

APPENDIX M

BLM WILDERNESS CHARACTERISTICS REVIEW

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WILDERNESS CHARACTERISTICS REVIEW

Update of 1999 Wilderness Inventory Area (WIA) Findings

Name of Area to be Reviewed: **Jack Canyon**

BLM Field Office(s) Affected: **Price Field Office**

Date(s) of Field Office Review: **January thru May 2007**

Background

In January of 2007, Utah BLM directed those field offices that are currently under going land use plan revisions to update non WSA wilderness inventories so that wilderness characteristics can be fully considered in planning efforts.

The Price Field Office has taken this opportunity to revisit the 1999 Utah Wilderness Inventory findings for Jack Canyon Wilderness Inventory Area where surface disturbing activities or other impacts to wilderness characteristics have been known to have occurred since the conclusion of the inventory.

UPDATE

A field office interdisciplinary team review of the Jack Canyon WIA was undertaken because of known and proposed oil and gas activity in the vicinity of Sage Brush Flat and Peters Point. As of May of 2007 additional gas well pads, roads and facilities have been established to access a state land inholding in section 2, T.13 S., R. 16 E. More facilities are planned. Much of this area is within the Peters Point Federal Oil and Gas Exploratory Unit. The leases within this unit have existed since the 1950's and have been developed. After many years of intermittent activity the current owner of the leases (the Bill Barrett Corporation) has embarked on an aggressive development scenario. To further that development the *West Tavaputs Plateau Drilling Program, Carbon and Duchesne Counties, Utah* (EA# UT-070-2004-28) analyzed and authorized wells and facilities within the Jack Canyon WIA (see Figure 3.5, attached, from that EA). Additional development is being analyzed in the *West Tavaputs Plateau Natural Gas Full Field Development Plan* (EIS# UT-070-05-055) which is being drafted, at this time. Review for the development of proposed access roads for that purpose has disclosed the presence of a road ROW (U40096) which was issued in 1983 for oil and gas facilities. Further research identified another ROW (U40133) that had been issued for the same area earlier in 1978 for non energy uses.

The presence (not withstanding the development and maintenance) of those ROWs effectively forms a boundary splitting the WIA in two. The 1,465 acre area south of the ROWs (and the JC 101 well pad; T.12 S., R. 16 E., Sec. 33:SESW) is contiguous to the Jack Canyon WSA on the east end. A portion of the ROW (U40133) separates the WSA from the WIA for several miles on the south, along Jack Canyon Ridge, but ends on a

point above the canyon. This portion retains wilderness characteristics to a large degree. Approximately 2000 acres north of the ROW (which is located in the bottom of a tributary north of Jack Creek) lacks wilderness characteristics because of the roads, wells and facilities. Such as two roads which accesses the SITLA parcel (described above). They affect naturalness and the opportunities for primitive recreation and solitude. It no longer meets the size criteria, nor would it be manageable for wilderness values given the development that is occurring and planned. Had that information been fully appreciated at the time of the 1999 inventory (and subsequent revision in January 2002) the area in question between Sagebrush Flat and the tributary of Jack Creek would not have been considered for inclusion in the WIA. This update corrects that oversight.

CONCLUSION

The WIA, as described in January 2002, contained 3,331 acres. This review illustrates why an over looked ROW, a SITLA parcel and 2,035 acres of public land north of a tributary of Jack Creek (which lack wilderness characteristics) was incorrectly included in that revision. 1,465 acres retains wilderness characteristics. A map showing the area retained as a WIA and that portion found to lack wilderness characteristics is part of this report.

FILES AND OTHER DOCUMENTATION CONSIDERED IN THIS REVIEW

August 2006 aerial photos: NAIP2006_Carb.sid
Master Title Plats
Cedar Ridge Canyon 7.5' USGS Topographical Map
1999 Utah Wilderness Inventory
Price Field Office Revision to 1999 Utah Wilderness Inventory (January 2002)
Jack Canyon Wilderness Inventory Area Supplementary File (May 2007)
EA# UT-070-2004-28 -*West Tavaputs Plateau Drilling Program, Carbon and Duchesne Counties, Utah* (Map - Figure 3.5)
EIS# UT-070-05-055 - *West Tavaputs Plateau Natural Gas Full Field Development Plan*

ATTACHMENTS

Jack Canyon WCR Findings Map (.pdf)

Field Office Personnel involved in review:

