

Bureau of Land Management MONTICELLO FIELD OFFICE



AND Record of Decision Approved Resource Management Plan



NOVEMBER 2008

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

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United States Department of the Interior

BUREAU OF LAND MANAGEMENT

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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 Monticello Field Office Resource Management Plan (Approved RMP) is complete. This document will provide guidance for the management of about 1,800,000 acres of federal surface estate and 2,500,000 acres of federal mineral estate administered by the Bureau of Land Management (BLM) in San Juan County and a small portion of Grand County in south-east 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 is 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 September 5, 2008 and subject to a 30-day protest period that ended on October 6, 2008. Twenty 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 Monticello Field Office website at:

<http://www.blm.gov/ut/st/en/fo/monticello.html>

Hard copies and CD-ROM versions of the ROD/Approved RMP may be obtained by contacting the Monticello Field Office by phone at (435) 587-1500, or at the following address:

Monticello Field Office
365 North Main
Monticello, Utah, 84535

The BLM is pleased to provide this copy of the Monticello 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 and San Juan County 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,

A handwritten signature in black ink, appearing to read 'Selma Sierra', with a long horizontal stroke extending to the right.

Selma Sierra
Utah State Director

**MONTICELLO FIELD OFFICE
RECORD OF DECISION
AND
APPROVED
RESOURCE MANAGEMENT PLAN**

November 2008

Prepared by:

U.S. Department of the Interior
Bureau of Land Management
Monticello Field Office
Monticello, Utah

Cooperating Agencies:

State of Utah
San Juan County

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LIST OF ACRONYMS

ACEC	Area of Critical Environmental Concern
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)
ATV	All-Terrain Vehicle
AUM	Animal unit month
BA	Biological Assessment
BCC	Birds of Conservation Concern
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BMP	Best Management Practice
BO	Biological Opinion
CAA	Clean Air Act (of 1970)
CEQ	Council on Environmental Quality
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act (of 1980)
CFR	Code of Federal Regulations
COA	Conditions of Approval
CRMP	Cultural Resource Management Plan
CSU	Controlled Surface Use
DEIS	Draft Environmental Impact Statement
DFC	Desired Future Condition
DPC	Desired Plant Community
EIS	Environmental Impact Statement
EPCA	Energy Policy and Conservation Act (of 1975)
ERMA	Extended Recreation Management Area
ESA	Endangered Species Act (of 1973)
ESR	Emergency Stabilization and Rehabilitation
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
GIS	Geographic Information Systems
HMP	Habitat Management Plan
IBLA	Interior Board of Land Appeals
IMP	Interim Management Policy
LTA	Land Tenure Agreement
LUP	Land Use Plan
LWCF	Land and Water Conservation Fund
MBTA	Migratory Bird Treaty Act (of 1918)
MOU	Memorandum of Understanding

MFO	Monticello Field Office
MPA	Monticello Planning Area
MZ	Management Zone
NAAQS	National Ambient Air Quality Standards
NAGPRA	Native American Graves Protection and Repatriation Act (of 1990)
NEPA	National Environmental Policy Act (of 1969)
NHPA	National Historic Preservation Act
NOA	Notice of Availability (published in the Federal Register)
NOI	Notice of Intent (published in the Federal Register)
NPS	National Park Service
NRA	National Recreation Area
NRHP	National Register of Historic Places
NSO	No Surface Occupancy (a stipulation on an oil and gas lease)
NW&SR system	National Wild and Scenic River System
OHV	Off-Highway Vehicle
ORV	Off Road Vehicle (an older acronym, replaced by OHV)
P	Primitive Recreation Opportunity Spectrum Class
PFC	Proper Functioning Condition (of riparian/wetland areas)
PM	Particulate Matter
R&I	Relevant and Important
R&PP	Recreation and Public Purposes (Act of 1926)
RAMP	Recreation Area Management Plan
RDCC	(Utah) Resource Development and Coordinating Committee
RFD	Reasonably Foreseeable Development
RHS	Rangeland Health Standards
RMIS	Recreation Management Information System
RMZ	Recreation Management Zone
ROD	Record of Decision
ROS	Recreation Opportunity Spectrum
ROW	Right of Way
S&G	Standards & Guidelines
SHPO	State Historic Preservation Officer
SITLA	(Utah) School and Institutional Trust Lands Administration
SPM	Semiprimitive Motorized Recreation Opportunity Spectrum Class
SPNM	Semiprimitive Nonmotorized Recreation Opportunity Spectrum Class
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
T&E	Threatened and/or Endangered (species as per ESA of 1973)
UAAQS	Utah Ambient Air Quality Standards
UAC	Utah Administrative Code
UDEQ	Utah Division of Environmental Quality
UDWR	Utah Division of Wildlife Resources
USFWS	United States Fish and Wildlife Service
USDA	United States Department of Agriculture
USFS	United States Forest Service
VRM	Visual Resource Management

WAFWA	Western Association for Fish and Wildlife Agencies
WFIP	Wildland Fire Implementation Plan
WSA	Wilderness Study Area
WSR	Wild and Scenic River(s) (Act of 1973)
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 Monticello Field Office (FO) as presented in the attached Approved Resource Management Plan (RMP). The Approved RMP was described as the Proposed Plan in the September 2008 Monticello 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 Plan, and describes the clarification and/or modifications made to address protests received on the plan. The attached Monticello Field Office RMP (also referred to as the Approved RMP) includes the decisions themselves.

Purpose and Need for the Plan

Purpose

The Federal Land Policy and Management Act (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 it is necessary to revise the existing land-use plan (LUP) (1991 San Juan Resource Management Plan) and prepare a new RMP for the Monticello Planning Area (PA) based on a number of new issues that have arisen since preparation of the existing plan. In general, the purpose of this Approved RMP is to provide a comprehensive framework for BLM's management of the public lands within the Monticello PA and its allocation of resources pursuant to the multiple-use and sustained-yield mandate of FLPMA. In addition, the purpose of this plan revision was to:

- Re-evaluate, with public involvement, existing conditions, resources, and uses, and reconsider the mix of resource allocations and management decisions designed to balance uses and the protection of resources pursuant to FLPMA and applicable law.
- Resolve multiple-use conflicts or issues between resource values and resource uses. The resulting Monticello RMP will establish consolidated guidance and updated goals, objectives, and management actions for the public lands in the decision area. The RMP will be comprehensive in nature and will address issues that have been identified through agency, interagency, and public scoping efforts.
- Disclose and assess the direct, indirect, and cumulative impacts of the reasonably foreseeable future actions resulting from the management actions in each alternative pursuant to the requirements of the National Environmental Policy Act (NEPA), its implementing regulations, and other applicable laws.

Need

A revision to the 1991 San Juan RMP is necessary because there have been significant alterations in the Monticello PA; specifically new information and changed resources, circumstances, and policies that may be relevant to the future management of public lands and allocation of resources under the multiple-use and sustained yield mandate. This determination is further corroborated by a Special Evaluation Report, completed in 2002 by the Monticello FO,

which concluded that some of the decisions within the 1991 San Juan RMP are in need of revision.

There have been changes in the laws, policies, and regulations that direct the management of the resources on Monticello PA public lands. There has also been an increase in the amount of new information and resource data that need to be considered to better manage the public lands. Visitation to the region has grown, and population demographics have changed, as have public awareness and use of lands within the Monticello PA. Specifically, there is a need to evaluate management prescriptions and resource allocations to address the increases in recreation and visitor use, including scenic quality and open spaces, as well as the increased interest in oil and gas development. Land use plan decisions may be changed only through the amendment or revision process.

Monticello Planning Area

Of the approximate 4.5 million acres in the Monticello PA in southeastern Utah, the Monticello FO administers nearly 1.8 million surface acres of public lands (Appendix A, Map 1) and around 2.5 million subsurface acres. The Monticello PA lies primarily within San Juan County, although a small portion extends into Grand County to the north. The Monticello PA includes within its boundaries a number of National Park Service (NPS) units, as well as lands administered by the U.S. Forest Service (USFS). Canyonlands National Park lies along the northwestern portion of the PA boundary; Glen Canyon National Recreation Area lies along the western and southwestern parts; Natural Bridges National Monument lies in its southwestern part; Hovenweep National Monument lies in the southeastern part and a large unit of the Manti-La Sal National Forest lies in the center. Land ownership within the PA consists primarily of large blocks of BLM-administered public land interspersed with smaller, privately owned tracts and land owned by the State of Utah School and Institutional Trust Lands Administration (SITLA). The McCracken Split Estate is jointly administered by the BLM and the Bureau of Indian Affairs (BIA), and all of the land south of the San Juan River is Navajo Nation Reservation. Table 1 shows land ownership and corresponding acreages within the Monticello PA (USDI-BLM 2004).

Table 1: Land Ownership within the Monticello PA

Ownership	Acres
BLM	1,785,127
Navajo Nation Reservation	1,270,060
Ute Reservation *	8,416
National Park Service (NPS)	528,565
Private	353,516
SITLA	202,318
USFS	319,933
Total	4,467,935

*This acreage does not include Ute allotments or interspersed tribal lands in the South Cottonwood or Allen Canyon area. These acreages are included in the private land total.

The Monticello PA is known for its topographic diversity, extraordinarily striking landforms, and scenic attractions. It contains a wide variety of cultural and paleontological resources with numbers and concentrations of sites exceeding those found elsewhere in the region. The

topography is defined largely by high mountains, steep escarpments and ridges, and incised canyons, which are primarily a product of eroded sandstones and exposed igneous intrusions, such as the Abajo and La Sal Mountains. Elevations vary from 3,700 feet above sea level near Lake Powell to over 11,000 feet in the Abajo Mountains. Much of the Monticello PA provides habitat for desert bighorn sheep, pronghorn antelope, Rocky Mountain elk, and mule deer. Numerous raptor species, including bald eagles and peregrine falcons, also live in the area. Fish species that inhabit the rivers and waterways include humpback chub, bonytail, Colorado pikeminnow, and razorback sucker.

Historical and traditional land uses within the Monticello PA, such as livestock grazing, hard-rock mining, and energy and mineral development, continue to be widely practiced. Energy and mineral resources include oil, natural gas, uranium, vanadium, and building stone. However, recreational activities, such as backpacking, off-highway vehicle (OHV) use, and sightseeing, are becoming increasingly popular within the PA. Recreational resources provide opportunities for public enjoyment as well as revenue for businesses in and adjacent to the Monticello PA.

B. OVERVIEW OF THE ALTERNATIVES

Five alternatives, including a No Action Alternative, were analyzed in detail in the Monticello Draft RMP/Draft EIS (USDI-BLM 2007) and in the Proposed RMP/Final EIS (USDI-BLM 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 Guidelines for Grazing Management 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 emphasizes a different combination of resource uses, allocations, and restoration measures to address issues and resolve conflicts among uses, so program goals were met using a variety of approaches in the alternatives. However, each alternative allowed for some level of support of all resources present in the planning area. The alternatives differed in how quickly 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 decisions for programs not tied to major planning issues and/or mandated by law often contain minor or no differences in management direction between alternatives.

Alternative A (the No Action Alternative) is the continuation of the 1991 San Juan Resource Management Plan and is provided as a baseline for comparison. Alternative E 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 B is similar to Alternative E, but does not offer specific management to protect non-WSA lands with 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 C, (the Preferred Alternative in the Draft RMP/EIS and largely the baseline for the Proposed RMP/Final EIS) 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

Alternative A is referred to as the No Action Alternative. This alternative would have continued present management practices defined in the existing land use plan. Direction contained in existing laws, regulations, and policies would have continued to be implemented, and sometimes supersede provisions of the *San Juan RMP*. 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 Monticello Field Office. The decisions in the *San Juan 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 existing plan does not address many recent issues, nor does it address the increased levels of controversy some existing issues are facing. This alternative also does not contain adequate management guidelines to prevent adverse impacts associated with these changes in use. Special status species, including threatened and endangered species, are not fully addressed within the parameters of Alternative A. Alternative A designates 611,310 acres as open to OHV use. This large open acreage within the planning area results in the occurrence of unacceptable resource damage and is contrary to BLM policy. The No Action Alternative would continue the designation of ten existing ACECs, but would not consider or 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

Alternative B emphasizes protection of wildlife habitats, natural resources, ecosystems, and landscapes. Commodity production and human activities would be more constrained than in other alternatives. This alternative provides more opportunities for non-motorized recreation than other alternatives. With the exception of Alternative E, Alternative B protects the most land area for sensitive resources. It designates all potential Areas of Critical Environmental Concern (ACECs), and finds all the eligible segments suitable for inclusion in the National Wild and Scenic River system. It also restricts OHV use and surface disturbing activities (including oil and gas leasing). There are many uses that are overly restricted by the decisions in this alternative and are not necessary to protect sensitive resources. The rationale for not selecting Alternative B is outlined below for the major management actions.

Travel Management: Alternative B limits OHV use to designated roads and trails on 1,359,417 acres and closes it in 423,698 acres. This would close 24 percent of the field office to OHV use and access. There are no areas designated open to cross country OHV use. This alternative does not meet the needs of all public land users because it would unnecessarily limit access by closing about a quarter of the public lands to off highway vehicle use and motorized access. Closure is unnecessary in some of these areas, such as the Castle Creek and Steer Pasture Canyon, which can be adequately protected under a designated roads and trails category.

Recreation: Alternative B establishes five Special Recreation Management Areas (SRMAs), (four SRMAs and one Cultural Special Recreation Management Area (CSRMA)) as well as four Cultural Special Management Areas (CSMAs). The CSRMA and CSMA designations are new naming conventions (unique to the Monticello RMP) which were created to protect cultural

resources by managing visitors, and have proven to be confusing to the general public. Alternative B does not provide for the full range of recreational activities known to occur in the planning area or for the businesses that depend upon these activities. As an example, rafting permits on the San Juan River would be limited, resulting in 25 percent less visitation on the river, which would also result in economic impacts for local businesses. This alternative provides for fewer permits and fewer people allowed under each permit to visit special recreation permit areas such as Cedar Mesa SRMA where private and commercial visitation would be decreased by 16 percent. These reductions are unnecessarily restrictive and are not needed to protect sensitive resources.

Minerals: Alternative B manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed - 416,612 acres; No Surface Occupancy (NSO) - 125,105 acres; Timing Limitations/Controlled Surface Use - 876,740 acres; Open (subject to standard terms and conditions) - 365,170 acres. Mineral entry is available on 1,533,413 acres and recommended for withdrawal on 251,710 acres. In addition, mineral material disposal is available on 365,168 acres, available with special stipulations on 879,736 acres and unavailable on 542,402 acres. Alternative B is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas where this restrictive management is not necessary. In total, about 80 percent of the planning area would be subject to restrictions above standard terms and conditions for development. The Energy Policy and Conservation Act provides policy directing BLM to provide reasonable access and minimize impediments to oil and gas leasing and development. This alternative does not meet these policy objectives.

Non-WSA Lands with Wilderness Characteristics: Under Alternative B there are no non-WSA lands managed to protect, preserve, and maintain their wilderness characteristics. Therefore, all the wilderness values identified in these areas could be potentially adversely affected.

Lands and Realty: In Alternative B, 416,612 acres are managed as exclusion areas for rights-of-way and 125,105 acres are managed as avoidance areas for rights-of-way. Approximately 251,710 acres are recommended for withdrawal from mineral entry. Managing 30 percent of the planning area with major restrictions on BLM rights-of-way for pipelines, roads and powerlines could severely, and often unnecessarily, limit development of and access to existing oil and gas leases as well as restrict development of other necessary infrastructure.

Special Designations – Areas of Critical Environmental Concern: Alternative B designates 12 areas (521,141 acres) determined to have relevant and important values as Areas of Critical Environmental Concern (ACECs). Designation of some of these potential ACECs in Alternative B is unnecessary to protect the relevant and important values. For example, Butler Wash, and Dark Canyon ACECs have relevant and important scenic values, and Bridger Jack Mesa has near-relict vegetation values which can be adequately protected by Interim Management Policy for Lands under Wilderness Review (IMP) since all of these areas are also overlain by WSA designations. Much of the Cedar Mesa ACEC is overlain by WSA designation and management under IMP would adequately protect its cultural and scenic values. Management of the area as an SRMA with restrictions on visitation would help to protect the cultural values of the area. The scenic values of the potential Lockhart Basin ACEC were originally inventoried as VRM II, but would be managed as VRM I under this alternative. Continuing to manage this ACEC as a

VRM I is overly restrictive and could be maintained by management under VRM II class objectives.

Special Designations – Wild and Scenic Rivers: Alternative B recommends as suitable all 12 river segments found eligible for designation as Wild and Scenic Rivers. Many of the river segments found suitable in Alternative B include scenery, recreation, cultural and wildlife as outstandingly remarkable values (outstandingly remarkable values). Scenery, cultural, wildlife and river related recreational activities, especially non-boating activities, are more amenable for management by other means, such as SRMAs in order to manage river-related visitation. As a consequence, Alternative B would impose unnecessary restrictions that provide no additional management protections that are not otherwise available through existing or alternative management options.

Woodland Harvest: Alternative B closes 59 percent of the area to woodland harvest. Included in the closed areas are the non-WSA areas of Cedar Mesa, an important area for fuelwood collection by Native Americans, particularly residents of the Navajo Reservation who depend on fuelwood to heat their homes. Fuelwood collection off the reservation is important because most, if not all, of the Navajo Reservation is closed to such use. Closure of these areas on Cedar Mesa is overly restrictive and would result in extra hardship to reservation residents having to travel much greater distances to access other fuelwood collection areas.

In summary, Alternative B was not selected as the Proposed Plan primarily because it does not best achieve the mix of multiple uses necessary to fully implement the mandate of FLPMA. This alternative would not provide adequate or balanced consideration of existing uses such as certain motorized recreation activities, woodland harvest, 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 the Energy Policy and Conservation Act and the Energy Policy Act; and it does not give adequate consideration to local needs, customs and culture.

Alternative C

Alternative C was selected as the BLM's Preferred Alternative in the Monticello Draft RMP/DEIS. 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/DEIS, Alternative C was modified to become the Proposed RMP and analyzed in the Final EIS. With minor adjustments and clarification, and upon signature of this Record of Decision, it becomes the Approved RMP.

Alternative D

Alternative D emphasizes commodity production and human activities. Commodity production and human activities would be less constrained in Alternative D than in other alternatives. Protection of wildlife habitat was minimized to that required by law, regulation, or policy. Alternative D, like Alternative A, designates no areas as ACECs, designates no eligible Wild and Scenic River segments as suitable, and manages no acres 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 and cultural resources. For these reasons, this alternative did not achieve the balance between resource protection and resource use that provided enhancement of resource use and conditions. The rationale for not selecting Alternative D is outlined below for the major management actions.

Travel Management: Alternative D opens 2,311 acres to cross country OHV use and limits OHV use to designated routes in the remainder of the planning area. Access was maximized, as no acres were closed to OHV travel and almost the entire area was designated as limited to OHV travel. While this alternative accommodates many motorized travel opportunities, it conflicts with areas used for primitive recreation such as Cedar Mesa and Mancos Mesa and thus does not provide a travel plan that meets the needs of all recreational users.

Recreation: Alternative D establishes five Special Recreation Management Areas (SRMAs) (four SRMAs and one Cultural Special Recreation Management Area (CSRMA)), as well as one Cultural Special Management Area (CSMA). The CSRMA and CSMA designations are new naming conventions (unique to the Monticello RMP) which were created to protect cultural resources by managing visitors, and have proven to be confusing to the general public. While Alternative D provides for a range of recreational activities, it emphasizes commercial use. For example, Alternative D allows for 10 percent more user days per year and 10 percent more commercial use on the San Juan River than the Proposed RMP. In addition, Alternative D sets no limit on Cedar Mesa SRMA mesa top camping and allows 20 percent more overnight use than the Proposed RMP. In the Dark Canyon SRMA, decisions under this alternative allow two and a half times more commercial trips per week than the Proposed RMP. This increased use favors the commercial outfitter at the expense of private users. Carrying forward this alternative could result in resource impacts and user conflicts in several known areas of cultural resource significance (Comb Ridge, Tank Bench, Beef Basin).

Minerals: Alternative D manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed – 386,853 acres; No Surface Occupancy – 14,175 acres; Timing Limitations/Controlled Surface Use – 421,000 acres; Open (subject to standard terms and conditions) – 962,283 acres. Mineral entry is available on 1,738,492 acres and recommended for withdrawal on 46,131 acres. In addition, mineral material disposal is available on 962,279 acres, available with special stipulations on 420,998 acres and unavailable on 401,026 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 all the important and sensitive resources identified within the planning area.

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

Lands and Realty: In Alternative D, 386,853 acres are managed as exclusion areas for rights-of-way and 14,175 acres are managed as avoidance areas for rights-of-way. Approximately 46,131 acres are recommended for withdrawal from mineral entry. This alternative allows the greatest amount of acreage to be available for ROWs but does not provide protection for certain sensitive areas such as the Comb Ridge Recreation Management Zone within the Cedar Mesa SRMA,

Indian Creek and Valley of the Gods ACECs, or any non-WSA lands with wilderness characteristics.

Special Designations – Areas of Critical Environmental Concern: Alternative D does not designate any of the 13 areas determined to have relevant and important values as ACECs. The management prescriptions detailed under Alternative D are not sufficient to protect the majority of the relevant and important values of these potential ACECs.

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 (outstandingly remarkable values). For example, the outstandingly remarkable values of scenic, fish, recreation, wildlife, cultural and ecological in Colorado River Segment #2 would not be protected without the management prescriptions provided by a suitability recommendation.

Woodland Harvest: Alternative D closes 53 percent of the area to woodland harvest, the same amount as in the Proposed RMP. However, fewer restrictions are placed on OHV use in gathering fuelwood than in the Proposed RMP so the potential for adverse impacts to cultural and natural resources would be greater.

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.

Alternative E

Alternative E includes the same management prescriptions as Alternative B except that 582,360 acres of non-Wilderness Study Area (WSA) lands would be managed to preserve, protect, and maintain their wilderness characteristics. Other activities consistent with that emphasis would be allowed. Large areas on the west side of the Monticello FO would be difficult to access or to conduct activities involving surface disturbance. Wilderness characteristics would be enhanced as would adjacent wilderness values found in WSAs. The rationale for not selecting Alternative E is outlined below for the major management actions.

Travel Management: Alternative E limits OHV use and access to designated roads and trails on 812,679 acres and closes 970,436 acres (54 percent of the field office area). There are no areas designated open to cross country OHV travel. This alternative does not meet the needs of all public land users because it would unnecessarily limit access by closing more than half of the public lands to off highway vehicle use and motorized access.

Recreation: Alternative E establishes four Special Recreation Management Areas (SRMAs), one Cultural Special Recreation Management Area (CSRMA) and four Cultural Special Management Areas (CSMAs). These management areas focus on primitive recreation opportunities and do not provide a full spectrum of other opportunities for managing developed or motorized recreational uses. As a result, this alternative does not provide for the full range of

recreational activities known to occur in the planning area or for the businesses that depend upon these activities. The CSRMA and CSMA designations are new naming conventions (unique to the Monticello RMP) which were created to protect cultural resources by managing visitors, and have proven to be confusing to the general public. As in Alternative B, rafting permits on the San Juan River would be limited, resulting in 25 percent less visitation on the river, which would also result in economic impacts for local businesses. This alternative, like Alternative B, provides for fewer recreation permits and fewer people allowed under each permit to visit special recreation permit areas such as Cedar Mesa SRMA where private and commercial visitation would be decreased by 16 percent. These reductions are unnecessarily restrictive to protect sensitive resources.

Minerals: Alternative E manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed – 971,463 acres; No Surface Occupancy – 53,915 acres; Timing Limitations/Controlled Surface Use – 545,641 acres; Open (subject to standard terms and conditions) – 213,288 acres. Mineral entry is available on 951,053 acres and recommended for withdrawal on 834,070 acres. In addition, mineral material disposal is available on 213,290 acres, available with special stipulations on 545,641 acres and unavailable on 1,025,378 acres. Alternative E is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas. It has the least amount of acreage open to oil and gas leasing under standard terms and conditions. The acreage included in the Closed and No Surface Occupancy stipulations totals 58 percent of the acreage in the planning area that would be essentially unavailable to oil and gas development and other surface disturbing activities. These restrictions are not needed in this large percentage of lands to protect sensitive resources. The timing and controlled surface use stipulations in Alternative E would add another 30 percent of the planning area in which oil and gas development would be prohibited during certain times and subject to specified conditions for construction. Timing and controlled surface use restrictions add to the cost of development. In total, about 88 percent of the planning area would be subject to restrictions above standard terms and conditions for development. The Energy Policy and Conservation Act provides policy directing BLM to give reasonable access and minimize impediments to oil and gas leasing and development. This alternative does not meet these policy objectives.

Non-WSA Lands with Wilderness Characteristics: Alternative E manages 582,360 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 E have conflicts with high development potential areas for oil and gas and associated infrastructure. Some of this acreage is also currently leased for oil and gas, thereby making it impractical to protect the wilderness characteristics values. The management of all the non-WSA lands with wilderness characteristics in Alternative E is overly restrictive on other resources and uses of the public lands.

Lands and Realty: In Alternative E, 971,463 acres are managed as exclusion areas for rights-of-way and 53,915 acres are managed as avoidance areas for rights-of-way. Approximately 834,070 acres are recommended for withdrawal from mineral entry. Managing 58 percent of the planning

area with major restrictions on BLM rights-of-way for pipelines, roads and powerlines could severely, and unnecessarily, limit development of and access to existing oil and gas leases as well as restrict development of other necessary infrastructure.

Special Designations – Areas of Critical Environmental Concern: Alternative E designates all 12 areas (521,141 acres) determined to have relevant and important values as Areas of Critical Environmental Concern (ACECs). As in Alternative B, designation of some of these potential ACECs is unnecessary to protect the relevant and important values. Many of them are overlain by WSAs and the relevant and important values are already protected by IMP, VRM management or management under SRMA designation.

Special Designations – Wild and Scenic Rivers: Alternative E recommends as suitable all 12 river segments found eligible for potential designation as Wild and Scenic Rivers in the National Wild & Scenic River system. As a consequence; Alternative E would impose unnecessary restrictions that provide no additional management protections that are not otherwise available through existing or alternative management options.

Woodland Harvest: Alternative E closes all non-WSA areas with wilderness characteristics as well as all areas closed in Alternative B. This amounts to 69 percent of the field office area. Like Alternative B, this would be an even greater unnecessary restriction on fuelwood harvest, especially to Native Americans who depend on fuelwood for heating as well as cooking in their homes.

In summary, Alternative E was not selected as the Proposed RMP primarily because it does not best achieve the mix of multiple uses necessary to fully implement the mandate of FLPMA. This alternative would not provide adequate or balanced consideration of existing uses such as certain motorized recreation activities, woodland harvest, 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.

Alternatives Considered But Eliminated From Analysis

No Grazing Alternative

Rationale for Elimination: An alternative that proposes to close the entire PA to grazing would not meet the purposes and needs 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 issues or conflicts have been identified during this land-use planning effort, which requires the complete elimination of grazing within the PA for their 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 LUP. Since 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 LUPs, the analysis of an alternative to entirely eliminate grazing is not needed. An alternative that proposes to close the entire PA to grazing would also be inconsistent with the intent of the Taylor Grazing Act (TGA), which directs the BLM to provide for livestock use of BLM lands, to adequately

safeguard grazing privileges, to provide for the orderly use, improvement, and development of the range, and to stabilize the livestock industry dependent upon the public range. The FLPMA requires that public lands be managed on a "multiple use and sustained yield basis" (FLPMA Section 302 [a] and Section 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 PA 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 PA 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 Alternative A (the No Action Alternative) in all EISs, for the purposes of this NEPA analysis, Alternative A 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 PA has been dismissed from further consideration in this LUP.

Model Distances from Roads Alternative

Rationale for Elimination: An alternative that proposes to close the roads based on a model that eliminates travel based on distances from roads in order to protect solitude and remoteness in the PA would not meet the purposes and needs of this Approved RMP. No issues or conflicts have been identified during this land-use planning effort that require this particular method for determining which roads would be designated and which areas would remain open, limited, or closed to cross-country travel. Since the BLM has considerable discretion through its regulations, the analysis of an alternative to close roads based on this model is not needed. The BLM did consider the idea of remoteness and solitude and provided protection for these values in a reasonable range of alternatives. Alternative E protects non-WSA lands with wilderness characteristics by closing these lands motorized uses. Additionally, Alternative B and the Approved RMP close all WSAs to motorized use. Instead, the BLM chose to take a hard look at each route and measure the purpose and need for that particular route against resource conflicts. This methodology was presented in the travel report and was the basis for the range of alternatives for travel management.

Enlarge Canyonlands National Park Alternative

Rationale for Elimination: An alternative that proposes to enlarge Canyonlands National Park to include Lockhart Basin has been proposed many times in the media and discussion with interested groups. However, no complete serious proposal has ever been brought forward. This would not meet the purposes and needs of this Approved RMP. No issues or conflicts have been identified during this land-use planning effort that requires this particular method for determining which roads would be designated and which areas would remain open, limited, or closed to cross country travel.

No Leasing Alternative

Rationale for Elimination: 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 lessee, 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 the BLM has no authority to undertake in planning. As a result, the BLM does not regularly include a "No-Leasing Alternative." The purpose and need for the LUP is to identify and resolve potential conflicts between competing resource uses rather than to eliminate a principle use of the public lands in the Monticello FO 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 the 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 would require the complete elimination of oil and gas leasing within the planning area. The BLM's Land Use Planning Handbook (BLM MANUAL Rel. 1-1693 Appendix C) requires that LUPs identify areas as open or unavailable for leasing. Given the potential range of decisions available in the Draft RMP/Draft EIS, the analyzed alternatives include no leasing for certain areas; but a field office-wide "No-Leasing Alternative" is not necessary in order to resolve issues and protect other resource values and uses.

As mentioned in the "No Grazing Alternative" discussion 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 the Interior published the Final Environmental Impact Statement on the Federal Upland Oil and Gas Leasing Program (USDI, 1973). 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, the BLM prepared a series of Environmental Assessments (then titled "Environmental Analysis Records or EARs") including the 1975 Oil and Gas Program Environmental Analysis Record (EAR), 1975 which addressed oil and gas leasing for the public lands in the Monticello FO area. Alternatives again included the No Action or "No Leasing" alternative. The outcome was a category system for leasing which categorized all public and USFS lands into four groups:

- 1) Open to leasing with standard lease stipulations
- 2) Special Stipulations to address special concerns
- 3) No surface occupancy
- 4) No Leasing

Since completion of the EAR in 1975 oil and gas leasing in the Monticello FO Area has been an ongoing federal program under the established categories.

The Council on Environmental Quality (Section 1502.14[d] of NEPA) requires the alternatives analysis in an EIS to "include the alternative of no action", but explains that 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." (CEQ Forty Most Asked Questions, Question 3). Therefore, the "No-Action Alternative" is to continue the status quo, which is to lease under the oil and gas stipulations (formerly categories) established in the San Juan RMP.

Livestock Adjustments Alternative

Rationale for Elimination: 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 assure that Rangeland Health Standards (RHS) 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 Monticello FO or in the area as a whole in the RMP/EIS. 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 are implementation decisions (H-1610-1, Appendix C, page 15). The BLM assesses RHS, 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 Grazing Management are implemented through a decision process in accordance with 43CFR 4160. These decisions determine the exact levels of use by livestock in conformance with the LUP and to meet resource objectives and maintain or enhancing land health. For these reasons this alternative has been dismissed from further consideration in this land use plan revision.

C. RESULTS OF PROTEST PERIOD

The BLM received 20 protest letters with standing during the 30-day protest period provided for the proposed land use plan decisions contained in the Monticello Proposed RMP/Final EIS in accordance with 43 CFR Part 1610.5-2. Of these, 14 presented valid protest points. Protesting parties with valid protests included:

Twelve Letters from Organizations: Western Watersheds Project, Inc.; Outdoor Industry Association (letter included National Outdoor Leadership School Rocky Mountain); Wild Rivers Expeditions; Utah Rock Art Research Association; Colorado Plateau Archaeological Alliance; ECOS Consulting; Great Old Broads for Wilderness; San Juan County; Independent Petroleum Association of Mountain States; National Trust for Historic Preservation; Utah Rivers Council; Southern Utah Wilderness Alliance (letter included The Wilderness Society; Grand Canyon Trust; Sierra Club, Utah Chapter; Public Employees for Environmental Responsibility; Center for Native Ecosystems; Glen Canyon Institute; Red Rock Forests; and Great Old Broads for Wilderness.)

Two Letters from Individuals: Patty McCourt; and Owen Severence.

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. 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 responses is contained in the Director's Protest Resolution Report, Monticello Resource Management Plan (USDI-BLM 2008). This document 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. Some of the protest letters resulted in modifications to the decisions in the Approved RMP, and, minor adjustments and clarifications were made and have been 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 Monticello Field Office. The Approved RMP replaces public land decisions in the San Juan RMP approved in 1991, as amended.

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 that was presented in the Proposed RMP/Final EIS on September 5, 2008. Management decisions and guidance for public lands under the jurisdiction of the Monticello FO are presented in the Approved RMP. All decisions covered by the ROD are either land use planning decisions or implementation decisions.

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 social, economic and 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 (Desired Future Conditions)
- Land Use Allocations
- 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:

- Cultural Resources: Conduct proactive cultural inventories under Section 110 of the National Historic Preservation Act.
- Fire Management: Adopt the comprehensive Utah LUP amendment for fire and fuels management of September 2005, which addresses activities associated with ESR, prevention/mitigation, fuels treatment, wildfire use, suppression, and priorities. Place BLM-administered lands in fire management categories.
- Lands and Realty: Manage 416,115 acres as exclusion areas and 133,293 acres as avoidance areas for ROWs. Outline processes for filming, Recreation and Public Purposes (R&PP), trespass resolution, access, easements, land tenure adjustments, transportation, and utility corridors and withdrawals.
- Livestock Grazing: Manage grazing according to *Utah Standards for Rangeland Health and Guidelines for Grazing Management*. Maintain lands currently unavailable for livestock grazing (due to vegetation, recreation, wildlife, or other concerns) and existing land

treatments. Make 1,621,515 acres available to grazing, 133,318 acres unavailable to grazing, and 6,518 acres restricted to livestock trailing only.

- Mineral Withdrawal: Recommend 50,665 acres for withdrawal from mineral entry.
- Mineral Disposal: Make 624,734 acres available with standard terms and conditions and 724,234 acres available with special conditions.
- Oil and Gas Leasing: Open with standard terms and conditions - 484,217 acres; open with moderate constraints (controlled surface use and timing limitations) - 740,594 acres; open with no surface occupancy - 66,108 acres; and unavailable to leasing - 493,400 acres.
- Non-WSA Lands with Wilderness Characteristics: Protect, preserve and maintain 88,871 acres for wilderness characteristics in Dark Canyon (11,540 acres), Mancos Mesa (30,068 acres), Nokai Dome West (14,988 acres), Nokai Dome East (18,618 acres), and Grand Gulch (13,657 acres).
- Recreation: Outline guidelines, general decisions, existing/future facilities, launch limits, commercial/private allocations, visitor services, campsites, campfires, wood collection, non-boating use, grazing, watershed, pet/stock animals and general policies regarding special recreation permits (SRPs) (commercial and competitive). Approximately 562,824 acres are included within seven SRMAs: San Juan River (9,859 acres); Dark Canyon (30,820 acres); White Canyon (2,828 acres); Tank Bench (2,646 acres); Beef Basin (20,302 acres); Indian Creek (89,271 acres); and Cedar Mesa (407,098 acres), which includes management zones for Grand Gulch NHL (37,388 acres), Comb Ridge (30,752 acres), and McLoyd Canyon–Moon House (1,607 acres).
- Special Designations – Areas of Critical Environmental Concern (ACECs): Designate areas as ACECs where special management attention is required to prevent irreparable harm to important historic, cultural, or scenic values, fish and wildlife resources, other natural systems or processes, or to protect life and safety from natural hazards. Approximately 73,492 acres within seven ACECs: 1) Alkali Ridge (Cultural) 39,196 acres; 2) Hovenweep (Cultural) 2,439 acres; 3) Indian Creek (Scenic) 3,905; 4) Lavender Mesa (Relic Vegetation) 649 acres; 5) San Juan River (Scenic, Cultural, Wildlife, & Natural Systems) 4,321 acres; 6) Shay Canyon (Cultural) 119 acres; and 7) Valley of the Gods (Scenic) 22,863 acres would be designated.
- Special Designations – Wild and Scenic Rivers (WSRs): Manage 35.7 miles of suitable river segments (four segments) for consideration of inclusion into the National Wild and Scenic River system. The four suitable WSR segments include: Colorado River Segment 2 (5.5 miles/880 acres); Colorado River Segment 3 (6.5 miles/1,040 acres); Dark Canyon (6.4 miles/2,048 acres); and San Juan River Segment 5 (17.3 miles/2,768 acres).
- Special Designations – Wilderness Study Areas (WSAs): Manage 13 WSAs (389,444 acres) as VRM Class I and closed to OHV use (with exception of .08 miles of a way in Fish Creek WSA to access the Moon House ruin.)
- Travel Management: Designate 1,388,191 acres as "limited to designated routes," and 393,895 acres as closed to OHV use. Special seasonal stipulations are applied to the Arch Canyon route.
- Visual Resource Management: Manage VRM to the following objectives: Class I - 422,989 acres; Class II - 262,256 acres; Class III- 473,368 acres; and Class IV- 623,002 acres.

- Wildlife and Fisheries: Discuss and implement protocols for introduction, transplantation, augmentation, reestablishment, animal damage control, habitat improvement/protection, seasonal areas, off-site mitigation and habitat boundaries.
- Woodlands: Identify zones for private/commercial use of woodland products, prioritize treatments in high value/risk areas and continue permitting process.

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 estate administered by the BLM Monticello 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.

The RMP decisions for 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, existing Memorandum of Understanding, existing habitat management plans (HMPs), or existing cultural resource management plans (CRMP).
- The Approved RMP does not create new wilderness or WSAs.
- The Approved RMP does not affect previous withdrawals.
- The Approved RMP does not make withdrawal recommendations effective. Withdrawal recommendations are not effective until Congress or the Secretary of the Interior takes action.
- “Closed routes” are not necessarily 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 2008-174 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; existing special recreation permits, or other existing permits issued by the BLM.

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 with 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 in the Approved RMP are implementation decisions. Likewise, land use plan decisions include identifying which areas are available and unavailable to livestock grazing. Establishing grazing management practices such as season of use or grazing systems are implementation level decisions.

