

Richfield Field Office

Record of Decision & Approved Resource Management Plan

BLM



Richfield Field Office



OCTOBER 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

BLM-UT-PL-09-002-1610

UT-050-2007-090 EIS



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

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



IN REPLY REFER TO:
1610
(UT-935)

Dear Reader/Interested Party:

I am pleased to announce that, after several years of hard work and collaborative efforts, the Richfield Field Office Resource Management Plan (Approved RMP) is complete. This document will provide guidance for the management of over 2,100,000 acres of public land and an additional 1,595,000 acres of Federal mineral estate administered by the Bureau of Land Management (BLM) in Sanpete, Sevier, Piute, Wayne, and Garfield Counties in central Utah.

The attached Record of Decision (ROD) and Approved RMP have been prepared in accordance with the Federal Land Policy and Management Act (FLPMA) and the National Environmental Policy Act (NEPA). The ROD/Approved RMP are available to members of the public and will be sent to pertinent local, State, Tribal and Federal government entities. The Approved RMP finalizes the proposed decisions presented in the Proposed RMP/Final Environmental Impact Statement (FEIS) that was released on August 8, 2008 and subject to a 30-day protest period that ended on September 8, 2008. Eighteen 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 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 Richfield Field Office website at:

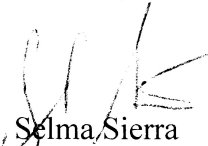
<http://www.blm.gov/ut/st/en/fo/richfield.html>

Hard copies and CD-ROM versions of the ROD and Approved RMP may be obtained by contacting the Richfield Field Office by phone at (435) 896-1500, or at the following address:

Richfield Field Office
150 East 900 North
Richfield, UT 84701

The BLM is pleased to provide this copy of the Richfield 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 Sevier, Wayne, Piute, and Garfield Counties, 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 dark ink, appearing to read 'Selma Sierra', is written over the printed name.

Selma Sierra
Utah State Director

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

October 2008

Prepared by:

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

Cooperating Agencies:

State of Utah
Sevier County
Wayne County
Piute County
Garfield County

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TABLE OF CONTENTS

RECORD OF DECISION

LIST OF TABLES	IV
LIST OF APPENDICES	V
MAPS	VI
ACRONYMNS & ABBREVIATIONS	VII
A. INTRODUCTION	1
Purpose and Need for the Plan	1
Table R-1 Land Ownership—Richfield Planning Area	3
B. OVERVIEW OF THE ALTERNATIVES	3
Alternatives Considered but Eliminated from Detailed Analysis	11
C. RESULTS OF PROTEST PERIOD	14
D. THE DECISION	15
What the Decision/RMP Provides	16
What the Decision/RMP Does Not Provide	18
IMPLEMENTATION DECISIONS	19
E. NOTICE OF MODIFICATIONS AND CLARIFICATIONS	21
Modifications	21
Clarifications	22
Errata for Minor Modification to Chapter 3 of the Proposed RMP/Final EIS	25
F. MANAGEMENT CONSIDERATIONS IN SELECTING THE APPROVED RMP	26
All Surface Disturbing Activities	26
Air Quality	27
Fish & Wildlife	27
Special Status Species (Threatened, Endangered, and Sensitive)	28
Forestry, Woodlands and Vegetation Treatments	29
Fluid Mineral Leasing	29
Coal Leasing	30
Realty Actions	30
Non-WSA Lands with Wilderness Characteristics	31
Special Recreation Management Areas (SRMAs)	32
Wild Horse and Burro	34
Cultural Resources – OHV, Oil & Gas, Site Allocation, Inventory & Section 110 ...	34
Special Designations – Areas of Critical Environmental Concern (ACECs)	36
Areas of Critical Environmental Concern	36
Table R-2 Potential ACECs Not Carried Forward	37
Special Designations – Wild and Scenic Rivers	48
Table R-3 - Eligible Wild & Scenic River Segments	49
OHV and Travel Management	52
Table R-4 – OHV Areas Designated Open in the Approved RMP	54
G. CONSISTENCY AND CONSULTATION REVIEW	55
Governor’s Consistency	55

	NHPA Section 106 Consultation	55
	Native American Consultation.....	56
	Section 7 Consultation under the Endangered Species Act.....	57
H.	MITIGATION MEASURES.....	58
I.	PLAN MONITORING AND EVALUATION.....	58
J.	PUBLIC INVOLVEMENT	59
K.	AVAILABILITY OF THE PLAN.....	60

APPROVED RESOURCE MANAGEMENT PLAN

A.	INTRODUCTION	61
B.	CONSIDERATION OF OTHER BLM PLANS AND POLICIES	61
	Table 1 - Consideration of Other BLM Plans and Policies	61
	Energy Policy and Conservation Act.....	63
	Tar Sands and Oil Shale Resources Programmatic EIS.....	63
	West-wide Energy Corridor Programmatic EIS	64
	Utah Land Use Plan Amendment for Fire and Fuels Management	65
	Wind Energy Programmatic EIS	65
	Interim Management Policy.....	65
C.	RMP IMPLEMENTATION	66
	General Implementation Schedule of “One-Time” Actions	67
	Maintaining the RMP.....	67
	Changing the RMP.....	68
D.	RMP EVALUATION	68
E.	MANAGEMENT DECISIONS.....	68
	Table 2 Air Quality (AQ).....	70
	Table 3 Soil Resources (SOL)	72
	Table 4 Water Resources (WAT)	74
	Table 5 Vegetation Decisions (VEG)	78
	Table 6 Cultural Resources Decisions (CUL)	82
	Table 7 Paleontological Resources Decisions (PAL)	85
	Table 8 Visual Resource Management Decisions (VRM).....	87
	Table 9 Special Status Species Decisions (SSS).....	89
	Table 10 Fish and Wildlife Decisions (WL).....	93
	Table 11 Wild Horses and Burros Decisions (WHB).....	98
	Table 12 Fire and Fuels Management Decisions (FIRE).....	99
	Table 13. Non-WSA Lands with Wilderness Characteristics Decisions (WC).....	102
	Table 14. Forestry and Woodland Products Decisions (FOR)	104
	Table 15. Livestock Grazing Decisions (GRA).....	106
	Table 16. Recreation Decisions (REC).....	111
	Table 17. Travel Management Decisions (TRC).....	122
	Table 18 Lands and Realty Decisions (LAR).....	128
	Table 19. Minerals and Energy Decisions (MIN).....	135
	Table 20. Wilderness Study Areas Decisions (WSA)	143
	Table 21. Wild and Scenic Rivers Decisions (WSR)	147
	Table 22 Areas of Critical Environmental Concern Decisions (ACEC)	149

Table 23. Transportation Facilities Decisions (TRV).....	152
Table 24. Health and Safety (HAZ).....	154
LIST OF PREPARERS.....	156
REFERENCES	158
GLOSSARY	165

LIST OF TABLES

Table R-1	Land Ownership—Richfield Planning Area
Table R-2	Potential ACECs Not Carried Forward
Table R-3	Eligible Wild & Scenic River Segments Not Found Suitable in Approved RMP
Table 1	Consideration of Other BLM Plans and Policies
Table 2	Air Quality (AQ)
Table 3	Soil Resources (SOL)
Table 4	Water Resources (WAT)
Table 5	Vegetation (VEG)
Table 6	Cultural (CUL)
Table 7	Paleontological (PAL)-
Table 8	Visual Resources (VRM)
Table 9	Special Status Species (SSS)
Table 10	Fish and Wildlife (WL)
Table 11	Wild Horses and Burros (WHB)
Table 12	Fire and Fuels Management (FIRE)
Table 13	Non-WSA Lands with Wilderness Characteristics (WC)
Table 14	Forestry and Woodland Products (FOR)
Table 15	Livestock Grazing (GRA)
Table 16	Recreation (REC)
Table 17	Travel Management (TRC)
Table 18	Lands and Realty (LAR)
Table 19	Minerals and Energy (MIN)
Table 20	Wilderness Study Areas (WSA)
Table 21	Wild and Scenic Rivers (WSR)
Table 22	Areas of Critical Environmental Concern (ACECs)
Table 23	Transportation (TRV)
Table 24	Health and Safety (HAZ)

LIST OF APPENDICES

Appendix 1	Wild and Scenic River Suitability Recommendations
Appendix 2	303(D) List of Impaired Waters
Appendix 3	Letter from SHPO
Appendix 4	Letter from USFWS with Reference to BO
Appendix 5	Lands and Realty
Appendix 6	Wildland Fire Management
Appendix 7	Livestock Grazing Allotments
Appendix 8	Coal Resources within the Richfield Planning Area
Appendix 9	Travel Management/Route Designation Process
Appendix 10	Raptor Best Management Practices
Appendix 11	Oil and Gas Leasing Stipulations and Lease Notices
Appendix 12	Reasonably Foreseeable Development Scenario for Oil and Gas and Geothermal Resources
Appendix 13	State of Utah Letter Addressing Air Quality
Appendix 14	Committed Conservation Measures and Best Management Practices (BMPs) for Federally Listed Species
Appendix 15	Fluid Minerals Best Management Practices (BMPs)
Appendix 16	Hydraulic Considerations for Pipelines Crossing Stream Channels – Tech Note 423
Appendix 17	Utah Public Lands Study: Key Social Survey Findings for Garfield, Piute, Sanpete, Sevier, and Wayne Counties
Appendix 18	Factory Butte SRMA RMZs and Management Prescriptions
Appendix 19	Wildland Fire Resource Protection Measures and Reasonable and Prudent Measures Terms and Conditions, and Reporting Requirements Identified through Section 7 Consultation
Appendix 20	Utah Standards for Rangeland Health and Guidelines for Grazing Management

MAPS

Map 1	Richfield RMP Planning Area Surface Administration
Map 2	Non-WSA Lands with Wilderness Characteristics
Map 3	Avoidance/Exclusion Areas and Utility Corridors
Map 4	Closed Forestry and Woodland Products
Map 5	Threatened & Endangered Fish Species
Map 6	Mexican Spotted Owl Critical Habitat
Map 7	Sage Grouse Winter Habitat
Map 8	Selected Wildlife Habitat Maps
Map 9	Crucial Mule Deer Winter Habitat
Map 10	Crucial Elk Winter Habitat
Map 11	Wild Horse and Burro Management Areas
Map 12	Livestock Grazing Allotments
Map 13	Visual Resource Management Classes
Map 14	Special Recreation Management Areas
Map 15	Off-Highway Vehicle Area Designations
Map 16	Route Designations
Map 17	Sec. 203 Sales Piute County
Map 18	Sec. 203 Sales North Sanpete County
Map 19	Sec. 203 Sales South Sanpete County
Map 20	Sec. 203 Sales Sevier County
Map 21	Sec. 203 Sales Western Wayne County
Map 22	Sec. 203 Sales Eastern Wayne and Garfield Counties
Map 23	Fluid Minerals
Map 24	Salable and Non-Energy Solid Leasable
Map 25	Coal Resources with Development Potential and Existing Leases
Map 26	Recommended Mineral Withdrawals
Map 27	Suitable Wild & Scenic River- Fremont Gorge
Map 28	Areas of Critical Environmental Concern
Map 29	Wilderness Study Areas

ACRONYMNS & ABBREVIATIONS

AAP	Average Annual Precipitation
ACEC	Area of Critical Environmental Concern
ACHP	Advisory Council on Historic Preservation
ADC	Animal Damage Control
AGRC	The State of Utah’s Automated Geographic Reference Center
AML	Appropriate Management Level/Abandoned Mine Lands
AMLIS	Abandoned Mine Land Inventory System
AMP	Allotment Management Plan
AMR	Appropriate Management Response
AMS	Analysis of the Management Situation
AO	Authorized Officer
APD	Application for Permit to Drill (an oil or gas well)
APE	Area of Potential Effect
APHIS	Animal and Plant Health Inspection Service (USDA)
APP	Avian Protection Plan
ARAR	Applicable or Relevant and Appropriate Requirements
ARPA	Archaeological Resource Protection Act (of 1979)
ASCII	American Standard Code for Information Interchange
ATV	All-Terrain Vehicle
AU	Assessment Unit
AUM	Animal Unit Month
BA	Biological Assessment
BAER	Burned Area Emergency Rehabilitation
BCC	Birds of Conservation Concern
bcf	Billion Cubic Feet
bcfg	Billion Cubic Feet Gas
BHCA	Bird Habitat Conservation Area
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BMP	Best Management Practice
BO	Biological Opinion

BOR	(United States) Bureau of Reclamation
BPS	Budget Planning System
Btu	British Thermal Unit
CAA	Clean Air Act (of 1970)
CBM	See CBNG; Coalbed Methane
CBNG	Coalbed Natural Gas
CCC	Civilian Conservation Corps
CDCA	California Desert Conservation Area
CEQ	Council on Environmental Quality
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act (of 1980)
CFR	Code of Federal Regulations
CHL	Combined Hydrocarbon Lease
CIS	Cumulative Impact Score
CO	Carbon Monoxide
CO ₂	Carbon Dioxide
COA	Condition of Approval
CRMP	Cultural Resource Management Plan
CRNP	Capitol Reef National Park
CSU	Controlled Surface Use
CWA	Clean Water Act (of 1977)
CWMA	Cooperative Weed Management Area
CX	Categorical Exclusion
dB	Decibel
dBA	A-weighted Decibel
DEIS	Draft Environmental Impact Statement
DLE	Desert Land Entry
DOD	Department of Defense
DOI	(United States) Department of the Interior
DPC	Desired Plant Community
DRMP	Draft Resource Management Plan
DWFC	Desired Wildland Fire Conditions
DWR	Division of Wildlife Resources

EA	Environmental Assessment
EAR	Environmental Analysis Record
EIS	Environmental Impact Statement
EMF	Electric and Magnetic Fields
EMI	Electromagnetic Interference
EO	Executive Order
EPA	Environmental Protection Agency
EPCA	Energy Policy and Conservation Act
ERMA	Extensive Recreation Management Area
ESA	Endangered Species Act (of 1973)
ESR	Emergency Stabilization and Rehabilitation
ESRI	Environmental Systems Research Institute
FAA	Federal Aviation Administration
FCC	Federal Communications Commission
FE	Federal—Endangered
FEIS	Final Environmental Impact Statement
FERC	Federal Energy Regulatory Commission
FHWA	Federal Highway Administration
FIRE	Fire, Insurance, and Real Estate
FLREA	Federal Lands Recreation Enhancement Act
FLPMA	Federal Land Policy and Management Act (of 1976)
FMP	Fire Management Plan
FMU	Fire Management Unit
FMZ	Fire Management Zone
FO	Field Office
FOGRMA	Federal Oil and Gas Royalty Management Act (of 1982)
FOOGLRA	Federal Onshore Oil and Gas Leasing Reform Act of 1987
FPA	Fire Program Analysis
FR	Federal Register
FRCC	Fire Regime Condition Class
FT	Federal—Threatened
FY	Fiscal Year
GAP	Geographical Analysis Program

GIS	Geographic Information Systems
GPS	Global Positioning System
GRC	General Risk Categories
HFI	Healthy Forest Initiative
HFRA	Healthy Forests Restoration Act (of 2003)
HMA	Herd Management Area
HMAP	Herd Management Area Plan
HMP	Habitat Management Plan
HMRRP	Hazard Management and Resource Restoration Program
HUC	Hydrologic Unit Code
HUD	(Department of) Housing and Urban Development
IBLA	Interior Board of Land Appeals
ID	Inter-Disciplinary
IM	Instruction Memorandum
IMP	Interim Management Policy (for Lands Under Wilderness Review)
IMPROVE	Interagency Monitoring of Protected Visual Environments (Network)
IPCC	Intergovernmental Panel on Climate Change
KGRA	Known Geothermal Resource Area
KRCRA	Known Recoverable Coal Resource Area
kV	Kilovolt
LTA	Land Tenure Adjustment
LUP	Land Use Plan
LWCF	Land and Water Conservation Fund
MBTA	Migratory Bird Treaty Act (of 1918)
mcf	Thousand Cubic Feet
Mcfg	Thousand Cubic Feet Gas
MFP	Management Framework Plan (pre-FLPMA BLM land use plan)
MMS	Minerals Management Service
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MPDS	Maximum Potential Development Scenario
MSA	Management Situation Analysis
MSO	Mexican spotted owl

NAAQS	National Ambient Air Quality Standards
NAGPRA	Native American Graves Protection and Repatriation Act (of 1990)
NCA	National Conservation Area
NCRDS	National Coal Resources Data System
NEPA	National Environmental Policy Act (of 1969)
NGL	Natural Gas Liquids
NHL	National Historic Landmark
NHP	Natural Heritage Program
NHPA	National Historic Preservation Act
NL-b	Not Likely to Adversely Affect—completely beneficial
NL-d	Not Likely to Adversely Affect—discountable
NL-i	Not Likely to Adversely Affect—insignificant
NLCS	National Landscape Conservation System
NNL	National Natural Landmark
NOA	Notice of Availability (published in the Federal Register)
NOAA	National Oceanic and Atmospheric Administration
NOI	Notice of Intent (published in the Federal Register)
NOx	Nitrogen Oxides
NP	National Park
NPA	National Programmatic Agreement
NPS	National Park Service
NRA	National Recreation Area
NRCS	Natural Resources Conservation Service
NREL	National Renewable Energy Laboratory
NRHP	National Register of Historic Places
NRI	National Rivers Inventory
NSO	No Surface Occupancy (a stipulation on an oil and gas lease)
NWSRS	National Wild and Scenic River System
OHV	Off-Highway Vehicle
PAC	Protected Activity Center
PARM	Parker Mountain Adaptive Resource Management
PEIS	Programmatic Environmental Impact Statement
PFC	Proper Functioning Condition (of riparian/wetland areas)