Tom Gnojek; Outdoor Recreation Planner

Jack Wood; GIS Specialist

Don Stephens; Minerals Specialist

Mike Robinson; Realty Specialist

State Office review:

Dave Mermejo; Wilderness Specialist, Utah State Office

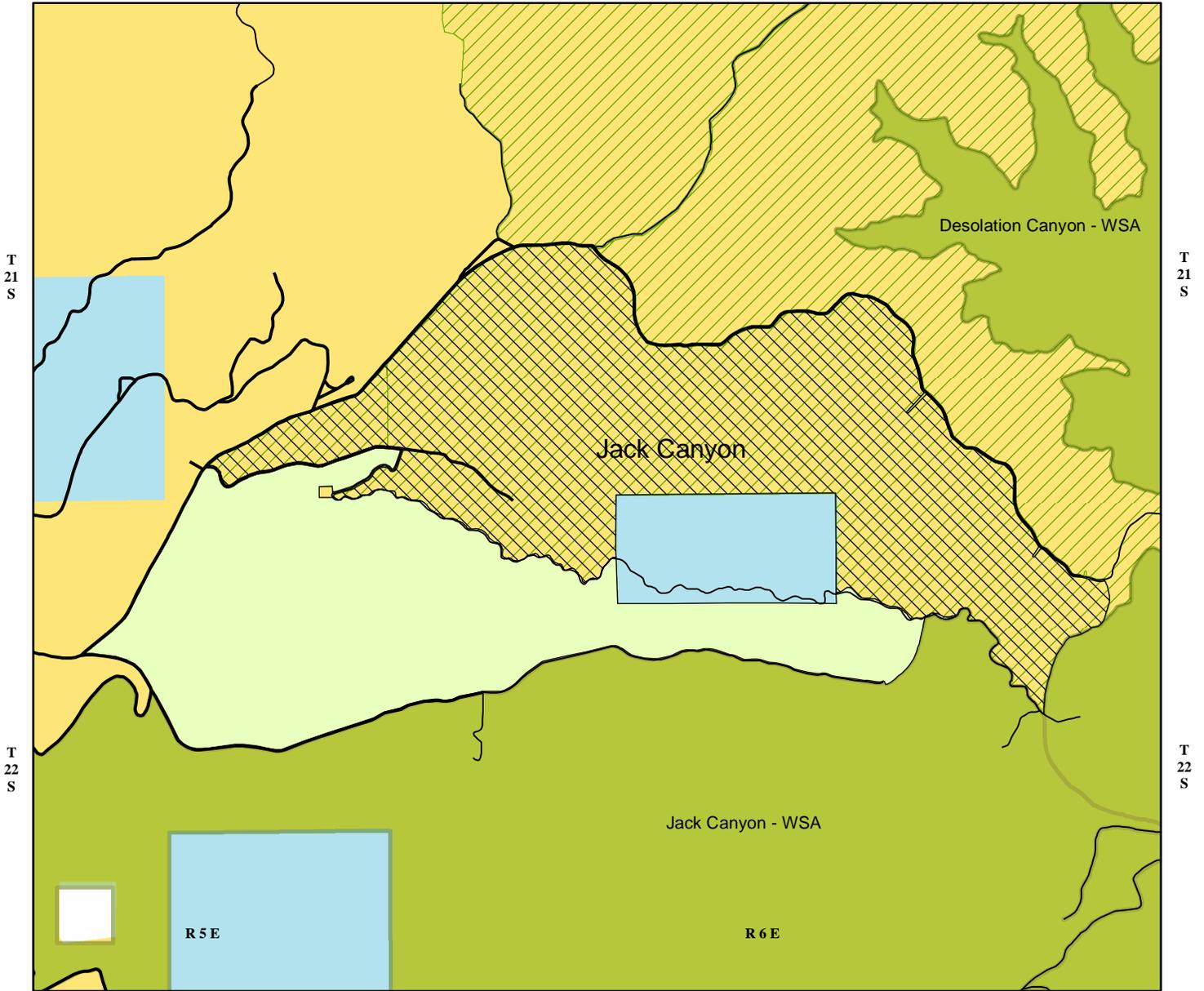
Field Office Manager s/RBankert **Date** 7/5/2007.