Travel Management

The route designations described in the *Travel Management* section of the Approved RMP and identified on Map 2 (Appendix A) are effective upon issuance of this Record of Decision. All area designations are complete upon signature of the ROD in accordance with 43 CFR Part 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 RMP/Final EIS on September 5, 2008.

The methodology used by the interdisciplinary team to develop a travel plan network was a combination of guidance from the BLM Utah State Office and Washington Office. This guidance stated that the route designation process should begin with existing inventory and data and then determine the purpose and need for existing routes. BLM determined it would be beneficial to use San Juan County's route inventory as the baseline because the county's inventory was the most complete for the field office area. Monticello FO used a random sampling of the San Juan County route data to verify the validity of the inventory. BLM staff verified the existence of 99.7 percent of the random sample of route segments (344 total segments). This high level of verification established the validity of the County's inventory. In addition, MFO requested that the public submit verifiable information on routes additional to those on the San Juan County inventory. Information was submitted by three individuals and two citizen groups. This information was evaluated by BLM staff who determined that these routes were either included on the inventory or that the roads existed, but had no purpose or need.

After establishing a road network inventory, designation of specific 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. Six interdisciplinary team meetings were held, including representatives of San Juan County, to evaluate all the routes inventoried within the planning area. Routes were not designated in the Approved RMP where it was determined that the routes had no purpose and need or where resource conflicts outweighed the purpose and need. Thirty-one additional ID Team and coordination meetings were held concerning route selection for the range of alternatives in the Draft RMP.

The Approved RMP designates a total of 0.5 miles of limited seasonal restrictions and 1,947 miles of designated routes. The rationale for closures of routes not carried forward includes crucial wildlife habitat conflicts, WSA intrusions, other resource conflicts, inadequate purpose

and need, and closure or designation for administrative use only. With exception of the .08 miles of a way in Fish Creek WSA to access the Moon House ruin, no ways have been designated in WSAs nor have any routes been designated in the five areas selected to protect, preserve and maintain their wilderness characteristics outside of designated WSAs.

In Arch Canyon, OHV use will be limited to the designated route up to the National Forest boundary, a total of 8 miles one-way. Organized and commercial groups will be required to obtain a Special Recreation Use Permit. This permit will allow access on the designated route up to the National Forest boundary, except from March 1 through August 31. During this period, access will be limited to 7.5 miles of the designated route and access will not be allowed on the last half mile immediately before the National Forest Service boundary. This decision was based on the fact that all of the riparian areas in Arch Canyon are in properly functioning condition and this condition has not been affected by existing OHV use. In addition, by limiting OHV travel to the designated route, any potential impacts to cultural resources will be minimized. Excluding travel in the upper 0.5 mile of the route during the period March 1 through August 31 would mitigate any impacts of noise disturbance on Mexican spotted owls during the breeding season.

Harts Canyon is closed from the private land (Seeps) to Yancy's Fence (T30S, R22E, Section 8) to OHV and mechanized use. This route did not meet the purpose and need test, and closure to OHV and mechanized use would help maintain and improve riparian functioning condition.

Mountain bike use will be limited to the same designated routes as OHV travel; bicycle use can have some of the same impacts on sensitive resources as motorized OHV use.

No routes have been designated in the Recapture Canyon area which has previously been closed to OHV use through an emergency closure order. Consideration of such designation will be made in a future NEPA document specific to that area.

Comments were submitted on the Draft RMP/EIS which suggested additions, deletions, and modifications to the proposed route system be made in the Approved RMP. The Approved RMP specifies that modifications to the designated route network may be made without completing a plan amendment. Such modification (plan maintenance) may be based on monitoring and/or site specific documentation in accordance with NEPA. The process for considering route modifications will be detailed in the Implementation Plan developed for the RMP after completion of the ROD.

Livestock Grazing

For allotments identified on Map 3 (Appendix A), the seasons of use described in the Grazing Management section of the Approved RMP will be as follows:

- Church Rock season of use is December 1–May 31
- Indian Rock season of use is November 15–April 15
- Owens Dugout season of use is February 1–April 30
- Laws season of use is April 16–November 15
- Bear Trap season of use is September 1–December 12
- Monument Canyon season of use is December 1–May 31
- South Vega season of use is January 6–February 28

- Upper Mail Station season of use is November 14–February 28
- Big Westwater season of use is April 1–May 31 or October 15–December 15
- These seasons of use match the seasons of use on current term grazing permits. These seasons of use were established consistent with *Utah Standards for Rangeland Health and Guidelines for Grazing Management*. In the Perkins Brothers, East League, and McCracken Wash allotments, seasons of use in riparian areas are limited to October 1 through May 31 in order to eliminate disturbance to nesting migratory birds and allow growth of riparian vegetation important for migratory bird habitat. Gunnison sage-grouse nesting is protected in the Sage Flat, Upper East Canyon, Sage-grouse and Dry Farm allotments by precluding use from March 20 to May 15 on these allotments.

E. NOTICE OF MODIFICATIONS AND CLARIFICATIONS

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

Minor Modifications

As a result of protests on the Proposed Plan and continued internal review, BLM made six minor modifications to the Proposed Plan. As described below, these minor modifications are not considered significant changes. The *Management Decisions* sections of the Approved RMP include these minor modifications:

1. San Juan River SRMA: In response to protest and further internal review, the commercial group size limit has been changed to 33 people (25 passengers plus 8 guides) (REC-61) in the Approved RMP from a total of 25 people (total) per launch in the Proposed Plan. All changes were analyzed within the range of alternatives.
2. San Juan River SRMA: The number of commercial daily launches has been changed to two per day (one launch of 25 passengers and one launch of 10 passengers) in the Approved RMP (REC-62) from a single launch per day of 25 passengers in the Proposed Plan. All changes were analyzed within the range of alternatives.
3. Lockhart Basin Proposed ACEC (ACEC-52 and VRM-2): The area managed as VRM Class III in the Proposed RMP/Final EIS has been changed to VRM Class II in the Approved RMP to be consistent with the inventoried VRM class and better manage the scenic qualities of the area. This change was made in response to protest and further internal review, and was analyzed within the range of alternatives. This changed the total VRM Class II and Class III acreages under decisions VRM-2 and VRM-3 in the Approved RMP.
4. Hovenweep ACEC, at page 2-56 of the Proposed RMP/Final EIS: The following decision has been deleted: “Within Hovenweep ACEC, cultural properties eligible for the National Register would be avoided by 100 feet.” This was incorrectly included from the 1991 RMP which has been replaced by other language in the Proposed RMP/Final EIS and carried forward into the Approved RMP on right-of-way avoidance areas included in LAR-14 and ACEC-48.
5. Decisions WSA-8, WSA-11, TM-9 and TM-14 have been modified to clarify that a 0.08 mile way to access the Moon House trailhead in Fish Creek WSA will remain open consistent with an agreement between BLM and San Juan County. The other ways will remain open only to provide administrative access and are as follows:

- a. Two ways in Grand Gulch ISA – Pine Canyon and Slickhorn units; totaling 3.1 miles and located east of Pine Canyon and Point Lookout areas.
- b. One way in Fish Creek WSA – Lower Baullies Mesa; totaling 4.93 miles.
- c. One way in Road Canyon WSA – Perkins Point; totaling 2.67 miles.

No motorized/mechanized recreation use will be allowed on any of these administrative access ways. The Travel Plan (Appendix O) also reflects this modification at page 12.

6. The Monticello RMP/EIS failed to analyze the impacts of remote airstrips in the Monticello planning area on WSAs and non-WSAs with wilderness characteristics, recreationists, natural and cultural resources. Because BLM did not analyze such impacts, the BLM Monticello FO is required to withdraw the decision in Appendix N of the Proposed RMP/Final EIS. In response to a protest, and in order remedy this oversight, the impacts of these numerous airstrips on the resources in the planning area will be considered at the earliest opportunity as part of the next planning process conducted by the field office. The BLM will delineate travel management areas for remote airstrips and determine which of these will be open or closed in compliance with the NEPA, Appendix C of the BLM Planning Handbook (H-1601-1) and Public Law 106-291, Section 345.

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:

1. The OHV route Map 63 (Proposed RMP/Final EIS) was corrected to remove routes illustrated within the Park Service and Forest Service boundaries. BLM has no jurisdiction within those boundaries. Changes have been made on Map 2 in the Approved RMP.
2. Acreage discrepancies for the right-of-way avoidance and exclusion areas occurred in Table 2.1 and Table 4-8 of the Proposed RMP/Final EIS. The Approved RMP has corrected this discrepancy. Decision LAR-14 clearly states that avoidance areas cover 133,293 acres and exclusion areas include 416,115 acres (Map 4). These lands are also shown on Map 4 in the Approved RMP.
3. Acreage discrepancies for areas unavailable and available for livestock grazing have been corrected in the Approved RMP (GRA-17). Areas unavailable to livestock grazing are changed to 133,318 acres from 134,277 acres. These changes resulted from better GIS data and correction of previous miscalculations.
4. The Indian Creek ACEC was incorrectly stated to be recommended for withdrawal from mineral entry in the Proposed RMP/Final EIS. Decision ACEC-50 no longer recommends this ACEC for withdrawal. The EIS analyzed not proposing this ACEC for withdrawal within the range of alternatives. This area has also been removed from Map 6 in the Approved RMP.
5. Decision WC-1 has been clarified to include that there are no routes designated within the 88,871 acres protected for wilderness characteristics.
6. Management prescriptions for Gunnison sage-grouse habitat within 4 miles of active strutting grounds have been clarified in the Approved RMP to be in effect year-round (Decision SSP-24). The reference “May 16-March 19” in the Proposed RMP/Final EIS has been deleted because it is year round habitat.
7. The management prescriptions for sage-grouse lek habitat (Decision SSP-23) which restrict permitted activities from sunset the evening before to three hours after sunrise the next

- morning has been corrected to be two hours after sunrise. This is consistent with the Gunnison Sage-grouse Rangewide Conservation Plan (the GSRCP).
8. The Goals and Objectives for the Management Common to All Resources (MCA) and the Recreation Section contain definitions in the Proposed RMP/Final EIS that are more appropriately included in a glossary. As such, the definitions or corresponding language was moved to the glossary for: designated routes, SRMAs, and the Extensive Recreation Management Area (ERMA). Definitions that were redundant to those already in the glossary were deleted from the program goals and objectives for OHVs.
 9. A new map (Map 20) was created for the Approved RMP to combine the various cultural features and management areas onto one map as a reference tool for resource specialists and visitors to the planning area. This map is introduced in the Goals and Objectives for the Cultural Resource section in the Approved RMP.
 10. Some decisions were edited to correct grammar, sentence structure and improve the logical sequence appropriate for the Approved RMP. This also included reorganization and compacting of maps and appendices to account for those not needed from the Proposed RMP/Final EIS. Although an edit made an adjustment, it does not change the intent or content of the decision. For example decisions associated with special recreation permits were moved from their location in the Proposed RMP/Final EIS to just before SRMA discussions for logical flow and understanding. The background information associated with the 1991 San Juan RMP for the Indian Creek, Dark Canyon and Cedar Mesa ACEC were deleted, as it does not apply to this Approved RMP.
 11. Some Goals and Objectives were more appropriately moved to the Management Actions in the respective resource sections. These moves include: MCA-1 through MCA-6, RIP-1, RIP-2, REC-147, ACEC-77 and TM-1.
 12. The Recreation decision in the Proposed RMP/Final EIS at page 2-46 which stated “Special OHV events are limited to 350 total vehicles and approved OHV event routes” has been deleted. This was an error. Proposed events of this size are unlikely and special OHV events would be analyzed on a case-by-case basis to determine limits.
 13. The Proposed RMP/Final EIS Travel Management section referenced Class B and Class D roads. This reference to road classification has been deleted in the Approved RMP because it may lead to confusion and has no bearing on the Travel Management Plan.
 14. In response to a protest, clarification has been made to the Approved RMP (Decision ACEC-31) that the 641 acres east of Hovenweep National Monument continues to be included within the ACEC.
 15. In response to a protest, Decision ACEC-2 in the Approved RMP has been clarified to reflect that BLM will comply with all laws, rules, regulations and policies related to the management of cultural resources.
 16. In response to a protest, the total acres for the seven SRMAs designated in the Approved RMP are 562,824 acres (Record of Decision, p.16, p. 29 and Approved RMP).
 17. Decision REC-69 has been clarified by describing the camping closure area and explaining that 122 acres of the restrictive camping is within the Extensive Recreation Management Area (ERMA).
 18. The stipulations for East Canyon and NE Monticello and South Canyon woodland harvest zones (FOR-12 and FOR-13) were modified in the Approved RMP. A cross-tracked decision from REC-149 to allow off-road travel within 150 feet of designated routes to collect wood was carried into these two forestry decisions. This was done to be consistent with the

stipulations for vehicle camping in the ERMA. Vehicle camping in the ERMA was restricted to previously disturbed areas to within 150 feet of designated routes.

19. Decision ACEC-53 has been clarified to denote that the San Juan River eligible segments (Segments 1-4) are no longer an appropriate reference for the right-of-way avoidance areas. Instead, areas within the ACEC intersected by the San Juan River SRMA are the right-of-way avoidance areas. Both references encompass the same areas, nomenclature has changed due to the final decision.

Errata to the Proposed RMP/Final EIS

1. In response to a protest, Chapter 3; Section 3.20.2.1: delete the redundant sentence which states: “Winter range habitat primarily consists of shrub-covered, south facing slopes.”
2. In response to a protest, the discussion in Chapter 3 on page 3-178 is hereby clarified to state that the effects of overgrazing are due to livestock as well as wildlife browsing.
3. At the request of the State of Utah and San Juan County, Evan Lowry, Ed Scherick and Ben Nielson were removed from the list of interdisciplinary team members who worked on the Travel Management Plan (Appendix N in Proposed RMP/Final EIS; Appendix O Approved RMP).

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 (FLPMA) and numerous other laws and regulations that govern public lands management. 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 C as the Preferred Alternative, and later using it as the base for the Proposed Plan (with minor modifications selected from the range of alternatives) was to address these diverse needs and concerns in a balanced manner and provide a practical and workable framework for management of public lands. The BLM is ultimately responsible for preparing a plan consistent with its legal mandates that 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 protests 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 incorporates 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 B.

Air Quality

BLM does not have regulatory control over air quality issues on public lands, 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 (Appendix C). 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 Monticello FO 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.

Cultural Resources

BLM has completed the formal Section 106 consultation with the Utah State Historic Preservation Office (SHPO). The August 25, 2008, letter from the SHPO concurred with BLM's recommendation of No Adverse Effect from any actions proposed in the Proposed RMP/Final EIS (Appendix D). The Approved RMP will reduce imminent threats to significant cultural resources from natural and human-caused deterioration or potential conflicts with other resources.

The Approved RMP establishes goals, objectives, and management actions that provide for identification, protection, preservation, and use of cultural resources. It ensures that all authorizations for land and resource use will comply with Section 106 of the National Historic Preservation Act (NHPA) and 36 CFR 800. Identification of cultural resources would be enhanced through proactive cultural resources inventories conducted in compliance with Section 110 of NHPA and Section 14 of the Archaeological Resources Protection Act (ARPA). Cultural resource sites and areas would be nominated for listing on the National Register of Historic Places, and sites would continue to be allocated to appropriate uses.

The Approved RMP continues consultation with Native American Tribes to address management concerns, to identify, protect and maintain access to sites and areas for traditional and religious

uses, and to protect burials, burial sites, and sacred items pursuant to the Native American Graves Protection and Repatriation Act (NAGPRA). It also provides for consultations with local communities, and other communities and individuals with traditional linkages to cultural resources on identification and protection of resources. It encourages the development of partnerships to meet management goals, and provides for legitimate research and cooperation with local communities and interested groups to foster heritage tourism.

For law enforcement purposes, the Approved RMP also aligns closely with statute, regulation and policy, such as restricting domestic pets and pack stock from inside important cultural sites, not allowing ropes or other climbing aids to access a cultural site, not allowing camping in a cultural site and closing sites when visitation is risking the integrity of a site or has become a safety hazard.

Management of National Historic sites, districts, landmarks, ACEC's with cultural values, and other culturally sensitive areas as identified as Special Recreation Management Areas (SRMAs) in the Approved RMP, will be facilitated by adopting a variety of specific management actions developed for those areas. One of the outstanding features of the Monticello Field Office is its internationally-known cultural resources. Managing recreation and visitation is the first line of defense in protecting the wealth of cultural resources in the field office. To that end, the Approved RMP creates focal points for recreation and visitation management which will encourage responsible recreation in the area, and respect for the archeological treasures. Monticello has taken a novel approach by imposing recreation and visitor management decisions. Cultural resource management plans (CRMPs) will be developed to define future management. The Approved RMP contains additional management actions designed to protect cultural resources such as implementing cultural resource inventories for designated travel routes. In summary, the cultural resource decisions in the Approved RMP provide the best mix of management actions to identify, protect, preserve and use cultural resources.

Fire Management

The Approved RMP adopts the comprehensive Utah Land Use Plan Amendment for Fire and Fuels Management (9/2005). The Approved RMP establishes criteria for priorities, suppression, wildland fire use, fuels treatments, prevention and mitigation, and emergency stabilization and rehabilitation. The Approved RMP provides for an estimated 5,000 to 10,000 acres of fuels reduction treatments each year.

Lands and Realty

The Approved RMP makes public land available to a variety of rights-of-way (ROWs), permits and alternative energy sources where it is consistent with resource goals and objects and the provisions of the Energy Policy Act and West-Wide Energy Corridor Programmatic EIS. Land tenure adjustments, withdrawal processing, filming permits, trespass resolution, access, easements, rights-of-way, wind and solar development, sale disposal criteria, and transportation and utility corridor procedures are identified and have a variety of management decisions applied to them.

Right-of-way avoidance and exclusion areas are generally consistent with the stipulations identified for oil and gas leasing and other surface-disturbing activities. No surface occupancy (NSO) stipulations are avoidance areas for ROWs; no ROW would be granted in NSO areas unless there are no feasible alternatives. Areas unavailable for oil and gas leasing are generally

exclusion areas for ROWs; no ROW would be granted in these areas. Avoidance (133,293 acres) and exclusion (416,115 acres) areas are based on resource needs and policy. These areas encompass lands with sensitive natural resources such as wilderness values, cultural resources, riparian and relict vegetation, and high quality scenery. Some of these areas include the 13 WSAs, riparian habitat, public water reserves, Colorado River Wild and Scenic River (WSR) Suitable Segments 2 & 3, San Juan River Suitable Segment 5, San Juan River SRMA, Hovenweep ACEC, Valley of the Gods ACEC, Shay Canyon ACEC, five non-WSA areas with wilderness characteristics, and Alkali Ridge National Historic Landmark. There are impacts associated with these exclusion/avoidance areas which include restricting the placement of ROWs and facilities, limiting future access, delaying or increasing the cost of energy supplies, and creating communications dead zones or delaying the availability of communications services, among others. However, the designation of exclusion and avoidance areas in the Approved RMP provides a balance between granting rights-of-way and protecting important natural resources.

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 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 Monticello Field Office that have been identified for consideration for disposal by sale in the Approved RMP would have to meet one or more of these criteria before they could go out of public ownership.

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. The disposal list consists of tracts uneconomic to manage, acquired tracts or public objective tracts suitable for sale under authority of Section 203(a) or 206(a) of FLPMA. It includes tracts suitable for recreation and public purpose (R&PP) patent under authority of the R&PP Act of 1926 and Section 212 of FLPMA. Nominations from the public which met the 203 analysis and made subsequent to the 1991 RMP are also included on the list.

Consistent with the intent of protecting, preserving and maintaining wilderness characteristics of these five areas, lands managed for their wilderness characteristics in the Approved RMP would remain in federal ownership and not be considered for land disposal actions.

Land tenure adjustments (LTAs) (disposals, access, easements, transportation and utility corridors, withdrawals, acquisitions) identified in the Approved RMP would facilitate access within the Monticello PA and adjoining properties, improve the BLM's management ability, reduce conflicts with adjoining landowners and surrounding communities, and accommodate surrounding community needs.

In order to preserve sensitive environmental values and protect federal facilities associated with Grand Gulch National Historic District (37,388 acres), all developed recreation sites (232 acres), San Juan River SRMA (9,859 acres), Alkali Ridge National Historic Landmark (2,146 acres), and Colorado River WSR Segment 3 (1,040 acres), the Approved RMP recommends these areas for withdrawal from mineral entry. In summary, the lands and realty decisions in the Approved RMP provide for the best mix of allowable uses and resource protection.

Livestock Grazing

The Approved RMP responds to issues related to managing for sustainable rangelands, functioning riparian areas, and healthy upland vegetation while providing for livestock grazing, fish habitat, and wildlife habitat. The majority of the planning area is made available for livestock grazing, as long as the Standards for Rangeland Health continue to be met. Managing for these Standards on grazing allotments helps ensure for biotic integrity, soil stability, and proper hydrologic functions.

The Approved RMP makes 1,621,515 acres available to grazing, 133,318 acres unavailable to grazing and 6,518 acres restricted to livestock trailing only. This includes making livestock grazing unavailable in the Comb Wash side canyons (Arch, Fish and Owl, Mule, and Road Canyons) in response to a previous Court Order. Other areas such as Bridger Jack Mesa, Lavendar Mesa, Grand Gulch, White Canyon mesa tops, Pearson Canyon, Butler Wash side canyons, Dark Canyon area, Horsehead Canyon, Rone Bailey Mesa, Dodge Canyon, Slickhorn Canyon, and the benches of East and Peters Canyons are unavailable to livestock grazing because of conflicts with recreation uses, ACEC relevant and import values, riparian, relict vegetation conditions, wildlife, and/or cultural resources.

According to BLM policy, decisions regarding authorized livestock use levels and the terms and conditions under which they are managed is an implementation-level decision based on site specific monitoring and inventory of range conditions and evaluation of such data. Therefore, changes in livestock management from the RMP planning level are minimal. Season of use changes within Church Rock, Indian Rock, Owens Dugout, Laws, Bear Trap and Monument Canyon allotments facilitate grazing management and maintain rangeland health standards.

The Approved RMP provides the best balance in authorizing livestock grazing with a sustainable forage source while ensuring the Standards for Rangeland Health are met and protecting important natural and cultural resources.

Mineral Resources

The Approved RMP provides for a variety of mineral exploration and development activities and 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 to all other surface disturbing activities associated with land-use authorizations, permits, and leases, including other mineral resources, when appropriate. For example, rights-of-way exclusion and avoidance areas are consistent with areas closed to oil and gas leasing and with a no surface occupancy stipulation, respectively.

The Approved RMP manages oil and gas leasing and other surface disturbing activities with the following stipulations: open with standard terms and conditions 484,217 acres; open with moderate terms and conditions (controlled surface use and timing limitations) 740,594 acres;

open with no surface occupancy 66,108 acres; and closed to leasing 493,400 acres. 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 providing for mineral development.

Wilderness Study Areas (WSA) total approximately 389,444 acres within the planning area and are unavailable for leasing by law. WSAs represent nearly 80 percent of the total area closed to leasing and surface disturbing activity. The following areas are unavailable to leasing to protect sensitive resource values: WSAs; certain values associated with Wild and Scenic Rivers; most non-WSA lands with wilderness characteristics (77,534 acres); Valley of the Gods ACEC (22,863 acres); and suitable wild and scenic river segments of the Colorado and San Juan Rivers (3,168 acres). These lands are closed to protect extremely sensitive resources from impacts associated with oil and gas development. Although protection of these values could also be accomplished by a no surface occupancy stipulation, many of the blocks of land were too large to accommodate directional drilling with current technology, and were, therefore, closed. Most of these lands are not in high oil and gas potential areas.

Sensitive resources protected by applying a no surface occupancy (NSO) stipulation in the Approved RMP include riparian areas, soils and vegetation, sensitive visual resource areas, cultural resources, wilderness characteristics, and Gunnison sage-grouse habitat. A no surface occupancy stipulation would apply in the following areas: Dark Canyon non-WSA lands with wilderness characteristics; certain ACECs (Shay Canyon, San Juan River, Lavendar Mesa, Hovenweep [Visual Emphasis Zone] and Indian Creek); Alkali Ridge NHL; Cedar Mesa SRMA-Comb Ridge recreation management zone (RMZ); San Juan River SRMA; floodplains and riparian areas, Gunnison sage-grouse strutting grounds and slopes greater than 40 percent.

Those resources which can be protected by timing limitations (TL) or controlled surface use (CSU) stipulations in the Approved RMP include crucial big game habitat, sensitive soils, and visual resources. Timing limitations and controlled surface use stipulations are also applied in the Approved RMP to special status species and their habitats. The timing limitation stipulations in the Approved RMP are applied to crucial big game habitats identified by the BLM and the Utah Division of Wildlife Resources. The areas with timing limitations are open to oil and gas leasing and other surface disturbing activities but would be closed during identified timeframes that are important to the health of the species such as during winter and birthing periods. Under certain conditions, a waiver, exception or modification may be applied to the stipulation.

A controlled surface use stipulation is applied in the Approved RMP to protect fragile soils on steep slopes from erosion. This stipulation requires a BLM-approved site plan be prepared for any surface-disturbing or construction activity. This plan would include an erosion control strategy, survey and design, and a reclamation plan. In addition, a controlled surface use stipulation in the Approved RMP is often applied to areas managed with VRM Class II objectives. Activities can be seen, but should not attract the attention of the casual observer. The timing limitation and controlled surface use stipulations in the Approved RMP allow for oil and gas development and other surface disturbing activities while providing protection for wildlife habitats, sensitive soils, and high quality visual resources. These stipulations are the least restrictive necessary for the protection of these resources.

The Approved RMP provides for a substantial amount of mineral development within the planning area while protecting the other important resources with the least restrictions necessary.

The stipulations imposed in the Approved RMP would not unreasonably interfere with the development of mineral resources. This is because the high development potential areas for mineral resources are generally not located where development is precluded (NSO and Closed areas). Therefore, the Approved RMP provides the best balance between protection of resources and commodity use and development.

Recreation

The Approved RMP responds to recreation issues by providing Special Recreation Management Areas (SRMAs) and Recreation Management Zones (RMZs) to manage visitors. These visitors engage in a variety of non-motorized and motorized recreation activities, many of which conflict with each other. Recreational activities include camping, scenic driving, enjoying natural and cultural features, hiking, backpacking, canyoneering, mountain biking, horseback riding, hunting, rock climbing, BASEjumping, boating (rafting, canoeing, and kayaking), four-wheel driving, rockcrawling, ATVing, and dirt biking.

The San Juan County economy is dependent upon recreation-based businesses. Commercial outfitters operating on BLM lands provide services for many activities including rafting, hiking, climbing, four wheel driving, ATVing, photography tours, horseback riding, ballooning, hunting, canyoneering, and mountain biking. Maintaining a wide variety of recreational opportunities is important to the local economy and the businesses that are dependent upon them and the Approved RMP provides these opportunities.

The seven Special Recreation Management Areas (SRMAs totaling 562,824 acres) designated in the Approved RMP are in areas where high recreation use is currently occurring and focuses on cultural resource protection. Each SRMA allows for distinct recreation uses as well as a specific recreation management strategy. In addition, each SRMA provides management direction for recreation uses as well as protection of the cultural and natural resources found in the SRMA. Establishing recreation management zones (RMZs) in the Cedar Mesa SRMA is necessary to emphasize cultural resource protection, recreation use, and provide a specific set of recreation opportunities. Visitor expectations for specialized recreation experiences are emphasized, thereby reducing potential conflict and resource impacts.

Management prescriptions in the Cedar Mesa SRMA are a combination of the Cultural-SRMA and the ACEC identified and analyzed under other alternatives in the Draft and Proposed RMP and associated EISs. These management prescriptions provide for recreation use as well as resource protection. The recreational use of this SRMA is managed by a permit system in the Cedar Mesa Area. This permit system was established to manage visitation and provide for resource protection, especially for cultural resources. Recreational management zones are established in areas with concentrated visitation and the need for site specific cultural resource protection measures. As an example, the McLoyd Canyon-Moon House Recreation Management Zone establishes a permit system with daily visitor number restrictions and closes some areas of the Moon House cultural site to visitation. This management strategy allows for visitation but greatly reduces the potential conflicts with cultural resources. Other restrictions designed to protect both natural and cultural resources include the requirement for permit holders to view a cultural site visitation video, designation of campsites and hiking trails in certain areas, closure of the canyons to campfires, a carry out human waste policy in the canyons to prevent disturbance to cultural sites, and limits on OHV use (some areas closed and the remainder as designated road/trail areas).

The San Juan River SRMA establishes management prescriptions for visitor use while protecting the visitor experience and resources. Visitation to this SRMA is managed through a permit system and averages 40,000 visitor use days annually.

Indian Creek SRMA, an area with increasing visitation from OHV users and rock climbers, is an area that attracts users from around the world. The SRMA management balances use in the corridor while protecting cultural resources. Examples include the closing of climbing routes that are in conflict with cultural or wildlife resources and limiting camping to avoid conflicts with cultural resources and visitor safety.

Areas not included within a SRMA are part of the Extensive Recreation Management Area (ERMA). ERMA management provides for recreation in an undeveloped setting where visitors can experience dispersed opportunities. SRMAs enable the BLM to more actively manage the intensity, diversity, and potential incompatibility of recreation uses while protecting the resources that visitors come to enjoy. The Approved RMP provides the greatest range of recreational opportunities while still reducing user conflicts, providing recreation business opportunities, and protecting resources.

Riparian

The Approved RMP protects riparian and floodplain resources by limiting new surface disturbance and following appropriate management as defined by Bureau policy and guidance such as Utah Riparian Management Policy and technical references. It allows for vegetation and watershed improvements to proactively achieve Utah's Standards for Rangeland Health and riparian/wetland proper functioning condition. Cottonwood and willow communities will continue to be available to Native Americans for harvest.

Soil and Water

The Approved RMP maintains and restores watershed health and function by emphasizing the role of soil and water interactions with public land uses. Compliance with the State of Utah's water quality standards and the Colorado River Salinity Control Act is also ensured by the application of best management practices. Partnerships with the State of Utah, tribal governments and local municipalities will ensure quality water sources for local residents and visitors.

Surface disturbance includes activities that normally result in more than negligible disturbance to public lands and that accelerate the natural erosive process. These activities normally involve use and/or occupancy of the surface, cause disturbance to soils and vegetation, and are usually caused by motorized or mechanical actions. Surface disturbance may result from activities using earth-moving and drilling equipment; geophysical exploration; off road vehicle travel; vegetation treatments; the use of pyrotechnics and explosives; and construction of facilities like powerlines, pipelines, oil and gas wells, recreation sites, livestock facilities, wildlife waters, or new roads. Surface disturbance is not normally caused by casual use. Activities that are not typically surface disturbing include, but are not limited to, proper livestock grazing, cross-country hiking, minimum impact filming and vehicle travel on designated routes.

Waivers, exceptions and modifications apply to all surface disturbing activities including oil and gas. Applying best management practices and standard operating procedures also contribute to proper management of resource values and land uses.

Special Designations - 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 some instances, WSAs overlay many of the potential ACECs and management under Interim Management Policy for Lands Under Wilderness Review (IMP) more than adequately protected the relevant and important 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 consider management options for the relevant and important values identified.

Seven ACECs (approximately 73,492 acres) are designated in the Approved RMP: 1) Alkali Ridge (Cultural) 39,196 acres; 2) Hovenweep (Cultural) 2,439 acres; 3) Indian Creek (Scenic) 3,905; 4) Lavender Mesa (Relict Vegetation) 649 acres; 5) San Juan River (Scenic, Cultural, Wildlife, & Natural Systems) 4,321 acres; 6) Shay Canyon (Cultural) 119 acres; and 7) Valley of the Gods (Scenic) 22,863 acres. These ACECs occur in areas where special management is required to protect the relevant and important values of the Potential ACEC. Management actions are detailed in the Approved RMP to protect these values. Establishing these areas as ACECs gives priority to the management of the identified resource values. Since standard management contained in the Approved RMP protects the relevant and important values in the planning area, only seven areas were designated as ACECs where additional special management is necessary. The following table (Table 2) identifies acreage balances (remaining) and subsequent management protections for areas not carried forward into the Approved RMP for the selected ACECs:

Table 2: Relevance & Importance Criteria and Management Prescriptions for Potential ACEC Acreages Not Designated

Potential ACEC Acreages Not Designated	Relevant & Important Criteria	Management Protection for Relevant and Important Values
Alkali Ridge (6 Acres)	Cultural	This acreage difference is associated with mapping precision associated with GIS technology. The 1991 RMP data were estimated and the current data are based on GIS calculations. Cultural resources will continue to be protected by existing laws, rules, regulations and policies. Thus relevant and important values will continue to be protected.
Indian Creek (4,602 Acres)	Scenic	The original ACEC included the Indian Creek WSA. The WSA portion has been excluded from the ACEC and will be managed according to IMP which includes VRM I management. Thus relevant and important values will continue to be protected.
San Juan River (3,269 Acres)	Scenic, Cultural, Wildlife & Natural Systems	Segment #5 was recommended as suitable for WSR designation and the ACEC designation was removed. The SRMA designation is retained for this segment. Management prescriptions include VRM I, closed to oil and gas leasing and OHV use, recommended for withdrawal and excluded from ROWs. Cultural resources will continue to be protected by existing laws, rules, regulations and policies. These prescriptions will provide continued protection for the relevant and important values.
Shay Canyon (3,442 Acres)	Cultural	This area will be managed under prescriptions which include VRM II, designated roads/trails for OHV use, controlled surface use for oil and gas leasing, closure of rock climbing routes that impact cultural sites and prohibition of camping and surface disturbing activities in the Indian Creek riparian zone. Cultural

		resources will continue to be protected by existing laws, rules, regulations and policies. These prescriptions will continue to protect the relevant and important values.
Valley of the Gods (8,524 Acres)	Scenic	The Valley of the Gods Special Emphasis Area of the Cedar Mesa ACEC included part of the Road Canyon WSA. The boundary of the new ACEC was redrawn to match the boundary of the WSA and thereby exclude any portion of the WSA. Since management of the new ACEC and existing WSA are both VRM Class I, there is no change in visual management for the excluded area. Thus relevant and important values will continue to be protected.

The following table (Table 3) provides a list of the potential ACECs that were not designated in the Approved RMP, their relevant and important criteria, and planning decisions carried forward that protect those criteria.

Table 3: Relevant & Important Criteria and Management Prescriptions for Potential ACECs Not Designated

Potential ACEC Not Designated	Relevant & Important Criteria	Management Protection for Relevant and Important Values
Bridger Jack Mesa	Near Relict Vegetation	The area lies entirely within the Bridger Jack Mesa WSA and will be managed according to IMP. It is unavailable for livestock grazing and private/commercial use of woodland products. Campfires are restricted to fire rings. Recreation use is subject to the Indian Creek SRMA provisions. Thus relevant and important values will continue to be protected.
Butler Wash North	Scenic	The area lies entirely within a WSA and will be managed according to the IMP. It is unavailable for private and commercial use of woodland products, except for limited onsite collection for campfires. Livestock grazing may be limited if cultural resources are being impacted. It is closed to OHV use and will be managed to meet VRM Class I objectives. Thus relevant and important values will continue to be protected.
Cedar Mesa	Fish and Wildlife, Cultural and Scenic	<p>Cedar Mesa will be managed as a SRMA with three specific recreational management zones created to protect cultural resources by managing visitors. Although the former Cedar Mesa ACEC is not carried forward, the area is now included in the larger Cedar Mesa SRMA in the Approved RMP. Management prescriptions that were listed for the ACEC and the proposed C-SRMA have been added to the SRMA in their entirety and these management prescriptions are sufficient to protect cultural resources. Protective management that addresses cultural resources include:</p> <p>WSAs make up 71 percent of the former Cedar Mesa ACEC. These WSAs are managed under the IMP which includes closure to oil and gas leasing and OHV use and management as VRM I. These management prescriptions provide protection for cultural resources and scenic values.</p> <p>The area that is currently managed for its scenic resources outside the WSAs in the previous Cedar Mesa ACEC was the Valley of the Gods. This area is carried forward as its own ACEC in the Approved RMP and will be managed as VRM I, which provides the same NSO provisions. These prescriptions will protect the visual resources of the area.</p> <p>The McLoyd Canyon-Moon House RMZ establishes a user permit system, limits the number of visitors and closes portions of the Moon House site to entry to protect cultural resources.</p> <p>Recreational Management Zones (RMZ) are established in the SRMA to manage visitation and establish site specific cultural</p>

		<p>resource protection measures. These zones include: the Grand Gulch NHD RMZ, Comb Ridge RMZ and McLoyd Canyon-Moon House RMZ.</p> <p>Recreation use in the Cedar Mesa Grand Gulch NHD RMZ continues to be managed by a permit system for backcountry use. Without the permit system, overuse of the area has the potential to impact high density, world-renowned cultural resources. Restrictions and management prescriptions are intended to minimize impacts from this recreation use on cultural resources. In addition to the management prescriptions for this zone, the Grand Gulch NHD has additional cultural resource protective measures to reduce impacts from recreational users on cultural resources.</p> <p>Cultural resources will continue to be protected through existing laws, rules, regulations and policies.</p> <p>Wildlife relevant and important values in the previous ACEC were confined to Arch Canyon. There were no special conditions in that ACEC specific to the wildlife species recognized. New management prescriptions in the SRMA include restrictions on organized and commercial OHV groups preventing OHV travel in the upper ½ mile of the canyon during the breeding and nesting season for Mexican spotted owls. Thus relevant and important values will continue to be protected.</p>
Dark Canyon	Scenic and Fish and Wildlife	<p>Dark Canyon (61,660 acres) is not carried forward as an ACEC but will be managed under IMP as the entire proposed ACEC is within the Dark Canyon WSA. Management under IMP includes closure to oil and gas leasing and OHV use. Other management prescriptions, such as VRM I maintain the natural character of the landscape. Scenic qualities will be adequately protected. These management prescriptions will also protect wildlife values for the Mexican spotted owl, an endangered species and the peregrine falcon. In addition, the canyons of this area occur within the Dark Canyon SRMA. Limits on recreation group sizes and trip numbers will minimize disturbance to these wildlife species. Furthermore, Dark Canyon is carried forward as suitable for wild and scenic river designation as wild. Management prescriptions for this river segment are the same or similar to those listed above. Thus relevant and important values will continue to be protected.</p>
Lockhart Basin	Scenic and Cultural	<p>Lockhart Basin is not carried forward as an ACEC but relevant and important values will be protected. The area will be managed under VRM Class I and II designations to protect or minimize impacts to visual resources. VRM Class I areas within the area include: the Indian Creek WSA (6,870 acres), Indian Creek ACEC (3,908 acres) and Colorado River segment #3 (1,040 acres) managed as suitable for wild and scenic river designation. The remainder of the area in the proposed ACEC (44,475 acres) will be managed as VRM II. Additionally, the oil and gas leasing categories of closed in the WSA and Colorado River segment #3, and NSO in the Indian Creek ACEC will also protect visual values on 21 percent of the potential ACEC. Cultural resources will be protected with these same closed and NSO lease categories as well as the controlled surface use category which provides for avoidance of cultural sites in the remainder of the area. Cultural resources will continue to be protected by managing OHV use through route designation in the majority of the area, and through existing laws, rules, regulations and policies. Prior to approval of actions which may</p>

		affect cultural resources, Class III inventories and consultation with SHPO will occur.
Scenic Highway Corridor	Scenic	In reevaluating the previous ACEC for this planning effort, BLM determined that the scenic qualities along the highway corridors do not meet the ACEC criteria. BLM determined that the viewsheds along the corridors are not uncommon and are typical of those found throughout the Colorado Plateau. Therefore, this ACEC will not be carried forward.