PIF	Partners in Flight
PILT	Payments in Lieu of Taxes
PL	Public Law
PM	Particulate Matter
POD	Plan of Development
PDF	Portable Document Format
PFO	Price Field Office
PRIA	Public Rangelands Improvement Act
PRMP/FEIS	Proposed Resource Management Plan/Final Environmental Impact Statement
PSD	Prevention of Significant Deterioration
PWR	Public Water Reserve
R&I	Relevance and Importance
R&PP	Recreation and Public Purposes (Act of 1926)
RARE II	Roadless Area Review and Evaluation (1979 USFS Roadless Inventory)
RCRA	Resource Conservation and Recovery Act (1976)
RDCC	(Utah) Resource Development and Coordinating Committee
REA	Rural Electric Association
RFA	Reasonably Foreseeable Action (or Activity)
RFD	Reasonably Foreseeable Development
RFO	Richfield Field Office
RHS	Rangeland Health Standards
RIFC	Richfield Interagency Fire Center
RMA	Recreation Management Area
RMIS	Recreation Management Information System
RMP	Resource Management Plan (BLM land use plan under FLPMA)
RMZ	Recreation Management Zone
RNA	Research Natural Area
ROD	Record of Decision
ROS	Recreation Opportunity Spectrum
ROW	Right-of-Way
RS	Revised Statute
RUP	Recreation Use Permits
S&G	Standards and Guidelines

SCORP	Statewide Comprehensive Outdoor Recreation Plan
SHPO	State Historic Preservation Officer
SIP	State Implementation Plan
SITLA	(Utah) School and Institutional Trust Lands Administration
SO ₂	Sulfur Dioxide
SRH	Standards for Rangeland Health
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
SSS	Special Status Species
STSA	Special Tar Sand Area
SUFCO	Southern Utah Fuel Company
SUV	Sport Utility Vehicle
SUWA	Southern Utah Wilderness Alliance
T&E	Threatened and/or Endangered (species as per ESA of 1973)
Tcf	Trillion Cubic Feet
TCP	Traditional Cultural Property
TDS	Total Dissolved Solids
TL	Timing Limitation
TMDL	Total Maximum Daily Load
TNC	The Nature Conservancy
UDAQ	Utah Department of Air Quality
UDEQ	Utah Division of Environmental Quality
UDNR	Utah Department of Natural Resources
UDOGM	Utah Division of Oil, Gas, and Mining
UDOT	Utah Department of Transportation
UDWaR	Utah Division of Water Resources
UDWQ	Utah Division of Water Quality
UDWR	Utah Division of Wildlife Resources
UEO	Utah Energy Office
UGS	Utah Geological Survey
URA	Unit Resource Analysis
URC	Utah Rivers Council
USA-ALL	Utah Shared Access Alliance

U.S.C.	United States Code
USDA	United States Department of Agriculture
USDI	United States Department of the Interior
USDOE	United States Department of Energy
USFS	United States Forest Service
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey
USU	Utah State University
VOC	Volatile Organic Compound
VQO	Visual Quality Objective
VRI	Visual Resource Inventory
VRM	Visual Resource Management
WAFWA	Western Association for Fish and Wildlife Agencies
WIA	Wilderness Inventory Area
WMA	Wildlife Management Area
WO	Washington Office (of BLM)
WSA	Wilderness Study Area
WSR	Wild and Scenic River
WUG	Western Utility Group
WUI	Wildland Urban Interface

RECORD OF DECISION

A. INTRODUCTION

This Record of Decision (ROD) approves the Bureau of Land Management's (BLM's) proposal to manage the public lands within the Richfield Field Office (RFO) as presented in the attached Resource Management Plan (RMP). This RMP was described as the Proposed Plan in the August 2008 Proposed Richfield 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 RFO 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 [USC] 1712 [a]). The BLM has determined it is necessary to revise existing land-use plans (LUP) and prepare a new RMP for the RFO based on a number of new issues that have arisen since preparation of the existing plans. In general, the purpose of this RMP is to provide a comprehensive framework for public land management within the RFO and its allocation of resources pursuant to the multiple-use and sustained yield mandate of FLPMA. In addition, the purpose of this plan revision is as follows:

- To consolidate the existing land use plans and their amendments.
- To reevaluate, 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.
- To resolve multiple-use conflicts or issues between resource values and resource uses. The resulting Approved RMP will establish consolidated guidance and updated goals, objectives, and management actions for the public lands in the decision area. The Approved RMP will be comprehensive in nature and will address issues that have been identified through agency, interagency, and public scoping efforts.
- To disclose and assess the direct, indirect, and cumulative impacts of the reasonably foreseeable future actions resulting from the management actions in the Approved RMP and draft alternatives pursuant to the requirements of the National Environmental Policy Act (NEPA), its implementing regulations, and other applicable laws.

Need

A revision to the Forest Management Framework Plan (MFP), approved in 1977; Mountain Valley MFP, approved in 1982; Henry Mountain MFP, approved in 1982; Parker Mountain MFP, approved in 1982; Cedar-Beaver-Garfield-Antimony RMP, approved in 1986; and San Rafael RMP, approved in 1991, is necessary because there have been significant alterations in

light of new information and changed resources. Circumstances and policies relevant to the future management of public lands and allocation of resources under the multiple-use and sustained yield mandate have also changed.

Through a formal evaluation completed in February 2001, the BLM identified the need, or in some cases, the requirement, to revise the six existing Land Use Plans (LUPs) dated 1977-1991. Since completion of these LUPs, considerable changes have occurred within the planning area. Heightened public awareness, increased public demand for use of the lands, and increases in conflict between competing resource values and land uses continue to challenge the BLM's management goals and objectives. The RFO is facing a variety of issues that affect local communities, regional and state interests, and the health of the public lands. Given the nature of the issues that face the RFO and the overlap between federal, tribal, state, and local jurisdictions, the RFO will combine the six existing LUPs into one planning document—the Richfield Field Office Approved RMP.

A number of new issues (such as new federal species listings), higher levels of controversy concerning existing issues, and new (unforeseen) public land uses and concerns have arisen over the years. These issues were not included or were not adequately addressed in the existing plans. These and other selected examples of new data, new and revised policies, and emerging issues and changing circumstances demonstrate the need to revise the existing plans.

Richfield Planning Area

The planning area, located in south-central Utah, includes all of Piute, Sanpete, Sevier, and Wayne counties and portions of Garfield and Kane counties, an area totaling 5.4 million acres (Map 1). The 21,500 acres of Kane County within the planning area lie entirely within Glen Canyon National Recreation Area (NRA) so no decisions within this Approved RMP will affect those lands. This ROD addresses the management of 2.1 million acres of public land surface and an additional 3 million acres of mineral estate, (95,000 acres of federal mineral estate for which the surface estate is not owned by the federal government) and an additional 2,082,865 acres of mineral estate for which the surface is managed by other federal agencies including the United States Forest Service (USFS) and the National Park Service (NPS). On lands managed by other federal agencies, leasing of federal minerals is subject to management as directed by the surface managing agency, and the decisions of this Approved RMP will pertain only to the BLM's role in administering the minerals. Approved RMP decisions apply only to BLM-administered public lands and resources.

Table R-1 summarizes the surface land ownership within the planning area. In this document, the term “planning area” applies to all lands within the five-county area, regardless of surface ownership.

Table R-1 Land Ownership—Richfield Planning Area

Ownership	Acres	Percentage of Planning Area
Public lands (BLM-administered)	2,128,200	39
National forests	1,476,400	27
National parks and recreation areas	608,500	11
Private	803,600	15
Utah School and Institutional Trust Lands Administration (SITLA)	385,300	7
Other state, county, city, wildlife, park, and outdoor recreation areas	36,700	1
Tribal lands	1,200	<1
Total	5,439,900	100

B. OVERVIEW OF THE ALTERNATIVES

Five alternatives, including a No Action Alternative, were analyzed in detail in the Richfield Draft RMP/EIS (USDI-BLM 2007) and in the Proposed RMP/FEIS (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 decisions 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 resources and resource uses, so program goals were met in using a variety of approaches across the alternatives. However, each alternative allowed for some level of support of all resources and uses present in the planning area. The alternatives differ in how fast the goals would be met, the degree to which they would be met, the emphasis placed on certain programs and activities, and whether active or passive management would occur. Management scenarios for programs not tied to major planning issues and/or mandated by law often contain minor or no differences in management between alternatives.

Alternatives Considered in Detail

Alternative N (the No Action Alternative) is the continuation of the Forest Management Framework Plan (MFP), approved in 1977; Mountain Valley MFP, approved in 1982; Henry Mountain MFP, approved in 1982; *Parker Mountain MFP*, approved in 1982; *Cedar-Beaver-Garfield-Antimony RMP*, approved in 1986 and *San Rafael RMP*, approved in 1991, and is

provided as a baseline for comparison. Alternative D 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, to include protecting all non-WSA lands BLM found to have wilderness characteristics. Alternative C is similar to Alternative D, but does not offer specific management to protect non-WSA lands with wilderness characteristics. Alternative A emphasizes commodity development, provides the greatest economic benefit from mineral development, and imposes the fewest restrictions on public land uses. Alternative B, (the Preferred Alternative in the Draft RMP/EIS and largely the baseline for the Proposed Plan in the PRMP/FEIS) best achieves a balance between environmental protection and use of public land resources. General overviews of these alternatives and comparisons among them are provided below.

Alternative N is referred to as the No Action Alternative. This alternative would have continued present management practices defined in the six existing land use plans and the emergency off highway vehicle (OHV) restriction order at Factory Butte. Direction contained in existing laws, regulations, and policies would have continued to be implemented, sometimes superseding provisions of the existing plans. Alternative N was not selected because it does not meet the purpose and need for the management of public lands under the jurisdiction of the Richfield Field Office. The decisions in the 1977, 1982, 1986, and 1991 MFPs and RMPs 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 plans do not address many recent issues, nor do they address the increased levels of controversy some existing issues are facing. SSS, including threatened and endangered species (T & E), are not fully addressed within the parameters of Alternative N. Alternative N designates 1,636,400 acres as open to OHV use. This large open acreage within the planning area results in unacceptable resource damage which is contrary to BLM policy. The No Action Alternative would continue the designation of the four existing ACECs, but does not evaluate new ACECs. In addition, this alternative does not recommend suitable wild and scenic river segments, or consider non-WSA lands with wilderness characteristics to protect, preserve and maintain their wilderness characteristics.

Alternative A emphasized commodity production and human activities, which would be less constrained in Alternative A than in other alternatives. Alternative A designates no areas as ACECs, no suitable Wild and Scenic River segments, and manages no areas to preserve, protect, or maintain their wilderness characteristics outside of WSAs. Other than Alternative N, Alternative A provides more opportunities for motorized recreation, is the least restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). Alternative A does not provide sufficient restrictions on uses to protect important natural resources. For these reasons, this alternative did not achieve the proper balance between resource protection and resource use which would enhance resource use and conditions. The rationale for not selecting Alternative A is outlined below for the major management actions.

Lands and Realty- Utility Corridors: In Alternative A, 446,900 acres (all within WSAs) are managed as exclusion areas for rights-of-way (ROW) and no acres are managed as avoidance areas for ROWs. The exclusion areas for WSAs are non-discretionary, and not sufficient to adequately protect the important natural resources identified within the planning area. In

particular, the limited exclusion areas and lack of avoidance areas in Alternative A are insufficient to protect highly sensitive visual resources, outstandingly remarkable values attributed to suitable wild & scenic rivers (WSR) not carried forward under this alternative, heavily used recreation areas and the relevant and important values of potential ACECs also not designated under this alternative.

Livestock Grazing: Alternative A allows grazing on 36,950 acres identified as having conflicts with wildlife, SSS, riparian habitat, watershed health and recreation. Alternative A was not selected because these issues would remain unresolved.

Minerals: Alternative A manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable to leasing – 446,900 acres (all non-discretionary since it is entirely within WSAs); No Surface Occupancy (NSO) – 0 acres; Timing Limitations/Controlled Surface Use (CSU) -820,500 acres; Open (subject to standard terms and conditions) – 860,600 acres. Alternative A is the least restrictive to oil and gas leasing and other surface disturbing activities. Alternative A 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 resources identified within the planning area. In particular, the NSO acreage in Alternative A is not sufficient to protect highly sensitive visual resources, heavily used recreation areas, outstandingly remarkable values and associated with wild and scenic rivers (WSR), and relevant and important values associated with ACECs not designated under this alternative.

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

Recreation: Alternative A establishes five Special Recreation Management Areas (SRMAs) totaling 514,500 acres to emphasize mostly motorized activities and some dispersed recreation. In Alternative A, there is no SRMA management for increasingly popular recreation areas needing resource protection such as the Henry Mountains or the Capitol Reef Gateway. As a result, recreation use and opportunities would not be proactively managed resulting in continued degradation of the resources in these areas.

Travel Management: Alternative A designates no acres as closed to OHV travel, and leaves 449,000 acres open to cross country OHV use in 18 separate areas. These 449,000 acres (21 percent of the RFO) where cross country travel would be allowed could result in degradation to soils, vegetation, cultural, visual, and wildlife resources. While this alternative accommodates many motorized travel opportunities, it conflicts with areas used for primitive recreation and thus does not provide a travel plan that meets the needs of all recreational users.

Special Designations – ACECs: Alternative A does not designate any of the 16 areas determined to have relevant and important values as ACECs. The management decisions detailed under Alternative A are not sufficient to protect some of the relevant and important values of these potential ACECs especially North Caineville Mesa and Old Woman Front and would allow potential oil and gas leasing, livestock grazing, and harvesting of woodland products under

Alternative A. This alternative would not protect relict vegetation which is a relevant and important value.

Special Designations – Wild and Scenic Rivers: Alternative A recommends none of the eligible river segments as suitable for potential designation as Wild and Scenic Rivers. As a result, Alternative A would not provide protection to many of the river segments found to have outstandingly remarkable values. For example, surface disturbing activities would be allowed in the Fremont Gorge which could degrade the scenic values.

Wildlife: Alternative A provides the least protection for wildlife habitats. Alternative A uses the least amount of areas for various species and provides the minimum in timing limitations. The timing limitations imposed in Alternative A are shorter and cover less acreage than in any other alternative. Alternative A provides no special management for Henry Mountain bison or mule deer, would implement no restrictions on surface disturbing activities in crucial bighorn sheep habitat, and would provide a quarter mile buffer around greater sage-grouse leks for only part of the year. Alternative A does not provide sufficient protection for wildlife habitats.

In summary, 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 B was selected as the BLM's Preferred Alternative in the Richfield Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/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 DRMP/DEIS, Alternative B was modified to become the Proposed RMP and analyzed in the Final EIS. With minor adjustments and clarification, upon signature of this ROD, it becomes the Approved RMP.

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

Lands and Realty - Utility Corridors: Alternative C would manage the following as right of way (ROW) avoidance or exclusion areas: WSAs, ACECs, Suitable WSR corridors, areas unavailable to oil and gas leasing, and areas open to oil and gas leasing with no surface occupancy (NSO) stipulations. Managing with major restrictions on BLM ROWs for pipelines,

roads and power lines could severely and unnecessarily limit development of and access to existing oil and gas leases as well as restrict the development of other necessary infrastructure.

Livestock Grazing: Alternative C would permit no domestic sheep and goat grazing in bighorn sheep habitat throughout the lands managed by the RFO, subject to existing livestock grazing permits. However, removing the entire RFO bighorn sheep habitat from domestic sheep and goat grazing is overly restrictive because it is not necessary in order to solve the domestic sheep/wildlife conflict.

Minerals: Alternative C manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable to Leasing – 586,300 acres; NSO – 148,700 acres; Timing Limitations/CSU – 901,100 acres; Open (subject to standard terms and conditions) - 491,900 acres. Alternative C is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas. Compared to Alternative D, this alternative has the least amount of acreage open to oil and gas leasing. Thirty five percent of the RFO would be essentially unavailable to oil and gas development and other surface disturbing activities through Unavailable and No Surface Occupancy stipulations. The timing and controlled surface use stipulations in Alternative C would add another 42 percent of the RFO 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 77 percent of the RFO would be subject to restrictions above standard terms and conditions for development.

The Energy Policy and Conservation Act provides policy directing BLM to minimize impediments to oil and gas leasing and development, and this alternative does not meet these objectives.

Non-WSA Lands with Wilderness Characteristics: Alternative C does not manage any acres to protect, preserve, and maintain their wilderness characteristics. Therefore, all the wilderness values identified in these areas could be potentially adversely affected.

Recreation: Alternative C establishes four SRMAs which are managed to highlight dispersed recreation. Alternative C does not provide for the OHV recreational activities known to occur in the planning area nor for the businesses that depend upon these activities. Recreational activities are focused on non-motorized recreation and do not provide adequate management or give priority to motorized activities.

Travel Management: Alternative C designates no areas for open OHV use, and therefore does not meet the needs of all recreational users, such as cross country motorized travel. Alternative C closes 32 percent of the field office to OHV use. The Richfield planning area is well known for OHV recreational opportunities.

Special Designations – Areas of Critical Environmental Concern: Alternative C designates all 16 areas determined to have relevant and import values as ACECs. Management of 14 of these potential ACECs in Alternative C is unnecessary to protect the relevant and important values. For example, the Bull Creek Archeological ACEC's relevant and important value of cultural

resources would be protected by existing laws, rules, regulations, best management practices, as well as other management decisions (for example: NSO stipulation, limiting travel management, etc.) without designating the area as an ACEC. Furthermore, the publicity associated with designation of cultural ACECs may actually increase looting and vandalism. In addition, many ACECs overlap WSAs where the relevant and important values are already protected through *Interim Management Policy for Lands under Wilderness Review* (IMP) management. The multiple special designation layering is duplicative and unnecessary.

Special Designations – Wild and Scenic Rivers: Alternative C recommends as suitable all 12 river segments found eligible for potential designation as WSRs. However, most of the outstandingly remarkable values would be protected by alternative or other protection methods, thus avoiding unnecessary layering of designations. Approximately 35 miles of this segment are in the Dirty Devil and Fiddler Butte WSAs and 48 miles are in the Dirty Devil SRMA. Wilderness management through the *Interim Management Policy* (IMP), and management actions associated with the Dirty Devil SRMA would provide protection to the segment's outstandingly remarkable values. Dirty Devil SRMA management actions include providing recreational experiences complementary with the remote and scenic nature and other resource values of the area (i.e. outstandingly remarkable value of Class A scenery) in an unmodified and natural appearing environment with very low interaction or evidence of other users. Recreational activities will be limited if they conflict with resources (i.e. outstandingly remarkable value of Class A scenery). In addition, the BLM land within this segment is VRM Class I (35 miles) or II (19 miles), which would also protect the scenic and other outstandingly remarkable values. Other river segments found suitable in Alternative C include scenery as an outstandingly remarkable value. Scenery and river related non-motorized recreational activities, especially non-boating activities, are more amenable for management by other means, such as SRMAs and WSAs where they overlap with the river segments. As a consequence, Alternative C would impose unnecessary restrictions with no additional management protections that are not otherwise available through existing or alternative management options.