R 5 E

R 6 E

Jack Canyon

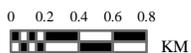
State of Utah



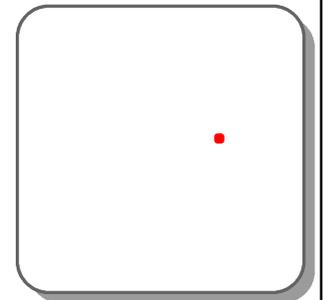
Jack Canyon WCR Findings

- | | | | | |
|---------------------------|-----------------------------|--|--|-------------------------------|
| Class 1 Primary Route | Class 4 Secondary Road | Bureau of Land Management (BLM) | USFW Wilderness Area | Private |
| Class 2 Secondary Route | Class 5 Unimproved Road | BLM Wilderness Area | Indian Reservation (IR) | Bankhead-Jones Land Use Lands |
| Cloverleaf or interchange | Other | US Forest Service (USFS) | IR Wilderness Area | Water |
| Class 3 Primary Road | Jack Canyon FINDINGS | USFS Wilderness Area | Military Reservations and Corps of Engineers | |
| | No Wilderness Character | National Park Service (NPS) | State | |
| | Wilderness Character | NPS Wilderness Area | State Parks and Recreation | |
| | Wilderness | US Fish & Wildlife (USFW) National Wildlife Refuge | State Wildlife Reserve/Management Area | |
| | Wilderness Study Area (WSA) | | | |
| | WC_VALUES | | | |
| | Wilderness Character | | | |

1:44,418



United States Department of the Interior
 Bureau of Land Management
 Utah BLM Price Field Office
 Map created on Feb 09, 2007



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WILDERNESS CHARACTERISTICS REVIEW

Update of 1999 Wilderness Inventory Area (WIA) Findings

Name of Area to be Reviewed: **Desolation Canyon**

BLM Field Office(s) Affected: **Price Field Office**

Date(s) of Field Office Review: **January thru May 2007**

Background

In January of 2007, Utah BLM directed those field offices that are currently under going land use plan revisions to update non WSA wilderness inventories so that wilderness characteristics can be fully considered in planning efforts.

The Price Field Office has taken this opportunity to revisit the *1999 Utah Wilderness Inventory* findings for Desolation Canyon Wilderness Inventory Area where surface disturbing activities or other impacts to wilderness characteristics have been known to have occurred since the conclusion of the inventory.

UPDATE

A field office interdisciplinary team review of the Desolation Canyon WIA was undertaken because of known oil and gas activity in the vicinity of Cedar Ridge, Sage Brush Flat and Peters Point. As of May of 2007 additional gas wells and facilities have been established throughout the West Tavaputs Plateau, that are affecting this established WIA. Generally, within the following townships: T. 12 & 13 S., R. 16 & 17 E. More facilities are planned. Much of this area is within the Peters Point Federal Oil and Gas Exploratory Unit. The leases within this unit have existed since the 1950's and have been developed. After many years of intermittent activity the current owner of the leases (the Bill Barrett Corporation) has embarked on an aggressive development scenario. To further that development the *West Tavaputs Plateau Drilling Program, Carbon and Duchesne Counties, Utah*, EA# UT-070-2004-28 (WTPDP EA) analyzed and authorized the expansion of existing wells, pads and facilities within the Desolation Canyon WIA (see Figure 3.5, attached, from that EA). Additional development is being analyzed in the *West Tavaputs Plateau Natural Gas Full Field Development Plan*, EIS# UT-070-05-055 (WTP EIS) which is being drafted, at this time.

The exact acreage of new, expanded or upgraded pads, wells, pipelines, access roads and other facilities associated with field development within the WIA has been in flux for the past 3 years and will continue to change depending on the applications for permits to drill (APDs), sundry notices and ROWs that are approved and subsequently developed. Approximately 7000 acres of the Jack Canyon and Desolation Canyon WIAs are found within the project area. Under the reasonable foreseeable developments (RFDs) analyzed in the WTP EA, approximately 37 acres were anticipated to be impacted by surface

disturbing activities within both units by 2009. Monitoring and oversight of this development has not quantified the exact acreage affected, to date. This development will affect naturalness directly for as long as the facilities remain and effective reclamation has become established, which maybe as long as another 50+ years. As drilling and well completion activities continue the associated traffic will affect opportunities for primitive recreation and solitude, in the short term beyond the acres described above.

The proposed action for the WTP EIS is looking at even more development over a 10-30 year period, but that will not be fully quantifiable until completion of that NEPA process. By no means is it anticipated that every acre will be affected, but it will continue to change the landscape as a whole, over the anticipated active life of the project and beyond.

