habitat loss	
Burros	Population	Herd area	Helicopter mark recount	No. of individuals	3-year intervals	20% change in population; less than 10% juveniles	
	Forage use	Same	Key forage plant method	% forage removed	Annually	Grass utilization greater than 50%	

(continued on next page)

TABLE 2-8 (Continued)
Resource Monitoring and Evaluation Plan
Bureau of Land Management, Phoenix District, Arizona

Element	Item	Location	Technique	Unit of Measure	Frequency & Duration	Information Warranting Review of Decision or Activity Plan
Gila Top-minnow/Desert Pupfish	Observation of breeding populations	Mesquite Spring, Tule Creek, introduction sites	Direct observation	Number per site	Annually	Observable decrease in fish populations
Desert Bighorn Sheep	Population estimate	Silver Bell Mountains SMA	AG&FD population survey information	Number/sq. mi.	Same	Significant population decline
Desert Tortoise	Relative densities	Category I & II habitats	Square mile plots ⁶	Same	5-year intervals	Change in habitat category
	Habitat condition	Category I & II habitats	Pace frequency ⁷	Percent cover composition	5 to 7 year intervals	Change in habitat category
Pronghorn	Population estimate	Sycamore Mesa SMA	AG&FD population survey information	Numbers/sq. mi.	Annually	Significant population decline
Mule Deer	Same	Medium to high density habitat	Same	Same	Same	Same
Javelina	Same	Same	Same	Same	Same	Same
Riparian Areas	Ecological condition	14 drainages in 8 SMAs	PDO riparian area condition evaluation	Miles	5-year intervals	Decline in condition class
Recreation	ERMAs	Area-wide	Patrol, area inspections	Visitor days	Biennially	Data reveals significant user conflicts
	SMAs	Coyote Mtns./Hells Canyon	Patrol, visitor registration, traffic counters	Same	Weekly in heavy use periods then monthly	Data indicates visitor use significantly higher than expected
	ORV management	Closed and designated areas	Aerial reconnaissance and ground patrol	No. of violations	Biannually	Repeated violations noted
	CRMAs	Five CRMAs	Cooperative plan review	Plans completed	Annually	Failure to implement cooperative management plan

Source: Phoenix District files.

¹USDI. A Runoff and Soil-Loss Monitoring Technique using Paired Plots. Technical Note 368. Denver, Colorado. August 1985.

²USDA. Universal Soil Loss Equation. Conservation Planning Note No. 11, Arizona. Phoenix, Arizona. September 1976.

JUSDA. Soil Conservation Service. 1976. *National Range Handbook* Washington, DC.

JUSDI. Bureau of Land Management. 1985. *Rangeland Monitoring Trend Studies* T.R. 4400-4. Denver, Colorado.

⁴USDI. Bureau of Land Management. 1984. *Rangeland Monitoring Utilization Studies*. T.R. 4400-3. Denver, Colorado.

⁶USDI. Bureau of Land Management. 1988. Draft Desert Tortoise Implementation Strategy. Phoenix, Arizona.

Alternatives Considered But Not Analyzed

Several alternatives in addition to the four chosen for study in the draft RMP/EIS and this Proposed RMP alternative were considered, but each was dropped for various reasons. The alternatives that were considered but not chosen for study are addressed below under the appropriate planning issue:

Land Tenure Adjustment

Several land tenure adjustment alternatives to the four chosen for study were considered but were eliminated from further analysis. Each of these alternatives centered on the acquisition and retention of land in the RMP area.

In Apache and Navajo counties, alternatives were considered to acquire and attempt to block-up pronghorn antelope habitat and significant cultural areas. These alternatives would have required complex trades among the BLM, the Arizona State Land Department and numerous private owners. Because of the complexities involved in making these trades, the BLM determined that consolidation of enough land to make contiguous blocks would be impractical. Therefore, this alternative was not considered for further study.

Alternatives were also considered whereby the BLM would block up ownership in the Sierrita and Las Guijas mountains in the RMP area's southern portion. While each of these areas contains important resource values, the federal government is a minority landowner in the two mountains. This, coupled with the fact that the mountains have many different private owners, makes the acquisition of large blocks impractical and precludes these two areas from further consideration.

Utility Corridors and Communication Sites

A utility corridor alternative that would have followed all routes recommended in the 1986 Western Utility Group Study (Western Utility Group, 1986) was considered. Consideration of all the identified corridors would have placed corridors across highly scattered land with only small amounts of publicly owned land. Such corridors would not be useful as the vast majority of the land traversed in these corridors would be nonfederal and the BLM would exert little control over utility system routings. Therefore, this alternative was dropped from further consideration.

An additional alternative was considered that would provide two designated corridors in the Black Canyon area. One corridor would have followed Interstate 17 while the other would follow existing transmission lines on Perry Mesa. It was determined that one route through Black Canyon would provide sufficient routings for all anticipated utility systems. Therefore, an alternative with two corridors in the Black Canyon area was dropped from further consideration.

Areas of Critical Environmental Concern and Special Management Areas

The interdisciplinary planning team considered ACEC designation for six areas that were not analyzed in any of the alternatives chosen for study in this RMP/EIS. Each of these six areas was considered for ACEC designation; however, the planning team felt that the resource values present in each of the areas did not meet the relevance and/or importance criteria required for ACEC designation (CFR 1610.7-2). Nominations for ACECs considered but rejected by the planning team include Owl Head Butte, Ragged Top, Sawtooth Mountains, Cedar Basin, Tule Spring and the Middle Gila Archaeological Zone.

The designation of several special management areas on land identified for disposal was considered. However, the planning team felt that any special management measures taken by the BLM should only occur on land slated for retention. Therefore, any SMA recommendations made on land slated for disposal were not considered in any alternative.

Off-Road Vehicle Designations

An alternative was considered that would have closed all public land to motorized vehicle travel unless the area was signed as being open to such travel. Implementation of this alternative was deemed impractical because the RMP area's numerous public roadways crossing scattered public land preclude an effective signing program.

Recreation Management

An alternative was considered that would have identified several additional special recreation management areas. The Hassayampa River Canyon and the Sawtooth, San Tan, Picacho and Ragged Top mountains were all considered for designation as special recreation management areas. However, while these areas contain high value recreation resources, it was determined that the areas do not meet the criteria necessary for such a designation. Therefore, these areas were dropped from further analysis.