Wildlife: Alternative C provides the maximum protection for wildlife habitats by using the most inclusive habitats for various species. In addition, Alternative C is restrictive to uses within these broader habitats. For example, 142,000 acres of deer and elk crucial winter range plus 189,000 acres of crucial bison habitat would be closed to all OHV use. There would be no exceptions, waivers and modifications granted to the Timing Limitation/CSU for wildlife habitat protection, thus limiting energy and mineral development on 901,100 acres. Such restrictions are not in compliance with the Energy Policy Conservation Act because they would not provide reasonable access or minimize impediments to oil and gas leasing and development as Congress directed; such restrictions are also more than necessary for sustaining the species.

In summary, this alternative would not provide adequate or balanced consideration of existing uses such as motorized recreational activities, economic land uses such as rights-of-way, energy corridors, or access to mineral development. Adoption of this alternative could also preclude the consideration of possible future development of renewable energy resources. This Alternative is inconsistent with existing state and local plans; conflicts with the intent of federal legislation including Energy Policy Conservation Act and the Energy Policy Act, and it does not give adequate consideration to local needs, customs and culture.

Alternative D is the environmentally preferable alternative and 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 all other alternatives. Compared to all alternatives, Alternative D protects the most land area for sensitive resources, and designates the most ACECs, WSRs, and non-WSA lands with wilderness characteristics. It is also the most restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). Although Alternative D is the environmentally preferable alternative, there are many uses that are overly restricted by the decisions in this alternative. The rationale for not selecting Alternative D is outlined below for the major management actions.

Lands and Realty - Utility Corridors: Alternative D would manage the following as ROW avoidance or exclusion areas: WSAs (non-discretionary), non-WSA lands with wilderness characteristics, ACECs, suitable WSR corridors, areas unavailable to oil and gas leasing, and areas open to oil and gas leasing with NSO stipulations. Managing with major restrictions on BLM ROWs for pipelines, roads and power lines could severely limit development of and access to existing oil and gas leases as well as restrict the development of other necessary infrastructure.

Livestock Grazing: Alternative D would permit no domestic sheep and goat grazing in bighorn sheep habitat throughout the lands managed by the RFO, subject to existing livestock grazing permits. However, removing the entire RFO bighorn sheep habitat to solve the domestic sheep/wildlife conflicts is overly restrictive because it is not necessary.

Minerals: Alternative D manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable to Leasing – 1,160,500 acres; NSO – 43,300 acres; Timing Limitations/CSU – 634,000 acres; Open (subject to standard terms and conditions) - 290,200 acres. Alternative D is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas. This alternative has the least amount of acreage open to oil and gas leasing. The acreage included in the Closed and NSO stipulation areas totals 57 percent of the acreage in the RFO that would be essentially unavailable to oil and gas development and other surface disturbing activities. The timing and controlled surface use stipulations in Alternative D would add another 30 percent of the RFO 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 87 percent of the RFO would be subject to restrictions above standard terms and conditions for development. The Energy Policy and Conservation Act provides policy directing BLM to minimize impediments to oil and gas leasing and development, and this alternative does not meet these policy objectives.

Non-WSA Lands with Wilderness Characteristics: Alternative D manages 682,600 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. In addition, 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 D have conflicts

with high development potential areas for mineral and energy development. Some of this acreage is also currently leased for energy and mineral development, thereby making it impractical to protect the wilderness characteristic values. Management of all the non-WSA lands with wilderness characteristics in Alternative D is overly restrictive on other resources and uses of the public lands.

Recreation: Alternative D establishes seven SRMAs which are to be managed to highlight mostly primitive and semi-primitive recreation with some dispersed recreation. The Richfield planning area is well known for OHV recreational opportunities including opportunities for cross country travel. The emphasis on primitive recreation ignores OHV user opportunities in more than 55 percent of the field office area. Alternative D does not provide for the OHV recreational activities known to occur in the planning area nor for the businesses that depend upon these activities.

Travel Management: Alternative D closes 1,155,200 acres of the public land to vehicle access and OHV use; designates no areas for open OHV use, and therefore does not meet the needs of all recreational users because it would unnecessarily limit access on more than 54 percent of the field office.

Special Designations – Areas of Critical Environmental Concern: Alternative D designates all 16 areas determined to have relevant and important values as ACECs. Management of 14 of these potential ACECs is unnecessary to protect the relevant and important values. For example, the Bull Creek Archeological ACEC's relevant and important values of cultural resources would be protected by existing laws, rules, and regulations, best management practices, as well as other management decisions (e.g. NSO stipulation, limiting travel management, etc.) without designating the area as an ACEC. Furthermore, the publicity associated with designation of cultural ACECs may actually increase looting and vandalism. In addition, many ACECs overlap WSAs where the relevant and important values are already protected through Interim Management Policy management. The multiple special designation layering is duplicative and unnecessary where relevant and important values are protected through IMP management.

Special Designations – Wild and Scenic Rivers: Alternative D recommends as suitable all 12 river segments found eligible for potential designation as WSRs. Most of the outstandingly remarkable values are protected by management prescriptions already in place. For example, the entire Dirty Devil segment is wholly within the Dirty Devil and Fiddler Butte Wilderness Study Areas (WSA) or the Dirty Devil SRMA. Approximately 35 miles of this segment are in the Dirty Devil and Fiddler Butte WSAs and 48 miles are in the Dirty Devil SRMA. Wilderness Study Area management through the Interim Management Policy (IMP) and management prescriptions associated with the Dirty Devil SRMA would provide protection to the segment's outstandingly remarkable values. In addition, the BLM land within this segment is visual resource management (VRM) Class I (35 miles) or II (19 miles), which would also protect the scenic and other outstandingly remarkable values. Other river segments found suitable in Alternative D include scenery as outstandingly remarkable values. Scenery and non-motorized recreational activities, especially non-boating activities, are more amenable for management by other means, such as SRMAs, WSAs, where they have been designated, and non-WSA lands with wilderness characteristics where they overlap with the river segments. As a consequence, Alternative D

would impose unnecessary restrictions that provide no additional management protections that are not otherwise available through existing or alternative management options.

Wildlife: Alternative D provides the maximum protection for wildlife habitats by using the most expansive habitats for various species for their protection. In addition Alternative D is the most restrictive to uses within these broader habitats. For example, 258,000 acres of deer and elk crucial winter range plus 207,000 acres of crucial bison habitat would be closed to all OHV use. There would be no exceptions, waivers and modifications granted to the Timing Limitation/CSU for wildlife habitat protection, thus limiting energy and mineral development on 634,000 acres. The Energy Policy and Conservation Act provides policy directing BLM to minimize impediments to oil and gas leasing and development, and this alternative does not meet these objectives; such restrictions are also more than what is needed to sustain the species.

In summary, like Alternative C, this alternative would not provide adequate or balanced consideration of existing uses such as motorized recreational activities, economic land uses such as rights-of-way, energy corridors, or access to mineral development. Adoption of this alternative could also preclude the consideration of possible future development of renewable energy resources. This Alternative is inconsistent with existing state and local plans; conflicts with the intent of federal legislation including the 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 Detailed Analysis

This section provides a summary of four alternatives the BLM considered but eliminated from detailed analysis, as well as the reasons for not analyzing them in detail.

No Grazing Alternative

An alternative that proposes to make the entire RFO unavailable for grazing would not meet the purpose and need of this Approved RMP. NEPA requires that agencies study, develop, and describe appropriate alternatives to recommended courses of action in any proposal that involves unresolved conflicts concerning alternative uses of available resources. No issues or conflicts have been identified during this land use planning effort that require the complete elimination of grazing within the planning area for their resolution. Where appropriate, removal of livestock and adjustments to livestock use have been incorporated in this planning effort. Because the BLM has considerable discretion through its grazing regulations to determine and adjust stocking levels, seasons-of-use, and grazing management activities, and to allocate forage to uses of the public lands in RMPs, the analysis of an alternative to entirely eliminate grazing is not needed.

An alternative that proposes to make the entire planning area unavailable for grazing would also be inconsistent with the intent of the Taylor Grazing Act, which directs the BLM to provide for livestock use of BLM lands; 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.

FLPMA requires that public lands be managed on a “multiple use and sustained yield basis” (FLPMA 43 United States Code [U.S.C.] Section 302 (43 U.S.C. 1732)(a) and Section 102 (43

U.S.C. 1701)(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 in the entire planning area would be arbitrary and would not meet the principle of multiple use and sustained yield.

Livestock grazing is and has been an important use of the public lands in the planning area for many years and is a continuing government program. The CEQ guidelines for compliance with NEPA require that agencies analyze the “No Action Alternative” in all EISs (40 CFR 1502.14(d)). For the purposes of this NEPA analysis, the “no action alternative” is to continue the status quo, which includes livestock grazing. For this reason and those stated above, the RFO dismissed a no grazing alternative for the entire planning area from further consideration in this Approved RMP.

No Leasing Alternative

During scoping and/or the comment period for the DRMP/DEIS, it was suggested that the BLM address a “No-Leasing Alternative” because the “No-Leasing Alternative” is the equivalent of the “No Action Alternative” that must be analyzed in all EISs.

The “No-Leasing Alternative” in an RMP revision is actually an action alternative because where lands have already been leased, the no-action for NEPA purposes continues to allow for (honor) valid existing rights. Proposing a “No-Leasing Alternative” would require revisiting existing leases and either buying them back from the 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 principal use of the public lands in the RFO. Leasing 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.

NEPA (Section 102 (E)) 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 that require the complete elimination of oil and gas leasing within the planning area for their resolution. The BLM’s Land Use Planning Handbook (BLM Manual Rel. 1-1693, Appendix C, item H) requires that LUPs identify areas as open or unavailable for leasing.

Given the potential range of decisions available in the DRMP/DEIS, the analyzed alternatives include no leasing for certain areas; but a field office-wide “No-Leasing Alternative” is not necessary to resolve issues and protect other resource values and uses.

As mentioned above, a “No-Leasing Alternative” should not be confused with the “No Action Alternative” for purposes of NEPA compliance. Leasing and No Leasing on the public lands has previously been analyzed in several NEPA documents. In 1973, the Department of the Interior (USDI) 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 *Richfield Oil and Gas Program Environmental Analysis Record (EAR), 1975–76*, which addressed oil and gas leasing for the public lands in the RFO area. Alternatives again included the No Action or “No Leasing” alternative. The outcome was a category system for leasing that categorized all public and United States Forest Service (USFS) lands into four groups: 1) open to leasing with standard lease stipulations, 2) Special Stipulations to address special concerns, 3) NSO and 4) No Leasing. Since completion of the EAR in 1975–76, oil and gas leasing in the RFO has been an ongoing federal program under the established categories.

The CEQ (Section 1502.14(d) of NEPA) requires the alternatives analysis in an EIS to “include the alternative of no action” 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. The second interpretation would be to construct an alternative that is based on no management at all and 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, for the RFO DRMP/EIS, 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 *Mountain Valley MFP* (1982), the *Henry Mountain MFP* (1982), the *Parker Mountain MFP* (1982), the *Cedar-Beaver-Garfield-Antimony RMP* (1986), the *Forest MFP* (1977), and the *San Rafael RMP* (1991), as well as subsequent plan amendments.

Livestock Grazing Adjustments Alternative

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

BLM policy regarding adjustments to the levels of livestock use authorized is to monitor and inventory range conditions under existing stocking levels and make adjustments to livestock use as indicated by this data to help assure that the Utah Standards for Rangeland Health and resource objectives are met. Regulations at 43 CFR 4130.3 require that the terms and conditions under which livestock are authorized “ensure conformance with the provisions of subpart 4180” (Utah Standards for Rangeland Health and Guidelines for Grazing Management) 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 RFO 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 is an implementation decision (H-1610-1, Appendix C, page 15). BLM range condition according to the Utah Standards for Rangeland Health and Guidelines for Grazing Management 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 Standards for Rangeland Health and Guidelines for Grazing Management are implemented through a proposed decision in accordance with 43 CFR 4160. These decisions determine the exact levels of use by livestock in conformance with the LUP and to meet resource objectives and maintain or enhance land health. For these reasons the Livestock Grazing Adjustments alternative has been dismissed from further consideration in this LUP revision.

SUWA Alternative

In November 2003, the Southern Utah Wilderness Alliance (SUWA) submitted to the BLM an outline and map for an RMP alternative. It divided the lands managed by the RFO into management zones and provided brief prescriptions for managing each zone. While it provided an outline for management, it fell short of a fully developed alternative because it did not address and attempt to resolve the issues rose during scoping nor the multiple laws, regulations, and policies that BLM must consider in developing an RMP. Consequently, the SUWA Alternative does not meet the purpose and need for this plan revision, and it is largely inconsistent with the FLPMA's multiple use sustained yield mandate. For these reasons, the RFO dismissed the SUWA Alternative from further consideration in this PRMP/FEIS. However, elements of it are included in Alternatives C and D.

C. RESULTS OF PROTEST PERIOD

The BLM received 18 protest letters with standing during the 30-day protest period provided for the proposed land use plan decisions contained in the Richfield Proposed RMP/Final EIS in accordance with 43 CFR Part 1610.5-2. Of these, 15 presented valid protest points. Protesting parties with valid protests included:

Eight letters from organizations: Western Watersheds Project, Inc.; Wayne County, Garfield County, Town of Hanksville, Connie Foutz, Don Foutz, Forrest Sims, Mona Rae Sims, John Jackson, David Loyens, Utah Shared Access Alliance; National Outdoor Leadership School; Utah Rock Art Research Association; Colorado Plateau Archaeological Alliance; ECOS Ecological Service; Utah Rivers Council; Southern Utah Wilderness Alliance, The Wilderness Society (TWS), Grand Canyon Trust, Sierra Club – Utah Chapter, Public Employees for Environmental Responsibility (PEER) – Southwest Chapter, Center for Native Ecosystems, Glen Canyon Institute, Red Rock Forests, Great Old Broads for Wilderness.

Seven letters from individuals: Judy Hopkins; Robert and Arlene Glover; Kim Peterson and Cindy Shumway; Robert Emrich; Randy Ramsley; Toni Thiriot; Chris, Liz, and Keith Montague and Winston and Deanne Thomas (all five signatures on one letter).

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 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. One of the protest letters resulted in a modification to the FLPMA Section 203 land sale list in the Approved RMP. In addition, minor adjustments and clarifications were made and have been explained in the *Notice of Modification and Clarification* section later in this ROD.

D. THE DECISION

The decision is hereby made to approve the attached RMP as the Approved Resource Management Plan (RMP) for management of public lands that are administered by the BLM's Richfield Field Office (see Approved RMP). The Approved RMP replaces public land decisions in the six Land Use Plans (LUPS) and subsequent amendments:

- Forest Management Framework Plan (MFP) (1977)
- Mountain Valley MFP (1982)
- Henry Mountain MFP (1982)
- Parker Mountain MFP (1982)
- Cedar-Beaver-Garfield-Antimony Resource Management Plan (RMP) (1986)
- San Rafael RMP (1991).

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

The Approved RMP is nearly identical to the Proposed RMP presented in the Proposed RMP/Final EIS. Management decisions and guidance for public lands under the jurisdiction of the Richfield Field Office are presented in the Approved RMP. All decisions covered by the

ROD are either land use planning decisions or implementation decisions, and are effective upon signature of the ROD.

The Approved RMP emphasizes an appropriate multiple-use balance of protection and restoration of the natural and cultural resources while providing for resource use, extraction, and enjoyment. The Approved RMP is considered the appropriate plan of action when taking into consideration the social, economic, and natural environment. The Approved RMP supports the six broad policy goals for all Federal plans, programs, and policies:

- Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
- Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
- 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;
- Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
- 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 available 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 management decisions in the Approved RMP are to:

- Designate two Areas of Critical Environmental Concern (ACECs) and manage them according to the special management prescriptions identified for each area.
- Designate one river segment, the Fremont Gorge on the Fremont River, with a wild tentative classification, as suitable for consideration as part of the National Wild and Scenic River system, and manage this segment to protect the free flowing nature and outstandingly remarkable values.
- Protect, preserve and maintain 78,600 acres of non-WSA lands with wilderness characteristics in 12 areas.
- Conduct proactive cultural resource inventories under Section 110 of the National Historic Preservation Act.
- Place BLM-administered lands in fire management categories.
- Designate areas as Limited, Closed, or Open to off-highway vehicle use:
 - Designate 1,908,210 acres as limited to off-highway vehicle use,
 - Designate 209,900 acres as closed to off-highway vehicle use, and
 - Designate 9,980 acres in four areas as open to cross country off-highway vehicle use.
- Determine which lands are available or unavailable to mineral leasing:
- Make an estimated 1.7 million acres of the 2.1 million acres of federal mineral estate available for oil and gas leasing:
- An estimated 608,700 acres will be available for oil and gas leasing under standard lease terms;
- An estimated 917,500 acres available subject to Controlled Surface Use or Timing Limitation stipulations; and
- An estimated 154,500 acres available subject to No Surface Occupancy (NSO) stipulations.
- Make approximately 447,300 acres unavailable for oil and gas leasing
- Recommend withdrawal of approximately 21,500 acres from locatable mineral entry.
- Designate five Special Recreation Management Areas (SRMAs) and identify special recreational management zones for the Factory Butte SRMA.
- Manage the 11 Wilderness Study Areas as VRM Class I and either closed or limited to designated roads and trails (ways) for OHV use.
- Designate the following VRM classes:
 - Class I: 446,900 acres
 - Class II: 249,800 acres
 - Class III: 393,100 acres
 - Class IV: 1,038,200 acres.

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

What the Decision/RMP Does Not Provide

The Approved RMP does not contain decisions for the mineral estates of land administered by the BLM Richfield Field Office for Forest Service lands located in the planning area, for lands under the jurisdiction of other Federal agencies, or for private or State-owned lands and minerals.

RMP decisions apply only to BLM managed lands, as shown on Map 1 included in the Approved RMP.