The presence of fluid mineral leases within the WIA was known at the time of the inventory. The current scenario for development was not known, or not fully anticipated. Subsequently additional leases were offered for sale within the WIA. That practice has ceased due to a recent court ruling. This review anticipates those lease developments to the extent possible.

New Off Highway Vehicle (OHV) trails are being pioneered in some places where the area remains "Open" to unrestricted vehicle use. Specifically, this activity has been detected in the area adjacent to the road accessing Horse Bench and Nine Mile Creek near where Carbon, Duchesne and Uintah counties meet. The acreage affected is minimal and has not been estimated, at this time, as only short spur trails have been detected.

CONCLUSION

The Desolation Canyon WIA, as revised in January 2002, contained 86,453 acres. An estimate of approximately 10 acres will be used for this review to represent what actually may have been affected within the Desolation Canyon WIA and therefore now lacks wilderness characteristics. The vast majority of the remaining 86,443 acres retains its wilderness characteristics. A map showing that area retained as a WIA and that portion likely to lack wilderness characteristics is part of this report (note: These locations and acreage will continue to expand as long as lease rights are being exercised).

FILES AND OTHER DOCUMENTATION CONSIDERED IN THIS REVIEW

August 2006 aerial photos: NAIP2006_Carb.sid

Master Title Plats

Cedar Ridge Canyon 7.5' USGS Topographical Map

1999 Utah Wilderness Inventory

Price Field Office Revision to 1999 Utah Wilderness Inventory (January 2002)

NEPA Documents

Environmental Assessments:

- # UT-070-2004-28 -*West Tavaputs Plateau Drilling Program, Carbon and Duchesne Counties, Utah* (Map - Figure 3.5)
- #UT-070-2000-66 & #UT-070-2001-05 - *Wasatch Oil & Gas Peter's Point 3A*
- #UT-2001-28 – *Wasatch Oil & Gas Peter's Point #36-2, #36-3 & #36-4*
- #UT-070-99-22 - *Development of the Lila Canyon Project* (Maps; Plate III & III-A)

Section 390 Categorical Exclusions:

- #UT-070-2006-015 –*Peter's Point Unit Federal 7-12D-13-16*
- #UT070-2007-42 –*Well #3-36-12-16*
- #UT070-2007-43 –*Well #6-35D-12-16*

ATTACHMENTS

- Desolation Canyon WCR Findings Map (.pdf)
- Staff Report of February 24, 2005 documenting gas drilling impacts
- Staff Report of June 5, 2007 documenting OHV impacts.

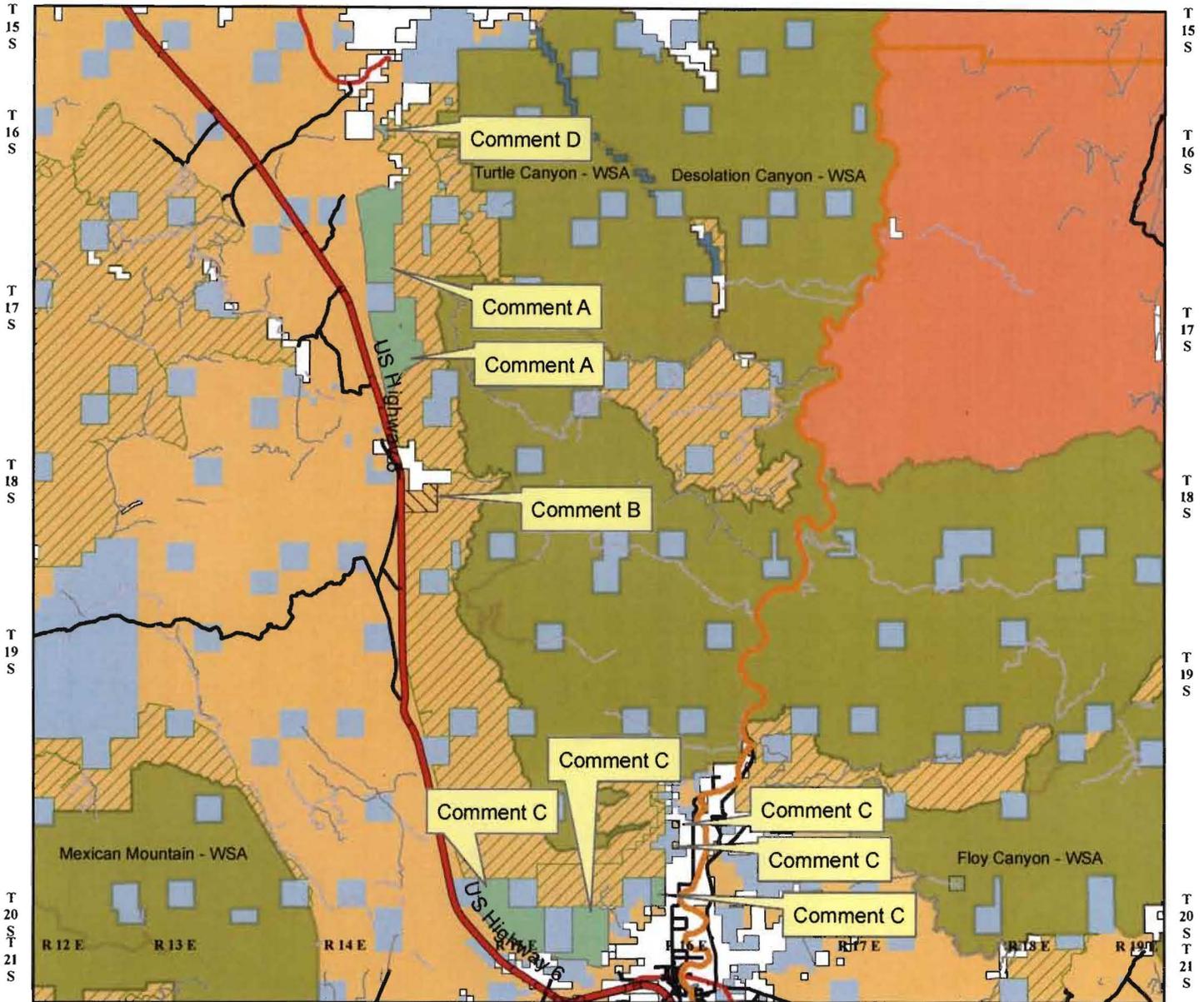
Field Office Personnel involved in review:

- Tom Gnojek; Outdoor Recreation Planner
- Jack Wood; GIS Specialist
- Don Stephen; Minerals Specialist
- Mike Robinson; Realty Specialist

State Office review:

- Dave Mermejo; Wilderness Specialist, Utah State Office

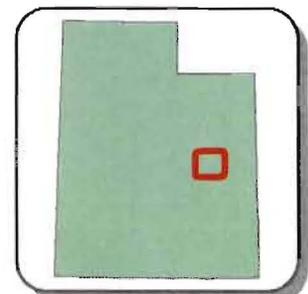
Field Office Manager s/RBankert **. Date 7/5/2007.**



Desolation Canyon WCR Findings

- | | | | |
|---------------------------|---------------------------------|--|--|
| Class 1 Primary Route | Wilderness Study Area (WSA) | US Forest Service (USFS) | Military Reservations and Corps of Engineers |
| Class 2 Secondary Route | No Wilderness Character | USFS Wilderness Area | State |
| Cloverleaf or interchange | Wilderness Character | National Park Service (NPS) | State Parks and Recreation |
| Class 3 Primary Road | 1999 Inventory Revised | NPS Wilderness Area | State Wildlife Reserve/Management Area |
| Class 5 Unimproved Road | Wilderness Character | US Fish & Wildlife (USFW) National Wildlife Refuge | Private |
| Other | Wilderness Character | USFW Wilderness Area | Bankhead-Jones Land Use Lands |
| | Bureau of Land Management (BLM) | Indian Reservation (IR) | Water |
| | BLM Wilderness Area | IR Wilderness Area | |