Special Designations - Wild and Scenic Rivers

There are four eligible river segments (Colorado River Segments 2 & 3, Dark Canyon, and San Juan River Segment 5) that are carried forward as suitable for inclusion into the National Wild and Scenic River (NW&SR) system. These areas are included in the Approved RMP to protect the free-flowing nature and outstandingly remarkable values associated with the river segments.

Eligible river segments that were not carried forward as suitable in the Approved RMP are generally protected by various other management decisions. Many of these river segments include scenery, cultural, ecological, fish, wildlife and non-motorized recreation as outstandingly remarkable values (outstandingly remarkable values).

River segments are classified as “wild,” “scenic” or “recreational.” BLM Manual 8351.33C states that “Alternatives may be formulated for any combination of designations and classifications. Reasons for considering alternative tentative classifications include resolving conflicts with other management objectives, continuity of management prescriptions, or other management considerations.” In some cases, the tentative classification of a river segment was changed in order to accommodate other management considerations and to provide more management flexibility, as necessary.

Colorado River Segments 2 and 3 are recommended as scenic segments suitable for inclusion into the NW&SR system. Segment 3 was originally inventoried with a tentative classification of wild in the DRMP/DEIS, but this was changed to a scenic classification due to the presence of motorized use on the river and to provide consistency in management with the Moab Field Office’s management of the north side in their Approved RMP. Outstandingly remarkable values (ORVs) include scenic, fish, recreation, wildlife, cultural and ecological values. These segments are some of the most scenic river segments in the nation and are commonly used by motorized and non motorized boaters as a destination or on their way to Canyonlands National Park. Internationally known, these segments attract approximately 12,000 boaters per year. National river organizations and the National Park Service support including these segments in the NW&SR system.

Dark Canyon is recommended as a wild segment suitable for inclusion into the NWSR system and this designation would highlight and protect one of the most outstanding stream corridors in the region. Outstandingly remarkable values include scenic, recreation and wildlife values. A truly wild segment, it receives less than 1,000 visitors a year. This segment is an internationally recognized area known for rugged terrain, primitive recreation, and habitat supporting a broad array of wildlife. Ownership within the corridor is 100 percent BLM and support is high from national river organizations and other agencies to include this in the NW&SR system.

San Juan River Segment 5 is recommended as a wild segment suitable for inclusion into the NW&SR system, and this designation would highlight and protect the outstandingly remarkable

values of one of the most outstanding river corridors in the nation. Outstandingly remarkable values include scenic, fish, recreation, geologic, wildlife and ecological values. The segment is classified as wild because it is free of impoundments and the shoreline is primitive with no or few human intrusions. With canyon walls over 1,200 feet high, this segment is one of the deepest canyons in the region. Internationally known, this segment has approximately 6000 visitors a year. Support to include this in the NW&SR system is high from national river organizations and the National Park Service.

Segments not recommended for inclusion into the National Wild and Scenic River System

The eligible river segments not carried forward as suitable into the Approved RMP will not be protected as eligible river segments. The free flowing character and outstandingly remarkable values associated with these eligible segments will not be considered in the context of the National Wild & Scenic River system.

Colorado River Segment 1

The tentative classification for this eligible segment was recreational and the outstandingly remarkable values include scenic, fish, recreation, wildlife, cultural and ecological values. This segment was not selected for inclusion in the NW&SR system since only 35 percent of this segment is BLM administered land and half of the side of the river opposite to the BLM managed lands is private land. Directly across the river from this segment is a large industrial development that decreases the value of this segment as a wild and scenic river.

This land ownership pattern was considered problematic to effective management of this section of the river as a WSR. BLM's riparian management policy and threatened and endangered species conservation measures will afford protection of many of the outstandingly remarkable values. Management under controlled surface use stipulation will also help protect these values.

Indian Creek

The tentative classification for this eligible segment was recreational and the outstandingly remarkable value includes cultural. This segment was not selected for inclusion in the NW&SR system and will be managed by other management tools. Those include restrictive visual resource management objectives, OHV travel limited to designated roads and trails, special stipulations for oil and gas leasing, and limits on surface disturbing activities, camping and woodland harvest. This segment is 6.5 miles with 4.8 administered by the BLM. Management for this segment as a wild and scenic segment would be complicated by the land ownership pattern.

Fable Valley

The tentative classification for this eligible segment was scenic and the outstandingly remarkable values include wildlife and ecological values. This segment was not selected for inclusion in the NW&SR system as it is within the Dark Canyon WSA and SRMA and the outstandingly remarkable values can be adequately protected under IMP and SRMA management. These include VRM Class I, closure to OHV use and oil and gas leasing, livestock grazing restrictions, limits on recreational group size, and prohibition of campfires.

San Juan River Segment 1

Tentative classification for this eligible segment was recreational and outstandingly remarkable values include fish, wildlife, historical and cultural values. This segment was not selected for inclusion in the NW&SR system and will be managed by other management tools. Those include VRM and the management prescription found in the designated SRMA and ACEC. Protection for the outstandingly remarkable values was considered to be more appropriately managed under an SRMA and ACEC designation. Management prescriptions for these designations include limits on rafting, restrictions on oil and gas leasing, limits on recreation use if wildlife are being impacted and protection of cultural sites through restrictions on recreation use. These designations generally apply to a larger area than would be possible to protect under a WSR designation. This segment is 15.3 miles with 8.5 administered by the BLM. Management for this segment as a wild and scenic river would be complicated by the land ownership pattern.

San Juan River Segment 2

Tentative classification for this eligible segment was recreational and outstandingly remarkable values include scenic, fish, recreation, wildlife, historical, cultural and ecological values. This segment was not selected for inclusion in the NW&SR system and will be managed by other management tools. Those include restrictive VRM objectives and the management prescriptions found in the designated SRMA and ACEC. Protection for the outstandingly remarkable values was considered to be more appropriately managed under an SRMA and ACEC designation. Management prescriptions for these designations include limits on rafting, restrictions on oil and gas leasing, limits on recreation use if wildlife are being impacted and protection of cultural sites through restrictions on recreation use. These designations generally apply to a larger area than would be possible to protect under a WSR designation.

San Juan River Segment 3

Tentative classification for this eligible segment was wild and outstandingly remarkable values include scenic, fish, recreation, geologic, wildlife, and ecological values. This segment was not selected for inclusion in the NW&SR system and will be managed by other management tools. Those include restrictive VRM objectives and the management prescriptions found in the designated SRMA and ACEC. Protection for the outstandingly remarkable values was considered to be more appropriately managed under an SRMA and ACEC designation. Management prescriptions for these designations include limits on rafting, restrictions on oil and gas leasing, limits on recreation use if wildlife are being impacted and protection of cultural sites through restrictions on recreation use. These designations generally apply to a larger area than would be possible to protect under a WSR designation.

San Juan River Segment 4

Tentative classification for this eligible segment was recreational and outstandingly remarkable values include scenic, fish, recreation, wildlife, and ecological values. This segment was not selected for inclusion in the NW&SR system and will be managed by other management tools. Those include restrictive VRM objective and the management prescriptions found in the designated SRMA and ACEC. Protection for the outstandingly remarkable values was considered to be more appropriately managed under an SRMA and ACEC designation. Management prescriptions for these designations include limits on rafting, restrictions on oil and gas leasing, limits on recreation use if wildlife are being impacted and protection of cultural sites

through restrictions on recreation use. These designations generally apply to a larger area than would be possible to protect under a WSR designation. This segment is 5.3 miles with 4.2 administered by the BLM. Management for this segment as a Wild and Scenic Segment would be complicated by the land ownership pattern.

Arch Canyon

The tentative classification for this eligible segment was recreational and the outstandingly remarkable values include wildlife, fish, cultural, ecological and recreation. This segment was not selected for inclusion in the NW&SR system and will be managed by other management tools. Those include VRM, travel restrictions (designation of one OHV route), camping restrictions, closure to campfires, closed to livestock grazing and the management prescriptions that are outlined in the Cedar Mesa SRMA which includes Arch Canyon. This segment is 7.7 miles with 6.9 administered by the BLM. Management for this segment as a Wild and Scenic Segment would be complicated by the land ownership pattern.

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.

Special Designations – Historic Trails

The Approved RMP continues management and coordination with NPS and other managing agencies on the Old Spanish National Historic Trail, as well as, efforts among the SHPO, Native American Tribes on the Hole in the Rock Trail. Landmarks or features on segments of each trail would be identified and classified for historic integrity and condition. Interpretation would only be implemented if it maintains the trail's integrity.

Non-WSA Lands with Wilderness Characteristics

Impacts on uses as a result of 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 88,871 acres within 5 areas (Dark Canyon, Mancos Mesa, Nokai Dome West, Nokai Dome East and Grand Gulch) that are carried forward in the Approved RMP for protection of their wilderness characteristics. Mancos Mesa, Nokai Dome West, Nokai Dome East and Grand Gulch are unavailable for oil and gas leasing. Dark Canyon is available subject to a no surface occupancy stipulation that cannot be waived, excepted or modified. All 88,871 acres will be managed as avoidance areas for rights-of-way.

Areas selected for management of wilderness characteristics have a lower potential for mineral development than other areas in the Monticello Field Office as well as limited conflict with other resources. These areas are without roads which makes them more suitable for effectively protecting, preserving, and maintaining their wilderness character. Grand Gulch is managed as part of the Cedar Mesa SRMA for primitive recreation and coincides perfectly with managing this area for wilderness characteristics.

There were many areas found to have wilderness characteristics 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 conflict with protection, preservation, or maintenance of the wilderness characteristics. For example, some lands have existing leases that may be developed in the near future, or there may be mining claims that could be developed. In other instances, even though no valid existing rights encumbered these lands, potential for future development led to a different conclusion. Areas were not selected because they contained valid and existing rights, high mineral potential, were being managed for other uses such as right-of-way corridors, contained mechanical vegetation treatments, or are left open for firewood collection. These uses were considered as the priority when compared to protection, preservation and maintenance of the wilderness characteristics. 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.

Travel Management

The Approved RMP responds to the issue of OHV use by designating all BLM lands as closed or limited to off highway vehicle use. Within the planning area, 1,388,191 acres will be limited to designated routes, and 393,895 acres as closed to motorized travel. There are no acres open to cross-country travel. The Approved RMP designates 2,820 miles of routes open to vehicle use and closes 316 miles of routes to recreational vehicle use.

The limited area designation (1,388,191 acres) in the Approved RMP applies to the majority of the planning area. The Approved RMP responds to travel management and access issues by providing a network of transportation routes within the limited designation that tie into roads administered by the counties, National Park Service, the Forest Service, and the State of Utah. The process for designating routes within the Limited designation is detailed in Section D under Implementation Decisions. The limited designation in the Approved RMP replaces the large amount of area currently available for cross country travel within the planning area. As a result, the Approved RMP provides a substantial amount of protection to natural (vegetation, soils, scenery, riparian, and wildlife) and cultural resources by eliminating cross-country travel which is detrimental to these resources. The Approved RMP allows for motorized access and opportunities within the limited designation while providing protection for sensitive resources and non-motorized recreation users.

The closed areas (393,895 acres) in the Approved RMP apply primarily to the existing Wilderness Study Areas (WSAs), Lavender Mesa and Indian Creek ACECs, and portions of the

San Juan River and Tank Bench SRMAs. All of the inventoried routes within the WSAs would be closed to recreational motorized travel, with the exception of .08 miles of a route in Fish Creek WSA that accesses the Moon House ruin. This way would remain available for motorized use on a conditional basis. As a result, the opportunities for solitude and primitive recreation would be enhanced and the potential for impairment of wilderness values by motorized activities is eliminated. In addition, by closing the two ACECs and portions of the two SRMAs, relict vegetation, sensational scenic values, and high density and unique cultural resources would be protected. In summary, the areas designated in the Approved RMP as limited and closed to OHV use provide the best balance between OHV opportunities and protection of sensitive resources.

Vegetation

The Approved RMP responds to issues regarding noxious weeds and invasive species by utilizing BLM's integrated pest management strategies (combined use of mechanical, cultural, chemical, manual, biological, and preventative measures). This decision to control invasive, non-native plant species through a comprehensive weed management program will aid in the reduction of vegetative degradation that result from accelerated establishment of noxious and invasive species. The BLM emphasis on re-establishment and restoration of vegetated areas during surface disturbing project activities will assist in the control of non-native, invasive plant species. Also, the commitment to the management of landscapes as outlined in the *Standards for Rangeland Health and Guidelines for Grazing Management* will further ensure biotic integrity and enhanced competitive interaction against undesired invasive plants. Vegetative treatments will be focused where objectives of enhanced ecological condition and stability can best be met. The RMP also manages for plant communities that provide a sustainable forage base.

Visual Resource Management

The Approved RMP establishes VRM management class designations that are the result of a synthesis and balance of other proposed resource and land management actions with the visual resource inventory of scenic quality, visual resource values and viewer sensitivity. For visual resources, VRM Class I objectives are the most restrictive and protective of these resources. To protect scenic values, WSAs, some ACECs and wild sections of wild and scenic rivers are managed for protection of visual resources. There is an expectation from visitors that these scenic qualities of a primarily pristine and undeveloped landscape will be maintained through appropriate management. All WSAs, Valley of the Gods and Indian Creek ACECs are examples of areas which are managed as VRM I. Such management is compatible with retention of naturalness in WSAs and outstanding scenery in such high visitation areas as Valley of the Gods and certain segments of the Colorado and San Juan Rivers.

Areas designated to be managed under VRM II objectives would also retain scenic quality but would allow minor changes to the landscape. Examples include the Indian Creek Corridor and Comb Ridge Management Zone of the Cedar Mesa SRMA. Both of these areas are popular with car-camping and/or day-hiking recreationists. Such activities are compatible with VRM II management.

Areas to be managed under VRM III or IV objectives include: Montezuma Canyon basin, Dry Valley and Red Canyon. These areas have important utility developments, oil and gas or other

mineral developments and potential for further development of these resources. Many of these surface disturbing developments would not be possible under more restrictive VRM classes.

Wildlife and Fisheries

The Approved RMP responds to issues regarding wildlife by providing restrictions to uses in crucial wildlife habitat areas. BLM uses the UDWR crucial habitat boundaries 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 pronghorn antelope 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. Timing limitations on surface disturbing activities are prescribed for 453,388 acres of desert bighorn sheep habitat, 29,365 acres of pronghorn habitat 383,098 acres of deer habitat and 97,471 acres of elk habitat. 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.

The Approved RMP maintains and enhances aquatic and terrestrial habitats that support numerous species. Land use authorizations would be required to conform to seasonal, noise and disturbance restrictions as well as reclamation of disturbance where applicable. The Approved RMP provides restrictive stipulations necessary to protect wildlife and fisheries while still allowing for resource uses. In addition, the Approved RMP provides for construction and/or implementation of habitat improvements. The RMP also provides for the continued cooperation and support to UDWR for introduction, transplantation, augmentation and reestablishment of native and naturalized wildlife species.

Special Status Species

Protective management measures have been developed in coordination with the U.S. Fish and Wildlife Service and the UDWR to protect special status species within the planning area, including those that are threatened or endangered. 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 September 30, 2008. On October 27, 2008, a letter was sent to the USFWS, which constituted an amendment to the BA. The amendment included minor modifications and clarifications to the proposed plan as a result of protests, continued internal review, and acreage corrections. The USFWS responded with a Biological Opinion (BO) on October 29, 2008 completing the formal section 7 consultation process. 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 BO is part of the Approved RMP as Appendix E and on the attached CD-ROM. 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. These are committed measures that will be included within special status species habitat or potentially suitable habitat 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 Monticello RMP. All site specific level actions potentially impacting listed species or their critical, suitable or potentially suitable 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 E and attached CD-ROM), provides a number of recommended conservation measures that are beyond the scope of this Approved RMP, 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 conservation measures contained in the Approved RMP 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 FLPMA, BLM management guidelines, and policy contained in the BLM 6840 Manual.

Woodlands

The Approved RMP addresses issues regarding management of forest and woodland products to provide for sustainable personal and commercial harvesting opportunities, maintain woodland integrity, fish and wildlife habitat, biotic health, and reduced fuel load. Management of woodlands is focused where treatments and harvesting assists in ensuring ecological diversity, stability, and sustainability. The Approved RMP provides for use of forest and woodland product resources and ensures public safety in high value and/or high risk situations. Management decisions also allow for traditional Native American firewood harvesting opportunities within a reasonable range of the Navajo Reservation, as well as for collection of cottonwood and willow for ceremonial purposes. For these reasons, the forest and woodland harvest decisions in the Approved RMP allow for the most appropriate mix of uses while protecting sensitive resources.

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 September 5, 2008, in accordance with planning regulations at 43 CFR Part 1610.3- 2(e), and concluded on November 4, 2008).

NHPA Section 106 Consultation

The Utah State Historic Preservation Office (SHPO) provided comments on the Draft DRMP/EIS that were contained in the comment letter from the State of Utah. These comments were considered in developing the Proposed RMP/Final EIS, and additional coordination and consultation with the SHPO ensued. A letter was received from the Utah SHPO on August 25, 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 D.

Native American Consultation

Consultations with Native Americans on the plan have been ongoing since 2003. Consultations conducted prior to release of the DRMP/EIS for public review are described in detail in Chapter 5 (5.2.1) of the DRMP/EIS and will not be repeated here. The DRMP/EIS was sent to the tribes for review and comment on November 5, 2007. Monticello FO received comments from three tribes, the Hopi Tribe, the Navajo Nation, and the Ute Mountain Ute Tribe. Tribal concerns related to the DRMP/EIS were focused on the following:

1. Maintaining access for collection of plants for medicinal, spiritual, and sustenance uses,
2. Protection of the cultural resources in the Allen and Cottonwood Canyon areas which are important to the culture and history of the White Mesa Utes.
3. Allocation of sites for scientific use.
4. Ongoing consultation on selection and allocation of sites for interpretive development, educational, public, and scientific uses.
5. Inadvertant discoveries.

BLM provided additional clarification or modifications in developing the PRMP to address these concerns. None of the tribes filed a protest.

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 September 30, 2008. As required by Section 7(a) of the ESA, the Monticello Field Office prepared a Biological Assessment (BA) to evaluate the listed species in its planning area. The BA analyzed the potential impacts on six endangered, two threatened, and one candidate species which could result from implementing management actions authorized under the proposed land use plan for the Field Office. The Monticello 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. On October 27, 2008, a letter was sent to the USFWS, which constituted an amendment to the BA. The amendment included minor modifications and clarifications to the proposed plan as a result of protests, continued internal review, and acreage corrections. After the review of the BA and associated amendment, the USFWS prepared a Biological Opinion (BO), in which they concurred with BLM's determination on October 29, 2008, and is included in Appendix E and the attached CD-ROM. 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* (Appendix F) 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 (Appendix G). 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 and in Appendix H.

J. PUBLIC INVOLVEMENT

One of BLM's primary objectives during development of the Monticello RMP was to understand the views of various publics by providing opportunities for meaningful participation in the resource management planning process. To achieve this, the BLM published a Notice of Intent to Plan in the *Federal Register* on June 4, 2003. The formal scoping period began on that date, and ended on January 31, 2004. News releases, website information, a mailing list, and planning bulletins informed the public of the scoping period. Six public scoping meetings and a socio-economic workshop were held during this period. In addition, a mobile "Comment Cruiser" elicited scoping comments from the public at various locations. A Final Scoping Summary was issued summarizing the comments obtained through the scoping process. The scoping comments raised issues that were taken into consideration in preparation of the alternatives developed for the Draft RMP/EIS.

On November 2, 2007, the BLM and the Environmental Protection Agency published a Notice of Availability in the *Federal Register* which marked the beginning of the formal 90-day public comment period on the Draft RMP/Environmental Impact Statement (EIS). The public was informed of the availability of the Draft RMP/EIS via news releases, the planning website, and the RMP mailing list. The Draft RMP/EIS as well as all the background documents and reports were available on the Monticello RMP planning website. Both electronic and hard copies of the Draft RMP/EIS were made available to the public. Five open houses were held during the 90 day comment period. The Monticello Field Office received over 19,000 comment submissions on the Draft RMP/EIS. These comments were considered in the preparation of the Proposed RMP/Final EIS.

On September 5, 2008, the BLM and the Environmental Protection Agency published of 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/Final EIS via news releases, the planning website and the RMP mailing list. The Proposed RMP/Final EIS as well as all the background documents were available on the Monticello RMP planning website. A 30 day protest period commenced on September 5, 2008, and ended on October 6, 2008. In addition, a 60-day Governor's Consistency Review period ran concurrently with the first half of the protest period. In-depth information on these efforts is included in both the Monticello Draft RMP/EIS and Monticello Proposed RMP/Final EIS in Chapter 5, *Consultation and Coordination*.

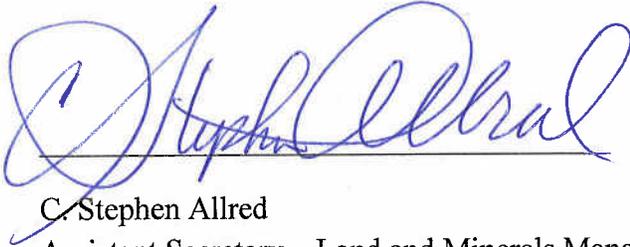
The BLM will continue to actively seek the views of the public using techniques such as news releases and web-site information to ask for participation and inform the public of new and ongoing project proposals, site-specific planning, and opportunities and timeframes for comment. The BLM will also continue 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 Grand and San Juan Counties within the planning area.

K. AVAILABILITY OF THE PLAN

Copies of the Record of Decision and the Monticello Approved Resource Management Plan are available by request from the following locations: BLM Monticello Field Office, 365 North Main Street, Monticello, Utah, 84535, 435-587-1500, and on the Monticello Field Office website at <http://www.blm.gov/ut/st/en/fo/monticello/planning.html>.

APPROVAL

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



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

Nov 17, 2008

Date 2008 NOV 17 PM 12:55

APPROVED RESOURCE MANAGEMENT PLAN

A. INTRODUCTION

This Approved Resource Management Plan (RMP) replaces the 1991 San Juan RMP and is now the base land use plan for public lands administered by the BLM's Monticello Field Office. The Approved RMP adopts the management described in Proposed Plan and the Management Common to All Alternatives section presented in the Proposed Monticello RMP/Final EIS (USDI-BLM 2008), with adjustments as described in the *Notice of Minor Modification* and *Clarification* section of the ROD.

B. CONSIDERATION OF OTHER BLM PLANS AND POLICIES

This Plan recognizes the many ongoing programs, plans, and policies that are being implemented in the Monticello PA by other land managers and government agencies. The BLM seeks to be consistent or complementary with other management actions whenever possible. Plans and policies that need to be considered are outlined below.

State of Utah Plans

- SITLA cooperative agreement and other plans
- Canyonlands Natural History Association cooperative agreement
- Regional plans of the Utah Department of Transportation (UDOT)
- State of Utah plans relating to wildlife habitat and watershed management
- Utah's State Comprehensive Outdoor Recreation Plan (SCORP)
- Utah's Smoke Management Plan
- Utah's State Implementation Plan
- Utah's Nonpoint Source Management Plan
- Utah's Sensitive Species List
- Utah's List of Impaired Waters (303 d)
- Utah's Water Resources Planning for the Future
- Utah's Water Plan: Southeast Colorado River Basin
- Utah's Rules for Edge of the Cedars State Park Museum and Gooseneck State Park
- Utah's Bighorn Sheep Statewide Management Plan
- San Juan Elk Management Plan
- Statewide Management Plan for Elk

County Land-Use Plans

- San Juan County, Utah: San Juan County Master Plan (2008)
- Grand County, Utah: Grand County General Plan Update (2004)

Other Federal Plans

- Canyonlands National Park Natural Resource Management Plan (1994)
- Canyonlands National Park General Management Plan (1974)
- Canyonlands National Park Backcountry Management Plan (1984, 1995)
- Manti-La Sal National Forest Land and Resource Management Plan (1986)

- Strategic Plans for Glen Canyon National Recreation Area and Rainbow Bridge National Monument (2005, 2007)
- Hovenweep National Monument Plan (draft)
- Glen Canyon NRA Grazing Management Plan (1999)
- Glen Canyon NRA Minerals Management Plan (1980)
- Cooperative Management Strategies: Hovenweep National Monument, Colorado–Utah (1987)
- Canyon of the Ancients Monument-Resource Management Plan (draft)
- San Juan–San Miguel Resource Management Plan (1986)
- Moab Resource Management Plan (2008)

Energy Policy and Conservation Act (EPCA)

In May 2001, the Comprehensive National Energy Policy was issued, which directed the secretary of the interior to "...examine land status and lease stipulation impediments to federal oil and gas leasing, and review and modify those where opportunities exist (consistent with the law, good environmental practice and balanced use of other resources)" (NEPDG 2001).

Under this directive, the assistant secretary of the Interior for Lands and Minerals Management delivered to Congress an inventory of U.S. oil and gas resources in five western basins, as well as the extent and nature of any restrictions or impediments to their development. This report was prepared at the request of Congress under the provisions of the 2000 Energy Policy and Conservation Act (EPCA) (BLM 2003a).

In April 2003, the BLM specified four EPCA integration principles, as follows:

- Environmental protection and energy production are both desirable and necessary objectives of sound land management and are not to be considered mutually exclusive priorities.
- The BLM must ensure appropriate accessibility to energy resources necessary for the nation's security while recognizing that special and unique non-energy resources can be preserved.
- Sound planning will weigh relative resource values, consistent with the FLPMA.
- All resource impacts, including those associated with energy development and transmission will be mitigated to prevent unnecessary or undue degradation (BLM 2003a).

Memorandum of Understanding (MOU) between the U.S. Dept. of the Interior and U.S. Dept. of Agriculture: Implementation of Section 225 of the Energy Policy Act of 2005 Regarding Geothermal Leasing and Permitting

The purpose of this MOU is to facilitate interagency coordination and establish policies and procedures to implement Section 225 of the Energy Policy Act of 2005, Public Law 109-58 (hereinafter, the Act). Section 225 requires the coordination of geothermal leasing and permitting on public lands and National Forest Service (NFS) lands between the secretaries of the interior and agriculture.

Memorandum of Understanding (MOU) between the U.S. Dept. of the Interior Bureau of Land Management and U.S. Dept. of Agriculture Forest Service

The purpose of this MOU is to establish joint BLM and USFS policies and procedures for managing oil and gas leasing and operational activities pursuant to oil and gas leases on NFS lands, consistent with applicable law and policy. The MOU was signed in 2006 for the purpose

of efficient, effective compliance with statutory and regulatory requirements. The MOU establishes the roles of the USFS and the BLM in processing applications for permits to drill and review of subsequent operations.

Memorandum of Understanding (MOU) between the U.S. Dept. of the Interior Bureau of Land Management and National Park Service

The purpose of this MOU is to establish joint BLM and National Park Service policies and procedures for administer livestock grazing leases, subject to the values and purposes of Glen Canyon NRA lands.

Oil Shale and Tar Sands Leasing Programmatic EIS (PEIS)

The Monticello Field Office contains areas of tar sands resources. This resource has been, and currently is, available for lease under the Combined Hydrocarbon Leasing Act of 1981 and in accordance with the decisions in the existing BLM land use plans/plan amendments.

In Utah, the major tar sand resources lie within 11 designated Special Tar Sands Areas (STSAs) managed by the BLM Vernal, Price, Richfield, and Monticello Field Offices. One of these STSAs lies within the Grand Staircase-Escalante National Monument where leasing is prohibited. The Monticello Field Office manages one of the remaining 10 STSAs.

When the Monticello Resource Management Plan Revision (revision) was initiated in 2003, there was no reasonable foreseeable development expectation for tar sands over the life of the plan. The mineral report identified this resource, but did not foresee any leasing or development due to prevailing and anticipated economic factors.

Since the start of this RMP (revision), Congress enacted the Energy Policy Act of 2005. Section 369 of the Energy Policy Act requires the Secretary of Interior to “complete a programmatic environmental impact statement for a commercial leasing program for oil shale and tar sands resources on public lands, with an emphasis on the most geologically prospective lands within each of the States of Colorado, Utah, and Wyoming.” On December 13, 2005, the BLM published a Notice of Intent in the Federal Register initiating a Programmatic Environmental Impact Statement (PEIS) to support a commercial oil shale and tar sands leasing program on federal lands in these three states. Since that time, the scope of the PEIS has been revised. The BLM is no longer using the PEIS as the document that supports the National Environmental Policy Act (NEPA) requirements for leasing. Given that the development technologies for in-situ production of oil shale are just emerging, there is a lack of information regarding resource use and associated impacts. Consequently, the BLM has changed this document to a resource allocation document that identifies the BLM-managed lands for which applications to lease oil shale and tar sands resources would be accepted in the future. However although applications would be accepted, additional NEPA analysis would be performed before any leasing of the area would be considered.

All decisions related to land use planning decisions (areas open to application for potential leasing) for tar sands resources in this Resource Management Plan will be made by the ongoing PEIS for Oil Shale and Tar Sands Resources. The Record of Decision on the final PEIS will amend the existing 1991 San Juan RMP or Monticello RMP by making land use planning decisions on whether or not lands will be available for future application, leasing and development of tar sands on public lands for those areas where the resource is present.

Additional site-specific NEPA analysis will be completed on each lease application before any leases would be issued.

As part of the site-specific NEPA analysis, the environmental consequences to specific resource values and uses within the areas and any alternative actions would be analyzed. Any decision to offer the lands for lease would be made based on a full disclosure of the impacts. If a decision is made to offer the lands for lease, specific mitigation measures will be developed to ensure that the commercial operations use practices that minimize or mitigate impacts.

This pre-leasing NEPA analysis would include the same opportunities for public involvement and comment that are part of this PEIS process and every other land use planning and NEPA process the BLM undertakes. The decisions associated with the PEIS will be incorporated into the Monticello RMP as it is finalized, or the Monticello RMP will be amended. Additional opportunities for public involvement and comment will occur when the Proposed RMP Amendment/ Final PEIS is available.

This Resource Management Plan will, however, develop allocation decisions for conventional oil and gas leasing and the Combined Hydrocarbon Leases in the STSAs.

The Energy Policy Act of 2005 and the Westwide Energy Corridor PEIS

An interagency Westwide Energy Corridor PEIS is currently being developed to implement Section 368 of the Energy Policy Act of 2005 (Energy Right-of-way Corridors on federal land). The final Westwide Energy Corridor PEIS will amend RMPs in the western U.S., providing decisions to address numerous energy corridor issues, including the utilization of existing corridors (with enhancements and upgrades) and the identification of new ones, supply and demand considerations, and compatibility with other corridor and project-planning efforts. It is likely that the identification of corridors in the Westwide Energy Corridor PEIS will affect the Monticello PA. Consequently, the decisions in the ROD on the final Westwide Energy Corridor PEIS will be incorporated into the Monticello RMP.

Endangered Species Recovery Plans

- The Recovery Implementation Plan for the Endangered Fish Species in the Upper Colorado River Basin (USFWS 1987)
- Bonytail Chub Recovery Plan (USFWS 1984, 1990a, 2002a)
- Humpback Chub Recovery Plan (USFWS 1979, 1990a, 2002b)
- Colorado Pikeminnow Recovery Plan (USFWS 1978, 1990, 1991, 2002c)
- Razorback Sucker Recovery Plan (USFWS 1999, 2002d)
- Mexican Spotted Owl Recovery Plan (USFWS 1995)
- Final Recovery Plan for the Southwestern Willow Flycatcher (USFWS 2002e)

Existing EISs

- Utah Combined Hydrocarbon Leasing Regional Final EIS (1984)
- Utah BLM Statewide Wilderness EIS (1990)
- Programmatic EIS on Wind Energy Development on BLM-administered Lands in the Western United States (BLM 2005f)
- Final Environmental Impact Statement Vegetation Treatment on BLM Lands in Thirteen Western States and associated Records of Decision (1991).

- Final Vegetation Treatments on Bureau of Land Management Lands in 17 Western States Programmatic Environmental Impact Statement and Associated Record of Decision (2007).
- Final Vegetation Treatments on Bureau of Land Management Lands in 17 Western States Programmatic Environmental Report (2007).

Other BLM Plans

- Red Canyon/White Canyon Habitat Management Plan (1990)
- Beef Basin Habitat Management Plan (1992)
- Hatch Point Habitat Management Plan (1976)
- Fire Management Plan Amendment (2005)
- San Juan County Landfill Plan Amendment (1995)
- Montezuma Creek River Basin Study (1992)
- Grand Gulch Plateau Cultural and Recreation Area Management Plan (1993)
- Indian Creek Corridor Plan (2005)
- East Canyon Allotment Management Plan (1993)
- Tank Draw Allotment Management Plan (1993)
- Gunnison Sage-grouse Range-wide Conservation Plan (2005)

In the event there are inconsistencies or discrepancies between previously Approved RMPs and this Approved RMP, the decisions contained in the Approved RMP will be followed. The Monticello 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 RMP. 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 Monticello RMP constitutes compliance with NEPA for the broad-scale decisions made in this Approved RMP, BLM will continue to prepare Environmental Assessments (EAs) and Environmental Impact 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 RMP 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 RMP. 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.

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).

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.

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 RMP, BLM will prepare an Implementation Plan that establishes tentative timeframes for completion of "one-time" actions identified in the Approved RMP. 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 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. 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 RMP 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 conducted according to the Council on Environmental Policy procedure for implementation of the National Environmental Policy Act.

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 Monticello 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.

E. MANAGEMENT DECISIONS

This section of the Approved RMP presents the goals and objectives, land use allocations, and management actions established for public lands managed by the BLM's Monticello Field Office. These management decisions are presented by program area. Not all types of decisions were identified for each program. For instance, only *Goals* and *Objectives* were identified in the *Air Quality* section, and thus only *Goals* and *Objectives* are described in that section. A *Monitoring* section (Appendix H) is also included for each program to describe how the program decisions will be evaluated to determine effectiveness in achieving RMP objectives or making progress toward them.

Data used in development of the Approved RMP are dynamic. The data and maps used throughout the Approved RMP 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 (Section C *Plan Implementation*). Please note that all acreages presented in the Approved RMP are estimations, even when presented to the nearest acre.

The management actions are organized alphabetically by program area with the following titles. For ease of identification into the future, each program area has an identified abbreviation and each decision in that program is numbered in coordination with the abbreviation:

Management Common to All Decisions—**MCA**
Air Quality—**AQ**
Cultural Resources—**CUL**
Fire Management—**FIRE**
Health and Safety—**HAZ**
Lands and Realty—**LAR**
Livestock and Grazing—**GRA**
Mineral Resources—**MIN**
Non-WSA Lands with Wilderness
Characteristics—**WC**
Paleontology—**PAL**
Recreation—**REC**

Riparian—**RIP**
Soil and Water Resources—**SOLW**
Areas of Critical Environmental Concern—**ACEC**
Wild and Scenic Rivers—**WSR**
Historic Trails—**HT**
Special Status Species—**SSP**
Travel Management—**TM**
Vegetation—**VEG**
Visual Resource Management—**VRM**
Wildlife and Fisheries Resources—**FWL**
Woodlands—**FOR**

MANAGEMENT COMMON TO ALL RESOURCES (MCA)

Special Designations

MCA-1

Wilderness Study Areas will be managed according to the Interim Management Policy and Guidelines for Lands under Wilderness Review (IMP).

MCA-2

All Areas of Critical Environmental Concern (ACECs) will be retained in public ownership, will be subject to appropriate fire management response, and will have travel limited to designated routes unless otherwise noted.

Education and Interpretation

MCA-3

The BLM will work with its partners, including local school districts and universities, to develop a variety of opportunities to promote education, research, and interpretation on public lands.

Fire, Drought, and Natural Disasters

MCA-4

The BLM will coordinate actions with affected parties where natural resources may be impacted by fire, drought, insects and diseases, or natural disasters.

Monitoring

MCA-5

The BLM will conduct monitoring for all resources to determine the effectiveness of management prescriptions in achieving RMP objectives or making progress toward them.

Utah Standards for Rangeland Health

MCA-6

BLM lands will be managed and uses will be authorized in a manner consistent with meeting or moving toward meeting Utah's Standards for Rangeland Health (BLM 1997). The current Utah Standards for Rangeland Health (as revised), augmented with ecological condition and trend objectives, will be incorporated across all resource programs as a minimum management objective. Management prescriptions in the form of constraints to use, terms and conditions, and stipulations may be needed to meet resource objectives and/or to comply with current regulations. Management prescriptions may consider, but will not be limited to, the following:

- Surface-disturbing activities: These will be closely monitored to ensure compliance with authorizations/permits, conditions of approval, or terms and conditions. Actions minimizing new surface disturbance, as well as actions insuring successful reclamation, will be of paramount concern. During periods of drought, the BLM could require additional actions such as changes to standard seed mix compositions, amounts of seed, and method of application. Methods to ensure successful revegetation following disturbance could include hydromulching, installation of drip irrigation, and/or temporary fencing to exclude ungulate grazing/browsing.
- Livestock Grazing: Active livestock use will be authorized in animal unit months (AUMs), season, and duration to meet static (no apparent trend) to upward trends towards achieving

site-specific resource objectives. In the case of fire, drought, insects and diseases, or other natural disasters, the BLM will work cooperatively to implement a grazing strategy on an individual grazing allotment basis and make changes to the annual grazing authorizations as appropriate within the limits of the existing permit and in accordance with the grazing regulations. The BLM may temporarily close allotments or portions of allotments to grazing where it is determined that other, less drastic measures will not avoid degradation of vegetative resources. Temporary changes to active permitted use or grazing practices, or non-use may also be implemented voluntarily by the permittee with BLM consent.