- The Approved RMP does not affect valid existing rights.
- The Approved RMP does not create new wilderness or WSAs.
- The Approved RMP does not supersede Interim Management Policy for Lands under Wilderness Review (IMP) management for WSAs.
- The Approved RMP does not affect previous withdrawals (154,700 acres).
- 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 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.
- Does not affect terms of existing leases; existing special recreation permits, or other existing permits issued by the BLM.
- The RMP does not rescind the Factory Butte OHV Restriction Order (September 2006). Regardless of the OHV designations in the Approved RMP, the OHV use restrictions set forth in the September 2006 order will remain in effect until the determinations required by the regulation have been met (i.e. infrastructure in place and a monitoring program enacted to protect threatened and endangered cacti and the Factory Butte OHV Restriction Order has been formally rescinded by the authorized officer).

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

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

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

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

IMPLEMENTATION DECISIONS

While the OHV area decisions and route designations 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 Proposed RMP/Final EIS are implementation decisions. All area designations and route designations described in the *Travel Management* section of the Approved RMP and identified on Maps 15 and 16 are effective upon issuance of this Record of Decision.

The Approved RMP for the RFO identifies 1,908,210 acres as limited to designated routes, requiring the need to develop route designations to further identify the specific routes that will be available for motorized off-highway vehicle (OHV) use. A route inventory of the existing routes was developed to provide a baseline to begin the route designation process. Designation of motorized vehicle routes for the Approved RMP was undertaken addressing each route's purpose and need and weighing the purpose and need against the decisions and criteria for route designation and vehicle use identified in the Approved RMP. Routes were not designated in the Approved RMP where it was determined that the routes do not meet the purpose and need of the RMP or where resource conflicts outweighed the purpose and need.

Over 30 interdisciplinary team meetings were held, which included BLM staff specialists and representatives of Sanpete, Sevier, Piute, Wayne and Garfield Counties, to evaluate all the routes inventoried within the planning area. About 4,622 miles of routes were inventoried as baseline and considered for designation. Each route was evaluated for purpose and need and resource conflicts. Duplicative or abandoned routes were evaluated for closure in an effort to reduce route density. These included abandoned seismic routes or locations where a route had been realigned and the duplicative route was no longer needed. Environmental sensitivity of the areas surrounding the route was considered, including but not limited to SSS, wildlife habitat sensitivity, riparian areas, soils, Wilderness Study Areas (WSA) and other special designations. Management objectives for the area, access needs, and potential for user and resource conflicts were considered, as well as consistency with motorized use of routes on adjacent federal (USFS/NPS/BLM), state and private lands. Seasonal closures and size/width restrictions were considered to address resource concerns and for consistency with adjacent route designations such as those associated with the Paiute and Great Western Trail systems. Comments received on the Draft RMP were also considered and corrections and adjustments made in response to the comments, such as errors in the data and consistency with adjacent lands. This entire process resulted in the Travel Management Route Designations included in the Approved RMP.

A total of 345 miles of routes were determined to not meet the purpose and need of the RMP or were determined to have resource conflicts that outweighed the purpose and need for the route. Therefore, these 345 miles of routes are not designated for motorized travel. Many of these routes were abandoned and no longer receiving use. The identified resource conflicts resulting in route closures were: SSS, non-motorized recreation, riparian, soils, wilderness values, wildlife, and public safety. For example, in areas of known habitats for SSS, such as the Factory

Butte and Notom Road areas, approximately 23 miles of routes were closed where impacts have occurred or significant disruption to the species or habitat will be expected from continued motorized use. Through coordination with the adjoining National Parks, National Recreation Area and Forest Service, some routes were closed where they could result in unauthorized motorized use within these adjacent federal lands. Some routes were identified as closed due to conflicts with private lands. The route evaluation process resulted in the designation of 3,739 miles of designated routes available for all motorized vehicles in the Approved RMP and designation of 538 miles of routes with seasonal closures or size/width restrictions.

Inventoried ways within the 11 existing Wilderness Study Areas (446,900 acres) total 60 miles. Sixteen miles of ways are not designated for motorized travel in the Approved RMP. The remaining 44 miles of inventoried ways are designated for motorized use in the Approved RMP. The ways occur primarily along the perimeters of the WSAs and result in a route density of approximately one mile of route per 8,125 acres. These routes are existing inventoried ways consistent with the Interim Management Plan (IMP) and were considered to provide access for historic uses, which include but are not limited to trailheads (BLM/NPS), overlooks, state and private lands, livestock support, reservoirs, spring developments, and historic sites. BLM coordinated with affected counties and with the National Park Service. As provided by the IMP for WSAs, mechanical transport, including all motorized devices, as well as trail and mountain bikes, may be allowed on existing ways. The ways identified for designation in the Approved RMP are existing ways, identified in the WSA inventories, and continued use of these ways as designated routes will be on a conditional basis. These ways have not resulted in impairment to wilderness values and are continually monitored. They will continue to be monitored to ensure that impairment of wilderness values does not occur. Specifically, within the WSAs, the miles of ways will be designated conditionally open to motorized use:

- Bull Mountain WSA: 2.8 miles of ways will be conditionally open for OHV use.
- Dirty Devil WSA: 6.8 miles of ways will be conditionally open for OHV use.
- Fiddler Butte WSA: 4.1 miles of ways will be conditionally open for OHV use.
- Fremont Gorge WSA: .2 miles of ways will be conditionally open for OHV use.
- French Spring/Happy Canyon WSA: 3.6 miles of ways will be conditionally open for OHV use.
- Horseshoe Canyon North WSA: there are no ways within this area; therefore, none will be designated.
- Horseshoe Canyon South WSA: 5.6 miles of ways will be conditionally open for OHV use.
- Little Rockies WSA: .8 miles of ways will be conditionally open for OHV use.
- Mount Ellen/Blue Hills WSA: 8.7 miles of ways will be conditionally open for OHV use.
- Mount Hillers WSA: 5 miles of ways will be conditionally open for OHV use.
- Mount Pennell WSA: 6.4 miles of ways will be conditionally open for OHV use.

More specific information and rationale for each of the open and closed way decisions is in the administrative file for this RMP.

In the Approved RMP, a total of about 25.1 miles of routes occur within areas specified as non-WSA lands with wilderness characteristics. Although not clearly discussed in the text of the Proposed RMP, Map 2-18 portrayed approximately 5.5 miles of the 25.1 miles as closed to OHV

use. This also is shown on Map 16 in the Approved RMP. Thus approximately 19.6 miles of routes are designated as open for OHV use in the Approved RMP. These routes provide access to destination points which include NPS trailheads, SITLA lands, and access in support of livestock management. Continued use of these motorized routes will result in no change to the natural character of the non-WSA lands and was found not to have a negative effect on the wilderness characteristics in the area. These routes have not resulted in degradation of the wilderness characteristics previously and will be subject to future monitoring to ensure that negative impact to wilderness values does not occur. More specific information and rationale for each of the open and closed way decisions is in the administrative file for this RMP.

Many comments were submitted on the Draft RMP/EIS that suggested addition of new routes and deletions to the proposed route system for the Preferred Alternative. However, the route designation process entailed the analysis of thousands of route segments covering over 2.1 million acres. Due to the magnitude of this effort, it was not reasonable to begin immediately making modifications to the route system. The Approved RMP identifies that future BLM review and monitoring may result in the addition and deletions to the route inventory when warranted through subsequent implementation planning and project planning (i.e., these adjustments will not require land use planning) on a case-by-case basis and based on site specific documentation with the National Environmental Policy Act. The process for considering route inventory maintenance following issuance of the Approved RMP and ROD was detailed in Appendix 9, Travel Management/Route Designation Process, of the Approved Plan.

E. NOTICE OF MODIFICATIONS AND CLARIFICATIONS

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

Modifications

As a result of protest resolution and further coordination with Capitol Reef National Park on consistency with their General Plan, BLM modified, in the Approved RMP, the FLMPA Section 203 Sales List in Appendix 5, Tables 5-4 and 5-5, and Maps 21 and 22 respectively, to delete four parcels. This minor modification is not considered a significant change and does not change the analysis in the Proposed Plan/Final EIS.

Tract 1 in Garfield County (80 acres), T. 31 S., R. 7 E., Sec. 34, N $\frac{1}{2}$ NE $\frac{1}{4}$ for consistency with Capitol Reef National Park General Management Plan.

Tract 2 in Garfield County (80 acres), T. 31 S., R. 7 E., Sec. 34, S $\frac{1}{2}$ SE $\frac{1}{4}$ for consistency with Capitol Reef National Park General Management Plan.

Tract 25 in Wayne County (160 acres), T. 29 S., R. 7 E., Sec. 35, W $\frac{1}{2}$ W $\frac{1}{2}$ for consistency with Capitol Reef National Park General Management Plan.

Tract 29 in Wayne County (160 acres), T. 30 S., R. 5 E., Sec. 11, W $\frac{1}{2}$ W $\frac{1}{2}$ due to potential resource conflicts with SSS habitat in response to protest resolution.

Decision REC-18 has been modified to include language from Chapter 3 in the Proposed Plan/Final EIS. The Decision has been appended to explain that opening the RMZs in the Factory Butte SRMA to cross-country use will not occur until a number of criteria have been met. These criteria include ensuring appropriate infrastructure is in place to protect the threatened and endangered cacti, a monitoring plan is completed and enacted, and the authorized officer formally rescinds the Factory Butte OHV Restriction Order of 2006 when the above is completed. Upon signature of the ROD/Approved Plan, these cross-country RMZs remain under the Restriction Order until it is formally rescinded.

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:

The language in Decision SSS-30 has been clarified in the Approved RMP under SSS regarding the Greater sage-grouse for better understanding and command of the decisions being made.

The Approved RMP, for purposes of cross-tracking, clarified under decision FOR-5 that the twelve non-WSA lands with wilderness characteristics (78,600 acres), WSAs and suitable WSR corridors will be closed to commercial and non-commercial timber harvest. Exceptions for traditional Native American use may be considered.

The following appendices have been added to the Approved RMP:

- Appendix 15 - Fluid Minerals Best Management Practices (BMPs)
- Appendix 16 - Hydraulic Considerations for Pipelines Crossing Stream Channels – Tech Note 423
- Appendix 20 - Utah Standards for Rangeland Health and Guidelines for Grazing Management

The BLM inadvertently omitted some additional resource protection measures and best management practices from the Proposed RMP/Final EIS at PRMP/FEIS Appendix 14. These measures and practices were included in the analysis for the Proposed RMP/Final EIS. The list below provides resource protection measures and best management practices from the BLM's Biological Assessment and the USFWS's Biological Opinion which were added to the Approved RMP (Appendix 4).

Best Management Practices

The following Best Management Practices (BMPs) will be considered on a site-specific basis and will be implemented when feasible.

Critical habitat

Currently, no designated critical habitat has been identified for the California condor, Utah prairie dog, Barneby reed-mustard, Last Chance *townsendia*, San Rafael cactus, Winkler cactus, or Wright fishhook cactus within the Richfield planning area. If critical habitat is proposed and designated under section 4 of the ESA (CFR 50 402.02), these areas would be protected from

future surface disturbing activities that would adversely modify or destroy the designated critical habitat. Currently critical habitat has only been designated for the Mexican spotted owl in the Henry mountains area.

Fire and Fuels Management

Areas considered for prescribed burns shall be surveyed for populations of threatened and endangered species and viable habitat. To reduce risks and to restore ecosystems, the following fuels management tools would be allowed throughout Utah: wildland fire use, prescribed fire, and mechanical, chemical, and biological actions. As conditions allow, the BLM would employ the least intrusive method over more intrusive methods. For example, wildland fire use is the preferred method of treatment. Where wildland fire use is not feasible, prescribed burning would be the preferred method. Where prescribed burning is not feasible, non-fire fuel treatments would become the preferred method of treatment.

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

Lands and Realty Management

Areas considered for disposal that contain suitable habitat for SSS shall be surveyed for populations of the species prior to disposal. Lands should not be disposed of unless it is determined that the action would pose no threat to the conservation of SSS populations and habitat.

Ensure rights-of-way (ROW) and utility corridors use areas adjoining or adjacent to previously disturbed areas whenever possible.

Stabilize disturbed areas within road ROWs and utility corridors with vegetation practices designed to hold soil in place and minimize erosion. Reestablish vegetation cover to increase infiltration and provide additional protection from erosion.

Construct sediment barriers when needed to slow runoff, allow deposition of sediment, and prevent transport from the site. Straining or filtration mechanisms may also be employed for the removal of sediment from runoff.

Livestock Grazing Management

The Bureau of Land Management would encourage the avoidance of suitable habitats and known populations of all SSS during herding, trailing, salting, and watering of livestock.

BLM will establish monitoring programs for all federally listed plant populations to determine the long term impacts of grazing and other factors affecting those listed species.

BLM will encourage the avoidance of key habitats during livestock herding and trailing activities on BLM administered lands. (Key habitats are those that are deemed necessary for the conservation of the species including, but not necessarily limited to, designated critical habitat and other occupied or unoccupied habitats considered important for the species survival and recovery as determined in coordination with FWS).

BLM will conduct intensive surveys for target species regularly and within a 6 year period, i.e. no site is unvisited in over 6 years. Surveys will be on potential habitat within the grazing allotment and will collect information on the potential impact of livestock, recreational, or other uses on the long-term viability of rare plant species.

Each grazing allotment containing listed species should have at least one monitoring plot per listed species to collect population demographic and trend data.

Cultural and Paleontological Resource Management

Environmental assessments should continue to be required before excavation permits are issued. The environmental assessments should include the presence or absence of threatened, endangered, or SSS and their suitable habitats.

Vegetation Management

Riparian habitats will be maintained, improved, or restored to provide wildlife habitat, improve water quality, and enhance forage conditions.

When planting or seeding vegetation in areas identified as T&E or SSS habitat, only native species would be selected.

Water production will be managed to ensure maintenance or enhancement of riparian habitat.

Wild Horse and Burro Management

BLM will avoid SSS populations and habitat during the construction of catchments facilities. BLM will also make an effort to avoid SSS populations and habitat during herding activities.

Wildlife Resource Management

The BLM will continue to conduct project specific site inventories in areas that are proposed for all management developments that occur in suitable habitat for SSS

Best Management Practices

Best Management Practices (BMPs) are specific measures and practices which are considered at the project-specific level, on a case by case basis. BMPs should be implemented wherever possible, to reduce possible adverse affects, advance the protection, conservation, and recovery of SSS. Best Management practices will allow flexibility for resource managers to implement protective measure s for SSS.

Cultural Resources and Paleontological Resources

Archeologists can be educated and taught how to identify SSS in order to avoid trampling during excavations and fence construction efforts.

Energy and Mineral Development

Surface restrictions should be placed in and around known populations of SSS.

Fire and Fuels Management

Areas should also be analyzed when a wildfire determination is being made to either let it burn or suppress the fire.

Forestry and Woodlands Resource Management

Individuals obtaining permits for posts, firewood, and Christmas trees would be directed to areas that do not contain known occupied habitat of SSS.

Lands and Realty Management

Road construction, maintenance and rights-of-way (ROW), and utility corridors shall be restricted in known populations of SSS.

Recreation

OHV use should be designated as limited to existing roads and trails where known SSS populations exist.

Vegetation Resource Management

The use of herbicides, chemical treatments and habitat manipulations should be restricted within SSS populations and habitat.

Seeding and revegetation actions will be adjusted to the special habitat and plant community characteristics of endangered and threatened plant populations.

Wild Horse and Burro Management

The herding and trapping of wild horses and burros in SSS populations and habitat should be avoided to reduce additional trampling caused by such activities.

Errata for Minor Modification to Chapter 3 of the Proposed RMP/Final EIS

1. The information below is errata that clarifies the following nomenclature, temporal ranges and minor factual inaccuracies in the Proposed RMP/Final EIS Chapter 3, Section 3.3.5 Cultural Resources Section. This information does not, however, substantively alter the BLM's analysis of the Proposed PRMP, nor does it alter the proposed planning decisions described in Chapter 2 of the Proposed RMP Final EIS or the Approved RMP.
 - The Proposed RMP, Section 3.3.5.3, has been revised to show an Archaic temporal range of 8,000 B.C. to 600 A.D.
 - The Proposed RMP, Section 3.3.5.3 has been revised to show 600 AD as the beginning of the Formative, as typically defined for most of Utah.
 - The sentence, "Evidence of agriculture exists in southern and southeastern Utah, dated to early Anasazi cultures around 1000 B.C. has been deleted from the Proposed RMP, Section 3.3.5.3.2.
 - The sentence, "Rock art has not been attributed to specific groups with any degree of assurance, but is believed that rock art within the RFO represents groups living from before 9000 B.C. to the present" has been deleted from the Proposed RMP, Section

- 3.3.5.1.1. This deleted sentence was replaced with, “Rock art sites can with some confidence be assigned to Archaic, Fremont, Anasazi, Athapaskan or other cultural entities, many of which have modern descendants who assign ceremonial significance to the images.”, in the Proposed RMP.
- The term “cist” in the Proposed RMP, Section 3.3.5.1.1, has been replaced with “storage facilities”. In addition, the sentence, “Storage Facilities were commonly utilized as burial chambers” has been added to the Proposed RMP, Section 3.3.5.1.1.
2. The BLM erred in Chapter 4 (pages 4-406 and 4-408) in analyzing the total number of inventoried ways (59.5 miles) rather than the total miles of ways open to motorized use. This should be changed to 44 miles of ways designated for use subject to the IMP (out of 60 miles inventoried within WSAs on page 2-104 of the PRMP/FEIS).

F. MANAGEMENT CONSIDERATIONS IN SELECTING THE APPROVED RMP

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

Approval of an RMP 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 RMP was selected because it proposed management that will improve and sustain properly functioning resource conditions while considering needs and demands for existing or potential resource commodities and values. In the end, resource use is managed by integrating ecological, economic, and social principles in a manner that safeguards the long term sustainability, diversity and productivity of the land.

All Surface Disturbing Activities

Stipulations for oil and gas leasing and other surface disturbing activities are referred to throughout the Approved RMP and provide protection to resource values or land uses by establishing authority for delay, site changes, or the denial of operations. The stipulations apply,

where appropriate and practical, to all surface-disturbing activities associated with land-use authorizations, permits, and leases issued on BLM lands. As a result, protections for resource values are applied in a consistent manner to all activities. The stipulations are subject to exceptions, modifications, and waivers that are a means of adapting the stipulations to meet changing circumstances. The stipulations in the Approved RMP, along with the exceptions, modifications, and waivers, are provided in Appendix 11.