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Map created on Aug 08, 2007



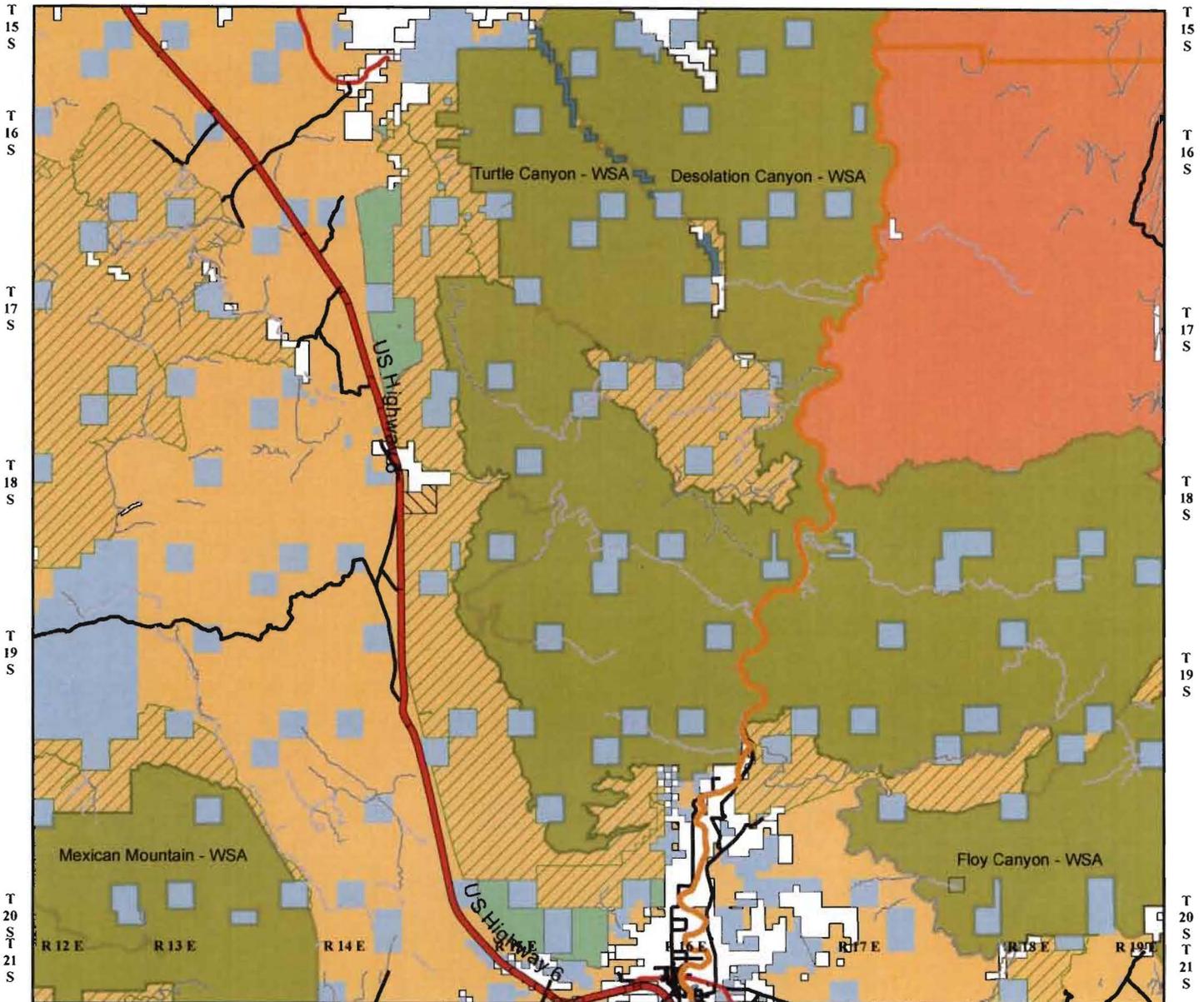
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R 12 E R 13 E R 15 E R 16 E R 17 E R 18 E R 19 E

Desolation Canyon

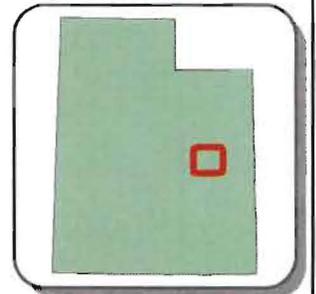
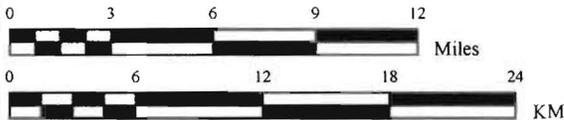
State of Utah



Desolation Canyon WCR Findings

- | | | | |
|---------------------------|---------------------------------------|--|--|
| Class 1 Primary Route | Wilderness Study Area (WSA) | US Forest Service (USFS) | Military Reservations and Corps of Engineers |
| Class 2 Secondary Route | Desolation Canyon WCR Findings | USFS Wilderness Area | State |
| Cloverleaf or interchange | No Wilderness Character | National Park Service (NPS) | State Parks and Recreation |
| Class 3 Primary Road | Wilderness Character | NPS Wilderness Area | State Wildlife Reserve/Management Area |
| Class 5 Unimproved Road | 1999 Inventory Revised | US Fish & Wildlife (USFW) National Wildlife Refuge | Private |
| Other | Wilderness Character | USFW Wilderness Area | Bankhead-Jones Land Use Lands |
| | Bureau of Land Management (BLM) | Indian Reservation (IR) | Water |
| | BLM Wilderness Area | IR Wilderness Area | |