- **Wildlife Management:** During periods of prolonged dryness or drought or other natural disaster, to the extent that wildlife grazing ungulate populations may not be sustainable and/or impacts to the resource habitats may occur due to competition for water and/or available forage and/or overall animal health is compromised, the BLM may enter into discussions with the Utah Division of Wildlife Resources (UDWR) regarding temporary adjustments in herd numbers and overall management options to address the effects of drought.
- **Recreation:** During periods of prolonged dryness or drought, the BLM, in cooperation with local and state fire management agencies, may 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.
- **OHV Use:** OHV use during periods of prolonged dryness could be further restricted to designated routes. 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.
- **Standard Operating Procedures (SOPs):** These will be implemented as described in Appendix G.

AIR QUALITY (AQ)

Goals and Objectives:

- Ensure that authorized uses on public lands meet or comply with and support federal, state, and local laws and regulations.

Management Actions:

AQ-1

The best available control technology, recommended by the Utah Division of Air Quality (UDAQ), will be applied as needed to meet air quality standards.

AQ-2

Prescribed burns will be consistent with the State of Utah Division of Environmental Quality (UDEQ) permitting process and timed in conjunction with meteorological conditions so as to minimize smoke impacts.

AQ-3

The BLM will comply with Utah Air Conservation (UAC) Regulation R307–205, which prohibits the use, maintenance, or construction of roadways without taking appropriate dust abatement measures.

AQ-4

The BLM will comply with the current Smoke Management Memorandum of Agreement (MOA) between the BLM, the U.S. Forest Service (USFS), and UDAQ. The MOA, in accordance with UAC regulation R301-204, requires reporting size, date of burn, fuel type, and estimated air emissions from each prescribed burn.

AQ-5

The BLM will manage emissions to prevent deterioration to air quality in Class I Airsheds.

AQ-6

The 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-7

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

AQ-8

National Ambient Air Quality Standards are enforced by the Utah Department of Environmental Quality, Division of Air Quality (UDEQ-DAQ), with 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-9

The BLM will utilize best management practices (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-10

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

CULTURAL RESOURCES (CUL)

Goals and Objectives:

Identify, preserve, and protect important cultural resources (Map 20) and ensure that they are available for appropriate uses by present and future generations (FLPMA, Section 103[c], 201 [a] and [c]; National Historic Preservation Act, Section 110 [a]; 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 106, 110 [a][2]) by ensuring that all authorizations for land use and resource use comply with the NHPA Section 106.

Management Actions:

CUL-1

The BLM will nominate appropriate cultural resource objects, sites, districts, and multiple listings to the National Register of Historic Places (NRHP).

CUL-2

Priority geographic areas for new field inventory pursuant to Section 110 of the National Historic Preservation Act (NHPA) and Section 14 of the Archaeological Resources Protection Act (ARPA) will be identified based upon a probability for unrecorded important resources. These inventories will be conducted as funding is available and as opportunities arise.

CUL-3

The BLM will ensure that all authorizations for land and resource use will comply with Section 106 of the National Historic Preservation Act (NHPA), consistent with and subject to the objectives established in the RMP for the proactive use of cultural properties in the public interest.

CUL-4

Impacts to any NRHP-listed or eligible cultural resource sites, objects, or districts will be mitigated in accordance with 36 CFR 800, generally through avoidance of cultural sites. Should it be determined that cultural resources eligible or listed on the NRHP cannot be avoided, consultation with the State Historic Preservation Officer (SHPO) will be initiated and the procedures identified in the National Programmatic Agreement and the Utah State BLM Protocol for meeting the BLM's responsibilities under the NHPA will be followed.

CUL-5

The BLM will consult with Native American tribes to identify, protect, and maintain access for areas of traditional and religious use that includes but is not limited to burials, rock art, traditional use areas, religiously active areas, and sacred sites.

CUL-6

Burial sites, associated burial goods, and sacred items will be protected in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA) and the Archaeological Resources Protection Act.

CUL-7

Cultural resources will be evaluated according to National Register criteria (36 CFR Part 60.4) and assigned to appropriate use categories as the basis for management decisions.

CUL-8

Cultural sites, including ethnographic properties, will continue to be allocated to one of six management use categories: experimental, discharged from management, public, scientific, traditional, and conservation.

CUL-9

The BLM will conduct a consultation process to identify both the resource management concerns and the strategies for addressing them through an interactive dialogue with appropriate Native American communities.

CUL-10

The BLM will work with tribes and other communities with traditional linkage to public lands to identify places of traditional cultural and religious importance. To the extent allowed by statute, regulation, and policy, such locations will be managed to minimize impacts to important values and to allow continued access for traditional purposes.

CUL-11

When new sites are discovered, interim protection may be applied until Section 106 consultation and NAGPRA (CFR 10) processes are completed, if warranted.

CUL-12

The BLM will provide for legitimate field research by qualified scientists and institutions.

CUL-13

The BLM will work with local communities and other groups to foster heritage tourism throughout the Monticello PA.

CUL-14

Protective measures will be established and implemented for sites, structures, objects, and traditional use areas that are important to tribes with historical and cultural connections to the land, in order to maintain the view shed and intrinsic values, as well as the auditory, visual, and esthetic settings of the resources. Protection measures for undisturbed cultural resources and their natural settings will be developed in compliance with regulatory mandates and Native American consultation.

CUL-15

Cultural resource management plans (CRMPs) will be developed for culturally sensitive areas unless included in other integrated activity plans. The CRMP would not require an amendment to the Monticello RMP if it is consistent with the goals and objectives of this RMP. Such plans will include protective measures such as restrictions and limitations on recreation around cultural at-risk areas and sites, Native American consultation, and regulatory compliance. These plans will also include but not be limited to developing cultural monitoring systems; identifying sites and areas in need of stabilization and protective measures (e.g., fences, surveillance equipment); developing research designs for selected sites/areas; designating sites/areas for interpretive and educational development; identifying areas for cultural inventory where federal undertakings are expected to occur; and developing specific mitigation measures. The plan will designate sites, districts, landmarks, and landscapes that will be nominated for inclusion on the NRHP.

CUL-16

The BLM will proactively reduce hazardous fuels or mitigate the potential hazard around archaeological and cultural sites that are susceptible to destruction by fire from prescribed or wildland fire. Management response to fire will follow the guidelines in the Moab District Fire Management Plan.

CUL-17

The BLM will promote collaborative partnerships to assist in meeting management goals and objectives for cultural resources.

CUL-18

Domestic pets and pack animals will not be allowed in cultural sites or on archaeological resources as defined in ARPA.

CUL-19

Ropes and other climbing aids will not be allowed for access to cultural sites or archaeological resources as defined in ARPA, except for emergencies or administrative needs.

CUL-20

Camping will not be allowed within cultural sites or archaeological resources as defined in ARPA.

CUL-21

Cultural sites may be closed to visitation when they are determined to be at risk or pose visitor safety hazards.

FIRE MANAGEMENT (FIRE)

Goals and Objectives:

- Firefighter and public safety are the primary goals in all fire management decisions and actions. The BLM will implement a consistent, safe, and cost-effective fire management program through appropriate planning, staffing, training, and equipment.
- Fires will be suppressed at minimum cost, taking into account firefighter and public safety as well as benefits and values to be protected that are consistent with resource objectives.
- Fire management objectives will be established for every area with burnable vegetation, based on sound science and consideration of other resource objectives.
- Emergency stabilization, rehabilitation, and restoration efforts will be implemented to protect and sustain resources, public health and safety, and community infrastructure.
- The BLM will work together with partners and other impacted groups and individuals to reduce risks to communities and to restore ecosystems.
- Appendix I, Desired Wildland Fire Condition and Condition Class, shows the different responses allowed for the planning area (PA).
- The Reasonable and Prudent Measures and Terms and Conditions identified in consultation with the USFWS for the LUP Amendment will be implemented in fire-related actions.

Management Actions:

FIRE-1

Fire management will adopt the comprehensive Utah Land Use Plan Amendment for Fire and Fuels Management, September 2005 (LUP Amendment; BLM 2005c). This document may be found at www.ut.blm.gov/fireplanning/index/htm. Direction and guidance approved by the LUP Amendment is incorporated by reference into this RMP. Specific decisions for other resources that could impact fire management are found throughout the Approved RMP. However, the content and purpose of the LUP Amendment is adopted and is summarized as follows:

- Establishes landscape-level fire management goals and objectives.
- Describes Desired Wildland Fire Conditions (DWFC) and the management strategies and actions to meet DWFC goals.
- Describes areas where fire may be restored to the ecosystem through wildland fire use for resource benefit and areas where wildland fire use is not appropriate.
- Identifies Resource Protection Measures (RPMs) for fire management practices to protect natural and cultural resource values.
- Identifies criteria used to establish fire management priorities.

FIRE-2

Wildland fire will be utilized to protect, maintain and enhance resources and, when possible, will be allowed to function in its natural ecological role.

FIRE-3

Hazardous fuels reduction treatments will be used to restore ecosystems; protect human, natural and cultural resources; and reduce the threat of wildfire to communities.

FIRE-4

The BLM will work together with Native Americans to provide for their use of woodland products as associated with fire, fuels, and emergency stabilization and rehabilitation (ES&R) actions.

Criteria for Establishing Fire Management Priorities

FIRE-5

Protection of human life is the primary fire management priority. Establishing a priority among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources is based on human health and safety, the values to be protected, and the costs of protection. When firefighters and other personnel have been committed to an incident, these human resources become the highest values to be protected. Priorities for all aspects of fire management decisions and actions are based on the following:

- Protection of the Wildland-Urban Interface (WUI) (including At-Risk Communities and At-Risk Watersheds)
- Maintaining existing healthy ecosystems
- High priority subbasins or watersheds
- Threatened, endangered, or special status species
- Cultural resources and/or cultural landscapes

Suppression

FIRE-6

An Appropriate Management Response (AMR) procedure is required for every wildland fire that is not a prescribed fire. In all fire management decisions, strategies, and actions, firefighter and public safety are the highest priority followed by consideration of benefits and values to be protected as well as suppression costs. The AMR can range from full suppression to managing fire for resource benefit (wildland fire use). Resource goals and objectives outlined in the RMP guide the development and implementation of AMR fire management activities in regard to the accomplishment of those objectives. The FMP establishes fire suppression objectives with minimum and maximum suppression targets for each Fire Management Unit (FMU) within the PA. While firefighter and public safety are the first priority, considerations for suppression activities also include fire intensity, acreage, and spread potential; threats to life and property; potential to impact high-value resources such as critical habitat for threatened, endangered, and sensitive species; crucial wildlife habitat; cultural resources and/or riparian areas; historic fire regimes; and other special considerations such as wilderness and/or adjacent agency lands.

Wildland Fire Use for Resource Benefit

FIRE-7

Wildland fire is authorized as a tool, when appropriate, to allow naturally ignited wildland fire to accomplish specific resource management objectives. Due to existing resource conditions and

proximity to values at risk, fire cannot be allowed to resume its natural role on all BLM lands in the FO. Consideration of ongoing management decisions and other natural changes will direct periodical reassessment of DWFC and determination of potential areas for wildland fire use. Operational management of wildland fire use is described in the Wildland Fire Implementation Plan (WFIP). The FMP identifies FMUs that may have the potential for wildland fire use. 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 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 areas and PM₁₀ nonattainment areas
- Administrative sites
- Developed recreation sites
- Communication sites
- Oil, gas, and mining facilities
- Aboveground utility corridors
- High-use travel corridors, such as interstates, railroads, and/or highways

Fuels Treatment

FIRE-8

Fuels management activities outlined in the FMP will be consistent with the resource goals and objectives contained in the RMP. To reduce hazards and to restore ecosystems, authorized fuels management decisions include wildland fire use, prescribed fire, and mechanical, manual, chemical, biological, and seeding treatments. The FMP describes fuels management goals and objectives, and the full range of fuels management strategies and actions authorized for fuels reduction. Fuels treatments are focused on the DWFC of restoring historic fire regimes to ecosystems when feasible, so that future wildland fire use actions can be more easily implemented.

FIRE-9

Fuels management decisions may include but are not limited to the following activities:

- Mechanical treatments such as mowing, chopping, or chipping/grinding (brush cutter), chaining, tilling, or cutting
- Manual treatments such as handcutting (chainsaw or handsaw) and handpiling
- Prescribed fire, including broadcast, underburn, and handpile burning
- Chemical spraying or biological treatments such as insects or goats/sheep
- Seeding including aerial or ground application (manual or mechanical)

FIRE-10

Targeted areas may be treated in phases over a period of several years and may involve multiple and varied treatments. Estimated fuels reduction treatments of 5,000 to 10,000 acres/year are targeted dependent on budgetary and time constraints.

FIRE-11

Implementation of fuels management decisions will be prioritized using the following criteria:

- WUI areas
- Areas with fuel loading that could potentially result in the loss of ecosystem components following wildland fire
- Resource management goals and objectives

Prevention and Mitigation

FIRE-12

Prevention and mitigation goals target a reduction in unauthorized wildland fire ignitions. Goals include coordination with partners and affected groups and individuals, and a wide range of prevention and mitigation activities such as personal contacts, mass media, signing, and defensible space education.

FIRE-13

Implementation of fire prevention activities will be prioritized using the following criteria:

- WUI areas
- Major travel corridors
- Recreation sites
- Public lands as a whole

Emergency Stabilization and Rehabilitation (ES&R)

FIRE-14

A Normal Year Fire Stabilization and Rehabilitation Plan (NFRP) is in place to meet ES&R needs and to comply with up-to-date ES&R policy and guidance. The NFRP is a programmatic implementation plan authorizing treatment options specific to vegetative communities and dependent upon post-wildland fire conditions and other site-specific considerations. Treatment actions that are designed according to the type and severity of wildfire impacts and priorities include but are not limited to areas where the following criteria apply:

- It is necessary to protect human life and safety as well as property.
- Unique or critical cultural and/or historical resources are at risk.
- It is determined soils are highly susceptible to accelerated erosion.
- Perennial grasses and forbs (fire-tolerant plants) are not expected to provide soil and watershed protection within two years.
- There is a need to establish a vegetative fuel break of less flammable species (greenstrips).
- Unacceptable vegetation, such as noxious weeds, may readily invade and become established.

- Shrubs and forbs are a crucial habitat component for wintering mule deer, antelope, sage-grouse, or other special status species.
- Stabilization and rehabilitation are necessary to meet RMP resource objectives, including rangeland seedings.
- It is necessary to protect water quality.
- It is necessary to quickly restore threatened, endangered, or special status species habitat populations to prevent negative impacts.

FIRE-15

Fire suppression on non-WSA lands with wilderness characteristics will be through “light-on-the-land” techniques.

FIRE-16

The Moab Fire District Fire Management Plan (FMP) will be updated and amended to meet the direction and objectives of the RMP.

HEALTH AND SAFETY (HAZ)

Goals and Objectives:

Effectively manage hazardous risks on public lands to protect the health and safety of public land users and stewards; protect the natural and environmental resources; minimize future hazardous and related risks, costs, and liabilities; and mitigate physical hazards in compliance with all applicable laws, regulations, and policies.

Management Actions:

Human Health and Safety

HAZ-1

The BLM will strive to ensure that human health and safety concerns on the public lands it manages are appropriately mitigated if determined hazardous.

Abandoned Mine Lands

HAZ-2

In conformance with the BLM's long-term strategies and National Policies regarding Abandoned Mine Lands (AMLs), 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. In order to achieve this goal, a state strategy has been written. National program criteria for determining site priorities were used to develop the work plan. This state strategy is entitled "Utah Abandoned Mine Land Multi -Year Work Plan." The following criteria will be established to assist in determining priorities for site and area mitigation and reclamation.

HAZ-3

AML physical safety program priorities:

- Highest priority will be cleaning up 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, or (c) upon formal risk assessment, a high or extremely high risk level is indicated;
- AML will be factored into future recreation management area designations, land-use planning assessments, and all applicable use authorizations;
- The site is presently listed or is eligible for listing in the Abandoned Mines and Site Cleanup Module;
- AML hazards should be, to the extent practicable, mitigated or remediated on the ground during site development.
- AML water-quality program priorities are ones where the state has identified the watershed as a priority based on 1) one or more water laws or regulations; 2) threat to public health or safety; 3) threat to the environment; 4) the project reflects a collaborative effort with other land managing agencies; 5) the site is presently listed or is eligible for listing in the Abandoned Mines and Site Cleanup Module; and 6) the project will be funded by contributions from collaborating agencies.

Acquisitions/Exchanges

HAZ-4

These priorities will be maintained and updated as needed in the state AML strategy.

HAZ-5

The BLM will identify and clean up unauthorized dumping and shooting areas in the PA as required to comply with applicable state, local, and federal regulations. These will include areas such as the unauthorized shooting range west of Blanding, dumps near Hovenweep, the Monticello Airport, and Paiute Knoll.

Hazardous Materials

HAZ-6

Use, transportation, storage and disposal of hazardous materials shall comply with the applicable Federal and State laws. Use of pesticides and herbicides shall be used only in accordance with their registered uses and within limitations imposed by the Secretary of the Interior.

Hazardous Waste

HAZ-7

The BLM will respond to releases as appropriate.

LANDS AND REALTY (LAR)

Goals and Objectives:

- The BLM will retain lands within its administration except where necessary to accomplish resource goals and objectives outlined in the plan. The BLM will transfer lands out of federal ownership or acquire non-federal lands or conservation easements where needed to accomplish resource goals and objectives, improve administration of public lands, or to meet essential community needs.
- Make public land available for a variety of ROWs, alternative energy sources, and permits where consistent with resource goals, objectives, and prescriptions.

Management Actions:

LAR-1

The BLM will not transfer out of federal ownership any habitat for listed threatened or endangered species or any habitat for non-listed special status species if it could be determined that such an action will lead to the need to list any species as threatened or endangered. Acquisition of potential/occupied special status species habitat will be high priority. These acquired/exchanged lands will be managed according to BLM land management prescriptions for special status species.

LAR-2

Under IMP and Congressional action, WSAs and Wilderness Areas will be exclusion areas for any ROWs (Section 501[a] FLPMA).

Land Tenure Adjustments

LAR-3

Lands will be considered for disposal or acquisition if the changes are in accordance with resource management objectives and other RMP decisions, and will meet one or more of the following criteria as outlined by BLM Land Tenure Adjustment criteria:

- Such changes are determined to be in the public interest and will accommodate the needs of local and state governments, including needs for the economy, public purposes, and community growth.
- Such changes will result in a net gain of important and manageable resources on public lands such as crucial wildlife habitat, important cultural sites, quality riparian areas, live water, listed species habitat, or areas key to productive ecosystems.
- Such changes will ensure public access to lands in areas where access is needed and cannot otherwise be obtained.
- Such changes will promote effective management and meet essential resource objectives through land ownership consolidation.
- Such changes will result in acquisition of lands that serve regional or national priorities identified in applicable policy directives.

- Such changes have been identified in existing activity plans (i.e., habitat management plans, etc.).

LAR-4

Acquisitions will be managed in the same manner as adjoining lands unless they are acquired for a specific purpose (i.e., wildlife habitat, buffer zones near other federal lands, etc.).

A priority section for acquisition will be Utah State Section 2, Township 39S Range 19E to acquire culturally sensitive lands in the McLoyd Canyon–Moon House area.

LAR-5

Give land exchanges with the State of Utah priority consideration to resolve in-holdings issues. The BLM will recognize the mission, goals, and objectives of the State of Utah as they relate to the values and resources of state-owned lands. The Monticello FO will work cooperatively with the State of Utah in identifying opportunities for Land Tenure Agreements (LTAs) that may assist the state in furthering its mission. These agreements must comply with applicable law and policy; consider fair market values; consider LTA criteria; and comply with goals and objectives for resource management prescribed in the RMP. They will be processed on a case-by-case basis, with consideration given to the goals, objectives, and decisions of this RMP.

Filming Permits

LAR-6

Filming permit authorizations are subject to Public Law 106-206. Applications for filming permits in the Monticello PA will be limited to existing highways, roads, and pullouts and previously disturbed or cleared areas throughout the Field Office (including Valley of the Gods, Moki Dugway, Highway 211, Newspaper Rock, and Highway 95) and will have to meet the following criteria of minimal impact to be approved without any NEPA analysis. Filming projects that do not meet these criteria will be subject to site-specific NEPA analysis prior to permit approval or use of programmatic NEPA documents including EAs, on BLM-managed lands in Utah within WSAs (EA USO-06-004), or other programmatic NEPA documents that may be developed on a local, state or bureau basis.

- Project will not impact sensitive habitat or species.
- Project will not impact cultural resources or Native American sacred sites.
- Project will not involve use of pyrotechnics or explosives.
- Project will not involve more than minimum impacts to land, air, or water. (Minimum is defined as temporary impact only; no permanent impacts; no surface disturbance allowed that can't be raked out or rehabbed so that there is no sign of activity at the end of the filming).
- Project will not involve use of exotic plant or animal species that could cause danger of introduction into the area.
- Project will not involve WSAs, non-WSA lands with wilderness characteristics, WSR corridors, National Register Eligible Sites, and Native American Sacred Sites.
- Project will not involve adverse impacts to sensitive surface resource values including: historic, cultural or paleontological sites; sensitive soils; relict environments; wetlands or riparian areas; ACECs.

- Project does not involve substantial restriction of public access.
- Project does not involve substantial use of domestic livestock.
- Project does not involve 15 or more production vehicles within sensitive area.
- Project does not involve 75 or more people within sensitive area.
- The activity within the sensitive area will not continue in excess of 10 days.
- No refueling allowed within sensitive areas.
- Aircraft use in area with wildlife concerns is not proposed during crucial wildlife period for more than 1 day and does not exceed frequency of 2 projects per 30-day period.
- Aircraft use in area with no wildlife concerns is proposed for no more than 2 days and does not exceed frequency of 3 projects per 30-day period.
- Use of aircraft is not proposed within 0.5 mile of a designated campground located within a sensitive area and the number of low-elevation passes will not exceed 4 passes per day.

Recreation and Public Purpose Act (R&PP) and Other Authorizations for Disposal

LAR-7

Lands conveyed to state or local governments or non-profit organizations under the R&PP Act may include those identified in LTAs. In addition, requests for lands other than those identified could be considered for disposal provided the proposed use will provide a greater public benefit than that which the current management provides, and that the action is otherwise consistent with this RMP. Examples may include but are not limited to local government or non-profit recreational and public purposes facilities such as public shooting ranges, landfills, motocross tracks, racetracks, etc. Other authorizations for disposal include the Airport and Airway Improvement Act, state selections under the Enabling Act, and other authorities.

Trespass Resolution

LAR-8

Resolution of intentional trespass will be limited to removal and/or restoration as appropriate. Resolution of unintentional trespass may include authorization under ROW grant, commercial/agricultural lease, or permit; disposal of the impacted land through sale or exchange; or removal, depending on the nature of the trespass. In all such trespass cases, administrative costs incurred by the BLM for investigating and resolving trespasses will be collected. All trespass incidents resolved by issuance of ROW grants, leases, or permits will be subject to payment by the holder/lessee/permittee of rent based on market value. Trespass cases resolved by land sales will be based on fair market value, and land exchanges will be completed on an equal value basis.

Access

LAR-9

ROWs for state and private in-holdings, in-field oil and gas leases, and pipelines for producing oil and gas wells will be approved subject to a determination of "reasonable" access for the "intended purpose" and they are processed and issued upon application.

LAR-10

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

Easements

LAR-11

Easements will be acquired from willing landowners and the State of Utah to gain access to public lands or placement of facilities on non-public lands, and acquire easements to accomplish resource objectives.

Rights-of-Way (ROW)

LAR-12

Rights-of-Way (ROW) avoidance and exclusion areas will generally be consistent with the stipulations identified in Appendix B for oil and gas leasing and other surface-disturbing activities. These stipulations have been developed to protect important resource values. Areas identified as NSO are open to oil and gas leasing but surface-disturbing activities cannot be conducted on the surface of the land. Access to oil and gas deposits will require directional drilling from outside the boundaries of the NSO areas. NSO areas are avoidance areas for ROWs; no ROW will be granted in NSO areas unless there are no feasible alternatives.

LAR-13

Applications for new ROW on public lands will be considered and analyzed on a case-by-case basis, taking into consideration areas identified for avoidance and exclusion. Proposals will be reviewed for consistency with planning decisions and evaluated under requirements of applicable laws for resource protection.

LAR-14

Consider lands available for ROWs except for exclusion and avoidance areas (Map 4):

Exclusion Areas: 416,115 acres

- WSAs 389,444 acres (Mancos Mesa, Grand Gulch ISA Complex, Road Canyon, Fish Creek Canyon, Mule Canyon, Cheesebox Canyon, Dark Canyon ISA Complex, Butler Wash, Bridger Jack Mesa, Indian Creek, South Needles, Squaw and Papoose Canyons, and Cross Canyon
- Lands administratively endorsed for wilderness by Butler Wash North WSA
- Valley of the Gods ACEC (22,863 acres)
- San Juan River Segment 5
- Colorado River Segment 3

Avoidance Areas: 133,293 acres

- Indian Creek ACEC (3,908 acres)
- Shay Canyon ACEC (119 acres)
- Lavender Mesa ACEC (649 acres)
- Hovenweep ACEC (880-acre Visual Emphasis Zone)
- Alkali Ridge National Historic Landmark (2,146)

- non-WSA with wilderness characteristics 88, 871 acres: (Dark Canyon, Nokai Dome East, Nokai Dome West, Grand Gulch, and Mancos Mesa),
- Comb Ridge Recreation Management Zone of Cedar Mesa SRMA (30,752 acres)
- San Juan River SRMA (except for Wild & Scenic River Segment 5 which is an exclusion area)
- Colorado River Segment 2
- developed recreation sites
- floodplains
- riparian areas and springs
- public water reserves.

Wind and Solar Development

LAR-15

ROW applications for wind or solar energy development will incorporate best management practices (BMPs) and provisions contained in the Wind Energy or Solar Programmatic EIS documents. Both wind and solar energy development are authorized by ROW grants.

Sale Disposal Criteria

LAR-16

As described under Sections 203 (a) of FLPMA (43 United States Code [U.S.C.] 1713; 1716), public lands have potential for disposal by sale when they are isolated and/or difficult to manage.

LAR-17

Dispose of approximately 6,760 acres of lands identified in Appendix J. These lands need to be screened on a case-by-case basis to assure that they meet FLPMA disposal criteria.

Transportation and Utility Corridors

LAR-18

This RMP will adopt the existing designated ROW corridors from the 1991 San Juan RMP including the Western Utility Group (WUG) updates to the Western Regional Corridor Study (Map 5), Section 368 Energy Policy Act of 2005, Westwide Energy Corridor PEIS. Designate additional corridors as needed subject to physical barriers and sensitive resource values. Designated transportation and utility corridors include existing groupings of ROWs for electric transmission facilities, pipelines 16 inches and larger, communication lines, federal and state highways, and major county road systems.

Withdrawal Processing and Review

LAR-19

Review agency withdrawals and prior Classification and Multiple Use Act (C&MU) classifications according to schedules prepared by USO or upon special BLM or agency request. Review other-agency withdrawals (24,140 acres) and withdrawals found to be obsolete can be removed. New withdrawal applications are processed upon request from the BLM or other federal agencies but withdrawals can be made only by the Secretary or Congress.

LAR-20

Support from Utah State Office and Washington Office will be needed for requests for withdrawal. Interdisciplinary staff support will be needed for coordination and development of site-specific mitigation. Coordination with surface owners, surface-administering agencies, or the State of Utah may also be required. Coordination with the U.S. Fish and Wildlife Service will be required where threatened or endangered species are involved.

LAR-21

Initiate withdrawal processing on areas recommended for withdrawal from mineral entry (50,665 acres) (Map 6):

- Grand Gulch National Historic District (37,388 acres)
- All developed recreation sites (232 acres)
- San Juan River SRMA (9,859 acres)
- Alkali Ridge National Historic Landmark (2,146 acres)
- Colorado River Segment 3 (1,040 acres)

LIVESTOCK GRAZING (GRA)

Goals and Objectives:

Achieve Rangeland Health Standards (BLM 1997) and other desired resource conditions.

Management Actions:

GRA-1

Manage grazing according to Standards for Rangeland Health and Guidelines for Grazing Management (BLM 1997) (Appendix F).

GRA-2

Maintain lands currently unavailable (128,098 acres) for livestock grazing (due to vegetation, recreation, wildlife, or other concerns). These areas are included in GRA-17.

GRA-3

Maintain existing land treatments, to meet RMP objectives and Standards for Rangeland Health (BLM 1997). Any new land treatments developed in addition to those listed will also be maintained as necessary to meet RMP objectives and Standards for Rangeland Health.

GRA-4

Modify and implement existing (Tank Draw and East Canyon) and new Allotment Management Plans (AMPs) as necessary to meet RMP objectives and Standards for Rangeland Health (BLM 1997). Develop and implement 29 new AMPs and others identified on a site-specific basis, for which resource concerns develop that require such action.

GRA-5

Continue to authorize current active permitted grazing use unless monitoring data or other factors indicate a need for change (e.g., change in federal land ownership, etc.).

GRA-6

Continue to categorize allotments in accordance with BLM policy.

GRA-7

Manage allotments towards mid- to late-seral ecological condition that meet other goals and objectives of this RMP until replaced by a more specific allotment objective classification such as Desired Future Condition (DFC).

Forage, Livestock/Wildlife

GRA-8

Coordinate with UDWR and grazing permittees to manage for long-term forage and habitat and/or ecological condition requirements or needs for livestock and wildlife, consistent with grazing allotment and herd management unit objectives.

Seasons of Use

GRA-9

Changes in livestock season of use will be made by the FO on an allotment-specific basis to meet RMP objectives or Standards for Rangeland Health (BLM 1997), as shown by monitoring data, and to provide flexibility in management of livestock grazing.

GRA-10

Allotment seasons of use, subject to the statement above, will be as identified in Appendix F (Utah Standards and Guidelines for Rangeland Health).

GRA-11

Season of Use Changes (modified to match grazing permits as currently authorized, yet altered from the 1991 San Juan RMP):

- Church Rock season of use is December 1 - May 31.
- Indian Rock season of use is November 15 - April 15.
- Owens Dugout season of use is February 1 - April 30.
- Laws season of use will be April 16–November 15.
- Bear Trap Season of use will be September 1–December 12.
- Monument Canyon season of use will be December 1–May 31.

GRA-12

New Allotments—Established Since 1991 San Juan RMP (grazing permits as currently authorized):

- South Vega season of use will be January 6–February 28.
- Upper Mail Station season of use will be November 14–February 28.
- Big Westwater season of use will be April 1–May 31 or October 15–December 15.

Glen Canyon NRA

GRA-13

Specific management direction for livestock grazing is provided for under the Glen Canyon NRA 1999 Grazing Management Plan.

Utilization

GRA-14

Desired utilization levels as management guidelines for key forage species will be identified as needed to monitor use levels on an allotment specific basis to achieve Desired Future Condition (DFC). Where utilization levels have not been established, a use level of 50% will be the management guideline. Utilization is the proportion or degree of current year's forage production that is consumed or removed by animals (including insects). Utilization data should be analyzed in conjunction with climate, actual grazing use, current or historic impacts (wildfire, livestock, wildlife, insects, etc.), and long-term trend data to help evaluate existing and design future management to meet LUP objectives.

Relinquishment of Preference

GRA-15

Voluntary relinquishments of grazing permits and preference, in whole or in part, by a permittee in writing to the BLM will be handled on a case by case basis. The BLM will not recognize relinquishments that are conditional on specific BLM actions as valid, and the BLM will not be bound by them. Relinquished permits and the associated preference will remain available for application by qualified applicants after BLM considers if such action will meet rangeland health standards and is compatible with achieving LUP goals and objectives. Prior to re-issuance of the relinquished permit the terms and conditions may be modified to meet LUP goals and objectives and/or site-specific resource objectives.

GRA-16

However, upon relinquishment, BLM may determine through a site-specific evaluation and associated NEPA analysis that the public lands involved are better used for other purposes. Grazing may then be discontinued on the allotment through an amendment to the existing LUP or a new LUP effort. Any decision issued concerning discontinuance of livestock grazing is not permanent and may be reconsidered and changed through future LUP amendments and updates.

Areas Unavailable for Grazing

GRA-17

Make 133,318 acres unavailable for grazing as follows (Map 7):

- Comb Wash side canyons (Mule Canyon south of U-95, Arch, Fish, Owl, and Road). These areas were made unavailable to grazing by court decision and are also made unavailable to grazing in this RMP.
- Bridger Jack Mesa (near relict vegetation)
- Grand Gulch area (within the canyon) of Cedar Mesa
- Lavender Mesa (relict vegetation)
- Five identified mesa tops (White Canyon area)
- Pearson Canyon (hiking area boundary)
- Developed recreation sites (currently developed and proposed and listed in the recreation section. Any sites additional to those listed may be unavailable for grazing without a plan amendment and will be analyzed with site-specific NEPA).
- Parts of the slopes of Peter's Canyon and East Canyon (15,720 acres of wildlife habitat)
- Slickhorn Canyon (within Perkins Brother's Allotment).
- Rone Bailey Mesa (within Upper Mail Station Allotment)
- Dodge Canyon Allotment
- Rogers Allotment
- Portions of West Butler Wash Canyons
- Horsehead Canyon (within Montezuma Canyon allotment)
- Dark Canyon Area with the exception of 962 acres in Fable Valley that is limited to trailing on an annual basis and grazing use under emergency conditions.

GRA-18

Areas made unavailable for grazing or restricted to trailing only may be reconsidered as available for grazing during subsequent revision or amendment of the RMP.

Other Grazing Management

GRA-19

Restrict 6,518 acres to livestock trailing only, no grazing in the following areas (may only include a portion of the area): Dark Canyon area (Fable Valley), Harts Canyon, Shay Canyon ACEC, and Indian Creek from Kelly Ranch vicinity to USFS boundary.

GRA-20

Moki Canyon and Lake Canyon will be restricted to trailing only except in the spring and fall for up to 1 to 2 weeks for gathering livestock prior to moving to and from these areas.

GRA-21

Moki Canyon is open to grazing above the fence northeast of Harrison Spring and below the fence downstream from the sand slide road access to Moki Canyon.

GRA-22

The BLM will develop seasonal restrictions, closures, and/or forage utilization limits on grazing in riparian areas deemed Functioning at Risk and/or Non-functional.

GRA-23

Grazing in the riparian area of the San Juan River SRMA will be restricted to October 1–May 31 and must meet or exceed PFC, and incorporate rest-rotation and/or deferment systems. This will include Perkins Brothers, East League, and McCracken Wash Allotments.

GRA-24

Sage Flat, Upper East Canyon, Sage-grouse and Dry Farm allotments will not be grazed from March 20 to May 15 (Gunnison Sage-grouse nesting season).

MINERAL RESOURCES (MIN)

Goals and Objectives:

- Continue to meet local and national energy and other public mineral needs to the extent possible. Provide opportunities for environmentally responsible exploration and development of mineral and energy resources subject to appropriate BLM policies, laws, and regulations.
- Ensure a viable long-term industry related to leasable, locatable, and salable mineral development while providing reasonable and necessary protections to other resources. Establish conditions of use through land-use planning to protect other resource values.
- The following principles will be applied:
 - Encourage and facilitate the development by private industry of public land mineral resources in a manner that satisfies national and local needs and provides for economical and environmentally sound exploration, extraction and reclamation practices;
 - Process applications, permits, operating plans, mineral exchanges, leases, and other use authorizations for public lands in accordance with policy and guidance; and
 - Monitor salable and leasable mineral operations to ensure proper resource recovery and evaluation, production verification, diligence and inspection, and enforcement of the lease, sale, or permit terms.

Management Actions:

MIN-1

The plan will provide for a variety of mineral exploration and development activities. These activities will be allowed in the PA unless precluded by other program prescriptions. The stipulations identified in Appendix B will apply to these activities where they are applicable. Seasonal wildlife conditions will not apply to maintenance and operation activities for mineral production (see also Wildlife).

MIN-2

WSAs and designated Wilderness will remain closed, by law, to mineral leasing and development.

MIN-3

The MFO is available for geophysical work unless stated otherwise.

MIN-4

The MFO will be open for mineral entry unless specifically withdrawn by Secretarial Order, public law or segregated from mineral entry under specific reservations, such as an R&PP lease.

MIN-5

In areas where the No Surface Occupancy (NSO) stipulation for oil and gas leasing is applied, the same restriction will also, where appropriate and practical, apply to other surface-disturbing activities (and occupancy) associated with land-use authorizations, permits, and leases issued on

BLM lands. The restrictions will not apply to activities and uses where they are contrary to laws, regulations or specific program guidance. The intent is to maintain consistency to the extent possible in applying stipulations/restrictions to all surface-disturbing activities.

Leasable Minerals

Oil and Gas

MIN-6

The plan will recognize and be consistent with the National Energy Policy Act and related BLM policy by adopting the following objectives:

- recognizing the need for diversity in obtaining energy supplies;
- encouraging conservation of sensitive resource values; and
- improving energy distribution opportunities.

MIN-7

All lands are available for leasing subject to standard lease terms, unless otherwise specified in the plan. Lease stipulations have been developed, where necessary, to mitigate the impacts of oil and gas activity (Appendix B). These stipulations adhere to the Uniform Format prepared by the Rocky Mountain Regional Coordinating Committee in March 1989. Stipulations reflect the minimum requirements necessary to accomplish the desired resource protection and contain provisions and criteria to allow for exception, waiver, and modification if warranted. Stipulations from Section 6 of the Standard Lease Terms are incorporated for all leases. Best Management Practices (BMP) will be applied on individual Applications for Permit to Drill (APD) and associated ROWs. These procedures are based on WO IM 2007-021 and the *Surface Operating Standards and Guidelines for Oil and Gas Development (Gold Book)*, 2006.

MIN-8

Oil and gas leases issued prior to the plan will continue to be managed under the stipulations in effect when issued. Those issued subsequent to this plan will be subject to the stipulations developed in this plan.