Air Quality

BLM does not have regulatory control over air quality issues, either on public lands or on Tribal or state lands. BLM relies on the agency with jurisdiction over air quality to set regulatory standards and criteria to protect the air quality in a particular area. Once these standards are established, BLM references them in its permitting documents and ensures that all permitted activities on public lands refer to the appropriate agency's standard. With this regulatory framework in place the Approved RMP, by necessity, does not make any air quality decisions. Instead, the Approved RMP references standards set by the State of Utah (Appendix 13). 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 RFO 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.

Fish & Wildlife

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

The Approved RMP provides the least restrictive stipulations necessary to protect wildlife species while still allowing for resource uses.

Special Status Species (Threatened, Endangered, and Sensitive)

Informal Section 7 consultation, as directed by the Endangered Species Act, subsequent regulations, and BLM policy, was conducted with the U.S. Fish and Wildlife Service (USFWS) throughout the development of the RMP. The BLM submitted a Biological Assessment (BA) and requested initiation of formal consultation on July 28, 2008. The USFWS responded with a Biological Opinion (BO) on October 24, 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 entire BO is attached to this Record of Decision (ROD) as a CD. 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 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 Richfield RMP. All site specific level actions potentially impacting listed species or their critical habitat will implement these measures. Incorporating these measures will ensure that the BLM is in compliance with the Endangered Species Act and will meet necessary management and recovery goals. If BLM determines that any deviations, modifications, or waiver of these conservation measures may be necessary on a given project, re-initiation of Section 7 consultation with USFWS will be necessary. BLM notes that the Biological Opinion (Appendix 4 and attached CD), 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 mitigation 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 (BMPs) to maintain, protect, and enhance habitats that will support a diversity of non-listed sensitive fish, wildlife, and plant species. The intent of these measures is to achieve and maintain suitable habitat for desired population levels and distribution within the area covered by the RMP. The BLM will continue to work cooperatively with UDWR (which has jurisdiction over sensitive wildlife species) to maintain and establish crucial habitat management strategies as reflected in the Approved RMP. These species are managed as necessary to protect them and their habitat from loss in accordance with the Federal Land Policy and Management Act (FLPMA), BLM management guidelines, and policy contained in the BLM's 6840 Manual.

Oil and gas leasing and other surface disturbing activities would be limited to a year-round, half-mile NSO around Greater sage-grouse leks with a no surface disturbance timing restriction

(March 15–July 15) for 2 miles. The half-mile NSO is consistent with State of Utah Greater sage-grouse policy aimed at preventing the sage-grouse from becoming a threatened or endangered species. This change would affect only four identified sage-grouse leks in an area of very low oil and gas development potential.

Forestry, Woodlands and Vegetation Treatments

The Approved RMP provides specifications for Desired Future Conditions for vegetation resources to ensure ecological diversity, stability, and sustainability. Due to the persistent drought conditions in this region over the past several years, criteria for restricting activities during these drought conditions are provided in the Approved RMP. The Approved RMP reiterates the BLM's policy to control noxious weed species and to prevent the infestation and spread of invasive species. The Approved RMP emphasizes the reestablishment and restoration of vegetated areas during project activities. The requirements of related Executive Orders, regulation, and policy will be met in the Approved RMP regarding noxious weeds and invasive plants.

Fluid Mineral Leasing

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

The Approved RMP manages oil and gas leasing and other surface disturbing activities with the following stipulations: Closed – 447,300; No Surface Occupancy – 154,500 acres; Timing Limitations/Controlled Surface Use Stipulations – 917,500 acres; Open subject to standard lease terms: 608,700 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 allowing for development.

Of the 447,300 acres that are closed to oil and gas leasing, 446,900 acres are within Wilderness Study Areas. Wilderness Study Areas are closed to oil and gas leasing by law and constitute a non-discretionary decision. The remaining 400 acres are closed to oil and gas leasing to protect the outstandingly remarkable values in the suitable wild and scenic river segment, classified “Wild,” along the Fremont Gorge.

Sensitive resources protected by the application of a no surface occupancy stipulation in the Approved RMP include the Bull Creek Archeological District, protection of relevant and important values in the North Caineville Mesa and Old Woman Front ACECs, VRM Class II. Those resources that can be protected by timing limitations or controlled surface use stipulations in the Approved RMP include SSS habits, wildlife crucial habitat, VRM Class II viewsheds, and most SRMAs, (with waiver, exception, modification criteria). In addition a controlled surface use stipulation applies to sensitive soils to prevent wind erosion. 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 timing limitation stipulations in the Approved RMP are applied to crucial big game wildlife 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 will be closed during identified timeframes that are important to the health of the species such as during winter and birthing periods, unless a waiver, exception, or modification to the stipulation applies.

The Approved RMP provides for mineral revenues based on estimated oil and gas production while protecting the most important resources within the planning area. Additionally, the stipulations imposed in the Approved RMP will not unreasonably interfere with the potential development of mineral resources. High development potential areas for these mineral resources are generally not located in areas with sensitive resources which are managed as NSO or closed. The Approved RMP provides a balance between protection of resources and commodity use and development.

Coal Leasing

The Approved RMP protects sensitive resources while continuing to consider coal leasing proposals in areas where conflicts will be minimized. For example, coal leasing for surface mining will not be allowed in VRM Class I areas. VRM Class II, III, and IV areas will be subject to coal exploration and development mitigation requirements, with VRM Class II being most restrictive and VRM Class IV least restrictive – to protect the visual resources as appropriate and be consistent with VRM class objectives. Coal leasing will not be allowed within the 12 areas (78,600 acres) identified for management of non-WSA lands with wilderness characteristics to protect, preserve and maintain the wilderness characteristics.

In addition, the Approved RMP specifies where coal leasing for subsurface mining is allowed when taking into consideration the coal unsuitability analysis outlined in Appendix 8. This will allow 41,842 acres in the Henry Mountains coalfield to be considered for underground leasing, among other areas within the field office. The Approved RMP provides for a balance in allowing coal leasing and development to occur while providing for protection of sensitive lands and resources.

Realty Actions

The Approved RMP allows for utility corridors which provide ample opportunities and flexibility for the upgrading, addition, and expansion of utility needs. The Approved RMP is consistent with the corridors described in the West-Wide Corridor Programmatic EIS and the Energy Policy Act of 2005. At the same time, the realty decision still affords protection for natural resources by limiting surface disturbance in sensitive areas.

The Approved RMP designates all WSAs and the suitable wild and scenic river corridor within Fremont Gorge as right-of-way exclusion areas. The majority of these exclusion areas are within WSAs, which is a non-discretionary decision. Avoidance areas for rights-of-ways include, ACECs to protect relevant and important values; non-WSA lands with wilderness characteristics,

to protect, preserve and maintain wilderness characteristics; and areas open to oil and gas leasing with NSO stipulations, to prevent ground disturbance in areas protected for specific resource values. These include the Bull Creek Archeological District, VRM Class II Scenery (outside of WSAs) within the Dirty Devil/Robbers Roost SRMA, and ½ mile around Greater sage-grouse leks. 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 Richfield Field Office that have been identified for consideration for disposal by sale in the Approved RMP meet one or more of these criteria. (Appendix 5)

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.

Provide effective public land management and to improve land use, productivity, and utility through the authorization of legitimate uses of public land by processing use authorizations, such as rights-of-way, leases, permits, and state land selections in response to demonstrated public needs; and assist in orderly resource management through processing special land designations and rights-of-way corridor designations.

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 PRMP/FEIS, and considered in conjunction with impacts to resource values. There are 78,600 acres within 12 areas that are carried forward for protection of their wilderness characteristics. Management prescriptions were developed to protect wilderness values, while allowing other uses, as appropriate. They are managed primarily with a no surface occupancy stipulation for oil and gas leasing and all other surface disturbing activities, and as an avoidance area for rights-of-way. The areas selected for protection of their wilderness characteristics have limited access and low potential for conflict with existing uses. These are areas with low to moderate mineral development potential that do not conflict with the Energy Policy and Conservation Act. Management of many of these areas for protection of wilderness characteristics will complement

the management of adjacent WSAs and/or administratively endorsed NPS lands and provide enhanced primitive recreation opportunities.

There were many areas found to have wilderness characteristics during the inventory reviews that were 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 will 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 with a potential development scenario. In other instances, even though no valid existing rights encumbered these lands, there was moderate to high potential for future oil and gas development. Impacts on existing and future rights-of-way, access to state lands, water developments, mineral and mining areas, and support facilities for grazing were considered. There were also conflicts identified with Wildland Urban Interface and fuels reduction for the protection of communities at risk. Due to these manageability issues and resource conflicts, these areas were more suitable for different management options. Other resource decisions will continue to provide some protection to these areas while allowing for flexibility. For example, decisions for riparian protection, avoiding or reducing fragmentation of SSS habitat, VRM class restrictions and closing or limiting motorized use to designated routes on 99 percent of the RFO help facilitate protection of natural settings. The Approved RMP provides a balance in allowing for uses to occur while providing for protection of non-WSA lands with wilderness characteristics.

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.

Special Recreation Management Areas (SRMAs)

The Approved RMP responds to recreation issues by providing Special Recreation Management Areas (SRMAs) and Recreation Management Zones (Focus Areas) to manage thousands of yearly visitors to the Richfield planning area. These visitors come from all over to enjoy the attractions in the planning area. These visitors engage in an array 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, boating (rafting, canoeing, and kayaking), four-wheel driving, rockcrawling, ATVing, and dirt biking, among others. Commercial outfitters provide services for many activities including hiking, hunting, four-wheel driving, ATVing, and horseback riding, among others. These commercial activities generate jobs and revenues for the counties where the activities occur.

The SRMAs designated in the Approved RMP are in areas where high recreation use is currently occurring. Each SRMA allows for a set of distinct recreation uses as well as a specific 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. The Approved RMP establishes five SRMAs (860,390 acres) to manage recreational use and to mitigate impacts caused by this use, such as uncontrolled camping, parking, and other activities.

The Approved RMP will identify 24,400 acres (with 8,500 designated as “open” to cross country OHV use) as the Factory Butte SRMA. Establishing the Factory Butte SRMA will limit the impacts on vegetation from cross-country OHV use to the open OHV Play Area Recreation Management Zone (RMZ) while providing for other recreational opportunities in the Motorized Touring RMZ and the Landmarks RMZ. The RMZs are necessary to successfully manage the diversity of recreational activities that occur in the Factory Butte SRMA. These management zones are established to emphasize a specific recreation use and provide a specific set of recreation opportunities and facilities. By emphasizing specific recreation activities in these RMZs, recreation conflicts are reduced. RMZs set visitor expectations for a specific type of recreation experience, thereby reducing potential conflict. Those who choose to hike in a motorized RMZ should not be surprised by the amount of motorized activity. RMZs in the Approved RMP provide opportunities for the widest range of recreational activities and attendant business opportunities.

The SRMA will be designed to protect threatened and endangered (T & E) species and provide a recreational experience that involves a high degree of self-reliance, challenge and risk in a natural setting. It is important to note the Approved RMP does not rescind the Factory Butte OHV Restriction Order (September 2006). The OHV use restrictions set forth in the September 2006 order will remain in effect until the determinations required by the regulation have been met (i.e. infrastructure in place, a monitoring program enacted to protect threatened and endangered cacti, and the Factory Butte OHV Restriction Order has been formally rescinded by the authorized officer).

The Approved RMP designates the Big Rocks SRMA to provide motorized recreational use, including competitive motorized recreational events. The Draft RMP originally identified 270 acres for this activity, but due to conflicts with cultural resources, the SRMA acreage was reduced in the proposed plan to 90 acres. The reduced size eliminates the conflicts with cultural resources. Constructing facilities in the Big Rocks SRMA will have localized adverse impacts from removal of vegetation in those areas; long-term impacts will be reduced by concentrating use areas and thus limiting the extent of vegetation disturbance.

The Approved RMP designates the 290,500 acres as the Dirty Devil/Robbers Roost SRMA to provide recreational experiences complementary with the remote and scenic nature and other resource values of the area. The SRMA provides opportunities for primitive and semi-primitive recreation. Closing canyons within the Dirty Devil/Robbers Roost SRMA to OHV recreation use and limiting OHV recreation use to designated routes in the remainder of the SMRA will reduce potential impacts to vegetation and retain the primitive to semi-primitive setting.

The Approved RMP designates 12,800 acres as the Capitol Reef Gateway SRMA to manage for a moderate probability of experiencing solitude, closeness to nature and tranquility, high degree of self-reliance, challenge, and risk in a predominantly natural-appearing environment. Development of facilities will have localized adverse impacts from removal of vegetation in those areas; long-term impacts will be reduced by concentrating use areas and thus limiting the extent of vegetation disturbance.

The Approved RMP designates 532,600 acres as the Henry Mountains SRMA to manage for a combination of semi-primitive non-motorized and motorized recreational experiences in a natural or predominately natural setting with a high or very high probability of experiencing solitude, closeness to nature, self-reliance, challenge, and risk (interactions between users will be low with minimal evidence of other users).

The SRMAs designated in the Approved RMP enable the BLM to more actively manage the intensity, diversity, and potential incompatibility of recreation uses while protecting the resources 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.

Wild Horse and Burro

The RFO has an agreement with the Price Field Office for management decisions regarding the Robbers' Roost Herd Management Areas (HMA). The HMA, though larger than what is being currently used, does not provide an adequate supply of water to support the current appropriate management level (AML) of 25 horses. There are two spring sources, Old Home Spring and Twin Spring, which the horses use. North Spring, which is very close to the other springs, is in a box canyon the horses will not enter. Due to the very small population (currently estimated at 20 head), which is too small to maintain genetic viability, and lack of dependable water, the herd is not a viable population, and will eventually be allowed to decline to zero population.

The Approved RMP manages Canyonlands Herd Management Area (HMA) with an AML of 60-100 wild burros. BLM will allocate 600 Animal Unit Months (AUM) for wild burros. The BLM will provide active management to this burro herd. When the herd reaches approximately 100 head BLM will gather the burros to maintain the 60 head range. This number range (60-100 head) will keep a genetically viable herd unit and ensure a natural ecological balance between burro populations and wildlife, vegetation resources, water and other resource values.

Cultural Resources – OHV, Oil & Gas, Site Allocation, Inventory & Section 110

The July 17, 2008, letter from the Utah State Historic Preservation Officer concurred with BLM's recommendation of No Adverse Effect from any actions proposed in the PRMP/FEIS. The Approved Plan will reduce imminent threats to significant cultural resources from natural and human-caused deterioration or potential conflicts with other resources. (See Appendix 3) The Approved RMP ensures BLM will continue to work with Indian tribes to accommodate tribal access to sacred sites and traditional cultural properties and prevent or mitigate physical damage or intrusions that might impede their use.

Cultural Resources - OHVs, Route Designation and OHV Play Areas

Cultural resources were one of the factors considered in OHV area and route designations. Several roads were closed because they posed a threat to cultural resources. BLM will adopt a monitoring system by which RFO will inventory designated routes at the Class II level according to the likelihood of cultural sites being in those areas. This will begin with the roads inventoried previously in Wayne County. Appropriate mitigation will be applied to those cultural sites requiring remediation. This could include closing the road, re-routing it, etc. BLM's analysis shows that with the known presence of sites along some of the routes, this action, properly mitigated, will result in no adverse effect to cultural resources.

Concerns about unrestricted OHV use are very well-founded. The RFO encompasses some 2.1 million acres of public land, and approximately 77 percent has historically been open to OHV use. If an area was not specifically posted as 'closed' it was assumed to be open. The Approved Plan should eliminate damage caused by cross-country OHV use because such use is no longer permitted in Approved RMP. OHV use is now limited to designated routes unless an area has been specifically opened to cross-country travel or closed. The OHV designations are: Open: 9,890 acres; Limited: 1,908,210 acres; Closed: 209,900 acres.

The open areas have been designated in response to requests by several counties and cities who would like to have areas where their residents can ride without limits or restrictions. More areas were proposed than actually designated. The open area next to the town of Loa in upper Wayne County was originally proposed to be about 250 acres in size. An intensive cultural resource inventory of this area indicated a high density of significant archaeological sites. Therefore, the Loa Big Rocks area was reduced by 160 acres to protect those sites. The proposed open areas around Factory Butte in Wayne County and the towns of Aurora and Glenwood in Sevier County were also inventoried for cultural resources. No sites were present, so the designation of these open areas was included in the Approved RMP. The area near Aurora is about 300 acres in size, the popular Factory Butte open area takes in about 8,500 acres, and the Rainbow Hills open area near the town of Glenwood is about 1,000 acres in size.

The limited designation in the RMP refers to the 1,908,210 acres where OHV use will be limited to existing designated routes only. Any of those designated routes is subject to closure depending on the results of cultural resource monitoring. If that monitoring shows any site degradation due to OHV use, the road will be closed to OHV use.

Cultural Resources - Oil & Gas Leasing

The Approved RMP makes one specific cultural resource decision on oil and gas leasing. It is the change in the oil and gas leasing category on the Bull Creek Archaeological District south of Hanksville from 'Open to Oil and Gas Leasing' to "No Surface Occupancy" constraints. This was done because of the density of important sites in the District and the uncertainty that a drill pad could be located in this area without doing considerable damage to cultural resources.

Cultural Resources - Site Allocation

BLM Manual 8110 requires the allocation of archaeological sites according to their potential uses which include scientific use, public use, conservation use, traditional use and experimental use. In the Approved RMP, this allocation is done according to site type and is based largely on

professional judgment. As circumstances change or when new data becomes available, this allocation may be re-evaluated and revised. Consultation with the SHPO, Indian Tribes and any affected parties will be ongoing.

Cultural Resources - Inventory and Section 110

The following areas will receive priority attention in designing new field inventories to assess and evaluate cultural resources:

- Horseshoe Canyon South WSA
- Bull Creek Archaeological District
- Areas of special cultural designation that have not been fully inventoried.

Special Designations – Areas of Critical Environmental Concern (ACECs)

Concerns about specific resource values are addressed throughout the Approved RMP; and this eliminated the need to designate some areas as Areas of Critical Environmental Concern (ACECs) since the proposed management provides adequate protection. In many instances, WSAs overlay many of the potential ACECs and management under IMP more than adequately protects 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 will be deferred until a plan amendment is completed. Any plan amendment will have to provide protection to the relevant and important values identified. Since standard management contained in the Approved RMP protects all of the relevant and important values in the planning area, only two areas were designated as ACECs where additional special management is necessary.