1:335,605



United States Department of the Interior
Bureau of Land Management
Utah BLM Office
Map created on Aug 08, 2007



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WILDERNESS CHARACTERISTICS REVIEW

Date of Submission: **February 15, 2002**

Date(s) of Field Office Review: **July 31, 2007**

Proponent: **Southern Utah Wilderness Alliance**

Name of Area to be Reviewed: **Desolation Canyon**

BLM Field Office(s) Affected: **Price Field Office**

EVALUATION

1.) Was new information submitted by a member of the public for this area?

YES X . NO ____.

2.) If new information has been submitted, does the submission include the following?

a) map which identifies the specific boundaries of the area(s) in question?

YES X . NO ____.

b) detailed narrative that describes the wilderness characteristics of the area and documents how that information differs from the information in prior inventories conducted by BLM regarding the wilderness values of the area?

YES X . NO ____.

c) photographic documentation?

YES _____. NO X .

d) any information not identified above? If so, please describe what it is.

3. As a result of interdisciplinary review of relevant information (which may include aerial photographs, state and county road information, road maintenance agreements, documentation from prior BLM inventories, field observations, maps, plats, evidence presented as new information by a proponent, etc.), do you conclude

_____ a) the decision reached in previous BLM inventories that the area lacks wilderness characteristics remains valid.

(or)

 X b) some or all of the area has wilderness characteristics as shown on the attached map.

4. Describe your findings regarding specific wilderness characteristics and provide detailed rationale.

SUWA suggests that several parcels that were excluded from the *1999 Utah Wilderness Inventory* (and subsequent January 2002 revision) due to an error by the BLM and must be added to the WIA. At the time of the inventory BLM was instructed to only consider land within the boundaries of Utah Wilderness Coalition's proposal, aka H.R.1500. The re-inventory was initiated in 1996. These parcels are being considered as "new information" under this review, based on RMP scoping comments submitted (date as noted above).

The lands under review are described in the four comments (A-D) that were tied to the submitted map.

Comment A *"Along the western boundary of the WIA and northeast of the town of Woodside, BLM failed to inventory past several arbitrary section lines in their reevaluation, despite the fact these lands clearly retain their natural character and are free of any significant impacts. BLM should extend the WIA to the power line and associated route, then exclude via cherry-stem the routes leading to certain stock ponds, along with the ponds themselves."*

Size: This comment affects Two parcels, one 2674 acres and the other 2493 acres, which are contiguous to other lands having wilderness characteristics; therefore, they are not required to meet the size criteria of 5,000 acres or more.

Appearance of Naturalness: The lands are in a natural condition. No mineral claims or oil and gas leases, encumber them. There are no vegetation manipulation impacts, evident. There is a power line ROW (U-21372) and some livestock facilities with associated access roads, but otherwise the land appears to not be impacted by man's activities to the casual visitor. The route inventory indicates some unimproved routes and trails may exist. The BLM MOU with Emery County for road construction and maintenance do not identify additional routes.

Outstanding Opportunity for primitive recreation and solitude: Recreation use levels are very low and the expectation of meeting anyone else is minimal. There are no commercial recreation outfitters operating in the area. The area currently has primitive recreational activities occurring on it – mostly associated with hunting.

Supplemental Values: No supplemental values were identified on these “new information” parcels. Recent nearby inventories indicate there is likely to be scattered cultural sites located in the area, other supplemental values include wildlife habitat.

Conclusion: These two parcels contain land with wilderness characteristics that extend from the adjacent WIA. The power line ROW will comprise the western boundary. Livestock facilities and access routes will be excluded.

Comment B *“BLM incorrectly determined the area southeast of Woodside and south of the Price River to lack wilderness character, and drew the WIA boundary on arbitrary section lines rather than significant impact. The area excluded is natural and free of significant impacts. BLM should reinventory this area and include it in the WIA.”*

Size: This comment applies to one 678 acres parcel that is contiguous to other lands having wilderness characteristics.

Appearance of Naturalness: This parcel was inventoried during the *1999 Utah Wilderness Inventory* and found to lack naturalness. A field review carried out prior to publishing the January 2002 Price Office revision reconfirmed that finding.

Outstanding Opportunity for primitive recreation and solitude: Recreation use levels are very low, although it is adjacent to US 6 and private land the expectation of meeting anyone else is minimal.