MIN-9

Certain federal oil and gas resources within the Monticello PA underlie lands not administered by the BLM. The BLM administers the federal leases on these lands. These lands include:

- 101,720 acres within the Glen Canyon National Recreation Area (NRA) (see Glen Canyon NRA Minerals Management Plan)
- 366,850 acres within the Manti–La Sal National Forest (NF), Monticello Ranger District
- 51,610 acres within the Navajo Indian Reservation
- 1,080 acres within Indian Trust lands
- 55,390 acres on split-estate lands

MIN-10

Split-estate lands (private surface/federal minerals) and lands administered by other federal agencies are not managed by the BLM. The surface owner or surface management agency (SMA) manages the surface. The BLM administers the operational aspects of oil and gas leases. On lands administered by other federal agencies, lease stipulations will include those required by the SMA. On split-estate lands, lease stipulations will consist of those necessary to comply with non-discretionary federal laws, such as the Endangered Species Act. The one exception to this will be the stipulations developed for Gunnison Sage-grouse as identified in Appendix B. Mitigation measures will also be applied to protect other resource values such as VRM class, recreation, and non-federally protected fish and wildlife species consistent with Section 6 of the standard lease terms. These mitigation measures will be developed during site-specific environmental analysis and will be attached as conditions of approval (COA) in consultation with the surface owner or SMA.

MIN-11

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

Coal

MIN-12

The coal resources within the Monticello PA are limited to the San Juan Coal Field, totaling about 530,000 acres. Approximately 60% of this field is under private ownership (both surface and mineral estate), and about 212,000 acres of federal surface and federal minerals in the coal field are administered by the Monticello FO. The potential for development of coal resources is low (see Mineral Potential Report and RFD [BLM 2005]). The public has expressed no interest in coal leasing. The RMP does not establish conditions for coal leasing or exploration requirements. This will be done through a plan amendment, should sufficient interest warrant. At such time as interest is expressed in coal leasing, the RMP will be amended and mining unsuitability criteria (43 CFR 3461) will be applied by the Monticello FO before any coal leases are issued. If coal leases are issued, they will be subject to special conditions developed in the RMP amendment and the unsuitability assessment. This may restrict all or certain types of mining techniques. Before any coal could be removed, Monticello FO will have to approve the mining permit application package, incorporating stipulations developed in the RMP

Tar Sands

MIN-13

An Oil Shale and Tar Sands Leasing Programmatic Environmental Impact Statement (PEIS) is being prepared for oil shale and tar sands resources leasing on lands administered by the U.S.

Department of the Interior, Bureau of Land Management (BLM) in Colorado, Utah, and Wyoming. Based upon the information and analyses developed in this PEIS, the BLM will amend LUPs for these areas.

Potash (Non-energy Leasable)

MIN-14

Within the Monticello PA, two areas fall within Known Potash Leasing Areas (KPLAs). KPLA designations, based on known geologic data, will remain in place until potash resources are depleted. In KPLAs, potash leases are acquired through competitive bidding. In areas where potash values are not known, the Monticello PA could issue prospecting permits, which could lead to issuance of a preference right lease. The RMP establishes stipulations that will apply to prospecting permits and leases. The KPLAs are available for leasing subject to the same lease stipulations developed in the RMP for oil and gas. Additional KPLAs could be designated, based on geologic data, if interest warranted. This will be an administrative action. Exploration and mining operations for potash are conducted in accordance with the regulations at 43 CFR 3590.

Leasable Minerals: Geothermal

MIN-15

A portion of the Warm Springs Canyon geothermal area (approximately 16,320 acres) extends into the Monticello PA. Low temperature geothermal waters have been recorded from springs. Because the Monticello PA is situated within the Colorado Plateau geologic province, where heat flow through the earth's crust is generally low, no high-temperature geothermal resources are expected at reasonable drilling depths. Therefore, development potential is low (see Mineral Potential Report and RFD [BLM 2005]). The public has expressed no interest in geothermal leasing. The RMP does not establish conditions for geothermal leasing or exploration requirements. This will be done through a plan amendment should sufficient interest warrant.

Locatable Minerals

MIN-16

All public domain lands overlying federal minerals are available for mining claim location unless specifically withdrawn from mineral entry by Secretarial Order or public law or segregated from mineral entry under specific reservations, such as an R&PP lease.

MIN-17

The RMP recommends certain lands to be withdrawn from mineral entry. Claims located on these areas prior to withdrawal will not be impacted. Operations on BLM-administered lands available for mineral entry must be conducted in compliance with the BLM's surface management regulations (43 CFR Subparts 3802, 3809, 3715 and 3814). BLM surface management regulations do not apply to operations on other federal lands but do apply to all operations authorized by the mining laws on public lands where the mineral interest is reserved to the United States, including Stock Raising Homestead lands.

MIN-18

The BLM will evaluate all operations authorized by the mining laws in the context of its requirement to prevent unnecessary and undue degradation of Federal lands and resources.

Consistent with the rights afforded claimants under the mining laws, operations will conform to the management prescriptions in the plan.

MIN-19

Federally owned locatable minerals underlying federal lands administered by the NPS are not generally available for mineral entry. However, locatable minerals under Glen Canyon NRA may be leased under Title 43 of the Code of Federal Regulations, part 3500 (43 CFR 3500) in accordance with the Mineral Management Plan for the NRA.

Salable Minerals

MIN-20

All BLM-administered lands in the MFO are placed in one of the following three categories:

- Available for disposal of mineral material subject to standard conditions.
- Available for disposal of mineral material subject to special conditions.
- Unavailable for disposal of mineral material.

MIN-21

Management conditions for disposal of mineral materials under each category correspond respectively to the oil and gas leasing stipulations developed in the RMP, as follows:

- Standard lease terms
- TL and CSU
- NSO and closed

MIN-22

There are 16 community pits, totaling about 5,505 acres.

Lands Available for Oil and Gas Leasing (Map 18)

MIN-23

Approximately 484,217 acres are administratively available for oil and gas leasing, subject to standard lease terms.

MIN-24

Timing Limitations: Approximately 594,469 acres are administratively available for oil and gas leasing subject to timing limitations.

MIN-25

Controlled Surface Use: Approximately 60,741 acres are administratively available for oil and gas leasing subject to controlled surface use.

MIN-26

Controlled Surface Use and Timing Limitations: Approximately 85,384 acres are administratively available for oil and gas leasing subject to timing limitations and controlled surface use.

MIN-27

No Surface Occupancy: Approximately 66,108 acres are administratively available for oil and gas leasing subject to no surface occupancy.

MIN-28

Dark Canyon (11,619 acres) non-WSA lands with wilderness characteristics are available for oil and gas leasing subject to no surface occupancy.

MIN-29

Approximately 493,400 acres are unavailable for leasing.

MIN-30

Mancos Mesa, Nokai Dome West, Nokai Dome East and Grand Gulch non-WSA lands with wilderness characteristics are unavailable for oil and gas leasing.

Lands Available for Mineral Entry

MIN-31

Approximately 1,734,458 acres are available for mineral entry.

MIN-32

Approximately 50,665 acres are recommended for withdrawal from locatable mineral entry (Map 6).

Lands Available for Mineral Material Disposal (Map 19)

MIN-33

Approximately 624,734 acres are available for disposal of mineral materials subject to standard terms and conditions.

MIN-34

Approximately 724,234 acres are available for disposal of mineral materials subject to special conditions.

MIN-35

Approximately 435,338 acres are unavailable for disposal of mineral materials.

NON-WSA LANDS WITH WILDERNESS CHARACTERISTICS (WC)

Goals and Objectives:

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

Management Actions:

WC-1

Manage 88,871 acres of non-WSA lands with wilderness characteristics for their wilderness characteristics (Map 8) in 5 individual areas: Dark Canyon (11,540 acres), Mancos Mesa (30,068 acres), Nokai Dome West (14,988 acres), Nokai Dome East (18,618 acres) and Grand Gulch (13,657 acres). The following management will apply:

- Unavailable for mineral leasing in Mancos Mesa, Nokai Dome West, Nokai Dome East and Grand Gulch; no surface occupancy for mineral leasing (NSO) in Dark Canyon
- OHV travel limited to designated roads and trails. There are no routes designated within the 88,871 acres protected for their wilderness characteristics.
- ROW avoidance areas
- Closed to disposal of mineral materials
- Unavailable for private and commercial woodland harvest except for on-site collection of dead wood for campfires
- Available for range, watershed or habitat improvements and vegetation treatments if beneficial or non-impairing to wilderness characteristics and will meet VRM Class II objectives
- VRM Class II for surface-disturbing activities
- All existing improvements could be maintained at their current level
- Unavailable for coal leasing
- Unavailable for geothermal leasing
- Fire suppression will be through light on the land techniques

PALEONTOLOGY (PAL)

Goals and Objectives:

Identify area-wide criteria or site-specific use restrictions where necessary to protect paleontological resources from surface-disturbing activities and to promote the scientific, educational, and recreational uses of fossils. Foster public awareness and appreciation of the paleontological heritage.

Management Actions:

PAL-1

Recreational collectors may collect and retain reasonable amounts of common invertebrate and plant fossils for personal, noncommercial use. Surface disturbance must be negligible, and mechanized tools may not be used.

PAL-2

Petrified wood collection will be limited to amounts mandated in BLM regulations.

PAL-3

Collection of scientifically noteworthy and/or uncommon invertebrate and plant fossils may require a permit.

PAL-4

Vertebrate fossils may be collected only under a permit issued by the authorized officer to qualified individuals. Vertebrate fossils include bones, teeth, eggs, and other body parts of animals with backbones such as dinosaurs, fish, turtles, and mammals. Vertebrate fossils also include trace fossils such as footprints, burrows, and dung.

PAL-5

Casting of vertebrate fossils, including dinosaur tracks, will be prohibited unless allowed under a scientific/research permit issued by the Utah State BLM Office.

PAL-6

Fossils collected under a permit remain the property of the federal government and must be placed in a suitable repository (such as a museum or university) identified at the time of permit issuance.

PAL-7

Lands identified for disposal or exchange will be evaluated to determine whether such actions will remove important fossils from federal ownership.

PAL-8

In areas where surface disturbance, either initiated by the BLM or by other land users, may threaten substantial or noteworthy fossils, the BLM will follow its policy per Paleontology Resources Management Manual and Handbook 8370-1 (BLM 1998a) to assess any threat and mitigate damage.

PAL-9

Where scientifically noteworthy fossils are threatened by natural hazards or unauthorized collection, the BLM will work with permittees and other partners to salvage specimens and reduce future threats to resources at risk.

PAL-10

Conduct on-site evaluation of surface-disturbing activities for all Class 5 areas and minimize impacts to paleontological resources to the degree practicable. Evaluation will consider the type of surface disturbance proposed and mitigation will be developed based on site-specific information.

RECREATION (REC)

Goals and Objectives:

To provide for multiple recreational uses of the public lands and to sustain a wide range of recreation opportunities and potential experiences for visitors and residents while supporting local economic stability and sustaining the recreation resource base and other sensitive resource values.

Management Actions:

REC-1

Continue existing reservations issued to the BLM for all existing developed recreation sites and facilities. Issue similar protective reservations for all new recreation facilities.

REC-2

Manage recreation to meet Utah's Rangeland Health Standards guided by the Standards for Public Land Health and Guidelines for Recreation Management (Appendix K). The guidelines describe the procedures that should be applied to achieve standards for rangeland health within the recreation program.

- Recognize that various levels of regulations and limits are necessary. Restrictions and limitations on public uses should be as minimal as possible without compromising the primary goal.
- Use on-the-ground presence (BLM, site stewards, volunteers) as a tool to protect public lands.
- Limit or control activities where long-term damage by recreational uses is observed or anticipated through specialized management tools such as designated campsites, permits, area closures, and limitations on number of users and duration of use. Revise recreation area management plans (RAMP) as necessary to maintain public land health.
- Coordinate with federal and state agencies, county and local governments, and tribal nations in recreation planning and managing traffic, search and rescue operations, trash control and removal, and public safety.
- Consider and, where appropriate, implement management methods to protect the resource, as well as maintain the quality of experience of the various user groups. These methods could include limitation of numbers, types, timing, and duration of use.
- Encourage the location of public land recreational activities near population centers and highway corridors by placement of appropriate visitor-use infrastructure. Provide restrooms and other facilities that will be adequate for anticipated uses at designated campgrounds, trailheads, and other areas where there is a concentration of recreational users.
- Emphasize "Leave No Trace" camping and travel techniques throughout the Monticello PA.
- Consider and, where appropriate, implement management methods to protect natural and cultural resources and while giving consideration to community and economic impacts, implement management methods to maintain or enhance recreation opportunities. Management methods may include limitation of visitor numbers, camping and travel

controls, implementation of fees, alteration of when use takes place, and other similar actions as they are approved through normal BLM procedures.

- Coordinate management of recreation use with other agencies, state and local government, and tribal units to provide public benefits, help assure public safety, and make effective use of staff and budget resources.
- Recreational OHV and mechanized travel will be consistent with route and area designations described in the travel management decisions. The BLM will work with agency and government officials and permit holders to develop procedures, protocols, permits or other types of authorization, as appropriate, to provide reasonable access for non-recreational use of OHVs for military, search and rescue, emergency, administrative, and permitted uses.
- OHV access for game retrieval will follow all area and route designations. (There will be no off-road retrieval.)
- Dispersed camping, where allowed when not specifically restricted, may be closed seasonally or as impacts or environmental conditions warrant.

General Recreation Management

REC-3

Allow development of hiking paths and trails within the PA subject to site-specific NEPA.

REC-4

The following actions require a signed agreement with the specified agency:

- Manage the BLM portion of the Colorado River in coordination with Canyonlands National Park and the Moab BLM FO.
- Manage the BLM portion of the San Juan River in coordination with Glen Canyon National Recreation Area and the Navajo Nation.
- Manage the BLM portion of Dark Canyon Complex in coordination with Manti-La Sal National Forest and Glen Canyon National Recreation Area.
- Manage the BLM portion of the Keeley Trail in coordination with Hovenweep National Monument.

Management of Existing and Development of Future Recreation Facilities

REC-5

Existing developed recreation sites will be maintained. New sites/facilities/trails will be developed in response to user demand, amenity value, and critical resource protection needs.

REC-6

All developed recreation sites are recommended for withdrawal from locatable mineral entry.

REC-7

Recreation facilities will be closed to disposal of mineral materials.

REC-8

Developed recreation sites are available for oil and gas leasing subject to NSO. NSO boundaries around developed recreation sites are defined as one quarter mile from the perimeter of campgrounds and 200 meters from the perimeter of other developed recreation sites.

REC-9

These sites are also available for oil and gas leasing subject to NSO and unavailable for disposal of mineral materials.

REC-10

Grazing is excluded from developed recreation sites.

REC-11

Developed recreation facilities are unavailable for private and/or commercial use of woodland products including on-site collection of dead wood for campfires.

General Recreation Management

REC-12

Benefits Based Management Goals and Objectives (BBMs) have been written for most SRMAs. (Appendix K)

REC-13

No camping within 200 feet of isolated springs to allow space for wildlife to access water.

REC-14

No camping is allowed within cultural sites or archaeological resources as defined in ARPA.

Management of Existing and Development of Future Recreation Facilities

REC-15

Develop or improve development of recreation sites as prioritized below:

- Kane Gulch Ranger Station (40 acres)
- Sand Island Campground (21 acres)
- Mexican Hat Launch site (20 acres)
- Hamburger Rock Campground (20 acres)
- Comb Wash Campground (10 acres)
- Butler Wash Ruin (60 acres)
- Mule Canyon Ruin (10 acres)
- Three Kiva Pueblo (10 acres)
- Shay Mountain Vista Campground (20 acres)
- Indian Creek Recreational and Camping Facilities as outlined in the Indian Creek Recreation Corridor Plan (BLM 2005).

- The BLM will work with Natural Bridges National Monument to develop an overflow camping area. No campfires will be allowed in these overflow camping areas.
- The BLM will work with Canyonlands National Park Needles District to develop an overflow camping area.

Special Recreation Permits (SRPs)

REC-16

There will be no competitive mechanized or motorized events in WSAs in accordance with IMP.

REC-17

SRPs will be issued as a discretionary action as a means to help meet management objectives, control visitor use, protect recreational and natural resources, and provide for the health and safety of visitors.

REC-18

All SRPs will contain standard stipulations appropriate for the type of activity and may include additional stipulations (Appendix K) necessary to protect lands or resources, reduce user conflicts, or minimize health and safety concerns.

REC-19

SRPs will be used to manage different types of recreation associated with commercial uses, competitive events, organized groups, vending, and special areas. These recreation uses can include, for example, large group events, river guide services, and commercial recreation activities.

REC-20

The BLM will follow the 43 CFR 2930, October 1, 2004, the National Guidelines on Cost Recovery (Federal Register, Volume 67, October 1, 2002), and the Utah Special Recreation Permit Cost Recovery Policy (Utah IM 2004-036).

REC-21

In accordance with the BLM's Priorities for Recreation and Visitor Services Work Plan (May 2003, as amended), commercial SRPs will also be issued as a mechanism to provide a fair return for the commercial use of public lands.

Criteria for Requiring an SRP

REC-22

The criteria for requiring an SRP include the following:

- Any commercial use.
- Non-mechanized/non-stock day use organized group or event of more than 50 people in ERMA.
- Non-mechanized/non-stock overnight with group or event of more than 25 people in ERMA.

- More than 25 motorized vehicles/OHVs on designated routes (does not include County B Roads or state and federal highways).
- More than 25 nonmotorized mechanized vehicles on designated routes (does not include County B Roads or state and federal highways).
- A group size of more than 15 riding and/or pack animals.
- Car camping with more than 15 vehicles or more than 50 people.
- Activities or events with the potential to conflict with existing resource management guidelines/prescriptions.
- Events with the potential for user conflict.
- Events that could impact public health and safety.

Commercial

REC-23

Commercial motorized/mechanized events/tours are allowed on designated routes, except in WSAs.

REC-24

Commercial use permits are authorized in conjunction with organized events or when the use supports resource protection and management.

REC-25

In Arch Canyon, OHV use is limited to the designated route up to the National Forest boundary, a total of 8 miles one way. Organized and commercial groups will be required to obtain a Special Recreation Use Permit. This permit will allow access on the designated route up to the National Forest boundary, except from March 1 through August 31. During this period, access will be limited to 7.5 miles of the designated route. Therefore, during this period motorized access will not be allowed within .5 miles of the National Forest boundary.

REC-26

Commercial motorized or mechanized events or tours in crucial bighorn sheep lambing and rutting areas may be limited in number of participants and duration (depending on the event) from April 1 to June 15 (lambing) and from October 15–December 15 (rutting), unless it can be shown that the animals are not present in a specific project location or the activity can be conducted so the animals are not adversely impacted.

REC-27

Commercial motorized or mechanized events or tours in crucial antelope habitat may be limited in number of participants and duration (depending on the event) from May 1–June 15.

REC-28

Commercial motorized or mechanized events or tours in crucial deer and elk winter range may be limited in number of participants and duration (depending on the event) from November 15–April 15.

REC-29

Group sizes for commercial motorized events/tours are limited to 2 groups of 12 vehicles per route per day.

REC-30

Balloon festivals are limited to 35 balloons with their associated support vehicles.

REC-31

Commercial hiking tours in Comb Wash and Butler Wash are limited to 12 individuals. A permit system will be established for commercial day and overnight use.

REC-32

Commercial camping is limited to designated areas.

REC-33

Commercial hiking to cultural sites is limited to designated trails and human waste must be packed out.

REC-34

Ropes and other climbing aides are not allowed to access cultural sites.

REC-35

Commercial guides using dogs to hunt/pursue mountain lion and black bear will not operate in areas where dogs are prohibited.

REC-36

Commercial motorized or mechanized cross country use is not allowed in the Cedar Mesa SRMA.

Competitive Events

REC-37

Motorized/mechanized competitive events will be authorized consistent with OHV designations.

REC-38

Motorized and mechanized competitive events are not permitted in WSAs.

Special Recreation Management Areas (SRMA- seven areas, 562,824 acres)

REC-39

Provide general recreation management guidance and subsequent implementation of management decisions for activity plan-level actions for SRMAs through continuation of approved Recreation Area Management Plans (RAMPs) and development of new RAMPs for all SRMAs.

REC-40

If necessary, activity plans will be written for SRMAs.

REC-41

Review and update RAMPS as necessary to make adjustments for changing conditions and opportunities.

REC-42

Domestic pets and pack animals are not allowed in cultural sites or on archaeological resources as defined in ARPA.

REC-43

Ropes and other climbing aids are not allowed for access to cultural sites or archaeological resources as defined in ARPA, except for emergencies or administrative needs.

REC-44

Camping is not allowed within cultural sites or archaeological resources as defined in ARPA.

REC-45

Cultural sites may be closed to visitation when they are determined to be at risk or pose visitor safety hazards.

General SRMA Guidelines

REC-46

Identify additional SRMAs or add areas to SRMAs as necessary to respond to changing management circumstances. Establishment of post-RMP SRMAs or revision of SRMA boundaries will require a plan amendment. The criteria for establishment of post-RMP SRMAs or revising SRMA boundaries include:

- Recreation use requires intensive management to provide recreation opportunities or maintain resource values.
- A recreation area management plan or interdisciplinary plan with intensive recreation management decisions is approved.
- The BLM announces designation and plan approval through media.

REC-47

All recreation management activities and developments in the SRMA will be in support of the individual SRMA goals and objectives.

REC-48

All SRMAs will be designated as special areas under the Land and Water Conservation Fund (LWCF) definition. As per the Land and Water Conservation Fund Act and the Federal Lands Recreation Enhancement Act, this could require permits and payment of fees for recreation use.

San Juan River SRMA

Goals and Objectives:

- Provide outstanding river related recreational opportunities and visitor experiences while protecting natural and cultural resource values with integrated management between the BLM, NPS, and the Navajo Nation.
- Allow for boating and rafting activities regulated through permit issuance.

By the year 2012, manage this SRMA to provide opportunities for visitors to realize personal development and growth, enhanced lifestyle increased local tourism revenue and maintenance of distinct recreation setting character, providing no fewer than 80% of responding visitors and impacted community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

REC-49

Permits will be issued to commercial companies on a five-year designated basis. They will also be issued to private users through an annual lottery system.

REC-50

River trips on the San Juan River require a special use permit.

REC-51

Unavailable for woodland product use, except for limited on-site collection of dead wood for campfires. Woodland use within the floodplain is limited to collection of driftwood for campfires.

REC-52

Cottonwood and willow harvest is allowed for Native American ceremonial uses only by permit. Restrictions on this permitted harvest will be implemented as necessary to achieve or maintain Proper Functioning Condition (PFC), and to maintain or improve threatened and endangered species/special status species (TES/SSS) habitat.

REC-53

Backpackers in Slickhorn Canyon and Grand Gulch are not allowed to camp within 1 mile of the river.

REC-54

Campfires allowed only with a fire pan.

REC-55

The bench above Sand Island Campground (256 acres) is closed to camping.

REC-56

The San Juan River is managed as an SRMA (9,859 acres) (Map 9). The boundary remains as in the previous RMP with the exception of State Section 16 or the Holliday Pit Quarry on Lime Ridge.

REC-57

The SRMA boundary east of existing oil and gas leasing category NSO is below the bench, thereby allowing access to high-quality gravel.

Motorized Boating

REC-58

Downstream travel is allowed at low, wakeless speed. Upstream travel is prohibited, except for emergency purposes (SPM).

Launch Limits

REC-60

Launch limits allow approximately 40,000 user/days per year.

REC-61

Trip size is limited to 25 people total (including crew) for private trips. Commercial group size limits on the San Juan River will remain at 33 people (25 passengers plus 8 guides) per trip.

Commercial/Private Allocations

REC-62

Commercial use is allowed up to 40% of total use. Two commercial day trips per day (one launch of 25 passengers and one launch of ten passengers) are allowed and are not included in the launch limits.

Administrative/Research Use

REC-63

Administrative and research use will be authorized on a case-by-case review and determination.

Visitor Services

REC-64

Minimal visitor services at Sand Island and Mexican Hat ramp areas will be provided for visitor health and safety and resource protection.

Designated Campsites

REC-65

An MOU will be signed between the NPS/GCNRA and the Navajo Nation. This memorandum will include details on numbers of campsites and their associated permit restrictions.

Non-Boating Use

REC-66

With the exceptions of along Lime Creek Road, the Mexican Hat Rock area and Mexican Hat Boat Ramp, vehicle camping is allowed within the San Juan SRMA only upstream of Comb Wash. In this area, dispersed vehicle camping is allowed in previously disturbed areas within 150 feet of designated routes.

REC-67

Lime Creek campsite is reserved for river runners only.

REC-68

All campers (including backpackers) must have carry-out toilets.

REC-69

The bench above Sand Island Recreation Area is closed to camping, including 122 acres outside of the SRMA which fall within the Extensive Recreation Management Area (ERMA). The closure area boundary is described as:

- a. US Highway 191 on the north
- b. The edge of the bench to the south
- c. The private land on the west
- d. The edge of the bench on the east

REC-70

Area wide, camping will be closed within 0.5 mile of designated campsites.

Minerals

REC-71

Available for oil and gas leasing subject to NSO and recommended for withdrawal from locatable mineral entry and unavailable for disposal of mineral materials.

Grazing

REC-72

Grazing in the riparian area is restricted to October 1–May 31 and must meet or exceed PFC, and incorporate rest-rotation and/or deferment systems. This includes Perkins Brothers (outside Slickhorn Canyon), East League, and McCracken Wash Allotments.

Watershed

REC-73

Watershed control structures are subject to surface restrictions and seasonal restrictions to protect bighorn sheep lambing and rutting areas.

REC-74

Vehicle access in other areas within the SRMA is limited to designated routes.

REC-75

Area is subject to fire suppression to protect riparian habitat.

Other

REC-76

Manage San Juan SRMA to maintain an environment of isolation insofar as allowed by river permit and patrol system.

REC-77

Surface disturbance from mining activities on existing claims will be limited to the extent possible without unnecessary impact to valid existing rights.

REC-78

No vehicle access or mechanized travel is allowed from Comb Wash downstream to Lime Creek and below Mexican Hat Bridge (except for motorized boat use on the river).

REC-79

Mechanized/motorized travel is limited to designated routes.

Cedar Mesa SRMA

Goals and Objectives:

- Provide outstanding recreational opportunities and visitor experiences while protecting natural and cultural resource values through integrated management between the BLM and NPS.
- Provide a safe, natural well-designed accessible recreational experience for all visitors to enjoy the world renowned cultural resources and scenic values. Use visitor information and interpretation as a primary tool to protect sensitive resources, discourage vandalism, and encourage visitor appreciation of public lands.

By the year 2012, manage this SRMA to provide opportunities for visitors to realize personal development and growth, enhanced lifestyle increased local tourism revenue and maintenance of distinct recreation setting character, providing no fewer than 80% of responding visitors and impacted community residents at least a moderate realization of these benefits (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

REC-80

Portions of the Cedar Mesa SRMA overlay four existing WSAs (Grand Gulch ISA Complex, Fish Creek Canyon, Mule Canyon and Road Canyon, Map 10) and the Valley of the Gods ACEC (Map 11). WSAs will be managed according to the IMP and Valley of the Gods ACEC will be

managed as VRM Class I, unavailable for private and commercial use of woodland products, campfires are not allowed, among other restrictions (see the Valley of the Gods ACEC section in this Chapter under Special Designations).

REC-81

A joint recreation/cultural resources management plan (CRMP) will be written for this area based on the RMP.

REC-82

The Cedar Mesa SRMA (407,098 acres) (Map 9), formerly the Grand Gulch Plateau SRMA, includes three Recreation Management Zones (RMZs) focused on more intense recreational use; Grand Gulch National Historic District Recreation Management Zone (37,388), Comb Ridge Recreation Management Zone (38,012 acres) and the McLoyd-Moon House Recreation Management Zone (1,607 acres). More specific or restrictive management is outlined under these three management zones and presented below. Generally, this SRMA is managed according to the following prescriptions:

- Where livestock grazing is permitted mitigation activities may be implemented if cultural resources are determined to be at risk.
- Available for watershed, range, and wildlife improvements and vegetation treatments.
- Campfires allowed on mesa tops only; fire pan required.
- Available for private and/or commercial use of woodland products including on-site collection of dead wood for campfires. Access to available areas will be limited to designated roads and trails, dependent on cultural Class III surveys and occur outside WSAs and canyon bottoms. Traditional cultural use by Native Americans of woodland products is allowed as long as other resource values are not adversely affected.
- Open to dispersed camping except in areas where cultural resources are at risk.
- Managed as VRM Class II, III and IV outside of WSAs and Valley of the Gods ACEC, which are managed as VRM Class I.

Pets and Stock

REC-83

If resources or the visitors' experiences are adversely impacted, pets and or stock animals may be limited or prohibited in canyons requiring permits.

REC-84

No unauthorized use of existing corrals.

Areas for Day Stock Use Only

REC-85

Bullet Canyon from Grand Gulch to Jailhouse Ruin. Two miles upstream Fish Canyon from the confluence with Owl Canyon, McLoyd Canyon to impassable pour-off, and Owl Canyon to Nevill's Arch.

Pets

REC-86

No limit or fees for pets. All pets must be collared, leashed, and under human control at all times. No pets are allowed in Slickhorn Canyon or below Collins Canyon in Grand Gulch. Pets are not allowed in or at any alcoves, rock art sites, or ruins. Pets must not harass or harm wildlife. Pets must not harass visitors and other visitors' pets. Pets are not allowed to swim in springs, pot holes, or other natural water sources. Pet waste must be buried in a shallow hole away from trails, campsites, cultural sites, and natural water sources.

Stock (horses, llamas, goats, etc.)

REC-87

All commercial and private stock use requires a permit. Within the Grand Gulch NHD 1 stock trip at any one time will be allowed in the area, including day use. Other Cedar Mesa canyons allow 1 overnight stock trip at any one time, and unlimited day use.

Overnight Stock Use Areas

REC-88

Kane Gulch, Collins Canyon, Government Trail, Grand Gulch from Kane Gulch to Collins Canyon, Fish Creek Canyon from Comb Wash to confluence with Owl Canyon, Mule Canyon South of U-95, Road Canyon, Lime Creek Canyon, Johns Canyon, and Arch Canyon.

Areas Closed to Stock Use

REC-89

Grand Gulch below Collins Canyon, all the Slickhorn Canyons, Mule Canyons north of U-95, Bullet Canyon above Jailhouse Ruin, Fish Creek Canyon from 2 miles upstream from Fish Creek and Owl Creek confluence, and Owl Canyon above Nevill's Arch.

Use Limitations

REC-90

Stock use, both day and overnight, is subject to the provisions of the Grand Gulch Plateau Cultural and Recreation Management Plan, which allows for no more than 1 overnight stock party at a time in any canyon on Cedar Mesa. However, Grand Gulch is limited to only one stock trip at any time, day or overnight. Stock day use will be limited to 1 party per day per trailhead in all canyons requiring permits (except Grand Gulch and McLoyd). The BLM will monitor day use, and reserves the right to implement a day-use allocation and reservation system at a future date, if the impacts of day-use visitation warrant.

Group Size

REC-91

Overnight and day use in the Grand Gulch Primitive area and other Cedar Mesa Canyons is restricted to 12 individuals and 8 animals (pack and/or saddle).

Feed

REC-92

Stock users are required to take all feed (non-germinating, certified weed free) necessary to sustain their animals while on the trip.

Loose Herding

REC-93

Loose herding of pack and saddle stock is prohibited. All stock must be under physical control. When tethered, all stock must be at least 200 feet away from any water source and archaeological sites and their surrounding benches.

No New Trails

REC-94

In permitted canyons, no new trails will be established for stock use. Use is restricted to existing trails and routes in areas open to recreational stock use.

Mesa Top Camping

REC-98

Vehicle camping is limited along designated routes to designated primitive vehicle campsites.

REC-99

Designated campsites for large groups (20 to 24 people).

REC-100

Group size is limited to 24 people for both private and commercial use.

REC-101

Closure of campsites impacting cultural sites.

REC-103

14-day camping limit within any 28 consecutive days, with the options of reducing the number of days or closing campsites if impacts occur.

In Canyon Private/Commercial Day Use

REC-104

Private

- Limit of 12 people per day per trailhead.
- Group size limited to 12.
- A limited day use permit system will be implemented as necessary to protect cultural and other resources.

REC-105

Commercial

- Group size limited to 12.
- One commercial group per day per trailhead.
- Implement additional restrictions on group size and visitor frequency (based on monitoring of impact) as necessary to protect cultural or other resources.
- Advanced permit required through Monticello PA.

REC-106

In Canyon Overnight Camping

- Pack it in, pack it out. All cans, trash, organic garbage, and burnable refuse including toilet paper must be carried out. Liquid garbage may be discarded 200 feet away from water sources. Dish water must be strained and discarded 200 feet from camps, trails, and water sources.
- No swimming or bathing is allowed in the pools.
- Commercial allocation is 30% of the Cedar Mesa permitted use.
- Designated campsites for large groups of 8–12 people, and for groups with stock animals.
- Groups of 1–7 people will not have designated campsites and will camp in dispersed campsites.
- In canyon camping could be limited to certain designated areas if resource or cultural damage occurs.
- If human waste becomes a problem, a requirement to carry out waste may be implemented.
- Total caps on visitor numbers for each trailhead are shown below. Caps on visitor numbers or group size may be modified as necessary to protect resources.

REC-107

Private

- Private group size limited to 8 people per day per trailhead for overnight trips.

REC-108

Commercial

- Commercial group size limited to 12 people per day per trailhead.
- One commercial group per trailhead per day.
- Commercial guides are required to meet all pertinent state guidelines.

REC-109

Trailhead Allocations

Total overnight visitors per day:

- Kane 20
- Bullet 20
- Government 20
- Collins 20
- Fish/Owl 20
- Road Canyon 20
- Lime Creek 20
- Mule Canyons 20

- Slickhorn Canyons 20

If commercial cap limits are not met on a given day, additional private visitors will be allowed provided the overall cap of 20 people per trailhead is not exceeded.

Cedar Mesa SRMA Grand Gulch NHD Recreation Management Zone (RMZ)

REC-110

This area is a RMZ within the SRMA due to its high level of backcountry use and the potential to impact the high density world renowned cultural resources in this area. Restrictions and management prescriptions are intended to minimize conflict between this use and cultural resources. The following management prescriptions apply in this RMZ:

- Grand Gulch National Historic District is within a WSA and is managed under the IMP.
- In addition to the management prescriptions described above for the Cedar Mesa SRMA, Grand Gulch National Historic District (37,388 acres) is managed with the following prescriptions:
 - Unavailable for geophysical activities.
 - Recommended for withdrawal from locatable mineral entry.
 - Unavailable for private and/or commercial use of woodland products, except for limited on-site collection of dead wood for campfires.
 - Campfires limited to mesa tops only (no campfires in the canyon).
 - Available for livestock grazing, except Grand Gulch Canyon and associated tributaries, below Kane Gulch fence to the confluence with the San Juan River (approximately 16,316 acres).
 - Closed to OHV use.
 - Designate trails and camping areas as necessary to protect cultural resources.
 - If cultural or natural resources or the visitors' experiences are impacted, pets and or stock animals may be limited or prohibited in canyons requiring permits.
 - Non-motorized habitat improvements, watershed improvements, vegetation treatments, including aerial seeding, hand reseeding, planting seedlings, and control of invasive non-native species are allowed as long as they will not impact cultural resources based on a site-specific analysis, and are consistent with the IMP.
 - Limitations on numbers of trips may be implemented if cultural resources are impacted.

Cedar Mesa SRMA Comb Ridge Recreation Management Zone

REC-111

This area is a RMZ within the SRMA due to easy vehicular accessibility, high level of visitation and popularity, and density of significant cultural ruins and rock art. Specific management is needed to resolve conflicts between recreation use and protection of cultural resources. The objective is to manage for heritage tourism and traditional cultural values in a regulated manner.

REC-112

The Cedar Mesa SRMA limitations described above for Mesa Top Day Use, Mesa Top Camping, In Canyon Private/Commercial Day Use, and In Canyon Permitted Overnight Camping do not apply to the Comb Ridge RMZ.

REC-113

The following management prescriptions apply in this RMZ:

- Manage as VRM Class II
- Unavailable for geophysical exploration
- Oil and gas leasing subject to NSO
- Closed to disposal of mineral materials
- ROW avoidance area
- OHVs limited to designated routes
- Campfires allowed at designated sites only
- Private and commercial group size limited to 12 people
- Comb Wash campground will be developed
- In camp areas without toilets, human waste must be packed out
- Closed to dispersed camping
- Camping limited to designated camp areas and campgrounds, with designated access routes and parking
- A permit system will be established for day and overnight use if necessary to protect cultural resources
- Trails from parking areas to cultural sites will be designated and signed
- Parking for day use is limited to designated areas
- In the Butler Wash area, overnight private group size is limited to 8 people and primitive camp sites will be designated

REC-114

Butler Wash, if necessary, will be managed as part of the existing Cedar Mesa permits and regulation system, including regulations and permit fees. Groups will view a low impact video at Kane Gulch or Sand Island Ranger Stations when obtaining a permit.

Cedar Mesa SRMA McLoyd Canyon–Moon House Recreation Management Zone

REC-115

McLoyd Canyon–Moon House (1,607 acres) is a RMZ within the SRMA due to its accessibility and the unique architecture of the Moon House ruin. From a scientific perspective, Moon House ruin is world renowned, unique to the region, and is a significant cultural treasure. Restrictions and management prescriptions are intended to minimize conflict between recreational use and cultural resources.

REC-116

The Cedar Mesa SRMA limitations described above for Mesa Top Day Use, Mesa Top Camping, In Canyon Private/Commercial Day Use, and In Canyon Permitted Overnight Camping will not be applied to the McLoyd Canyon–Moon House RMZ.

REC-117

This RMZ occurs within the Fish Creek Canyon WSA and is managed under the IMP. In addition to this management, the following prescriptions will apply:

- Closed to OHV use.
- Develop a cultural resource management plan (CRMP) for McLoyd Canyon–Moon House.
- Public access limited via a permit system for day visits.
- No more than 36 people allowed to visit Moon House per day. Limitations on visitation may change based on site monitoring of impacts of visitation.
- One commercial group per day. The number of people is included in the day use number of 36.
- Access to the interior corridor of Moon House ruin is limited to 4 people at any one time.
- Visitors are be allowed to enter the Moon Room and adjoining rooms within Moon House ruin.
- Human waste must be packed out.
- Camping limited only to the designated primitive camp and park area south of the Snow Flat Road. Camping prohibited outside of this primitive camp area.
- Hiking to Moon House site is limited to the designated trail. Hiking to other sites in the RMZ may also be limited to designated trails if determined necessary.
- RMZ is closed to pack animals and pets.
- Campfires are not allowed.
- Unavailable for private and/or commercial use of woodland products, including on-site collection of dead wood for campfires.
- McLoyd Canyon is closed to overnight use from the head of the canyon to UTM: 607100E, 4143495N.
- Acquire Utah State Section Township 39S Range 19E, Section 2.
- Develop a site stewardship program to monitor site and possibly develop guided tours.

