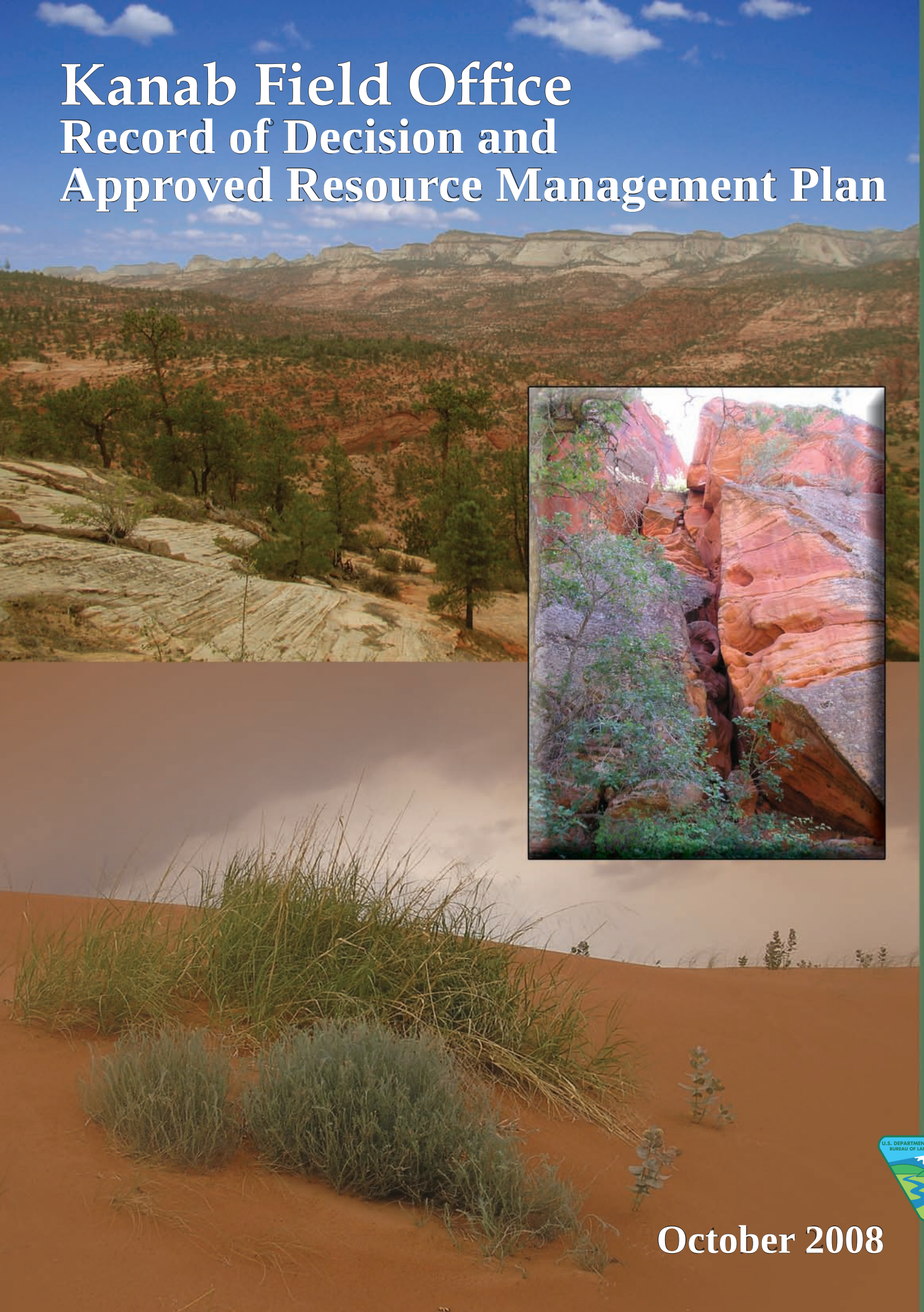
Kanab Field Office
Record of Decision and Approved Resource Management Plan



October 2008

BLM

Kanab Field Office

BLM Mission

To sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

Bureau of Land Management
BLM-UT-PL-09-006-1610
UT-110-2007-022

United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Utah State Office
P.O. Box 45155
Salt Lake City, UT 84145-0155
http://www.blm.gov

IN REPLY REFER TO:
1610
(UT-935)

Dear Reader/Interested Party:

I am pleased to announce that, after several years of hard work and collaborative efforts, the Kanab Field Office Resource Management Plan (Approved RMP) is complete. This document will provide guidance for the management of over 554,000 acres of public land and an additional 167,000 acres of Federal mineral estate administered by the Bureau of Land Management (BLM) in Kane and Garfield Counties in south-central Utah.

The attached Record of Decision (ROD) and Approved RMP have been prepared in accordance with the Federal Land Policy and Management Act (FLPMA) and the National Environmental Policy Act (NEPA). The ROD/Approved RMP are available to members of the public and will be sent to pertinent local, State, Tribal and Federal government entities. The Approved RMP finalizes the proposed decisions presented in the Proposed RMP/Final Environmental Impact Statement (FEIS) that was released on July 18, 2008 and subject to a 30-day protest period that ended on August 18, 2008. Fourteen protest letters with standing were received. The protests were reviewed by the BLM Director in Washington, D.C. After careful consideration of all points raised in these protests, the Director concluded the responsible planning team and decision makers followed all applicable laws, regulations, policies, and pertinent resource considerations in developing the Proposed RMP/Final EIS. Minor adjustments or points of clarification are incorporated into the Approved RMP in response to issues raised in the protest process and final BLM review. These minor changes are discussed in the ROD under the section titled *Notice of Modifications and Clarifications*, but the protest review did not result in any significant changes from the Proposed RMP.

The approval of this ROD by the Department of the Interior (DOI) Assistant Secretary for Land and Minerals Management serves as the final decision by the DOI for all land use planning and implementation-level decisions described in the attached Approved RMP. Implementation of land use plan decisions (e.g., coal leasing, oil and gas development, and land and realty decisions) will not be undertaken without suitable further NEPA analysis, including all appropriate public involvement and any hearings available to the public.

Notification of the approval of this ROD/Approved RMP will be announced via local news releases and on the Kanab Field Office website at:

http://www.blm.gov/ut/st/en/fo/kanab.html

Hard copies and CD-ROM versions of the ROD and Approved RMP may be obtained by contacting the Kanab Field Office by phone at (435) 644-4600, or at the following address:

Kanab Field Office
318 North 100 East
Kanab, UT 84741

The BLM is pleased to provide this copy of the Kanab Field Office ROD/Approved RMP for your reference. We greatly appreciate all who contributed to the completion of this Approved RMP, including the State of Utah, Kane and Garfield Counties, and the Kaibab Paiute Tribe who were our Cooperating Agencies on this plan over the years, as well as other Federal agencies that worked closely with us to complete this important effort. We also appreciate the extensive public involvement during this time by groups, organizations, and individuals. Public input informed and improved the planning documents and we hope you will continue to work with us as we implement the decisions in this Approved RMP.

Sincerely,

Selma Sierra
Utah State Director

KANAB FIELD OFFICE
RECORD OF DECISION
AND
APPROVED
RESOURCE MANAGEMENT PLAN

October 2008

Prepared by:
U.S. Department of the Interior
Bureau of Land Management
Kanab Field Office
Kanab, Utah

Cooperating Agencies:
State of Utah
Kane County
Garfield County
Kaibab Paiute Tribe

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LIST OF ACRONYMS

ACEC	Area of Critical Environmental Concern
ACHP	Advisory Council on Historic Preservation
ADC	Animal Damage Control
AML	Appropriate Management Level
AMLIS	Abandoned Mine Land Inventory System
AMP	Allotment Management Plan
APD	Application for Permit to Drill (an oil or gas well)
APHIS	Animal and Plant Health Inspection Service (USDA)
ARPA	Archeological Resource Protection Act (of 1979)
AUM	Animal unit month
BA	Biological Assessment
BCC	Birds of Conservation Concern
BCF	Billion cubic feet (a measure of quantity of natural gas)
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BMP	Best Management Practice
BO	Biological Opinion
BOR	(United States) Bureau of Reclamation
CAA	Clean Air Act (of 1970)
CAAA	Clean Air Act Amendments
CBNG	Coal Bed Natural Gas
CEQ	Council on Environmental Quality
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act (of 1980)
CFR	Code of Federal Regulations
CFS	Cubic Feet Per Second (a unit of water flow)
CHL	Combined Hydrocarbon Lease
CLDQ	Cleveland-Lloyd Dinosaur Quarry
CO	Carbon Monoxide
COA	Conditions of Approval
CRMP	Cultural Resource Management Plan
CSU	Controlled Surface Use
CWA	Clean Water Act (of 1977)
CWD	Chronic Wasting Disease
CWMA	Cooperative Weed Management Area
DEIS	Draft Environmental Impact Statement
DFC	Desired Future Condition
DOGM	(Utah) Division of Oil, Gas and Mining
DOI	(United States) Department of the Interior
DPC	Desired Plant Community
DWFC	Desired Wildland Fire Conditions
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency

EPCA	Energy Policy and Conservation Act (of 1975)
ERMA	Extended Recreation Management Area
ESA	Endangered Species Act (of 1973)
ESR	Emergency Stabilization and Rehabilitation
ESRI	Environmental Systems Research Institute (makers of GIS software)
FEIS	Final Environmental Impact Statement
FERC	Federal Energy Regulatory Commission
FLPMA	Federal Land Policy and Management Act (of 1976)
FMP	Fire Management Plan
FMZ	Fire Management Zone
FO	Field Office
FR	Federal Register
FRCC	Fire Regime Condition Class
FWMP	Forest and Woodlands Management Plan
GAP	Geographical Analysis Program
GIS	Geographic Information Systems
GY	Grazing Year
HAP	Hazardous Air Pollutants
HFRA	Healthy Forests Restoration Act (of 2003)
HMA	Herd Management Area
HMAP	Herd Management Area Plan
HMP	Habitat Management Plan
HUC	Hydrologic Unit Code
IBLA	Interior Board of Land Appeals
IMP	Interim Management Policy
ISA	Instant (Wilderness) Study Area
KFO	Kanab Field Office
KPA	Kanab Planning Area
KGS	Known Geologic Structure
KRCRA	Known Recoverable Coal Resource Area
LTA	Land Tenure Agreement
LUP	Land Use Plan
LWCF	Land and Water Conservation Fund
MBTA	Migratory Bird Treaty Act (of 1918)
MCF	Thousand cubic feet
MFP	Management Framework Plan (pre-FLPMA BLM land use plan)
MLRA	Major Land Resource Area
MMCF	Million cubic feet
mmhos/cm	Millimhos per centimeter (in soils, a measure of electrical conductivity)
MOU	Memorandum of Understanding
MSA	Management Situation Analysis
NAAQS	National Ambient Air Quality Standards
NAGPRA	Native American Graves Protection and Repatriation Act (of 1990)
NEPA	National Environmental Policy Act (of 1969)
NHL	National Historic Landmark
NHPA	National Historic Preservation Act

NHS	National Health Services
NNL	National Natural Landmark
NOX	Nitrogen Oxides
NO2	Nitrogen Dioxide
NOA	Notice of Availability (published in the Federal Register)
NOI	Notice of Intent (published in the Federal Register)
NOSR2	Naval Oil Shale Reserve Number 2
NPS	National Park Service
NRA	National Recreation Area
NRCS	Natural Resource Conservation Service
NRHP	National Register of Historic Places
NSO	No Surface Occupancy (a stipulation on an oil and gas lease)
NWSRS	National Wild and Scenic River System
OHV	Off-Highway Vehicle
ORV	Off Road Vehicle (an older acronym, replaced by OHV)
PAH	Polyaromatic Hydrocarbons
PFC	Proper Functioning Condition (of riparian/wetland areas)
PFO	Price Field Office
PIF	Partners-in-Flight
PM	Particulate Matter
$PM_{2.5}$	Particulate Matter (less than 2.5 microns in diameter)
PM_{10}	Particulate Matter (less than 10 microns in diameter)
PMP	Population Management Plan
PRMA	Price River Management Area
PSD	Prevention of Significant Deterioration
R&I	Relevance and Importance
R&PP	Recreation and Public Purposes (Act of 1926)
RAMP	Recreation Area Management Plan
RCA	Raptor Concentration Area
RCRA	Resource Conservation and Recovery Act (1976)
RDCC	(Utah) Resource Development and Coordinating Committee
RFA	Reasonably Foreseeable Action (or Activity)
RFD	Reasonably Foreseeable Development
RFFA	Reasonably Foreseeable Future Actions
RHS	Rangeland Health Standards
RMA	Recreation Management Area
RMIS	Recreation Management Information System
RMP	Resource Management Plan (BLM land use plan under FLPMA)
RNA	Research Natural Area
ROD	Record of Decision
ROS	Recreation Opportunity Spectrum
ROW	Right of Way
S&G	Standards & Guidelines
SARA	Superfund Amendment Reauthorization Act
SHPO	State Historic Preservation Officer
SITLA	(Utah) School and Institutional Trust Lands Administration

SOX	Sulfur Oxides
SO2	Sulfur Dioxide
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
SRRMP	San Rafael Resource Management Plan
SUWA	Southern Utah Wilderness Alliance
T&E	Threatened and/or Endangered (species as per ESA of 1973)
TDS	Total Dissolved Solids
TL	Timing Limitations
TMDL	Total Maximum Daily Load
TPY	Tons Per Year
TSCA	Toxic Substances Control Act (of 1976)
UAAQS	Utah Ambient Air Quality Standards
UAC	Utah Administrative Code
UDA	Utah Division of Aeronautics
UDAQ	Utah Department of Air Quality
UDEQ	Utah Division of Environmental Quality
UDOGM	Utah Division of Oil, Gas, and Mining
UDOT	Utah Department of Transportation
UDWaR	Utah Division of Water Resources
UDWQ	Utah Division of Water Quality
UDWR	Utah Division of Wildlife Resources
UGS	Utah Geological Survey
UP&L	Utah Power and Light
USFWS	United States Fish and Wildlife Service
USC	United States Code
USDA	United States Department of Agriculture
USFS	United States Forest Service
USGS	United States Geological Survey
VRI	Visual Resource Inventory
VRM	Visual Resource Management
WAFWA	Western Association for Fish and Wildlife Agencies
WMA	Wildlife Management Area
WSA	Wilderness Study Area
WSR	Wild and Scenic River(s) (Act of 1973)
WUG	Western Utility Group
WUI	Wildland Urban Interface

RECORD OF DECISION

A. INTRODUCTION

This Record of Decision (ROD) approves the Bureau of Land Management's (BLM's) proposal to manage the public lands within the Kanab Field Office (KFO) as presented in the attached Resource Management Plan (RMP). This RMP was described as the Proposed RMP in the July 2008 Kanab Field Office Proposed RMP and Final Environmental Impact Statement (EIS) [USDI-BLM-2008] with minor adjustments and clarifications which are explained later in this ROD. This ROD provides the background on development of the plan and rationale for approving the decisions contained in the Proposed RMP, and describes the clarification and/or modifications made to address protests received on the plan. The attached Kanab Field Office RMP (also referred to as the Approved RMP) includes the decisions themselves.

Purpose and Need

Purpose

The Federal Land Policy and Management Act of 1976 (FLPMA) requires that the BLM "develop, maintain, and when appropriate, revise land use plans" (43 United States Code [U.S.C.] 1712(a)). The BLM has determined that it is necessary to revise existing land use plans (LUP) and prepare a new RMP for the KFO based on a number of new issues that have arisen since preparation of the existing plans. In general, the purpose of this RMP is to:

- Ensure that public lands are being managed according to the principles of multiple use and sustained yield
- Provide an overview of goals, objectives, and needs associated with public land management
- Resolve multiple-use conflicts or issues between resource values and resource uses
- Consolidate the existing five LUPs and their amendments.

The resulting Kanab RMP will establish consolidated guidance and updated objectives and management actions for the public lands in the decision area. The RMP will be comprehensive in nature and will address issue categories that have been identified through agency, interagency, and public scoping efforts.

Need

Since completion of the existing LUPs, considerable changes have occurred within the planning area that have resulted in existing plans needing new or additional program direction in some areas. The three key changes necessitating a new RMP are: (1) changes in policy; (2) changes in resource conditions, uses, or demands; and (3) changes in administrative boundaries of the planning area. The following provides a brief summary of these key changes.

Changes in Policy

National-level BLM policies have been revised since completion of the existing LUPs. Such changes in policy include the development of Utah Standards for Rangeland Health and Guidelines for Grazing Management; revisions in cultural and paleontological resources management; new special status species listings; development of a statewide riparian policy; a

new Executive Order addressing Migratory Bird Treaty Act compliance; implementation of the Energy Policy and Conservation Act, as amended (EPCA) and the Energy Policy Act of 2005; off-highway vehicle (OHV) use and management, soil, water, and air management. This current planning process will allow for these policies to be integrated into the new RMP.

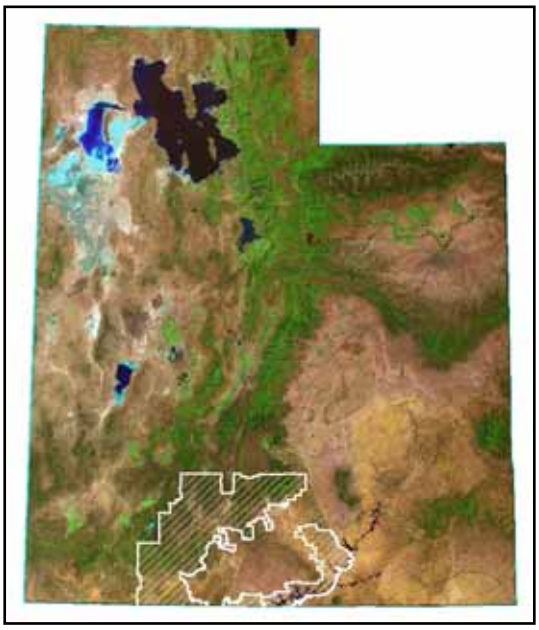
Changes in Resource Condition or Demands

Since completion of the existing LUPs there have been changes in resource conditions or demand for resource use. Many of the changes were identified in a Special Evaluation Report completed in 2002 by the KFO (BLM 2002a), which concluded that some of the decisions within the existing LUPs are in need of revision. For example, OHV use has substantially increased throughout the planning area, increasing the potential for impacts on resources and conflicts with other uses. There are several species that have been federally listed under the Endangered Species Act (ESA), critical habitat designated, and other special status species identified since the existing plans were developed. In addition, changes in resource use levels and patterns have created areas of conflict between resource protection and resource uses. This planning effort will provide new management direction to address existing and foreseeable changes to resource conflicts, conditions, and demands.

Changes in Administrative Boundaries

The need for this planning effort, as noted above, is partly due to changes in administrative boundaries since the existing LUPs were completed. Land transfers, realignment of BLM administrative units, and the designation of Grand Staircase–Escalante National Monument (GSENM) have changed the land ownership and land use patterns throughout the planning area. This planning effort will update resource management and use allocations based on these new managerial responsibilities and the associated impacts these changes have on land use patterns.

Figure 1. Kanab RMP Planning Area



Description of the Decision Area

The BLM Land Use Planning Handbook (H-1601-1) differentiates between geographic areas associated with planning. They include the planning area and decision area.

Planning Area

The planning area is the region within which the BLM makes decisions during a planning effort. A planning area boundary includes all lands regardless of jurisdiction; however, the BLM will make decisions only on lands that fall under BLM jurisdiction (including subsurface minerals). Figure 1 shows the planning area in relation to the State of Utah.

The planning area is located in south-central Utah and is bordered by Piute and Wayne counties on the north, Washington County and Zion National Park on the west, Arizona on the south (including a boundary with the Kaibab-Paiute Tribe Reservation), and Capitol Reef National

Park and Glen Canyon National Recreation Area (NRA) on the east. The planning area also includes the Utah portion of the Paria Canyon–Vermilion Cliffs Wilderness, which is administered by the KFO. Major drainages in the planning area include the North Fork of the Virgin River, Orderville Gulch, East Fork of the Virgin River, Kanab Creek, Sevier River, Paria River, Birch Creek, and North Creek (Escalante River). Elevations range from more than 10,000 feet northeast of the town of Escalante to about 4,500 feet at the Barracks along the East Fork of the Virgin River. Intermingled with and adjacent to BLM-administered lands are resources of national and international significance, including Bryce Canyon National Park, Zion National Park, the North Rim of the Grand Canyon, Glen Canyon NRA, Pipe Spring National Monument, Cedar Breaks National Monument, GSENM, Grand Canyon–Parashant and Vermilion Cliffs National Monuments, Kodachrome Basin State Park, Escalante Petrified Forest State Park, and Coral Pink Sand Dunes State Park.

The planning area contains historical communities, diverse terrains, scenic landscapes, and recreational attractions which figure prominently in the settlement, history, culture, and enjoyment of southern Utah. Traditional occupational pursuits historically associated with Utah include farming, ranching, mining, tourism, retail trade, transportation, and construction. Major transportation routes include U.S. Highway 89, State Route 9, State Route 14, State Route 12, Johnson Canyon/Glendale Bench Road, Yellowjacket Road, Hancock Road, Posey Lake Road, and Upper Cottonwood Canyon Road.

Decision Area

This includes the lands within a planning area for which the BLM has authority to make land use and management decisions. The BLM directly manages all BLM-administered public lands (surface and subsurface). The BLM also manages mineral operations on those federal lands managed by other federal agencies. In addition, it manages mineral operations on split estate lands where a private or other non-federal party (state) owns the surface while the Federal Government owns the subsurface minerals. The Kanab RMP will not include any planning and management decisions for areas where the land surface and minerals are both privately owned or owned by the State of Utah or local governments. For the purposes of this document, the decision area refers to all BLM-administered surface (Map 1) and subsurface.

Of approximately 2,847,200 acres of land within the planning area, this RMP will make decisions for the BLM surface estate and the federal mineral estate managed by the KFO (Table 1 and Map 1).

Table 1. Land and Minerals Ownership within the Planning Area

Jurisdiction	Acres[1]
Total BLM-administered federal land surface to be covered by RMP decisions	554,000
Total land surface area in the Kanab RMP planning area (all ownerships)[1]	2,847,200
Split Estate Federal Minerals (All Minerals)	167,000
Split Estate Federal Minerals (Coal Only)	75,000
Split Estate Federal Minerals (Oil and Gas Only)	10,000
Split Estate Federal Minerals (Geothermal Only)	110

Jurisdiction	Acres[1]
Split Estate Federal Minerals (Other Minerals)	13,800
Notes: 1 - Because of land surface and mineral ownership overlaps and administrative responsibility overlaps, acreage figures are not additive. For the purpose of the Kanab RMP, where one or more of the mineral resource categories are federally owned, the acres are listed as if all minerals in the area were federally owned. Where mixed minerals ownership occurs (for example, privately owned oil and gas, overlapping with federally owned coal in the same area), minerals planning and management decisions in the RMP will pertain only to the federally owned minerals.	

Sources: Kanab BLM Geographic Information System (GIS) Program, LR2000

In areas where the land surface is privately owned or owned by the State of Utah or local governments and the minerals are federally owned, the RMP will include planning and management decisions for only the BLM-administered federal mineral estate. The land and resource uses and values on the non-federal surface will be taken into account in the impact analysis and will affect development of the federal minerals. However, the RMP decisions will not pertain to non-mineral state and private actions on non-federal surface.

In areas where the federal land surface is administered by the United States Forest Service (USFS), the National Park Service (NPS), or other federal agencies and the federal mineral estate is administered by the BLM, the land surface planning and management decisions are the responsibility of these "other" federal surface management agencies. BLM administrative responsibilities within these areas (for example, actions concerning the federal mineral estate) are handled on a case-by-case basis and are guided by the other surface management agencies' policies, procedures, and plans when applying stipulations or restrictions.

B. OVERVIEW OF THE ALTERNATIVES

Four alternatives, including a No Action Alternative, were analyzed in detail in the Kanab Draft RMP/EIS October 2007 and in the Proposed RMP/Final EIS July 2008. The alternatives were developed to address major planning issues and to provide direction for resource programs influencing land management. All alternatives incorporated the Utah Standards for Rangeland Health and the Guidelines for Grazing Management for BLM Lands in Utah, developed in conjunction with the Utah Resource Advisory Council (RAC) as base standards for assessing land health. All management under any of the alternatives would comply with federal laws, rules, regulations, and policies. Mitigation has been incorporated in the development of all alternatives.

Each alternative emphasized a different combination of resource uses, allocations, mitigation measures, and restoration measures to address issues and resolve conflicts among uses, so program goals were met in using a variety of approaches across the alternatives. However, each alternative allowed for some level of support of all resources present in the planning area. The alternatives differed in how fast the goals would be met, the degree to which they would be met, the emphasis placed on certain programs and activities, and whether active or passive management would occur. Management scenarios for programs not tied to major planning issues and/or mandated by law often contain minor or no differences in management between alternatives.

Alternative A (the No Action Alternative) is the continuation of the *Escalante Management Framework Plan (MFP) (1981); Paria MFP (1981); Vermilion MFP (1981); Zion MFP (1981),* and *Cedar-Beaver-Garfield-Antimony Resource Management Plan (RMP) (1986)* and is provided as a baseline for comparison. Alternative C is considered the environmentally preferable alternative, offering the most intensive, active management for protection of the area's natural and biological values and favors natural systems over commodities development, including protecting all non-WSA lands BLM found to have wilderness characteristics. Alternative D emphasizes commodity development and provides the greatest economic benefit from mineral development, and imposes the fewest restrictions on public land uses. Alternative B, (the Preferred Alternative in the Draft RMP/EIS and largely the baseline for the Proposed Plan in the PRMP/FEIS) best achieves a balance between environmental protection and use of public land resources. General overviews of these alternatives and comparisons among them are provided below.

Alternative A (No Action)

Alternative A is referred to as the No Action Alternative. This alternative would have continued present management practices defined in the five existing land use plans and the emergency OHV restriction orders (BLM 2000, BLM 2005). Direction contained in existing laws, regulations, and policies would have continued to be implemented, sometimes superseding provisions of the five existing plans. Alternative A was not selected because it does not meet the purpose and need for the management of public lands under the jurisdiction of the Kanab FO. The decisions made by the 1981 MFP's and 1986 RMP are largely based on outdated information. Equally as important, these decisions do not meet changing uses, trends, and conditions that have occurred since that time. The plans do not address many recent issues, nor do they address the increased levels of controversy some existing issues are facing. Special status species, including threatened and endangered species, are not fully addressed within the parameters of Alternative A. Alternative A designates 466,600 acres as open to OHV use. This large open acreage within the planning area results in unacceptable resource damage which is contrary to BLM policy. The No Action Alternative would continue the designation of the one existing ACEC, but does not evaluate new ACECs. In addition, this alternative does not recommend suitable wild and scenic river segments, or consider non-WSA lands with wilderness characteristics to protect and preserve their wilderness characteristics.

Alternative B (Preferred)

Alternative B was selected as the BLM's Preferred Alternative in the Kanab Draft RMP/EIS. This alternative represents the mix and variety of management actions, based on BLM's analysis and judgment, which best resolve the resource issues and management concerns while accommodating BLM's values, programs, and policy. As a result of public comment, internal review, and cooperating agency coordination on the Draft RMP/EIS, Alternative B was modified to become the Proposed Plan and analyzed in the Final EIS. With minor adjustments and clarification, upon signature of this Record of Decision, it becomes the Approved RMP.

Alternative C

Alternative C emphasizes protection of wildlife habitats, natural resources, ecosystems, and landscapes. Commodity production and human activities would be more constrained. This alternative provides more opportunities for non-motorized recreation. Compared to all alternatives, Alternative C protects the most land area for sensitive resources, designates the most Areas of Critical Environmental Concern (ACECs), finds all eligible Wild and Scenic River segments suitable, and protects, preserves and maintains non-WSA lands with wilderness characteristics. It is also the most restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). Although Alternative C is the environmentally preferable alternative, there are many uses that are overly restricted by the decisions in this alternative. The rationale for not selecting Alternative C is outlined below for the major management actions.

Lands and Realty: In Alternative C, 255,200 acres are managed as exclusion areas for rights-of-way and 3,400 acres are managed as avoidance areas for rights of way. Managing 47 percent of the planning area with major restrictions on BLM rights-of-way for pipelines, roads and powerlines could severely limit development of and access to existing oil and gas leases as well as restricting the development of other necessary infrastructure.

Minerals: Alternative C manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed -- 72,600 acres; No Surface Occupancy (NSO) -- 83,100 acres; Timing Limitations/Controlled Surface Use -- 269,900 acres; Open (subject to standard terms and conditions) -- 28,400 acres. Alternative C is the most restrictive to oil and gas development and other surface disturbing activities, even in areas with high development potential for oil and gas. It has the least amount of acreage open under standard terms and conditions to oil and gas leasing. The acreage included in the Closed and No Surface Occupancy stipulation totals 46 percent of the acreage in the planning area that would be essentially unavailable to oil and gas development and other surface disturbing activities. The timing and controlled surface use stipulations in Alternative C would add another 49 percent of the planning area in which oil and gas development would be prohibited during certain times and subject to specified conditions for construction. Leasing of the public lands for oil and gas exploration and production is required by the Mineral Leasing Act of 1920 as amended and BLM's current policy is to apply the least restrictive management constraints to the principal uses of the public lands necessary to achieve resource goals and objectives. In total, about 95 percent of the planning area would be subject to restrictions above standard terms and conditions for development. This amount of acreage is unnecessarily restrictive to protect at-risk resources. The restrictions in this alternative do not meet the objectives of the Energy Policy and Conservation Act which directs BLM to minimize impediments to oil and gas leasing and development.

Non-WSA Lands with Wilderness Characteristics: Alternative C manages 89,780 acres to protect, preserve, and maintain their wilderness characteristics. These acres are closed to mineral leasing and development, rights-of-way, woodcutting, and all other surface disturbing activities. Management of non-WSA lands to preserve their wilderness characteristics would preclude potentially beneficial actions such as fuels and vegetation treatments and other healthy land initiatives, wildlife and range improvements, and the construction of recreation facilities. Many of the areas managed to protect wilderness characteristics in Alternative C have conflicts with

high development potential areas for oil and gas. The management of all the non-WSA lands with wilderness characteristics in Alternative C is would be restrictive on other resources and uses of the public lands because extractive uses and rights of ways would be difficult to develop due to the restrictive decisions in these areas.

Recreation: Alternative C establishes seven Special Recreation Management Areas (SRMAs) which are to be managed to highlight non-motorized activities, generally. In addition, nine Recreation Management Zones within these SRMAs emphasize various types of non-motorized recreation. The Kanab planning area is known for a multitude of recreational activities, attracting about 200,000 visitors a year. These visitors engage in numerous activities not provided for in Alternative C such as many forms of motorized activity (jeeping, dirt biking, ATVing). Alternative C does not provide for the full range of recreational activities known to occur in the planning area or for many of the businesses that depend upon these activities.

Special Designations – Areas of Critical Environmental Concern: Alternative C designates all five areas determined to have relevant and important values as Areas of Critical Environmental Concern (ACECs). Management of four of these potential ACECs in Alternative C is unnecessary to protect the relevant and important values. For example, the relevant and important value of cultural resources in the White Cliffs potential ACEC is protected by applying a closed to leasing stipulation for oil and gas leasing due to management of non-WSA lands with wilderness character. In addition, many ACECs overlap with WSAs where relevant and important values are already protected through IMP management. The multiple special designation layering is duplicative and unnecessary where relevant and important values are already protected through Interim Management Policy.

Special Designations – Wild and Scenic Rivers: Alternative C recommends as suitable all river segments found eligible for potential designation into the National Wild and Scenic River system. Many of the river segments found suitable in Alternative C include scenery and river related non-motorized recreational activities as outstandingly remarkable values (ORVs). Scenery and non-motorized recreational activities, especially non-boating activities, are more amenable for management by other means, such as SRMAs, WSAs and management for non-WSA lands with wilderness characteristics. As a consequence, Alternative C would impose unnecessary restrictions that provide no additional management protections that are not otherwise available through existing or alternative management options.

Travel Management: Alternative C designates no areas for open OHV use, and therefore does not meet the needs of all recreational users, such as cross country motorized travel. Alternative C closes 30 percent of the land managed by the field office to OHV use.

Wildlife: Alternative C provides the maximum protection for wildlife habitats by utilizing the most inclusive habitats for various species. In addition, Alternative C is the most restrictive to uses within these broader habitats. The timing limitations imposed in Alternative C are longer and cover larger acreages than are necessary for sustaining the species.

In summary, this alternative would not provide adequate or balanced consideration of existing uses such as motorized recreational activities, economic land uses such as rights-of-way, energy corridors, or access to mineral development. Adoption of this alternative could also preclude the

consideration of possible future development of renewable energy resources. This Alternative is inconsistent with existing state and local plans; conflicts with the intent of Federal legislation including Energy Policy and Conservation Act and the Energy Policy Act, and it does not give adequate consideration to local needs, customs and culture.

Alternative D

Alternative D emphasizes commodity production and human activities, which would be less constrained in Alternative D than in other alternatives. Alternative D, like Alternative A, designates no areas as ACECs, no suitable Wild and Scenic River segments, and no acres managed as non-WSA lands with wilderness characteristics. Other than Alternative A, Alternative D provides more opportunities for motorized recreation, is the least restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). Alternative D does not provide sufficient restrictions on uses to protect important natural resources. For these reasons, this alternative did not achieve the balance between resource protection and resource use that provides enhancement of resource use and conditions. The rationale for not selecting Alternative D is outlined below for the major management actions.

Lands and Realty: In Alternative D, 75,200 acres (all within designated wilderness and WSAs) are managed as exclusion areas for rights-of-way and no acres are managed as avoidance areas for rights of way. The exclusion areas for designated wilderness and WSAs are non-discretionary, and identifying no acres of avoidance areas is not sufficient to adequately protect the important natural resources that have been identified within the planning area. In particular, the exclusion areas in Alternative D are not sufficient to protect sensitive visual resources, heavily used recreation areas, sage grouse leks and habitats, and the relevant and important values in potential ACECs.

Livestock Grazing: Alternative D allows grazing on the Water Canyon Allotment (48 animal unit months-AUMs) which has been identified as conflicting with protecting the culinary water system of Fredonia, Arizona, (which uses surface water collection as part of the system). Alternative D was not selected because, under this alternative, this issue would remain unresolved.

Minerals: Alternative D manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed -- 75,100 acres (all non-discretionary since it is entirely within designated wilderness and WSAs); No Surface Occupancy -- 23,000 acres; Timing Limitations/Controlled Surface Use -- 64,600 acres; Open (subject to standard terms and conditions) -- 391,300 acres. Alternative D is the least restrictive to oil and gas leasing and other surface disturbing activities. Alternative D has the most acreage open subject to standard terms and conditions. Although the oil and gas restrictions are more conducive to development, they are not sufficient to protect the important resources identified within the planning area. In particular, the NSO acreage in Alternative D is not sufficient to protect the municipal watersheds of Fredonia, Arizona, sensitive visual resources, heavily used recreation areas, and the relevant and important values in potential ACECs.

Non-WSA Lands with Wilderness Characteristics: Alternative D manages no non-WSA lands with wilderness characteristics to protect, preserve, and maintain their wilderness characteristics. Therefore, the wilderness characteristic values identified in these areas could be potentially adversely affected.

Recreation: Alternative D establishes four SRMAs which are managed primarily to emphasize motorized activities. The Kanab planning area is known for a multitude of recreational activities, attracting about 200,000 visitors a year. These visitors engage in numerous non-motorized activities not specifically managed for in Alternative D such as hiking, horseback riding, backpacking, and mountain biking. The seven Recreation Management Zones in four SRMAs provided in Alternative D do not provide sufficient opportunities for these popular non-motorized activities. In Alternative D other heavily used recreation areas such as the North Fork Virgin River, would not be afforded the management as an SRMA, leading to inadequate management for recreational opportunities. Alternative D does not provide for the full range of recreational activities known to occur in the planning area or for many of the businesses that depend upon these activities.

Special Designations – ACECs: Alternative D does not designate any of the five areas determined to have relevant and important values as ACECs. The management prescriptions in Alternative D are not sufficient to protect the majority of the relevant and important values of these potential ACECs. For example, portions of the relevant and important value of scenery in the Cottonwood Canyon ACEC are managed as VRM Class III under Alternative D. This visual management class is not sufficient to protect the scenic values.

Special Designations – Wild and Scenic Rivers: Alternative D recommends none of the eligible river segments as suitable for potential designation as Wild and Scenic Rivers. As a result, Alternative D would not provide sufficient protection to many of the river segments found to have outstandingly remarkable values (ORVs). For example, the ORVs of scenery, wildlife, and recreation in North Fork Virgin River would not be protected in Alternative D and could be subject to adverse impacts from oil and gas development and other surface disturbing activities.

Travel Management: Alternative D designates only 27,600 acres (five percent) as closed to OHV travel, and leaves ephemeral washes open to cross country OHV use. While this alternative accommodates many motorized travel opportunities, it conflicts with other uses, including primitive recreation, and thus does not provide a travel plan that meets the needs of all users.

Wildlife: Alternative D provides the least protection for wildlife habitats by managing for the smallest amount of area for various species and applying the minimum timing limitations in these areas. The timing limitations imposed in Alternative D are shorter and cover less acreage than necessary for sustaining the species. For example, Alternative D requires no restrictions to oil and gas leasing and surface disturbing activities in mule deer, elk, and pronghorn habitat. Alternative D does not provide sufficient protection for wildlife habitats.