Supplemental Values: No supplemental values were identified on these “new information” parcels.

Conclusion: No changes to the findings cited above are necessary. This parcel lacks the requisite wilderness characteristics.

Comment C *“BLM has failed to include all areas of wilderness character west of the town of Green River. Although the reevaluation added a large, natural area, BLM incorrectly drew the boundary along arbitrary section lines. Lands of wilderness character extend beyond these arbitrary lines, and must be included in the WIA.”*

Size: This comment affects five parcels; two are isolated 34 acres lots that do not meet the size criteria of 5,000 acres or more, and three are contiguous to the WIA they are 300, 1634 and 2366 acres in size.

Appearance of Naturalness: The lands are in a natural condition. No mineral claims or oil and gas leases encumber them. There are no vegetation manipulation impacts, evident. There are two power line ROWs (U-21372 and U-015341) with associated access roads, but otherwise appears not to be impacted by man's activities to the casual visitor. The route inventory indicates some unimproved routes and trails may exist. The BLM MOU with Emery County for road construction and maintenance do not identify additional routes.

Outstanding Opportunity for primitive recreation and solitude: Recreation use comes primarily from local residents due to its proximity to Green River City. The expectation of meeting anyone else is minimal. There are no commercial land based recreation outfitters operating in the area. The area currently has recreational activities occurring on it – mostly associated with hunting, shooting sports and OHVs.

Supplemental Values: No supplemental values were identified on these “new information” parcels.

Conclusion: Two small isolation parcels lack the requisite wilderness characteristics. The three larger parcels are wild and benefit from wilderness characteristics that extend from the adjacent WIA. The power line ROW will comprise the southern and western boundary where it curves around this section of the Book Cliffs.

Comment D *“BLM completely erred by dropping the wilderness character lands near the mouth of Lila Canyon (See BLM revisions at H). The BLM is aware, the Utah Board of Oil, and Mining denied the permit to the mine. As it stands the proposed mine may never proceed. BLM must not arbitrarily exclude worthy lands simply because there is a potential that such lands may be developed in the future. Therefore, the BLM must include these lands that it has already determined to have wilderness character in the 1999 Utah wilderness Inventory.”*

Size: The 84 acres parcel under discussion has been reduced due to ROW grants. This comment refers to adjustments made to the planning base in the *January 2002 revision to the Price Office 1999 Wilderness Inventory*. As described in “H” 42 acres were dropped because BLM granted a ROW for facilities as authorized by the DR for *Development of the Lila Canyon Project*, EA #UT-070-99-022. UGDM has subsequently issued the mining permit. In June 2007 an associated ROW was granted to Emery County for an extension of Road #126 which will lead to the facilities site. Construction and upgrading of that road has started.

Appearance of Naturalness: The remaining lands near the mouth of Lila Canyon are in a natural condition. The route inventory indicates some unimproved routes and trails may exist. The BLM MOU with Emery County for road construction and maintenance do not identify additional routes.

Outstanding Opportunity for primitive recreation and solitude: Recreation use levels are very low and the expectation of meeting anyone else is minimal. It is anticipated that as development proceeds on the mine facilities, such opportunities on this small parcel will be affected adversely affected. The area currently has primitive

recreational activities occurring on it – mostly associated with hunting.

Supplemental Values: No supplemental values were identified on these “new information” parcels.

Conclusion: 84 acres possesses wilderness character, while 42 acres were covered by ROWs and have been authorized for development.

5. Document all information considered during the interdisciplinary team review (e.g. aerial photographs, state and county road information, road maintenance agreements, documentation from prior BLM inventories, field observations, maps, land plats, evidence presented as new information by a proponent, etc.

Documentation utilized during ID Team Review:

Route Inventory – data collected by BLM as part of the travel plan proposed in the Emery County Road OHV Travel Map (2005)
Emery County/BLM Road Maintenance Agreement (1980)
Land and Mineral Title Plats
Development of the Lila Canyon Project, EA #UT-070-99-022

6. List the members of the interdisciplinary team and resource specialties represented.

Tom Gnojek, wilderness and recreation
Dave Mermejo, wilderness
Mike Tweddell, livestock grazing
Mike Robinson and David Watson, lands
Rebecca Doolittle, minerals

Field Office Manager *Roger L Bankert*
Roger Bankert

Date 8/15/07

This determination is part of an interim step in BLM’s internal decision making process and does not constitute a decision that can be appealed.