Dark Canyon SRMA

Goals and Objectives:

- Provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values through integrated management between the BLM, USFS and NPS.
- Provide a primitive, roadless, and undeveloped recreational experience in an essentially unmodified natural environment. Continue to provide a scenic backcountry experience of expansive views from within one of the deepest canyon systems in the region.

By the year 2012, manage this SRMA to provide opportunities for visitors to realize personal development and growth, enhanced lifestyle increased local tourism revenue and maintenance of distinct recreation setting character, providing no fewer than 80% of responding visitors and impacted community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

REC-118

Create and allocate an interagency permit and fee system for these canyons as necessary to preserve resources and the visitor experience.

REC-119

The 1991 Canyon Basins SRMA is dissolved and three new SRMAs are created:

- Dark Canyon SRMA
- Indian Creek SRMA
- Beef Basin SRMA.

REC-120

The Dark Canyon SRMA (Map 9) includes canyon rims and bottoms for Dark Canyon, Gypsum Canyon, Bowdie Canyon, Lean To Canyon, Palmer Canyon, Lost Canyon, Black Steer Canyon, Young's Canyon, and Fable Valley Canyon. Trailheads and associated parking/camping areas are included within the SRMA boundaries where the canyons are specified as the SRMA.

REC-121

The Dark Canyon WSA overlays the SRMA and will be managed according to the IMP.

REC-122

The SRMA is unavailable for livestock grazing in the canyons and available to livestock grazing on mesa tops.

REC-123

An Interagency Management Plan will be written in coordination with the contiguous NPS and USFS agencies.

REC-124

Dark Canyon SRMA (30,820 acres) (Map 9) is managed with the following prescriptions:

- Group size is limited to 18 people for private and commercial.
- Three commercial trips are allowed per week.
- Up to twenty total private users allowed per day. This number may be altered depending upon future visitor impacts.
- If and where necessary, camping will be restricted to designated sites only.
- Campfires are allowed on mesa tops. Cook stoves only in canyons.
- Unavailable for private and/or commercial collection of woodland product use, except for the on-site collection of dead wood for campfires on mesa tops.
- If human waste becomes a problem, carrying out waste may be implemented in canyon.
- Pets are allowed on leash and under physical control.
- Closed to OHV use.

Indian Creek SRMA

Goals and Objectives:

- Provide outstanding recreational opportunities and visitor experiences while protecting natural and cultural resource values through integrated management between the BLM, NPS, State of Utah, and the Nature Conservancy
- Provide for premier rock climbing experiences, outstanding OHV opportunities, scenic vistas, cultural site interpretation at Newspaper Rock, destination camping areas, and a gateway to Canyonlands National Park.

By the year 2012, manage this SRMA to provide opportunities for visitors to realize personal development and growth, enhanced lifestyle increased local tourism revenue and maintenance of distinct recreation setting character, providing no fewer than 80% of responding visitors and impacted community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

REC-125

The 1991 Canyon Basins SRMA is dissolved and three new SRMAs are created: the Indian Creek SRMA, the Dark Canyon SRMA, and the Beef Basin SRMA. Management prescriptions for the Indian Creek SRMA.

REC-127

Indian Creek SRMA (Map 9) matches the boundary of the Indian Creek Corridor Plan (EA UT – 090-00-47, 2005) and includes all of the Indian Creek and Bridger Jack Mesa WSAs and Shay Canyon, Lavender Mesa and Indian Creek ACECs. WSAs are managed under the IMP and ACECs and remaining areas will be managed in accordance with management prescriptions outlined below.

REC-128

Indian Creek SRMA boundary matches the boundary for the Indian Creek Corridor Plan (EA UT-090-00-47, BLM 2005). Management of the Indian Creek Corridor will be in conformance with the decisions outlined in the Indian Creek Corridor Plan, which includes the following guidelines:

- Camping is prohibited in the Indian Creek riparian corridor from Newspaper Rock to approximately 1 mile downstream of the Dugout Ranch.
- Camp sites will be removed from the Newspaper Rock area and rehabilitated.
- A picnic area will be constructed adjacent to the Newspaper Rock parking area.
- Camping along the Bridger Jack Mesa Bench is limited to designated sites.
- A new campground called Shay Mountain Vista Campground will be constructed.
- The area is unavailable for private and/or commercial use of woodland products, including on-site collection of dead wood for campfires. Campers must bring in their own wood for campfires.
- Campfires are restricted to fire rings where fire rings are available. In dispersed camping areas, where fire rings are not available, campfires are subject to "Leave No Trace" standards. No campfires are allowed in the Lavender Mesa ACEC.
- Rock-climbing routes in conflict with cultural sites will be closed.
- Camping fees will be charged if deemed necessary to provide needed facilities and services.
- Parking areas will be developed.

- Additional camping stipulations and regulations could be implemented if monitoring data shows this is necessary.
- If new climbing routes are established, the BLM may designate a footpath to access the base of the climb to protect wildlife/raptors.

REC-129

Dispersed camping is allowed in the Indian Creek Corridor, except within the established designated camping zones: Bridger Jack Mesa, Indian Creek Falls, and Creek Pasture. Camping within these zones is limited to designated sites.

REC-130

Where dispersed vehicle camping is allowed, it is restricted to previously disturbed areas within 150 feet of designated routes.

REC-131

Within the Shay Canyon ACEC portion of the SRMA, the ACEC prescriptions require that hiking be limited to designated trails, except within the side canyons, and camping and campfires are not allowed.

White Canyon SRMA

Goals and Objectives:

- Provide outstanding recreational opportunities and visitor experiences, while protecting natural and cultural resource values through integrated management between the BLM and NPS (including the Glen Canyon National Recreation Area and Natural Bridges National Monument).
- Provide a spectacular canyoneering recreational experience in a popular, world renowned and easily accessible slot canyon; including backcountry hiking and backpacking, remote camping, cultural site visitation and exploration.

By the year 2012, manage this SRMA to provide opportunities for visitors to realize personal development and growth, enhanced lifestyle increased local tourism revenue and maintenance of distinct recreation setting character, providing no fewer than 80% of responding visitors and impacted community residents at least a moderate realization of these benefits: (i.e., 3.0 on a probability scale where 1 = not at all, 2 = somewhat, 3 = moderate, 4 = total realization).

REC-132

White Canyon SRMA (2,828 acres) (Map 9) is managed with the following management prescriptions:

- A backcountry allocated permit system will be established as necessary to protect resources.
- If human waste becomes a problem, carrying out waste may be implemented in the canyon.
- Campfires are not allowed in the canyons. Cook stoves only in canyons.

- Managed as VRM Class I and II.
- OHV use closed and limited to designated routes
- Unavailable and CSU (site-specific) for oil and gas leasing.

REC-133

Trailheads and associated parking/camping areas are included within the SRMA boundary where the canyons are specified as the SRMA. The White Canyon SRMA is defined as from rim to rim.

REC-134

Canyons are excluded from woodland product use including on-site collection of dead wood for campfires.

REC-135

The Cheesebox Canyon WSA overlays a portion of the White Canyon SRMA; this area is managed in accordance with the IMP.

Tank Bench SRMA

Goals and Objectives:

- Provide outstanding recreational opportunities and visitor experiences while protecting natural and cultural resource values.
- Tank Bench SRMA provides easy access to a spectacular complex of cultural sites. Provide a safe, natural, well-designed accessible recreational experience for all visitors to enjoy the world renowned cultural resources and scenic values. Use visitor information and interpretation as a primary tool to protect sensitive resources, discourage vandalism, and encourage visitor appreciation of public lands.

REC-136

Tank Bench SRMA (2,646 acres) (Map 9) is managed with the following prescriptions:

- Dispersed hiking allowed; not limited to designated trails.
- Area will remain open to domestic pets and pack animals but use may be limited if damage is occurring to cultural resources.
- Commercial group size limited to 12 people.
- Closed to OHV use.
- Livestock use will continue but it may be limited if cultural resources are impacted.
- Available for range, wildlife habitat, watershed improvements, vegetation treatments, and other surface-disturbing land treatments if consistent with management plan objectives.
- Campfires allowed.
- Closed to private and/or commercial use of woodland products (including on-site collection of dead wood for campfires) with the exception of traditional Native American cultural uses, as long as they do not adversely impact other resource values.
- Open to disposal of mineral materials and geophysical work.

- Available for oil and gas leasing, subject to standard lease terms.
- Manage as VRM Class III and IV.

REC-137

The BLM will complete a joint recreation/cultural resources management plan (CRMP) for this area based on the RMP.

Beef Basin SRMA

Goals and Objectives:

- Provide outstanding recreational opportunities and visitor experiences while protecting natural and cultural resource values.
- Provides a popular, remote, backcountry driving experience with primitive camping and cultural site exploration opportunities. Management focus for the SRMA is heritage tourism, traditional cultural values, and scientific research of prehistoric cultural landscapes.
- Provide a semi-primitive recreational experience for visitors to enjoy the world renowned cultural resources and scenic values. Use visitor information and interpretation as a primary tool to protect sensitive resources, discourage vandalism, and encourage visitor appreciation of public lands.

REC-138

Beef Basin SRMA (20,302 acres) (Map 9) is managed with the following prescriptions:

- Available for private and/or commercial use of woodland products (including on-site collection of dead wood for campfires).
- Open to disposal of mineral materials under special conditions.
- Available for oil and gas leasing subject to timing limitations.
- Livestock use will continue but may be limited if cultural resources are impacted.
- Available for range, wildlife habitat, watershed improvements, vegetation treatments and other surface-disturbing land treatments if consistent with management plan objectives.
- OHV use limited to designated routes.
- A car campground will be developed in Ruin Park for primitive camping.
- Primitive car camping areas will be designated in Middle Park, House Park, and along Beef Basin Loop Road, as well as other areas as necessary to control impacts to cultural resources.
- Until primitive camping areas are designated in this area, dispersed vehicle camping will be allowed in previously disturbed areas within 150 feet of designated routes.
- Campfires are allowed and are restricted to fire rings where fire rings are available. In dispersed camping areas, where fire rings are not available, campfires are subject to "Leave No Trace" standards.
- Dispersed campsites that impact archaeological sites will be closed.
- Cultural site visitation limited to designated trails.
- Groups larger than 20 people total are required to camp in designated areas. Human waste must be packed out.
- Manage as VRM Class III.

REC-139

The BLM will work with the USFS and NPS to develop interagency recreation commercial permits.

REC-140

The BLM will complete a joint recreation/cultural resources management plan (CRMP) for the area based on the RMP.

Extensive Recreation Management Areas (ERMA)

Goals and Objectives:

- Provide dispersed recreational opportunities consistent with other resource objectives.

REC-141

ERMA lands are managed to provide an undeveloped setting where visitors can disperse and recreate in a generally unregulated manner, as long as the use is consistent with other resource values.

REC-142

Manage all lands within the PA, not within an SRMA (either initially or through subsequent action as described above) as the Monticello Extensive Recreation Management Area

REC-143

Any portions of an ERMA subject to other management prescriptions (i.e., ACEC, WSA, etc.) will be managed according to those prescriptions.

REC-144

Monitor the ERMA to determine if more intensive recreational management is required to protect resource values and preserve the recreational experience.

REC-145

Encourage "Leave No Trace" and "Tread Lightly" principles throughout the ERMA.

REC-146

ERMA lands may be designated as SRMAs in the future based on intensity of use and will be analyzed through the plan amendment process.

REC-147

Minimal facilities may be constructed in the ERMA as needed to insure visitor health and safety, reduce user conflict, and protect resources.

REC-148

Mesa Top Camping (other than Cedar Mesa):

- Limit the Bears Ears Road to designated camping only from the intersection of Highway 275 to the USFS boundary.
- Limit the Deer Flat Road to designated camping only for the first 4 miles from Highway 275.
- Coordinate with Glen Canyon National Recreation Area on building a campground at Muley Point or pursue a land exchange for Muley Point in order to develop a campground.

REC-149

Within the ERMA, dispersed vehicle camping is allowed only in previously disturbed areas within 150 feet of designated routes (on each side of a centerline). If use is such that undue environmental impacts are taking place, BLM will close and rehabilitate damaged areas. This use will not include areas within WSAs (389,444 acres) or non-WSA areas with wilderness characteristics (88,871 acres), WSR corridors, ACECs, or T&E/special status species habitats. Where monitoring identifies resource impacts, future implementation level plans could consider designation of specific camp sites.

RIPARIAN RESOURCES (RIP)

Goals and Objectives:

- Manage riparian resources for desired future conditions, ensuring ecological diversity, stability, and sustainability, including the desired mix of vegetation types, structural stages, and landscape/riparian/watershed function and provide for native and special status plant, fish, and wildlife habitats.
- Manage riparian areas for properly functioning condition (PFC) and ensure stream channel morphology and functions are appropriate to the local soil type, climate, and landform.
- Avoid or minimize the destruction, loss or degradation of riparian, wetland and associated floodplains, and preserve and enhance natural and beneficial values.

Management Actions:

RIP-1

Public lands are managed in accordance with laws, executive orders, and regulations on floodplain and wetland areas to reduce resource loss from floods and erosion.

RIP-2

The BLM will take appropriate actions to maintain water quality in streams within Monticello PA to meet state and federal water quality standards, including designated beneficial uses and anti-degradation requirements.

RIP-3

Oil and gas leasing is NSO in riparian areas. Although oil and gas activity must also meet this standard, an NSO lease stipulation is not necessary since this can be accomplished under the terms of the standard lease form because of the 200 meter/60-day rule. (The 200 meter/60-day rule is the BLM regulation at 43 CFR 3101.1-2 that allows, at a minimum, for the relocation of proposed oil and gas leasing operations up to 200 meters and/or timing limitations up to 60 days to provide additional protection to ensure that proposed operations minimize adverse impacts to resources, uses, and users.)

RIP-4

The BLM will follow Utah's Standards for Rangeland Health and Guidelines for Grazing and Recreation Management (BLM 1997) to achieve riparian PFC.

RIP-5

No new surface-disturbing activities are allowed within active floodplains or within 100 meters of riparian areas unless it can be shown that: a) there are no practical alternatives or, b) all long-term impacts can be fully mitigated or, c) the activity will benefit and enhance the riparian area.

RIP-6

BLM guidelines will be followed as appropriate for managing riparian areas (See Technical Reference 1737-6: Riparian Area Management as amended) and Utah Riparian Management Policy.

RIP-7

All floodplains and riparian/aquatic areas are managed in accordance with Executive Orders 11988 and 11990, Sections 303 and 404 of the Clean Water Act, the Endangered Species Act, the BLM Riparian Area Management Policy, and the Utah guidelines for implementing BLM riparian area management policy.

RIP-8

Floodplains and riparian/aquatic areas are:

- Subject to fire suppression to protect riparian habitat.
- Excluded from private and/or commercial use of woodland products, except for Native American traditional purposes as determined on a site-specific basis; limited on-site collection of dead wood for campfires is allowed as per Woodlands section.
- Available for habitat, range, and watershed improvements and vegetation treatments described in 2007 Vegetation EIS.
- Excluded from surface disturbance by mechanized or motorized equipment (except as allowed above) and from structural development (unless there is no practical alternative or the development will enhance riparian/aquatic values).

RIP-9

Unnecessary multiple social foot trails in riparian/floodplain areas will be minimized. Social foot trails in Road Canyon, Fish Creek, and Mule Canyon will be closed to protect riparian resources.

RIP-10

The BLM will follow/implement the Southwest Willow Flycatcher Recovery Plan as appropriate.

RIP-11

Monitoring and management strategies and restrictions will be developed as necessary to meet or maintain PFC.

RIP-12

Cottonwood and willow harvest are allowed for Native American ceremonial uses only, through a permit system. Restrictions on this harvest will be implemented as necessary to achieve or maintain PFC.

RIP-13

No camping is allowed within 200 feet of isolated springs or water sources.

RIP-14

Close Harts Canyon from private land (Seeps) to Yancy's Fence (T30S, R22E, Section 8) to OHV and mechanized use. Close routes in other selected riparian areas considered Functioning at Risk if site-specific analysis determines that OHV use is contributing to riparian degradation.

RIP-15

Restrict Harts Canyon, Shay Canyon ACEC and Indian Creek from Kelly Ranch vicinity to Forest Service to livestock trailing only, no grazing. Moki Canyon and Lake Canyon are restricted to trailing only, except in the spring and fall for up to 1 to 2 weeks to gather livestock prior to moving to and from these areas.

RIP-16

Develop seasonal restrictions, closures, and/or forage utilization limits on grazing in riparian areas considered Functioning at Risk.

RIP-17

Temporarily close riparian areas considered Functioning at Risk to dispersed motorized camping until PFC is restored.

Pipeline Crossings

RIP-18

Pipeline crossings of perennial, intermittent, and ephemeral stream channels should be constructed to withstand 100-year floods to prevent breakage and subsequent accidental contamination of runoff during high-flow events. Surface crossings must be constructed high enough to remain above stream flows at each crossing, and subsurface crossings must be buried deep enough to remain undisturbed by scour throughout passage of the peak flow. Hydraulic analysis will be completed in the design phase by the project proponent to eliminate potential environmental degradation associated with pipeline breaks at stream crossings to avoid repeated maintenance of such crossings. Specific recommendations regarding surface and subsurface crossings are found in guidance for pipeline crossings (Appendix L).

SOIL AND WATER RESOURCES (SOLW)

Goals and Objectives:

- Manage soils and water resources to maintain watershed health, thereby insuring ecological diversity and sustainability.
- Provide for favorable conditions of water flow (quality, quantity, and timing), and maintain stable and efficient stream channels as required and provide for fish and wildlife habitat, recreation, and livestock.

Management Actions:

SOLW-1

Manage all floodplains and riparian/wetlands in accordance with Executive Orders 11988 and 11990, Sections 303 and 404 of the Clean Water Act, and the Endangered Species Act.

SOLW-2

Maintain satisfactory watershed conditions as indicated by maintenance of riparian PFC and Utah Standards and Guidelines for Rangeland Health (BLM 1991) (Appendix F) and Guidelines for Recreation Management for BLM Lands in Utah (Appendix K).

SOLW-3

Manage public lands consistent with the Colorado River Salinity Control Act.

SOLW-4

Comply with Utah's state water quality standards.

SOLW-5

Collaborate with San Juan County, the State of Utah, tribal governments, and local municipalities on management of municipal watersheds to meet local needs.

SOLW-6

Maintain or improve soil quality and long-term soil productivity through the implementation of Standards for Rangeland Health and Guidelines for Grazing Management (BLM 1997) and other soil protection measures.

SOLW-7

Manage uses to minimize and mitigate damage to soils.

SOLW-8

Maintain and/or restore overall watershed health and reduce erosion, stream sedimentation, and salinization of water.

Watershed Health

SOLW-9

Modify the BMPs and vegetation management as appropriate to meet water quality standards and maintain watershed function (Montezuma Creek, Indian Creek [the USFS boundary to Newspaper Rock], Johnson Creek [and tributaries from confluence with Recapture Creek to headwaters], and Recapture Reservoir).

SOLW-10

Assess watershed function using Utah's Standards for Rangeland Health, riparian PFC, and state water quality standards.

SOLW-11

Where Utah's Standards for Rangeland Health are not met due to the impairment of biological soil crusts, apply guidelines from Biological Soil Crusts: Ecology and Management (BLM 2001b, as revised), if consistent with the management decisions of this plan.

SOLW-12

Reduce tamarisk where appropriate using allowable vegetation treatments (refer to vegetation section for treatment acreages).

Sensitive Soils

SOLW-13

Any proposed activities that will be located in sensitive soils (e.g., hydric, saline, gypsiferous, or highly erodible soils), will incorporate BMPs and other mitigation measures to minimize soil erosion and maintain soil stability. Site-specific mitigation measures and other additional mitigation measures required to protect soil resources and maintain soil productivity, will be determined in site-specific NEPA analysis.

Steep Slopes

SOLW-14

If surface-disturbing activities cannot be avoided on slopes between 21% and 40%, an erosion control plan will be required. The plan must be approved by the BLM prior to construction and maintenance and include the following:

- An erosion control strategy
- The BLM accepted and/or approved survey and design

SOLW-15

For slopes greater than 40%, no surface disturbance is allowed unless it is determined that it will cause undue or unnecessary degradation to pursue other placement alternatives. An erosion control plan is required.

SPECIAL DESIGNATIONS: AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACEC)

Goals and Objectives:

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

Management Actions:

ALKALI RIDGE ACEC—Relevant and Important Value: Cultural Resources

ACEC-1

Alkali Ridge is designated as an ACEC (39,196 acres) (Map 11).

ACEC-2

Where the BLM authorized officer determines that avoidance of direct and indirect impacts to historic properties is not feasible (e.g., avoidance may cause unacceptable damage to other public land resources or affect valid existing rights) and adverse effects may occur, the BLM will resolve those effects through development of appropriate mitigation measures and consultation under Section 106 of the National Historic Preservation Act as outlined in the regulations at 36 CFR 800. Regardless of the situation, BLM will comply with laws, rules and regulations related to the management of cultural resources.

ACEC-3

Additional measures such as fencing, camouflaging, sound muffling, etc. may be necessary to further avoid indirect and direct impacts caused by surface-disturbing activities.

Management will emphasize maintaining the relevant and important cultural and historic values within the ACEC. When siting facilities, the primary objective will be avoidance of direct and indirect impacts to resources on, or eligible for listing on, the NRHP (historic properties). Avoidance may require that a facility be moved farther than allowed under standard lease terms and conditions. Siting may require coordination among the BLM, State Historic Preservation Officer, and Utah Division of Oil Gas and Mining to ensure consistency with all applicable well spacing requirements.

ACEC-4

All cultural properties eligible for the NRHP will be surrounded by an avoidance area sufficient to allow permanent protection.

ACEC-5

In any given situation, mitigation will be designed to fit the specific circumstances and reviewed by the SHPO and if necessary, the Advisory Council on Historic Preservation.

ACEC-6

The area is available for geophysical exploration.

ACEC-7

The area is available for the disposal of mineral materials.

ACEC-8

The area is available for locatable mineral entry with an approved plan of operations.

ACEC-9

The area will be retained in public ownership and not classified, segregated, or withdrawn from entry.

ACEC-10

Campfires are allowed.

ACEC-11

The area is available for wildlife habitat improvements.

ACEC-12

A Cultural CRMP consistent with the goals and objectives of this RMP will be written for Alkali Ridge ACEC and will not require a plan amendment to the RMP.

ACEC-13

The area is available for watershed improvements.

ACEC-14

The area is available for private and/or commercial use of woodland products, of which access will be limited only to designated routes. If woodland product use is impacting cultural resources, woodland product use may be confined to specific areas within Alkali Ridge.

ACEC-15

Livestock may be restricted if cultural resources are being impacted.

ACEC-16

The area is managed as VRM Class III.

ACEC-17

The area is available for mineral leasing under controlled surface use.

ACEC-18

The area is available for vegetation treatments. Access routes used for vegetation treatments will be reclaimed to prevent future use. Non-surface-disturbing treatments will be preferred.

ACEC-19

The appropriate management response for wildland fire will be in accordance with the Moab District Fire Plan.

ACEC-20

OHV use is limited to designated roads and trails.

Alkali Ridge National Historic Landmark

ACEC-21

Alkali Ridge National Historic Landmark (contained within the Alkali Ridge ACEC) (2,146 acres), is managed according to the following:

- Available for oil and gas leasing subject to NSO.
- All mechanized/motorized traffic limited to designated routes.
- Campfires not allowed.
- Unavailable for private and/or commercial use of woodland products including on-site collection of dead wood for campfires.
- Available for watershed improvements.
- Appropriate Management Response to fire in accordance with the Moab District Fire Plan.
- Open to livestock use with restrictions if cultural resources become impacted.
- No surface-disturbing vegetation treatments are allowed. Any treatment must avoid cultural sites by sufficient margin as to have no adverse impact.
- Available for geophysical exploration that meets the definition of "casual use" as defined 43 CFR 3150.b) *Casual use* means activities that involve practices which do not ordinarily lead to any appreciable disturbance or damage to lands, resources and improvements. For example, activities which do not involve use of heavy equipment or explosives and which do not involve vehicular movement, except over established roads and trails are casual use.
- Unavailable for disposal of mineral materials.
- Recommended for withdrawal from locatable mineral entry.
- Surface disturbance allowed for emergency fire suppression.
- Recreation use limited if cultural resources become impacted.
- Climbing aids such as ropes are not allowed for access into cultural sites/ruins.
- ROW avoidance area.
- Managed as VRM Class III.

BRIDGER JACK MESA (Mesa Top Only) ACEC – Relevant and Important Value: Near Relict Vegetation

ACEC-22

Bridger Jack Mesa ACEC lies entirely within a WSA and is managed under the IMP, unless more restrictive management is prescribed. Management under the IMP will provide for the protection for near-relict vegetation.

ACEC-23

Bridger Jack Mesa is not designated as an ACEC. Bridger Jack Mesa WSA is managed according to the IMP, except for the following:

- Unavailable for livestock grazing, including grazing by saddle stock and pack animals allowed for access.
- Unavailable for private and/or commercial use of woodland products, including on-site collection of dead wood for campfires.
- Campfires are restricted to fire rings, where available. If not available, subject to “Leave No Trace” principles.
- Bridger Jack Mesa area is managed as part of the Indian Creek Special Recreation Management Area (SRMA) described in the Recreation section of this Chapter.

BUTLER WASH NORTH ACEC – Relevant and Important Value: Scenic

ACEC-24

Butler Wash North ACEC lies within the Butler Wash WSA and is managed under the IMP, unless more restrictive management is prescribed. Management under the IMP will provide for the protection of scenic values.

ACEC-25

Butler Wash North area is not designated as an ACEC but is managed under the IMP. Management prescriptions include:

- Retained in public ownership.
- Unavailable for private and/or commercial use of woodland products, with the exception of limited on-site collection of dead wood for campfires.
- Available for livestock use but may be limited if cultural resources are impacted.
- Closed to OHV use.
- Managed as VRM Class I.

CEDAR MESA ACEC – Relevant and Import Values: Fish and Wildlife, Cultural and Scenic

ACEC-27

Cedar Mesa area will not be designated as an ACEC.

ACEC-28

The area will be managed as a Special Recreation Management Area (SRMA) (407,098 acres) (Map 9) described in the Recreation section of this Chapter. It will include three Recreation

Management Zones (RMZs) (Grand Gulch NHD, McLoyd Canyon- Moon House and Comb Ridge) that emphasize management of recreation users for the protection of cultural resources.

DARK CANYON ACEC – Relevant and Important Values: Scenic and Fish and Wildlife

ACEC-29

Dark Canyon ACEC lies entirely within the Dark Canyon WSA (Map 10) and partially within the Dark Canyon SRMA (Map 9). WSAs are managed under the IMP, unless more restrictive management is prescribed.

ACEC-30

Dark Canyon is not managed as an ACEC. The ACEC lies entirely within the Dark Canyon WSA (Map 10) and is managed according to the IMP and the Dark Canyon SRMA management prescriptions outlined in the Recreation section of this chapter. The WSA and SRMA are closed to OHV use.

HOVENWEEP ACEC – Relevant and Important Values: Scenic, Habitat, and Cultural

ACEC-31

Hovenweep is designated as an ACEC (2,439 acres) (Map 11) with two special emphasis zones (Visual and Cajon Pond). This includes the 641 acres east of Hovenweep National Monument.

General Area Exclusive of Special Emphasis Zones

ACEC-32

Management will emphasize maintaining the relevant and important cultural and historic values. When siting facilities, the primary objective will be avoidance of direct and indirect impacts to resources on or eligible for listing on the NRHP (historic properties). Avoidance may require that a facility be moved farther than allowed under standard lease terms and conditions. Siting may require coordination among BLM, State Historic Preservation Officer, and Utah Division of Oil Gas and Mining to ensure consistency with all applicable well spacing requirements.

ACEC-33

Where the BLM authorized officer determines that avoidance of direct and indirect impacts to historic properties is not feasible (e.g., avoidance may cause unacceptable damage to other public land resources or affect valid existing rights) and adverse effects may occur, the BLM will resolve those effects through development of appropriate mitigation measures and consultation under Section 106 of the National Historic Preservation Act as outlined in the regulations at 36 CFR 800.

ACEC-34

Additional measures such as fencing, camouflaging, sound muffling, etc. may be necessary to further avoid indirect and direct impacts caused by surface-disturbing activities.

ACEC-35

Cultural properties eligible for the NRHP will be surrounded by an avoidance area sufficient to allow permanent protection.

ACEC-36

In any given case, mitigation will be designed to fit the specific circumstances and reviewed by the SHPO, and if necessary, the Advisory Council on Historic Preservation. A Hovenweep National Monument Cooperative Management Strategy (1987) helps to guide site protection, data recovery, and all other necessary cultural management activities.

ACEC-37

A Cultural CRMP consistent with the goals and objectives of this RMP will be written for Hovenweep ACEC, if necessary, and will not require a plan amendment to the RMP.

ACEC-38

The area is available for mineral leasing subject to moderate constraints (CSU).

ACEC-39

The area is available for geophysical exploration.

ACEC-40

The area is unavailable for disposal of mineral materials.

ACEC-41

The appropriate management response for wildland fire will be in accordance with the Moab District Fire Plan.

ACEC-42

The area is available for mineral entry with an approved plan of operation.

ACEC-43

OHV use is limited to designated roads/trails.

ACEC-44

The area is excluded from private or commercial use of woodland products, except for limited on-site collection of dead wood for campfires.

ACEC-45

Improvements for habitat, watershed and vegetation treatments could be considered.

ACEC-46

Livestock use may be restricted if cultural resources are impacted.

ACEC-47

The area is managed as VRM Class III.

Visual Emphasis Zone (880 acres)

ACEC-48

The Visual Emphasis Zone which surrounds the west, south, and east sides of Hovenweep National Monument, is managed in accordance with the general prescriptions and with the following special prescriptions:

- NSO for mineral leasing.
- Excluded from watershed and vegetative treatments.
- ROW avoidance area.
- Managed as VRM Class II.
- Livestock use may be restricted if cultural resources are impacted.

Cajon Pond Emphasis Zone (Habitat)

ACEC-49

The Cajon Pond Emphasis Zone is approximately 1 acre within a fenced exclusion area in the northern part of the ACEC. It is managed in accordance with the general prescriptions and with the following special prescriptions:

- Mineral leasing will also be in accordance with a controlled timing stipulation during the shorebird and waterfowl courtship and nesting season of March 1–June 30.
- Excluded from livestock use.

INDIAN CREEK ACEC – Relevant and Important Value: Scenic

ACEC-50

Indian Creek (3,908 acres) (Map 11) is designated as an ACEC and is managed with the following prescriptions:

- Managed as VRM Class I.
- Available for mineral leasing subject to No Surface Occupancy (NSO).
- Unavailable for disposal of mineral materials.
- Available for geophysical work if VRM Class I can be met.
- Unavailable for private and/or commercial use of woodland products, except for limited on-site collection of dead wood for campfires.
- Available for livestock use.
- Closed to OHV use.
- All revegetation must be with native species naturally occurring in the vicinity.
- Managed to limit recreation use if scenic values are being damaged.
- Retained in public ownership.
- ROW avoidance area.

LAVENDER MESA (Mesa Top Only) ACEC – Relevant and Important Value: Relict Vegetation

ACEC-51

Lavender Mesa (649 acres) (Map 11) will continue to be designated as an ACEC and will be managed with the following management prescriptions:

- Managed to provide a baseline for rangeland studies through research and experiments.
- Excluded from land treatments or other improvements, except for test plots and facilities necessary for study of the plant communities, and restoration/reclamation activities.
- Managed as NSO for oil and gas leasing.
- Closed to disposal of mineral materials
- Available for locatable mineral entry with an approved plan of operations, subject to stipulations protecting vegetation on the mesa top.
- No campfires allowed.
- Managed to limit recreation use if vegetation communities are being adversely impacted.
- Geophysical exploration allowed if it does not adversely impact vegetation communities.
- Managed as VRM Class II.
- Helicopter access allowed for scientific study and heliportable equipment.
- ROW avoidance area.
- Retained in public ownership.
- Excluded from private or commercial use of woodland products, including limited on-site collection of dead wood for campfires.
- Unavailable for livestock grazing, including grazing by saddle stock and pack animals allowed for access.
- Excluded from wildlife habitat improvements.
- Excluded from watershed control structures.
- Appropriate management response to wildland fire in accordance with the Moab District Fire Plan.
- Closed to OHV use.
- Managed to limit recreation use if cultural resources or scenic values are being damaged.

ACEC-52

Lockhart Basin is not designated as an ACEC. It is managed with the following prescriptions:

- Available for mineral leasing subject to timing limitations and controlled surface use in Bighorn Sheep area, and Standard lease terms in remaining area.
- Retained in public ownership.
- Available for livestock use.
- Managed as VRM Class I and II.
- OHV use limited to designated roads and trails
- Open for campfires.
- Unavailable for woodland product use except for limited on-site collection of dead wood for campfires.
- Where the ACEC intersects with the Colorado River Segment 2, it will be managed as VRM Class II, NSO for mineral leasing.
- Where the ACEC intersects Colorado River Segment 3, it will be managed as VRM II, unavailable for mineral leasing, closed to OHV use, and recommended for withdrawal from locatable mineral entry.

SAN JUAN RIVER ACEC – Relevant and Important Values: Scenic, Cultural, Fish and Wildlife, Natural Systems and Processes, and Geologic Features

ACEC-53

The San Juan River (4,321 acres) (Map 11) is designated as an ACEC. The acreage has been reduced to exclude San Juan River Segment 5 area, which was determined suitable for inclusion into the Wild and Scenic River system (see Wild and Scenic River section of this Chapter for management prescriptions.) The ACEC will be managed with the following prescriptions:

- Vehicle access, including OHVs/mechanized, limited to designated routes.
- Unavailable for private and/or commercial use of woodland products except for limited on-site collection of dead wood for campfires; woodland use within the floodplain will be limited to collection of driftwood for campfires.
- Available for livestock use October 1–May 31. Grazing must incorporate rest-rotation and/or deferred management systems. Riparian areas must meet or exceed PFC to the extent affected by grazing.
- Available for watershed, range, wildlife habitat improvements and vegetation treatments.
- West Montezuma Creek to Private land managed as VRM Class II.
- West of accreted land at Town of Bluff to River mile 9 managed as VRM Class III.
- River mile 9 to river mile 23 (above Mexican Hat formation) managed as VRM Class I.
- River mile 23.8 to river mile 28 managed as VRM Class III.
- Available for oil and gas leasing subject to NSO.
- Unavailable for mineral material disposal.
- Recommended for withdrawal from locatable mineral entry.
- Managed to limit recreation use if wildlife values are being adversely impacted.
- Camping closed in areas as necessary to protect cultural, wildlife, and natural processes.
- Designated access trails to cultural sites as necessary to protect cultural resources.
- No camping in cultural sites.
- Ropes and other climbing aids not allowed for access to ruins, cultural sites, and nesting raptors.
- All areas intersected by the San Juan River SRMA are ROW avoidance areas.
- Recreation management prescriptions identified under the San Juan River SRMA in the Recreation Section of this Chapter will also be followed and is consistent with the management outlined above.

ACEC-54

A Cultural Resources Management Plan will be written for the San Juan River.

SCENIC HIGHWAY CORRIDOR ACEC – Relevant and Important Value: Scenic

ACEC-55

The Scenic Highway Corridor is not designated as an ACEC.

ACEC-56

The scenic values will be protected throughout this linear feature through management prescriptions for the overlying SRMAs, WSAs, and ACECs among others.

SHAY CANYON ACEC – Relevant and Important Value: Cultural

ACEC-57

Shay Canyon (119 acres) (Map 11) is designated as an ACEC and is managed with the following prescriptions:

- OHV and mechanized travel limited to designated routes.
- No surface disturbance for vegetation, watershed, or wildlife treatments/improvements.
- NSO for oil and gas.
- Open to geophysical exploration as long as it is consistent with the objectives of the ACEC.
- Grazing restricted to trailing only.
- With the exception of side canyons, hiking limited to designated trails.
- Open to mineral entry with an approved plan of operations to avoid impacts to cultural and paleontological resources.
- Closed to disposal of mineral materials.
- Campfires not allowed.
- Unavailable for private or commercial use of woodland products including on-site collection of dead wood for campfires.
- Recreation use may be limited if cultural and paleontological resources are impacted.
- Managed as VRM Class II.
- Closed to camping.
- ROW avoidance area.
- A Cultural CRMP consistent with the goals and objectives of this RMP will be written for Shay Canyon ACEC and will not require a plan amendment to the RMP.

VALLEY OF THE GODS ACEC – Relevant and Important Value: Scenic

ACEC-58

Valley of the Gods (22,863 acres) (Map 11) is designated as an ACEC and is managed with the following prescriptions:

- Managed as VRM Class I.
- Unavailable for mineral leasing.
- Closed to the disposal of mineral materials.
- Available for mineral entry with an approved plan of operations.
- Available for vegetation treatments when consistent with VRM Class 1.
- Unavailable for private and/or commercial use of woodland products.
- The BLM will pursue acquisition of state in-holdings in this ACEC.
- OHV use limited to designated roads and trails
- ROW exclusion area.
- No campfires allowed.

SPECIAL DESIGNATIONS: WILD AND SCENIC RIVERS (WSR)

Goals and Objectives:

- To the extent of the BLM's authority (limited to BLM lands within the river corridor), maintain and enhance the free-flowing character, preserve and enhance the ORVs, and allow no activities within the river corridor that will alter the tentative classification of those river segments determined suitable for congressional designation into the NW&SR system until Congress acts on the designation.
- Protect the free-flowing nature of the river/segment, the tentative classification level, and to prevent impairment of the outstandingly remarkable values within 0.25 mile from high water mark on each side of the river not to exceed 320 acres per mile. On the San Juan River the area will be 0.25 mile from high water mark on the north side not to exceed 160 acres per mile. On the San Juan River, the BLM has jurisdiction on the lands north of the river; and the Navajo Nation has jurisdiction on the southern side of the river. The BLM will coordinate with the Navajo Nation in developing consistent management of the river.
- The White Canyon had a river segment found eligible in the 1991 San Juan Resource Management Plan. There were 30 miles from the Manti-La Sal National Forest boundary to the Glen Canyon National Recreation Area that were studied at that time. A new eligibility evaluation was conducted in 2004 which determined this segment did not meet the eligibility criteria outlined in BLM policy due to a lack of intermittent or perennial flow. For this reason it was not carried forward for suitability study into this RMP revision.
- Management prescriptions for designated WSRs are listed in the BLM Manual 8351, WSRs – Policy and Program Direction for Identification, Evaluation, and Management (BLM 1993b) by tentative classification: wild, scenic, and recreational.
- Appendix P outlines the suitability study process to determine whether eligible rivers would be appropriate additions to the National River System.