In summary, Alternative D was not selected primarily because it does not best achieve the mix of multiple uses necessary to fully implement the mandate of FLPMA. Adoption of this alternative would result in adverse impacts to wildlife, loss of primitive recreation opportunities, and would

have reduced management flexibility by foregoing a number of special designations such as ACECs, and WSRs. In addition, recreational opportunities provided through SRMA-focused management and the management of non-WSA lands with wilderness characteristics would be foregone.

Alternatives Considered but Eliminated from Detailed Analysis

Several organizations and individuals provided components of alternatives and management actions as possible ways of resolving individual resource management issues and conflicts. However, none of the submissions address the purpose and need of this RMP revision, including the multiple-use requirements identified in FLPMA. While BLM considered components of some of the submissions in developing alternatives, none provided the full range of decisions required by the purpose and need.

Vermilion Cliffs Heritage Plan

The Vermilion Cliffs Heritage Plan was developed and/or endorsed by a number of state and national organizations and was provided to the BLM during the public scoping period. The Vermilion Cliffs Heritage Plan, as presented, incorporated many timely issues and concerns that would be required of any balanced approach to managing public lands. Specifically, the plan identifies several points to be considered during the route designation process and identifying stipulations to be attached to oil and gas leases. The BLM gave careful consideration to the Vermilion Cliffs Heritage Plan and incorporated parts of the plan into the range of RMP alternatives. While the Vermilion Cliffs Heritage Plan appears to be multiple use in nature, it does not meet the purpose and need for the RMP revision because it does not address all resource values and uses that the BLM is required to manage on public lands.

Closing the Decision Area to Livestock Grazing

An alternative that proposes to close the entire decision area to livestock grazing would not meet the purposes and need of this Approved RMP. NEPA requires that agencies study, develop, and describe appropriate alternatives to recommended courses of action in any proposal that involves unresolved conflicts concerning alternative uses of available resources. No issue or conflict has been identified during this land use planning effort that requires the complete elimination of grazing within the decision area for its resolution. Where appropriate, closures and adjustments to livestock use have been incorporated into the alternatives on an allotment or area basis to address issues identified in the RMP.

Because the BLM has considerable discretion through its grazing regulations to determine and adjust stocking levels, seasons of use, and grazing management activities and to allocate forage to uses of the public lands in RMPs, the analysis of an alternative to entirely eliminate grazing is not needed.

An alternative that proposes to close the entire decision area to grazing would also be inconsistent with the intent of the Taylor Grazing Act, which directs the BLM to provide for livestock use of BLM lands; adequately safeguard grazing privileges; provide for the orderly use, improvement, and development of the range; and stabilize the livestock industry dependent upon the public range.

FLPMA requires that public lands be managed on a "multiple use and sustained yield basis" (FLPMA Sections 302(a) and 102(7)) and includes livestock grazing as a principal or major use of public lands. While multiple use does not require that all lands be used for livestock grazing, complete removal of livestock grazing on the entire decision area would be arbitrary and would not meet the principle of multiple use and sustained yield.

Livestock grazing is and has been an important use of the public lands in the decision area for many years and is a continuing government program. Although the Council on Environmental Quality (CEQ) guidelines for compliance with NEPA require that agencies analyze the "No Action Alternative" in all EISs, for purposes of this NEPA analysis the "No Action Alternative" is to continue the status quo, which includes livestock grazing (CEQ Forty Most Asked Questions, Question 3). For this reason and those stated above, a no grazing alternative for the entire decision area has been dismissed from further consideration in this RMP.

Livestock Grazing Adjustments Alternative

During scoping and comment on the Draft EIS it was suggested that the BLM consider adjustments to livestock numbers, livestock management practices, and the kind of livestock grazed on allotments within the Kanab Field Office in order to benefit wildlife and protect and promote land health including soils, hydrologic cycles, and biotic integrity.

BLM policy regarding adjustments to the levels of livestock use authorized is to monitor and inventory range conditions under existing stocking levels and make adjustments to livestock use as indicated by this data to help ensure that *Standards for Rangeland Health* and resource objectives are met. Regulations at 43 CFR 4130.3 require that the terms and conditions under which livestock are authorized "ensure conformance with the provisions of subpart 4180" (*Standards for Rangeland Health*) and further that "livestock grazing use shall not exceed the livestock carrying capacity of the allotment." It would be inappropriate and unfeasible to estimate and allocate the available forage, design specific management practices, and determine if changes to the kind of livestock are necessary for each allotment in the Kanab Field Office or in the area as a whole in the Approved RMP. Such changes would not be supportable considering the type and amount of data required and the analysis necessary to make such changes.

According to BLM policy decisions regarding authorized livestock use, levels and the terms and conditions under which they are managed is an implementation decision (H-1610-1, Appendix C, page 15). BLM assesses the condition of rangeland health, conducts monitoring and inventories, and evaluates this data on a periodic basis, normally on an allotment and/or watershed basis. After NEPA analysis, necessary changes to livestock management and implementation of Utah's *Guidelines for Rangeland Management* are implemented through a proposed decision in accordance with 43 CFR 4160. These decisions determine the exact levels of use by livestock in conformance with the LUP and to meet resource objectives and maintain or enhance land health. For these reasons this alternative has been dismissed from further consideration in this LUP revision.

No Leasing Alternative

During scoping for the Draft RMP/EIS it was suggested that BLM should address a "No Leasing Alternative" and that No Leasing must be addressed because it is the "No Action Alternative" that must be analyzed in all EISs.

The “No-Leasing Alternative” in an RMP revision is actually an action alternative because where lands have already been leased, the no-action for NEPA purposes continues to allow for (honor) valid existing rights. Proposing a “No-Leasing Alternative” would require revisiting existing leases and either buying them back from the leasee, or allowing them to expire on their own terms. The first option (buying back), is outside the scope of any RMP. This is a political decision that BLM has no authority to undertake in planning. As a result, BLM does not regularly include a “No-Leasing Alternative.”

The purpose and need for the land use plan is to identify and resolve potential conflicts between competing resource uses rather than to eliminate a principal use of the public lands in the Kanab Field Office Area. Leasing of the public lands for oil and gas exploration and production is required by the Mineral Leasing Act of 1920 as amended and BLM's current policy is to apply the least restrictive management constraints to the principal uses of the public lands necessary to achieve resource goals and objectives. A field office-wide No Leasing Alternative would be an unnecessarily restrictive alternative for mineral exploration and production on the public lands.

The National Environmental Policy Act (NEPA Section 102 (E)) requires that agencies "study, develop, and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of available resources.” No issues or conflicts have been identified during this land use planning effort which requires the complete elimination of oil and gas leasing within the planning area for their resolution. BLM's Land Use Planning Handbook (BLM Manual Ref. 1-1693), Appendix C, item H, requires that land use plans identify areas as open or unavailable for leasing.

Given these potential categories of decisions, the alternatives analyzed in the Draft RMP/EIS included no leasing for certain areas, but a field office-wide no leasing alternative was not necessary in order to resolve issues and protect other resource values and uses.

As mentioned above, a "No Leasing Alternative" should not be confused with the "No Action Alternative" for purposes of NEPA compliance. Leasing and No Leasing on the public lands has previously been analyzed in several NEPA documents. In 1973 the Department of Interior published the Final Environmental Impact Statement on the Federal Upland Oil and Gas Leasing Program. The proposed action was to lease Federal lands for production of oil and natural gas resources. Alternatives included the No Action Alternative, which at initiation of the program was "No Leasing." To supplement that EIS, BLM prepared a series of high intensity Environmental Assessments (then titled "Environmental Analysis Records or EARs") including the Oil and Gas Leasing Program Kanab District Environmental Analysis Record (EAR), 1976 which addressed oil and gas leasing for the public lands in the Kanab Field Office area. Alternatives again included the No Action or "No Leasing" alternative. The outcome was a category system for leasing which categorized all public and Forest Service lands into four groups: 1) open to leasing with standard lease stipulations, 2) Special Stipulations to address

special concerns, 3) No surface occupancy and 4) No Leasing. Since completion of the EAR in 1976, oil and gas leasing in the Kanab Field Office Area has been an ongoing federal program under the established categories.

The CEQ (Section 1502.14[d] of NEPA) requires the alternatives analysis in an EIS to "include the alternative of no action." CEQ Forty Most Asked Questions, Question 3 goes on to say that:

> “. . . Section 1502.14(d) requires the alternatives analysis in the EIS to "include the alternative of no action." There are two distinct interpretations of "no action" that must be considered, depending on the nature of the proposal being evaluated. The first situation might involve an action such as updating a land management plan where ongoing programs initiated under existing legislation and regulations will continue, even as new plans are developed. In these cases "no action" is "no change" from current management direction or level of management intensity. To construct an alternative that is based on no management at all would be a useless academic exercise. Therefore, the "no action" alternative may be thought of in terms of continuing with the present course of action until that action is changed. Consequently, projected impacts of alternative management schemes would be compared in the EIS to those impacts projected for the existing plan. In this case, alternatives would include management plans of both greater and lesser intensity, especially greater and lesser levels of resource development.
>
> The second interpretation of "no action" is illustrated in instances involving federal decisions on proposals for projects. "No action" in such cases would mean the proposed activity would not take place, and the resulting environmental effects from taking no action would be compared with the effects of permitting the proposed activity or an alternative activity to go forward.”

Therefore, for the Kanab Draft RMP/EIS, the No Action Alternative would continue the status quo which is to lease under the oil and gas categories established in the current land use plans.

C. RESULTS OF PROTEST PERIOD

The BLM received 14 protest letters with standing during the 30-day protest period provided for the proposed land use plan decisions contained in the Kanab Proposed RMP/Final EIS in accordance with 43 CFR Part 1610.5-2. Of these, 12 presented valid protest issues. Protesting parties with valid protests included:

Eleven letters from organizations: Western Watersheds Project, Inc.; Land Use Volunteers of Kane County; Alton Coal Development LLC; Kaibab Band of Paiute Indians; Colorado Plateau Archaeological Alliance; ECOS Consulting; Utah Rivers Council; Garkane Energy; Kane County Commission; Private Land Owners Upper Valley; Southern Utah Wilderness Alliance (SUWA), Public Employees for Environmental Responsibility (PEER) - Southwest Chapter, The Wilderness Society (TWS), Center for Native Ecosystems, Wild Earth Guardians, Sierra Club - Utah Chapter.

One letter from an individual: Laura Welp

Protest issues were varied. Numerous protests centered on whether or not BLM followed the NEPA regulations in completing the land use planning effort. Issues specifically related to a lack of detailed impact analysis for numerous resources, lack of an adequate range of alternatives, and a lack of opportunities for public involvement. Other issues identified that the land use plan did not meet FLPMA's multiple use mandate or give priority to the designation of ACECs and protection of the relevance and importance values thereof. In addition, protests declared that BLM did not adequately analyze effects of planning actions on air quality or appropriately analyze impacts of climate change. Some protestors did not feel that their comments and/or submitted information provided on the Draft RMP/Draft EIS were satisfactorily responded to in the Proposed Plan/Final EIS.

Detailed information on protest response can be found on the BLM Washington Office Website at: http://www.blm.gov/wo/st/en/prog/planning/protest_resolution.html

The BLM Director addressed all protests without making significant changes to the Proposed RMP/Final EIS. Two of the protests were granted in part, and two changes were made to the decisions in the Approved Plan in response to the protests. These included changing the VRM objectives on 3,500 acres of lands from a VRM III to VRM II to protect scenic relevant and importance values in an ACEC, and deleting two parcels of land from the FLPMA Section 203 sale disposal list in Appendix 5 because they do not meet BLM's sale criteria. In addition, minor adjustments and clarifications were made and all changes are explained in the *Notice of Minor Modification and Clarification* section later in this ROD.

D. THE DECISION

The decision is hereby made to approve the attached plan as the Approved Resource Management Plan (RMP) for management of public lands that are administered by the BLM's Kanab Field Office (see Approved RMP). The Approved RMP replaces public land decisions in the Escalante MFP (1981), Paria MFP (1981), Vermilion MFP (1981), Zion MFP (1981), Cedar-Beaver-Garfield-Antimony (CBGA) RMP (1986) and amendments.

The Approved RMP was prepared under the authorities of the Federal Land Policy and Management Act (FLPMA) of 1976 in accordance with BLM planning regulations (43 CFR Part 1600). An Environmental Impact Statement (EIS) was prepared for this RMP in compliance with the National Environmental Policy Act (NEPA) of 1969.

The Approved RMP is nearly identical to the Proposed RMP presented in the Proposed RMP/Final EIS, with minor modifications. Management decisions and guidance for public lands under the jurisdiction of the Kanab Field Office are presented in the Approved RMP. All decisions covered by the ROD are either land use planning decisions or implementation decisions and are effective upon signature of the ROD.

The Approved RMP emphasizes an appropriate multiple-use balance of protection and restoration of the natural and cultural resources while providing for resource use, extraction, and enjoyment. The Approved RMP is considered the appropriate plan of action when taking into consideration the human (social and economic) environment as well as the natural environment.

The Approved RMP supports the six broad policy goals for all Federal plans, programs, and policies:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
2. Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
3. Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
4. Preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity and variety of individual choice;
5. Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

What the Decision/RMP Provides

Land use plan decisions include goals, objectives, land use allocations and management actions.

Goals: are the broad statements of desired outcomes, and are usually not quantifiable.

Objectives: are specific desired conditions, usually quantifiable and measurable, and may have timeframes for achievement.

Land use allocations: specify locations within the planning area that are available or not for certain uses. These include decisions such as what lands are available for livestock grazing, mineral material use, oil and gas leasing, and locatable mineral development, what lands may be available for disposal via exchange and/ or sale, and what lands are open, closed, or limited to motorized travel (please note that all acreages presented in the Approved RMP are estimations even when presented to the nearest acre).

Management actions: include those provisions that help in meeting the established goals and objectives and include measures that will be applied to guide day-to-day activities on public lands, including but not limited to stipulations, guidelines, best management practices (BMPs), and design features.

The primary RMP management decisions in the Approved RMP are to:

- Designate the Cottonwood Canyon Area of Critical Environmental Concern (ACEC) and manage according to the special management prescriptions.
- Designate 51,570 acres as avoidance areas for rights-of-way; and 75,700 acres as exclusion areas for rights-of-way.

- Designate six river segments as suitable for consideration as part of the National Wild and Scenic system, and manage such segments to protect the free flowing nature and outstandingly remarkable values.
- Protect, preserve and maintain the wilderness characteristics on non-WSA lands for 27,770 acres in five areas.
- Conduct proactive cultural resource inventories under Section 110 of the National Historic Preservation Act.
- Designate areas as Limited, Closed, or Open to off-highway vehicle use:
  - Designate 528,000 acres as limited to off-highway vehicle use,
  - Designate 25,000 acres as closed to off-highway vehicle use, and
  - Designate 1,000 acres in two areas as open to cross country off-highway vehicle use.
- Determine which lands are available or unavailable to mineral leasing:
  - Make an estimated 475,000 acres of the 554,000 acres of federal mineral estate available for oil and gas leasing;
  - Make an estimated 95,400 acres are available for oil and gas leasing under standard lease terms; an estimated 296,200 acres are available subject to Controlled Surface Use or Timing Limitation stipulations; and an estimated 83,400 acres are available subject to No Surface Occupancy (NSO) stipulations.
  - Make approximately 79,000 acres are closed to oil and gas leasing,
- Recommend to withdraw approximately 9,500 acres from locatable mineral entry.
- Designate six Special Recreation Management Areas (SRMAs) and identify special recreational management zones.
- Manage the five Wilderness Study Areas as VRM Class I and either open (sand dune area of Moquith Mountain), closed or limited to designated routes for OHV use.
- Close the Water Canyon Allotment to livestock grazing (48 animal unit months [AUM]) for the life of the plan. Combine the Lydia's Canyon Allotment with the Lydia Allotment, and combine the Sawmill Allotment with the South Canyon Allotment.
- Designate the following VRM management classes:
  - VRM Class I: 76,000 acres
  - VRM Class II: 99,600 acres
  - VRM Class III: 205,500 acres
  - VRM Class IV: 172,900 acres

This ROD serves as the final decision establishing the land use plan decisions outlined in the Approved RMP and is effective on the date it is signed. No further administrative remedies are available for these land use plan decisions.

What the Decision/RMP Does Not Provide

The Approved RMP does not contain decisions for the mineral estates of land administered by the BLM Kanab Field Office for Forest Service lands located in the planning area, for lands under the jurisdiction of other Federal agencies, or for private or State-owned lands and minerals. RMP decisions for the surface estate only apply to BLM managed lands, even where these private or state lands are shown on a map included in the RMP.

- The Approved RMP does not affect valid existing rights.
- The Approved RMP does not create new wilderness or wilderness study areas.

- Existing WSAs continue to be managed under the Interim Management Policy for Lands under Wilderness Review.
- Withdrawal recommendations are not effective until the Secretary of Interior or Congress takes action.
- "Closed routes" are not closed for administratively approved activities.
- The Approved RMP does not adjudicate, analyze, or otherwise determine the validity of claimed rights-of-way. However, the State of Utah's statutory policy is to "use reasonable administrative and legal measures to protect and preserve valid existing rights-of way granted by Congress under R.S. 2477," (Utah Code 63J-4-401(7)(b)). The BLM is committed to working with the State to employ potential options to recognize existing rights-of-way in accordance with Washington Office Instruction Memorandum 2008-175 and 2008-175. BLM recognizes that it would be beneficial to meet and discuss Non-Binding Determinations and Recordable Disclaimer of Interest options which would result in the BLM documenting its position in its official records, after public notification and involvement. BLM will work with the State and counties to set priorities for specific roads. It is BLM's intent to work toward an outcome that is in the interest of the general public and the State of Utah.
- The Approved RMP does not affect terms of existing leases, commercial recreation permits, or other permits issued by the BLM.
- The designated Paria Wilderness would continue to be managed under the Wilderness Management Plan.

In addition, many decisions are not appropriate at this level of planning and are not included in the ROD. Examples of these types of decisions include:

Statutory requirements: The Approved RMP will not change the BLM's responsibility to comply with applicable laws, rules, and regulations.

National policy: The Approved RMP will not change BLM's obligation to conform to current or future national policy.

Funding levels and budget allocations: These are determined annually at the national level and are beyond the control of the field office.

Implementation Decisions

While the designation of areas as Open, Closed, or Limited to off-highway vehicle use is a land use planning decision, the proposed route designations for motorized wheeled travel in the planning area included the Proposed RMP/Final EIS are implementation decisions.

The route designations described in the *Travel Management* section of the Approved RMP and identified on Map 10 are effective upon issuance of this Record of Decision. All area designations are complete upon signature of the ROD in accordance with 43 CFR Par 8342.2(b). Public notice was provided for both the area designation decisions and the route decision upon publication of the Federal Register Notice of Availability of the Proposed RMMP/Final EIS on July 18, 2008.

Route Designation Process

Designation of specific full sized vehicle routes for the Approved RMP was undertaken addressing each route's purpose and need and weighing the purpose and need against potential resource conflicts. Routes were not designated in the Approved RMP where BLM determined that the routes have no purpose and need (e.g., duplicative routes) or where resource conflicts outweighed the purpose and need. Several interdisciplinary team meetings were held, including representatives of Kane and Garfield Counties, to evaluate all the routes inventoried within the planning area. BLM inventoried 1,482 miles of routes as baseline and considered for designation. Each route was evaluated for its purpose and need and any resulting resource conflicts. A total of 76 miles of routes were determined to have either no valid purpose and need or resource conflicts that outweighed the purpose and need for the route. Consequently, these 76 miles of routes, were not designated for motorized travel. Wildlife sensitive habitat accounts for the majority of route mileage identified for non-designation. Other major resource conflicts derive from wilderness and riparian values, non-motorized recreation needs and at-risk cultural resources. The route evaluation process resulted in the designation of 1,406 miles of full sized vehicle routes in the Approve RMP. The public and BLM staff specialists did not submit or identify routes specifically for ATVs, motorcycles or mountain bikes; therefore, none were identified for those specialized uses in the Approved RMP.

Wilderness Study Area (WSA) Ways Designated for Travel: Inventoried ways within the five Wilderness Study Areas (53,910 acres) managed by the Kanab Field Office total 32.6 miles. Out of these 32.6 miles, 7.6 miles are not designated for motorized travel in the Approved RMP. The remaining 25.0 miles of inventoried ways, consisting of seven ways in two of the Wilderness Study Areas (WSAs), are designated in the Approved RMP because they were considered to serve other purposes and needs that could be accommodated while not impairing wilderness suitability. The most controversial ways are located in the Moquith Mountain and Parunuweap Canyon WSAs. (Note that travel within those two WSAs as well as the Orderville Canyon and North Fork Virgin River WSAs has been restricted for the past several years as a result of two Federal Register Restriction Notices (FRNs)). The FRNs essentially limited motorized travel to only those ways identified during the original wilderness inventory compiled by BLM in 1980. The Moquith Loop and Hell Dive inventoried ways in the Moquith Mountain WSA provide access to scenic overlooks and a cultural site to be managed for public use. In the Parunuweap Canyon WSA, ways accessing Rock Canyon, Poverty Flat, Steep Trail, Elephant Cove and two State sections are highly popular with many local residents and hunters who have traditionally enjoyed outings along those routes.

Although very popular with motorized users, these ways pose potential resource conflicts with cultural, wildlife, and vegetation resources. Both of these WSAs have experienced occasional off-way vehicle travel in the past which has resulted in impacts primarily to vegetation resources. However, the BLM has found that the resource impacts could be prevented by clearly signing WSA boundaries and the allowable ways.

BLM intends to further prevent impairment to wilderness resources through land use planning. Prior to the Approved RMP, cross-country travel by OHVs had been permitted on all BLM lands surrounding the WSAs managed by the Kanab Field Office. This freedom to ride cross-country near sensitive WSA resources often led to unintentional off-way travel as OHV operators enter

the WSAs from the unrestricted lands surrounding them. Designation of lands surrounding the WSA as restricted to designated routes and enforcement of all travel designations throughout the decision area would provide BLM with a great deal more ability to control off-way travel in the WSAs. Upon signature of this ROD, OHV operators will be on notice of designated route restrictions prior to reaching the WSA boundaries and violations of these designations could lead to law enforcement activity.

Where ways would remain available for motorized use within WSAs, such use would continue on a conditional basis. Use of the existing ways would continue as long as the use of these routes does not impair wilderness suitability (IMP, BLM 1995). Through monitoring efforts, if use and/or non-compliance are found to impair the area's suitability for wilderness designation, BLM would take further action to limit use of the routes or close them to motorized travel. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.

WSA Ways Not Designated for Travel: The Approved RMP did not designate all of the ways within WSAs. There are 7.6 miles of ways not designated in the Approved RMP which are disputed by groups and individuals favoring continued OHV access. One way in the Moquith Mountain WSA accesses a popular viewpoint on the Kaibab Paiute reservation just over the state line in Arizona. The BLM has not designated this way for motorized travel in order to resolve a conflict with tribal resource management goals and objectives. Other controversial ways in the Parunuweap Canyon WSA were not designated in the Approved RMP due to their duplicative nature or due to conflicts with and threatened impacts to riparian, cultural and wildlife resources. Monitoring of these WSAs over the past few years has revealed recurring off-route travel along those ways that would threaten impairment of wilderness values if allowed to continue. Repeated attempts to prevent off-route travel along those ways have largely proven time-consuming and ultimately unsuccessful.

Designated Routes within Non-WSA Lands with Wilderness Characteristics: In the Approved RMP, a total of 26.2 miles of routes are designated within areas specified as non-WSA lands with wilderness characteristics. These routes provide access to destinations which include scenic overlooks and slot canyon access points. These routes were found not to have a negative effect on the wilderness characteristics in the area because travel on them is very light and the topographical masking found in the area makes them largely unnoticeable.

Modifications to Designated Routes: BLM received many comments on the Draft RMP/EIS that suggested additions, deletions, and modifications to the proposed route system for the Preferred Alternative. The route designation process entailed the analysis of thousands of route segments covering 554,000 acres. The Approved RMP identifies that specific designated routes may be modified through subsequent implementation planning and project planning on a case-by-case basis and based on site-specific documentation with the National Environmental Policy Act (NEPA). Modifications to the route system in the Approved RMP will not be considered until implementation of the travel portion of the plan has been substantially completed, which includes mapping, signing, monitoring, and evaluation. Routes throughout the decision area would be monitored according to regulations at 43 Code of Federal Regulations (CFR) 8341.2 requiring the BLM to monitor the effects of OHV use. In the future, BLM will use the criteria in

Appendix 7 of the PRMP/FEIS to make adjustments (additions, deletions, or modifications) to the route network, based on site-specific monitoring and NEPA analysis.

E. NOTICE OF MODIFICATIONS AND CLARIFICATIONS

Modifications and clarifications were made to the Approved Plan based on the review and resolution of the protest letters, as well as from internal review by the BLM. The modifications or clarifications to the decisions are provided below.

Modifications

As a result of protests on the Proposed Plan and continued internal review, BLM made the following modifications to the Proposed Plan. As described below, these modifications are not considered significant changes. The Management Decisions section of the attached Approved Plan includes these modifications.

- In response to a protest concerning protecting the relevance and important values for potential ACECs that were not designated in the Proposed Plan, the BLM changed a VRM decision. Approximately 3,500 acres of the potential White Cliffs ACEC has a relevant and important value of scenery and was proposed to be managed as VRM III in the Proposed RMP without ACEC designation. In order to protect this relevant and important value, these 3,500 acres will be managed as VRM II in the Approved RMP, but will not be designated an ACEC.

- In response to a protest on two tracts of land available for FLPMA Section 203 sales in the Proposed RMP, the following lands were removed from the list in Appendix 5 of the Approved RMP because they do not meet the Section 203 sale criteria:
  - Township 35 South, Range 1 East, Section 33 SW¼SE¼
  - Township 36 South, Range 1 East, Section 4, Lots 1, 2

- The following lands were removed from the list in Appendix 5 in the Approved RMP concerning lands available for FLPMA Section 203 sales because they have been conveyed through patent to the State of Utah by Congressional legislation, in Public Law 105-355:
  - T. 38 S., R. 2 W., Sec. 11, SW1/4NW1/4, W1/2SW1/4
  - T. 38 S., R. 2 W., Sec. 14, W1/2NW1/4, and the portion of land north of Cottonwood Road in the NW1/4SW1/4
  - T. 38 S., R. 2 W., Sec. 15, and the portion of land north of Cottonwood Road in the SE1/4NE1/4, SW1/4NW1/4

- After further coordination with Zion National Park, two routes in the Orderville Canyon area totaling one mile will be closed in order to help limit unauthorized OHV access into the park.

- After further coordination with Zion National Park concerning the western portion of the Kanab Field Office along the boundary with Park, 1,500 acres of land that were managed

as VRM III in the Proposed RMP will be managed as VRM II in the Approved RMP. This minor modification was made to better manage visual intrusions in an area that has visual sensitivity near the Park.

- As a result of modifying the VRM decisions discussed above, the VRM acres in Management Decision of the Approved RMP have been changed from VRM II – 94,400 acres in the Proposed RMP to 99,600 acres in the Approved RMP; and VRM III – 210,700 in the Proposed RMP to 205,500 in the Approved RMP acres.

- As a result of further BLM internal review and coordination with the State of Utah, the following decisions regarding the Greater sage-grouse from the Proposed RMP were not included in the Approved RMP. Not including these decisions was analyzed in the Draft RMP/EIS (October 2007) under Alternative D and is not considered a significant change. These changes make the Kanab planning decision consistent with BLM conservation strategies and the UDWR Greater sage-grouse policy, as well as Greater sage-grouse BLM land use plan decisions state-wide:

  a) The following decisions from page 2-15 of the Proposed RMP are not included in the Approved RMP under the Greater sage-grouse decisions:

     - Preclude cross-country OHV use in Greater sage-grouse nesting and brood-rearing habitats. (Note: This decision is already cross-tracked as part of the OHV decisions in the Approved RMP.)
     - Avoid new ROWs with high-profile structures (e.g., buildings, storage tanks, overhead powerlines, wind turbines, towers, and windmills) within 1 mile of an active Greater sage-grouse lek or in nesting and brood-rearing habitat. (Note: This decision was changed to ½ mile to be consistent on a state-wide basis.)
     - Avoid insecticide use in Greater sage-grouse nesting and early brood-rearing habitats during the early developmental stage (March 15 to July 15) of Greater sage-grouse chicks. (Note: This decision will be analyzed as part of activity-level planning on future actions.)

  b) The following decisions from page 2-45 of the Proposed RMP are not included in the Approved RMP:

     - Avoid new ROWs (106,670 acres) in the following areas (Map 11):
       - Within 1 mile of an active Greater sage-grouse lek (avoid ROWs with high-profile structures [e.g., buildings, storage tanks, overhead powerlines, wind turbines, towers, and windmills]) (Note: This decision was changed to ½ mile to be consistent on a state-wide basis.)
       - Within Greater sage-grouse nesting and brood-rearing habitat (avoid ROWs with high-profile structures [e.g., buildings, storage tanks, overhead powerlines, wind turbines, towers, and windmills]). (Note: This decision was deleted because it is not consistent with BLM or State Greater sage-grouse plans or policies.)

- As a result of modifying some of the Greater sage-grouse decisions in the Approved RMP, the total acreage of ROW avoidance has been changed to 51,570 acres in the Approved RMP LAR – 5 and the ROW Map 11 has been modified to reflect this change.

Clarifications

The following clarifications and minor corrections made to the information included in the Proposed RMP/Final EIS are reflected in the attached Approved RMP:

- In response to a protest, the BLM noted that in Appendix 13 (pp. 18-19) of the Proposed RMP, the BLM incorrectly identified a Kane County claimed RS-2477 route as a factor to downgrade a Wild and Scenic River segment of the East Fork Virgin River (Segment 37-41). This should have been identified as a "way" that was open to motorized use. The presence of the way was the factor considered in classifying the segment as "scenic." Whether the county claims the route under RS-2477 is not a determining factor, and the BLM erred by including the RS 2477 reference. This clarification has been made in Appendix 11 of the Approved RMP.

- As a result of BLM review and coordination with the State of Utah, the following decision on page 2-49 of the Proposed RMP regarding coal unsuitability was clarified in order to more closely reflect the coal regulations found in 43 CFR 3400, as follows in the Approved RMP:

  - **Areas Unsuitable for Surface Coal Mining:**

    - MIN-9: Approximately 35,538 acres (Map 15) are determined to be unsuitable for surface mining and surface operations incident to an underground mine as stated in 43 CFR 3400.0-5(mm) based on the 20 criteria identified in Appendix 6.

Additional changes to reflect this clarification in wording have been made to Appendix 6 (Kanab Field Office: Coal Unsuitability Report) of the ROD.

- After reviewing the areas listed as ROW avoidance areas in the Lands and Realty section on page 2-45 of the Proposed RMP, BLM noted that the following areas were omitted from the list and added to the list in the Approved RMP. These areas were included in the total acreage figure in the Proposed RMP.

  - LAR – 5: Within ½ mile of active, suitable (currently inactive) Utah prairie dog habitats and within potential reintroduction sites.

The BLM clarified the language in the decision for Special Status Species, SSS-53, SSS-54, SSS-55, SSS-56 in the Approved RMP regarding the Greater sage-grouse for better understanding and command of the decisions being made.

- The following appendices have been added to the Approved RMP for ease of reference:

- Appendix 16 - Utah Standards for Rangeland Health and Guidelines for Grazing Management
- Appendix 17 - Hydraulic Considerations for Pipelines Crossing Stream Channels

F. MANAGEMENT CONSIDERATIONS IN SELECTING THE APPROVED RMP

The BLM is tasked to provide multiple use management for public lands by Federal Land Policy and Management Act and numerous other laws and regulations that govern the management of public lands. Due to the diversity of community needs and stakeholders affected by management of BLM lands, there has been both support and opposition to certain components of the Proposed Plan. BLM's objective in choosing Alternative B as the Preferred Alternative, and later using it as the base for the Proposed Plan (with modifications selected from the range of alternatives) was to address these diverse needs and concerns in a fair manner and provide a practical and workable framework for public land management. The BLM is ultimately responsible for preparing a plan consistent with its legal mandates, which reflects its collective professional judgment, incorporating the best from competing viewpoints and ideas. The Approved RMP (the Proposed Plan as clarified and modified in consideration of public comments and internal review) provides a balance between those reasonable measures necessary to protect the existing resource values and the continued public need for use of the public lands within the planning area. Both local and national interests were taken into account in arriving at this balance. The practical application of decisions was considered in light of land ownership patterns and the degree of federal control over the resources in a given area.

Approval of a plan that provides a balance to meet both resource concerns and social and economic concerns in the planning area was a major factor in its selection. The Proposed Plan was selected because it proposed management that will improve and sustain properly functioning resource conditions while considering needs and demands for existing or potential resource commodities and values. In the end, resource use is managed by integrating ecological, economic, and social principles in a manner that safeguards the long term sustainability, diversity and productivity of the land.

All Surface Disturbing Activities

Stipulations for oil and gas leasing and other surface disturbing activities are referred to throughout the Approved RMP and provide protection to resource values or land uses by establishing authority for delay, site changes, or the denial of operations. The stipulations apply, where appropriate and practical, to all surface-disturbing activities associated with land-use authorizations, permits, and leases issued on BLM lands. As a result, protections for resource values are applied in a consistent manner to all activities. The stipulations are subject to exceptions, modifications, and waivers that are a means of adapting the stipulations to meet changing circumstances. The stipulations in the Approved RMP, along with the exceptions, modifications, and waivers, are provided in Appendix 3.

Air Quality

BLM does not have regulatory control over air quality issues, either on public lands or on Tribal or state lands. BLM relies on the agency with jurisdiction over air quality to set regulatory standards and criteria to protect the air quality in a particular area. Once these standards are established, BLM references them in its permitting documents and ensures that all permitted activities on public lands refer to the appropriate agency's standard. With this regulatory framework in place the Approved RMP, by necessity, does not make any air quality decisions. Instead, the Approved RMP references standards set by the State of Utah (Appendix10). Where the State of Utah standards are inapplicable (e.g. over Tribal lands), BLM will work with the Environmental Protection Agency (EPA) to ensure that the appropriate federal standards are included or referenced in permitting documents. Finally, the Approved RMP established goals and objectives for air quality that reflect the standards set by the State or the EPA.

The Approved RMP allows the KFO to ensure that authorizations granted to use public lands and the BLM's own management programs comply with and support applicable local, state, and federal laws, regulations, and implementation plans pertaining to air quality.

Soil Resources

The Approved RMP will limit and mitigate surface disturbance activities such as mineral development and cross country travel. This is especially important in areas where sensitive or fragile soils exist that may be susceptible to accelerated erosion, soil loss, and reduced productivity as a result of these surface disturbing activities. Under the Approved RMP soil resources will also benefit from vegetation treatments. Although vegetation treatments are initially surface disturbing, over the long term vegetation treatments will improve soil stability and improve soil condition by improving the vegetation that helps bind it together.

Water Resources

The Approved RMP will continue to protect and maintain water quality standards on BLM lands managed by the Kanab Field Office. The Approved RMP includes closing the Water Canyon grazing allotment which will improve water quality for the town of Fredonia, Arizona, which uses the canyon as their culinary water source. The Approved RMP will also limit impacts from oil and gas leases by making all riparian areas subject to major constraints (NSO) and by placing a 330 foot buffer on each riparian area. Under the Approved RMP, BLM will continue to monitor and manage watersheds to meet or make progress toward water quality standards set by the State of Utah.

Vegetation

Decisions regarding vegetation improve the vegetative communities over the life of the plan. Under the Approved RMP land treatments (Map 5) would be prioritized and implemented on a case-by-case basis to improve vegetation communities throughout the planning area. These treatments would be conducted in areas where the desired vegetation community has been invaded or has reached an undesirable monoculture. Although short term losses of vegetation would occur, over the long term these actions would help to remove undesirable species, increase

species diversity and age class, improve vegetation composition and structure, and increase vegetation cover and ecological condition.

Special Status Species (Threatened, Endangered, and Sensitive)

Informal Section 7 consultation, as directed by the Endangered Species Act, subsequent regulations, and BLM policy, was conducted with the U.S. Fish and Wildlife Service (USFWS) throughout the development of the RMP. The BLM submitted a Biological Assessment (BA) and requested initiation of formal consultation on July 21, 2008. The USFWS responded with a Biological Opinion (BO) on September 29, 2008 completing the formal section 7 consultation process (Appendix 13). The BO concurred with the determinations made in the BA regarding potential effects on listed threatened and endangered species located within the planning area. The BA and the BO contain committed conservation measures that have been incorporated into the ROD and will be a part of the implementation of the Approved RMP (see Appendix 13 and the enclosed CD). These are committed measures that will be included as part of the proposed action of any subsequent site specific activities authorized by the RMP. Should any changes be made in any of the conservation measures identified in the BA and BO, Section 7 consultation with USFWS will be re-initiated.

The BLM, in coordination with the USFWS, developed the majority of these committed conservation measures as part of a programmatic Section 7 consultation that was completed in 2007. Some modifications and additional measures were developed during the consultation process specific to the Kanab RMP. All site specific level actions potentially impacting listed species or their critical habitat will implement these measures. Incorporating these measures will ensure that the BLM is in compliance with the Endangered Species Act and will meet necessary management and recovery goals. If BLM determines that any deviations, modifications, or waiver of these conservation measures may be necessary on a given project, re-initiation of Section 7 consultation with USFWS will be necessary.