Areas of Critical Environmental Concern

The Approved RMP designates two ACECs totaling 2,530 acres (Map 28):

- North Caineville Mesa (2,200 acres)
- Old Woman Front (330 acres)

Relict vegetation was specifically identified as relevant and important in both ACECs. Management prescriptions for both ACECs include allowing no uses that will cause irreparable damage to the relevant and important values; and reducing surface-disturbing activities within those areas, thereby protecting vegetation and relevant and important values; restrictions will include closing the areas to OHV use; managing the areas as open to leasing subject to major constraints (NSO), making the areas unavailable for livestock grazing; and acquiring inholdings.

The following table provides a list of the potential ACECs that were not designated in the Approved RMP, their relevance and importance criteria, and planning decisions which protect relevant and important values and negate the need to designate these areas as ACECs.

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
<p>Badlands ACEC (86,700 acres).</p> <p>Includes existing ACECs not designated:</p> <p>Gilbert Badlands ACEC (3,680 acres)</p> <p>South Caineville Mesa ACEC (4,100 acres)</p>	<p>Scenic</p> <p>Special Status Species (SSS)</p> <p>Badlands geology</p> <p>Natural processes</p> <p>Riparian</p> <p>Relict vegetation</p>	<p>The management of the Mount Ellen/Blue Hills WSA (46 percent of the potential ACEC) pursuant to the IMP will provide adequate protection for the relevant and important values within that area.</p> <p>Resource decisions related to riparian protection zones, SSS, VRM and restricting off-highway vehicle (OHV) use to designated routes and a small managed open area will provide protection to relevant and important values in the remaining 54 percent of the potential ACEC. Under the Proposed RMP, 50 percent of the potential ACEC is closed to motorized use and 41 percent will be limited to designated routes. The areas identified to be open for cross-country OHV use (9 percent of the potential ACEC) have been delineated to avoid Threatened and Endangered (T&E) species populations. In addition, management prescriptions and monitoring have been identified for this area (see Appendix 18 - Factory Butte SRMA Recreation Management Zones and Management Prescriptions). The Factory Butte Restriction Order will not be rescinded until the identified infrastructure and monitoring is in place to ensure protection of the T&E species. Although some impact may occur on the relevant and important values of scenery and natural processes (wind erosion) within the OHV open area, the potential for impacts is within a very small portion of the acreage of the potential ACEC. For example, the relevant and important value of Class A scenery was identified within 77 percent of the potential ACEC, 72 percent of which will be protected by VRM Class I and II designations in the Approved RMP.</p> <p>The Gilbert Badlands Research Natural Area (RNA) ACEC encompasses 3,680 acres located entirely within the Mount Ellen/Blue Hills WSA. The relevant and important value is the badlands geology. The management of the Mount Ellen/Blue Hills WSA pursuant to the IMP will provide adequate protection for the relevant and important value of badlands geology.</p> <p>The South Caineville Mesa ACEC encompasses 4,100 acres, located entirely within the Mount Ellen/Blue Hills WSA. The relevant and important value is the relict vegetation found on top of the mesa. The management of the Mount Ellen/Blue Hills WSA pursuant to the IMP will provide adequate protection for the relevant and important value of relict vegetation.</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
Bull Creek ACEC (4,800 acres)	Cultural Resources: Archaeological values	<p>Existing laws, rules, lease notice Best Management Practices (BMPs), and regulations, as well as management decisions for leasing (e.g. No Surface Occupancy stipulation) for cultural and travel management, will adequately protect the relevant and important cultural values.</p> <p>Motorized use within the potential Bull Creek ACEC and surrounding area will be limited to designated routes. This will protect the relevant and important cultural values from potential surface disturbance associated with cross-country motor vehicle travel.</p> <p>The potential Bull Creek Archaeological ACEC will continue to be open to leasing subject to major constraints (NSO), precluding surface disturbances which will provide adequate protection to the relevant and important cultural value.</p>
Dirty Devil Scenic Cultural and Wildlife ACEC (205,300 acres) Includes: Beaver Wash Canyon ACEC not designated in the Approved RMP (4,800 acres)	Scenic Cultural Paleontological Wildlife: bighorn sheep Special Status Species (SSS) : plant species	<p>WSAs overlay 64 percent of the potential ACEC where management under the IMP will protect all relevant and important values from surface disturbing activities.</p> <p>Existing laws, rules, and regulations, as well as other resource decisions within the Approved RMP for Visual Resource Management (VRM), fish and wildlife, and travel, minerals management, and best management practices will adequately protect and/or mitigate potential impacts to relevant and important values in the remaining 36 percent of the potential ACEC. Although there is some potential for leasing or mineral exploration, these activities will only be allowed within 2 percent of the potential ACEC under standard lease terms and 11 percent leased with controlled surface use or timing stipulations. Appendix 11 of the Approved RMP identifies Timing and</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
	Mexican spotted owl	<p>Controlled Surface Use requirements for the protection of relevant and important SSS and wildlife. Scenic relevant and importance values will be protected by VRM Class II areas covering 22 percent of the potential ACEC, outside the WSAs. In addition, Committed Conservation Measures and Best Management Practices for Federally Listed Species (Appendix 14) have been developed in conjunction with USFWS and will apply to any BLM projects that could impact these species. Motorized use in the area will no longer include cross-country OHV use; 51 percent of the potential ACEC will be closed to motorized use, with use limited to designated routes within the remaining acres. These Approved RMP decisions, as well as others analyzed in Chapter 4, pg 4-469 through 4-472 of the PRMP, will provide adequate protection to the relevant and important values negating the need to designate the area as an ACEC.</p> <p>The Beaver Wash Canyon ACEC encompasses 4,800 acres, 99 percent of which is located within the Dirty Devil WSA. The relevant and important value is its desert riparian ecosystem. Other decisions for the protection of riparian values and travel management will provide adequate protection for the relevant and important values in the remaining 1 percent. For example, no surface disturbing activities will be allowed within 330 feet on each side of streams or the 100 year floodplain, whichever is greater, unless it could be shown that there are no practical alternatives, all long-term impacts could be fully mitigated and the activity will benefit and enhance the riparian area, therefore protecting riparian values.</p>
Fremont Gorge/ Cockscomb Cultural and Scenic ACEC (34,300 acres)	<p>Cultural</p> <p>Scenic</p> <p>Riparian</p> <p>Plant</p> <p>Wildlife:</p>	<p>As stated in Appendix 1, the management prescriptions for the Fremont Gorge WSA and for the Fremont Gorge suitable wild and scenic river segment will provide protection within 13 percent of the potential ACEC. Existing laws, rules, and regulations, and other resource decisions within the Approved RMP, such as VRM designations, protection of crucial deer habitat from cross-country OHV use and surface disturbance, will provide protection for relevant and important values in the remaining 87 percent of the potential ACEC. For example, the Class A scenery which occurs within eight percent of the potential ACEC will be completely protected by the BLM's VRM Class I or II decisions. In fact, 17 percent of the potential ACEC will be designated as VRM Class I or II and the entire area's motorized use will be limited to designated routes or closed. No surface disturbing activities will</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
	mule deer	be allowed within 330 feet on each side of streams or the 100 year floodplain, whichever is greater, unless it could be shown that there are no practical alternatives, all long-term impacts could be fully mitigated and the activity will benefit and enhance the riparian area, therefore protecting riparian values. In addition, timing restrictions associated with the protection of UDWR crucial habitat designation are a prescription which continues to allow BLM to manage this area for wildlife without an ACEC designation. Resource decisions included in the Approved RMP will provide adequate protection to the relevant and important values without the need to designate the area as an ACEC. Management of cultural resources will be enhanced and protected by the travel management decision, especially by OHV route designation. In addition existing cultural resource laws, rules and regulations will protect the cultural relevant and important value.
<p>Henry Mountains Scenic and Wildlife ACEC (288,200 acres)</p> <p>Includes:</p> <p>No Man Mesa Potential ACEC (315 acres)</p>	<p>Scenic</p> <p>Wildlife:</p> <p>bison</p> <p>mule deer</p> <p>Special Status Species (SSS) :</p> <p>Townsend's big-eared bat</p> <p>ferruginous hawk</p> <p>burrowing owl</p> <p>hole-in-the-rock prairie clover</p> <p>Dana's milkvetch</p> <p>Barneby milkvetch</p> <p>Ecological values:</p> <p>riparian areas</p> <p>relict vegetation</p>	<p>Forty-five percent of the potential ACEC is within the Mount Hillers, Mount Pennell, and Bull Mountain WSAs, as well as the southern portion of the Mount Ellen/Blue Hills WSA where management under the IMP will protect all relevant and important values from surface disturbing activities. Other resource decisions under the Approved RMP such as VRM Class II, limiting OHV use to designated routes and seasonal/spatial restrictions for wildlife and SRMA designation will provide adequate protection for the relevant and important values in the remaining 55 percent of the potential ACEC.</p> <p>All Class A scenery (44 percent of the potential Henry Mountain ACEC) will be managed as VRM Classes I (29 percent of the potential Henry Mountain ACEC) and VRM Class II (15 percent of the potential Henry Mountain ACEC), providing protection for that relevant and important value. Additionally, the Henry Mountains SRMA (532,600 acres) will encompass all of the Henry Mountains Potential ACEC. Management emphasis on primitive and semi-primitive motorized and non-motorized recreation will complement the relevant and important values by focusing recreational use and limiting development and surface-disturbing activities.</p> <p>A habitat management plan for bison, mule deer, and other big game species within the Henry Mountains area will be developed and prescriptive grazing will be used to favor forage production for big game high-priority and crucial winter range. OHV use will be limited to designated routes in mule deer and bison crucial</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		<p>habitat, and seasonal restrictions of surface-disturbing activities will be required in crucial bison and mule deer habitats. In addition, timing restrictions associated with the protection of UDWR crucial habitat designation are a prescription which continues to allow BLM to manage this area for wildlife without an ACEC designation.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values.</p>
<p>Horseshoe Canyon Scenic and Cultural ACEC (40,900 acres)</p>	<p>Scenic</p> <p>Cultural: Cowboy Cave</p> <p>Special Status Species (SSS) : Townsend's big-eared bat</p> <p>Riparian</p>	<p>Ninety-two percent of the potential ACEC is within the Horseshoe Canyon North and Horseshoe Canyon South WSAs where management under the IMP will protect all relevant and important values.</p> <p>Existing laws, rules, and regulations and other resource decisions under the Approved RMP such as VRM Class I and II, travel, and minerals management will provide adequate protection for the relevant and important values of the potential ACEC in the remaining eight percent of the potential ACEC. Also, limiting vehicles to designated routes will reduce direct impacts to SSS, cultural resources and scenic resources.</p> <p>Ninety-nine percent of the potential ACEC will be managed for VRM Classes I and II, providing adequate protection of the scenic relevant and important value. The 200 acres of VRM Class III is located outside the identified relevant and important scenic values identified in the potential ACEC.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important value.</p> <p>No surface-disturbing activities will be allowed within 330 feet on</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		<p>each side of the stream or the 100-year floodplain, whichever is greater, providing protection of the riparian relevant and important values.</p> <p>The Dirty Devil SRMA will encompass the Horseshoe Canyon Potential ACEC. The Dirty Devil SRMA management emphasis on primitive and semi-primitive recreation will complement the relevant and important values by focusing recreational use and limiting development.</p> <p>Management of cultural resources will be enhanced and protected by the travel management decision, especially by OHV route designation. In addition existing cultural resource laws, rules and regulations will protect the cultural relevant and important value.</p>
<p>Kingston Canyon Riparian and Mule Deer ACEC (22,100 acres)</p>	<p>Mule deer/mule deer habitat</p> <p>Riparian areas</p>	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for riparian protection zones, seasonal/spatial restrictions on surface disturbances, and travel management will adequately protect the relevant and important values of the potential ACEC without designation of the area as an ACEC. Limiting vehicles to designated routes will reduce direct impacts to mule deer, mule deer habitat and riparian areas.</p> <p>Seasonal or spatial restriction of human presence or surface-disturbing activities under this alternative will provide greater benefits to the mule deer and mule deer habitat relevant and important values. In addition, timing restrictions associated with the protection of UDWR crucial habitat designation are a prescription which continues to allow BLM to manage this area for wildlife without an ACEC designation. Prescriptive grazing will be used to favor forage production for big game high-priority and crucial winter range. OHV use will be limited to designated routes in mule deer crucial habitat, and seasonal restrictions of surface-disturbing activities will be required in crucial mule deer habitats.</p> <p>No surface-disturbing activities will be allowed within 330 feet on each side of the stream or the 100-year floodplain, whichever is greater. This will provide adequate protection to the riparian relevant and important values of the potential Kingston Canyon ACEC.</p>
<p>Little Rockies Scenic and Wildlife ACEC</p>	<p>Scenic</p> <p>Wildlife: bighorn sheep</p>	<p>Seventy-six percent of the potential ACEC is within the Little Rockies WSA. Existing laws, rules, BMPs and regulations, as well as management decisions for riparian protection zones, seasonal and spatial restrictions on surface disturbances, non-WSA lands</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
(49,200 acres)	<p>Special Status Species (SSS) :</p> <p>Townsend's big-eared bat</p> <p>Hole-in-the-rock prairie clover</p> <p>Riparian</p>	<p>with wilderness characteristics, and travel management, will adequately protect the relevant and important values of the potential ACEC within the remaining 24 percent of the potential ACEC. Limiting vehicles to designated routes will reduce direct impacts to scenic values, wildlife and SSS.</p> <p>All lands within the potential ACEC will be designated as VRM Class I (76 percent) or II (24 percent), protecting scenic relevant and important values of the potential Little Rockies ACEC.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values. In addition, timing restrictions associated with the protection of UDWR crucial habitat designation are a prescription which continues to allow BLM to manage this area for wildlife without an ACEC designation.</p> <p>No surface-disturbing activities will be allowed within 330 feet on each side of the stream or the 100-year floodplain, whichever is greater, unless it could be shown that there are no practical alternatives, all long-term impacts could be fully mitigated, and the activity will benefit and enhance the riparian area. This will protect the riparian relevant and important value from surface-disturbing activities.</p>
Lower Muddy Creek Scenic and Plant ACEC (16,200 acres)	<p>Scenic</p> <p>Special Status Species (SSS) :</p> <p>Wright fishhook cactus</p> <p>Heil's beavertail cactus</p> <p>Riparian</p>	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as resource decisions within the Approved RMP for travel and minerals management that limit surface disturbance, will provide adequate protection to the relevant and important values. Limiting vehicles to designated routes will reduce direct impacts to SSS and riparian areas.</p> <p>Ninety-seven percent of the potential ACEC will be managed as VRM Class II, limiting surface disturbing activities which will protect the scenic relevant and important values. This management will also indirectly benefit the SSS and riparian relevant and important values of the potential Lower Muddy Creek ACEC. Relevant and important scenic values were not identified in the remaining three percent of the potential ACEC.</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		<p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values.</p> <p>No surface-disturbing activities will be allowed within 330 feet on each side of the stream or the 100-year floodplain, whichever is greater, unless it could be shown that there are no practical alternatives, all long-term impacts could be fully mitigated, and the activity will benefit and enhance the riparian area. This will protect the riparian relevant and important value from surface-disturbing activities.</p>
Parker Mountain Sagebrush-Steppe ACEC (107,900 acres)	Sagebrush-steppe habitat Special Status Species (SSS) : Greater sage-grouse Utah prairie dog Pygmy rabbit	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for fish and wildlife, travel, and leasable minerals management, will adequately protect the relevant and important values. Limiting vehicles to designated routes will reduce direct impacts to sagebrush steppe habitat and SSS.</p> <p>Management actions such as prohibiting the destruction, adverse modification or fragmentation of listed species habitat, maintaining the integrity of SSS habitat, and habitat improvements will benefit SSS. The decision to limit surface-disturbing activities in sage-grouse habitat will benefit sage-grouse, prairie dogs, and pygmy rabbits. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values.</p> <p>The decision to limit surface-disturbing activities in sage-grouse habitat will benefit sage-grouse, prairie dogs, and pygmy rabbits.</p>
Quitchupah Archaeological ACEC (180 acres)	Cultural resources Riparian values	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for riparian protection zones and travel management under the Approved RMP, will adequately protect the relevant and important values. Limiting vehicles to designated routes will reduce direct impacts to cultural resources and riparian</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		<p>areas.</p> <p>No surface-disturbing activities will be allowed within 330 feet on each side of the stream or the 100-year floodplain, whichever is greater, unless it could be shown that there are no practical alternatives, all long-term impacts could be fully mitigated, and the activity will benefit and enhance the riparian area. This will protect the riparian relevant and important value from surface-disturbing activities. Limiting vehicles to designated routes will reduce direct impacts to riparian areas.</p> <p>Management of cultural resources will be enhanced and protected by the travel management decision, especially by OHV route designation. In addition existing cultural resource laws, rules and regulations will protect the cultural relevant and important value. Limiting vehicles to designated routes will reduce direct impacts to cultural resources.</p> <p>Further, limiting vehicles to designated routes within the potential ACEC will protect the cultural resources, Native American concerns, and riparian relevant and important values from disturbance.</p>
<p>Rainbow Hills Natural System ACEC</p> <p>(4,000 acres)</p>	<p>Mule deer/mule deer habitat</p> <p>Special Status Species - Plants (SSS) :</p> <p>Utah phacelia Arapien stickleaf Wards penstemon rainbow rabbitbrush Sigurd townsendi Glenwood milkvetch</p> <p>Naturally functioning ecosystem</p>	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for fish and wildlife, fire and fuels, and travel management under the Approved RMP, will provide protection for the relevant and important values. Limiting vehicles to designated routes will reduce direct impacts to mule deer habitat, SSS and the naturally functioning ecosystem.</p> <p>Seasonal or spatial restriction of human presence or surface-disturbing activities will provide greater benefits to mule deer and habitats. In addition, timing restrictions associated with the protection of UDWR crucial habitat designation are a prescription which continues to allow BLM to manage this area for wildlife without an ACEC designation. Prescriptive grazing will be used to favor forage production for big game high-priority and crucial winter range. OHV use will be limited to designated routes in mule deer crucial habitat, and seasonal restrictions of surface-disturbing activities will be required in crucial mule deer habitats. These management prescriptions will provide adequate protection of the mule deer and mule deer habitat relevant and important values.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat;</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values and indirectly benefit the mule deer, mule deer habitat and naturally functioning ecosystem relevant and important values of the potential Rainbow Hills ACEC.
Sevier Canyon Riparian and Mule Deer ACEC (8,900 acres)	Mule deer/mule deer habitat Special Status Species (SSS) : Riparian	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for riparian protection zones, fish and wildlife, fire and fuels, and travel management under the Approved RMP, will provide protection for the relevant and important values. Limiting vehicles to designated routes will reduce direct impacts to mule deer habitat, SSS and riparian areas.</p> <p>Seasonal or spatial restriction of human presence or surface-disturbing activities will provide greater benefits to mule deer and habitats. In addition, timing restrictions associated with the protection of UDWR crucial habitat designation are a prescription which continues to allow BLM to manage this area for wildlife without an ACEC designation. Prescriptive grazing will be used to favor forage production for big game high-priority and crucial winter range. OHV use will be limited to designated routes in mule deer crucial habitat, and seasonal restrictions of surface-disturbing activities will be required in crucial mule deer habitats. These management prescriptions will provide adequate protection of the mule deer and mule deer habitat relevant and important values.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values.</p> <p>No surface-disturbing activities will be allowed within 330 feet on each side of the stream or the 100-year floodplain, whichever is greater, unless it could be shown that there are no practical alternatives, all long-term impacts could be fully mitigated, and the activity will benefit and enhance the riparian area. This will</p>