Management Actions:

WSR-1

The BLM will work with state, 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 National Wild and Scenic Rivers System. Besides applying consistent criteria across agency jurisdictions, the joint study will avoid piecemealing of river segments in logical watershed units in the state. The study will 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 segment(s). Actual designation of river segments will 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). The BLM will work with the state, local, and tribal

governments, and the agencies involved to coordinate its decision making on WSR issues and to achieve consistency wherever possible.

WSR-2

The 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, the 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 segment(s). Such quantifications will be included in any recommendation for designation. The BLM will then seek to jointly promote innovative strategies, community-based planning, and voluntary agreements with water users, under State law, to address those needs.

WSR-3

Should designations occur on any river segment as a result of Secretarial or congressional action, existing rights, privileges, and contracts will 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 National Wild and Scenic Rivers System does not create new water rights for the BLM. Federal reserved water rights for new components of the Wild and Scenic Rivers System are established at the discretion of Congress. If water is reserved by Congress when a river component is added to the National Wild and Scenic Rivers System, it will 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. The BLM's intent will 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 United States Code [U.S.C.] 666), recognizes state jurisdiction over water allocation in designated streams.

Thus, it is the 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 will not be affected by designation or the creation of the possible federal reserved water right. The BLM will 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.

Colorado River Segment 1

WSR-4

The Colorado River Segment 1 is not identified as suitable for designation into the National Wild and Scenic River System.

Colorado River Segment 2 (Map 12)

WSR-5

The Colorado River Segment 2 is identified as suitable for designation into the National Wild and Scenic River System. The Segment specifics include:

- Recommendation: Suitable—Scenic

- Size: 880 acres
- Location: State lands near river mile 44 to approximately river mile 38.5 (5.5 miles).
- Total river miles: 6.8
- BLM river miles: 6.8

WSR-6

This segment is managed with the following prescriptions:

- VRM Class II.
- Available for oil and gas leasing subject to NSO.
- Motorized boat use allowed on the river.
- ROW avoidance area.

Colorado River Segment 3 (Map 12)

WSR-7

The Colorado River Segment 3 is identified as suitable for designation into the National Wild and Scenic River System. The Segment specifics include:

- Recommendation: Suitable—Scenic
- Size: 1,040 acres
- Location: From approximately river mile 37.5 at state land to boundary of Canyonlands National Park near river mile 31 (6.5 miles).
- Total river miles: 6.5
- BLM river miles: 6.5

WSR-8

This segment is managed with the following prescriptions:

- VRM Class I
- Unavailable for oil and gas leasing.
- Closed to OHV use.
- Recommended for withdrawal from locatable mineral entry.
- Motorized boat use allowed on the river
- ROW exclusion area.

Indian Creek

WSR-9

The Indian Creek Segment is not identified as suitable for designation into the National Wild and Scenic River System.

Fable Valley

WSR-10

The Fable Valley Segment is not identified as suitable for designation into the National Wild and Scenic River System.

Dark Canyon (Map 12)

WSR-11

The Dark Canyon Segment is identified as suitable for designation into the National Wild and Scenic River System. The Segment specifics include:

- Recommendation: Suitable—Wild.
- Size: 2,048 acres
- Location: Forest boundary to Glen Canyon NRA below Young's Canyon.
- Total river miles: 13.6
- BLM river miles: 6.4

WSR-12

This segment is managed with the following prescriptions:

- VRM Class I.
- Unavailable for oil and gas leasing.
- Closed to OHV use.
- Recommended for withdrawal from locatable mineral entry.

San Juan River Segment 1

WSR-13

The San Juan River Segment 1 is not identified as suitable for designation into the National Wild and Scenic River System

San Juan River Segment 2

WSR-14

The San Juan River Segment 2 is not identified as suitable for designation into the National Wild and Scenic River System.

San Juan River Segment 3

WSR-15

The San Juan River Segment 3 is not identified as suitable for designation into the National Wild and Scenic River System.

San Juan River Segment 4

WSR-16

The San Juan River Segment 4 is not identified as suitable for designation into the National Wild and Scenic River System.

San Juan River Segment 5 (Map 12)

WSR-17

The San Juan River Segment 5 is identified as suitable for designation into the National Wild and Scenic River System. The Segment specifics include:

- Recommendation: Suitable—Wild.
- Size: 2,768 acres
- Location: River mile 28 to Glen Canyon NRA at river mile 45.

- Total river miles: 17.3
- BLM river miles: 17.3

WSR-18

This segment is managed with the following prescriptions:

- VRM Class I.
- Closed to oil and gas leasing
- Closed to OHV use.
- Recommended for withdrawal from locatable mineral entry.
- ROW exclusion area.

Arch Canyon

WSR-19

The Arch Canyon Segment is not identified as suitable for designation into the National Wild and Scenic River System.

SPECIAL DESIGNATIONS: WILDERNESS STUDY AREAS (WSA)

Goals and Objectives:

Manage FLPMA Section 603 WSAs in a manner that does not impair their suitability for congressional designation into the National Wilderness Preservation System.

Management Actions:

WSA-1

WSAs will continue to be managed in a manner that does not impair their suitability for congressional designation in accordance with FLPMA Section 603(c), subject to valid existing rights. Actions may be allowed on a case-by-case basis only where the BLM determines that such action will not impair the lands' wilderness suitability.

WSA-2

The Monticello FO manages 13 WSAs (Map 10) [389,444 acres as identified in the Statewide Report to Congress and (386,027 GIS acres)]: Mancos Mesa (51,440 acres), Grand Gulch ISA Complex (105,520), Road Canyon (52,420), Fish Creek Canyon (46,440), Mule Canyon (5,990), Cheesebox Canyon (15,410), Dark Canyon ISA Complex (68,030), Butler Wash (24,190), Bridger Jack Mesa (5,290), Indian Creek (6,870), South Needles (160), Squaw and Papoose Canyons (6,676), and Cross Canyon (1,008).

WSA-3

Only Congress can release a WSA from wilderness consideration. Should any WSA, in part or in whole, be released from wilderness consideration, examine proposals in the released area on a case-by-case basis for consistency with the goals and objectives of the RMP decisions. Actions inconsistent with RMP goals and objectives will be deferred until completion of requisite plan amendments. Because the management direction of the released land will continue in accordance with the goals and objectives established in the RMP, no separate analysis is required in this LUP to address resource impacts if any WSAs are released by Congress.

WSA-4

Within the area managed by the Monticello FO, there is an area totaling 2,155 acres contiguous to the Butler Wash WSA that was studied as a boundary variation during the wilderness review mandated by Congress in FLPMA Sections 603(a) and (b). These lands were addressed in the Utah BLM Statewide Wilderness Final EIS (November, 1990) and were recommended for congressional wilderness designation in the Utah Statewide Wilderness Study Reports (October, 1991). This recommendation was forwarded by the President of the United States to Congress in 1993. The lands will continue to be managed in a manner that does not impair their suitability for congressional designation in accordance with FLPMA Section 603(c). Subject to valid existing rights, the only case-by-case actions that will be considered will be those where it is determined that wilderness suitability will not be adversely impacted. Lands within this administratively endorsed area are not under IMP management. RMP decisions protect those lands until Congress acts.

WSA-5

WSAs are managed in a manner consistent with the Interim Management Policy for Lands Under Wilderness Review (IMP) (BLM 1995). The only decisions related to WSA management that will be made in this plan are VRM, OHV designations, and conditional use of specific ways. Any ways established for use through this planning effort must have been previously identified during the initial wilderness inventory.

WSA-6

WSA management prescriptions, as stipulated in the IMP, will take precedence over other management prescriptions throughout this RMP, unless the other management prescriptions are more restrictive.

WSA-8

Where vehicle ways will 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—see Glossary) could continue as long as the use of these ways does not impair wilderness suitability, as provided by the IMP. If Congress designates the area as wilderness, the routes will be closed. In the interim, if use and/or noncompliance are found through monitoring efforts to impair the area's suitability for wilderness designation, the BLM will take further action to limit use of the ways or close them. The continued use of these ways, therefore, is based on user compliance and non-impairment of wilderness values. This applies to the 0.08 miles open to motorized recreation use to the Moon House ruin. This can also be applied to administrative access.

WSA-9

WSAs are managed as VRM Class I.

WSA-10

WSAs including the Butler Wash administratively endorsed lands are closed to OHV use.

WSA-11

One way in Fish Creek WSA totaling 0.08 miles will remain conditionally open to motorized recreation use in order to access the Moon House ruin. In addition, four ways will remain available for administrative access only and are not available for motorized recreation use:

- Two ways in Grand Gulch ISA-Pine Canyon and Slickhorn units: totaling 3.1 miles and located east of Pine Canyon and Point Lookout areas.
- One way in Fish Creek WSA-Lower Baullies Mesa; totaling 4.93 miles.
- One way in Road Canyon WSA-Perkins Point; totaling 2.67 miles.

SPECIAL DESIGNATIONS: HISTORIC TRAILS (HT)

Management Actions:

HT-1

The designated Old Spanish National Historic Trail is managed to protect the resource values for which it was designated (Public Law 107-325).

HT-2

Hole in the Rock Trail is managed for Heritage Tourism in consultation with Utah State Historic Preservation Office and Native American tribes, as well as interested stakeholder groups.

HT-3

The BLM will coordinate with the NPS and other managing agencies in management of the Old Spanish National Historic Trail.

HT-4

All interpretation projects will be done in consultation with Native Americans and other interested parties including the Old Spanish Trail Association and NPS.

HT-5

Segments (linear) of the Old Spanish National Historic Trail (Map 11) will be identified and classified for historic integrity and condition. These segments will then be designated for appropriate types of travel.

HT-6

Special Recreation Permits (SRPs) on the Old Spanish National Historic Trail will be authorized only for heritage tours and reenactments.

HT-7

Landmarks (structures) along the Old Spanish National Historic Trail will be identified for historic integrity and interpreted only if the action will not impact the values at the site.

HT-8

Segments of the Hole in the Rock Trail will be identified and evaluated for historic integrity and appropriate use (Map 11).

HT-9

Landmark (structures, features) will be interpreted only if the action will not impact the values of the site/landmark.

SPECIAL STATUS SPECIES (SSP)

Goals and Objectives:

- Maintain, protect, and enhance habitats (including but not limited to designated critical habitat) of federally listed Threatened, Endangered, or Candidate plant or animal species to actively promote recovery to the point that they no longer need protection or prevent the listing of species under the Endangered Species Act.
- Maintain, protect, and enhance habitats of the BLM State Director's sensitive plant and animal species to ensure that actions requiring authorization or approval by the BLM are consistent with the conservation needs of special status species and do not contribute to the need to list any special status species, either under provisions of ESA or other provisions in the BLM Manual 6840 (BLM 2001c).
- Develop and implement conservation measures to minimize long-term habitat fragmentation through avoidance and site-specific reclamation to provide habitat quality and quantity adequate to fulfill the life history requirements and to support a natural diversity of species.

Management Actions:

SSP-1

Threatened and Endangered species conservation measures and lease notices will be used for all surface-disturbing activities to comply with the Endangered Species Act, and the BLM Manual 6840, Special Status Species Management (Appendix B, E, I, and M). These species include: California condor, Mexican spotted owl, Southwestern willow flycatcher, Yellow-billed cuckoo, Bonytail, Colorado pikeminnow, Humpback chub, Razorback sucker, and Navajo sedge.

- Appendix B includes stipulations applicable to Oil and Gas leasing and other surface-disturbing activities regarding the 10 listed and candidate species.
- Appendix E includes USFWS correspondence.
- Appendix I provides wildland fire protection/management measures for special status species.
- Appendix M provides the finalized conservation measures and BMPs for T&E species resulting from programmatic Section 7 Consultation with USFWS (2007).

SSP-2

Oil and gas and mineral development BMPs will be used, including minimizing roadbed width and footprint size, co-location of facilities, etc., to minimize habitat fragmentation.

SSP-4

Inventories and monitoring studies will be conducted in order to determine special status plant and animal species locations, potential habitat, population dynamics, and existing and potential threats.

SSP-5

The protection of species and potential and/or occupied habitat for special status species will be considered and implemented prior to any authorization or action by the BLM that could alter or disturb such habitat.

SSP-6

No management action will be permitted on BLM lands that will jeopardize the continued existence of species that are listed, proposed for listing, or candidates for listing under the Endangered Species Act.

SSP-7

The BLM will follow and implement the guidelines and management recommendations presented in species recovery or conservation plans (as updated), or alternative management strategies developed in consultation with USFWS.

SSP-8

The BLM will support and implement where possible current and future sensitive species Conservation Agreements, including the Colorado River Cutthroat Trout Conservation Agreement and Strategy and Conservation Agreement for the roundtail chub, bluehead sucker, and flannelmouth sucker.

SSP-9

The BLM will continue to work with USFWS and others to ensure that plans and agreements are updated to reflect the latest scientific data.

SSP-10

The BLM will work cooperatively with USFWS and UDWR to obtain and/or maintain maps of current occupied and potential habitats for special status species.

SSP-11

The BLM will work with the UDWR to implement the Utah Wildlife Action Plan (UDWR 2005) to coordinate management decisions that will conserve native species and prevent the need for additional listings.

SSP-12

Translocations of population augmentation of special status species will be allowed to aid in conservation and recovery efforts. Necessary habitat manipulations and monitoring will be implemented to ensure successful translocation efforts.

SSP-13

The BLM will implement and follow the guidelines in the Colorado River Fishes Recovery and Implementation Program (as updated).

SSP-14

Implement the BLM's Guidance for the Management of Sagebrush Plant Communities for Sage-grouse Conservation and the BLM's National Sage-grouse Habitat Conservation Strategy.

SSP-15

Consistent with RMP goals and objectives, the following plans or best available scientific information will be utilized and applied, as needed, as part of implementing the BLM's National Sage-grouse Habitat Conservation Strategy: Strategic Management Plan for Sage-grouse (BLM 2004d), WAFWA Conservation Assessment of Greater Sage-grouse and Sagebrush Habitats (Connelly et al. 2004), and the Gunnison Sage-grouse Rangewide Conservation Plan (2005, as revised).

SSP-16

The Gunnison Sage-grouse Conservation Easement (320 acres) will be managed as outlined in the easement to protect and enhance habitat for sage-grouse. The easement is in perpetuity, even as ownership changes.

SSP-17

Retain potential/occupied special status species habitat in federal ownership. Acquisition of potential/occupied special status species habitat will be high priority. These acquired/exchanged lands will be managed according to BLM land management prescriptions for special status species.

SSP-18

Any nonessential routes developed for a project located in special status species habitat will be closed and rehabilitated when the project is complete.

SSP-19

Raptor management will be guided by the use of Best Management Practices for Raptors and Their Associated Habitats in Utah (Appendix N), utilizing seasonal and spatial buffers, as well as mitigation, to maintain and enhance raptor nesting and foraging habitat, while allowing other resource uses.

SSP-20

The BLM will implement and follow the Finalized Conservation Measures and Best Management Practices for Bald Eagle and Threatened and Endangered Species of Utah from the Land Use Plan Programmatic BAs and Section 7 Consultation (2007, as revised) (Appendix M).

Gunnison Prairie Dogs

SSP-21

Site-specific analysis will be conducted to determine presence or absence of prairie-dog colonies within potential/occupied habitat (Map 14). Colonies will be protected from surface-disturbing activities with the use of Best Management Practices, standard oil and gas lease terms (60

days/200 meters rule), Conditions of Approval, and Standard Operating Procedures. Site-specific analysis will mitigate impacts from other BLM-authorized activities.

Gunnison Sage-Grouse

SSP-22

The following prescriptions apply to crucial Gunnison Sage-grouse habitat (145,583 acres of which 4,884 acres are on BLM lands) on BLM lands and/or BLM-permitted activities associated with the administration of federal minerals on split-estate lands. See Appendix B, Stipulations Applicable to Oil and Gas Leasing and Other Surface Disturbing Activities, for exceptions, modifications and waivers that can be applied by the Authorized Officer, on a case-by-case basis for reasons outlined in the appendix.

SSP-23

Lek habitat (within 0.6 miles of active strutting ground):

- Prohibit year-round construction of fences. Retrofit visual devices on existing fences to prevent collisions. Where opportunity exists, remove existing fences.
- Prohibit construction of power lines or permanent aboveground structures year-round.
- NSO for oil and gas leasing activities.
- Unavailable for non-ground-disturbing geophysical work from March 20 to May 15.
- Prohibit construction of roads year-round.
- Prohibit construction of wind power turbines year-round.
- Avoid all permitted activities from March 20 to May 15. If impractical to avoid all permitted activities, then no activity from sunset the evening before to 2 hours after sunrise the next morning.

SSP-24

Year-round habitat (within 4 miles of active strutting ground):

- Sagebrush treatments must have recovery objectives that meet the habitat objectives listed in the Gunnison Sage-grouse Rangewide Conservation Plan (2005, as amended). Any variance from these recovery objectives will be subject to site-specific NEPA, including collaboration with stakeholder groups.
- Avoid construction of new fences. If impracticable, increase the visibility of the fences (flagging, white-tipped T-posts, etc.) and monitor effectiveness of visual devices and modify or remove fences if necessary to minimize sage-grouse mortality.
- Leasing will be available with standard stipulations for oil and gas development. Follow Suggested Management Practices, where applicable, for oil and gas development listed in the Gunnison Sage-grouse Rangewide Conservation Plan (2005, as amended).
- Avoid the construction of power lines, wind power turbines, or other aboveground structures. If impractical, bury power lines or retrofit them to prevent perching by raptors. Follow Suggested Management Practices for wind power turbines or other aboveground structures as listed in the Gunnison Sage-grouse Rangewide Conservation Plan (2005, as amended).
- Limit grazing use levels as necessary to maintain and/or improve sage-grouse habitat.

SSP-25

The following grazing allotments will not be grazed from March 20 to May 15:

- Sage Flat
- Upper East Canyon
- Sage-grouse
- Dry Farm.

Habitat for Mexican Spotted Owl and Flannelmouth Sucker (Arch Canyon)

SSP-26

In Arch Canyon, OHV use is limited to the designated route up to the national forest boundary, a total of 8 miles one way. Organized and commercial groups will be required to obtain a Special Recreation Use Permit. This permit will allow access on the designated route up to the National Forest boundary except from March 1 through August 31. During this period, access will be limited to 7.5 miles of the designated route. Therefore, during this period motorized access will not be allowed within 0.5 miles of the National Forest boundary.

TRAVEL MANAGEMENT (TM)

Goals and Objectives:

- The BLM will provide opportunities for a range of motorized recreation experiences on public lands while protecting resources and minimizing conflicts among various users.
- All BLM lands are designated as open, limited, or closed. Seasonal restrictions can be applied to the limited category.
- Any fire, military, emergency, or law enforcement vehicle being used for emergency or administrative purposes is exempt from OHV decisions.

Management Actions:

TM-1

OHV vehicle use is managed in accordance with the BLM's National OHV strategy.

TM-2

Through future implementation level planning, designated routes will be categorized as mechanized only (bicycles), single-track motorized (dirt bikes), or two-track motorized (four-wheelers, jeeps), or available to all vehicles, or any combination of these categories. Adjustments of these categories will be made based on recreational demand and potential conflict. All non-motorized travel is allowed on designated routes unless otherwise prohibited.

TM-3

Mechanized travel (bicycles) is limited to designated roads and trails.

TM-4

There are no exceptions that allow for cross-country travel for game retrieval or antler gathering in areas designated as limited or closed. OHV use for game retrieval will adhere to all OHV classifications.

TM-5

BLM Back Country Byways and National Recreation Trails may be designated in the future, as deemed appropriate, with site-specific environmental analysis.

TM-6

Appendix O outlines the processes and procedures for making modifications to the travel plan designated route network.

TM-7

The BLM, in preparing its RMP designations and its implementation-level travel management plans, is following policy and regulation authority found at: 43 CFR Part 8340; 43 CFR Subpart 8364; and 43 CFR Subpart 9268.

TM-8

Where the authorized officer determines that OHVs are causing or will cause considerable adverse impacts, the authorized officer shall close or restrict such areas. The public will be notified. The BLM could impose limitations on 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.

TM-9

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 – see Glossary) 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 noncompliance are found through monitoring efforts to impair the area's suitability for wilderness designation, the BLM will 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. This applies to the 0.08 miles open to motorized recreation use to the Moon House ruin. This can also be applied to administrative access.

OHV Area Designations (Map 13)

TM-10

Open to OHV use: 0 acres

TM-11

Limited to designated routes: 1,388,191 acres

TM-12

Mountain bike use is limited to the same designated routes as OHV travel.

TM-13

Closed to OHV Use: 393,895 acres

To protect the following vegetation study areas:

- Bridger Jack Mesa WSA
- Lavender Mesa ACEC

To protect the following scenic values:

- Indian Creek ACEC

To protect the following cultural, scenic, and recreational values:

- A portion of the San Juan River SRMA

To protect the following cultural values:

- Tank Bench SRMA, Outlaw Canyon

- Tank Bench SRMA, South Cottonwood Wash

To protect the wilderness character of the following:

- Cross Canyon WSA
- Squaw and Papoose WSA
- Mule Canyon WSA
- Fish Creek WSA
- Grand Gulch WSA ISA Complex
- Road Canyon WSA
- Dark Canyon WSA
- Indian Creek WSA
- Bridger Jack Mesa WSA
- Butler Wash WSA
- Mancos Mesa WSA
- Cheesebox Canyon WSA
- South Needles WSA and the Administratively Endorsed Lands that are contiguous to Butler Wash WSA.

TM-14

One way in Fish Creek WSA totaling 0.08 miles remains conditionally open to motorized recreation use in order to access the Moon House ruin. In addition, four ways remain available for administrative access only and are not available for motorized recreation use:

- a. Two ways in Grand Gulch ISA-Pine Canyon and Slickhorn units: totaling 3.1 miles and located east of Pine Canyon and Point Lookout areas.
- b. One way in Fish Creek WSA-Lower Baullies Mesa; totaling 4.93 miles.
- c. One way in Road Canyon WSA-Perkins Point; totaling 2.67 miles.

Miles of Designated and Non-Designated Routes on Public Lands within the Monticello PA

TM-15

Open 2,820 miles

Closed 316 miles

Special Stipulation Areas within the Limited to Designated Routes Category

Arch Canyon (to protect wildlife)

TM-16

OHV use is limited to the designated route up to the USFS boundary year-round, a total of 8 miles one way.

TM-17

Organized and commercial groups are required to obtain a Special Recreation Use Permit. This permit will allow access on the designated route up to the National Forest boundary except

March 1–August 31. During this period, access will be 7.5 miles of the designated route.

Motorized access will not be allowed within 0.5 miles of the national forest boundary.

McLoyd Canyon–Moon House (for Cultural Protection)

TM-18

No motorized travel is allowed on the northern section of road (approximately 500 feet) D4798, which crosses onto BLM land (and lies within Fish Creek WSA) at the northern State Section boundary.

Non-mechanized (e.g., Hiking, Equestrian, and Backpacking)

TM-19

Nonmechanized travel is not restricted on public lands except where limited or prohibited to protect specific resource values, provide for public safety, or maintain an identified opportunity.

TM-20

Provide opportunities for non-mechanized travel (hiking) on all routes open to mechanized use. Manage routes to exclude motorized and mechanized use and provide opportunities for non-mechanized travel independent of motorized and mechanized routes.

TM-21

Limit non-mechanized travel on specific lands to designated routes for resource protection purposes.

TM-22

Manage the following trails for non-mechanized use:

- Open to Foot Travel: Kane Gulch, Todie Canyon, Bullet Canyon, Shieks Canyon, Government Trail, Collins Canyon, Slickhorn Canyon, Point Lookout Canyon, Grand Gulch (from junction to San Juan River), Fish Canyon, Owl Canyon, Road Canyon, McLoyd Canyon, Lime Creek Canyon, North Mule Canyon, South Mule Canyon, Lower Mule Canyon from Comb Wash, Mule Canyon or Cave Canyon Towers, Arch Canyon, Johns Canyon, Honaker Trail, Keeley Trail, Dark Canyon (Sundance Trail), Fable Valley Trail, Salt Creek Mesa Trail, Butler Ruin Interpretative Trail, Sand Island Petroglyph Trail, Shay Canyon Petroglyph Trail, Newspaper Rock Trail, Salvation Knoll Trail, Monarch Cave Trail, Fish Mouth Trail, Cold Springs Trail, Procession Panel Trail, Wolf Man Panel Trail, Moon House Trail, Ball Room Cave Trail.
- Open for Stock Overnight Use: Kane Gulch, Government Trail, Collins Canyon, Grand Gulch (from Kane Gulch to the junction of Collins Canyon; no stock below Collins Canyon), Fish Canyon (from Comb Wash to confluence with Owl Canyon), Road Canyon, Lime Creek Canyon, Lower Mule Canyon from Comb Wash, Arch Canyon, Johns Canyon, Salt Creek Mesa Trail.
- Open for Stock Day Use: Bullet Canyon (from Grand Gulch to Jailhouse Ruin), Fish Canyon (2 miles above the confluence with Owl Canyon), Owl Canyon (to Neville's Arch), Road Canyon, McLoyd Canyon (to the impassible pour-off), Lime Creek Canyon, Salt Creek Mesa Trail, Monarch Cave Trail, Fish Mouth Trail, Cold Springs Trail, and Procession Panel Trail.

TM-23

Non-mechanized routes may be added through subsequent planning at the activity plan level on a case by case basis.

TM-24

Indian Creek Climbing Trails include the following: Bridger Jack Mesa, Super Crack Buttress, Cat Wall, Broken Tooth Wall, Scarface, and Battle of the Bulge.

VEGETATION (VEG)

Goals and Objectives:

- Manage vegetation resources for desired future conditions, as determined by site-specific BLM objectives and rangeland functionality and health, thereby ensuring ecological diversity, stability, and sustainability, including the desired mix of vegetation types, structural stages, and landscape/riparian/watershed function, and provide for native plant, fish, and wildlife habitats.
- Provide sustainable forage for livestock and wildlife with a plant community that incorporates and meets the standards for rangeland health.
- Provide opportunities for plant material gathering (seed collection, plant collection, etc.) of various vegetation types while protecting other resources.
- Maintain existing vegetative treatment areas as appropriate.
- Sustain the integrity of the sagebrush steppe community type to provide the amount, continuity, and quality of habitat that is necessary to maintain sustainable populations of sage-grouse and other sagebrush obligate species.
- Control invasive and non-native weed species and prevent the introduction of new invasive species through the implementation of a comprehensive weed program, including coordination with partners; prevention and early detection; education; inventory and monitoring; and principles of integrated weed management.
- Control invasive and non-native weed species and prevent the introduction of new invasive species through the implementation of the BLM National Strategy and Action Plan as outlined in documents such as, "Pulling Together: National Strategy for Invasive Plant Management Initiative" and "Partners Against Weeds" (1994).
- Control insect pest species as necessary to protect vegetation resources in conjunction with Animal and Plant Health Inspection Service (APHIS).

Management Actions:

VEG-1

Areas that meet Utah's Rangeland Health Standards are open to seed gathering and plant collection, including commercial seed gathering. The entire field office or certain localities may be closed to seed gathering dependent upon annual seed production of native plants in relation to sustainable landscapes.

VEG-2

Seed gathering is managed according to Utah BLM guidance for Seed Collection Policy and Pricing (as amended).

VEG-3

Implement Guidance for Addressing Sagebrush Habitat Conservation (November, 2004) as described in the BLM's National Sage-grouse Habitat Conservation Strategy (WO-IM-2005-024).

VEG-4

Necessary vegetation information will be gathered and monitoring continued to assess if planning objectives are being met.

VEG-5

Invasive and non-native weed species (as identified in Table 3.59 of the PRMP, Invasive and Noxious Weeds of San Juan County) will be controlled, and the infestation and spread of new invasive species prevented through cooperative agreements and implementation of the principles in BLM weed management policies and action plans.

VEG-6

Poisonous plant species will be controlled as necessary based on site-specific needs.

VEG-7

Cooperating agreements with other federal, state, local, and private organizations will be developed to control invasive non-native species, control insect pest species, and implement fuels vegetation treatments and WUI risk assessments and management.

VEG-8

Prevention measures (SOPs and mitigation measures) from the 2007 ROD Vegetation Treatments Using Herbicides on Bureau of Land Management Lands in 17 Western States PEIS (and associated document) are incorporated. Those BMPs are located in Appendix B and mitigation measures in Table 2 of that ROD.

VEG-9

Upland areas are managed to achieve DFC.

VEG-10

Unnecessary social footpath trails will be minimized throughout the PA.

VEG-11

Pack stock and riding stock users on BLM-administered land are required to use certified weed-free feed.

VEG-12

Restoration/rehabilitation activities are required to use certified weed-free seed mixes, mulch, fill, etc.

VEG-13

The power washing of equipment used for permitted uses may be required to help control noxious weeds.

VEG-14

Continue implementation of noxious weed and invasive species control actions as per affected counties, adjoining private land owners and other partners or interests directly affected.

VEG-15

Implement 30,000 to 50,000 acres of vegetation treatments in Fire Regime Condition Class III areas over a 15-year period.

VEG-16

The following sagebrush communities are prioritized for treatment: Harts Draw, Beef Basin, Black Mesa, Alkali, Mustang, Cedar Point, Shay Mesa, and all areas with Gunnison Sage-grouse habitat.

VEG-17

Treat greasewood in Comb Wash, Butler Wash, Montezuma, East Canyon, Indian Creek, South and North Cottonwood Wash, and Cross Canyon to improve ground cover, biodiversity, and water quality.

VEG-18

Maintain an estimated 1,500 acres/year of existing land treatments and implement new vegetation treatments to restore ecosystem health, functioning condition, etc. in the following vegetation cover types (Map 15):

- sagebrush 1,500 acres/year
- weed treatments 3,000 acres/year
- pinyon-juniper 3,000 acres/year
- riparian 100 acres/year
- greasewood 200 acres/year

VISUAL RESOURCE MANAGEMENT (VRM)

Goals and Objectives:

- All permitted activities must comply with VRM management class objectives, unless a waiver, exemption, or modification is granted by the Authorized Officer.
- WSAs are managed as VRM Class I.
- Allow for recreational viewing platforms and special recreation facilities in all high scenic areas.
- VRM classifications must match Minimum Impact Criteria.
- Visual resources are managed as the VRM inventory class (Map 16) unless specified otherwise in the management prescriptions.
- In areas available for oil and gas leasing subject to standard lease terms or available to oil and gas leasing subject to Timing and CSU, visual resources are managed as VRM Class III or IV (depending on inventory) unless otherwise specified in the management prescriptions.
- Areas that inventory as VRM Class II but are in areas that are available for oil and gas leasing subject to standard lease terms or available to oil and gas leasing subject to Timing and Controlled Surface Use are managed as VRM Class III unless otherwise specified in the management prescriptions below.
- Wild segments of a WSR are managed as VRM Class I.
- Scenic segments of a WSR are managed as VRM Class II.
- Visual Impact analysis will use GIS technology.

Management Actions:

VRM-1

422,989 acres are managed as VRM Class I (Map 16). These areas include:

WSAs:

13 WSAs (389,440 acres): Mancos Mesa (51,440 acres), Grand Gulch ISA Complex (37,810), Road Canyon (52,420), Fish Creek Canyon (46,440), Mule Canyon (5,990), Cheesebox Canyon (15,410), Dark Canyon ISA Complex (62,040), Butler Wash (22,030), Bridger Jack Mesa (5,290), Indian Creek (6,870), South Needles (160), Squaw and Pappoose Canyons (6,560), Cross Canyon (1,008), and the Butler Wash lands administratively endorsed for wilderness.

ACECs:

- Valley of the Gods
- Indian Creek

WSRs:

- Dark Canyon Suitable River Segment
- Colorado River Suitable Segment 3
- San Juan River Suitable Section 3

- San Juan River Suitable Segment 5

VRM-2

262,256 acres are managed as VRM Class II including but not limited to the following (Map 16):

ACECs:

- Lavender Mesa
- Shay Canyon
- San Juan River (portions)
- Hovenweep Visual Emphasis Zone

WSRs:

- Colorado River Suitable Segment 2

Other Areas:

- Mesa tops for Tables of the Sun
- Comb Ridge Management Zone of Cedar Mesa SRMA
- Indian Creek SRMA from Indian Creek ACEC south to USFS boundary and Davis and Lavender Canyons
- Harmony Flat
- White Canyon area
- Dripping Canyon/Chicken Corners area
- Non-WSA areas with wilderness characteristics (Dark Canyon, Mancos Mesa, Grand Gulch, Nokai Dome East and Nokai Dome West)
- Lockhart Basin

VRM-3

473,368 acres are managed as VRM Class III including but not limited to the following (Map 16):

ACECs:

- Hovenweep (outside of Visual Emphasis Zone)
- Alkali Ridge
- San Juan River Sections 2 and 4

Other Areas:

- Cedar Mesa SRMA (portions)
- Moqui Canyon
- North Cottonwood area
- North of Highway 95 in the South Cottonwood area

- Grand Flat area
- Upper Montezuma Creek Watershed
- Dry Valley – Upper Hart Draw
- Beef Basin (portions)
- Gravel, Long and Short Canyon areas
- Cal Black Airport east area
- Other areas illustrated on Map 16

VRM-4

623,002 acres will be managed as VRM Class IV, as illustrated on Map 16.

WILDLIFE AND FISHERIES RESOURCES (FWL)

Goals and Objectives:

- Maintain, protect, and enhance habitats to support natural wildlife diversity, reproductive capability, and a healthy, self-sustaining population of wildlife and fish species.
- Recognize crucial and non-fragmented habitats as management priorities.
- Maintain or improve vegetation condition and/or avoid long-term disturbance in habitat sites for wildlife and fish species.
- Minimize long-term habitat fragmentation as much as possible through avoidance and site-specific reclamation to provide habitat quality and quantity adequate to fulfill the life history requirements and to support a natural diversity of species.
- Maintain and enhance aquatic and wildlife resources, and provide for biological diversity of plants and wildlife resources while ensuring healthy ecosystems.

Management Actions:

Migratory Birds

FWL-1

Comply with the Migratory Bird Treaty Act (MBTA) and implement Executive Order 13186 ("Responsibilities of Federal Agencies to Protect Migratory Birds") during all activities to protect habitat for migratory birds. Management will emphasize birds listed on the current USFWS "Birds of Conservation Concern" (BCC) (2002 or as updated), and Partners-in-Flight priority species (as updated). As specific habitat needs and population distribution to Birds of Conservation Concern and Partners-in-Flight priority species the Partners-In-Flight Avian Conservation Strategy (UDWR, 2000, as updated) priority species are identified, the BLM will use adaptive management strategies to further conserve habitat and avoid impacts to these species.

FWL-2

During nesting season for migratory birds (May 1–July 30), avoid or minimize surface-disturbing activities and vegetative-altering projects and broad-scale use of pesticides in identified occupied priority migratory bird habitat.

FWL-3

Prioritize the maintenance and/or improvement of lowland riparian, wetlands, and low and high desert shrub communities, which are the four most important and used habitat types by migratory birds in the Monticello PA.

FWL-4

Prevent the spread of invasive and non-native plants, especially cheatgrass, salt cedar, and Russian olive. Strive for a dense understory of native species with a reduction in salt cedar and improvement of cottonwood and willow regeneration.

FWL-5

As a supplement to comply with Executive Order 13186, the Bird Habitat Conservation Areas identified in the Coordinated Implementation Plan for Bird Conservation in Utah (2005, or as updated), will receive priority for conducting bird habitat conservation projects through cooperative funding initiatives such as the Intermountain West Joint Venture.

FWL-6

Land-use decisions that contain migratory birds and their habitats will consider the goals and objectives established in respective bird conservation strategies: bird conservation plans and Utah wildlife action plan.

FWL-7

Management of habitat for species conservation will incorporate statewide conservation strategies.

Raptors

FWL-8

Raptor management will be guided by the use of Best Management Practices for Raptors and Their Associated Habitats in Utah (Utah BLM 2006, Appendix N), utilizing seasonal and spatial buffers, as well as mitigation, to maintain and enhance raptor nesting and foraging habitat, while allowing other resource uses.

FWL-9

Cooperate with utility companies, UDWR, and USFWS to prevent electrocution of raptors.

FWL-10

Temporarily close areas (amount of time depends on species) near raptor nests to rock climbers or other activities if activity may result in nest abandonment.

Bighorn Sheep

FWL-11

Five mesa tops (56,740 acres) within the crucial bighorn sheep habitat have been identified as areas of potential conflict between bighorn and activities that cause surface disturbance resulting in permanent loss of bighorn sheep habitat. Bighorn sheep habitat improvement projects will be prioritized in these areas.

FWL-12

Livestock grazing and associated range improvement projects are not allowed on the five mesa tops.

FWL-13

Any future proposal for a change in kind of livestock from cattle to sheep in crucial desert bighorn sheep habitat will be denied in order to prevent competition for forage and the transmission of disease from domestic to wild sheep.

FWL-14

Adhere to the recommendations in the BLM Bighorn Sheep Rangeland Management Plan (BLM 1993c, as revised); and the Utah BLM Statewide Desert Bighorn Sheep Management Plan, 1996 (as revised), where practicable.

Introduction, Transplantation, Augmentation, and Reestablishment

FWL-15

The BLM will continue to cooperate with and provide support to UDWR in reintroducing native fish and wildlife species into historic or suitable ranges, as determined appropriate through case-by-case NEPA analysis.

FWL-16

Introduction, transplantation, augmentation, and re-establishment of both native and naturalized species will be considered and will include but may not be limited to pronghorn, desert bighorn sheep, wild turkey, beaver, chukar, Colorado River cutthroat trout, and Endangered Colorado River fish species.

Animal Damage Control

FWL-17

Predator management will continue to be coordinated with APHIS and UDWR, and will be conducted utilizing the guidance provided by the existing MOU with APHIS.

Habitat Improvements and Protection

FWL-18

In areas lacking proper water distribution or natural water sources, allow for installation of precipitation catchments (guzzlers) or the development of springs on rangelands.

FWL-19

Adhere to BLM fence standards to allow wildlife movement when fences are being developed or maintained.

FWL-20

Wildlife habitat objectives will be considered in all reclamation activity. Priority will be given to meeting Standards for Rangeland Health and Guidelines for Grazing Management (BLM 1997).

FWL-21

Adhere to the recommendations in the BLM Habitat Management Guides for the American Pronghorn Antelope (1980 as revised), wherever practicable.