BLM notes that the Biological Opinion (Appendix 13 and enclosed CD) provides a number of recommended conservation measures that are beyond the scope of this Approved Plan, but may be considered in tiered consultation with this programmatic opinion when project-specific analysis is conducted in the future. These recommended conservation measures are optional measures additional to the committed mitigation contained in Appendix 9, that BLM will consider at the appropriate time and as deemed necessary to manage and recover listed and candidate plant and animal species occurring within the planning area.

The Approved RMP also incorporates resource protection measures and recommended Best Management Practices to maintain, protect, and enhance habitats that will support a diversity of non-listed sensitive fish, wildlife, and plant species. The intent of these measures is to achieve and maintain suitable habitat for desired population levels and distribution within the area covered by the RMP. The BLM will continue to work cooperatively with UDWR (which has jurisdiction over sensitive wildlife species) to maintain and establish crucial habitat management strategies as reflected in the approved RMP. These species are managed as necessary to protect them and their habitat from loss in accordance with the Federal Land Policy and Management Act (FLPMA), BLM management guidelines, and policy contained in the BLM's 6840 Manual.

Fish and Wildlife

The Approved RMP responds to issues regarding wildlife by providing restrictions to uses in crucial wildlife habitat areas. BLM uses the Utah Division of Wildlife Resources (UDWR) crucial habitat boundaries (Map 2 through 4) to apply these restrictions because UDWR is the entity with jurisdiction and expertise over wildlife in Utah. The crucial habitat identified in the Approved RMP for deer, elk, bighorn sheep and other big game species is the result of the State's combination of two previous UDWR categories of habitat – "critical" and "high value." The State uses the term "crucial" habitat as a trigger to initiate a close examination of proposed projects in order to determine the appropriate management response. BLM and the State recognize that some of the land within the defined area, depending on season and timing, may not support the respective species for various reasons. The BLM will coordinate with the State on issues related to crucial habitat to determine stipulations necessary to address impacts to the subject wildlife species. Following consultation, the BLM may grant an exception, modification, or waiver. BLM and the State will execute a protocol to implement this provision.

Cultural Resources

Cultural resources are protected by several federal laws and regulations as well as BLM policies and procedures. Under the Approved RMP, the basic legal protections provided by these laws and regulations would be enforced and implemented. Under the Approved RMP, cultural resources would be provided with additional protections by the further regulation of OHV travel routes (eliminating cross country use on all but 1,000 acres) and the designation of an ACEC and management of SRMAs. The Cottonwood Canyon ACEC has cultural resources as one of its relevant and important values; these resources would benefit from the associated protections offered by ACEC designation. SRMA management would help focus recreation use and increase interpretation and public outreach to reduce impacts to cultural resources. The Approved RMP sets priorities for future Section 110 inventories to identify sites for management purposes. Three sites are allocated for public use that will provide opportunities for education and interpretation. The protections offered for cultural resources under the Approved RMP are beneficial to cultural resources.

Native American consultation was conducted during the RMP process through mailings to the Zuni, the Paiute Tribes of Utah (PITU), Navajo, and Ute tribes, and through face-to-face meetings with the Kaibab Paiute and Hopi tribes. The Kaibab Paiute tribe participated in the planning process as a cooperating agency attending ID Team meetings and helping to develop the Draft RMP/EIS alternatives. Comments on the Draft RMP/EIS were received from the Kaibab Paiute and Hopi tribes. A meeting was held with the Kaibab Paiute tribe in April 2008 to discuss the Proposed RMP/FEIS.

BLM has completed the formal Section 106 consultation with the Utah State Historic Preservation Office (SHPO). The July 17, 2008, letter from the SHPO concurred with BLM's recommendation of No Adverse Effect from any actions proposed in the PRMP/FEIS. (See Appendix 12) The Approved Plan will reduce imminent threats to significant cultural resources from natural and human-caused deterioration or potential conflicts with other resources.

Visual Resources

The Kanab Field Office is home to nationally recognized scenery in southern Utah. These settings attract thousands of visitors a year who come to the Kanab area to enjoy the landscape and scenery. Scenic attractions in the Kanab planning area include Paria Canyon, Parunuweap Canyon, Moquith Mountain, Coral Pink Sand Dunes, and the North and East Forks of the Virgin River corridors. The Approved RMP provides protection for 76,000 acres of VRM I and 99,600 acres of VRM II, where changes to the landscape must be low, thus safeguarding the visitation and tourism industry, which is a significant contributor to the Kanab economy. At the same time, VRM class III objectives (205,500 acres) and IV (172,900 acres) (Map 6) are applied as necessary to allow for exploration and the associated infrastructure to support mineral resource development in accordance with the Energy Policy and Conservation Act and to implement vegetation treatments in support of the Healthy Lands Initiative.

Non-WSA Lands with Wilderness Characteristics

Impacts on uses as a result of discretionary focused management, such as the protection, preservation, and maintenance of non-WSA lands with wilderness characteristics, were disclosed in the Proposed RMP/Final EIS, and considered in conjunction with impacts to resource values. There are 27,770 acres within five areas (Upper Kanab Creek, Moquith Mountain, Orderville Canyon, Parunuweap Canyon, and East of Bryce) (Map 7) that are carried forward for protection of their wilderness characteristics. They are managed primarily with a no surface occupancy stipulation for oil and gas leasing and all other surface disturbing activities, and as an avoidance area for rights-of-way.

Upper Kanab Creek and Moquith Mountain are the largest stand-alone blocks of undeveloped land of all the inventoried areas for wilderness characteristics. The size of these two areas makes them more suitable for effectively protecting, preserving, and maintaining their wilderness characteristics. In addition, managing these areas for wilderness characteristics is compatible with other management actions in the Approved RMP. Moquith Mountain substantially overlaps a portion of the Kanab Community SRMA in the non-motorized RMZ (Recreation Management Zone), which is managed for primitive recreation opportunities. Orderville Canyon and Parunuweap Canyon are small areas that are contiguous to WSAs and can be effectively managed for wilderness values. East of Bryce is contiguous to lands inside Bryce Canyon National Park that are recommended for wilderness by the National Park Service, and managing this area for wilderness values compliments management of the National Park. Thus, all five areas are managed for primitive recreation opportunities which coincide with managing these areas for wilderness characteristics.

There were many areas found to have wilderness characteristics (89,780 acres) during the inventory reviews and not selected for management of those characteristics in the Approved RMP. The reasons for this decision were varied and complex. In most cases it was because those lands were found to have other important resources or resource uses that would conflict with protection, preservation, or maintenance of the wilderness characteristics. For example, even though no oil and gas leases encumbered these lands, they have high potential for future development. In addition, rights of way development (like the West Wide Energy Corridor), vegetation treatment areas (Healthy Lands Initiative), future water development for

livestock/wildlife, and anticipated increased OHV use demands, would make managing for wilderness characteristics inappropriate. In other cases, management under the Approved RMP will provide some protection of wilderness values. For example, the Vermilion Cliffs unit overlaps the Kanab Community SRMA, which has a no surface occupancy stipulation for oil and gas development.

The Approved RMP provided the best balance in allowing for uses to occur while providing for protection of resource values and public health and safety.

In future references, lands managed in the Approved RMP as non-WSA lands with wilderness characteristics will be referred to as BLM natural areas. This change does not represent a new designation or a new decision. Rather, BLM wants to recognize these discretionary decisions with a better, simpler reference. Wilderness Areas and Wilderness Study Areas are formal designations that are managed in a prescribed manner. To avoid confusing these official designations with discretionary agency decisions, BLM has chosen a new reference to distinguish between formal designations (e.g., Wilderness Areas) and a discretionary management category (BLM natural areas). According to the Approved RMP, BLM natural areas will be managed to protect, preserve, and maintain values of primitive recreation, the appearance of naturalness and solitude.

Livestock Grazing

The Approved RMP responds to issues related to managing for healthy rangelands and riparian and upland vegetation while still providing for livestock grazing by making most of the planning area available for livestock grazing, as long as Standards for Rangeland Health continue to be met, and restricting grazing where it is incompatible with resource values. For example, the Water Canyon Allotment is closed to livestock grazing in the Approved RMP to protect the water system of Fredonia, Arizona.

According to BLM policy, decisions about season of use, stocking densities, forage allocation, and utilization are made using Utah Standards for Rangeland Health and Guidelines for Grazing Management during the grazing permit renewal process. These are implementation-level decisions based on monitoring and inventory of range conditions and evaluation of such data. Changes in specific livestock management practices are, therefore, minimal in the Approved RMP. The decisions made in the Approved RMP are limited to whether an allotment is available or not available for grazing during the life of the Plan.

Overall, the Approved RMP provides the best balance in allowing grazing to occur while protecting important natural resources.

Recreation

There are six SRMAs (Map 8) that are designated with nine Recreation Management Zones (RMZs) which are intensively managed under the Approved RMP. Although several of these would be partially or wholly contained in existing WSAs or designated wilderness, the current and potential recreational values warrant additional management direction typically provided by SRMAs. The combination of diverse settings and recreation experiences potentially provided by

these areas needs to be addressed more specifically through activity plans that will be developed for each SRMA. By focusing recreation management on these areas, BLM will be able to provide enhanced recreation experiences and opportunities while protecting other resource values such as cultural, riparian, and wildlife. The Approved RMP provides additional guidance and criteria for issuance of Special Recreation Permits. These criteria will help reduce user conflicts, enhance recreation experiences, and protect other resource values.

Transportation

The Approved RMP responds to the issue of OHV use by designating all BLM lands as open, closed, or limited. Out of about 554,000 acres within the planning area, 1,000 acres are open to cross-country travel, 25,000 acres are closed to motorized travel, and 528,000 acres are limited to designated routes (Map 9).

The Travel Management Plan in the Approved RMP provides a network of transportation routes that tie into roads administered by the counties, the National Park Service, the U.S. Forest Service, and State of Utah. The Approved Plan closes 25,000 acres (designated wilderness and wild and scenic river corridors) to motorized use to accommodate users who value non-motorized areas for hunting, hiking, solitude, etc. There are also many opportunities in the limited areas where routes have not been designated for motorized use for these types of recreational experiences. Natural and cultural resource protection is also accomplished by limiting motorized travel to the routes designated in the Approved RMP. BLM worked closely with the counties to identify the baseline routes. Specific designations were made as a result of interdisciplinary team reviews, identification of resource conflicts, needed access points, and duplication of routes. In compliance with BLM policy and guidelines, OHV area designations in the Approved RMP were developed to meet the needs and demands for motorized travel and recreation throughout the decision area while substantially reducing impacts from cross-country OHV use and taking into consideration other resources and uses.

The designation of 1,000 acres as open to OHV use refers to the open sand dunes within the Moquith Mountain WSA and adjacent to the Coral Pink Sand Dunes State Park. Under the IMP, travel across open sand dunes may be allowed since tracks typically disappear with the ever-shifting dunes. The challenge in managing the Moquith dunes is keeping vehicles out of surrounding and intermingled vegetation. The BLM depends on a formal partnership with the State Park, as well as the presence of its own staff to monitor use and enforce OHV rules.

Lands and Realty

The Approved RMP protects resources while allowing for community growth, expansion needs, and the development of rights-of-way using sound management practices. Land ownership was considered to enhance multiple use, access to public lands, acquisition of lands with valuable resources, and disposal of lands which are difficult or uneconomic to manage or that are no longer needed for a federal purpose. The Approved RMP provides rights-of-way exclusion and avoidance areas (Map 11) to protect sensitive wildlife habitats and other sensitive resources, while allowing areas for placement and development of new ROWs.

According to Section 102 (a) of FLPMA, all public lands will be retained in Federal ownership unless it is determined that disposal of a particular parcel will serve the national interest. Furthermore, Section 203 (a) of FLPMA provides for sale of public lands (Map 13) if one of the following criteria is met: (1) the tract is difficult and uneconomic to manage as part of the public lands and is not suitable for management by another Federal agency; (2) such tract was acquired for a specific purpose and the tract is no longer required for that or any other Federal purpose; or (3) disposal of such tract will serve important public objectives, including but not limited to, expansion of communities and economic development that cannot be achieved prudently or feasibly on land other than public land. The public lands in the Kanab Field Office that have been identified for consideration for disposal by sale in the Approved RMP meet one or more of these criteria.

A prerequisite for entering into the exchange of Federal for non-Federal lands is the BLM determination that such an exchange is in the public interest. To make this determination, general criteria have been developed in the Approved RMP for both disposal of Federal lands and acquisition of non-Federal lands. Every exchange proposal during the life of the Approved RMP will meet the criteria for disposal and acquisition. The value(s) of acquisition must outweigh the value(s) of disposal for the proposal to be in the public interest and an exchange to be considered.

Minerals and Energy

The Approved RMP specifies restrictions for permitted activities to resolve concerns regarding the impacts of these uses. These conditions apply not only to oil and gas leasing, but also apply, where appropriate, to all other surface disturbing activities associated with land-use authorizations, permits, and leases, including other mineral resources.

The Approved RMP manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed – 79,000 acres; No Surface Occupancy – 83,400 acres; Timing Limitations/Controlled Surface Use Stipulations – 296,200 acres; open with standard stipulations 95,004 acres (Map 14). As specified in the Energy Policy and Conservation Act and BLM policy, the oil and gas leasing stipulations in the Approved RMP are the least restrictive necessary to protect sensitive resource values while allowing for development.

The majority (99 percent) of the lands closed to leasing are areas made unavailable by law or regulation. These include designated wilderness, WSAs, and public lands within city/town municipal boundaries. The remaining one percent of the lands closed to leasing is due to suitable wild and scenic river corridors. Closing these areas to leasing is consistent with BLM national policy.

The Approved RMP incorporates resource protection while allowing exploration and development of mineral and energy resources. Oil and gas leasing categories were developed to limit impacts to wildlife, recreation, non-WSA lands with wilderness characteristics, and other sensitive resources. The Approved RMP increases oil and gas leasing constraints by approximately 60 percent from the No Action (Alternative A of the Draft RMP/EIS). This increase mostly relates to timing restrictions for crucial big game habitat that would still allow

access for exploration and development of oil and gas resources and are subject to a waiver, exception or modification when appropriate.
Lands unsuitable for surface coal mining (Map 15) were identified in a detailed analysis as required in 43 CFR 3461.5. Therefore, decisions for surface coal mining suitability did not vary between alternatives. The development potential for locatable mineral resources (e.g. gold silver, uranium, etc.) is considered low for the Field Office decision area. As a result, lands recommended for withdrawal from location (Map 12) did not change significantly from the No Action (Alternative A of the Draft RMP/EIS). Sand and gravel and other mineral material excavations will continue to be issued on a case-by-case permit authorization (Map 16). Therefore, the approved RMP provides the best balance between protection of resources and commodity use and development.

Areas of Critical Environmental Concern

Concerns about specific resource values are addressed throughout the Approved RMP, and eliminated the need to designate some areas as Areas of Critical Environmental Concern (ACECs) since the proposed management provides adequate protection. In many instances, WSAs overlay some of the potential ACECs and management under IMP more than adequately protected the relevance and importance values. If the WSAs are released from wilderness consideration, the Approved RMP states that all activities inconsistent with the goals and objectives of the Approved RMP would be deferred until a plan amendment is completed. Any plan amendment would have to provide protection to the relevant and important values identified.

Since standard management contained in the Approved RMP protects all of the relevant and important values in the planning area, only one area was designated as ACEC (Map 17) where additional special management is necessary. The following table (Table 2) provides a list of the potential ACECs that were not designated in the Approved RMP, their relevance and importance criteria, and planning decisions carried forward that protect those criteria.

Table 2. Potential ACECs Not Designated in the Approved RMP

Name of Potential ACEC not Designated in Approved RMP	Relevance & Importance Criteria	Management Protection Provided in Approved RMP
Welsh's Milkweed Potential ACEC 1,300 acres	Scenic, geologic, or special status species (Coral Pink Sand Dunes tiger beetle and Welsh's milkweed) values	Manage 96 percent of the area under the IMP (Moquith Mountain WSA). Prohibit harvest of woodland products. Manage 50 acres of the Potential ACEC outside the WSA as VRM Class II Prohibit motorized use in and through vegetation in designated critical habitat for Welsh's milkweed. Implement conservation actions identified in the Conservation Agreement and Strategy for the

Name of Potential ACEC not Designated in Approved RMP	Relevance & Importance Criteria	Management Protection Provided in Approved RMP
		Coral Pink Sand Dunes tiger beetle, including maintaining the established 370-acre conservation area.
Vermilion Cliffs Potential ACEC 23,400 acres	Scenic and cultural values, wildlife resources, and botanical and geologic systems or processes	Manage 56 percent of the potential ACEC as VRM Class II, 39 percent as VRM Class III. Manage 80 percent of the potential ACEC as open for oil and gas leasing subject to major constraints (NSO). Manage 20 percent of the potential ACEC as open for oil and gas leasing subject to moderate constraints (CSU for visual resources and seasonal wildlife stipulations). Prohibit disruptive activities within established buffers and seasons to protect raptor species. Cultural and historic properties are protected by law, policy and regulation Limit OHV use throughout the potential ACEC to 63 miles of designated routes that already exist, with use being closed seasonally on 2 miles to protect raptor species.
White Cliffs Potential ACEC 26,000 acres	Scenic and cultural values, wildlife resources, and botanical natural systems or processes	Manage 100 percent of the potential ACEC as VRM Class II . Manage 55 percent of the potential ACEC as open to leasing subject to major constraints (NSO) or closed to leasing. Cultural and historic properties are protected by law, policy and regulation Manage 45 percent of the potential ACEC as open to leasing subject to moderate constraints (CSU for visual resources and seasonal wildlife stipulations) Limit OHV use to 35 miles of designated routes that already

Name of Potential ACEC not Designated in Approved RMP	Relevance & Importance Criteria	Management Protection Provided in Approved RMP
		exist. Manage 55 percent of the potential ACEC for wilderness character (Upper Kanab Creek). Relevant and important values will be protected through NSO, right-of-way avoidance areas, and other restrictive management.
Parunuweap Canyon Potential ACEC 6,100 acres	Scenic and cultural values and wildlife resources	Manage 100 percent of the area under the IMP (Parunuweap Canyon WSA) Use environmental education, interpretation and signage to control unauthorized use. Cultural and historic properties are protected by law, policy and regulation. Issue Special Recreation Permits (SRPs) following evaluation of various factors including specific resources that could be impacted such as cultural values and wildlife resources.

Wild and Scenic Rivers

There are six eligible river segments (30 miles) carried forward as suitable for inclusion into the National Wild and Scenic River system in the Approved RMP (Map 18) to protect the free-flowing nature and outstandingly remarkable values (ORVs) associated with the river segments. The segments recommended as suitable (East Fork Virgin River – two segments, North Fork Virgin River, Orderville Canyon, Meadow Creek/Mineral Gulch and Paria River) all conform to corresponding recommendations from Zion National Park and BLM's Arizona Strip Field Office.

All river segments found suitable in the Approved RMP are those in which recreation and scenery were key ORVs. The unique nature of the recreation ORV centers around regionally, nationally, and internationally significant hiking and backpacking opportunities involving exceptionally scenic, deep canyon settings. The Paria River canyon, especially, is renowned as one of the top slot canyon destinations worldwide. The imposition of dams or other man-made structures or facilities along these segments would eliminate these important recreation opportunities and several commercial guiding and canyoneering enterprises which depend upon them.

In the Approved RMP, all segments are classified as "wild" except for one segment (East Fork Virgin River - segment 37-40a) classified as "scenic" due to vehicle ways within the river corridor.

Eligible river segments that were not carried forward as suitable in the Approved RMP are protected by various other management decisions. Many of these river segments include scenery, cultural and recreation as Outstandingly Remarkable Values (ORVs). These ORVs are more amenable for management by other means such as WSAs, non-WSA lands with wilderness characteristics, ACECs and SRMAs. The Cottonwood Complex (Cottonwood Creek, Indian Canyon, South Fork Indian Canyon, North Branch South Fork Indian Canyon, Water Canyon and Hell Dive Canyon) are within the Moquith Mountain SRMA and partially within the Moquith Mountain WSA and/or the Cottonwood Canyon ACEC, and are closed to surface disturbing activities. The segment of Deep Creek that is on public land is physically isolated and has a lack of legal public access that provides protection to this area. The BLM is working cooperatively with the UDWR to manage Three Mile Creek as habitat for the Bonneville cutthroat trout. The free-flowing nature of this stream is not at risk, and the identified ORV on public lands would be effectively managed under the Approved RMP.

Therefore, the ORVs along these eligible segments are protected by other management actions in the Approved RMP.

In addition, BLM looks forward to working with the State of Utah, local and tribal governments, and other federal agencies during the next phase of the Wild and Scenic River process. BLM will work cooperatively with the above entities in a statewide study to reach consensus regarding recommendations to Congress for the inclusion of rivers into the NWSR system. BLM will also continue to work with affected local, state, federal, and tribal partners to identify in-stream flows necessary to meet critical resource needs, including values related to the subject segments, so that they may be identified for inclusion into future recommendations to Congress.

G. CONSISTENCY AND CONSULTATION REVIEW

Consistency of the Approved RMP with other local, State, Tribal and federal plans and policies (which sometimes conflict amongst themselves) was also considered as a factor in selection of the Approved RMP. The Approved RMP is consistent with plans and policies of the Department of the Interior and Bureau of Land Management, other federal agencies, state government, and local governments to the extent that the guidance and local plans are also consistent with the purposes, policies, and programs of federal law and regulation applicable to public lands. Chapter 5 of the Proposed RMP/Final EIS provides a full discussion of consistency with all involved entities.

Governor's Consistency

The Governor's Office did not identify any inconsistencies concerning state or local plans, policies, and programs following the 60-day Governor's Consistency Review of the Proposed RMP/Final EIS (initiated July 18, 2008, in accordance with planning regulations at 43 CFR Part 1610.3- 2(e), and concluded on September 16, 2008).

NHPA Section 106 Consultation

A letter was received from the Utah SHPO on July 17, 2008, after reviewing BLM's decisions in the Proposed RMP/Final EIS. In the letter, the SHPO concluded that the decisions in the Proposed RMP will have no adverse affects on historic properties. Because there has been no appreciable change between the Proposed RMP and the Approved RMP, no further SHPO consultation is required and all decisions in the Approved RMP will have no adverse affects on historic properties. The letter of concurrence from the SHPO is found in Appendix 12.

Native American Consultation

Consultations with Native Americans on the RMP have been ongoing since 2003. A thorough discussion of Native American Consultation in included under "Cultural Resources" in Section F of this ROD.

In addition, the Kaibab Paiute Tribe has participated in the Kanab RMP as a Cooperating Agency. The Tribe filed protest on the Proposed RMP/Final EIS concerning OHV route designation and the potential coal development in the Alton area. The protest was denied by the BLM Director because it did not present any protest issues that resulted in a change to the Approved RMP.

Section 7 Consultation under the Endangered Species Act

Informal Section 7 consultation, as directed by the Endangered Species Act (ESA), subsequent regulations, and BLM policy, was conducted with the U.S. Fish and Wildlife Service (USFWS) throughout the development of the RMP. Formal consultation with the USFWS was initiated on July 21, 2008. As required by Section 7(a) of the ESA, the Kanab Field Office prepared a Biological Assessment (BA) to evaluate the listed species in its planning area. The BA analyzed the potential impacts on threatened and endangered species which could result from implementing management actions authorized under the proposed land use plan for the Field Office. The Kanab Field Office determined that some of the proposed actions "may affect, and are likely to adversely affect" the listed species and "may affect" designated critical habitat. The U.S. Fish and Wildlife Service prepared a Biological Opinion (BO), in which they concurred with BLM's determination on September 29, 2008, and is included in Appendix 13, and enclosed CD. The USFWS further determined that implementation of the RMP, including committed mitigation measures, would not jeopardize the existence of any of the listed species.

H. MITIGATION MEASURES

Measures to avoid or minimize environmental harm were built into the Approved RMP where practicable. Many of the standard management provisions will minimize impacts when applied to activities proposed in the planning area. The *Utah Standards and Guidelines for Rangeland Health* (see Appendix 16) will be used as the base standards to assess the health of BLM lands in the planning area. Best management practices (BMPs) will be used (when applicable) for a number of uses including livestock grazing, forest activities, mining, oil and gas development, and other surface disturbing activities (see Appendix 1). Additional measures to mitigate

environmental impacts may also be developed during subsequent NEPA analysis at the activity level planning and project stages. Throughout the decisions in the Approved RMP, mitigation was used as a means to avoid and minimize environmental harm.

I. PLAN MONITORING AND EVALUATION

Monitoring is the repeated measurement of activities and conditions over time. Evaluation is a process in which the plan and monitoring data are reviewed to see if management goals and objectives are being met and if management direction is sound. Monitoring data gathered over time is examined and used to draw conclusions on whether management actions are meeting stated objectives, and if not, why. Conclusions are then used to make recommendations on whether to continue current management or what changes need to be made in management practices to meet objectives.

The two types of monitoring that are tied to the planning process include implementation and effectiveness monitoring. Land use plan monitoring is the process of (1) tracking the implementation of land use planning decisions and (2) collecting and assessing data/information necessary to evaluate the effectiveness of land use planning decisions. The two types of monitoring are described below.

Implementation Monitoring: Implementation monitoring is the most basic type of monitoring and simply determines whether planned activities have been implemented in the manner prescribed by the plan. Some agencies call this compliance monitoring. This monitoring documents BLM's progress toward full implementation of the land use plan decision. There are no specific thresholds or indicators required for this type of monitoring.

Effectiveness Monitoring: Effectiveness monitoring is aimed at determining if the implementation of activities has achieved the desired goals and objectives. Effectiveness monitoring asks the question: Was the specified activity successful in achieving the objective? This requires knowledge of the objectives established in the RMP as well as indicators that can be measured. Indicators are established by technical specialists in order to address specific questions, and thus avoid collection of unnecessary data. Success is measured against the benchmark of achieving desired future conditions established by the plan.

Regulations at 43 CFR 1610.4-9 require that the proposed plan establish intervals and standards, as appropriate, for monitoring and evaluation of the plan, based on the sensitivity of the resource decisions involved. Progress in meeting the plan objectives and adherence to the management framework established by the plan is reviewed periodically. CEQ regulations implementing NEPA state that agencies may provide for monitoring to assure that their decisions are carried out and should do so in important cases (40 CFR 1505.2(c)). To meet these requirements, the BLM will review the plan on a regular schedule in order to provide consistent tracking of accomplishments and provide information that can be used to develop annual budget requests to continue implementation.

Land use plan evaluations will be used by BLM to determine if the decisions in the RMP, supported by the accompanying NEPA analysis, are still valid. Evaluation of the RMP will

generally be conducted every five years per BLM policy, unless unexpected actions, new information, or significant changes in other plans, legislation, or litigation triggers an evaluation. Land use plan evaluations determine if decisions are being implemented, whether mitigation measures are satisfactory, whether there are significant changes in the related plans of other entities, whether there is new data of significance to the plan, and if decisions should be changed through amendment or revision. Evaluations will follow the protocols established by the BLM Land Use Planning Handbook H-1601-1 in effect at the time the evaluation is initiated. Specific monitoring and evaluation needs are identified by resource/uses throughout the Approved RMP.

See monitoring plan in Appendix 15.

J. PUBLIC INVOLVEMENT

One of BLM's primary objectives during development of the Kanab Field Office RMP was to understand the views of various publics by providing opportunities for meaningful participation in the resource management planning process. In-depth information on these efforts is included in the Scoping Report, the Kanab Field Office Draft RMP/EIS, and the Proposed RMP/Final EIS in Chapter 5, Consultation and Coordination. Below is a summary of these public involvement efforts.

The planning process formally began with the publication of the NOI in the Federal Register on April 2, 2004, which announced the BLM's intent to revise its LUPs. The formal public scoping period ended on February 15, 2005. Public scoping meetings were held in four locations with 167 participants. In addition, 997 written public scoping comments were received during this period. Further opportunities for public participation were provided in April 2005 during a data call for information (e.g., route data, resource inventories, and/or condition) and nominations for areas of critical environmental concern (ACEC) and WSRs. In January 2006, the public was invited to provide further input in the planning process by commenting on the preliminary ACEC and WSR reports.

Six bulletins/postcards were developed to keep the public informed of the Kanab RMP planning process. Planning bulletins and postcards provided planning updates to individuals, organizations, government agencies, and tribes on the mailing list. In addition, the project website provides the public with the opportunity to send requests to be added to the project mailing list to receive periodic bulletins and announcements.

On October 2, 2007, the BLM filed the KFO Draft RMP/EIS with the EPA. On October 12, 2007, the BLM and EPA published a Notice of Availability in the *Federal Register*, which marked the beginning of the formal 90-day public review comment period. The formal 90-day public comment period ended on January 10, 2008. During the 90-day public comment period, the BLM held five public meetings with 209 participants. The BLM received 8,571 public comments during the formal 90-day public comment period on the Draft RMP/EIS. In-depth information on these efforts is included in both the Kanab Draft RMP/EIS and the Kanab Proposed RMP/Final EIS in Chapter 5, *Consultation and Coordination.*

On July 18, 2008, the BLM and the Environmental Protection Agency published a Notice of Availability in the Federal Register which announced the publication of the Proposed RMP/Final

EIS. The public was informed of the availability of the Proposed RMP/FEIS via news releases, the planning website and the RMP mailing list. The Proposed RMP/FEIS as well as all the background documents were available on the Kanab RMP planning website. A 30 day protest period commenced on July 18, 2008 and ended on August 18, 2008. In addition, a 60-day Governor's Consistency Review period ran concurrently with the first half of the protest period.

The BLM will continue to actively seek the views of the public, using techniques such as news releases and web-site information to seek participation and inform the public of new and ongoing project proposals, site-specific planning, and opportunities and timeframes for comment. The BLM will also continue to coordinate, both formally and informally, with the numerous state, federal, tribal and local agencies and officials interested and involved in the management of public lands in Kane and Garfield Counties within the planning area.

K. AVAILABILITY OF THE PLAN

Copies of the Record of Decision and the Kanab Approved Resource Management Plan are available by request from the following locations:

BLM Kanab Field Office
318 North 100 East
Kanab, Utah 84741

By contacting the Kanab Field Office at:

(435) 644-4600

Or on the Kanab Field Office website at:

http://www.blm.gov/ut/st/en/fo/kanab/planning.html

APPROVAL

In consideration of the foregoing, I approve the Record of Decision for the Kanab Field Office Resource Management Plan.

OCT 3 1 2008

C. Stephen Allred
Assistant Secretary – Land and Minerals Management
Department of the Interior

Date

APPROVED RESOURCE MANAGEMENT PLAN

A. INTRODUCTION

The Kanab Field Office Approved Plan replaces public land decisions in the Escalante MFP (1981), Paria MFP (1981), Vermilion MFP (1981), Zion MFP (1981), Cedar-Beaver-Garfield-Antimony (CBGA) RMP (1986) and amendments. The Approved Plan is now the base land use plan for public lands administered by the BLM Kanab Field Office. The Approved Plan adopts the management described in Proposed Plan and the Management Common to All Alternatives section presented in the Kanab Field Office Proposed RMP/Final EIS (BLM 2008), with adjustments as described in the Notice of Modification and Clarification sections of the ROD.

B. CONSIDERATION OF OTHER BLM PLANS AND POLICIES

FLPMA Title II, Section 202, provides guidance for the BLM's planning process to coordinate planning efforts with American Indian tribes, other federal agencies, and state and local governments. To accomplish this directive, the BLM has kept abreast of other federal, state, local plans, and tribal government plans; considered such plans in the development of the alternatives for the Draft RMP/EIS; and worked with these other entities to avoid inconsistencies among their various plans. FLPMA and the planning regulations require that BLM plans be consistent with other officially approved or adopted resource related plans of other federal, state, and local governments to the extent those plans are consistent with federal law and regulations applicable to the public lands. In keeping with the above mandates, the Kanab Field Office asked federal, state, and local agencies and tribal councils to review the Draft RMP/EIS and inform the BLM of any inconsistencies, and members of the planning team reviewed the following federal, state, and local plans, Acts, and policies:

- Kane County, Utah, General Plan (1998 and amended 2007)
- Garfield County, Utah, General Plan (1995 and amended 1998 and 2007)
- Scenic Byway 12 Corridor Management Plan (2001)
- State Comprehensive Outdoor Recreation Plan (2003)
- Utah Comprehensive Wildlife Conservation Strategy (2005)
- Coral Pink Sand Dunes State Park General Management Plan (2004)
- Utah's Water Resources: Planning for the Future, Utah Division of Water Resources (2001)
- Utah State Law 63j-4-401
- Zion National Park General Management Plan (2001)
- Bryce Canyon National Park Fire Management Plan and Environmental Assessment/Assessment of Effects (2004)
- Arizona Strip District Proposed Plan/Final EIS (2007)
- St. George Field Office Resource Management Plan (1999)
- Grand Staircase–Escalante National Monument Management Plan (1999)
- Arizona Statewide Wild and Scenic Rivers Legislative EIS (1994)
- Southern Utah Support Area Fire Management Plan (2005)

- Endangered Species Recovery Plans and Conservation Agreements, including:
  - Mexican Spotted Owl Recovery Plan, 1995
  - Utah Prairie Dog Recovery Plan, 1991
  - Utah Prairie Dog Interim Conservation Strategy, 1997
  - Welsh's Milkweed Recovery Plan, 1992
  - Siler Pincushion Cactus Recovery Plan, 1986
  - Conservation Agreement and Strategy for the Coral Pink Sand Dunes Tiger Beetle, March 31, 1997
  - Recovery Plan for the California Condor, 1996
  - Final Recovery Plan for the Southwestern Willow Flycatcher, 2002.
- Vegetation Treatments on BLM Lands in 17 Western States Programmatic Environmental Report, 2007
- Vegetation Treatments Using Herbicides in 17 Western States Programmatic Environmental Impact Statement, 2007
- Final Environmental Impact Statement Vegetation Treatment on BLM Lands in 13 Western States and Associated Records of Decision, 1991
- Energy Policy and Conservation Act (EPCA)
- Energy Policy Act of 2005
- Western Energy Corridor Programmatic EIS
- Memorandum of Understanding Between U.S. Department Of The Interior, BLM and U.S Department of Agriculture, Forest Service

In the event there are inconsistencies or discrepancies between previously approved plans and this Approved Plan, the decisions contained in the Approved Plan will be followed. The Kanab Field Office will continue to tier to statewide, national, and programmatic EISs and other NEPA and planning documents, as well as consider and apply Best Management Practices or other management protocols contained in other planning documents after appropriate site-specific analysis.

All future resource authorizations and actions will conform to, or be consistent with the decisions contained in this Approved Plan. All existing operations and activities authorized under permits, contracts, cooperative agreements or other authorizations will be modified, as necessary, to conform with this plan within a reasonable timeframe. However, this plan does not repeal valid existing rights on public lands. A valid existing right is a claim or authorization that takes precedence over the decisions developed in this plan. If such authorizations come up for review and can be modified, they will also be brought into conformance with the plan.

While the Final EIS for the Kanab Field Office RMP constitutes compliance with NEPA for the broad-scale decisions made in this Approved Plan, BLM will continue to prepare Environmental Assessments (EAs) and Environmental Impacts Statements (EISs) where appropriate as part of implementation level planning and decision-making.

C. PLAN IMPLEMENTATION

Plan implementation is a continuous and active process. Decisions presented in the Management Decisions section of this Approved Plan are of three types: Immediate, One-Time, and Long-Term.

Immediate Decisions: These decisions go into effect upon signature of the Record of Decision and Approved Plan. These include decisions such as the allocation of lands as available or unavailable for oil and gas leasing, ACEC designations, and OHV designations. Immediate decisions require no additional analysis and provide the framework for any subsequent activities proposed in the planning area. Proposals for actions such as oil and gas leasing, land adjustments, and other allocation-based actions will be reviewed against these decisions/allocations to determine if the proposal is in conformance with the plan.

One-Time Decisions: These types of decisions include those that are implemented after additional site-specific analysis is completed. Examples are implementation of the recommendations to withdraw lands from locatable mineral entry or development of a habitat management plan or a special recreation management area plan. One-time decisions usually require additional analysis and are prioritized as part of the BLM budget process.

Priorities for implementation of "one-time" RMP decisions will be based on several criteria, including:

- Current and projected resource needs and demands;
- National and Statewide BLM management direction and program emphasis; and Funding.
-

Long-Term Guidance/Life of Plan Direction: These decisions include the goals, objectives, and management actions established by the plan that are applied during site-specific analyses and activity planning. This guidance is applied whether the action is initiated by the BLM or by a non-BLM project proponent. Long-term guidance and plan direction is incorporated into BLM management as implementation level planning and project analysis occurs (for example, as a result of the watershed assessment process or receipt of a land use application).

General Implementation Schedule of "One-Time" Actions

Decisions in this plan will be implemented over a period of years depending on budget and staff availability. After issuing the ROD/Approved Plan, BLM will prepare an Implementation Plan that establishes tentative timeframes for completion of "one-time" actions identified in the Approved Plan. Most of these actions require additional analysis and site specific activity planning. This schedule does not include the decisions which are effective immediately upon approval of the plan (usually allocations), or the actions which describe the ongoing management that will be incorporated and applied as site-specific proposals are analyzed on an ongoing basis. This schedule will assist BLM managers and staff in preparing budget requests and in scheduling work. However, the proposed schedule must be considered tentative and will be affected by future funding, changing program priorities, non-discretionary workloads, and cooperation by partners and external publics. Periodic review of the plan will provide consistent tracking of accomplishments and provide information that can be used to develop annual budget requests to continue implementation.