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		protect the riparian relevant and important value from surface-disturbing activities.
Thousand Lake Bench Vegetation ACEC (500 acres)	<p>Cultural resources</p> <p>Special Status Species (SSS) :</p> <p>Bald Eagle</p> <p>Last Chance Townsendia</p> <p>Wright fishhook cactus</p> <p>Riparian</p>	<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for riparian protection zones and travel management under the Approved RMP, will provide protection for the relevant and important values. Also, limiting vehicles to designated routes will reduce direct impacts to cultural, special status plant species, and riparian areas and will reduce the disturbance to bald eagles, thus providing protection for all relevant and important values of the potential ACEC.</p> <p>Management of cultural resources within the potential ACEC will be in accordance with existing cultural resource laws, which will protect this relevant and important value. Management of cultural resources will be enhanced and protected by the travel management decision, especially by OHV route designation. In addition existing cultural resource laws, rules and regulations will protect the cultural relevant and important value. Limiting vehicles to designated routes will reduce direct impacts to cultural resources.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as utilizing seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values.</p>
Special Status Species ACEC (15,100 acres)	Special Status Species (SSS)	SSS included the Winkler pincushion cactus, Wright fishhook cactus, last chance townsendia, Rabbit Valley gilia, Cronquist wild buckwheat, Creutzfeldt flower, Wards penstemon, Basalt milkvetch, Bicknell milkvetch, hole-in-the rock prairie clover, Dana's milkvetch, Barneby milkvetch, Psoralea globemallow, Heil's beavertail, Jane's globemallow, flat-top wild buckwheat, Townsend's big eared bat, Allen's big eared bat, big free-tailed bat, fringed miotis, ferruginous hawk, bald eagle, burrowing owl, long-billed curlew, southwestern willow flycatcher, Williamsons sapsucker, northern goshawk, greater sage grouse, bluehead sucker, flannelmouth sucker, round-tail sucker, leatherside chub, and desert night lizard.

Table R-2 Potential ACECs Not Carried Forward

Potential ACEC Name	Relevant & Important Values	Other Management Protection in Approved RMP
		<p>Existing laws, rules, lease notices, BMPs and regulations, as well as management decisions for SSS, travel, and minerals management under the Approved RMP, will provide protection for the relevant and important values. Because the species listed above are varied and have different habitat requirements there is no single oil and gas management prescription for protecting these species. Appendix 11, pages 8-15, provides a myriad of stipulations that would apply, including NSO, controlled surface use and timing stipulations. Also, limiting vehicles to designated routes will reduce direct impacts to SSS.</p> <p>Management actions such as prohibiting the destruction, adverse modification, or fragmentation of listed species habitat; maintaining the integrity of SSS habitat; and habitat improvements will benefit SSS. Additional strategies (such as using seasonal and spatial buffers for surface-disturbing activities and complying with raptor protection guidelines for power line construction) will be employed to protect raptors and their habitat. These actions will minimize or eliminate impacts to the SSS relevant and important values.</p> <p>Also, the BLM entered into formal Section 7 consultation with the USFWS with the BLM's submission of a Final Biological Assessment (BA) prepared for the Richfield Field Office Proposed RMP/Final EIS. The USFWS has responded with a Biological Opinion (BO) which concurred with the determinations made in the BA and is attached to this Record of Decision (ROD) as Appendix 4 (the complete BO is available as a compact disc). All committed conservation measures agreed upon and identified in the BO have been incorporated into the Record of Decision (ROD) for the Approved RMP; therefore, identifying measures to protect threatened and endangered species.</p>

Special Designations – Wild and Scenic Rivers

There is one eligible river segment, the Fremont Gorge on the Fremont River with a wild tentative classification that is carried forward as suitable for inclusion into the National Wild and Scenic River system in the Approved RMP to protect the free-flowing nature and outstandingly remarkable values associated with the river segment. Eligible river segments that were not carried forward as suitable in the Proposed RMP and the Approved RMP were found not suitable for the reasons listed in Table R-3 – Eligible Rivers Found Not Suitable in Approved RMP.

**Table R-3 - Eligible Wild & Scenic River Segments
Found Not Suitable in Approved RMP**

River Segment	Tentative Classification	Reason(s) Found Not Suitable
Dirty Devil River	Wild	This section is recommended non-suitable because the values identified will be protected by alternative protection methods. The entire Dirty Devil segment is within the Dirty Devil and Fiddler Butte Wilderness Study Areas (WSA) or the Dirty Devil SRMA. Approximately 35 miles of this segment are in the Dirty Devil and Fiddler Butte WSAs and 48 miles are in the Dirty Devil SRMA. WSA management through the Interim Management Plan (IMP) and management prescriptions associated with the Dirty Devil SRMA will provide protection to the segment's outstandingly remarkable values. In addition, the BLM land within this segment is Visual Resource Management (VRM) Class I (35 miles) or II (19 miles), which will protect the scenic and other outstandingly remarkable values.
Beaver Wash Canyon	Wild	This section is recommended non-suitable because the values identified will be protected by alternative protection methods. The segment is located within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values.
Larry Canyon	Wild	This section is recommended non-suitable because the values identified will be protected by alternative protection methods. The segment is located within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values.
No Mans Canyon	Wild	This section is recommended non-suitable because the values identified will be protected by alternative protection methods. The entire 7.1 miles of this segment are located within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values. The segment will be located within the Dirty Devil SRMA. The proposed management prescriptions for this SRMA in relation to VRM, oil and gas leasing, and off-highway vehicle (OHV) use will provide additional protection to outstandingly remarkable values.

**Table R-3 - Eligible Wild & Scenic River Segments
Found Not Suitable in Approved RMP**

River Segment	Tentative Classification	Reason(s) Found Not Suitable
Robbers Roost Canyon	Wild	<p>This section is recommended non-suitable because the values identified will be protected by alternative protection methods.</p> <p>White Roost—4.6 miles of this fork are within the Dirty Devil WSA, and the additional 0.6 mile is protected by management of wilderness characteristics. WSA management through the IMP and proposed management prescriptions for the wilderness characteristic lands will provide protection to this fork's outstandingly remarkable values.</p> <p>Robbers Roost Middle and North Fork—These forks are located within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values.</p> <p>Robbers Roost South Fork—This fork includes 10 miles within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values. Management of the 1.6 miles outside the WSA will conflict with water rights and spring developments that occur within that area. This fork will be located within the Dirty Devil SRMA. The proposed management prescriptions for this SRMA in relation to VRM, oil and gas leasing, and OHV use will provide additional protection to the outstandingly remarkable values outside of the WSA.</p>
Sams Mesa Box Canyon	Wild	<p>This section is recommended non-suitable because the values identified will be protected by alternative protection methods. The entire 9.5 miles of this segment are located within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values. The segment is located within the Dirty Devil SRMA. The proposed management prescriptions for this SRMA in relation to VRM, oil and gas leasing, and OHV use will provide additional protection to the outstandingly remarkable values.</p>

**Table R-3 - Eligible Wild & Scenic River Segments
Found Not Suitable in Approved RMP**

River Segment	Tentative Classification	Reason(s) Found Not Suitable
Twin Corral Box Canyon	Wild	This section is recommended non-suitable because the values identified will be protected by alternative protection methods. Of the 9 miles of this segment 8 miles are located within the Dirty Devil WSA. WSA management through the IMP will provide protection to the segment's outstandingly remarkable values located within the WSA. The remainder of the segment is isolated by two state sections, which would result in management conflicts if managed as a WSR. The segment is located within the Dirty Devil SRMA. The proposed management prescriptions for this SRMA in relation to VRM, oil and gas leasing, and OHV use will provide additional protection to the outstandingly remarkable values outside of the WSA.
Fish Creek	Scenic	This segment is recommended non-suitable because it is not feasible to manage due to its small size. The cultural values identified within this segment will continue to be protected by laws, rules, and regulations related to cultural resources. This segment consists of 0.25 miles of Fish Creek between U.S. Forest Service (USFS) and private lands. Further, USFS has not found its portion of this creek to be eligible or suitable as a WSR. On the national forest sections a potential outstandingly remarkable value of Recreational Fishing was identified. However, the segment was found to be not eligible because the values were rated as only moderately responsive to the definition and attributes. The scale of importance for recreation was less than regional. The BLM determined that the quality of river characteristics in this segment will neither significantly enhance nor contribute to the NWSRS.
Fremont River- Capitol Reef National Park to Caineville Ditch Diversion	Recreational	This section was found non-suitable due to ROWs and ownership conflicts. This segment is adjacent to Utah State Highway 24 (south side of the river), and the ROW for this highway is within the 0.25-mile corridor of the segment. The power line ROW for the communities of Caineville and Hanksville is located on the north side of the river and is within the 0.25-mile corridor of the segment. There are also state and private lands within the segment. This segment of the Fremont River is not recommended for suitability as a WSR due to conflicts with the ROWs and ownership. The BLM believed that the quality of river characteristics in this segment will not significantly enhance nor contribute to the NWSRS.

**Table R-3 - Eligible Wild & Scenic River Segments
Found Not Suitable in Approved RMP**

River Segment	Tentative Classification	Reason(s) Found Not Suitable
Maidenwater Creek	Scenic	Maidenwater Creek was not found to be suitable due to the highway corridor ROW and conflicts with ownership. Utah Highway 276 bisects this 4.3-mile segment. The highway ROW consists of 100 feet on each side of centerline, and a box culvert has been constructed in the creek at this location. There are also state lands located within the segment. Further, other management prescriptions will provide protection to the outstandingly remarkable values. The portion of the segment below Highway 276 has been identified for management of the wilderness characteristics of that area. The portion of the segment above Highway 276 is managed as VRM Class II, which will provide protection for the scenic values. Decisions pertaining to riparian protection zones and fish and wildlife will provide protection for those values.
Quitcupah Creek	Recreational	Quitcupah Creek was not found to be suitable. The small portion of public land along the river will make management difficult. River corridor uses include livestock grazing and dispersed recreational activities such as hunting. Recreation use levels are very low. The canyon has been proposed and is currently under review for possible development of a coal haul road.

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

OHV and Travel Management

The Approved RMP responds to travel management and access issues by providing a network of transportation routes that tie into roads administered by the counties, the National Park Service, the Forest Service, and State of Utah. Users, who value non-motorized areas for hunting, hiking, solitude, etc., are accommodated by areas that are closed, or along existing routes not designated for motorized use. Natural and cultural resource protection is also accomplished by limiting motorized travel to the routes designated in the Approved RMP. BLM worked closely with the counties to identify the baseline routes. Specific designations were made as a result of interdisciplinary team reviews, identification of resource conflicts, needed access points, duplicative routes, consistency with other resource decisions of the Approved RMP and with adjoining Federal, State and private lands.

Open Areas

The Approved RMP complies with BLM national policy by identifying areas as limited to designated routes or closed, with specific managed open areas. The managed open areas identified in the Approved RMP have been designated to allow for cross-country motorized activities while avoiding resource impacts or conflicts, such as cultural resources and SSS. The 9,890 acres (less than one percent of the RFO) designated as open within the 2.1 million acres of public land administered by the Richfield Field Office are within traditional cross-country intensive use areas. These open areas provide specific riding opportunities, such as the extreme hill climbs of Swing Arm City, trials/rock climbing of Big Rocks, and community based OHV areas. Table R-3 describes the six managed open areas. Open OHV areas within the Factory Butte SRMA require additional discussion for clarification of that use.

The Approved RMP establishes the Factory Butte Special Recreation Management Area (SRMA) to provide more intensive recreation management of this area. Appendix 18 of the Approved RMP, Factory Butte SRMA RMZs and Management Prescriptions, identifies kiosks, boundary identification, fencing, and monitoring/mitigation that must be implemented prior to allowing additional cross-country motorized use. An additional 5,800 acres (Factory Butte Play Area) and 100 acres (Caineville Cove Inn Play Area) were made available after the comment period on the Draft RMP. This was done to complement the 2,600 acre Swing Arm City Play Area identified in the Proposed RMP and authorized by the current Travel Restriction Order in this area. This Restriction Order requires that prior to officially opening this area to cross-country OHV use, the following actions must take place: (1) The Record of Decision for the Richfield Field Office RMP must be signed and become final; (2) Infrastructure and monitoring/mitigation plan identified in the Approved RMP for the protection of T&E species will need to be in place and (3) The OHV Travel Restriction Order for Factory Butte will have to be rescinded. These adjustments avoid conflicts with SSS and their habitats.

The Notice of Off-Highway Vehicle (OHV) Travel Restriction for Factory Butte, Utah, was published in the Federal Register and took effect on September 20, 2006, restricting OHV travel to designated routes on 142,023 acres of public lands near Caineville, Utah, known as the Factory Butte Area. Within the Factory Butte area 2,602 acres remain open to cross-country OHV use and 3,843 acres were closed. The purpose of the restriction is to protect threatened and endangered (T&E) species that have been adversely impacted or are at risk of being adversely impacted by OHV use. This restriction order provided immediate protection to the T&E species while the RMP was being developed and the alternatives analysis completed. The restriction order for Factory Butte will not be rescinded until implementation of the infrastructure and a monitoring plan as described in Appendix 18 of the Approved RMP is complete.

Informal consultation has occurred with the US Fish and Wildlife Service (USFWS) throughout the RMP process. The BLM entered into formal Section 7 consultation with the USFWS with the BLM's submission of a final biological assessment prepared for the Proposed RMP/Final EIS. The USFWS has responded with a Biological Opinion which is referenced in Appendix 4 and included as a CD. Terms and conditions identified in the biological opinion, including any identified for the Factory Butte area, are incorporated into the Approved RMP in Appendix 4 and 14.

Closed Areas

The Approved RMP designates 209,900 acres within the RFO as closed to motorized use. These closed areas were identified to prevent impairment of WSAs, protect the outstandingly remarkable values of the Fremont Gorge Suitable Wild and Scenic River, and the relevant and important values of the designated ACECs. In addition, portions of the Dirty Devil, Fremont Gorge and Factory Butte SRMAs will be closed to motorized use to retain the desired recreation setting and for consistency with other management decisions.

Table R-4 – OHV Areas Designated Open in the Approved RMP

Open Area Considered	Open or Closed in Approved Plan	Reason(s) Left Open or Closed
Factory Butte Play Area (5,800 acres)	Open	Created in response to public comments, cooperators and BLM internal review. Designate and manage as an OHV open area to provide a unique OHV riding experience on Mancos shale badlands to accommodate existing use and future growth within the Factory Butte SRMA. It is important to note the Approved RMP does not rescind the Factory Butte OHV Restriction Order (September 2006). The OHV use restrictions set forth in the September 2006 order will remain in effect until the determinations required by the regulation have been met (i.e. infrastructure in place, a monitoring program enacted to protect threatened and endangered cacti, and the Factory Butte OHV Restriction Order has been formally rescinded by the authorized officer).
Swing Arm City Play Area (2,600 acres)	Open	The Swing Arm City Play Area has been called the “Factory Butte Play Area” in the DRMP/DEIS, but was re-named to clarify the location in the Factory Butte SRMA. Designate and manage as an OHV open area to provide a unique OHV riding experience on Mancos shale badlands to accommodate existing use and future growth. There are no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel.
Caineville Cove Inn Play Area (100 acres)	Open	Created in response to public comments, cooperators and BLM internal review. Designate and manage as an OHV open area to provide a unique OHV riding experience on Mancos shale badlands to accommodate existing use and future growth. It is important to note the Approved RMP does not rescind the Factory Butte OHV Restriction Order (September 2006). The OHV use restrictions set forth in the September 2006 order will remain in effect until the determinations required by the regulation have been met (i.e. infrastructure in place, a monitoring program enacted to protect threatened and endangered cacti, and the Factory Butte OHV Restriction Order has been formally rescinded by the authorized officer).
Big Rocks Trial Play Area (90 acres)	Open, but reduced in size	The Big Rocks Trial Play Area was proposed as 270 acres in the DRMP/DEIS, but was reduced in size in response to public comments, cooperators and BLM internal review for the protection of cultural resources. Designate as an OHV open area to provide trials motorcycle/rock crawling OHV recreational opportunity within the Big Rocks SRMA. Because the area was reduced in size to avoid conflicts with cultural resources, there are no remaining compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel.

Table R-4 – OHV Areas Designated Open in the Approved RMP

Open Area Considered	Open or Closed in Approved Plan	Reason(s) Left Open or Closed
Glenwood Play Area (1,000 acres)	Open, but reduced in size	Originally the Glenwood Play Area had been proposed in the DRMP/DEIS as a 3,300 acre open play area, but was reduced in size to eliminate conflicts with SSS resources. The Approved RMP designates the remaining 1,000 acres as an OHV open play area to be managed as a community OHV area. Because the area was reduced in size to avoid conflicts with SSS, there are no remaining compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel.
Aurora Play Area (300 acres)	Open	Designate as an OHV open area and manage as a community OHV area. Cultural and SSS plant surveys conducted in 2008 did not identify any sites at this location. The open area falls outside of critical winter deer and elk habitat. There are no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel.