FWL-22

Ground-disturbing and permitted activities carried out in all seasonal wildlife protection areas will be subject to special conditions regulating use during certain seasons. These seasonal conditions will not impact maintenance and operation activities for mineral production or hunting during a recognized hunting season established by the UDWR.

FWL-23

Recognize 17,300 acres as allotted to wildlife (parts of the slopes of Peter's Canyon and East Canyon).

FWL-24

Ground-disturbing actions in crucial habitats will be avoided where practical. Where unavoidable disturbances are required, the BLM will follow BLM Washington Office Guidance (IM 2005-069) on application of compensatory measures.

Off-site Mitigation

FWL-27

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 off-site, or, in accordance with current guidance.

Habitat Boundaries

FWL-28

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

Seasonal Wildlife Protection Areas

FWL-25

In addition to any other special conditions that may be in effect, crucial big game habitats are subject to special conditions regulating use during certain seasons. These seasonal conditions will not impact maintenance and operation activities for mineral production or hunting during a recognized hunting season established by the UDWR.

FWL-26

See Appendix B, Stipulations Applicable to Oil and Gas Leasing and Other Surface Disturbing Activities, for exceptions, modifications and waivers that can be applied by the Authorized Officer, on a case-by-case basis for a myriad of reasons outlined in the appendix.

FWL-29

Special conditions for the seasonal wildlife protection areas include the following for all land-use authorizations, with the exception of private woodland harvest:

- No use of low-flying aircraft.
- Closed to the following uses, among others, (refer to Appendix B) during the established season:
- No oil and gas exploration, drilling and production activities or geophysical work.
- Permitted or commercial OHV use may be limited in number of participants and duration depending on the event.
- No use of pyrotechnics, shooting, etc. during permitted filming because of noise impacts.

Bighorn Sheep Lambing and Rutting Areas

FWL-30

Adhere to special conditions (FWL-29 and Appendix B) on 453,388 acres (Map 14) from April 1 to June 15 for lambing, and from October 15 to December 15 for rutting.

Pronghorn Fawning Area

FWL-31

Adhere to special conditions (FWL-29 and Appendix B) on 29,365 acres (Map 14) from May 1 to June 15.

Grazing Management in Pronghorn Ranges

FWL-32

Current livestock-grazing prescriptions will continue and, where opportunities exist, will be adjusted to enhance forb production on pronghorn ranges. This will include the following grazing allotments: Mail Station, Upper Mail Station, Dry Valley/Deer Neck, Lone Cedar, Tank Draw, and Hart Draw.

Deer Winter Range

FWL-33

Adhere to special conditions (FWL-29 and Appendix B) on 383,098 acres (Map 14) from November 15 to April 15.

Elk Winter Range

FWL-34

Adhere to special conditions (FWL-29 and Appendix B) on 97,471 acres (Map 14) from November 15 to April 15.

WOODLANDS (FOR)

Goals and Objectives:

- Manage woodlands for Desired Future Condition (DFC), ensuring ecological diversity, stability, and sustainability (including the desired mix of structural stages and landscape/watershed functions), and provide for native plant and wildlife habitats (Map 17).
- Provide woodland products on a sustainable basis to meet local needs where such use does not limit the accomplishment of goals for the management of other resources.
- Provide opportunities for pine nut gathering on a sustainable basis while protecting other resources.
- Encourage, where feasible, the harvest of woodland products in areas of proposed or existing vegetative treatments to lessen the need for additional treatment or land disturbance, and in areas that need restoration for ecological benefits (for example, *Pinus edulis*). Use the document, "Recommended Old-Growth Definitions and Description, USDA Forest Service Southwestern Region (Sept. 1992)."
- Identify, maintain, and restore forest and woodland old-growth stands to a pre-fire suppression condition. The Monticello FO will adopt the USFS old growth definitions and identification standards as per the USFS document "Characteristics of Old-Growth Forests in the Intermountain Region (April 1993)" in instances where the area of application in the previous document doesn't apply (for example, pinyon pine).

Management Actions:

FOR-1

Implement the Healthy Forest Initiative and the Healthy Forest Restoration Act of 2003.

FOR-2

Follow National BLM Forest Health and Forest Management Standards and Guidelines to assess conditions and guide management decisions for woodland resources.

FOR-3

Prioritize treatment in high-value/high-risk areas (WUI, developed recreation facilities including campgrounds, FRCC III).

FOR-4

Allow live woodland harvest in areas with pinyon pine and juniper encroachment with focus on the restoration of the sagebrush steppe community.

FOR-5

Fuel treatment projects will allow for harvest of woodland products.

FOR-6

Permits for private and/or commercial use of woodland products will continue to be issued to the public, consistent with the availability of woodland products and the protection of other resource values.

FOR-7

Cottonwood and willow harvest will be allowed for Native American ceremonial uses only by permit. Restrictions on this permitted harvest will be implemented as necessary to achieve or maintain Proper Functioning Condition (PFC), and to maintain or improve threatened and endangered species/special status species (TES/SSS) habitat.

FOR-8

Harvesting of woodland products is subject to the following exceptions:

- Exclude from woodland product use except for limited on-site collection of dead wood for campfires in all WSAs, Arch Canyon, Alkali Ridge NHL, Grand Gulch NHD (mesa top), Beef Basin, Fable Valley, Comb Ridge SRMA (south of Highway 95), San Juan River SRMA and the 5 non-WSA areas with wilderness characteristics (Map 8) (Dark Canyon, Mancos Mesa, Nokai Dome West, Nokai Dome East and Grand Gulch).
- Exclude from all woodland product use, including on-site collection of dead wood for campfires, all developed recreation sites, livestock/wildlife exclosures, cultural sites, Indian Creek SRMA, McLoyd Canyon–Moon House Ruin, Cedar Mesa SRMA (in-canyon), and Grand Gulch NHD (in canyon).
- Exclude floodplains, riparian/aquatic areas from woodland product use except for limited on-site collection of driftwood for campfires, and uses for Native American ceremonial purposes as determined on a site-specific basis.
- Limitations on off-road travel for wood gathering will be modified as necessary to maintain long-term sustainability or facilitate wood gathering where resource impacts are not a concern.

FOR-9

Permits will be limited and/or areas closed, as necessary, to maintain sustainability and protect resources.

FOR-10

Zones in the Field Office considered for private and/or commercial use of woodland products: East Canyon; Harts Draw; Salt Creek Mesa; Dark Canyon Plateau; White Canyon; Cedar Mesa; North Comb Ridge; South Cottonwood; and Montezuma Watershed (Map 17).

FOR-11

Areas not identified in zones below, or not restricted as defined in this plan, will be available for private use of woodland products limited to designated routes and available to pinyon pine nut gathering.

East Canyon (64,559 acres)

(Including Peter's Point Big Indian, East Canyon, Peters Canyon, NE of Monticello, and South Canyon)

FOR-12

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes to collect wood.

NE of Monticello, South Canyon

(Part of East Canyon Zone)

FOR-13

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes to collect wood.

Harts Point, Harts Draw, Shay Mesa, Photograph Gap/Lone Cedar (64,671 acres)

FOR-14

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes to collect wood.

Salt Creek Mesa (5,271 acres)

FOR-15

Available to private and/or commercial use of woodland products with permitted off-road travel in chained areas to collect wood.

Dark Canyon Plateau (23,288 acres)

FOR-16

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes and permitted off-road travel in chained areas to collect wood.

White Canyon (255,267 acres) Wooden Shoe, Deer Flat, Horse Flat (extending out toward Jacob's Chair, Pinyon Point)

FOR-17

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes and permitted off-road travel in chained areas to collect wood.

Moss Back and Grand Flats (Part of the White Canyon Zone)

FOR-18

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes to collect wood.

Cedar Mesa (outside of WSAs) (65,807 acres)

FOR-19

Available to private and/or commercial use of woodland products, however, vehicles must remain on designated routes (no cross county travel).

FOR-20

Additional routes may be identified for wood harvest dependent on cultural Class III surveys. In the interim of designating woodland harvest areas and completing associated cultural surveys, woodland harvest is allowed and travel is limited to designated routes.

North Comb Ridge (North of Highway 95) (5,833 acres)

FOR-21

Available to private and/or commercial use of woodland products, however, vehicles must remain on designated routes (no cross county travel).

FOR-22

Additional routes may be identified for wood harvest dependent on cultural Class III surveys. In the interim of designating woodland harvest areas and completing associated cultural surveys, woodland harvest is allowed and travel is limited to designated routes.

South Cottonwood (117,399 acres)

Texas Flat

FOR-23

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes and permitted off-road travel in chained areas to collect wood.

South Cottonwood (117,399 acres)

Brushy Basin, Black Mesa, Little Baullies, Upper South Cottonwood

FOR-24

Available to private and/or commercial use of woodland products with permitted off-road travel within 150 feet of designated routes and permitted off-road travel in chained areas to collect wood.

Montezuma Watershed (239,841 acres)

FOR-25

Available to private and/or commercial use of woodland products, however, vehicles must remain on designated routes (no cross county travel).

FOR-26

Additional routes may be identified for wood harvest dependent on cultural Class III surveys. In the interim of designating woodland harvest areas and completing associated cultural surveys, woodland harvest is allowed and travel is limited to designated/existing routes.

As appropriate, maps depicting the management decisions are provided in Appendix A.

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GLOSSARY

Activity Plan: Site-specific plan which precedes actual development. This is the most detailed level of BLM planning.

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 road rights-of-way, open country or other unprepared surfaces.

Allotment: An area of land where one or more livestock operators graze their livestock. Allotments generally consist of BLM lands but may also include other federally managed, state owned, and private lands. An allotment may include one or more separate pastures. Livestock numbers and periods of use are specified for each allotment.

Allotment Categorization: Grazing allotments and rangeland areas used for livestock grazing are assigned to an allotment category during resource management planning. Allotment categorization is used to establish priorities for distributing available funds and personnel during plan implementation to achieve cost-effective improvement of rangeland resources. Categorization is also used to organize allotments into similar groups for purposes of developing multiple use prescriptions, analyzing site-specific and cumulative impacts, and determining trade-offs.

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. Approximately 800 pounds of forage.

Area of Critical Environmental Concern (ACEC): Areas within the public lands where special management attention is required to: (1) protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or (2) protect life and safety from natural hazards.

Authorized Officer: The Federal employee who has the delegated authority to make a specific decision.

Avoidance Areas: Areas with sensitive resource values where rights-of-way leases, and easements would be strongly discouraged. Authorization made in avoidance areas would have to be compatible with the purpose for which the area was designated and not is otherwise feasible on lands outside the avoidance area.

Best Management Practices (BMPs): A suite of techniques that guide, or may be applied to, management actions to aid in achieving desired outcomes. Best management practices are often developed in conjunction with land use plans, but they are not considered a land use plan decision unless the land use plan specifies that they are mandatory. They may be updated or modified without a plan amendment if they are not mandatory.

Big Game: Large species of wildlife that are hunted, such as elk, deer, bighorn sheep, and pronghorn antelope.

Browse: To browse (verb) is to graze; also, browse (noun) is the tender shoots, twigs, and leaves and shrubs often used as food by livestock and wildlife.

Candidate Species: Any species included in the Federal Register notice of review that are being considered for listing as threatened or endangered by the U.S. Fish and Wildlife Service.

Casual Use: Mining activities that only negligibly disturb federal lands and resources. Casual use generally includes the collecting of geochemical, rock, soil, or mineral specimens using hand tools, hand panning, and nonmotorized sluicing. It also generally includes use of metal detectors, gold spears, and other battery-operated devices for sensing the presence of minerals, and hand battery-operated dry washers. Casual use does not include use of mechanized earth-moving equipment, truck-mounted drilling equipment, suction dredges, motorized vehicles in areas designated as closed to off-road vehicles, chemicals, or explosives. It also does not include occupancy or operations where the cumulative effects of the activities result in more than negligible disturbance.

Closed: Generally denotes that an area is not available for a particular use or uses; refer to specific definitions found in law, regulations, or policy guidance for application to individual programs.

Code of Federal Regulations (CFR): The official, legal tabulation or regulations directing 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. This may or may not involve an agency as a cooperating agency.

Competitive Forage: Those forage species utilized by two or more animal species.

Conditions of Approval: Conditions or provisions (requirements) under which an Application for a Permit to Drill or a Sundry Notice is approved.

Conformance: That a proposed action shall be specifically provided for in the land use plan or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved land use plan.

Conservation Agreement: A formal signed agreement between the U.S. Fish and Wildlife Service or National Marine Fisheries Service and other parties that implements specific actions, activities, or programs designed to eliminate or reduce threats or otherwise improve the status of a species. CA's can be developed at a State, regional, or national level and generally include multiple agencies at both the State and Federal level, as well as tribes. Depending on the types of commitments the BLM makes in a CA and the level of signatory authority, plan revisions or amendments may be required prior to signing the CA, or subsequently in order to implement the CA.

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 have been determined by the Fish and Wildlife Service or National Marine Fisheries Service to be Federal candidates under the Endangered Species Act.

Contiguous: Lands or legal subdivisions having a common boundary; lands having only a common corner are not contiguous.

Cooperating Agency: Assists the lead Federal agency in developing an Environmental Analysis or Environmental Impact Statement. The Council on Environmental Quality regulations implementing NEPA defines a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA. Any tribe of Federal, State, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency.

Corridor: A wide strip of land within which a proposed linear facility could be located.

Council on Environmental Quality (CEQ): An advisory council to the President of the United States established by the national Environmental Policy Act of 1969. It reviews Federal programs for their effect on the environment, conducts environmental studies, and advises the president on environmental matters.

Critical Habitat. For listed species. Consists of 1) the specific areas within the geographical area occupied by the species, at the time it is listed in accordance with the provisions of section 4 of the Endangered Species Act, on which are found those physical or biological features (constituent elements) a) essential to the conservation of the species and b) which may require special management considerations or protection; and 2) specific areas outside the geographical area occupied by the species at the time it is listed in accordance with the provisions of section 4 of the Endangered Species Act upon a determination by the Secretary that such areas are essential for the conservation of the species. Designated critical habitats are described in 50 CFR§ 17 and 226.

Crucial Habitat. Habitat on which a species depends for survival because there are no alternative ranges or habitats available.

Crucial Winter Habitat (Range): Parts of the habitat necessary to sustain a wildlife population at critical periods of its life cycle. This is often a limiting factor on the populations, such as breeding habitat, winter habitat, etc.

Cryptobiotic (Cryptogammic) Soils: 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, requiring 40 years or more to recolonize even small areas.

Cultural Resources: Nonrenewable elements of the physical and human environment including archeological remains (evidence of prehistoric or historic human activities) and sociocultural values traditionally held by ethnic groups (sacred places, traditionally utilized raw materials, etc.).

Cultural Site: Any location that includes prehistoric and/or historic evidence of human use or that has important sociocultural value.

Cumulative Impact: The impact on the environment that results from the incremental impact of the action when added to other past, present, or 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.

Current Habitat: habitat currently occupied by a species during the development of the plan.

Desired Condition: Description of those factors, which should exist within ecosystems both to maintain their survival and to meet social and economic needs.

Desired Future Condition: The desired mix of vegetation types, structural stages, and landscape/riparian/watershed function, as determined by management objectives and rangeland functionality and health, that ensures ecological diversity, stability and sustainability to provide for plant, fish and wildlife habitats.

Designated Routes: Designated routes can be categorized as mechanized only (bicycles), single-track motorized (dirt bikes), two-track motorized (four-wheelers, jeeps), available to all vehicles, or any combination of these categories.

Development Well: A well drilled within the known or proven productive area of an oil field with expectation of producing oil or gas from the producing reservoir.

Discretionary Closure: Those lands where the BLM has determined that fluid minerals leasing, even with the most restrictive stipulations, would not adequately protect other resources, values, or land uses.

Dispersed/Extensive Recreation: Recreation activities of an unstructured type, which are not confined to specific locations such as recreation sites. Example of these activities may be hunting, fishing, off-road vehicle use, hiking, and sightseeing.

Disturbance Area: Area of influence around a disturbance causing a change in animal behavior such as: leaving the area, increased stress, abandoning young, not breeding, and aberrant behavior.

Drought: Drought is a protracted period of deficient precipitation resulting in extensive damage to crops, resulting in loss of yield.

Easement: A right afforded a person or agency to make limited use of another's real property for access or other purposes.

Endangered Species: A plant or animal species whose prospects for survival and reproduction are in immediate jeopardy, as designated by the Secretary of the Interior, and as is further defined by the Endangered Species Act.

Environmental Assessment (EA): A concise public document that analyzes the environmental impacts of a proposed federal action and provides sufficient evidence to determine the level of significance of the impacts.

Environmental Impact Statement (EIS): A detailed written statement required by the National Environmental Policy Act when an agency proposes a major federal action significantly affecting the quality of the human environment.

Erosion: The wearing away of the land surface by running water, wind, ice, or other geological agents.

Exception: Exemption from a stipulation of a land use authorization on a one-time basis.

Exclusion Area: Areas with sensitive resource values where rights-of-way, leases, and easements would not be authorized.

Extensive Recreation Management Area (ERMA): An area where significant recreation opportunities and problems are limited and explicit recreation management is not required. Minimal management actions related to the BLM's stewardship responsibilities are adequate in these areas. The LUP Handbook Appendix C, Recreation and Visitor Services, defines an extensive recreation management area (ERMA) as an areas not delineated as an SRMA. Management within all ERMAs is restricted to custodial actions only

Fawning Habitat: an area where big game animals usually give birth during a specific time of year.

Federal Land Policy and Management Act of 1976 (FLPMA): Public Law 94-579. October 21, 1976, often referred to as the BLM's "Organic Act," which provides the majority of the BLM's legislated authority, direction, policy, and basic management guidance.

Federal Register: A daily publication, which reports Presidential and Federal Agency documents.

Fire Management Plan: A strategic plan that defines a program to manage wild land and prescribed fires and documents the fire management program in the approved land use plan; the plan is supplemented by operational procedures such as preparedness plans, preplanned dispatch plans, prescribed fire plans, and prevention plans.

Floodplain: The relatively flat area or lowlands adjoining a body of standing or flowing water, which has been or might be covered by floodwater.

Fluid Minerals: Oil and gas resources.

Focus Area: A recreation management zone that emphasizes particular types of recreation activities.

Fossil: Mineralized or petrified form from a past geologic age, especially from previously living things.

Geographic Information System (GIS): A computer system capable of storing, analyzing, and displaying data and describing places on the earth's surface.

Goal: A broad statement of a desired outcome. Goals are usually not quantifiable and may not have established time frames for achievement.

Grandfather (to): To exempt groups or individuals from provisions of laws or regulations because of preexisting conditions, such as exempting mining operations existing before new mining regulations are implemented from provisions of those new regulations.

Grazing System: The manipulation of livestock grazing to accomplish a desired result.

Guidelines: Actions or management practices that may be used to achieve desired outcomes, sometimes expressed as best management practices. Guidelines may be identified during the land use planning process, but they are not considered a land use plan decision unless the plan specifies that they are mandatory.

Habitat: A specific set of physical conditions that surround a species, group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

Habitat Fragmentation: The disruption (by division) of extensive habitats into smaller habitat patches. The effects of habitat fragmentation include loss of habitat area and the creation of smaller, more isolated patches of remaining habitat.

Historic Habitat: habitat occupied by a species prior to the development of this plan.

Impact: A modification of the existing environment caused by an action. These environmental consequences are the scientific and analytical basis for comparison of alternatives. 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.

Implementation Decisions: Decisions that take action to implement land use plan decisions. They are generally appealable to Interior Board of Land Appeals.

Implementation Plan: A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies best management practices to meet land use plan objectives. Implementation plans are synonymous with "activity" plans. Examples of implementation plans include interdisciplinary management plans, habitat management plans, and allotment management plans.

Indian Tribe: Any Indian group in the conterminous United States that the Secretary of the Interior recognizes as possessing tribal status.

Instant Study Area: A natural area formally identified by BLM for accelerated wilderness review by notice published before October 21, 1975.

Interdisciplinary Team: A group of individuals with different training, representing the physical sciences, social sciences, and environmental design arts, assembles to solve a problem or perform a task. The members of the team proceed to a solution with frequent interaction so that each discipline may provide insights to any stage of the problem and disciplines may combine to provide new solutions. The number and disciplines of the members preparing the plan vary with circumstances. A member may represent one or more disciplines or BLM program interests.

Interim Management Policy (IMP): The policy, under which the Bureau of Land Management (BLM) manages wilderness study areas (WSAs), to protect their wilderness characteristics, as required by Section 603(c) of the Federal Land Policy and Management Act (FLPMA). This policy requires BLM to manage WSAs so as not to impair their suitability for preservation as wilderness, until Congress either designates them wilderness or releases them for management of other values and uses.

Irretrievable: An environmental effect caused by an action, or series of actions, that cannot be reversed or undone, until or unless the cause of the effect is removed or the effect is restored or rehabilitated (e.g., inundating a river canyon by construction of a dam, clear cut logging a forest). The loss of production of renewable resources during the life of a land use plan.

Irreversible: An environmental effect caused by an action, or series of actions, that can never be reversed or undone (e.g., removal of minerals from the ground, extinction of a plant or animal species, loss of a cultural resource).

Lambing Habitat: An area where bighorn sheep deliver and nurse young during a specific time of year.

Land Use Allocation: The identification in a land use plan of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the planning area, based on desired future conditions.

Land Use Plan: 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 land-use-plan-level decisions developed through the planning process, regardless of the scale at which the decisions were developed.

Land Use Plan Decision: Establishes desired outcomes and the actions needed to achieve them. Decisions are reached using the BLM planning process. When they are presented to the public as proposed decisions, they can be protested to the BLM Director. They are not appealable to Interior Board of Land Appeals.

Leasable Minerals: Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920. They include coal, phosphate, sulfur, potassium, and sodium minerals, and oil, gas, and geothermal.

Lease: (1) A legal document that conveys to an operator the right to drill for or develop oil, gas, or other leasable mineral; (2) the tract of land, on which a lease has been obtained, where producing wells and production equipment are located.

Lease Notice: Provides more detailed information concerning limitations that already exist in law, lease terms, regulations, and operational orders. A Lease Notice also addresses special items the lessee would consider when planning operations, but does not impose new or additional restrictions.

Lease Stipulation: A modification of the terms and conditions on a standard lease form at the time of the lease sale.

Lek: An assembly area where birds, especially sage grouse, carry on display and courtship behavior.

Limited Roads and Trails Designation: Designated areas where the use of off-road vehicles is subject to restrictions, such as limiting the number or types of vehicles allowed, dates and times of use (seasonal restrictions), and limiting all use to designated roads and trails. Under the designated roads and trails designation, use would be allowed only on roads and trails that are signed for use. Combinations of restrictions are possible, such as limiting use to certain types of vehicles during certain times of the year.

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.

Management Decision: A decision made by the BLM to manage public lands. Management decisions are made on both land use plan decisions and implementation decisions.

Management Opportunities: A component of the analysis of the management situation; actions or management directions that could be taken to resolve issues or management concerns.

Management Zone (MZ): Area of special management within a SRMA that may include additional stipulations.

Mechanized Travel: Travel by use of a machine either motorized or non-motorized.

Mineral Entry: The filing of a claim on public land to obtain the right to any minerals it may contain.

Mineral Estate: The ownership of minerals, including rights necessary for access, exploration, development, mining, ore dressing, and transportation operations.

Mineral Materials: Materials such as common varieties of sand, stone, building stone, gravel, and clay that are not obtainable under the mining or leasing laws but that can be acquired under the Mineral Materials Act of 1947, as amended. These are also called salable minerals.

Mineral Reserves: Known mineral deposits that are recoverable under present conditions but are as yet undeveloped.

Mineral Withdrawal: A formal order that withholds federal lands and minerals from entry under the Mining Law of 1872 and closes the area to mineral location (staking mining claims) and development.

Minimize: To reduce the adverse impact of an operation to the lowest practical level.

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 of 1872, as amended, and local laws and rules. A single mining claim may contain as many adjoining locations as the locator may make or buy.

Mitigation Measures: Methods or procedures that reduce or lessen the impacts of an action.

Modification: Changes in the language or provisions of a surface stipulation, either temporarily or permanently.

Multiple Use: The management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the lands for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some lands 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, 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 lands 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 greatest unit output.

National Environmental Policy Act of 1969 (NEPA): An act that encourages productive and enjoyable harmony between man and his environment and promotes efforts to prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; enriches the understanding of the ecological systems and natural resources important to the Nation, and establishes the Council on Environmental Quality.

National Wild and Scenic Rivers System: A system of nationally designated rivers and their immediate environments that have outstanding 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 types of river classifications: (1) recreation-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.

Non-mechanized Travel: Travel by foot or on an animal.

Neotropical Migratory Birds: Birds that travel to Central America, South America, the Caribbean, and Mexico during the fall to spend the winter and then return to the United States and Canada During the spring to breed. These birds include almost half of the bird species that breed in the United States and Canada.

No Surface Occupancy (NSO): A leasing use 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.

Non-WSA Lands with Wilderness Characteristics: Undeveloped federal land that has been inventoried and/or reviewed by a BLM interdisciplinary team and determined to possess wilderness characteristics such as those listed in section 2(c) of the Wilderness Act of 1964. (See also definition of “Wilderness Characteristics”, below) These lands do not possess special management designations like WSAs or protective management measures such as the IMP.

Noxious Weeds: 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 nonnative, 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.

Occupied Habitat: An area occupied by a species during the development of this plan.

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.

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 nonamphibious 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 in times of national defense emergencies.

One-Hundred-Year Flood: A hydrologic event with a magnitude that has a recurrence interval of 100 years.

Open OHV Areas: Designated areas where off-road vehicles may engage in cross country travel.

Operator: Any person who has taken formal responsibility for the operations conducted on the leased lands.

Outstandingly Remarkable River Values: Values between those listed in Section 1(b) of the Wild and Scenic Rivers Act are "scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values..." Other similar values, which may be considered, include botanical, hydrological, paleontological, or scientific. Professional judgment is used to determine whether values exist to an outstandingly remarkable degree.

Paleontological Resources (Fossils): The physical remains of plants and animals preserved in soils and sedimentary rock formations. Paleontological resources are important for understanding past environments, environmental change, and the evolution of life.

Paleontology: A science dealing with the life forms of past geological periods as known from fossil remains.

Plan of Development: A mandatory plan, developed by an applicant of a mining operation or construction project that specifies the techniques and measures to be used during construction and operation of all project facilities on public land. The plan is submitted for approval to the appropriate Federal agency before any construction begins.

Plan of Operations: A plan for mining exploration and development that an operation must submit to 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 document in detail all actions that the operator plans to take from exploration through reclamation.

Planning Area: A geographical area, including all land ownerships, for which BLM land use and resource management plans are developed and maintained for the BLM-administered lands within that geographical area.

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.

Potential Wild and Scenic River: A flowing body of water or estuary or a section, portion, or tributary thereof, including rivers, streams, creeks, runs, rills, and small lakes.

Prescribed Fire: The introduction of fire to an area under regulated conditions for specific management purposes.

Primitive and Unconfined Recreation: Non-motorized, non-mechanized and undeveloped types of recreational activities.

Production Well: A well drilled in a known field that produces oil or gas.

Project Area: The area of land upon which an operator conducts mining operations, including the area needed for building or maintaining of roads, transmission lines, pipelines, or other means of access.

Project Plan: Detailed survey and design plan.

Public Land: Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM, except lands located on the Outer Continental Shelf, and land held for the benefit of Indians, Aleuts, and Eskimos.

Quarry: An open or surface working, usually for the extraction of stone, slate, limestone, etc.

Range Development: A structure, excavation, treatment or development to rehabilitate, protect, or improve lands to advance range betterment.

Rangeland: Land used for grazing by livestock and big game animals on which vegetation is dominated by grasses, grass-like plants, forbs, or shrubs.

Raptor: Bird of prey with sharp talons and strongly curved beaks such as hawks, owls, vultures, and eagles.

Reasonably Foreseeable Development Scenario (RFD): The prediction of the type and amount of oil, gas and other mineral activity that would occur in a given area. The prediction is based on geologic factors, past history of drilling, projected demand for oil and gas, and industry interest.

Record of Decision (ROD): A document signed by a responsible official recording a decision that was preceded by the preparing of an environmental impact statement.

Recreation Opportunity Spectrum: A recreation management tool used to identify existing outdoor recreational opportunities and management potential, based on a combination of three criteria: recreational activity, setting and experience. Although used in the development of the 1991 San Juan RMP, it is not used in the current Monticello RMP.

Recreational River: A wild and scenic river classification that identifies those rivers or sections of rivers that are 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.

Relict: A remnant or fragment of the vegetation of an area that remains from a former period when the vegetation was more widely distributed.

Resource: The natural, biological, and cultural components of the environment, including air, soil, water, vegetation, wildlife, minerals, historic and prehistoric (cultural) sites and features, and fossils. Land use plans set goals and objectives for desired outcomes for management of the various resources in a planning area.

Resource Use: Human uses of resources for the social and economic benefit of society, including mining, energy production, livestock production (grazing), recreation (motorized, non-motorized), forest production (timber, fire wood, fence posts), utility corridors (power lines, pipelines, roads), and communication sites. Land use plans identify allowable uses of the public lands and set goals and objectives for desired outcomes for resource uses.

Resource Management Plan (RMP): A land use plan as prescribed by the Federal Land Policy and Management Act which establishes, for a given area of land, land-use allocations, coordination guidelines for multiple-use, objectives and actions to be achieved.

Right-of-Way (ROW): A ROW grant is an authorization to use a specific piece of public land for a specific project, such as roads, pipelines, transmission lines, and renewable energy and communication sites. The grant authorizes rights and privileges for a specific use of the land for a specific period of time.

Riparian Area: A form of wetland transition between permanently saturated wetlands and upland areas. 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, glacial potholes, and the shores of lakes and reservoirs with stable water levels. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

Riparian-Functioning at Risk (FAR): Riparian-wetland areas are considered to be in functioning condition, but an existing soil, water, or vegetation attribute makes them susceptible to degradation.

Riparian-Non-Functioning (NF): Riparian-wetland areas that are clearly not providing adequate vegetation, landform, or large wood debris to dissipate stream energy associated with high flows, and thus are not reducing erosion, improving water quality, etc.

Riparian-Properly Functioning Condition (PFC): Riparian/wetland areas are in PFC when adequate vegetation, landform, or woody debris is present to: dissipate high-energy water flow, filter sediment, capture bedload, and aid floodplain development; improve floodwater retention and groundwater recharge; develop root masses that stabilize streambanks; develop diverse fluvial geomorphology (pool and channel complexes) to provide habitat for wildlife and support greater biodiversity

Rock Art: Petroglyphs or pictographs.

Route: Linear line for motorized travel.

Rutting Habitat: An area where big game species engage in breeding activities during specific times of the year.

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 to local governments. Also referred to as mineral materials.

Scenic Byways: Highway routes, which have roadsides or corridors of special aesthetic, cultural, or historic value. An essential part of the highway is its scenic corridor. The corridor may contain outstanding scenic vistas, unusual geologic features, or other natural elements.

Scoping: The process of identifying the range of issues, management concerns, preliminary alternatives, and other components of an environmental impact statement or land-use planning document. It involves both internal and public viewpoints.

Section 7 Consultation: The requirement of Section 7 of the Endangered Species Act that all federal agencies consult with the U.S. Fish and Wildlife Service or the National Marine Fisheries Service if a proposed action might affect a federally listed species or its critical habitat.

Section 106 Compliance: The requirement of Section 106 of the National Historic Preservation Act 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.

Sediment Yield: The amount of sediment produced in a watershed, expressed in tons, acre feet, or cubic yards, of sediment per unit of drainage area per year.

Sensitive Soils: Sensitive soils" are those identified as having characteristics that make them extremely susceptible to impacts or they may be more difficult to restore or reclaim after disturbance -- characteristics such as high wind or water erosion hazard (steep slopes), moderate to high salinity, low nutrient levels, low water holding capacity (droughty), or high water table (wetland/riparian soils). Information used to identify sensitive soils includes NRCS published soil surveys, ecological site descriptions, local monitoring records and research studies.

Sensitive Species: All species that are under status review, have small or declining populations, live in unique habitats, or need special management. Sensitive species include threatened, endangered, and proposed species as classified by the Fish and Wildlife Service and National Marine Fisheries Service.

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.

Slope: The degree of deviation of a surface from the horizontal.

Special Recreation Management Area (SRMA): Areas, which require explicit recreation management to achieve recreation objectives and provide specific recreation opportunities. They are defined under Planning Handbook Appendix C, Recreation and

Visitor Services, as "... having a distinct, primary recreation-tourism market as well as a corresponding and distinguishing recreation management strategy..." For each SRMA identified, delineate discrete recreation management zone (RMZ) boundaries. Each RMZ has four defining characteristics; it: 1) serves a different recreation niche within the primary recreation market; 2) produces a different set of recreation opportunities and facilitates the attainment of different experience and benefit outcomes (to individuals, households and communities, economies, and the environment; 3) has distinctive recreation setting character; and 4) requires a different set of recreation provider actions to meet the strategically targeted primary recreation market demand." SRMAs are designated to meet the goals and objectives of the recreation program and to adhere to agency guidance.

Special Status Species: Includes proposed species, listed species, and candidate species under the Endangered Species Act; State-listed species; and BLM State Director-designated sensitive species (see BLM Manual 6840-Special Status Species Policy).

Stipulations: Requirements that are part of the terms of a mineral lease. Some stipulations are standard on all Federal leases. Other stipulations may be applied to the lease at the discretion of the surface management agency to protect valuable surface resources and uses.

Strategic Plan: A plan that establishes the overall direction for the BLM. This plan is guided by the requirements of the Government Performance and Results Act of 1993, covers a 5-year period, and is updated every 3 years. It is consistent with FLPMA and other laws affecting the public lands.

Surface Disturbance: activities that normally result in more than negligible disturbance to public lands and that accelerate the natural erosive process. These activities normally involve use and/or occupancy of the surface, cause disturbance to soils and vegetation, and are usually caused by motorized or mechanical actions. Surface disturbance may result from activities using earth-moving and drilling equipment; geophysical exploration; off road vehicle travel; vegetation treatments; the use of pyrotechnics and explosives; and construction of facilities like powerlines, pipelines, oil and gas wells, recreation sites, livestock facilities, wildlife waters, or new roads. Surface disturbance is not normally caused by casual use. Activities that are not typically surface disturbing include, but are not limited to, proper livestock grazing, cross-country hiking, minimum impact filming and vehicle travel on designated routes.

Sustainability: The ability of an ecosystem to maintain ecological processes and functions, biological diversity, and productivity over time.

Threatened Species: Any plant or animal species defined under the Endangered Species Act as likely to become endangered within the foreseeable future throughout all or a significant portion of its range; listings are published in the Federal Register.

Timing Limitation Stipulation: A fluid minerals leasing constraint that prohibits surface use during specified time periods 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.

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.

User Day: Any calendar day, or portion thereof, for each individual accompanied or serviced by an operator or permittee on the public lands of related waters; synonymous with passenger day or participant day.

Utility Corridor: A parcel of land that has been identified by law, Secretarial order, through a land use plan or by other management decision as being the preferred location for existing and future right-of-way grants and suitable to accommodate one type of right-of-way or one or more rights-of-way which are similar, identical or compatible.

Valid Existing Rights: Valid existing rights are legal rights to use the land that were in existence prior to implementation of the decisions in the RMP. The most significant types of valid existing rights are oil and gas leases, potash and salt leases, mining claims, and right-of-way authorizations. Examples of how BLM views valid existing rights including oil and gas leasing stipulations specified for specific areas in this new RMP would not apply to existing leases. These existing leases would be subject to the specific lease stipulations that were applied under the previous land use plan. Mining claims that exist on the effective day of a withdrawal may still be valid if they can meet the test of discovery of a valuable mineral required under the Mining Laws. An existing right-of-way would only be subject to the specific terms and conditions that were applied when it was authorized even if it is located within a right-of-way exclusion or avoidance area specified under the RMP.

Vegetation Manipulation: Alteration of vegetation by using fire, plowing, or other means.

Vegetation Type: A plant community with distinguishable characteristics described by the dominant vegetation present.

Visual Resources: The visible physical features of a landscape (topography, water, vegetation, animals, structures, and other features) that constitute the scenery of an area.

Waiver: Permanent exemption from a lease stipulation. The stipulation no longer applies anywhere within the leasehold. See also *Exception* and *Modification*.

Water Quality: The chemical, physical, and biological characteristics of water with respect to its suitability for a particular use.

Watershed: All lands, which are enclosed by a continuous hydrologic drainage, divide and lay upslope from a specified point on a stream.

Way: A vehicle route within a wilderness study area that was in existence and identified during the FLPMA Section 603-mandated wilderness inventory. The *Interim Management Policy for Lands under Wilderness Review (H-8550-1)* defines a way as "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." The term is also used during wilderness inventory to identify routes that are not roads. The

term developed from the definition of the term "roadless" provided in the *Wilderness Inventory Handbook* (September 27, 1978), as follows: "roadless: refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road."

Wild, Scenic or Recreational River: The three classes of what is traditionally referred to as a "Wild and Scenic River." Designated river segments are classified as wild, scenic and/or recreational, but the segments cannot overlap.

Wild, and Scenic River Study: Rivers identified in Section 5 of the Wild and Scenic Rivers Act for study as potential additions to the National Wild and Scenic Rivers System. The rivers shall be studied under the provisions of Section 4 of the Wild and Scenic Rivers Act.

Wilderness Study Area: A roadless area or island of undeveloped federal land that has been inventoried and found to possess wilderness characteristics described under Title VI, Section 603 of FLPMA and Section 2C of the Wilderness Act of 1964. These characteristics are: (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 practicable 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: 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 as described in Section 2A of the Wilderness Act of 1964.

Wilderness Characteristics: Key characteristics of wilderness listed in section 2 (c) of the Wilderness Act of 1964 and used by BLM in conducting wilderness inventories. These characteristics are features of the land associated with the concept of wilderness that specifically deal with naturalness and opportunities for solitude and primitive and 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 practical to manage (from IM-2003-275, Change 1, Considerations of Wilderness Characteristics in LUP, Attachment 1).

Wildfire: Any unwanted wild land fire.

Wildland Fire: Any nonstructural fire, other than prescribed fire, that occurs in the wild land.

Winter Range. The portion of the winter range to which a wildlife species is confined during periods of heaviest snow cover.

Withdrawal: An action that restricts the use of public lands by removing them from the operation of some or all of the public land or mining laws.

Woodland: A forest community occupied primarily by noncommercial species such as juniper, mountain mahogany, or quaking aspen groves; all western juniper forestlands are classified as woodlands, since juniper is classified as a noncommercial species.

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