Maintaining the Plan

Land use plan decisions and supporting information can be maintained to reflect minor changes in data, but maintenance is limited to refining, documenting, and/or clarifying previously approved decisions. Some examples of maintenance actions include:

- Correcting minor data, typographical, mapping, or tabular data errors
- Refining baseline information as a result of new inventory data (e.g., changing the boundary of an archaeological district, refining the known habitat of special status species or big game crucial winter ranges, or adjusting the boundary of a fire management unit based on updated fire regime condition class inventory, fire occurrence, monitoring data, and/or demographic changes)
- Applying an existing oil and gas lease stipulation to a new area prior to the lease sale based on new inventory data (e.g., apply an existing protective stipulation for sage-grouse to a newly discovered sage-grouse lek.)

The BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data and/or support new management techniques, best management practices, and scientific principles. Adaptive management strategies may be used when monitoring data is available as long as the goals and objectives of the plan are met (see the Adaptive Management section). Where monitoring shows land use plan actions or best management practices are not effective, modifications or adjustments may occur without amendment or revision of the plan as long as assumptions and impacts disclosed in the analysis remain valid and broad-scale goals and objectives are not changed.

Plan maintenance will be documented in supporting records. Plan maintenance does not require formal public involvement, interagency coordination, or the NEPA analysis required for making new land use plan decisions.

Changing the Plan

The Approved Plan may be changed, should conditions warrant, through a plan amendment or plan revision process. A plan amendment may become necessary if major changes are needed or to consider a proposal or action that is not in conformance with the plan. The results of monitoring, evaluation of new data, or policy changes and changing public needs might also provide the impetus for an amendment. Generally, an amendment is issue-specific. If several areas of the plan become outdated or otherwise obsolete, a plan revision may become necessary. Plan amendments and revisions are accomplished with public input and the appropriate level of environmental analysis.

D. PLAN EVALUATION

Evaluation is a process in which the plan and monitoring data are reviewed to see if management goals and objectives are being met and if management direction is sound. Land use plan evaluations determine if decisions are being implemented, whether mitigation measures are

satisfactory, whether there are significant changes in the related plans of other entities, whether there is new data of significance to the plan, and if decisions should be changed through amendment or revision. Monitoring data gathered over time is examined and used to draw conclusions on whether management actions are meeting stated objectives, and if not, why. Conclusions are then used to make recommendations on whether to continue current management or to identify what changes need to be made in management practices to meet objectives.

BLM will use land use plan evaluations to determine if the decisions in the RMP, supported by the accompanying NEPA analysis, are still valid in light of new information and monitoring data. Evaluation of the RMP will generally be conducted every five years, unless unexpected actions, new information, or significant changes in other plans, legislation, or litigation triggers an evaluation. The following estimated evaluation schedule will be followed for the Kanab Field Office RMP:

- September 2013
- September 2018
- September 2023
- September 2028

Evaluations will follow the protocols established by the BLM Land Use Planning Handbook (H-1601-1) or other appropriate guidance in effect at the time the evaluation is initiated.

F. MANAGEMENT DECISIONS

This section of the Approved Plan presents the goals and objectives, land use allocations, and management actions established for public lands managed by the Kanab Field Office. These management decisions are presented by program area. Not all types of decisions were identified for each program. A Monitoring section is also included for each program to describe how the program decisions will be tracked to ensure implementation (see Appendix 15).
Data used in development of the Approved Plan are dynamic. The data and maps used throughout the Approved Plan are for land use planning purposes and will be refined as site-specific planning and on-the-ground implementation occurs. Updating data is considered plan maintenance which will occur over time as the RMP is implemented (see the section on Plan Implementation).

Note: All acreages presented in the Approved RMP are estimations, even when presented to the nearest acre.

This section is organized as presented in the Kanab Proposed RMP/Final EIS. For ease of identification into the future, each program area has an identified abbreviation (see below) and each decision in that program is numbered in coordination with the abbreviation:

- Air Quality **– AQ**
- Soil Resources **– SOL**
- Water Resources **– WAT**

- Vegetation **–VEG**
- Special Status Species (Threatened, Endangered, and Sensitive) **– SSS**
- Fish and Wildlife **– WL**
- Wildland Fire Ecology **– FIRE**
- Cultural Resources **– CUL**
- Paleontological Resources **– PAL**
- Visual Resources **– VRM**
- Non-WSA Lands with Wilderness Characteristics **– WC**
- Drought and Natural Disasters **– DND**
- Forestry and Woodland Products **– FOR**
- Livestock Grazing **– GRA**
- Recreation **– REC**
- Transportation
  - Travel Management – Area Categories **– TRC**
  - Travel Management **– OHV**
  - Route Identification **– TRR**
  - Travel Management **– TRV**
- Lands and Realty **– LAR**
- Minerals and Energy **– MIN**
- Areas of Critical Environmental Concern **– ACEC**
- Wild and Scenic Rivers **– WSR**
- Wilderness (designated) **– DW**
- Wilderness Study Areas **– WSA**
- Other Designations **– OD**
- Public Safety – **HAZ**

This section lists the RMP goals developed by the BLM with input from cooperating agencies and the public. This section also identifies the objectives and describes management decisions applicable to the decision area.

RMP Goals

- Manage public lands for multiple uses of public resources within the framework of applicable laws, regulations, and agency policies.
- Use adaptive management to meet resource objectives.
- Apply rangeland standards and guidelines to the decision area.
- Implement ecosystem management in an open, cooperative, responsive atmosphere to involve agencies, groups, and individuals in monitoring and addressing resource issues on public lands—issues that often span administrative and ownership boundaries.
- Maintain, improve, and restore (where needed) healthy ecosystems and habitat to support viable populations of fish, plants, and wildlife species while reducing habitat loss and fragmentation.
- Protect and enhance cultural and natural resources and values using the diversity of tools available to the BLM.
- Provide a variety of recreational, educational, and interpretive opportunities for people to experience public land resources and values.
- Reduce conflicts between uses and user groups.

- Recognize the unique cultural, historical, and social values of the decision area in developing a plan that manages the land and protects the heritage it engenders.

Air Quality (AQ)

Goals and Objectives:

Maintain air quality in accordance with standards prescribed by federal and state laws and regulations.

Management Actions:

AQ-1
Manage air quality in accordance with the air quality standards prescribed by federal, state, and local laws, regulations, and policies including the following:

- Applicable National Ambient Air Quality Standards
- Applicable National Emission Standards for Hazardous Air Pollutants
- State or tribal implementation plans
- Prevention of Significant Deterioration (PSD), if applicable
- Conformity analyses and determinations
- Regional haze regulations, including visibility impacts on mandatory federal Class I areas
- Utah Smoke Management Plan.

AQ-2
Comply with the Clean Air Act through the application of the National Environmental Policy Act (NEPA) process on a case-by-case basis.

AQ-3
Comply with Utah Administrative Code Regulation R307-205, which prohibits the use, maintenance, or construction of roadways in disturbed areas without taking appropriate dust abatement measures. Compliance would be obtained through site-specific stipulations identified on a case-by-case basis for new projects and through the use of dust abatement control techniques in problem areas.

AQ-4
Mitigate actions that compromise ambient air quality standards or visibility within the Class I air areas.

AQ-5
BLM will continue to work cooperatively with state, federal, and tribal entities in developing air quality assessment protocols to address cumulative impacts and regional air quality issues.

AQ-6
BLM will continue to work cooperatively with the Utah Airshed Group to manage emissions from wildland and prescribed fire activities.

AQ-7

National Ambient Air Quality Standards are enforced by the Utah Department of Environmental Quality, Division of Air Quality, with Environmental Protection Agency (EPA) oversight. Special requirements to reduce potential air quality impacts will be considered on a case-by-case basis in processing land use authorizations.

AQ-8

BLM will utilize BMPs and site specific mitigation measures, when appropriate, based on site specific conditions, to reduce emissions and enhance air quality. Examples of these types of measures can be found in the Four Corners Air Quality Task Force Report of Mitigation Options, November 1, 2007.

AQ-9

Project specific analyses will consider use of quantitative air quality analysis methods (i.e. modeling), when appropriate as determined by BLM, in consultation with state, federal, and tribal entities.

Soil Resources (SOL)

Goals and Objectives:

- Maintain and/or restore overall watershed health and reduce erosion, stream sedimentation, and salinization of water, with particular emphasis on the Colorado River System.
- Soils would exhibit infiltration, permeability, and erosion rates appropriate for the soil type, climate, and landform.
- Maintain and restore areas of biological soil crust appropriate for the soil type, climate, and landform.
- Maintain or enhance soil stability, productivity, and infiltration to prevent accelerated erosion and to provide for optimal plant growth and the site's potential.

Management Actions:

Maintaining Soil Resources

SOL-1

Implement BMPs designed to minimize impacts on soils from ground disturbing activities, as appropriate (Appendix 1).

SOL-2

Reduce soil loss on watersheds by performing appropriate land treatments (Map 5).

SOL-3

Land treatments would be prioritized in the following fifth-field watersheds:

- Upper Sevier River Watershed:
  - Pass Creek/Sevier River
  - City Creek/Sevier River
  - Bear Creek/Sevier River.

- Upper Virgin River/Kanab Creek Watersheds:
  - Muddy Creek
  - Upper Kanab Creek
  - Skutumpah/Mill Creek.

SOL-4

Initiate reclamation of surface disturbances, where appropriate, during or upon completion of the authorized project.

SOL-5

Close and reclaim temporary roads upon completion of the project that required the roads.

SOL-6
Remove and reclaim facilities or improvements no longer necessary or desirable, provided no historic properties are affected.

Sensitive/Fragile Soils

SOL-7
Identify areas of "fragile soils" during preparation of project-level plans, as well as necessary mitigation measures to minimize risks and degradation.

SOL-8
Develop and implement site-specific restrictions and/or mitigations for activities proposed in fragile soil areas on a case-by-case basis. Surface disturbing activities must be approved by the BLM before construction and maintenance is authorized.

SOL-9
Allow surface disturbance in fragile soil areas as long as impacts would be mitigated or disturbance would be beneficial to rangeland health.

SOL-10
Preclude cross-country OHV use in areas identified as fragile soils to minimize soil loss and salinity of water runoff.

SOL-11
Allow land treatments (i.e., vegetation treatment and soil stabilization) in fragile soil areas where such treatment would reduce erosion and restore watersheds.

SOL-12
Manage land uses according to the Standards for Rangeland Health (Appendix 16) to maintain or improve soil conditions.

SOL-13
Incorporate BMPs and soil protection measures into developments on sensitive soils. Measures to stabilize soils and minimize surface water runoff would be required for slopes greater than 15 percent, both during project activities and following project completion.

Water Resources (WAT)

Goals and Objectives:

-
- Maintain and/or restore natural hydrologic functions of watersheds, including the capability to capture, store, and beneficially release water.
- Reduce flood-related damage to infrastructure and downstream private lands.
- Improve watershed conditions on eroding sites and on other sensitive watershed areas, such as riparian areas.
- Maintain and improve water quality to meet state standards for water quality in order to protect established beneficial uses.

Management Actions:

Management of Water Quality and Watershed Health

WAT-1

Monitor water quality in coordination with the State Division of Water Quality to determine if progress toward meeting water quality standards and watershed objectives is being achieved.

WAT-2

Monitor the management activities to determine if progress toward meeting watershed objectives is being achieved. Make appropriate adjustments where and when necessary to ensure progress toward meeting watershed objectives.

WAT-3

Implement BMPs designed to protect water quality for all ground disturbing activities (Appendix 1).

WAT-4

Provide for the improvement and protection of water quality of the culinary water supply for Fredonia, Arizona, by limiting livestock grazing and OHV use above the legally approved water collection points for the city in Cottonwood and South Fork Indian Canyons.

WAT-5

Identify public water systems with surface water or groundwater sources (i.e., delineated drinking water source protection zones) that may be affected by BLM-authorized activities. Ensure that BLM-authorized activities do not pose a threat to public water systems.

WAT-6

Coordinate with local, state, tribal, and federal authorities on water- and riparian-related issues.

WAT-7

Implement BMPs designed to improve vegetation cover and reduce soil erosion for surface disturbing activities, especially with regard to sources of saline sediments in the Colorado River Basin (Appendix 1). Coordinate with the Virgin River Management Plan Watershed Advisory Committee (and other applicable committees for other Colorado River tributaries) to reduce salinity.

WAT-8
Improve watershed health by performing appropriate land treatments (Map 5).

WAT-9
Land treatments would be prioritized in the following fifth-field watersheds:

- Upper Sevier River Watershed:
  - Pass Creek/Sevier River
  - City Creek/Sevier River
  - Bear Creek/Sevier River

- Upper Virgin River/Kanab Creek Watersheds:
  - Muddy Creek
  - Upper Kanab Creek
  - Skutumpah/Mill Creek.

WAT-10
Continue to cooperatively implement the Upper Sevier River Watershed Management Plan with the Upper Sevier Watershed Committee.

WAT-11
Manage the Sevier River in accordance with the total maximum daily load (TMDL) and Upper Sevier River Watershed Management Plan.

WAT-12
Avoid or minimize impacts on water quality through the application of specific mitigation measures identified in activity-level plans.

WAT-13
Manage oil and gas leasing as open to leasing subject to moderate constraints to protect culinary water supply as directed by the Land Use Agreement for Kanab City Existing Wells in the following sections:

- T 42 S R 6 W Sections 19, 31
- T 42 S R 7 W Sections 23, 24, 25, 26, 27, 34, 35.

In these areas (1) oil and gas well placement would be relocated to eliminate potential contamination sources or pollution sources, and/or (2) design standards would be implemented to prevent contaminated discharges to groundwater.

Management of Water to Meet Resource Management Objectives
WAT-14
Cooperate with the State Division of Water Rights and apply for state water rights to meet resource objectives, as necessary.

Water Resources and Discharge of Produced Waters from Energy Development Activities

WAT-15

Cooperate with the Utah Division of Water Quality; Utah Division of Oil, Gas, and Mining; and affected water users to address permitting requirements for any proposed treatment, surface discharge, or underground injection of water produced during mineral exploration and production (Utah Administrative Rule R649-5, Underground Injection Control of Recovery Operations and Class II Injection Wells).

WAT-16

Apply coalbed natural gas BMPs to preserve groundwater quality (Appendix 1).

WAT-17

Encourage treatment (as needed) and onsite or offsite beneficial use of produced water, so long as that water is of adequate quality and the rate of use does not cause adverse impacts on other resources. If treatment of produced water is not practical, require reinjection or offsite disposal.

WAT-18

Do not allow surface discharge of produced water in the Colorado River Basin.

Vegetation (VEG)

Goals and Objectives:

-
- A mosaic of non-invasive perennial and annual vegetation communities would be present across the landscape with diversity of species, canopy, density, and age class in accordance with ecological site potential.
- Protect, enhance, and/or restore ecological processes and functions by allowing tools that are necessary and appropriate to mitigate adverse impacts of allowable uses and undesirable disturbances and which contribute to meeting the Utah BLM *Standards for Rangeland Health*.
- Sustain or reestablish the integrity of the sagebrush communities to provide the quantity, continuity, and quality of habitat necessary to maintain sustainable populations of Greater sage-grouse and other sagebrush obligate species.
- Manage rangelands to prevent net loss of properly functioning sagebrush steppe habitat.
- Contain or reduce invasive plant species from existing extent; prevent establishment of new invasive species through early detection and rapid response actions.
- Restore native species to meet desired plant community objectives where appropriate.
- Maintain health of ponderosa pine stands within the decision area.
- Maintain and/or restore riparian areas to proper functioning condition, or to making significant progress toward proper functioning condition, where BLM-managed or BLM-authorized activities have been identified as contributing to riparian impairment.
- Ensure water availability for multiple-use management and functioning, healthy riparian and upland systems.

Management Actions:

General Vegetation

VEG-1

Apply Standards for Rangeland Health (Appendix 16) to all rangelands.

VEG-2

Apply Guidelines for Grazing Management on BLM Lands in Utah (BLM 1997a) and Guidelines for Recreation Management for Public Lands in Utah [BLM no date] for maintenance and rehabilitation of rangelands.

VEG-3

Rehabilitation target would be to manage for 51 percent or higher of Potential Natural Community (PNC) unless site-specific management objectives for other resources dictate otherwise (e.g., special status species adapted to 0 percent to 25 percent of PNC).

VEG-4

Identify, maintain, and restore forest and woodland old-growth stands to a pre-fire suppression condition. Adopt the U.S. Forest Service (USFS) old-growth definitions and identification standards as per the USFS document Characteristics of Old-Growth Forests in the Intermountain Region (Hamilton 1993). In instances where the area of application in the previous document

does not apply (for example, Pinus edulis), use the document Recommended Old-Growth Definitions and Descriptions, USDA Forest Service Southwestern Region (USFS 1992).

Management of Riparian Areas

VEG-5

Maintain and/or enhance riparian areas (Utah Riparian Management Policy 2005) through project design features and/or stipulations that protect riparian resources.

VEG-6

Consult with water rights holders when rights-of-way (ROW) are renewed or amended to determine if water necessary to prevent riparian and aquatic degradation could be left in-stream through design or operation stipulations.

VEG-7

Analyze proposed new or amended ROWs for water diversions to determine the amount of water that must be retained to prevent riparian and aquatic degradation. Incorporate design and operation stipulations as necessary to protect riparian and aquatic resources.

VEG-8

Monitor riparian conditions, as needed, for any surface disturbing activity that could affect riparian areas.

VEG-9

Retain riparian areas in the public ownership unless it can be clearly demonstrated that specific sites cannot be managed in an effective manner by the BLM or through agreements. Exchanges involving public land containing riparian areas would generally not be allowed unless it could be shown that parcels containing superior public values are being acquired or that existing riparian areas would be enhanced.

VEG-10

Prioritize monitoring in functioning at-risk and then non-functioning riparian areas. Additional monitoring would occur on an as-needed basis (e.g., to assess impacts of specific projects or to establish reference conditions).

VEG-11

Prioritize rehabilitation efforts and management adjustments in functioning at-risk and then non-functioning riparian areas where livestock grazing has been determined to be a significant contributing factor. As opportunities arise (e.g., cooperative proposals), actions would also be taken to initiate recovery and rehabilitation within the site's potential in non-functioning riparian areas.

VEG-12

Emphasize management of uses rather than structural efforts when rehabilitating degraded riparian areas.

VEG-13
As necessary and appropriate (indicated by monitoring results and interdisciplinary analysis), livestock numbers, seasons of use, and grazing systems would be modified when necessary to meet riparian objectives.

VEG-14
Existing and new water developments would be maintained and/or managed to reduce detrimental impacts on riparian areas (i.e., dewatering) and to change grazing management within riparian areas when grazing has been identified as a significant contributing factor.

VEG-15
Fencing, erosion control structures, and vegetation treatments would each be an option where changes in use would not meet management objectives within the desired time frame.

VEG-16
Do not allow new surface disturbing activities within 330 feet of riparian/wetland areas unless it could be shown that (1) there are no practical alternatives, (2) all long-term impacts could be fully mitigated, or (3) the activity would benefit and enhance the riparian area.

VEG-17
Maintain sufficient water, to the extent possible, to sustain native flora and fauna when developing/redeveloping springs. Return unused or overflow water to its original drainage.

Plant and Seed Collection
VEG-18
Permit commercial seed collection. Areas and species available for commercial collection would be determined on a case-by-case basis as climatic conditions allow, in accordance with statewide guidance and policy.

VEG-19
Allow vegetation materials use (excluding seed collection, which is addressed above; pine nut harvest; and forest and woodland products) and collection in specified areas identified by permit on a case-by-case basis as climatic conditions allow.

VEG-20
Allow the collection/harvesting of vegetative materials in riparian areas in proper functioning condition on a case-by-case basis as climatic conditions allow.

VEG-21
Allow Native American non-commercial traditional use of vegetation products for the collection of herbs, medicines, traditional use items, or items necessary for traditional, religious, or ceremonial purposes, through permits.

Noxious Weeds and Invasive Species

VEG-22

Implement noxious weed and invasive species control actions as per national guidance and local weed management plans in cooperation with state and federal agencies, affected counties, adjoining private land owners, and other interests directly affected.

VEG-23

Apply approved weed control methods to all invasive species in an integrated weed management program (including preventive management; education; and mechanical, biological, wildland or prescribed fire, and chemical techniques).

VEG-24

Use minimum tool analysis (in designated wilderness) or the non-impairment standard (in WSAs) to identify vegetation treatment methods and approved herbicides to treat invasive plants such as tamarisk and Russian olive for the purpose of restoring ecological conditions and functions.

VEG-25

Require certified weed-free feed for all stock to limit the introduction and spread of noxious weeds and other undesirable species.

Relict Plant Communities and Hanging Gardens

VEG-26

Manage relict plant communities and hanging gardens to maintain and enhance the biological diversity and health of these areas.

VEG-27

Restrict surface occupancy (NSO) for surface disturbing activities to protect relict vegetation at Diana's Throne and Elephant Butte.

VEG-28

Recommend Diana's Throne and Elephant Butte for withdrawal from mineral entry.

VEG-29

Protect hanging gardens by implementing the no surface disturbance actions identified in the Riparian section of this chapter.

Sagebrush Steppe

VEG-30

Treat sagebrush steppe communities to restore natural disturbance processes and a healthy, diverse mosaic of different height and age structures with components of native grasses and forbs and an appropriate pinyon-juniper component for a given ecological site. Mosaics may include stands of young and old sagebrush, openings (ranging from bare ground to short or sparse vegetation to high-density grasslands), wet meadows, seeps, healthy streamside (riparian) vegetation, and other interspersed shrub and woodland habitats.

VEG-31
Follow the Connelly guidelines (Connelly et al. 2000) for vegetation treatment prescriptions for projects occurring in occupied and/or historic Greater sage-grouse habitat. Adjust and/or modify these guidelines with cooperators (e.g., Utah Division of Wildlife Resources [UDWR], local sage-grouse working group, and Utah Partners for Conservation and Development, as necessary, within the range of variability described in the appropriate ecological site description.

Vegetation Restoration Treatments

VEG-32
Limit acres of vegetation treatments (e.g., wildlife habitat treatments, watershed treatments, livestock rangeland treatments, wildland fire use, fuels treatments, and stewardship contracting) to an annual average of no more than 22,300 acres (446,000 acres over the life of the plan).

VEG-33
Use the full range of upland vegetation treatment methods and tools (i.e., prescribed fire, mechanical, chemical, biological, woodland product removal, and wildland fire use).

VEG-34
Vegetation treatments may be authorized where protection of sensitive resources would be ensured.

VEG-35
Focus restoration or vegetation treatment projects based on the following factors:

- Restore areas functioning at less than 51 percent of PNC
- Restore areas with noxious weed and/or non-native invasive plants
- Maintain previously treated areas
- Achieve other objectives identified in this RMP
- Restore special status species habitats to achieve long-term conservation and recovery objectives
- Achieve rangeland health objectives.

VEG-36
Manage areas with ponderosa pine to maintain the stand health through use of stand health exams, vegetation treatments, wildland fire, and prescriptions on permitted activities on a case-by-case basis. Manage stands to be predominantly park like, resilient to low-intensity fire, and have normally expected levels of mortality.

VEG-37
Focus treatment objectives in ponderosa pine vegetation communities on restoring natural disturbance processes such as fire; increasing vegetative ground cover of native grasses, forbs, and shrubs; and removing invasive, non-native species.

Special Status Species (Threatened, Endangered, and Sensitive) (SSS)

Goals and Objectives:

-
- Maintain, protect, and recover habitats of federally listed threatened, endangered, or candidate plant, animal, or fish species, and actively promote recovery to the point that provisions of the Endangered Species Act (ESA) are no longer required.
- Maintain, protect, and enhance habitats of the latest Utah BLM State Director's sensitive plant and animal species list to ensure that BLM-authorized or approved actions are consistent with the conservation needs of the species and do not contribute to the need to list any species under the ESA.
- Cooperate with the U.S. Fish and Wildlife Service (USFWS) and other agencies, such as UDWR, in managing special status species and their habitat.
- Allow, initiate, and/or participate in scientific research of listed and sensitive species and their habitats.
- To the maximum extent possible, maintain habitat connectivity and avoid habitat fragmentation for special status plant and animal species.
- Develop and implement conservation measures to minimize long-term habitat fragmentation through avoidance and site-specific reclamation in order to provide the habitat quality and quantity to meet ecological requirements and support a natural diversity of species.

Management Actions:

Special Status Species Conservation and Habitat Enhancement

SSS-1

Implement Recovery Plan, Conservation Agreement, and Strategy decisions to increase populations and improve habitat of special status species, including federally listed species, by enhancing, protecting, and restoring occupied and potential habitat.

SSS-2

Collaborate with the appropriate local, state, and federal agencies to promote public education on species at risk, their importance to the human and biological community, and reasons for protective measures that would be applied to the lands involved.

SSS-3

Develop and implement monitoring and conservation measures for listed and non-listed special status species and their habitats where land use and human disturbances have been identified as having potential for adverse impacts.

SSS-4

Incorporate USFWS references for listed species, designated critical habitat, down-listed or de-listed species, and non-listed special status species into management actions authorized within the decision area.

SSS-5
Work with the UDWR to implement the Utah Comprehensive Wildlife Conservation Strategy (UDWR 2005a) to coordinate management actions that would conserve native species and prevent the need for additional listings (WO IM 2006-114).

SSS-6
Apply lease notices and conservation measures (Appendix 9) to leases and other applicable activities occurring in special status species habitat.

SSS-7
Avoid, control, or regulate surface disturbing and disruptive activities on a case-by-case basis to minimize impacts on identified crucial habitat for sensitive species for the purpose of protecting these species and their associated habitats.

SSS-8
Should special status species be found, temporarily stop surface disturbing and disruptive activities until species-specific protective and/or mitigative measures are developed and implemented, in consultation with USFWS and/or UDWR when applicable.

SSS-9
Apply BMPs to avoid or reduce fragmenting habitat, including:

- Collocating communication and other facilities
- Employing directional drilling for oil and gas
- Using topographic and vegetative screening to reduce the influence of intrusions.

SSS-10
The BLM will approach compensatory mitigation on an "as appropriate" basis where it can be performed on site, and on a voluntary basis where it is performed offsite, or in accordance with current guidance.

Bald Eagles and Other Special Status Raptor Species

SSS-11
Implement conservation measures (Appendix 9) on actions affecting bald eagles or their habitat.

SSS-12
Do not authorize future ground disturbing activities within ½ mile of active bald eagle nest sites year-round. Deviations may be made only after appropriate levels of consultation and coordination with USFWS.

SSS-13
Manage stands of ponderosa pine for winter roosting sites for bald eagles and nesting sites for other raptors (see Vegetation section for specific management).

SSS-14
Use BMPs (Appendix 2) to implement raptor guidelines established by USFWS.

SSS-15
Work with UDWR to identify locations for all known special status raptor species nests, roost sites, and winter roost sites on or within ½ mile of BLM lands.

SSS-16
Prohibit surface disturbing activities within ½ mile around special status raptor species nest sites during the following time periods:

- Mar 1–Aug 1: Ferruginous hawk
- Mar 1–Aug 15: N. Goshawk.

SSS-17
Prohibit surface disturbing activities within ¼ mile around special status raptor species nest sites during the following time periods:

- Mar 1–Aug 1: Short-eared owl
- Mar 1–Aug 31: Burrowing owl.

SSS-18
Comply with Suggested Practices for Raptor Protection on Power Lines: The State of the Art in 2006 (Avian Power Line Interaction Committee 2006) and Avian Protection Plan (APP) Guidelines (Avian Power Line Interaction Committee and USFWS 2005) for new powerline construction (including upgrades and reconstruction) to prevent electrocution of raptors.

SSS-19
Protect unoccupied special status species raptor nests in compliance with BLM's raptor BMPs (Appendix 2).

California Condor
SSS-20
Avoid disruptive activities in California condor communal roosting or nesting areas. Appropriate measures would depend on whether the proposed activity is temporary or permanent, and whether it occurs within or outside the condor nesting season. (A temporary action is completed outside of the breeding season, leaving no permanent structures and resulting in no permanent habitat loss. A permanent action continues for more than one breeding season and/or causes a loss of condor habitat or displaces condors through disturbances, i.e., creation of a permanent structure.)

SSS-21
Apply the following avoidance and minimization measures:

- Surveys could be required prior to implementation of a proposed action to determine presence/absence if information suggests birds could be present. Surveys must be conducted by qualified individuals, be conducted according to protocol, and be acceptable to the BLM.
- Preclude disruptive activities within 1 mile of a California condor nest site during the breeding season.

- Monitor recreation uses within 1 mile of condor nest sites and temporarily restrict activities if necessary to protect the condor.
- Preclude special use permit group events within 1 mile of condor nest sites during the breeding season.
- Preclude placement of new permanent structures or roads within 1 mile of condor nest sites.

Utah Prairie Dog

SSS-22

Implement conservation measures (Appendix 9) on actions affecting Utah prairie dogs or their habitat.

SSS-23

Permit no surface disturbing activities or surface occupancy within ½ mile of active, suitable (currently inactive), or potential reintroduction (BLM 2002b) Utah prairie dog habitats/sites. Seismic activities would avoid these areas, particularly during the active season (April 1 to September 30).

SSS-24

Allow introduction, augmentation, restocking, translocations, transplantation, and/or reestablishments of special status species in cooperation and collaboration with USFWS, UDWR, and other agencies as necessary, subject to guidance provided by BLM's 6840 policy and by existing or future memoranda of understanding (MOU).

SSS-25

Require deterrent devices designed to prevent raptors from perching on powerline structures on all new construction (including upgrades and reconstruction) to discourage predation on Utah prairie dogs.

SSS-26

Reroute renewed or amended ROWs on public land that have the potential to disturb active and inactive Utah prairie dog colonies.

SSS-27

Preclude cross-country OHV use in occupied or inactive Utah prairie dog colonies.

SSS-28

Allow for the treatment of plague and other diseases that may impact Utah prairie dogs.

Mexican Spotted Owl

SSS-29

Implement conservation measures (Appendix 9) on actions affecting MSOs or their habitat.

SSS-30

Restrictions (from the Utah Field Office Guidelines for Raptor Protection From Human and Land Use Disturbances [Appendix 2]) include:

- Permit no surface disturbing activities from March 1 to August 31 in PACs, breeding habitats, or designated critical habitat to avoid disturbance to breeding MSOs.
- If a disruptive or surface disturbing action occurs entirely outside of the MSO breeding season (March 1 to August 31) and leaves no permanent structure or permanent habitat disturbance, the action may proceed without an occupancy survey. Land disposal actions would require breeding season surveys (see Lands and Realty management actions).
- If disruptive actions would occur during the season restriction (March 1 to August 31), surveys according to USFWS protocol for MSOs would be required prior to commencement of activities. If MSOs are detected, activities should be delayed until after the seasonal restriction.

SSS-31
Retain, where appropriate, large down logs, large trees (generally greater than 24 inches in diameter at breast height [DBH]), and snags as prey habitats in occupied and suitable MSO habitat.

SSS-32
Allow fuels treatments and prescribed fire on a case-by-case basis to reduce fire hazard and improve habitat condition for MSO prey.

SSS-33
Meet or make significant progress toward meeting BLM Utah's Standards for Rangeland Health in protected and restricted (as defined in recovery plan) MSO habitats.

SSS-34
Prohibit new recreation facilities or trails within PACs. Continue maintenance restrictions and seasonal closure (March 1 to August 31) of existing facilities. Comply with conservation measures in Appendix 9.

SSS-35
Limit special recreation permit (SRP) group size to 12 or fewer according to the recovery plan in protected and restricted (as defined in the recovery plan) MSO habitat.

Bonneville Cutthroat Trout, Roundtail Chub, Bluehead Sucker, and Flannelmouth Sucker
SSS-36
Monitor stream habitat to detect changes every 5 to 10 years in streams with historic or currently occupied habitat, in cooperation with UDWR.

SSS-37
Maintain or improve stream habitat for those locations with historic or currently occupied habitat identified in cooperation with UDWR. Maintain, improve, or provide missing habitat components using appropriate habitat improvement techniques.

Federally Listed and Candidate Plants
SSS-38
Surveys would be required prior to surface disturbance unless species presence and distribution information is complete and available. Surveys would be conducted by a BLM-approved

botanist. In the event species presence is verified, the project proponent may be required to modify operational plans, at the discretion of the authorized officer, to include appropriate protection and/or avoidance measures or practices for the minimization of impacts on listed and candidate plants and their habitats.

SSS-39
Initiate Section 7 consultation with USFWS for any planned or authorized activity that is determined to have the potential to result in an impact on listed and candidate plants and their habitats.

SSS-40
Implement the Siler's pincushion cactus recovery plan.

SSS-41
Manage oil and gas leasing as open subject to moderate constraints (CSU) in federally listed and candidate plant species occupied and suitable habitat. In these areas, well placement would be located to not adversely affect the species or their habitats.

SSS-42
Limit species for rehabilitation and emergency stabilization in federally listed and candidate species habitat to species that would not inhibit the listed or candidate species.

Welsh's Milkweed
SSS-43
Implement applicable portions of the Welsh's Milkweed (Asclepias welshii) Recovery Plan. Consider new scientific information obtained since completion of the recovery plan. Include this information and management guidance in a joint management plan to be prepared by the BLM and the State of Utah.

SSS-44
Close approximately 790 acres of designated critical milkweed habitat on the BLM-administered portion of the Coral Pink Sand Dunes to OHV use.

SSS-45
Manage oil and gas leasing as open subject to major constraints (NSO) in Welsh's milkweed designated critical habitat.

Coral Pink Sand Dunes Tiger Beetle
SSS-46
Implement the conservation actions identified in the Conservation Agreement and Strategy for the Coral Pink Sand Dunes Tiger Beetle, as amended.

SSS-47
Maintain the established 370-acre tiger beetle conservation area on BLM-administered lands in the northeast corner of the sand dunes.

Western Yellow-Billed Cuckoo and Southwestern Willow Flycatcher

SSS-48

Implement conservation measures (Appendix 9) on actions affecting Southwestern willow flycatcher or its habitat.

SSS-49

Manage for regeneration and multiple age classes in cottonwood/willow vegetation in yellow-billed cuckoo and Southwestern willow flycatcher habitat.

SSS-50

Identify sites where Southwestern willow flycatcher habitat restoration (i.e., occupied, suitable, and potentially suitable sites) is warranted. Prioritize riparian restoration in Southwestern willow flycatcher habitat consistent with riparian rehabilitation decisions in the Water section.

SSS-51

Prohibit surface disturbing activities within ¼ mile of occupied breeding habitat from May 1 to August 15.

SSS-52

Where possible, collocate roads, new trails, and ROWs and develop stream crossings at right angles to yellow-billed cuckoo and Southwestern willow flycatcher habitat to minimize impacts.

Management of Greater Sage-Grouse Habitat

SSS-53

Implement the most current UDWR Strategic Management Plan for Sage-Grouse (UDWR, 2002 and its future revisions), the BLM National Sage-Grouse Habitat Conservation Strategy (BLM, 2004), and recommendations from local sage-grouse working groups to protect, maintain, enhance, and restore Greater sage-grouse populations and habitat.

SSS-54

All surface disturbing activities would be prohibited within ½ mile of Greater sage-grouse leks on a year-round basis. Oil and gas leasing would be open subject to major constraints (NSO).

SSS-55

Allow no surface disturbing or otherwise disruptive activities within 2 miles of Greater sage-grouse leks from March 15 to July 15 to protect nesting and brood rearing habitat. Oil and gas leasing would be open subject to a controlled surface use and timing stipulation.

SSS-56

Allow no surface disturbing or otherwise disruptive activities within Greater sage-grouse winter habitat from December 1 – March 14. Oil and gas leasing would be open subject to a controlled surface use and timing stipulation.

SSS-57

See Appendix 3 for exceptions, modifications, or waivers.

SSS-58
Prioritize habitat vegetation treatments to maintain and/or improve habitat function in the following areas (Map 5):

- Sage-grouse nesting and brood-rearing habitat
- Sage-grouse winter range.

Management of Pygmy Rabbit Habitat
SSS-60
Apply restrictions (e.g., avoidance or mitigation) to surface disturbing and disruptive activities on a case-by-case basis in occupied and potential pygmy rabbit habitat for the protection of this species and its associated habitat. Site-specific NEPA documentation would address restrictions around pygmy rabbit habitat.

Recovery Plan Actions for Special Status Species
SSS-61
Consider and implement the appropriate guidelines and management recommendations presented in current and future species recovery or conservation plans (as revised), or alternative management strategies developed in consultation with USFWS and/or UDWR.

Fish and Wildlife (WL)

Goals and Objectives:

- Maintain habitat quantity and quality (forage, water, cover, space, and security) sufficient to sustain diverse wildlife populations, meeting objectives identified in cooperation with UDWR where applicable.
- Maintain and/or improve aquatic stream habitat to support productive and diverse fisheries and other aquatic populations.
- Maintain habitat connectivity and unrestricted wildlife movement between ecological zones to the maximum extent possible.
- Maintain and enhance aquatic and wildlife resources and provide for biological diversity of plants and wildlife resources while ensuring healthy ecosystems.
- Manage habitats on an ecosystem basis, ensuring that all parts of the ecosystem on public lands are preserved.
- Conserve habitat for migratory birds as directed by Executive Order 13186 (Responsibilities of Federal Agencies to Protect Migratory Birds) and the Migratory Bird Treaty Act and emphasize management of migratory birds listed on the USFWS current list of Birds of Conservation Concern (BCC) and the Partners-in-Flight (PIF) priority species.

Management Actions:

Important Wildlife and Fish Habitat

WL-1

Consider the USFWS BCC and the Utah PIF Priority Species to identify and conserve priority nesting habitats for migratory birds.

WL-2

Use Best Management Practices for Raptors and Their Associated Habitats in Utah (Appendix 2) to guide raptor management, using seasonal and spatial buffers and mitigation to maintain and enhance raptor nesting, foraging, and roosting habitat while allowing other resource uses to occur.

WL-3

Work cooperatively with other agencies, such as UDWR or Utah Partners for Conservation and Development, to identify and manage habitat for non-listed fish and wildlife species.

WL-4

Allow, initiate, and/or participate in scientific research of species and their habitats.

WL-5

Complete and assist with inventories and map current occupied and potential habitats for species.

WL-6

Conduct habitat improvement treatments for species in accordance with current species-specific guidelines and local working group prescriptions.

WL-7
Prioritize Bird Habitat Conservation Areas identified in the Coordinated Implementation Plan for Bird Conservation in Utah (IWJV 2005, as updated) for conducting bird habitat conservation projects through cooperative funding initiatives such as the Intermountain West Joint Venture.

WL-8
Coordinate predator management with U.S. Department of Agriculture Animal and Plant Health Inspection Service/Wildlife Services and UDWR in accordance with the guidance provided in the existing MOU with Animal and Plant Health Inspection Service/Wildlife Services.

WL-9
Maintain existing vegetation treatments that benefit wildlife.

WL-10
Prioritize habitat vegetation treatments to maintain and/or improve habitat function in areas of crucial mule deer winter range (Map 5).

WL-11
Road crossings of water bodies that support fish would be designed to provide for fish passage.

Management of Deer and Elk Habitats
WL-12
Preclude surface disturbing activities in crucial mule deer and elk winter range from November 15 to April 15 unless the activity would improve mule deer or elk habitat.

WL-13
Preclude oil and gas exploration and development and ROW construction/reconstruction in identified big game migration and transitional ranges from October 1 to November 15.

WL-14
Limit OHV use to designated routes.

Management of Bighorn Sheep Habitats
WL-15
Preclude surface disturbing activities in crucial Desert bighorn sheep habitat during lambing season (April 15 to June 15) (Bighorn Institute 2008).

WL-16
Do not authorize changes in kind of livestock to sheep or goats within 9 miles of Desert bighorn sheep habitat.

Management of Pronghorn Habitat
WL-17
Preclude surface disturbing activities in crucial pronghorn habitat from May 15 through June 15 during fawning season.

Management of Habitat to Provide for Wildlife Management Objectives as Established by UDWR

WL-18

Require wildlife-passable fences, consistent with the species found in the area, and essential for effective range management or other administrative functions.

WL-19

Continue to work with UDWR and conservation organizations to establish additional water developments, subject to NEPA consideration, and maintain existing water developments to improve wildlife distribution and encourage habitat use by native wildlife species and introduced non-native species.

WL-20

Authorize construction of wildlife habitat improvement projects (including water developments and vegetation treatments) to meet wildlife goals and objectives, provided that the project complies with NEPA, ESA, and other applicable laws and policies.

WL-21

Retain crucial wildlife habitat in public ownership, unless the land tenure adjustment would meet one or more of the land tenure adjustment criteria identified in Lands and Realty management.

WL-22

Develop present use area water needs for wildlife as capabilities exist; maintain water throughout the spring and fall in existing and new livestock range improvements (e.g., tanks and pipelines).

WL-23

Manage livestock grazing in riparian areas/fisheries habitat according to the Utah Guidelines for Grazing Management. Livestock grazing in riparian areas/fisheries habitat would be evaluated through compliance with the Standards for Rangeland Health.

WL-24

Minor adjustments to crucial wildlife habitat boundaries periodically made by UDWR would be accommodated through plan maintenance.

Management of Raptor Habitats

WL-25

Implement raptor guidelines associated with level of duration of activities established by USFWS.

WL-26

Guide raptor habitat management by use of Best Management Practices for Raptors and Their Associated Habitats in Utah (Romin and Muck 2002, as amended) and BLM's raptor BMPs (Appendix 2) using seasonal and spatial buffers and mitigation to maintain and enhance raptor nesting, foraging, and roosting habitat while allowing other resource uses to occur.

WL-27
Prohibit disruptive activities within 1 mile of peregrine falcon nest sites from February 1 to August 31.

WL-28
Prohibit disruptive activities to nesting raptors within ½ mile of raptor nests during the following time periods:

- Jan 1–Aug 31: golden eagle
- Mar 15–Aug 15: red-tailed hawk
- Mar 15–Aug 31: Cooper's hawk, sharp-shinned hawk
- Mar 1–Aug 31: Swainson's hawk
- Apr 1–Aug 15: Northern harrier
- Apr 1–Aug 31: merlin, osprey
- May 1–Aug 15: Turkey vulture.

WL-30
Prohibit disruptive activities to nesting raptors within ¼ mile of a raptor nest during the following time periods:

- Dec 1–Sep 31: Great-horned owl
- Feb 1–July 31: boreal owl
- Feb 1–Aug 15: long-eared owl
- Mar 1–Aug 15: W. screech owl
- Mar 1–Aug 31: N. saw-whet owl
- Apr 1–Aug 1: N. pygmy owl
- Apr 1–Aug 31: prairie falcon
- Apr 1–Sep 30: Flammulated owl.

WL-29
Protect unoccupied raptor nests in compliance with BLM's raptor BMPs (Appendix 2) yet allow for permanent (long-term) facilities and structures to be constructed within the spatial buffer zone, identified above by alternative, outside of the breeding season as long as they would not cause the nest site to become unsuitable for future nesting. Non-permanent (short-term) activities would be allowed within the spatial buffer of nests during the nesting season as long as those activities are shown to be non-impacting to nesting raptors.

Fish and Wildlife Reintroductions
WL-30
Allow introduction, translocation, transplantation, restocking, augmentation, and reestablishment of native and naturalized fish and wildlife species in cooperation and collaboration with UDWR, subject to guidance provided by BLM's 1745 policy and by existing or future MOUs with UDWR.

Management of Forage Allocations for Big Game Species (as established by the Division of Wildlife Resources)

WL-31

Allocate 11,045 AUMs to wildlife as shown in the grazing allotment foriage allocation table (appendix 14)

Compensatory Mitigation

WL-32

The BLM will approach compensatory mitigation on an "as appropriate" basis where it can be performed on site, and on a voluntary basis where it is performed offsite, or in accordance with current guidance.

Wildland Fire Ecology (FIRE)

Goals and Objectives:

- Firefighter and public safety would be the primary goal in all fire management decisions and actions.
- Wildland fire would be used to protect, maintain, and enhance resources and, when possible, be allowed to function in its natural ecological role.
- Hazardous fuels would be reduced to restore ecosystems; protect human, natural, and cultural resources; and reduce the threat of wildfire to communities.
- Fires would be suppressed at minimum cost, taking into account firefighter and public safety and benefits and values to be protected, consistent with resource objectives.
- The BLM would provide a consistent, safe, and cost-effective fire management program through appropriate planning (50 Code of Federal Regulations [CFR] 402, Counterpart Regulations), staffing, training, equipment, and management.
- Every area with burnable vegetation would have a Fire Management Plan (FMP) based on a foundation of sound science.
- Emergency stabilization, rehabilitation, and restoration efforts would be undertaken to protect and sustain resources, public health and safety, and community infrastructure.
- The BLM would work together with its partners and other affected groups and individuals to reduce risks to communities and restore ecosystems.
- The general Desired Wildland Fire Condition (DWFC) is to have ecosystems that are at a low risk of losing ecosystem components following wildfire and that function within their historical range. In terms of Fire Regime Condition Class (FRCC), the DWFC outside Wildland-Urban Interface (WUI) is to trend to a lower FRCC using the least intrusive methods possible. In other words, the DWFC is to move lands in FRCC 3 to FRCC 2 and lands in FRCC 2 to FRCC 1 through fire and non-fire treatments where wildland fire use is the preferred method of treatment, when feasible. Inside the WUI, the general DWFC is to have less potential for values to be threatened by wildland fire, usually through some modification of fuels. Table 1 identifies DWFC by major vegetation type and actions needed to meet DWFC.

Table 1. DWFC by Major Vegetation Group and Actions Needed to Meet DWFC

Major Vegetation Group	DWFC and Actions Needed to Meet DWFC
Salt Desert Scrub	The DWFC, both outside and inside the WUI, is native, open salt desert scrub vegetation with little to no invasive species cover. Fire would be mostly excluded from these vegetation types. Due to the historical lack of surface fuels, the historical fire-return interval is extremely infrequent. • Due to the historical lack of fire and current potential for cheatgrass invasion, do not allow wildland fire to burn into salt desert scrub vegetation types. Wildland fire is not desired due to the high potential for cheatgrass invasion following wildfire and loss of native salt desert scrub communities. • Treat salt desert scrub types using a combination of mechanical, chemical, seeding, and biological treatments to reduce cheatgrass cover and restore native communities. Prescribed fire may be used in conjunction with seeding when part of a cheatgrass control

Major Vegetation Group	DWFC and Actions Needed to Meet DWFC
	objective. • Due to the high incidence of cheatgrass in this vegetation type, consider seeding following any surface disturbing activity. • Following wildland fire, aggressively seed to reduce potential for cheatgrass and other noxious weed invasion.
Pinyon-Juniper Woodland	Where pinyon and juniper occurred historically, the DWFC outside and inside the WUI is open stands of pinyon and juniper with native grass and shrub understory. Where pinyon and juniper did not occur historically, the DWFC is the native shrub, grass, and forest communities that the pinyon and juniper have invaded. The historical role of fire (estimated 15- to 50-year fire-return interval) prevented encroachment of pinyon and juniper into other vegetation communities. Most pinyon and juniper encroachment has occurred in the past 100 years. Follow treatments with seeding in FRCC 2 and FRCC 3 stands that lack native understory vegetation. Historical occurrence of pinyon and juniper is difficult to map, but pre-settlement trees are generally located in shallow, rocky soils and tend to have unique growth form characterized by rounded, spreading canopies; large basal branches; large irregular trunks; and furrowed fibrous bark. Historic fire-return intervals in these protected sites are more than 100 years. • When possible, allow wildland fire to play its natural role, which mimics the historical fire-return interval and severity in FRCC 1 and FRCC 2 lands that have some cover of native understory vegetation. Due to the high risk of losing key ecosystem components in FRCC 2 (lacking native understory vegetation) and FRCC 3 lands, avoid wildland fires in these areas. Prescribed fires should be applied to pinyon and juniper communities when native surface fuels will carry fire and when there is low risk of invasive species. • Prescribed fire should be used to approximate historical fire-return intervals and promote recovery of the pre-settlement vegetation cover types. Remove most young (less than100 years old) pinyon and juniper trees through fire or mechanical treatments. In the WUI, construct fuel breaks between BLM and private land or other values at risk. • Following wildfire in FRCC 3 (and some FRCC 2 areas that are lacking native understory vegetation), aggressively seed to reduce invasive species establishment and to restore native communities. •
Sagebrush	The DWFC, outside and inside the WUI, is healthy sagebrush defined as diverse age classes with an understory of native grasses and forbs. Research suggests that stand-replacement should be burned every 10 to 100 years depending on the particular sagebrush species and its associated habitat. Fire management actions in sagebrush must be carefully balanced between invasive species concerns, wildlife habitat, and the need to restore fire. • When possible, allow wildland fire to play its natural role, which mimics the historical fire-return interval and severity in FRCC 1 and FRCC 2 lands that have a low potential for cheatgrass invasion. Areas with low potential for cheatgrass invasion include higher elevation sites and/or sites that have very low incidence of cheatgrass pre-fire.

Major Vegetation Group	DWFC and Actions Needed to Meet DWFC
	• Treat dense sagebrush (more than 30 percent) with fire, mechanical, or chemical treatments to reduce sagebrush canopy cover and improve native grass and forb density and cover; an additional objective in treating sagebrush is to remove encroaching pinyon and juniper trees. In the WUI, construct fuel breaks between BLM and private land (or other values at risk) in dense stands of sagebrush. • Following wildfire in FRCC 2 and FRCC 3 lands, aggressively seed to promote native understory grasses and forbs and reduce invasion of cheatgrass and noxious weeds. Consider including sagebrush in seeding mixes or planting sagebrush seedlings in high-value wildlife areas following large, high-severity wildfires when natural seed sources would be lacking.
Grassland	Where native grasslands occurred historically, the DWFC outside the WUI is native grass and forb communities. Native grasslands have been lost to pinyon and juniper encroachment, cheatgrass invasion, and non-native plant seedlings (e.g., crested wheatgrass, perennial ryegrass, etc.). Where non-native grasslands occur, the DWFC is the restoration of the native grassland or shrub community. The historical role of fire in Utah's grasslands is similar to pinyon and juniper and sagebrush community types with fires every 15 to 50 years. • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity. • Treat native grasslands with fire, mechanical, or chemical treatments to reduce encroaching trees (mainly juniper), shrubs, and invasive plants. Fire treatments alone should be avoided where there is potential for cheatgrass invasion (areas below 7,000 feet elevation that have adjacent cheatgrass populations). In the WUI, consider green stripping between BLM and private lands and other values at risk. • Following wildfire in FRCC 2 and FRCC 3 lands, aggressively seed to reduce potential for cheatgrass and other invasive weeds
Mountain Shrub	The DWFC outside of the WUI is stands with patches of differing age classes. In the WUI, the DWFC is greatly reduced vegetation density or a conversion to less-flammable vegetation between BLM and private lands or other values at risk. • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity in all FRCCs. • Treat large expanses of even-aged, dense, homogeneous stands to result in patches of diverse age classes. To achieve greater habitat diversity and decreased potential for large-scale high-severity fire, reduce invasion of pinyon and juniper and reduce the average age of stands through fire, mechanical, or biological (e.g., grazing goats) treatments. In the WUI, consider aggressive vegetation manipulation to create fire breaks in highly flammable shrub types (e.g., Gambel oak) when there are values at risk. • Because most of these species sprout following wildfire, consider seeding only to reduce potential for invasive weeds.

Major Vegetation Group	DWFC and Actions Needed to Meet DWFC
Mixed Conifer	The DWFC outside the WUI is landscapes with a mosaic of age classes. In the WUI, the DWFC is reduced canopy density and reduced ladder fuels between BLM and private lands and other values at risk. • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity in FRCC 1 and FRCC 2 stands. In FRCC 3 stands (dense stands with high fuels loadings), consider mechanical treatments prior to reintroducing fire. • Treat areas to result in a landscape of diverse age classes while retaining patches of large old trees. In the WUI, remove ladder fuels and create shaded fuel breaks between BLM and private land when values are at risk. • Consider tree planting following wildland fire to restore or rehabilitate the forest resource to promote forest regeneration.
Ponderosa Pine	The DWFC, outside and inside the WUI, is open stands with a native grass and forb understory. • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity. Restore fire (natural or prescribed fire) to FRCC 1 and FRCC 2 stands. • Consider mechanical treatments in dense FRCC 3 stands until they reach a lower FRCC before restoring fire. Reduce juniper encroachment through fire (preferred when fuels conditions allow) or mechanical treatments. In the WUI, remove ladder fuels and create fuel breaks between BLM and private land and other values at risk. • Following wildfires, consider seeding to reduce invasive weeds and planting ponderosa pine seedlings for forest restoration and rehabilitation.
Riparian Wetland	The DWFC, outside and inside the WUI, is riparian and wetland areas with the appropriate composition of native species (e.g., reduction of tamarisk and other invasive species). • When possible, allow fire to play its natural role, mimicking the historical fire-return interval and intensity. Allow low to moderate severity fire to burn into riparian and wetland areas when natural ignitions are managed as wildland fire use. • Restore native riparian and wetland species through fire and mechanical treatments. Reduce flammable invasive species along riparian corridors (e.g., tamarisk) through mechanical, chemical, biological, and fire treatments. For prescribed fire, allow low-intensity fire to back into riparian and wetland areas through ignition outside of these areas. Mechanical treatment as the initial treatment would be emphasized where there is a moderate to high potential for riparian and wetland to be burned to a high severity. • Consider active restoration options when native riparian and wetland communities are unlikely to recover with passive restoration (due to invasive species, stream bank erosion, etc.).
Aspen	The DWFC, outside and inside the WUI, is healthy clones with diverse age classes represented and ample regeneration. • When possible, allow fire to play its natural role, mimicking the

Major Vegetation Group	DWFC and Actions Needed to Meet DWFC
	historical fire-return interval and severity in all FRCCs, because aspen readily sprouts following fire. • Treat aspen stands with fire or mechanical treatments to reduce encroaching junipers and conifers and to stimulate sprouting. If treated aspen stands are small, consider excluding big game and livestock until the regeneration can withstand grazing. In the WUI, consider increasing aspen cover if possible to create a shaded fuel break between private land (and other high-value areas) and the more flammable conifer trees on BLM land. • Following wildfire, most aspen stands would need little stabilization, except soil stabilization on steep slopes. However, burned areas may need to be fenced to exclude wildlife and livestock until the regeneration can withstand grazing.

Source: BLM 2005c

Management Actions:

FIRE-1

The September 2005 completion of the Finding of No Significant Impact and Decision Record (UT-USO-04-01) for the Utah Land Use Plan Amendment for Fire and Fuels Management amended the wildland fire ecology portions of the existing LUPs. No significant changes in resource condition, data, or policy have become available since completion of this amendment. Therefore the decisions from the 2005 document have been brought forward in their entirety into the Approved RMP under the Wildland Fire Ecology header.

Fire Management Strategies and Actions

FIRE-2

The appropriate management response would be applied to all wildland fires, emphasizing firefighter and public safety and considering suppression costs, benefits, and values to be protected. The appropriate management response would be consistent with resource objectives, standards, and guidelines. Response to wildland fire would be based on ecological and social costs and benefits of the fire. The circumstances under which the fire occurs and the likely consequences to firefighter and public safety and welfare, natural and cultural resources, and values to be protected would dictate the appropriate management response to the fire. Fire Management Unit objectives (as included in the FMP) would further guide the appropriate management response.

FIRE-3

Wildland fire would be used to protect, maintain, and enhance resources and, when possible, would be allowed to function in its natural ecological role. Areas where wildland fire use is appropriate and not appropriate are identified in Table 1. The FMPs would provide further operational guidance for wildland fire use.

FIRE-4
To reduce risks and to restore ecosystems, the following fuels management tools would be allowed: wildland fire use; prescribed fire; and mechanical, chemical, seeding, and biological actions. As conditions allow, the BLM would employ the least intrusive method over more intrusive methods. For example, wildland fire use is the preferred method of treatment. Where wildland fire use is not feasible, prescribed burning would be the preferred method. Where prescribed burning is not feasible, non-fire fuels treatments would become the preferred method of treatment.

FIRE-5
Work with partners in the WUI in wildland firefighting, hazardous fuels reduction, cooperative fire prevention education, and technical assistance. Unauthorized wildland fire ignitions would be prevented through coordination with partners and affected groups and individuals. The full range of prevention and mitigation activities would be used: personal contacts, mass media, education programs, and signage.

FIRE-6
The following Emergency Stabilization and Rehabilitation actions (after wildfire suppression) and restoration for planned actions may be used to reduce potential for soil erosion and invasive species spread: seeding or planting native and/or non-native species; applying approved herbicides; implementing soil stabilization measures (e.g., stabilization structures and mulches); protecting cultural resources; repairing or replacing facilities; fencing, herding, or removing livestock; and resting allotments. Specific actions could include brush/tree chopping; contour tree felling; silt catchments; waddles, straw, or fabric silt traps; mulching; drill seeding; aerial seeding; aerial seeding followed by mechanical seed covering (chaining, harrowing, or other mechanical means); planting seedlings; fence construction or rebuilding; road/trial maintenance or closures; cattle guards; road culvert installation or cleaning; water bars; sign installation and maintenance; herbicidal or mechanical weed treatments; weather station installation and maintenance; and repairing or rebuilding of minor facilities (e.g., cross-fencing, wildlife structures, recreational facilities).

FIRE-7
Monitoring actions would be undertaken to determine results from fire management decisions and actions. Monitoring results would be used in determining the need for further amendment or revisions.

Wildland Fire Suppression Objectives and Management Actions

FIRE-8
Fires would be suppressed at minimum cost, considering firefighter and public safety, benefits, and values to be protected, consistent with resource objectives.

FIRE-9
The BLM would provide a consistent, safe, and cost-effective fire management program through appropriate planning, staffing, training, equipment, and management.
Limited Suppression and Wildland Fire Use Objectives and Actions

FIRE-10

Wildland fire would be used to protect, maintain, and enhance resources and, when possible, would be allowed to function in its natural ecological role. However, due to resource conditions and proximity to values at risk, fire cannot be allowed to resume its natural role on public lands. The DWFC is that as lands are transitioned from a higher FRCC to a lower FRCC, the applicability of wildland fire use would increase. Therefore, fire managers would periodically assess the FRCC following changes in vegetation due to management actions and natural changes. This alternative authorizes wildland fire use as a tool, when appropriate, to reach the DWFC.

FIRE-11

Wildland fire use would be an appropriate management response to naturally ignited wildland fires to accomplish specific resource management objectives in predefined designated areas. Operational management of wildland fire use is described in the Wildland Fire Implementation Plan. This alternative attempts to in general clarify the types of areas that are not suitable for wildland fire use while leaving other areas open for possible wildland fire use.

FIRE-12

Although specific areas for wildland fires use would be identified in the FMPs, wildland fire use may be authorized for all areas, except when the following resources and values may be negatively impacted and there are no reasonable Resource Protection Measures to protect such resources and values:

- WUI areas
- Areas that are known to be highly susceptible to post-fire cheatgrass or invasive weed invasion
- Important terrestrial and aquatic habitats
- Non-fire adapted vegetation communities
- Sensitive cultural resources
- Areas of soil with high or very high erosion hazard
- Class I air-shed areas and particulate matter (less than 10 microns in diameter) (PM_{10}) non-attainment areas
- Administrative sites
- Developed recreation sites
- Communication sites
- Oil, gas, and mining facilities
- Above-ground utility corridors
- High-use travel corridors, such as interstates, railroads, and/or highways.

FIRE-13

The appropriate management response for areas containing these resources or values may be wildland fire use, but Resource Protection Measures would be necessary to protect these values if they are threatened. Additional protection actions may include employing strategies and tactics to avoid these values (e.g., using fire retardant to reduce fire spread in certain areas). In fire situations where these resources or values would not be impacted, wildland fire use may still not be employed due to other parameters (weather, personnel availability, etc.). In these situations,

the appropriate management response—from aggressive initial action to monitoring—would be used. The DWFC would be to restore fire to ecosystems when feasible; therefore, fuel treatments should focus on protecting the resources and values listed above so future wildland fire use actions could be more easily implemented.

FIRE-14

Current BLM regulations do not allow for funding of emergency stabilization or rehabilitation actions following wildland fire use. Utah BLM land managers often prefer to evaluate a fire after it occurs to determine if there is a need for any post-fire rehabilitation or stabilization. The inability to rehabilitate or stabilize burned areas following wildland fire use restricts some acres from being considered by BLM managers for wildland fire use.

Prescribed Fire Objectives and Actions

FIRE-15

All prescribed fire acres would be for a primary purpose of hazardous fuels reduction or community protection from fires. While these acres would likely also accomplish other resource objectives, this plan aims to directly analyze effects from fire management decisions.

Non-Fire Fuels Objectives and Actions

FIRE-16

All non-fire treatment acres would be for a primary purpose of hazardous fuels reduction or community protection from fires. While these acres would likely also accomplish other resource objectives, this plan aims to directly analyze effects from fire management decisions.

Criteria for Establishing Fire Management Priorities

FIRE-17

Protection of human life is the primary priority. Setting priorities among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources would be based on human health and safety, the values to be protected, and the costs of protection. Priorities for all aspects of fire management decisions and actions would be based on the following:

- WUI
- Maintain existing healthy ecosystems
- High priority sub-basin (Hydrologic Unit Code [HUC] 4) or watershed (HUC 5)
- Special status species
- Cultural resources and cultural landscapes.

Resource Protection Measures for Fire Management Practices

FIRE-18

Resource Protection Measures for fire management practices to protect natural or cultural resource values are described in Appendix 8 (obtained from the Utah Land Use Plan Amendment for Fire and Fuels Management Finding of No Significant Impact and Decision Record).

Cultural Resources (CUL)

Goals and Objectives:

- Identify, preserve, and protect significant cultural resources and ensure that they are available for appropriate uses by present and future generations (Federal Land Policy and Management Act [FLPMA] Sections 103(c) and 201(a) and (c); National Historic Preservation Act [NHPA] Section 110(a); and Archaeological Resources Protection Act, Section 14(a)).
- Seek to reduce imminent threats and resolve potential conflicts from natural or human-caused deterioration, or potential conflict with other resource uses (FLPMA Section 103(c); NHPA Sections 106 and 110(a)(2)) by ensuring that all authorizations for land use and resource use would comply with NHPA Section 106.
- Provide opportunities for scientific and educational uses of cultural resource sites. Interpretation of and education about previous human occupation and use of the area would be accomplished using appropriate sites and methods.
- Provide opportunities for traditional (Native American) uses of cultural resources and sites.
- Ensure compliance with Native American Grave Protection and Repatriation Act (NAGPRA).

Management Actions:

Protection of Cultural Resources

CUL-1

Mitigate adverse impacts on cultural resources resulting from authorized surface disturbing activities.

CUL-2

Mitigate and/or preserve cultural and historic values on cultural properties eligible for National Register of Historic Places (NRHP) listing.

CUL-3

Meet responsibilities under the NHPA as addressed in the State Protocol Agreement Between the Utah State Director of BLM and the Utah State Historic Preservation Officer (SHPO), and the National Cultural Programmatic Agreement.

CUL-4

Complete cultural resources inventories prior to allowing permitted surface disturbing activities, excluding those areas and circumstances identified in BLM-M-8110.23, UT-BLM-H-8110 Section II.C, and UT-BLM-H-8110 Appendix 1.

CUL-5

Continue geographic and archaeological scientific inventories based on imminent threats from natural or human-caused deterioration, on potential conflict with other resource uses, and for compliance with NHPA Section 110.

CUL-6
Update the Class I cultural resources inventory every 10 years.

CUL-7
Provide opportunities for local interpretation (for local population) of cultural resources and public education (for general resource users).

CUL-8
Use proactive research, protection, and inventories involving universities, avocational and service groups, site stewards, tribes, and community outreach to gain a better understanding of cultural resources and preserve them for present and future study and use.

CUL-9
Consider land acquisitions from willing parties to preserve cultural resources, as appropriate (as identified in criteria #2 (LAR-19) for land tenure adjustments in the lands and realty decisions).

CUL-10
Preclude surface disturbing activities within ¼ mile or within the visual horizon, whichever is closer, of cultural sites where landscape association contributes to eligibility for the NRHP. Unevaluated portions of the setting would be managed as contributing until a cultural inventory and evaluation is completed and the setting is determined to be contributing or non-contributing.

CUL-11
Establish a comprehensive monitoring program emphasizing:

- Cultural sites that have been previously identified as being impacted (e.g., from vandalism, erosion, grazing, or other)
- Cultural sites identified on maps, brochures, or other media that bring the site into public awareness
- Sites that are known to be popular for public visitation (e.g., public use site)
- A representative sample of sites known to be prone to impacts from predictable sources (e.g., vandalism, recreation, grazing, or development).

Management of Scientific, Traditional, Educational, Public, and Research Cultural Resource Values

CUL-12
Allocate and manage cultural resource sites for scientific, public, conservation, traditional, and experimental uses and discharged from management categories described in BLM-M-8110.4 as follows:

- South Fork Indian Cave (42Ka1576), Helldive Canyon (42Ka1695), and Mansard (42Ka4427) would be placed in the Public Use category.
- Sites identified as Native American Traditional Cultural Properties would be placed in the Traditional Use category.
- All other sites considered eligible to the NRHP would be placed in the Most Appropriate Use category.

CUL-13
Sites would be included in the Discharged from Management category if both of the following conditions are met and documented:

- The BLM and the SHPO have formally agreed that the site is not eligible for listing on the NRHP.
- The site has no value for other cultural uses (as described in BLM-M-8110.4).

CUL-14
Allocations should be reevaluated and revised by site or area when circumstances change or when new data becomes available. Consult with the SHPO and Native American tribes as appropriate.

Proactive Cultural Resource Inventories
CUL-15
Prioritize new field inventories (Class II or III) directed by NHPA Section 110 as follows:

- Recreation areas identified for public use (i.e., OHV open areas)
- 100 feet (30 meters) (depending on topography) on either side from the centerline of designated OHV routes
- Areas of special cultural designation (ACECs, National Register sites, etc.) that have not been fully inventoried
- Resources eligible for the NRHP at a national level of significance that have not been fully inventoried
- Road systems—100 feet (30 meters) (depending on topography) on either side from the centerline of road
- Areas lacking existing inventories (large areas with no inventory data)
- 5-mile vulnerability zones surrounding cities and towns
- Hiking/equestrian trails.

Areas and Values of Importance to Native American Tribes
CUL-16
Identify and manage traditional cultural properties in coordination with Native American tribes.

CUL-17
Work with Native American tribes to ensure compliance with NAGPRA, when needed.

CUL-18
Work with Native American tribes to protect their rights including access to sacred sites and traditional cultural areas. Accommodate tribal access to sacred sites and traditional cultural properties when planning and implementing land uses. Prevent or mitigate physical damage or intrusions that might impede use of sacred sites and traditional cultural properties.

CUL-19
Establish and maintain agreements with all Native American tribes interested in specific projects or areas on which they wish to consult.

CUL-20

Allow Native American non-commercial traditional use of vegetation and forest and woodland products for the collection of herbs, medicines, traditional use items, or items necessary for traditional, religious, or ceremonial purposes, through permits.

Paleontological Resources (PAL)

Goals and Objectives:

- Protect scientifically significant paleontological resources.
- Protect paleontological resources with exceptional historic, cultural, or interpretive significance.
- Provide opportunities for scientific, educational, and recreational uses of paleontological resources.
- Cooperate with other federal, state, and local agencies in paleontological resources management activities.

Management Actions:

Protection of Paleontological Resources

PAL-1

Monitor the highest priority scientifically significant paleontological sites for trend and condition.

PAL-2

Require on-the-ground paleontological inventories (field surveys) prior to permitting surface disturbing activities in paleontological Class I areas. Require paleontological assessments (formal analysis of existing data) prior to permitting surface disturbing activities in paleontological Class II areas.

PAL-3

Allow surface collection (as defined in BLM Manual 8270) of common invertebrate and botanical paleontological resources for personal (non-commercial) use without permits unless such resources are of critical scientific or recreational value and need to be protected, or where collection is incompatible with other resource protection.

PAL-4

Consult/coordinate with other local, state, and federal land agency paleontological resource specialists (if available) before undertaking significant ground disturbing activities in Class I areas to ensure protection of adjacent resources.

Proactive Paleontological Inventories

PAL-5

Conduct non-Section 106 proactive inventories intermittently as resources allow.

PAL-6

Prioritize paleontological resource inventories in the following areas (Map 24):

- High resource potential
- Medium resource potential
- Low resource potential.

Management of Scientific, Traditional, Educational, Public, and Research Paleontological Resource Values

PAL-7

Provide opportunities for local interpretation of paleontological resources.

PAL-8

When appropriate, target fossil sites with high scientific value for excavation and curation either by the BLM or by an outside academic or curatorial/research facility to protect them from theft, erosion, and/or vandalism. If excavation is not carried out within one field season, periodic monitoring should be conducted to document the integrity of the site until complete collection is accomplished.

PAL-9

Monitor high-significance (scientific or interpretive) sites with fossil resources that are not feasible or desirable to excavate or collect when possible to document their condition. Frequency of monitoring action for identified sites would be determined by the physical nature of the resource and potential threats.

PAL-10

Develop onsite or community-based interpretation for significant sites/specimens to foster an appreciation for the unique nature of the resource and to create opportunities for public access to such resources.

Visual Resources (VRM)

Goals and Objectives:

- Plan, modify, and implement resource management activities in a manner that would minimize impacts on visual resources.
- Manage the diversity of landscapes in the decision area for a desired level of change consistent with and giving consideration to other resource values and uses.

Management Actions:

Visual Resource Management Classes

VRM-1

Designate the following acreages for the objectives defined for each VRM class (Map 6):

- Class I: 76,000 acres
- Class II: 99,600 acres
- Class III: 205,500 acres
- Class IV: 172,900 acres.

VRM-2

WUI areas would be in VRM Class III or IV.

Visual Intrusions

VRM-3

To the extent practicable, bring existing visual contrasts into VRM class conformance as the opportunity arises.

Non-WSA Lands with Wilderness Characteristics (WC)

Goals and Objectives:

Protect, preserve, and maintain wilderness characteristics (appearance of naturalness, outstanding opportunities for solitude, or primitive and unconfined recreation) of non-WSA lands with wilderness characteristics, as appropriate. Manage these primitive and backcountry landscapes for their undeveloped character and to provide opportunities for primitive recreational activities and experiences of solitude, as appropriate.

Management Actions:

Maintenance of Non-WSA Lands with Wilderness Characteristics

WC-1

Manage the following non-WSA lands with wilderness characteristics (27,770 acres, Map 7) specifically to protect, preserve, and maintain their wilderness characteristics:

- East of Bryce (850 acres)
- Moquith Mountain (9,600 acres)
- Orderville Canyon (2,700 acres)
- Parunuweap Canyon (120 acres)
- Upper Kanab Creek (14,500 acres)

WC-2

Protect, preserve, and maintain wilderness characteristics through the following prescriptions:

- Designate as VRM Class II (Map 6).
- Close to commercial and personal-use forest and woodland product harvest (e.g., pole, post, firewood cutting, Christmas trees, seed collection, and wildings) except for incidental collection for onsite campfire use and administrative purposes.
- Limited to designated routes (Map 10).
- Avoid new ROWs (linear, communication sites, and wind and solar projects) (Map 11).
- Retain public lands in federal ownership
- Close to mineral material disposals (Map 16).
- Open to fluid mineral leasing with major constraints (NSO) (Map 14).

Drought and Natural Disasters (DND)

Management Actions:

DND-1
Coordinate appropriate management responses with affected parties when natural resources may be affected by drought, insects, diseases, or natural disasters. A variety of emergency or interim actions may be necessary to minimize land health degradations such as reduced forage allocations, reductions in the number of livestock and/or wildlife, increased mitigation measures to ensure reclamation, and limitations on energy field activities and recreational uses.

DND-2
Incorporate current Utah BLM Standards for Rangeland Health, as appropriate, across all resource programs. Management prescriptions in the form of constraints to use, terms and conditions, and stipulations may be needed to sustain rangeland health and viability. Management prescriptions will consider the following:

- Surface disturbing activities—These will be closely monitored to ensure compliance with authorizations and permit's conditions of approval or terms and conditions. Action minimizing new surface disturbance, allowed by regulations, and actions ensuring successful reclamation, will be emphasized. During periods of drought, the BLM could require additional actions such as changes to standard seed mix compositions, amount, and/or method of application. Additionally, methods to ensure successful revegetation following disturbance could include hydromulching, installation of drip irrigators, and fencing to exclude ungulate grazing/browsing.
- Livestock grazing—During periods of prolonged drought use will be allowed in both quantity and timing that will not result in a downward shift in rangeland health and/or production. The BLM will work cooperatively to effect a grazing strategy specific to a grazing permittee's individual grazing allotment(s) and make changes to the grazing authorizations, as appropriate, in accordance with the grazing regulations. In the case of drought, the BLM could temporarily close the range, or portions of it, to livestock grazing.
- Wildlife management—During periods of prolonged drought to the extent that vegetation monitoring indicate that habitat for wildlife ungulate populations cannot be sustained and overall animal health is compromised, the BLM will enter into discussions with the UDWR regarding herd numbers and overall management options to combat the effects of drought.
- Recreation—During periods of prolonged drought, the BLM, in cooperation with local and state fire management agencies, will limit campfires to established fire rings or fully contained fires. The last resort will be to close the public lands to campfires of any kind.
- OHVs—Off-highway/road vehicle use during periods of prolonged drought could be further restricted, or if site-specific conditions warrant, closure to OHVs could be implemented to minimize vehicle-induced injury or damage to rangeland and/or woodland resources and to minimize the potential of spark-caused fires.

Forestry and Woodland Products (FOR)

Goals and Objectives:

Provide a sustainable supply of a variety of commercial and non-commercial forest and woodland products.

Management Actions:

Commercial Timber Harvest

FOR-1

Permit commercial timber harvest on a case-by-case basis for the purposes of promoting or sustaining forest health.

Woodland Product Harvest

FOR-2

Permit commercial and non-commercial harvest of green or dead pinyon and juniper woodland products (e.g., cedar posts, Christmas trees, fuel wood, and biomass utilization) areawide unless otherwise designated or stipulated. Permit harvest of other woodland species on a case-by-case basis.

FOR-3

Close WSAs and non-WSA lands with wilderness characteristics to woodland product harvest, except for incidental collection for onsite campfire use and administrative purposes.

FOR-4

Permit harvesting of woodland products in riparian areas in proper functioning condition on a case-by-case basis for the maintenance and/or improvement of riparian ecosystems.

FOR-5

Prohibit the removal of ponderosa pine for Christmas trees.

FOR-6

Develop a Forest Woodland Management Plan as required in the Utah Forest and Woodland Management Action Plan.

Native American Use of Forestry and Woodland Products

FOR-7

Allow Native American non-commercial traditional use of forest and woodland products for the collection of herbs, medicines, traditional use items, or items necessary for traditional, religious, or ceremonial purposes, through permits.

Livestock Grazing (GRA)

Allotments in the decision area that are managed under the Escalante and Paria Management Framework Plans (MFP) will be addressed by the Rangeland Health EIS being prepared by Grand Staircase–Escalante National Monument (GSENM).

Goals and Objectives:

- Maintain or restore healthy, sustainable rangeland ecosystems to meet BLM Utah's Standards for Rangeland Health and to produce a wide range of public values such as wildlife habitat, livestock forage, recreation opportunities, clean water, and functional watersheds.
- Integrate livestock use and associated management practices with other multiple-use needs and objectives to maintain, protect, and improve rangeland health.
- Reduce or eliminate livestock-related rangeland resource problems on all allotments not meeting rangeland health standards while maintaining a production goal of livestock forage in the long term.

Management Actions:

GRA-1
Manage livestock grazing allotments within the decision area as available for livestock grazing.

Forage Allocation
GRA-2
Use an interdisciplinary allotment evaluation process to provide specific guidance and actions for managing livestock grazing.

GRA-3
Allocate long-term increases and decreases in forage on a case-by-case basis based on an allotment-specific analysis through the NEPA process.

GRA-4
Allocate forage for livestock as noted in the grazing allotment forage allocation table (Appendix 14), except as noted below:

- Close the Water Canyon Allotment to livestock grazing for the life of the plan in order to protect the Fredonia City Culinary water supply.
- In order to have the RMP accurately reflect current management, combine the Lydia's Canyon Allotment with the adjacent Lydia Allotment. The resulting Lydia Allotment would be available for livestock grazing with no additional livestock AUMs.
- Maintain existing forage allocations on the Lower North Fork Allotment.
- Maintain existing forage allocations on the Zion Park Allotment.
- In order to have the RMP accurately reflect current management, combine the Sawmill Allotment with the adjacent South Canyon Allotment. The resulting South Canyon Allotment would be available for livestock grazing with no additional livestock AUMs.

Grazing Management Practices

GRA-5

Manage livestock grazing according to the Guidelines for Grazing Management on BLM Lands in Utah (BLM 1997a), implementing these guidelines when authorizing livestock grazing use and related activities.

GRA-6

Use livestock grazing to enhance ecosystem health and/or help accomplish resource objectives (e.g., noxious/invasive weed control and hazardous fuel reduction) on allotments where authorized by the authorized officer on a case-by-case basis.

GRA-7

Consider requests for changes in kind of livestock on a case-by-case basis (except as outlined below), and after review evaluate potential impacts on riparian and upland vegetation and other resource uses.

GRA-8

Allow motorized access to range improvements within WSAs according to the *Interim Management Policy for Lands Under Wilderness Review (IMP).*

GRA-9

Design grazing systems and range improvements to achieve and maintain healthy rangelands.

GRA-10

Analyze conversions in kind of livestock (such as from sheep to cattle) in light of the Standards for Rangeland Health. Allow conversion where they would not be adverse to achieving a standard, or they would not be in conflict with other decisions in this plan.

GRA-11

Limit allocation of AUMs to the following kinds of livestock:

- Domestic cattle
- Horses
- Sheep
- Goats.

GRA-12

Do not authorize changes in kind of livestock to sheep or goats within 9 miles of Desert bighorn sheep habitat (same as decision in the Fish and Wildlife section).

Allocation of Relinquished Preference for Livestock Forage

GRA-13

A grazing permittee may voluntarily relinquish in writing all or a percentage of the grazing preference that is attached to the base property they own for any reason they may choose. This action would not require consent or approval by the BLM or any other entity. The BLM would not be a party to or accept any contingencies or conditions associated with a relinquishment that

would require future BLM action(s) such as discontinuing livestock grazing. Once the preference and associated permitted use has been relinquished in whole or in part, it would remain available for application for preference and a grazing permit. However, upon relinquishment, the BLM may determine through a site-specific evaluation and associated NEPA analysis that the public lands within a grazing allotment are better used for other purposes, such as recreation, wildlife, watershed for a culinary water source, disposal, etc. or a combination of these and/or other uses. Grazing may then be discontinued on the allotment through an amendment to the existing RMP or a new RMP effort. Any decision issued concerning discontinuance of livestock grazing on federal lands would not be permanent and would be subject to reconsideration during subsequent revision or amendment of the RMP. The evaluation and associated NEPA analysis may also determine that resource conditions are such that livestock grazing should be temporarily discontinued until site-specific resource objectives have been achieved. This evaluation and NEPA analysis would include a narrative with an evaluation time frame and process identified, indicating that once the objectives have been achieved the BLM would reconsider application(s) for grazing use.

Mitigating Conflicts Between Livestock Grazing and Other Uses

GRA-14

Give emphasis to changes in grazing management practices (e.g., changing season of use and fencing) before reducing AUMs on allotments to resolve conflicts with other uses.

GRA-15

Suspend authorization of AUMs in areas of intensive surface disturbance (such as surface coal mining) until rehabilitation is complete.

Range Treatments for Livestock Grazing

GRA-16

Complete land treatments to maintain or provide additional AUMs needed to meet the demand for livestock forage and divide the AUMs proportionally among all operators within the affected allotments.

GRA-17

Prioritize treatments on the following allotments (Map 5):

- South Canyon
- Sethy’s Canyon
- Sandy Creek
- Sanford Bench
- Sugar Knoll
- Spring Hollow
- Circleville Cove
- Kane Spring (non-WSA portion)
- Buck Knoll
- Spencer Bench
- Clay Flat
- Harris Flat

- Three Mile
- Limestone Canyon
- Spry
- Chris Spring
- Big Flat
- Limekiln Creek
- Poverty Flat (non-WSA portion)
- Roller Mill
- Oak Spring
- Yellowjacket (non-WSA portion)
- Dog Valley
- Bald Knoll
- Alton Cove
- Coop Creek
- Areas that are not achieving Standards for Rangeland Health.

Recreation (REC)

OHV and other transportation decisions are primarily included in the transportation management decisions.

Goals and Objectives:

- Provide recreational activities in a variety of physical, social, and administrative settings, from primitive to near-urban, that allow visitors to have desired recreational experiences and enjoy the resulting benefits.
- Provide for public health and safety through interpretation, facility development, and visitor management.
- Manage and protect recreational areas and resources containing significant scenic, natural, and cultural values as well as areas with scientific importance.
- Provide opportunities for visitor use and enjoyment of the area, consistent with resource capabilities and mandated resource requirements; provide for visitor education and interpretation of the recreational opportunities within the decision area.
- Maintain important recreational values and sites in federal ownership to ensure a continued diversity of recreation activities, experiences, and benefits.

Management Actions:

Special and Extensive Recreation Management Areas

REC-1

Identify the following Recreation Management Areas (RMA) (Map 8):

- Kanab Community SRMA (community) (33,100 acres)
- Paria SRMA (destination) (21,200 acres)
- Moquith Mountain SRMA (community) (15,000 acres)
- Orderville Canyon SRMA (undeveloped) (1,950 acres)
- North Fork Virgin River SRMA (undeveloped) (1,050 acres)
- Escalante SRMA (community) (22,800 acres)
- Kanab Field Office Extensive Recreation Management Area (ERMA) (458,900 acres).

REC-2

Recreation management direction for each SRMA is outlined in Appendix 4. This includes direction for the following recreation management components:

- Recreation Niche
- Recreation Management Objectives
- Primary Activities
- Experiences
- Benefits
- Setting Character Conditions.

REC-3
Develop SRMA management plans that identify site-specific development needs to achieve recreation benefits, experiences, and objectives.

REC-4
Portions of the decision area not identified as an SRMA will be identified as an ERMA. ERMAs will receive only custodial management (which addresses only activity opportunities) of visitor health and safety, user conflict, and resource protection issues with no activity-level planning. Therefore, actions within ERMAs will generally be implemented directly from LUP decisions.

Kanab Community SRMA:
Market Strategy: Community

REC-5
OHV RMZ (18,500 acres)

- Recreation Niche:
  - Close-to-town OHV travel in an exceptionally scenic setting with a variety of trails for different skill levels.

- Primary Activities:
  - Driving OHVs, viewing scenery and wildlife, photography, spending time with friends and family, and participating in and/or viewing competitive/organized events.

Required Management:

- OHV:
  - Minimal designated routes to access RMZ and provide a variety of OHV opportunities
- VRM:
  - Class III
- Minerals:
  - Open to oil and gas leasing subject to major constraints (NSO)
- Facilities:
  - Provide support facilities for recreation experience.

REC-6
Non-Motorized RMZ (14,600 acres)

- Recreation Niche:
  - Town-accessible hiking and equestrian trail network offering outstanding views and varied terrain.

- Primary Activities:

- Hiking, rock-scrambling, viewing scenery and wildlife, photography, equestrian, spending time with friends and family, and participating in and/or viewing competitive/organized events.

Required Management (outside the Moquith Mountain non-WSA lands with wilderness characteristics area) (10,700 acres):

- OHV:
  - Limit to designated routes to access trail heads
- VRM:
  - Class II
- Minerals:
  - Open to oil and gas leasing subject to major constraints (NSO)
- Facilities:
  - Provide support facilities for recreation experience.

Required Management (inside the Moquith Mountain non-WSA lands with wilderness characteristics area) (3,900 acres):

- Designate as VRM Class II.
- Close to commercial and personal-use forest and woodland product harvest (e.g., pole, post, firewood cutting, Christmas trees, seed collection, and wildings) except for incidental collection for onsite campfire use and administrative purposes.
- Limited to designated routes.
- Avoid new ROWs (linear, communication sites, and wind and solar projects).
- Retain public lands in federal ownership
- Close to mineral material disposals.
- Open to fluid mineral leasing with major constraints (NSO).

Paria SRMA:
Market Strategy: Destination

REC-7
Canyon RMZ (1,100 acres)

- Recreation Niche:
  - World-class wilderness trekking adventure viewing deeply entrenched slickrock canyon and associated slot canyon features.

- Primary Activities:
  - Hiking and scrambling, backpacking, canyoneering, outdoor photography, camping, viewing scenic vistas, viewing cultural sites, and wilderness exploration.

Required Management:

- Manage according to the management actions for the Paria Canyon-Vermilion Cliffs Wilderness

REC-8
Uplands RMZ (20,100 acres)

- Recreation Niche:
  - Unique, world-class primitive and backcountry adventure recreation viewing unique upland geologic features.

- Primary Activities:
  - Hiking and scrambling, outdoor photography, viewing wildlife and scenic vistas, wilderness exploration, equestrian, and camping.

Required Management:

- Manage according to the management actions for the Paria Canyon-Vermilion Cliffs Wilderness

Moquith Mountain SRMA
Market Strategy: Community

REC-9
Dunes RMZ (1,000 acres)

- Recreation Niche:
  - Unique, scenic, and expansive sand dunes OHV opportunities.

- Primary Activities:
  - Driving among sand dunes, camping along dune fringes, photography, and spending time with friends and family.

Required Management (the Dunes RMZ is entirely within the Moquith Mountain WSA):

- According to IMP
- OHV:
  - Open beyond vegetated and conservation areas. All vehicles on the dunes are required to stay at least 10 feet from vegetation.
- VRM:
  - Class I.
- Facilities:
  - Provide support facilities for recreation experience.

Dry Lakebed :

- No dumping of grey water or black water from RV units.

- Firepans required for all open fires, and firewood must be packed in from outside the SRMA.
- No digging of holes or pits.
- No construction of fire-rings.
- All trash and fire residue must be packed out and not left in the SRMA.

REC-10:
Non-Dunes Wooded RMZ (14,000 acres)

- Recreation Niche:
  - Scenic and extensive OHV trail network accessing vistas, overlooks, flora and fauna, and cultural sites.

- Primary Activities:
  - Driving OHVs; viewing flora/fauna, geology, and cultural sites; hiking; equestrian; camping; hunting; photography; and spending time with friends and family.

Required Management (the Non-Dunes Wooded RMZ is partially inside the Moquith Mountain WSA) (10,600 acres):

- According to IMP
- OHV:
  - Limit to designated routes to access trail heads
- VRM:
  - Class I.
- Facilities:
  - Provide support facilities for recreation experience.

Required Management (the Non-Dunes Wooded RMZ is partially inside the Cottonwood Canyon ACEC) (3,700 acres):

- OHV:
  - Limit to designated routes to access trail heads
- VRM:
  - Class II.
- Minerals:
  - Open to oil and gas leasing subject to major constraints (NSO), recommend withdrawing from mineral entry, close to mineral material disposals
- Facilities:
  - Provide support facilities for recreation experience.

Required Management (for the remainder of the Non-Dunes Wooded RMZ):

- OHV:
  - Limit to designated routes to access trail heads
- VRM:

  - Class III
- Minerals:
  - Open to oil and gas leasing subject to major constraints (NSO)
- Facilities:
  - Provide support facilities for recreation experience.

<u>Ponderosa Grove Campground</u>

- No dumping of grey water or black water from RV units.
- No fires outside of established campsite fire grates.
- No digging of holes or pits.

<u>Orderville Canyon SRMA</u>
Market Strategy: Undeveloped

REC-11
(1,950 acres)

- Recreation Niche:
  - Spectacular, primitive riparian canyon travel with abundant geologic formations and diverse flora and fauna.

- Primary Activities:
  - Canyoneering, hiking, backpacking, hunting, camping, outdoor photography, viewing nature and wildlife, equestrian, and studying geology.

Required Management (the Orderville Canyon SRMA is entirely within the Orderville Canyon WSA and 500 acres of the SRMA are within the Orderville Canyon suitable "wild" segment):

- According to IMP
- OHV:
  - Limit to designated routes except closed to OHV use within the 500 acres of the Orderville Canyon suitable "wild" segment
- VRM:
  - Class I
- Facilities:
  - Provide support facilities for recreation experience.

<u>North Fork Virgin River SRMA</u>

Market Strategy: Undeveloped

REC-12
(1,050 acres)

- Recreation Niche:
  - Spectacular, primitive riparian canyon travel with abundant geologic formations and diverse flora and fauna.

- Primary Activities:
  - Canyoneering, hiking, backpacking, hunting, camping, outdoor photography, viewing nature and wildlife, equestrian, and studying geology.

Required Management (the North Fork Virgin River SRMA is entirely within the North Fork Virgin River WSA and 200 acres of the SRMA are within the North Fork Virgin River suitable "wild" segment):

- According to IMP
- OHV:
  - Limit to designated routes except closed to OHV use within the 200 acres of the North Fork Virgin River suitable "wild" segment
- VRM:
  - Class I
- Facilities:
  - Provide support facilities for recreation experience.

Escalante SRMA
Market Strategy: Community

REC-13
(22,800 acres)

- Recreation Niche:
  - Town-accessible OHV touring, mountain biking, and hiking/equestrian trail networks offering outstanding views and varied terrain.

- Primary Activities:
  - OHV touring, mountain biking, hiking, rock-scrambling, viewing scenery and wildlife, photography, equestrian, spending time with friends and family, and participating in and/or viewing competitive/organized events.

Required Management:

- OHV:
  - Limit to designated routes
- VRM:
  - Class III
- Minerals:
  - Open to leasing subject to standard terms and conditions
- Facilities:
  - Provide support facilities for recreation experience.

Kanab Field Office ERMA
REC-14
(458,900 acres)

- Primary Activities:
  - OHV touring; hiking; picnicking; backpacking; hunting; fishing; camping; equestrian; outdoor photography; viewing geologic features, nature, and wildlife; and participating in and/or viewing competitive/organized events.

Required Management:

- Facilities:
  - Provide support facilities for recreation experience.

General Recreation Management

REC-15

Develop recreation sites and facilities needed to accommodate users, facilitate recreational uses of public lands, and protect resources.

REC-16

Implement the necessary safety measures to protect visitors in the Coral Pink Sand Dunes/Moquith Mountain area through coordination between the BLM and the State of Utah. Emphasis would be placed on minimizing interaction between motorized and non-motorized uses on the sand dunes, as well as enforcement of existing state and federal laws and policies. The existing OHV trails adjacent to Hancock Road would be closed. BLM and State Park personnel would continue to cooperate with local authorities on law enforcement matters.

REC-17

Regulate rock climbing within 300 feet of cultural sites. Climbing routes that impact cultural resource sites will generally not be allowed, and climbing routes designed to access cultural resource sites will not be allowed unless under permit for scientific investigation.

REC-18

No person or persons should occupy one area on BLM lands within the decision area for longer than 14 consecutive days in any 28-day period; however, extensions beyond the 14-day length of stay could be authorized for permitted uses on a case-by-case basis. Any site on public land within 30 air miles constitutes the same area for the purpose of this management decision.

REC-19

Close areas to rock climbing within the distance and time restrictions identified in the management of raptor habitat decisions.

REC-20

Use the minimum necessary signage to provide for public safety and information or to control unauthorized use.

REC-21

Design facilities to be compatible with the local landscapes and recreation experience.

REC-22
Management responses to unacceptable resource and/or social conditions will range from least restrictive methods (e.g., information and education) to most restrictive (e.g., visitor limits, supplemental rules, or restrictions). Where feasible, the least restrictive methods will be the first priority. (Recognize that various levels of regulations and limits are necessary. Restrictions and limitations on public uses should be as small as possible without compromising the primary goal.) Use on-the-ground presence as a tool to protect public lands.

REC-23
Developed recreation sites will be recommended for withdrawal from mineral entry, closed to mineral material disposal, and open to oil and gas leasing subject to major constraints (NSO).

REC-24
Developed recreation sites will be fenced to exclude grazing use.

REC-25
Identify areas for rock crawling where impacts could be minimized or eliminated and where such use would be compatible with other resource goals and objectives.

Dispersed Camping
REC-26
Allow dispersed camping throughout the decision area without permit, unless specified in the plan.

REC-27
Limit vehicle parking for dispersed camping within 150 feet of designated routes.

Interpretation and Environmental Education
REC-28
Provide information regarding recreation opportunities, interpretation of natural and human history, and specific rules and regulations pertaining to use of public lands to visitors.

REC-29
Provide education and outreach programs such as Tread Lightly or Leave No Trace.

REC-30
Provide information on the area's cultural and natural resources through outreach programs (e.g., organizations, schools, and partnerships) to build emotional, intellectual, and recreational ties with the area.

REC-31
Public information will be provided only for those cultural sites designated for public use.

Heritage Tourism

REC-32

Coordinate with local communities and other groups to foster heritage tourism throughout the decision area.

Big Game Retrieval

REC-33

Allow use of non-motorized wheel carriers to retrieve game kills outside of WSAs.

Acquisition of Easements

REC-34

Acquire legal access to areas of high recreation interest from willing parties.

Night Skies and Soundscapes

REC-35

Impacts on night sky would be considered and mitigated through the application of specific mitigation measures (e.g., down lighting and low-level lighting) identified in activity-level planning and NEPA review. See also Lands and Realty restrictions on the use of strobe lights.

REC-36

Impacts to soundscapes around national parks would be considered and mitigated through the application of specific mitigation measures identified in activity-level planning and NEPA-level review.

Special Recreation Permits

REC-37

Issue SRPs after evaluation of the various factors including the following:

- Use conforms to the recreation goals and objectives outlined in the Resource Management Plan
- Nature of proposed event or activity (i.e., commercial versus competitive)
- Size (acreage) and sensitivity of land and resources affected (ACEC, WSA, VRM)
- Compatibility with other uses, activities, and visitors in that area
- Proposed number of participants and group size
- Associated vehicle and equipment
- Time (daily, seasonally) and duration of proposed use
- Potential social impacts (crowding, group encounters, conflicting activities, and/or experiences)
- Specific resources impacted (e.g., wildlife, cultural, paleontology, visual, riparian, soil, air, and water)
- Rehabilitation and monitoring needs and feasibility
- Support needs (people, equipment, supplies, vehicles)
- Safety issues.

REC-38

Vending will be authorized in conjunction with organized events when it directly supports the recreation experience and is appropriate to support the experience and setting as outlined in the

Resource Management Plan and when the vending is necessary to support resource protection or appropriate recreation use.

REC-39
Vending along scenic byways and backways would be coordinated with the Scenic Byway coordination committees and local government and highway authorities.

REC-40
In protected and restricted MSO habitat, limit SRP group size to no more than 12 according to recovery plan.

REC-41
Prohibit OHV or mountain bike tours in the following areas:

- Where compliance with the Utah Riparian Policy would not be achieved
- The loop within Moquith Mountain WSA
- The Elephant Cove Way within Parunuweap WSA.

REC-42
Limit camping associated with SRPs to areas beyond 200 feet of riparian areas unless specific campsites are required during permitting. Approval of these specific campsites would be considered on a case-by-case basis.

REC-43
Group size would be limited to 12 people total (including tour guides) in the following areas:

- Wetlands/riparian zones
- WSAs
- Designated critical habitat for special status species.

REC-44
Group size would be limited to 25 people total in the remainder of the decision area, with permits for groups of more than 25 people being considered on a case-by-case basis in areas where resources would not be damaged.

REC-45
SRPs will be subject to the following restrictions unless specifically authorized:

- No collection of natural resources (not including firewood for personal onsite use).
- No SRP activities will be authorized in bald eagle winter roost areas from November 15 through March 15 during critical roosting hours (from 1 hour after sunset to 9 a.m.).
- If surveys reveal the presence of nesting Southwestern willow flycatchers, authorize no SRP activities in these locations between May 15 and June 30.
- No Greater sage-grouse lek areas will be advertised by SRP holders or the BLM.

- Implement seasonal/area closures during Greater sage-grouse breeding (March 1 to April 30) and/or wintering (November 1 to February 28) seasons if BLM biologists determine that breeding or wintering is being impacted by SRP activities.

Transportation (TRC), (TRR), (TRV)

Goals and Objectives:

- Maintain access, where needed, to meet public and administrative needs including acquiring or maintaining necessary access across non-federal land.
- Compatible traditional, current, and future use of the land would be sustained by establishing a route system that contributes to protection of sensitive resources, accommodates a variety of uses, and minimizes user conflicts.
- Public access, resource management, and regulatory needs would be considered through transportation planning, incorporating consideration of access needs and the effects of and interaction among all forms of travel, including motorized, mechanized, and non-motorized/mechanized travel.
- Coordinate OHV management with adjacent BLM field offices and other agencies where possible.
- Provide opportunities for OHV use on public lands.

Transportation-Travel Management Area Categories, (TRC)

Management Actions:

OHV Area Designations

TRC-1

Management of motorized access would balance protection of resources while providing for resource use needs. Area designations would be as follows (Map 9):

- Open to cross-country OHV use: 1,000 acres
- Limited to designated routes: 528,000 acres
- Closed to OHV use: 25,000 acres.
- See Recreation section for specific management of OHV use in SRMAs.

Areas Open for Cross-Country OHV Use

TRC-2

Designate the following managed open areas:

- Moquith Mountain SRMA: Dunes RMZ beyond vegetated and conservation areas
- DD Hollow topsoil pit.
- Areas Where OHV Use Will Be Limited Spatially or Seasonally

Spatial Limitations

TRC-3

Management of OHV use in areas not designated as open or closed would be limited to designated routes (528,000 acres) (Map 9).

Seasonal Limitations

TRC-4

Designated routes on the north side of Pugh Canyon are closed annually to motorized use between February 1 and August 31 if a breeding pair of raptors is using the area (to protect the reproductive success of a breeding pair of raptors). If no nesting behavior is initiated prior to June 1, a BLM authorized officer could open the route to motorized use. During the remainder of the year OHV use will be limited to designated routes.

Areas Closed to OHV Use

TRC-5

Designate the following areas as closed to OHV use:

- Paria SRMA—both RMZs
- Designated wilderness (by Congressional designation)
- In and through islands of vegetation in Welsh's milkweed designated critical habitat (790 acres)
- Suitable "wild" river corridors.
- Designated Routes

Transportation-Travel Management OHV Route Identification, (TRR)

Management Actions:

TRR-1

Manage inventoried routes as follows (Map 10):

- Open to motorized vehicle use: 1,402 miles
- Limited (closed seasonally) to motorized vehicle use: 2 miles
- Closed to motorized vehicle use: 76 miles.

TRR-2

Consideration of route and trail modifications (new or existing) will be conducted on a case-by-case basis in accordance with resource/use objectives and after appropriate NEPA review and analysis (Appendix 7).

Transportation System Management

TRR-3

Where the authorized officer determines that OHVs are causing or would cause considerable adverse impacts, the authorized officer shall close or restrict such areas. Local highway authorities would be consulted as appropriate. The public would be notified.

TRR-4

BLM could impose limitations on the types of vehicles allowed on specific designated routes if monitoring indicates that a particular type of vehicle is causing disturbance to the soil, wildlife habitat, cultural or vegetative resources, especially by off-road travel in an area that is limited to designated routes.

TRR-5
Where routes remain available for motorized use within WSAs, such use could continue on a conditional basis. Use of the existing routes in the WSAs ("ways" when located within WSAs) could continue as long as the use of these routes does not impair wilderness suitability, as provided by the IMP (BLM 1995). If Congress designates the area as wilderness, the routes will be closed. In the interim, if use and/or non-compliance are found through monitoring efforts to impair the area's suitability for wilderness designation, BLM would take further action to limit use of the routes or close them. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.

Transportation-Travel Management, (TRV)

Management Actions:

TRV-1
Coordinate transportation planning with Kane and Garfield counties.

TRV-2
The BLM would continue to repair, maintain, and rehabilitate routes to maintain existing route conditions. Route modifications (new facilities or expansion of existing facilities) would be determined on a case-by-case basis in accordance with resource/use objectives and after appropriate NEPA review and analysis.

TRV-3
Pursue maintenance agreements with highway authorities in the decision area.

TRV-4
BLM, in preparing its RMP designations and its implementation-level travel management plans, is following policy and regulation authority found at 43 CFR 8340, 43 CFR 8364, and 43 CFR 9268.

TRV-5
As per the State of Utah v. Andrus, October 1, 1979 (Cotter Decision), BLM would grant the State of Utah reasonable access to state lands for economic purposes on a case-by-case basis.

Lands and Realty (LAR)

Goals and Objectives:

- Make public lands available for community growth and expansion needs, recreation, and public purposes as well as other infrastructure needs.
- Strive to increase and diversify our Nation's sources of traditional and alternative energy resources, improve our energy transportation network, and ensure sound environmental management in support of minerals and energy development, as required by the President's National Energy Policy and the Energy Policy Act of 2005.
- Retain in public ownership public lands that enhance multiple-use management, allow access to public lands, or contain sensitive or rare resources.
- Acquire lands or interests in lands to complement existing resource values and uses.
- Consider for disposal lands or interests in lands that are difficult and uneconomic to manage as part of the public lands, are no longer needed for a federal purpose, or where disposal would serve important public objectives.
- Resolve any outstanding State Grant entitlements (quantity grants, in-lieu selections).
- Make public lands available for ROWs, permits, and leases. The suitability for these land actions would be judged on a case-by-case basis.
- Consider energy and utility corridors to focus placement of new major ROWs for energy and transportation systems.

Management Actions:

Communication Sites

LAR-1

Prepare communication site plans for all existing communication sites before any new types of uses or new facilities would be authorized on the site. Site plans would be prepared for all new communication sites before any development of the site(s) would be authorized.

LAR-2

Evaluations for the siting and construction of communications towers will take into account potential impacts on migratory birds. Measures to avoid and minimize impacts would be considered during design, including avoiding known bird migration corridors, eliminating guy wires, restricting height of towers to less than 200 feet, and installing minimum lighting with use of white strobe lights rather than red (strobe or non-strobe) lights. The addition of new communications devices on existing towers will be considered where it is practical and does not present a safety or operational risk.

LAR-3

Require a feasibility study and site plan for new communications locations.

Management of ROWs and ROW Corridors

LAR-4

Exclude new ROWs (including communication sites) (75,700 acres) in the following areas (Map 11):

- WSAs
- Wilderness areas
- Suitable WSR corridors with a tentative classification of “wild” or “scenic.”

LAR-5

Avoid new ROWs (51,570 acres) in the following areas (Map 11):

- The five non-WSA lands with wilderness characteristics managed to protect, preserve, and maintain those characteristics (27,700 acres)
- Within ½ mile of active, suitable (currently inactive) Utah prairie dog habitats and within potential reintroduction sites.

LAR-6

Preference would be to locate ROW developments in common (within existing ROWs/disturbance areas).

LAR-7

Consider burying new and reconstructed utility lines (including powerlines up to 24 kilovolts [kV]) unless:

- Visual quality objectives can be met without burying
- Geologic conditions make burying infeasible
- Burying would produce greater long-term site disturbance.

LAR-8

New and reconstructed powerlines must meet non-electrocution standards for raptors. If electrocution or line strike issues develop with existing powerlines, corrective actions to meet these non-electrocution standards would be taken.

LAR-9

Construct powerlines greater than 230 kV using non-reflective wire. Towers would be constructed using non-reflective material. Powerlines would not be high-lined unless no other location exists.

LAR-10

Linear crossings, such as pipelines, utilities, or roads, across riparian areas and/or ephemeral channels would be considered on a case-by-case basis to protect the above areas. Surface disturbing activities would be avoided on unstable areas, such as landslides, and slumps.

Areas Recommended for Withdrawal

LAR-11

Request the cancellation of the Classification and Multiple Use Act of 1964 classifications segregating the following lands from all forms of appropriation including mineral location:

- Township 42 S, Range 7 W, Sec. 4, Lots 5, 6, 11, and 12 (140.05 acres)
- Township 43 S, Range 7 W, Sec. 7, NE1/4 (160 acres)
- Township 43 S, Range 7 W, Sec. 14, SE1/4 (160 acres)
- Township 43 S, Range 7 W, Sec. 17, NW1/4, SE1/4SE1/4 (200 acres)
- Township 43 S, Range 8 W, Sec. 13, NW1/4NW1/4 (40 acres)
- Township 43 S, Range 8 W, Sec. 14, NE1/4NE1/4 (40 acres).

The values for which these lands were classified would be reviewed and if they still warrant protection, specific protective withdrawals under FLPMA Section 204 would be obtained prior to the cancellation of the existing classifications.

Existing Withdrawals

LAR-12

Review existing withdrawals on a case-by-case basis. Determine whether the use is consistent with the intent of the withdrawal and whether the withdrawal should be continued, modified, revoked, or terminated.

LAR-13

Manage land becoming unencumbered by withdrawals in a manner consistent with adjacent or comparable public land within the planning area.

New Withdrawals

LAR-14

Limit the size of proposed withdrawals to the minimum acreage consistent with the demonstrated need.

LAR-15

In addition to the 24,591 acres withdrawn, recommend the following areas (9,500 acres) for withdrawal from mineral entry (Map 12):

- Cottonwood Canyon ACEC
- Developed recreation sites
- Suitable “wild” river corridors
- Suitable “scenic” river corridors
- Relict vegetation areas (Diana’s Throne and Elephant Butte).

Existing Classifications and Segregations

LAR-16

Review existing classifications and segregations on a case-by-case basis to determine whether the classification or segregation is appropriate and should be continued, modified, or terminated. A notice of termination and opening order would be published to notify the public when and to what extent the land will be opened, consistent with planning decisions. Land on which a classification or segregation has been terminated would be managed in a manner consistent with adjacent or comparable public land within the planning area.

Areas and Lands Available for Land Tenure Adjustment

LAR-17

Public lands, in order to be considered for any form of land tenure adjustment (including exchanges, in-lieu selections, desert land entries, R&PP, easement acquisitions, etc.), except for FLPMA Section 203 sales, must meet one or more of the following criteria:

- Is in the public interest; accommodates the needs of state, local, or private entities, including for the economy and community growth and expansion; and is in accordance with other land use goals, objectives, and planning decisions
- Results in net gain of important and manageable resource values on public lands such as crucial wildlife habitat, significant cultural sites, high-value recreation areas, high-quality riparian areas, live water, special status species habitat, or areas key to maintenance of productive ecosystems
- Ensures the accessibility of public lands in areas where access is needed and cannot otherwise be obtained
- Is essential to allow effective management of public lands in areas where consolidation of ownership is necessary to meet resource management objectives
- Results in the acquisition of lands that serve a national priority as identified in national policy directives.

LAR-18

Habitat for listed threatened, endangered, and candidate species would be retained in federal ownership unless land tenure adjustments would result in a net increase of habitat. All actions involving listed species or their habitat would result in the proper consultation with USFWS. Land tenure adjustments may be considered with the State of Utah and others after consultation with and concurrence by USFWS.

LAR-19

Retain non-WSA lands with wilderness characteristics in federal ownership where identified to protect, preserve and maintain their wilderness characteristics.

LAR-20

Lands with mining claims could be considered for disposal if the following apply: (1) the new surface owner is the mining claimant, or (2) the new surface owner agrees to accept the surface with the claim encumbrance.

LAR-21

Approximately 6,000 acres of public land would be available for FLPMA Section 203 sales with NEPA compliance and consistent with other decisions in this RMP (Map 13; Appendix 5).

LAR-22

Manage oil and gas with NSO stipulations on R&PP leases. If these sites are no longer required, they would be managed as are adjacent lands.

LAR-23

Give land exchanges with the State of Utah priority consideration to resolve inholdings issues.

LAR-24
As per the Cotter Decision, reasonable access to state lands would be authorized for economic purposes.

Alternative Energy Resource Development (Wind Energy and Solar Energy Development)
LAR-25
Adopt programmatic policies and BMPs in the Wind Energy Development Program identified in Record of Decision for Implementation of a *Wind Energy Development Program and Associated Land Use Plan Amendments (BLM 2005e).*

LAR-26
Consider proposals for ROWs for wind and solar energy development throughout the decision area with the following exceptions:

- Designated wilderness
- WSAs
- ACECs
- Suitable WSR corridors.

Management of Filming Permits
LAR-27
Filming may be authorized throughout the decision area after site-specific NEPA analysis is completed.

Minerals and Energy (MIN)

Goals and Objectives:

- Provide opportunities for mineral exploration, development, and reclamation under the mining and mineral leasing laws (e.g., coal mining, alabaster gypsum), subject to legal requirements to protect other resource values.
- Provide salable and free-use mineral materials to meet local demand through the case-by-case issuance of permits and sale contracts.
- Identify lands available for mineral leasing and development.

Management Actions:

Oil and Gas Leasing

MIN-1

Close public lands or federal mineral estate within incorporated municipalities to mineral leasing in accordance with the Mineral Leasing Act (30 United States Code [U.S.C.] 181 and 43 CFR 3100.0-3(a)(2)(iii) and 3100.0-3(b)(2)(ii)).

MIN-2

Exceptions, waivers, or modifications to stipulations on oil and gas leases and other surface disturbing activities may be considered on a case-by-case basis in accordance with Appendix 3 guidelines.

MIN-3

Manage the following sites as open to leasing subject to major constraints (NSO):

- Cemeteries
- Landfills, existing and closed
- Lands managed under R&PP Act leases
- Developed recreation sites
- Airports
- Federal facilities.

MIN-4

Manage fluid mineral leases as shown on Map 14:

- Open to leasing subject to standard terms and conditions: 95,400 acres
- Open to leasing subject to moderate constraints (seasonal and CSU): 296,200 acres
- Open to leasing subject to major constraints (NSO): 83,400 acres
- Closed to leasing: 79,000 acres.

MIN-5

In accordance with an UDEQ-DAQ letter dated June 6, 2008, (see Appendix 10) requesting implementation of interim nitrogen oxide control measures for compressor engines; BLM will

require the following as a Lease Stipulation and a Condition of Approval for Applications for Permit to Drill:

- All new and replacement internal combustion oil and gas field engines of less than or equal to 300 design-rated horsepower must not emit more than 2 gms of NO_X per horsepower-hour. This requirement does not apply to oil and gas field engines of less than or equal to 40 design-rated horsepower.
- All new and replacement internal combustion oil and gas field engines of greater than 300 design rated horsepower must not emit more than 1.0 gms of NO_X per horsepower-hour.

Geophysical Exploration

MIN-6

Limit vehicular use for necessary tasks, such as geophysical exploration including project survey and layout, to OHV designations. Exceptions may be granted by permit on a case-by-case basis.

MIN-7

Allow geophysical operations consistent with existing regulations and policies and subject to constraints in areas with special designations (WSA, ACEC, WSR segments tentatively classified as “wild” or “scenic”) as determined through site-specific NEPA analysis.

Other Leasable Minerals

MIN-8

Lease geothermal resources consistent with oil and gas leasing stipulations and consistent with other resource objectives.

Areas Unsuitable for Surface Coal Mining

MIN-9

Approximately 35,538 acres (Map 15) are determined to be unsuitable for surface mining and surface operations incident to an underground mine as stated in 43 CFR 3400.0-5(mm) based on the 20 criteria identified in Appendix 6.

MIN-10

Additional areas could be found unsuitable based on site-specific analysis (Appendix 6).

MIN-11

Incorporate erosion control stipulations in mining plans for surface mining disturbance as per Surface Mining Control Reclamation Act regulations.

Locatable Minerals

MIN-12

Allow location, exploration, and development of locatable minerals on public lands except where withdrawn. Evaluate operations for exploration and development in the context of its requirement to prevent unnecessary and undue degradation of other resources.

MIN-13
In addition to the 24,591 acres withdrawn, recommend withdrawing the following areas (9,500 acres) from mineral entry (Map 12):

- Cottonwood Canyon ACEC
- Developed recreation sites
- Suitable “wild” river corridors
- Suitable “scenic” river corridors
- Relict vegetation areas (Diana’s Throne and Elephant Butte).

Mineral Materials
MIN-14
Allow mineral material disposals on a case-by-case basis subject to site-specific environmental analysis excluding the following areas (105,000 acres) (Map 16):

- Cottonwood ACEC
- Relict Vegetation (Diana’s Throne and Elephant Butte)
- WSAs
- Non-WSA lands with wilderness characteristics
- Paria Canyon–Vermilion Cliffs Wilderness area (closed to mineral material disposals by congressional designation)
- Suitable “wild” river corridors
- Suitable “scenic” river corridors
- Developed recreation sites.

MIN-15
Incorporate erosion control and rehabilitation stipulations into mining plans.

Areas of Critical Environmental Concern (ACEC)

Goals and Objectives:

Designate and manage as ACECs areas where special management attention is required to protect and prevent irreparable damage to important historic, cultural, or scenic values; protect fish and wildlife resources or other natural system or processes; or protect life and safety from natural hazards.

Management Actions:

ACEC-1

Include stipulations for permitted actions within the designated ACEC to ensure relevant and important values, resources, processes, systems, and hazards are protected or managed for.

Cottonwood Canyon ACEC Outside of Moquith Mountain WSA

ACEC-2

Designate and manage the 3,800 acres as the Cottonwood Canyon ACEC (Map 17). Manage the relevant and important values as follows:

Scenic:

- Designate as VRM Class II
- Limit OHV use to designated routes
- Open to oil and gas leasing subject to major constraints (NSO)
- Recommend withdrawing from mineral entry
- Close to mineral material disposals.

Cultural:

- Monitor specific sites on a regular basis
- Retain all lands and interests in land in federal ownership
- Work with the School and Institutional Trust Lands Administration (SITLA) to acquire state inholdings.

Hazard/Safety/Public Welfare:

- Close the Water Canyon Allotment (48 AUMs) to livestock grazing in order to protect the Fredonia City Culinary water supply for the life of the plan.

Cottonwood Canyon ACEC Inside Moquith Mountain WSA

ACEC-3

Approximately 2,400 acres (63 percent) of the Cottonwood Canyon ACEC are inside the Moquith Mountain WSA. The relevant and important values in this portion of the ACEC would be managed according to the IMP and the following management prescriptions:

Scenic:

- Designate as VRM Class I
- Limit OHV use to designated routes
- Recommend withdrawing from mineral entry

Cultural:

- For purposes of Cultural Resources: Monitor specific sites on a regular basis
- Retain all lands and interests in land in federal ownership
- Work with the School and Institutional Trust Lands Administration (SITLA) to acquire state inholdings.

Hazard/Safety/Public Welfare:

- Close the Water Canyon Allotment (48 AUMs) to livestock grazing in order to protect the Fredonia City Culinary water supply for the life of the plan.

Wild and Scenic Rivers (WSR)

Goals and Objectives:

Preserve suitable rivers, or segments of rivers, and their immediate environments in their free-flowing condition for the protection of their outstandingly remarkable values (ORV) and for the benefit and enjoyment of present and future generations, giving consideration to other resource values and uses.

Management Actions:

Wild and Scenic Rivers Act Recommendations

WSR-1

Management to protect the river segments would be provided in the following ways:

- Free-flowing values: The free-flowing characteristics of river segments would not be modified to allow stream impoundments, diversions, channelization, and/or rip-rapping to the extent the BLM is authorized under law.
- Outstandingly Remarkable Values: Each river segment would be managed to protect identified ORVs and, to the extent practicable, such values would be enhanced.
- Tentative Classification: Management and development of the river and its corridor would not be modified to the degree that its tentative classification would be affected. A river segment's tentative classification would not be changed due to modification from "wild" to "scenic" or from "scenic" to "recreational."

WSR-2

Protective management would apply to BLM lands within the river corridor, which does not exceed "more than 320 acres of land per mile measured from the ordinary high water mark on both sides of the river" (16 U.S.C. 1274(b)). The corridors may vary on either side of the river and be narrower or wider to protect ORVs, but the total corridor widths may not exceed 320 acres (half of a mile or 2,640 feet wide) per river mile.

WSR-3

Protective interim management of suitable rivers would not involve assertion of federal served water rights.

WSR-4

Manage rivers determined suitable for congressional designation into the National Wild and Scenic Rivers System (NWSRS) in a manner that would protect their ORVs, free-flowing nature, and tentative classification, in accordance with protective management for the river corridors.

WSR-5

Six eligible river segment corridors (Map 18) would be determined suitable for WSR designation (5,530 acres/30 miles), with the tentative classifications of "wild" (4,570 acres/25 miles) or "scenic" (960 acres/5 miles).

North Fork Virgin River—Segment 48-49

WSR-6

Suitable—Wild

Manage the portion of the North Fork Virgin River (segment 48-49) suitable "wild" river segment inside the North Fork WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- According to the IMP
- VRM: Class I
- Recommend for withdrawal from locatable mineral entry
- Motorized Travel: Close to OHV use
- ROW exclusion area.

Manage the portion of the North Fork Virgin River (segment 48-49) suitable "wild" river segment outside the WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- VRM: Class I
- Minerals: Close to oil and gas leasing, recommend for withdrawal from locatable mineral entry, and close to mineral material disposal
- Motorized Travel: Close to OHV use
- ROW exclusion area.

East Fork Virgin River—Segment 37-40a

WSR-7

Suitable—Scenic

Manage the East Fork Virgin River (segment 37-40a) suitable "scenic" river segment inside the Parunuweap WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- According to the IMP
- VRM: Class I
- Recommend for withdrawal from locatable mineral entry
- Motorized Travel: Limit to designated routes
- ROW exclusion area.

East Fork Virgin River—Segment 40a-41

WSR-8

Suitable—Wild

Manage the East Fork Virgin River (segment 40a-41) suitable "wild" river segment inside the Parunuweap WSA to protect the tentative classification and ORVs through the following specific

management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- According to the IMP
- VRM: Class I
- Recommend for withdrawal from locatable mineral entry
- Motorized Travel: Close to OHV use
- ROW exclusion area.

Orderville Gulch (Esplin Gulch)—Segment 44-45

WSR-9

Suitable—Wild

Manage the portion of the Orderville Gulch (Esplin Gulch) (segment 44-45) suitable "wild" river segment inside the Orderville Canyon WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- According to the IMP
- VRM: Class I
- Recommend for withdrawal from locatable mineral entry
- Motorized Travel: Close to OHV use
- ROW exclusion area.

Manage the portion of the Orderville Gulch (Esplin Gulch) (segment 44-45) suitable "wild" river segment outside the Orderville Canyon WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- VRM: Class I
- Minerals: Close to oil and gas leasing, recommend for withdrawal from locatable mineral entry, and close to mineral material disposal
- Motorized Travel: Close to OHV use
- ROW exclusion area.

Meadow Creek/Mineral Gulch—Segment 33-35, 35-38

WSR-10

Suitable—Wild

Manage the portion of the Meadow Creek/Mineral Gulch (segment 33-35, 35-38) suitable "wild" river segment inside the Parunuweap WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- According to the IMP
- VRM: Class I
- Recommend for withdrawal from locatable mineral entry

- Motorized Travel: Close to OHV use
- ROW exclusion area.

Manage the portion of the Meadow Creek/Mineral Gulch (segment 33-35, 35-38) suitable "wild" river segment outside the Parunuweap WSA to protect the tentative classification and ORVs through the following specific management prescriptions (within ¼ mile of each side of the river or the viewshed from the river, whichever is less):

- VRM: Class I
- Minerals: Close to oil and gas leasing, recommend for withdrawal from locatable mineral entry, and close to mineral material disposal
- Motorized Travel: Close to OHV use
- ROW exclusion area.

Paria River—Segment 68-69

WSR-11

Suitable—Wild

ORVs in the Paria River would be preserved through the following management approach (from the Final Arizona Statewide Wild and Scenic Rivers Study Report/Record of Decision [BLM 1997b], which determined eligibility for the Paria River and is carried forward in this document):

- Developed campgrounds, interpretive centers, or administrative headquarters within the river corridor would be prohibited. Simple comfort and convenience facilities would be permitted.
- New electric transmission lines, natural gas lines, water lines, and other ROWs would be prohibited.
- Woodcutting would not be permitted except where needed to clear trails, for visitor safety, or to control fire.
- Livestock grazing would be managed to protect ORVs within the area.
- No new flood control dams, levees, or other water works would be permitted.
- Hydroelectric power facilities would be prohibited.
- All water supply dams and major diversions would be prohibited.
- Construction of new routes for motorized travel would be prohibited.

Management of Suitable Rivers

WSR-12

Allow other activities within the suitable river segment corridors on a case-by-case basis as long as their ORVs, free-flowing nature, and tentative classification would be protected. See BLM Manual-8351, Section 5, for implementation guidance.

Coordination with State Agencies, Federal Agencies, and Tribal Governments

WSR-13

BLM would work with the State of Utah, local and tribal governments, and other federal agencies, in a state-wide study, to reach consensus regarding recommendations to Congress for the inclusion of rivers in the NWSRS. Besides applying consistent criteria across agency

jurisdictions, the joint study would avoid piecemealing of river segments in logical watershed units in the state. The study would evaluate, in detail, the possible benefits and effects of designation on the local and state economies, agricultural and industrial operations and interests, outdoor recreation, natural resources (including the outstandingly remarkable values for which the river was deemed suitable), water rights, water quality, water resource planning, and access to and across river corridors within, and upstream and downstream from the proposed segments(s). Actual designation of river segments would only occur through congressional action or as a result of Secretarial decision at the request of the Governor in accordance with provisions of the Wild and Scenic Rivers Act (the Act). BLM will work with the state, local and tribal governments, and the agencies involved to coordinate its decision-making on wild and scenic river issues and to achieve consistency wherever possible.

WSR-14

BLM recognizes that water resources on most river and stream segments within the State of Utah are already fully allocated. Before stream segments that have been recommended as suitable under this Approved RMP are recommended to Congress for designation, BLM will continue to work with affected local, state, federal, and tribal partners to identify in-stream flows necessary to meet critical resource needs, including values related to the subject segments. Such quantifications would be included in any recommendation for designation. BLM would then seek to jointly promote innovative strategies, community-based planning, and voluntary agreements with water users, under State law, to address those needs.

WSR-15

Should designations occur on any river segment as a result of Secretarial or congressional action, existing rights, privileges, and contracts would be protected. Under Section 12 of the Act, termination of such rights, privileges, and contracts may happen only with the consent of the affected non-federal party. A determination by the BLM of eligibility and suitability for the inclusion of rivers on public lands to the NWSRS does not create new water rights for the BLM. Federal reserved water rights for new components of the NWSRS are established at the discretion of Congress. If water is reserved by Congress when a river component is added to the NWSRS, it would come from water that is not appropriated at the time of designation, in the amount necessary to protect features which led to the river’s inclusion into the system. BLM's intent would be to leave existing water rights undisturbed and to recognize the lawful rights of private, municipal, and state entities to manage water resources under state law to meet the needs of the community. Federal law, including Section 13 of the Act and the McCarren Amendment (43 U.S.C. 666), recognizes state jurisdiction over water allocation in designated streams. Thus, it is BLM's position that existing water rights, including flows apportioned to the State of Utah interstate agreements and compacts, including the Upper Colorado River Compact, and developments of such rights would not be affected by designation or the creation of the possible federal reserved water right. BLM would seek to work with upstream and downstream water users and applicable agencies to ensure that water flows are maintained at a level sufficient to sustain the values for which affected river segments were designated.

Wilderness (DW)

Goals and Objectives:

- Manage for the long-term protection and preservation of the area's wilderness character under a principle of non-degradation. The area's natural condition; opportunities for solitude; opportunities for primitive and unconfined types of recreation; and any ecological, geological, or other features of scientific, educational, scenic, or historical value present would be managed so that they remain unimpaired.
- Manage designated wilderness for the use and enjoyment of visitors in a manner that leaves the area unimpaired for future use and enjoyment as wilderness. The wilderness resource would be a dominant factor in all management decisions where a choice must be made between preservation of wilderness character and visitor use.
- Manage designated wilderness using the minimum tools, equipment, and/or structures necessary to accomplish the objective successfully, safely, and economically. The chosen tools, equipment, or structures would be the ones that least degrade wilderness values temporarily or permanently. Management would seek to preserve spontaneity of use and as much freedom from regulation as possible.
- Manage non-conforming but accepted uses permitted by the Wilderness Act and subsequent laws in a manner that would prevent unnecessary or undue degradation of the area's wilderness character. Non-conforming uses are the exception rather than the rule; therefore, emphasis would be placed on maintaining wilderness character.

Management Actions:

Management of the Paria Canyon–Vermilion Cliffs Wilderness

DW-1

Manage the Paria Canyon–Vermilion Cliffs Wilderness cooperatively with Arizona BLM.

DW-2

Implement the Paria Canyon–Vermilion Cliffs Wilderness Management Plan.

DW-3

The wilderness character of the Paria Canyon–Vermilion Cliffs Wilderness would be protected and enhanced.

DW-4

Maintain the current group size and visitor use limits required for use in Paria Canyon, subject to adaptive management decisions deemed necessary through monitoring and evaluation of resources and social conditions.

DW-5

Restore lands within the wilderness area where ecological integrity is outside the range of natural variability and where compatible with wilderness objectives.

DW-6
Restore ecological functions and structure in wilderness using the minimum requirement standard for BLM wilderness areas and the best mix of chemical, biological, or mechanical means with fire and natural processes.

DW-7
For fire and fuels management, the use of earth-moving equipment must be authorized by the Field Office Manager.

DW-8
Fire management actions will rely on the most effective methods of suppression that are least damaging to wilderness values, other resources, and the environment while requiring the least expenditure of public funds.

DW-9
A resource advisor will be consulted when fire occurs in the wilderness.

DW-10
Use natural processes to restore areas of preexisting human imprints. Where proactive restoration of wilderness conditions is desirable, require the minimum requirement standards; plans to address restoration of preexisting human impacts may be required.

DW-11
Ensure that any change in the landscape is very low.

DW-12
Manage to protect or restore the natural quiet and natural soundscapes of the area.

DW-13
Prohibit all motorized vehicles, motorized equipment, aircraft landing, and other forms of mechanical transport (including mountain bikes and wheeled game carriers). Exceptions may be authorized per the Wilderness Act Section 4(d) when it is:

- Necessary to meet minimum requirements for the administration of the area
- Required in emergencies involving the health and safety of persons within the areas
- For the exercise of a private existing right or other special provision.

Wilderness Study Areas (WSA)

Goals and Objectives:

Manage WSAs in a manner that does not impair their suitability for designation as wilderness. Temporary uses that create no new surface disturbance nor involve permanent placement of structures may be allowed in WSAs on a case-by-case basis.

Management Actions:

WSA Management

WSA-1

Planning decisions in this RMP will not affect the existence of or recommendations on WSAs identified as a result of inventory conducted under Section 603 of FLPMA and awaiting action by Congress. Further, although the formal Section 603 wilderness review process was determined to have expired on October 21, 1993, BLM may and will continue to inventory public lands for resource values including wilderness characteristics on lands that have not been reviewed, or where new information is provided that shows additional inventory is necessary. However, additional Wilderness Study Areas will not be designated through this planning process.

WSA-2

Manage all WSAs according to the IMP (BLM Manual Handbook H-8550-1) until legislation is enacted to either designate the areas as wilderness or release them for uses other than wilderness.

WSA-3

Only Congress can release a WSA from wilderness consideration. Should any WSA, in whole or in part, be released from wilderness consideration, such released lands will be managed in accordance with the goals, objectives, and management prescriptions established in this RMP, unless otherwise specified by Congress in its releasing legislation. BLM will examine proposals in the released areas on a case-by-case basis but will defer all actions that are inconsistent with RMP goals, objectives, and prescriptions until it completes a land use plan amendment. Because any released lands will continue to be managed consistent with the prescriptions identified in this plan unless and until the plan is amended, no separate analysis is required to address impacts to released lands.

WSA-4

Where routes remain available for motorized use within WSAs, such use could continue on a conditional basis. Use of the existing routes in the WSAs (“ways” when located within WSAs) could continue as long as the use of these routes does not impair wilderness suitability, as provided by the IMP (BLM 1995). If Congress designates the area as wilderness, the routes will be closed. In the interim, if use and/or non-compliance are found through monitoring efforts to impair the area’s suitability for wilderness designation, BLM would take further action to limit use of the routes or close them. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.

WSA-5
Designate WSAs as VRM Class I.

OHV Use in WSAs
WSA-6
Manage OHV area designation in WSAs as shown in Table 2 and on Map 9.

Table 2. OHV Area Designations in WSAs

WSA	OHV Designation	Acres
Canaan Mountain	Limited	4,300
Acquired Land Managed as Part of the Canaan Mountain WSA	Limited	600
Moquith Mountain	Closed	400
	Limited	13,800
	Open	1,000
North Fork Virgin River	Closed	200
	Limited	850
Orderville Canyon	Closed	500
	Limited	1,450
Parunuweap Canyon	Closed	6,200
	Limited	24,600

WSA-7
Designate 25.0 miles of inventoried ways in WSAs (Moquith Mountain–8.5 miles; Parunuweap Canyon–15.9 miles; Orderville Canyon–0.6 miles) for OHV use (Map 10) .

Other Designations

Goals and Objectives:

- Coordinate management of National Scenic Byways, Utah Scenic Byways, and Utah Scenic Backways with other agencies and BLM offices, as appropriate.
- Consider impacts on other designations when evaluating all proposed projects.
- Promote the preservation and appreciation of the Old Spanish National Historical Trail for the enjoyment of the American people.

Management Actions:

National and State Scenic Byways and State Scenic Backways

OD-1

Cooperate with state and local authorities to implement the purposes of designation.

Old Spanish National Historic Trail

OD-2

Work with the BLM and National Park Service (NPS) planning team in the development of a comprehensive management plan for the National Historic Trail.

OD-3

Prepare an Activity (Trail) Plan for the Old Spanish National Historic Trail to identify specific on-the-ground actions that would be taken to implement the goals and objectives of the Trail.

Highway 89/20 Segment, Garfield County

OD-4

Work in cooperation with Utah State Parks and Recreation, Garfield County, Old Spanish Trail Association, and the NPS on interpretive and recreation opportunities for this segment:

- Provide interpretive information at appropriate locations (e.g., kiosks, road junctions, Garfield County line)
- Retain public lands in federal ownership
- Limit OHV use to designated routes
- Manage for VRM objectives (VRM Class II in Circleville Canyon and VRM Class III and Class IV elsewhere).

Highway 89 Segment, Kane County

OD-5

Work in cooperation with Utah State Parks and Recreation, Kane County, Old Spanish Trail Association, and the NPS on interpretive and recreation opportunities for this segment:
Provide interpretive information at appropriate locations (e.g., kiosks, road pullouts, Kane County line).

Public Safety (HAZ)

Goals and Objectives:

- The BLM would strive to ensure that human health and safety concerns on public lands remain a major priority.
- Hazardous or potentially hazardous sites and situations, including hazardous materials, hazardous or solid wastes, abandoned mine sites, abandoned well sites, and other potential hazards on public lands would be mitigated or eliminated.
- The potential for intentional or accidental releases of hazardous materials or wastes and solid wastes onto public lands would be minimized or eliminated.

Management Actions:

Management of Abandoned Mine Lands

HAZ-1

In conformance with the BLM's long-term strategies and national policies regarding Abandoned Mine Lands (AML), this RMP recognizes the need to work with our partners toward identifying and addressing physical safety and environmental hazards at all AML sites on public lands. To accomplish this long-term goal, the criteria discussed in the following paragraphs would be established to assist in determining priorities for site and area mitigation and reclamation.

HAZ-2

The criteria that would be used to establish physical safety hazard program priorities are:

- The AML physical safety program's highest priority would be cleaning up those AML sites where (a) a death or injury has occurred; (b) the site is situated on or in immediate proximity to developed recreation sites and areas with high visitor use; and (c) upon formal risk assessment, a high or extremely high risk level is indicated.
- AML would be factored into future recreation management area designations, land use planning assessments, and all applicable use authorizations.
- The site is listed or is eligible for listing in the Abandoned Mine Site Cleanup Module of the Protection and Response Information System.
- AML hazards should be, to the extent practicable, mitigated or remediated on the ground during site development.

HAZ-3

The criteria that would be used to establish water quality-based AML program priorities are:

- The site has identified the watershed as a priority based on (a) one or more water laws or regulations, (b) threat to public health or safety, and (c) threat to the environment.
- The project reflects a collaborative effort with other land management agencies.
- The site is listed or is eligible for listing in the Abandoned Mine Site Cleanup Module of the Protection and Response Information System.
- The project would be funded by contributions from collaborating agencies.

HAZ-4

Maintain the State Multi-Year Work Plan and update as needed to reflect current policies for identifying program physical safety and water quality AML site priorities for reclamation and remediation.

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GLOSSARY

Acquisition. The Bureau of Land Management (BLM) acquires land, easements, and other real property rights when it is in the public interest and consistent with approved land use plans (LUP). The BLM's land acquisition program is designed to (1) improve management of natural resources through consolidation of federal, state, and private lands; (2) increase recreational opportunities, preserve open space, and/or ensure accessibility of public lands; (3) secure key property necessary to protect habitat for threatened and endangered species, promote high-quality riparian areas, and promote biological diversity; (4) preserve archaeological and historical resources; and (5) implement specific acquisitions authorized by Acts of Congress.

Activity Plan. A type of implementation plan (see Implementation Plan); an activity plan usually describes multiple projects and applies best management practices to meet LUP objectives. Examples of activity plans include interdisciplinary management plans, habitat management plans, recreation area management plans, and allotment management plans (from H-1601-1, BLM Land Use Planning Handbook).

Active Use. Livestock grazing term meaning the current authorized use, including livestock grazing and conservation use. Active use may constitute a portion, or all, of permitted use. Active use does not include temporary non-use or suspended use of forage within all or a portion of an allotment (43 Code of Federal Regulations [CFR] 4100.0-5).

Actual Use. Livestock grazing term meaning where, how many, what kind or class of livestock, and how long livestock graze on an allotment or on a portion or pasture of an allotment (43 CFR 4100.0-5).

Administrative Use. Official use related to management and resources of the public lands by federal, state, or local governments or non-official use sanctioned by an appropriate authorization instrument, such as right-of-way (ROW), permit, lease, or maintenance agreement.

Administrative Route. Routes that are limited to administrative (official or authorized) users only.

Administrative Purposes. Administrative use functions involving regular maintenance or operation of facilities or programs.

Air Quality. A measure of the health-related and visual characteristics of the air, often derived from quantitative measurements of the concentrations of specific injurious or contaminating substances. Refers to standards for various classes of land as designated by the Air Pollution Control Act of 1955; Clean Air Act of 1963, as amended; and Air Quality Act of 1967.

All-Terrain Vehicle (ATV). A wheeled or tracked vehicle, other than a snowmobile or work vehicle, designed primarily for recreational use or for the transportation of property or equipment exclusively on undeveloped roads, trails, marshland, open country, or other unprepared surfaces (from BLM National Management Strategy for OHV Use on Public Lands).

Allotment. An area of land designated and managed for livestock grazing (43 CFR 4100.0-5) (from H-4180-1, BLM Standards for Rangeland Health).

Allotment Management Plan (AMP). A document prepared in consultation with the grazing lessees or permittees involved that applies to livestock operations on the public lands and that (1) prescribes the manner in and extent to which livestock operations will be conducted to meet the multiple-use, sustained-yield, economic, and other needs and objectives as determined for the lands by the Secretary concerned; (2) describes the type, location, ownership, and general specifications for the range improvements to be installed and maintained on the lands to meet the livestock grazing and other objectives of land management; and (3) contains such other provisions relating to livestock grazing and other objectives found by the Secretary concerned to be consistent with the provisions of this Act and other applicable law (from Federal Land Policy and Management Act [FLPMA], Title 43, Chapter 35, Subchapter I 1702(k)).

Animal Unit Month (AUM). A standardized measurement of the amount of forage necessary for the sustenance of one cow unit or its equivalent for 1 month (about 800 pounds of usable air-dried forage).

Appropriate Management Response (AMR). The response to a wildland fire based on an evaluation of risks to firefighter and public safety; the circumstances under which the fire occurs, including weather and fuel conditions; natural and cultural resource management objectives; protection priorities; and values to be protected. The evaluation also must include an analysis of the context of the specific fire within the overall local area, geographic area, or national wildland fire situation.

Areas of Critical Environmental Concern (ACEC). Areas within the public lands in which special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values; fish and wildlife resources; or other natural systems or processes or to protect life and safety from natural hazards (from FLPMA, Title 43, Chapter 35, Subchapter I 1702(a)).

Assessment. The act of evaluating and interpreting data and information for a defined purpose (from H-1601-1, BLM Land Use Planning Handbook).

Authorized Officer. A federal employee who has the delegated authority to make a specific decision.

Avoidance Area. Areas with sensitive resources and/or values where ROWs and Section 302 permits, leases, and easements would be strongly discouraged. Authorizations made in avoidance areas would have to be compatible with the purpose for which the area was designated and not be otherwise feasible on lands outside the avoidance area.

Backcountry. A recreation setting classification characterized by a naturally appearing landscape with human modifications not readily noticeable, small areas with limited evidence of surface or vegetative disturbances, and little or no evidence of primitive roads or motorized use. Small, isolated structures may be present. Contains some primitive trails made of native materials (e.g., log bridges and carved wooden signs).

Backcountry Byways. Vehicle routes that traverse scenic corridors using secondary or backcountry road systems. National backcountry byways are designated by the type of road and vehicle needed to travel the byway.

Benefits-Based Recreation. A management framework, philosophy, or approach to providing recreation and trail resources, facilities, and programs that focuses on identifying the economic, environmental, and social benefits to target recreation users. This management approach builds on existing activity, facility, or demographic group orientations but focuses on the outcomes or changes in the target groups.

Best Management Practices (BMP). A suite of techniques that guide or may be applied to management actions to aid in achieving desired outcomes. BMPs are often developed in conjunction with LUPs, but they are not considered an LUP decision unless the LUP specifies that they are mandatory. The practices may be updated or modified without a plan amendment if they are not mandatory (from H-1601-1, BLM Land Use Planning Handbook).

Big Game. Indigenous ungulate wildlife species that are hunted (e.g., elk, deer, bison, bighorn sheep, and pronghorn).

Biological Assessment (BA). The document prepared by or under the direction of the BLM concerning listed and proposed species and designated and proposed critical habitat that may be present in the action area. The document contains the BLM's determination of potential effects of the action on such species and habitat. BAs are required for formal consultations and conferences on "major construction projects." They are recommended for all formal consultations and formal conferences and many informal consultations in which a written evaluation of the effects of an action on listed or proposed species and on designated or proposed critical habitat is needed (from M-6840, Special Status Species Manual).

Biological Opinion (BO). The document that includes (1) the U.S. Fish and Wildlife Service's (USFWS) and/or National Marine Fisheries Service's (NMFS) opinion as to whether or not a federal action is likely to jeopardize the continued existence of listed species or to result in the destruction or adverse modification of designated critical habitat; (2) a summary of information on which the opinion is based; and (3) a detailed discussion of the effects of the action on listed species or designated critical habitat. Depending on the determination of jeopardy or non-jeopardy, the BO may contain reasonable and prudent alternatives, a statement of anticipated take of listed animals, and conservation recommendations for listed plants (from M-6840, Special Status Species Manual).

Candidate Species. Taxa for which the USFWS has sufficient information on their status and threats to support proposing the species for listing as endangered or threatened under the Endangered Species Act (ESA) but for which issuance of a proposed rule is currently precluded by higher priority listing actions. Separate lists for plants, vertebrate animals, and invertebrate animals are published periodically in the Federal Register (from M-6840, Special Status Species Manual).

Casual Use. Any short-term non-commercial activity ordinarily resulting in no or negligible disturbance of the public lands, resources, or improvements. Casual use generally includes

surveying, marking routes, and data collection. It also includes collecting of geochemical, rock, soil, or mineral specimens using hand tools, hand panning, and non-motorized sluicing. It also generally includes use of metal detectors, gold spears, and other battery-operated devices for sensing the presence of minerals, and hand and battery-operated dry-washers. Casual use excludes the use of mechanized earth-moving equipment, truck-mounted drilling equipment, suction dredges, and motorized vehicles in areas designated as closed to off-highway vehicles (OHV), chemicals, or explosives. It also excludes occupancy or operations in which the cumulative effects of the activities result in more than negligible disturbance.

Cherry-Stemming. Drawing the boundaries of a special management area to exclude the acreage and disturbance of a road/way.

Class of Livestock. Livestock grazing term meaning the ages and/or sex groups of a kind of livestock (43 CFR 4100.0-5).

Closed. Generally denotes that an area is unavailable for a particular use or uses; refers to specific definitions found in law, regulations, or policy guidance for application to individual programs. For example, 43 CFR 8340.0-5 sets forth the specific meaning of “closed” as it relates to OHV use, and 43 CFR 8364 defines “closed” as it relates to closure and restriction orders (from H-1601-1, BLM Land Use Planning Handbook).

Code of Federal Regulations (CFR). The official codification of the current, general, and permanent regulations of Federal Government activities.

Collaboration. A cooperative process in which interested parties, often with widely varied interests, work together to seek solutions with broad support for managing public and other lands (from H-1601-1, BLM Land Use Planning Handbook).

Collaborative Partnerships or Collaborative Stewardship. Refers to people working together, sharing knowledge and resources, to achieve desired outcomes for public lands and communities within statutory and regulatory frameworks (from H-1601-1, BLM Land Use Planning Handbook).

Conformance. Means that a proposed action shall be specifically provided for in the LUP or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved LUP (from H-1601-1, BLM Land Use Planning Handbook).

Conservation Agreement. A formal written document agreed to by USFWS and/or NMFS and another federal agency, state agency, local government, or the private sector to achieve the conservation of candidate species or other special status species through voluntary cooperation. It documents the specific actions and responsibilities for which each party agrees to be accountable. The objective of a conservation agreement is to reduce threats to a special status species or its habitat. An effective conservation agreement may lower species’ listing priority or eliminate the need for listing (from M6840, Special Status Species Manual).

Conservation Strategy. A strategy outlining current activities or threats that are contributing to the decline of a species, along with the actions or strategies needed to reverse or eliminate such a decline or threats. Conservation strategies are generally developed for species of plants and

animals that are designated as BLM-sensitive species or that USFWS or National Oceanic and Atmospheric Administration (NOAA) Fisheries have determined to be federal candidates under the ESA (from H-1601-1, BLM Land Use Planning Handbook).

Consistency. Means that the proposed LUP does not conflict with officially approved plans, programs, and policies of tribes, other federal agencies, and state and local governments (to the extent practical within federal law, regulation, and policy) (from H-1601-1, BLM Land Use Planning Handbook).

Cooperating Agency. Assists the lead federal agency in developing an Environmental Assessment (EA) or Environmental Impact Statement (EIS). The Council on Environmental Quality (CEQ) regulations implementing the National Environmental Policy Act of 1969 (NEPA) define a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA (40 CFR 1501.6). Any federal, state, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency (from H-1601-1, BLM Land Use Planning Handbook).

Council on Environmental Quality. An advisory council to the President of the United States established by NEPA. It reviews federal programs to analyze and interpret environmental trends and information.

Critical Habitat. (1) The specific areas within the geographical area currently occupied by a species, at the time it is listed in accordance with ESA, on which are found those physical or biological features (i) essential to the conservation of the species and (ii) that may require special management considerations or protection, and (2) specific areas outside the geographical area occupied by a species at the time it is listed upon determination by the USFWS and/or NMFS that such areas are essential for the conservation of the species. Critical habitats are designated in 50 CFR 17 and 226. The constituent elements of critical habitat are those physical and biological features of designated or proposed critical habitat essential to the conservation of the species (from M6840, Special Status Species Manual).

Crucial Value Habitat. Any particular range or habitat component that directly limits a community, population, or subpopulation to reproduce and maintain itself at a certain level over the long term. Such habitat includes sensitive use areas that, because of limited abundance and/or unique qualities, constitute irreplaceable critical requirements for high-interest wildlife. It may also include highly sensitive habitats, including fragile soils that have little or no reclamation potential. Restoration or replacement of these habitats may not be possible. Examples include the most crucial (critical) summer and/or winter range or concentration areas; critical movement corridors; breeding and rearing complexes; spawning areas; developed wetlands; Class 1 and 2 streams, lakes, ponds, or reservoirs; and riparian habitats critical to high-interest wildlife.

Crucial Winter Range. The portion of the winter range to which a wildlife species is confined during periods of heaviest snow cover.

Cryptobiotic Crust. Biological communities that form a surface layer or crust on some soils. These communities consist of cyanobacteria (blue-green bacteria), micro fungi, mosses, lichens, and green algae and perform many important functions, including fixing nitrogen and carbon,

maintaining soil surface stability, and preventing erosion. Cryptobiotic crusts also influence the nutrient levels of soils and the status and germination of plants in the desert. These crusts are slow to recover after severe disturbance.

Cultural Resource or Cultural Property. A definite location of human activity, occupation, or use identifiable through field inventory (survey), historical documentation, or oral evidence. The term includes archaeological, historic, or architectural sites, structures, or places with important public and scientific uses, and may include definite locations (sites or places) of traditional cultural or religious importance to specified social and/or cultural groups. Cultural resources are concrete, material places and things that are located, classified, ranked, and managed through the system of identifying, protecting, and using for public benefit described in this manual series (from M-8100-1, BLM Cultural Resources Management).

Cultural Resource Inventory Classes. (See BLM Manual, Section 8110.21.) Class I: Existing Data Inventory. A study of published and unpublished documents, records, files, registers, and other sources, resulting in analysis and synthesis of all reasonably available data. Class I inventories encompass prehistoric, historic, and ethnological/sociological elements and are in large part chronicles of past land uses. They may have major relevance to current land use decisions. Class II: Sampling Field Inventory. A statistically based sample survey designed to help characterize the probable density, diversity, and distribution of archaeological properties in a large area by interpreting the results of surveying limited and discontinuous portions of the target area. Class III: Intensive Field Inventory. A continuous, intensive survey of an entire target area aimed at locating and recording all archaeological properties that have surface indications by walking close-interval parallel transects until the area has been thoroughly examined. Class III methods vary geographically, conforming to the prevailing standards for the region involved (from M-8100-1, BLM Cultural Resources Management).

Cumulative impact. The impact on the environment resulting from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time (from H-1790-1, BLM NEPA Handbook).

Designated Roads and Trails. Specific roads and trails identified by the BLM (or other agencies) where some type of motorized vehicle use is appropriate and allowed either seasonally or yearlong (from H-1601-1, BLM Land Use Planning Handbook).

Dispersed or Extensive Recreation. Recreation activities of an unstructured type that are not confined to specific locations or dependent on recreation sites. Example of these activities may be hunting, fishing, off-road vehicle use, hiking, and sightseeing.

Disposal. Transfer of public land out of federal ownership to another party through sale, exchange, Recreation and Public Purposes (R&PP) Act, Desert Land Entry, or other land law statutes.

Disruptive Activities. Activities that preclude basic life functions for a species. These activities could result in individuals leaving a currently used area; increased stress on the individual; and/or not breeding, young abandonment, or aberrant behavior.

Easement. An interest in land entitling the owner or holder, as a matter or right, to enter upon land owned by another party for a particular purpose.

Eligibility. Qualification of a river for inclusion into the National Wild and Scenic Rivers System through the determination (professional judgment) that it is free-flowing and, with its adjacent land area, possesses at least one river-related value considered to be outstandingly remarkable (from M-8351, BLM WSR Policy and Program).

Endangered Species. Any species that is in danger of extinction throughout all or a significant portion of its range (from M6840, Special Status Species Manual).

Environmental Assessment (EA). (a) A concise public document for which a federal agency is responsible that serves to (1) briefly provide sufficient evidence and analysis for determining whether to prepare an EIS or a finding of no significant impact, (2) aid an agency's compliance with NEPA when no EIS is necessary, and (3) facilitate preparation of an EIS when one is necessary. (b) Shall include brief discussions of the need for the proposal, alternatives as required by Section 102(2)(E), environmental impacts of the proposed action and alternatives, and a listing of agencies and persons consulted (from H-1790-1, BLM NEPA Handbook).

Environmental Impact Statement (EIS). A detailed statement prepared by the responsible official in which a major federal action that significantly affects the quality of the human environment is described, alternatives to the proposed action provided, and effects analyzed (from BLM National Management Strategy for OHV Use on Public Lands).

Ephemeral Stream. A stream that flows only in direct response to precipitation and whose channel is at all times above the water table. Ephemeral streams generally do not flow continuously for more than 30 days and generally have more robust upland vegetation than that found outside of the ephemeral riparian-wetland area (U.S. Department of the Interior [USDOI] 1998).

Exclusion Area. Areas with sensitive resources and/or values where ROWs and Section 302 permits, leases, and easements would not be authorized.

Executive Order (EO). An EO is a presidential directive with the force of law. It does not need congressional approval. The Supreme Court has upheld EOs as valid either under the general constitutional grant of executive powers to the President or if authority for it was expressly granted to the President by the Congress. Congress can repeal or modify an EO by passing a new law; however, it must be signed by the President or overridden by his veto.

Extensive Recreation Management Area (ERMA). A public lands unit identified in LUPs containing all acreage not identified as a Special Recreation Management Area (SRMA). Recreation management actions within an ERMA are limited to only those of a custodial nature.

Facies. A lateral or vertical variation in the lithologic or paleontologic characteristics of a geologic formation that differs as a group from that elsewhere in the same formation. It is caused by or reflects a change in the depositional environments (Stokes 1986; Skinner & Porter 1992).

Federal Lands. As used in this document, lands owned by the United States, without reference to how the lands were acquired or what federal agency administers the lands. The term includes mineral estates or coal estates underlying private surface, but excludes lands held by the United States in trust for Indians, Aleuts, or Eskimos (see also Public Land).

Federal Land Policy and Management Act (FLPMA) of 1976. Public Law 94-579, October 21, 1976, often referred to as BLM's "Organic Act," which provides the majority of BLM's legislated authority, policy direction, and basic management guidance (from BLM National Management Strategy for OHV Use on Public Lands).

Federal Register. A daily publication that reports Presidential and federal agency documents (from BLM National Management Strategy for OHV Use on Public Lands).

Fire Management Plan. A strategic implementation-level plan that defines a program to manage wildland fire, fuel reduction, and fire rehabilitation based on an area's approved Resource Management Plan (RMP). Fire Management Plans must address a full range of fire management activities that support ecosystem sustainability, values to be protected, protection of firefighter and public safety, public health, and environmental issues. The plans must be consistent with resource management objectives and activities of the area.

Fiscal Year. The Federal Government's annual accounting period that begins on October 1 and ends on September 30 of the following calendar year.

Fluid Minerals. Oil, gas, coalbed natural gas, and geothermal resources.

Forage. Vegetation of all forms available and of a type used for animal consumption.

Fragile Soils. Soils with intrinsic properties and in areas that make them especially susceptible to erosion. These properties include high salt concentrations, very fine textures, shallow depths, and steep slopes (more than 30%).

Front Country. A recreation setting classification characterized by a setting on or near improved roads but away from highways that includes moderate evidence of human modification that generally harmonizes with the surrounding natural landscape. Surface and vegetative modifications are common. Structures, including small reservoirs, powerlines, and microwave installations, are generally scattered, remaining visually subordinate. Recreation facilities (e.g., campsites, restrooms, trails, and interpretive signs) are generally small and rustic.

Functioning at Risk. (1) Condition in which vegetation and soil are susceptible to losing their ability to sustain naturally functioning biotic communities. Human activities, past or present, may increase the risks (Rangeland Reform Final Environmental Impact Statement at 26). (2) Uplands or riparian-wetland areas that are properly functioning, but in which a soil, water, or vegetation attribute makes them susceptible to degradation and lessens their ability to sustain natural biotic communities. Uplands are particularly at risk if their soils are susceptible to

degradation. Human activities, past or present, may increase the risks (Rangeland Reform Draft Environmental Impact Statement Glossary). See also Properly Functioning Condition and Nonfunctioning Condition (from H-4180-1, BLM Standards for Rangeland Health).

Geographic Information System (GIS). A system of computer hardware, software, data, people, and applications that capture, store, edit, analyze, and graphically display a potentially wide array of geospatial information (from H-1601-1, BLM Land Use Planning Handbook).

Goal. A broad statement of a desired outcome; usually not quantifiable and may not have established time frames for achievement (from H-1601-1, BLM Land Use Planning Handbook).

Guideline. A practice, method, or technique determined to be appropriate to ensure that standards can be met or that significant progress can be made toward meeting the standard. Guidelines are tools such as grazing systems, vegetative treatments, or improvement projects that help managers and permittees to achieve standards. Guidelines may be adapted or modified when monitoring or other information indicates the guideline is not effective, or a better means of achieving the applicable standard becomes appropriate (from H-4180-1, BLM Standards for Rangeland Health).

Habitat. The place where an organism (plant or animal) lives. There are four major divisions of habitat, namely, terrestrial, freshwater, estuarine, and marine (from M6840, Special Status Species Manual).

Habitat Management Plan (HMP). An officially approved activity plan for a specific geographic area of public land. An HMP identifies wildlife habitat and related objectives, defines the sequence of actions to be implemented to achieve the objectives, and outlines procedures for evaluating accomplishments.

Heritage Tourism. A form of recreation that involves experiencing the settings, activities, and people that represent the past and present experiences, stories, and peoples. It may include historic, cultural, and natural resources and may be dispersed, self-guided, or tour-guided in any recreational setting.

High-Value Habitat. Any particular habitat that sustains a community, population, or subpopulation. It includes intensive use areas that because of relative wide distribution do not constitute crucial (Utah Division of Wildlife Resources [UDWR] critical) values but are highly important to high-interest wildlife. It may also include moderately sensitive habitats of high-interest species that have low reclamation potential. Class 3 streams, lakes, ponds, or reservoirs. Reconstruction or enhancement of these areas may be possible, but should be avoided if not possible. Examples include less crucial (critical) but more widely distributed summer and/or winter ranges, important feeding areas, areas of high wildlife diversity and/or density of high-interest species, natural wetlands, and all other riparian areas.

Hydrology. The science dealing with the properties, distribution, and circulation of water.

Impacts (or Effects). Environmental consequences (the scientific and analytical basis for comparison of alternatives) as a result of a proposed action. Effects may be either direct, which are caused by the action and occur at the same time and place, or indirect, which are caused by

the action and are later in time or farther removed in distance, but are still reasonably foreseeable, or cumulative (from BLM National Management Strategy for OHV Use on Public Lands).

Implementation Decisions. Decisions that take action to implement LUP decisions; generally appealable to the Interior Board of Land Appeals under 43 CFR 4.410 (from H-1601-1, BLM Land Use Planning Handbook).

Implementation Plan. A sub-geographic or site-specific plan written to implement decisions made in an LUP. Implementation plans include activity plans and project plans (they are types of implementation plans) (from H-1601-1, BLM Land Use Planning Handbook).

Indian Tribe (or tribe). Any Indian group in the conterminous United States that the Secretary of the Interior recognizes as possessing tribal status (listed periodically in the Federal Register) (from H-1601-1, BLM Land Use Planning Handbook).

Indicators. Components of a system whose characteristics (presence or absence, quantity, distribution) are used as an index of an attribute (e.g., rangeland health attribute) that are too difficult, inconvenient, or expensive to measure (Interagency Technical Reference 1734-8, 2000) (from H-4180-1, BLM Standards for Rangeland Health).

Interdisciplinary Team. Staff specialists representing identified skill and knowledge needs working together to resolve issues and provide recommendations to an authorized officer (from H-4180-1, BLM Standards for Rangeland Health).

Intermittent or Seasonal Stream. A stream that flows only at certain times of the year when it receives water from springs or from some surface source such as melting snow in mountainous areas. Generally, intermittent streams flow continuously for periods of at least 30 days and usually have visible vegetation or physical characteristics reflective of permanent water influences, such as the presence of cottonwoods (USDOI 1998).

Land Tenure Adjustments. Ownership or jurisdictional changes are referred as “Land Tenure Adjustments.” To improve the manageability of BLM lands and improve their usefulness to the public, the BLM has numerous authorities for “repositioning” lands into a more consolidated pattern, disposing of lands, acquiring lands, and entering into cooperative management agreements. These land pattern improvements are completed primarily through the use of land exchanges, but also through land sales, land acquisitions, jurisdictional transfers to other agencies, and the use of cooperative management agreements and leases.

Land Use Allocation. The identification in a LUP of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the decision area, based on desired future conditions (from H-1601-1, BLM Land Use Planning Handbook).

Land Use Plan (LUP). A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of LUP-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed. The term includes RMPs and Management Framework Plans (MFP) (from H-1601-1, BLM Land Use Planning Handbook).

Land Use Plan Amendment. The process for considering or making changes in the terms, conditions, and decisions of approved RMPs or MFPs. Usually only one or two issues are considered that involve only a portion of the decision area (from H-1601-1, BLM Land Use Planning Handbook).

Land Use Plan Decision. Establishes desired outcomes and actions needed to achieve them. Decisions are reached using the planning process in 43 CFR 1600. When they are presented to the public as proposed decisions, they can be protested to the BLM Director. They are not appealable to the Interior Board of Land Appeals (from H-1601-1, BLM Land Use Planning Handbook).

Lease. An authorization or contract by which one party conveys the use of property to another party in return for rental payments. FLPMA Section 302 provides BLM's authority to issue leases for the use, occupancy, and development of the public lands. Leases are also authorized under the R&PP Act for an established or definitely proposed project for which there is a reasonable timetable of development and satisfactory development and management plans (43 CFR 2741.5). Leases are issued for purposes such as communication sites, parks, and other recreational facilities. The regulations establishing procedures for the processing of these leases are found in 43 CFR 2920 and 2740.

Lease Stipulation. A modification of the terms and conditions on a lease form at the time of the lease sale.

Leaseable Minerals. Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920, as amended. They include coal, phosphate, asphalt, sulphur, potassium, sodium minerals, oil, and gas.

Lek. An assembly area where birds, especially Greater sage-grouse, carry on display and courtship behavior.

Limited. An area restricted at certain times, in certain areas, and/or to certain vehicular use. These restrictions may be of any type, but can generally be accommodated within the following type of categories: numbers of vehicles, types of vehicles, time or season of vehicle use, permitted use only, use on existing roads and trails, use on designated routes, and other restrictions (from BLM National Management Strategy for OHV Use on Public Lands).

Limited-Value Habitat. Habitat that is abundant and not essential to sustain a community, population, or subpopulation. Occasional use areas that are either sparsely populated or that show sporadic or unpredictable use by high-interest wildlife. These areas have limited reclamation potential. Wildlife may be displaced due to the common occurrence of these habitats. Examples include yearlong deer range of low habitat quality; Class 5 and 6 streams, lakes, ponds, or reservoirs; and low-quality habitat in juxtaposition to areas of higher wildlife values.

Locatable Minerals. Minerals subject to exploration, development, and disposal by staking mining claims as authorized by the Mining Law of 1872, as amended. This includes deposits of gold, silver, and other uncommon minerals not subject to lease or sale.

Low-Value Habitat. Habitat that is abundant and not essential to sustain a community, population, or subpopulation.

Management Decision. A decision made by the BLM to manage public lands. Management decisions include LUP decisions and implementation decisions (from H-1601-1, BLM Land Use Planning Handbook).

Management Opportunities. A component of the analysis of the management situation and actions or management directions that could be taken to resolve issues or management concerns.

Middle Country. A recreation setting classification characterized by a naturally setting landscape except for obvious primitive roads, with subtle human modifications, small areas with limited evidence of surface or vegetative disturbances, and evidence of primitive roads or motorized use. Small, isolated structures may be present. Contains maintained and marked trails, simple trailhead developments, improved signs, and very basic toilets.

Mineral. A naturally formed chemical element or compound having a definite chemical composition and, usually, a characteristic crystal form. A mineral is generally considered to be inorganic, although organic compounds are classified as minerals by some (American Geological Institute 1974). The term is also sometimes informally used to refer to resources such as oil, gas, coal, and stone that are derived from the earth.

Mineral Entry. The filing of a claim on public land to obtain the right to any locatable minerals it may contain.

Mineral Materials. Materials such as sand and gravel and common varieties of stone, pumice, pumicite, and clay that are not obtainable under the mining or leasing laws, but that can be acquired under the Materials Act of 1947, as amended.

Mining Claim. A parcel of land that a miner takes and holds for mining purposes, having acquired the right of possession by complying with the Mining Law and local laws and rules. A mining claim may contain as many adjoining locations as the locator may make or buy. There are four categories of mining claims: lode, placer, millsite, and tunnel site.

Mitigation. A method or process by which impacts from actions may be made less injurious to the environment through appropriate protective measures. 40 CFR 1508.20 further defines mitigation as (1) avoiding the impact altogether by not taking a certain action or parts of an action; (2) minimizing an impact by limiting the degree or magnitude of the action and its implementation; (3) rectifying the impact by repairing, rehabilitating, or restoring the affected environment; (4) reducing or eliminating the impact over time by preservation and maintenance; and (5) compensating for the impact by replacing or providing substitute resources or environments.

Monitoring (Plan Monitoring). The process of tracking the implementation of LUP decisions and collecting and assessing data/information necessary to evaluate the effectiveness of land use planning decisions (from H-1601-1, BLM Land Use Planning Handbook).

Multiple Use. The management of the public lands and their various resource values so that they are used in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including but not limited to recreation; range; timber; minerals; watershed; wildlife and fish; and natural scenic, scientific, and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output (from FLPMA, Title 43 Chapter 35, Subchapter I 1702[c]).

National Environmental Policy Act of 1969. NEPA establishes policy, sets goals (Section 101), and provides means (Section 102) for carrying out the policy. Section 102(2) contains “action-forcing” provisions to make sure that federal agencies act according to the letter and spirit of the Act. The President, federal agencies, and the courts share responsibility for enforcing the Act so as to achieve the substantive requirements of Section 101.

National Register. The National Register of Historic Places, expanded and maintained by the Secretary of the Interior, as authorized by Section 2(b) of the Historic Sites Act and Section 101(a)(1)(A) of the National Historic Preservation Act (NHPA). The National Register lists cultural properties found to qualify for inclusion because of their local, state, or national significance. Eligibility criteria and nomination procedures are found in 36 CFR 60. The Secretary’s administrative responsibility for the National Register is delegated to the National Park Service (from M-8100-1, BLM Cultural Resources Management).

National Wild and Scenic River System. A system of nationally designated rivers and their immediate environments that have outstandingly remarkable values such as; scenic, recreational, geologic, fish and wildlife, historic, cultural, and other similar values and are preserved in a free-flowing condition. The system consists of three river classifications: (1) “recreational”—rivers or sections of rivers that are readily accessible by road or railroad and that may have some development along their shorelines and may have undergone some impoundments or diversion in the past; (2) “scenic”—rivers or sections of rivers free of impoundments with shorelines or watersheds still largely undeveloped but accessible in places by roads; and (3) “wild”—rivers or sections of rivers free of impoundments and generally inaccessible except by trails, with watersheds or shorelines essentially primitive and waters unpolluted. All rivers or river segments in these classifications must possess at least one outstandingly remarkable value that is river related.

Naturalness. Lands and resources exhibit a high degree of naturalness when affected primarily by the forces of nature and where the imprint of human activity is substantially unnoticeable. The BLM has authority to inventory, assess, and/or monitor the attributes of the lands and resources on public lands, which taken together are an indication of an area’s naturalness. These attributes may include the presence or absence of roads and trails, fences, and other improvements; the nature and extent of landscape modifications; the presence of native vegetation communities; the

resemblance to pre-European settlement condition; and the connectivity of habitats (from IM-2003-275, Change 1, Considerations of Wilderness Characteristics in LUP, Attachment 1).

No Surface Occupancy. A fluid minerals leasing constraint that prohibits occupancy or disturbance on all or part of the lease surface to protect special values or uses. Lessees may exploit the fluid mineral resources under the leases restricted by this constraint through use of directional drilling from sites outside the area.

Noxious Weed. A plant species designated by federal or state law as generally possessing one or more of the following characteristics: aggressive and difficult to manage; parasitic; a carrier or host of serious insects or disease; or non-native, new, or not common to the United States.

Objective. A description of a desired condition for a resource. Objectives can be quantified and measured and, where possible, have established time frames for achievement (from H-1601-1, BLM Land Use Planning Handbook).

Off-Highway Vehicle (OHV). Any motorized vehicle capable of or designed for travel on or immediately over land, water, or other natural terrain, excluding (1) any non-amphibious registered motorboat; (2) any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; (3) any vehicle whose use is expressly authorized by the authorized officer or otherwise officially approved; (4) vehicles in official use; and (5) any combat or combat support vehicle when used for national defense (from H-1601-1, BLM Land Use Planning Handbook).

Official Use. Use by an employee, agent, or designated representative of the Federal Government or one of its contractors in the course of his or her employment, agency responsibilities, or representation (from BLM National Management Strategy for OHV Use on Public Lands).

Old-Growth. Old-growth forests are ecosystems distinguished by old trees and related structural features. Old-growth encompasses the later stages of stand development that typically differ from earlier stages in several ways including tree size; accumulations of large dead, woody material; number of canopy layers; species composition; and ecosystem function (from BLM IM-2005-110).

Open. Generally denotes that an area is available for a particular use or uses. Refer to specific program definitions found in law, regulations, or policy guidance for application to individual programs (from H-1601-1, BLM Land Use Planning Handbook). For example, 43 CFR 8340.0-5 defines the specific meaning of “open” as it relates to OHV use as “an area where all types of vehicle use is permitted at all times, anywhere in the area subject to the operating regulations and vehicle standards set forth in” 43 CFR 8341 and 8342 (43 CFR 8340.0-5(f)).

Outstandingly Remarkable Values (ORV). Values among those listed in Section 1(b) of the Wild and Scenic Rivers Act: “scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values.” Other similar values that may be considered include ecological, biological or botanical, paleontological, hydrological, scientific, or research values (from M-8351, BLM WSR Policy and Program).

Perennial Stream. A stream that flows continuously. Perennial streams are generally associated with a water table in the localities through which they flow.

Permit. A short-term, revocable authorization to use public lands for specific purposes, FLPMA Section 302 provides the BLM's authority to issue permits for the use, occupancy, and development of the public lands. Permits are issued for purposes such as commercial or non-commercial filming, advertising displays, commercial or non-commercial croplands, apiaries, harvesting of native or introduced species, temporary or permanent facilities for commercial purposes (does not include mining claims), residential occupancy, construction equipment storage sites, assembly yards, oil rig stacking sites, mining claim occupancy if the residential structures are not incidental to the mining operation, and water pipelines and well pumps related to irrigation and non-irrigation facilities. The regulations establishing procedures for the processing of these permits are found in 43 CFR 2920.

Permitted Use. The forage allocated by or under the guidance of an applicable LUP for livestock grazing in an allotment under a permit or lease, and that is expressed in AUMs (43 CFR 4100.0-5) (from H-4180-1, BLM Standards for Rangeland Health).

Plan of Operations. A plan for mining exploration and development that an operation must submit to the BLM for approval when more than 5 acres a year will be disturbed or when an operator plans to work in an area of critical environmental concern or a wilderness area. A Plan of Operations must be submitted for any new operation that began after January 20, 2001, and that has production, regardless of acreage disturbed. A Plan of Operations must document in detail all actions that the operator plans to take from exploration through reclamation.

Planning Criteria. The standards, rules, and other factors developed by managers and interdisciplinary teams for their use in forming judgments about decision-making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions (from H-1601-1, BLM Land Use Planning Handbook).

Potential Natural Community (PNC). The biotic community that would become established if all successional sequences were completed without interference by man under the present environmental conditions. Natural disturbances are inherent in development. PNCs can include naturalized non-native species (BLM 2001a).

Prescribed Fire. Any fire ignited by management action to meet specific objectives. A written approved prescribed fire plan must exist, and NEPA requirements must be met prior to ignition (from H-9214-1, BLM Prescribed Fire Management Handbook).

Primitive. A recreation setting classification characterized by a setting that is essentially an unmodified natural environment with extremely rare evidence of surface or vegetative disturbances. Trails may be present and suited for wilderness use. Structures are small and extremely rare. Enforcement presence is very rare.

Primitive and Unconfined Recreation. Those activities that provide dispersed, undeveloped recreation which do not require facilities or motorized equipment (from BLM Manual 8560, Section 08, Subsection A).

Project Plan. A type of implementation plan (see Implementation Plan). A project plan typically addresses individual projects or several related projects. Examples of project plans include prescribed burn plans, trail plans, and recreation site plans (from H-1601-1, BLM Land Use Planning Handbook).

Proper Functioning Condition (PFC). (1) An element of the Fundamentals of Rangeland Health for watersheds, and therefore a required element of state or regional standard and guidelines under 43 CFR 4180.2(b). (2) A condition in which vegetation and ground cover maintain soil conditions that can sustain natural biotic communities. For riparian areas, the process of determining function is described in BLM Technical Reference (TR) 1737-9. (3) Riparian-wetland areas are functioning properly when adequate vegetation, landform, or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bed load, and aid floodplain development; improve floodwater retention and groundwater recharge; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity. The functioning condition of riparian-wetland areas is influenced by geomorphic features, soil, water, and vegetation. (4) Uplands function properly when the existing vegetation and ground cover maintain soil conditions capable of sustaining natural biotic communities. The functioning condition of uplands is influenced by geomorphic features, soil, water, and vegetation. See also, Nonfunctioning Condition and Functioning at Risk (from H-4180-1, BLM Standards for Rangeland Health).

Proposed Species. Species that have been officially proposed for listing as threatened or endangered by the Secretary of the Interior. A proposed rule has been published in the Federal Register (from M6840, Special Status Species Manual).

Public Land. Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM without regard to how the United States acquired ownership, except lands located on the Outer Continental Shelf and land held for the benefit of Indians, Aleuts, and Eskimos (from H-1601-1, BLM Land Use Planning Handbook).

Range Improvement. An authorized physical modification or treatment designed to improve production of forage; change vegetation composition; control patterns of use; provide water; stabilize soil and water conditions; and restore, protect, and improve the condition of rangeland ecosystems to benefit livestock, wild horses and burros, and fish and wildlife. The term includes, but is not limited to structures, treatment projects, and use of mechanical devices or modifications achieved through mechanical means (43 CFR 4100.0-5) (from H-4180-1, BLM Standards for Rangeland Health).

Rangeland. A kind of land on which the native vegetation, climax, or natural potential consists predominantly of grasses, grasslike plants, forbs, or shrubs. Rangeland includes lands revegetated naturally or artificially to provide a non-crop plant cover that is managed like native vegetation. Rangeland may consist of natural grasslands, savannahs, shrublands, most deserts, tundra, alpine communities, coastal marshes, and wet meadows (from H-4180-1, BLM Standards for Rangeland Health).

Recreation and Public Purposes Act. The R&PP Act provides for the lease and sale of public lands determined valuable for public purposes. The objective of the R&PP Act is to meet the needs of state and local government agencies and non-profit organizations by leasing or conveying public land required for recreation and public purpose uses. Examples of uses made of R&PP lands are parks and greenbelts, sanitary landfills, schools, religious facilities, and camps for youth groups. The Act provides substantial cost-benefits for land acquisition and provides for recreation facilities or historical monuments at no cost.

Recreation Management Zones (RMZ). Subunits within a SRMA managed for distinctly different recreation products. Recreation products are comprised of recreation opportunities, the natural resource and community settings within which they occur, and the administrative and service environment created by all affecting recreation-tourism providers, within which recreation participation occurs (from H-1601-1, BLM Land Use Planning Handbook).

Recreation River. A Wild and Scenic River Tentative Classification that applies to those rivers or sections of rivers readily accessible by road or railroad that may have some development along their shorelines and that may have undergone some impoundment or diversion in the past and possess at least one river-related outstandingly remarkable value.

Relict Plant Community. A remnant or fragment of the vegetation of an area that remains from a former period when the vegetation was more widely distributed.

Resource Management Plan (RMP). A BLM planning document, prepared in accordance with FLPMA Section 202, that presents systematic guidelines for making resource management decisions. An RMP is based on an analysis of an area's resources, its existing management, and its capability for alternative uses. RMPs are issue oriented and developed by an interdisciplinary team with public participation.

Resource Use Level. The level of use allowed within an area, based on the desired outcomes and land use allocations in the LUP. Targets or goals for resource use levels are established on an areawide or broad watershed level in the LUP. Site-specific resource use levels are normally determined at the implementation level, based on site-specific resource conditions and needs as determined through resource monitoring and assessments (from H-1601-1, BLM Land Use Planning Handbook).

Right-of-Way (ROW). The public lands authorized to be used or occupied for the construction, operation, maintenance, and termination of a project, pursuant to a ROW authorization.

Riparian Area. A form of wetland transition between permanently saturated wetlands and upland areas. A riparian area is defined as an area of land directly influenced by permanent (surface or subsurface) water. Riparian areas exhibit vegetation or physical characteristics that reflect the influence of permanent surface or subsurface water. Typical riparian areas include lands along, adjacent to, or contiguous with perennially and intermittently flowing rivers and streams, hanging gardens, and areas surrounding seeps and springs. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

Rural. A recreation setting classification characterized by a substantially modified natural setting with culturally modified landscapes constantly in view. The setting may include pastoral,

agricultural landscapes. Surface and vegetative modifications are typical, and constructed roads and highways are present. Structures are readily apparent and may include small dominant clusters, including campgrounds, group shelters, boat launches, and exhibits.

Salable Minerals. Common variety minerals on the public lands, such as sand and gravel, which are used mainly for construction and are disposed of by sales or special permits.

Scenic Backways. Paved or unpaved routes that have roadsides or corridors of special aesthetic, cultural, or historic value in more remote, less visited locations. The corridor may contain outstanding scenic vistas, unusual geologic features, or other intrinsic qualities such as cultural, historic, natural, recreational, and archaeological values. Scenic Backways can be designated at either the state level or by the BLM during the land use planning process.

Scenic Byways. Highway routes that have roadsides or corridors of special aesthetic, cultural, or historic value. The corridor may contain outstanding scenic vistas, unusual geologic features, or other intrinsic qualities such as cultural, historic, natural, recreational, and archaeological values. Scenic Byways can be designated at either the state or the federal level.

Scenic Quality. The relative worth of a landscape from a visual perception point of view.

Scenic River. A Wild and Scenic River Tentative Classification that applies to those rivers or sections of rivers that is free of impoundments and whose shorelines are largely undeveloped but accessible in places by roads and possess at least one river-related outstandingly remarkable value.

Scoping. An early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action. This involves the participation of affected federal, state, and local agencies and any affected Indian tribe, proponent of the action, and other interested persons unless there is a limited exception under 40 CFR 1507.3I.

Section 7 Consultation. The requirement of Section 7 of the ESA that all federal agencies consult with USFWS or NMFS if a proposed action may affect a federally listed species or its critical habitat.

Section 106 Compliance. The requirement of NHPA Section 106 that any project funded, licensed, permitted, or assisted by the Federal Government be reviewed for impacts to significant historic properties and that the State Historic Preservation Officer and the Advisory Council on Historic Preservation be allowed to comment on a project.

Sensitive Soils. Soils that have a high wind or water erosion hazard, are difficult to reclaim or restore due to physical and chemical properties (e.g., high salt or gypsum concentrations, high rock content, or low available water), or that are more susceptible to impacts and damage due to high water tables (hydric or wetland/riparian soils) or very fine surface textures. Information used to identify sensitive soils includes soils surveys, ecological site descriptions, local monitoring records, and research studies.

Sensitive Species. Those species designated by a State Director, usually in cooperation with the state agency responsible for managing the species and state natural heritage programs, as

sensitive. They are those species that (1) could become endangered in or extirpated from a state or within a significant portion of its distribution; (2) are under status review by USFWS and/or NMFS; (3) are undergoing significant current or predicted downward trends in habitat capability that would reduce a species' existing distribution; (4) are undergoing significant current or predicted downward trends in population or density such that federal listed, proposed, or candidate or state listed status may become necessary; (5) typically have small and widely dispersed populations; (6) inhabit ecological refugia or other specialized or unique habitats; or (7) are state listed but which may be better conserved through application of BLM sensitive species status (from M6840, Special Status Species Manual).

Significant. An effect that is analyzed in the context of the proposed action to determine the degree or magnitude of importance of the effect, whether beneficial or adverse. The degree of significance can be related to other actions with individually insignificant but cumulatively significant impacts.

Special Recreation Management Area (SRMA). A public lands unit identified in LUPs to direct recreation funding and personnel to fulfill commitments made to provide specific, structured recreation opportunities (i.e., activity, experience, and benefit opportunities). The BLM recognizes three distinct types of SRMAs: destination, community, and undeveloped (from H-1601-1, BLM Land Use Planning Handbook).

Special Status Species. Includes proposed species, listed species, and candidate species under the ESA; state-listed species; and BLM State Director-designated sensitive species (see BLM Manual 6840, Special Status Species Policy) (from H-1601-1, BLM Land Use Planning Handbook).

Solitude. The state of being alone or remote from habitations; isolation; a lonely, unfrequented, or secluded place. The emphasis is on the opportunities a person has to avoid the sights, sounds, and evidence of other people within a particular area (from BLM Manual 8560, Section 08, Subsection A).

Standard. A description of the physical and biological conditions or degree of function required for healthy, sustainable lands (e.g., Land Health Standards). To be expressed as a desired outcome (goal) (from H-1601-1, BLM Land Use Planning Handbook).

State Listed Species. Species listed by a state in a category implying but not limited to potential endangerment or extinction. Listing is either by legislation or regulation (from M6840, Special Status Species Manual).

Strutting Ground. An area used by Greater sage-grouse in early spring for elaborate, ritualized courtship displays (see also Lek).

Substantial Value Habitats. Any particular habitat that is common or of intermediate importance. Existence areas are used regularly by high-interest wildlife, but are moderate levels with little or no concentrated use. These areas may also include moderately sensitive habitats of high-interest species with moderate reclamation potential. Wildlife uses may be displaced in response to development. Examples include extensive summer and/or winter ranges receiving regular use

well below carrying capacity having little potential for increase due to other limiting factors; Class 4 streams, lakes, ponds, or reservoirs; and areas of moderate habitat quality.

Suppression. All the work of extinguishing or containing a fire, beginning with its discovery.

Surface Disturbance. Greater than casual use actions created through mechanized or mechanical means that would cause soil mixing and result in alteration or removal of soil and vegetation, exposing the mineral soil to erosive processes to the extent that reclamation may be required. These actions may include the use of mechanized earth-moving equipment; truck-mounted drilling equipment; geophysical exploration; vehicle travel off routes in areas designated as limited or closed to OHV use; placement of surface facilities such as utilities, pipelines, structures, and oil and gas wells; new road construction; and use of pyrotechnics, explosives, and hazardous chemicals. Surface disturbing activities would not include livestock grazing, low-impact vegetation management tools (e.g., bullhog, hand thinning, or Dixie harrow), cross-country hiking, driving on designated routes, and scientific excavation and/or mitigation of limited scope approved by the Field Office Manager.

Surface Occupancy. Placement or construction on the land surface (either temporary or permanent) for more than 14 days requiring continual service or maintenance. Casual use is not included.

Suspended Use. Temporarily withheld use that is shown on a grazing permit, but is not available for active use because of a decision issued by the Authorized Officer or by agreement.

Take. Harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or attempt to engage in any such conduct. The term applies only to fish and wildlife (from M6840, Special Status Species Manual).

Threatened Species. Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range (from M6840, Special Status Species Manual).

Timing Limitation (Seasonal Restriction). A fluid minerals leasing constraint that prohibits surface use during specified time periods in order to protect identified resource values. The constraint does not apply to the operation and maintenance of production facilities unless analysis demonstrates that such constraints are needed and that less stringent, project-specific constraints would be insufficient.

Total Maximum Daily Load (TMDL). An estimate of the total quantity of pollutants (from all sources including point, non-point, and natural) that may be allowed into waters without exceeding applicable water quality criteria (from H-1601-1, BLM Land Use Planning Handbook).

Undertaking. A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; those requiring a federal permit, license, or approval; and those subject to state or local regulation administered pursuant to a delegation or approval by a federal agency.

Unsuitability Criteria. Criteria of the federal coal management program by which lands may be assessed as unsuitable for all or certain stipulated methods of coal mining (43 CFR 3461.5).

Utility. A service provided by a public utility, such as electricity, telephone, or water.

Valid Existing Rights. Legal "rights" or interest that are associated with a land or mineral estate and that cannot be divested from the estate until that interest expires or is relinquished. Lands within the decision area are subject to various authorizations, some giving "rights" to the holders and some of which could be construed as providing valid but lesser interests. Valid existing rights are established by various laws, leases, and filings under federal law.

Mineral: Authorizations for activities on existing mineral leases and mining claims are governed by valid existing rights. Valid existing rights vary from case to case with respect to oil and gas leases, mineral leases, and mining claims, but generally involve rights to explore, develop, and produce within the constraints of laws, regulations, and policies at the time the lease/claim was established or authorized.

Non-Mineral: There are other situations, unrelated to minerals, in which the BLM has authorized some use of public land or has conveyed some limited interest in public land. The authorization may be valid and existing and may convey some "right" or interest. Many ROWs, easements, and leases granted on public land are in this category. These types vary from case to case, but the details of each one are specified in the authorizing document. Valid and existing authorizations of this type would continue to be allowed subject to the terms and conditions of the authorizing document.

RS 2477: Some government entities may have a valid existing right to an access route under Revised Statute (RS) 2477, Act of June 26, 1866, ch. 262, §8, 14 Stat. 251 (codified as amended at 43 U.S.C. 932 until repealed in 1976 by FLPMA, Public Law 94-579, Section 706(a), Stat. 2744, 2793 [1976]), which granted "the ROW for the construction of highways over public lands, not reserved for public uses."

Access: The presence of non-federal land and resources within the decision area has implications because owners of non-federal land or mineral rights surrounded by public land are entitled to reasonable access to their land or resources (State of Utah v Andrus, 1979). Reasonable access is defined as access that the Secretary of the Interior deems adequate to secure the owner reasonable use and enjoyment of the non-federal land. Such access is subject to rules and regulations governing the administration of public land. In determining reasonable access, the BLM has discretion to evaluate and would consider such things as proposed construction methods and location, reasonable alternatives, and reasonable terms and conditions as are necessary to protect the public interest and resources of the decision area.

Other: There are a variety of other land use authorizations that do not involve the granting of legal "rights" or interests. Outfitter and guide permits are an example. These permits authorize certain uses of public land for a specified time, under certain conditions, without conveying a right, title, or interest in the land or resources used. If at any time it is determined that an outfitter and guide permit, other such permit, or any activities under those permits are not consistent with the approved RMP, then the authorization would be adjusted, mitigated, or revoked where

legally possible. Grazing permits are also in this category. Grazing permits or leases convey no right, title, or interest in the land or resources used. Other applicable laws and regulations govern changes to existing grazing permits and levels of livestock grazing.

Visual Resources. The visible physical features of a landscape (topography, water, vegetation, animals, structures, and other features) that constitute the scenery of an area.

Visual Resource Management (VRM). The inventory and planning actions taken to identify visual values and establish objectives for managing those values, and the management actions taken to achieve the visual management objectives.

Visual Resource Management Classes. VRM classes define the degree of acceptable visual change within a characteristic landscape. A class is based on the physical and sociological characteristics of any given homogeneous area and serves as a management objective. There are four classes. Each class has an objective that prescribes the amount of change allowed in the characteristic landscape, as described below.

Class I: The objective for VRM Class I is to preserve the existing character of the landscape. This class provides for natural ecological changes; it does not preclude very limited management activity. The level of change to the characteristic landscape should be very low and must not attract attention.

Class II: The objective for VRM Class II is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.

Class III: The objective for VRM Class III is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention but should not dominate the view of the casual observer. Any changes should repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.

Class IV: The objective for VRM Class IV is to provide for management activities that require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location; minimal disturbance; and repeating the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.

Visual Sensitivity Levels. Measures of public concern (e.g., high, medium, or low) for the maintenance of scenic quality.

Water Quality. The chemical, physical, and biological characteristics of water with respect to its suitability for a particular use.

Watershed. The fifth level of the hydrologic unit delineation system. A watershed is coded with 10 numerical digits, and watersheds range in size from 40,000 to 250,000 acres (Subcommittee on Spatial Water Data 2000) (from H-4180-1, BLM Standards for Rangeland Health).

Watershed Health. Watersheds are in or making significant progress toward properly functioning physical condition, including their upland, riparian-wetland, and aquatic components; soil and plant conditions support infiltration, soil moisture storage, and the release of water that are in balance with climate and landform and maintain or improve water quality, water quantity, and timing and duration of flow (BLM 1997a).

Way. A trace maintained solely by the passage of vehicles which has not been improved and/or maintained by mechanical means to ensure relatively regular and continuous use (from H-8550-1, Interim Management Policy for Lands Under Wilderness Review).

Wild River. A Wild and Scenic River Tentative Classification that applies to those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted and possess at least one river-related outstandingly remarkable value. These represent vestiges of primitive America.

Wilderness. A congressionally designated area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, that is protected and managed to preserve its natural conditions and that (1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is large enough to make practical its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historic value.

Wilderness Characteristics. Features of the land associated with the concept of wilderness that specifically deal with naturalness and opportunities for solitude and primitive unconfined recreation. These characteristics may be considered in land use planning when BLM determines that those characteristics are reasonably present, of sufficient value (condition, uniqueness, relevance, importance) and need (trend, risk), and are practicable to manage (from IM-2003-275, Change 1, Considerations of Wilderness Characteristics in LUP, Attachment 1).

Wilderness Study Area (WSA). Areas that have been inventoried and found to have wilderness characteristics as described in FLPMA Section 603 and Section 2(c) of the Wilderness Act of 1964. These areas are under study for possible inclusion as a Wilderness Area in the National Wilderness Preservation System.

Wildfire: An unplanned, unwanted wildland fire including unauthorized human-caused fires, escaped wildland fire use events, escaped prescribed fire projects, and all other wildland fires where the objective is to put the fire out.

Wilding. A plant growing uncultivated in the wild either as a native or an escape. Specifically, the collection of such whole live plants.

Wildland Fire. Any fire, regardless of ignition source, that is burning outside of a prescribed fire and any fire burning on public lands or threatening public land resources, where no fire prescription standards have been prepared (from H-1742-1, BLM Emergency Fire Rehabilitation Handbook).

Wildland Fire Use. The management of naturally ignited wildland fires to accomplish specific pre-stated resource management objectives in pre-defined geographic areas outlined in Fire Management Plans.

Wildland-Urban Interface (WUI). The line, area, or zone in which structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

Withdrawal. Removal or withholding an area of federal land from settlement, sale, location, or entry, under some or all of the general land laws, for the purpose of limiting activities under those laws in order to maintain other public values in the area or reserving the area for a particular public purpose or program; or transferring jurisdiction over an area of federal land, other than “property” governed by the Federal Property and Administrative Services Act, as amended (40 U.S.C. 472), from one department, bureau, or agency to another department, bureau, or agency (from FLPMA, Title 43, Chapter 35, Subchapter I 1702(j)).

Woodland. A forest community occupied primarily by non-commercial species such as juniper, pinyon pine, mountain mahogany, or quaking aspen groves; all western juniper forestlands are considered woodlands because juniper is classified as a non-commercial species.

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