Nineteen other open play areas of various sizes were considered during planning, but were not carried forward due to potential adverse impacts to plants, wildlife, or cultural resources and primitive recreation opportunities. These areas which are not designated as open are designated as limited to designated roads and trails or closed.

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 August 8, 2008, in accordance with planning regulations at 43 CFR Part 1610.3- 2(e), and concluded on October 7, 2008).

NHPA Section 106 Consultation

The Richfield Field Office has completed its consultation on the Proposed RMP Final EIS with the Utah State Historic Preservation Office (SHPO) as required by Section 106 of the National Historic Preservation Act. A letter was received from the Utah SHPO on July 17, 2008, after reviewing BLM's decisions in the Proposed RMP/Final EIS. In the letter, the SHPO concluded

that the decisions in the Proposed RMP will have no adverse affects on historic properties. Because there has been no appreciable change between the Proposed RMP and the Approved RMP, no further SHPO consultation is required and all decisions in the Approved RMP will have no adverse affects on historic properties. The letter of concurrence from the SHPO is found in Appendix 3.

Native American Consultation

The BLM has engaged in consultation with Native American representatives throughout the planning process. Tribal consultation on the RMP revision began in May of 2002. Native American consultation is an ongoing process that will continue after the ROD is signed.

BLM representatives have met with several tribes to inform them of the planning process and solicit information on potential issues and concerns. The Utah Division of Indian Affairs has provided invaluable assistance to the BLM in consultation with the tribes. Meetings and consultation with Native American tribes and organizations are listed below:

May 2002:	Hopi Tribe (Kykotsmovi, Arizona)
April 2003:	Ute Tribe (Ft. Duchesne, Utah)
Feb. 13–17, 2006:	Southern Ute Indian Tribe (Ignacio, Colorado) Ute Mountain Ute Tribe (Towaoc, Colorado) Navajo Nation (Window Rock, Arizona) Kaibab Band of Paiute Indians (Pipe Springs, Arizona) Paiute Indian Tribe of Utah (Cedar City, Utah)
April 19, 2006:	Utah Division of Indian Affairs (Salt Lake City, Utah)
June 14, 2006:	Navajo Utah Commission (Montezuma Creek, Utah)
June 15, 2006:	Hopi Tribe (Kykotsmovi, Arizona)
July 26, 2006:	Moapa Paiute Tribe (Moapa, Nevada)
July 18, 2006:	Navajo Nation (Window Rock, Arizona)
July 19, 2006:	Hopi Tribe (Kykotsmovi, Arizona)
August 30, 2006:	Ute Tribe (Ft. Duchesne, Utah)
Oct. 30–Nov. 3, 2006:	Ute Mountain Ute Tribe (Towaoc, Colorado) Southern Ute Tribe (Ignacio, Colorado) Navajo Nation (Window Rock, Arizona) Hopi Tribe (Kykotsmovi, Arizona)

Kaibab Band of Paiutes and Southern Paiute Consortium (Pipe Springs, Arizona)
Paiute Indian Tribe of Utah (Cedar City, Utah)

April 2–6, 2007: Paiute Indian Tribe of Utah (Cedar City, Utah)
Navajo Nation (Window Rock, Arizona)
Southern Ute Indian Tribe (Ignacio, Colorado)

November 5-6, 2007: Navajo Nation (Window Rock, Arizona)
Hopi Tribe (Kykotsmovi, Arizona)
Kaibab Band of Paiutes and Southern Paiute Consortium (Pipe Springs, Arizona)
Paiute Indian Tribe of Utah (Cedar City, Utah)

In addition, in response to letters received from the Hopi Tribe and the Kaibab Band of Paiute Indians commenting on the Draft RMP, BLM drafted a letter explaining certain decisions in the RMP and also how the Tribe's comments and concerns affected the final decision on the RMP. This letter was sent to the Kaibab Band, the Hopi Tribe, the Paiute Indian Tribe of Utah and the Ute Tribe in early July of 2008. This letter was then followed up later that month with visits to the Northern Ute, Southern Ute, Navajo Utah Commission, Navajo Nation, Hopi Tribe, Moapa Band of Paiutes and the Confederated Tribes of the Goshute Reservation. Subsequent visits were made to the Paiute Indian Tribe of Utah and the Kaibab Band of Paiute Indians in October of 2008. During those visits, the Navajo Nation requested a copy of the letter sent out earlier to the Kaibab Paiute, Hopi Tribe, Paiute Indian Tribe of Utah and the Northern Utes.

All of these tribes and organizations expressed interest in the land use planning process and a desire to participate in the process. This participation ranged from the identification of areas important to the tribes within the RFO to being kept informed of the planning progress. The BLM made multiple visits to each tribe in an effort to keep them updated on the RMP's progress and obtain their input. Interests of the Paiute Indian Tribe of Utah revolve around sacred and traditional use concerns in Quitchupah Canyon in eastern Sevier County. The Navajo Nation is interested in establishing a Traditional Cultural Property (TCP) in the Henry Mountains. This TCP is related to historical events significant in Navajo history concerning Kit Carson and the attempted removal and relocation of the Navajo from Arizona to New Mexico. The BLM has contacted the Navajo Utah Commission in an attempt to involve the Utah Navajo chapters and obtain input from them.

Tribal consultation did not result in any changes between the Draft RMP/Draft EIS and the Proposed RMP/Final EIS. In addition, there were no tribes that formally protested the Richfield Proposed RMP/Final EIS.

Section 7 Consultation under the Endangered Species Act

Informal Section 7 consultation, as directed by the Endangered Species Act (ESA), subsequent regulations, and BLM policy, was conducted with the U.S. Fish and Wildlife Service (USFWS) throughout the development of the RMP. Formal consultation with the USFWS was initiated on

July 28, 2008. As required by Section 7(a) of the ESA, the Richfield Field Office prepared a Biological Assessment (BA) to evaluate the listed species in its planning area. The BA analyzed the potential impacts on threatened and endangered species which could result from implementing management actions authorized under the proposed land use plan for the Field Office. The Richfield Field Office determined that some of the proposed actions "may affect, and are likely to adversely affect" the listed species and "may affect" designated critical habitat. The USFWS prepared a Biological Opinion (BO), in which they concurred with BLM's determination on October 24, 2008, and is included in Appendix 4 and in the attached CD. The USFWS further determined that implementation of the RMP, including committed mitigation measures, would not jeopardize the existence of any of the listed species.

H. MITIGATION MEASURES

Measures to avoid or minimize environmental harm were built into the Approved RMP where practicable. Many of the standard management provisions will minimize impacts when applied to activities proposed in the planning area. The *Utah Standards and Guidelines for Rangeland Health* (see Appendix 20) will be used as the base standards to assess the health of BLM lands in the planning area. Best management practices (BMPs) will be used (when applicable) for a number of uses including livestock grazing, forest activities, mining, oil and gas development, and other surface disturbing activities (see Appendix 15). Additional measures to mitigate environmental impacts may also be developed during subsequent NEPA analysis at the activity level planning and project stages. Throughout the decisions in the Approved RMP, mitigation was used as a means to avoid and minimize environmental harm.

I. PLAN MONITORING AND EVALUATION

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

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

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

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

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

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

See monitoring plan in Approved RMP at the end of Management Decisions for each section.

J. PUBLIC INVOLVEMENT

One of BLM's primary objectives during development of the Richfield RMP was to understand the views of various publics by providing opportunities for meaningful participation in the resource management planning process. To achieve this, BLM involved the public and gathered the best available information.

The BLM posted a Notice of Intent (NOI) in the Federal Register to initiate the scoping phase of the planning process on November 1, 2001. Citizens and groups submitted comments from November 2001 to April 2002, helping the BLM identify the issues that were addressed during this planning process. Five public meetings were held in the affected counties and in Salt Lake City.

Other public outreach included update letters, Federal Register Notices, websites with information, mass mailings and news releases. Based on agency expertise and on issues raised by

the public, the BLM prepared a Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS) with a full description of the affected environment, a reasonable range of alternatives, and an analysis of the impacts of each alternative.

The BLM posted the Notice of Availability (NOA) of the DRMP/DEIS on October 26, 2007. Six public meetings were held at each of the affected counties and in Salt Lake City. Again other public outreach included update letters, Federal Register Notices, websites with information, mass mailings and news releases. The public submitted comments on the DRMP/DEIS from October 2007 to January 2008. Based on comments on the DRMP/DEIS and internal review, the BLM wrote the PRMP/FEIS and posted a NOA for the PRMP/FEIS on August 8, 2008. The protest period was held from August 8 – September 8, 2008. In-depth information on these efforts is included in both the Draft Richfield RMP/EIS and Proposed Richfield RMP/Final EIS in Chapter 5, Consultation and Coordination.

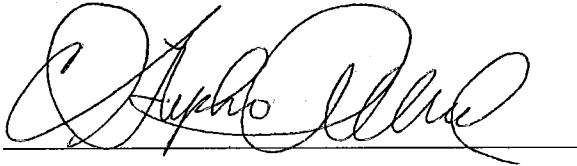
BLM will continue to actively seek the views of the public, using techniques such as news releases and web-site information to ask for participation and inform the public of new and ongoing project proposals, site-specific planning, and opportunities and timeframes for comment. BLM will also continue 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 Sanpete, Sevier, Wayne, Piute and portions of Garfield and Kane counties within the planning area.

K. AVAILABILITY OF THE PLAN

Copies of the Record of Decision and the Richfield Approved Resource Management Plan are available by request from the following locations: BLM Richfield Field Office, 150 East 900 North, Richfield, Utah, 84701, 435-896-1500, and on the Richfield Field Office website at <http://www.blm.gov/ut/st/en/fo/richfield/planning.html>

APPROVAL

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

A handwritten signature in black ink, appearing to read "Stephen Allred", written over a horizontal line.

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

OCT 31 2008

Date

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Approved Resource Management Plan

A. INTRODUCTION

This Approved RMP replaces the Forest Management Framework Plan (MFP) (1977), the Mountain Valley MFP (1982), the Henry Mountain MFP (1982), the Parker Mountain MFP (1982), the Cedar-Beaver-Garfield-Antimony Resource Management Plan (RMP) (1986), and the San Rafael RMP (1991), as well as subsequent plan amendments and is now the base land use plan for public lands administered by the BLM's Richfield Field Office. The Approved RMP adopts the management described in the Proposed RMP and the Management Common to All Alternatives section presented in the Proposed Richfield RMP/Final EIS (USDI-BLM 2008), with adjustments as described in the Notice of Modification and Clarification sections of the ROD.

B. CONSIDERATION OF OTHER BLM PLANS AND POLICIES

Table 1 - Consideration of Other BLM Plans and Policies

Type of Plan	Plan Name
Other BLM Surrounding Offices	<p>Kanab Field Office LUPs - Escalante MFP, Paria MFP, Vermilion MFP, Zion MFP and Cedar-Beaver-Garfield-Antimony RMP</p> <p>Cedar City Field Office LUPs, MFPs - Pinyon Grazing EIS (1982), Cedar-Beaver-Garfield-Antimony RMP grazing decisions (1984), Utah BLM Statewide Wilderness EIS (1990)</p> <p>Fillmore Field Office- House Range Resource Management Plan and Warm Springs Resource Management Plan</p> <p>Grand Staircase Escalante National Monument LUP-Monument Management Plan 1999</p> <p>Price Field Office LUPs-the Price River Resource Area Management Framework Plan and the San Rafael Resource Management Plan</p> <p>Salt Lake Field Office LUPs- Randolph MFP (1980), Box Elder RMP (1986), Pony Express RMP (1990), Park City MFP (1975) and Isolated-Tract Planning Analysis Evaluation (1985)</p>
Habitat Plans	<p>Parker Mountain Habitat Management Plan</p> <p>Henry Mountains Desert Bighorn Sheep Habitat Management Plan</p> <p>Antimony Habitat Management Plan</p>

Table 1 - Consideration of Other BLM Plans and Policies

Type of Plan	Plan Name
Threatened and Endangered Species Recovery Plans	<p>Maguire Daisy Recovery Plan, 1995</p> <p>Mexican Spotted Owl Recovery Plan, 1995</p> <p>Utah Reed-Mustards Recovery Plan, 1994</p> <p>Last Chance Townsendia Recovery Plan, 1993</p> <p>Northern States Bald Eagle Recovery Plan, 1983</p> <p>Wright Fishhook Cactus Recovery Plan, 1985</p> <p>Southwest Willow Flycatcher Recovery Plan, 2001</p> <p>Utah Prairie Dog Recovery Plan, 1991</p> <p>Utah Prairie Dog Interim Conservation Strategy, 1997</p> <p>Central Utah Navajo Sandstone Endemics Conservation Agreement, 2006</p> <p>Conservation Agreement and Strategy for the Bonneville Cutthroat Trout, 1997</p> <p>Conservation Agreement for the Colorado River Cutthroat Trout, 2006</p> <p>Range-Wide Conservation Agreement for Roundtail Chub <i>Gila robusta</i>, Bluehead Sucker <i>Catostomus discobolus</i>, and Flannelmouth Sucker <i>Catostomus latipinnis</i>, 2004</p> <p>Conservation Strategy and Agreement for the Management of Northern Goshawk Habitat in Utah, 1999</p>
BLM Programmatic Environmental Analyses	<p>Programmatic Environmental Impact Statement on Oil Shale and Tar Sands Leasing</p> <p>West-wide Energy Corridor Programmatic EIS</p> <p>Utah Land Use Plan Amendment for Fire and Fuels Management, 2005</p> <p>Wind Energy Programmatic Environmental Impact Statement, 2005</p> <p>Vegetation Treatments on BLM Lands in 17 Western States Programmatic Environmental Report, 2007</p> <p>Vegetation Treatments Using Herbicides in 17 Western States Programmatic Environmental Impact Statement, 2007</p> <p>Final Environmental Impact Statement Vegetation Treatment on BLM Lands in Thirteen Western States and associated Records of Decision, 1991</p>

Energy Policy and Conservation Act

In May 2001, the Bush administration's Comprehensive National Energy Policy was issued. This Policy directed the Secretary of the Interior to do the following:

- 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).

Under this directive, the Assistant Secretary of the Interior for Land and Minerals Management delivered to Congress an inventory of U.S. oil and gas resources in five western basins, as well as a description of 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).

In April 2003, the BLM Washington Office (WO) issued an Instruction Memorandum (IM No. 2003-233) which requires the integration of EPCA inventory results in the land use planning process. The IM establishes direction, consistent with FLPMA, to enhance BLM's ability to protect the environment and other resources, as well as facilitates energy development, where appropriate. The IM outlines strategy for integrating the EPCA inventory results into land use plans, restates BLM's commitment to providing responsible and balanced access to the public lands for energy exploration and development; and reinforces BLM's obligation to monitor and adaptively manage public lands and resources.

In August 2005, the Bush administration's national energy plan was issued which encourages energy efficiency and conservation, promotes alternative and renewable energy sources, reduces our dependence on foreign sources of energy, increases domestic production, modernizes the electricity grid, and encourages the expansion of nuclear energy.

Tar Sands and Oil Shale Resources Programmatic EIS

The RFO contains areas of tar sands resources. These resources have been and are available for lease under the Combined Hydrocarbon Leasing Act of 1981 and in accordance with the decisions in the existing BLM LUPs.

The major tar sand resources lay only in Utah, within 11 designated Special Tar Sands Areas (STSA) managed by the BLM's Vernal, Price, Richfield, and Monticello Field Offices (FO). The RFO manages one of these STSAs. One of these STSAs lies within the Grand Staircase-Escalante National Monument where leasing is prohibited.

When the Richfield RMP was initiated in 2001, there was no reasonably foreseeable development expectation for tar sands over the life of the RMP. The mineral report identified these resources but did not foresee any leasing or development because of prevailing and anticipated economic factors.

Since the start of this RMP revision, Congress has enacted the Energy Policy Act of 2005. Section 369 of the Energy Policy Act requires the Secretary of the 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 an NOI 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 those 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 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 (i.e., regarding areas open to application for potential leasing) for tar sands resources in this RMP will be made in accordance with the ongoing PEIS for Oil Shale and Tar Sands Resources. The ROD on the Final PEIS will amend the PRMP/FEIS by making land use planning decisions based 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 would be completed on each lease application before any leases would be issued.

As part of the site-specific NEPA analysis, the environmental consequences of 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 based on a full disclosure of the impacts. If a decision were made to offer the lands for lease, specific mitigation measures would 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 that the BLM undertakes. The decisions associated with the PEIS will be incorporated into the RFO RMP as it is finalized, or the RFO RMP will be amended. Additional opportunities for public involvement and comment will occur when the Proposed RMP Amendment/Final PEIS is available.

However, this RMP will develop allocation decisions for conventional oil and gas leasing and the Combined Hydrocarbon Leases (CHL) in the STSAs.

West-wide Energy Corridor Programmatic EIS

Section 368 of the Energy Policy Act of 2005 (designation of west-wide energy corridors) is being implemented through the current development of an interagency PEIS. The PEIS will address numerous energy corridor-related issues, including the utilization of existing corridors (i.e., enhancements and upgrades), identification of new corridors, supply and demand

considerations, and compatibility with other corridor and project planning efforts. It is likely that the identification of corridors in the PEIS will affect the RFO, and the decisions in the Approved PEIS will be carried forward into the Approved RMP or, depending on timing, the PEIS will amend the RFO RMP.

Utah Land Use Plan Amendment for Fire and Fuels Management

The decisions that were reached through the Utah Land Use Plan Amendment for Fire and Fuels Management process, approved in September 2005, are common to all alternatives, and the analysis is incorporated by reference. The fire plan amendment does the following:

- Establishes landscape-level fire management goals and objectives
- Describes desired wildland fire conditions (DWFC) by Fire Regime Condition Class (FRCC) and describes the management strategies and actions to meet DWFC and land use allocations
- Describes areas in which fire may be restored to the ecosystem through wildland fire use for resource benefit and areas in which wildland fire use is not appropriate
- Identifies criteria that would be used for establishing fire management priorities
- Identifies maximum burned areas and treatment acres for wildfire, wildland fire use for resource benefit, prescribed fire treatments, non-fire fuel treatments, and emergency stabilization and rehabilitation (ESR) actions

Wind Energy Programmatic EIS

The ROD for the Wind Energy Development Programmatic Environmental Impact Statement, which implements a comprehensive wind energy development program to administer the development of wind energy resources on BLM-administered public lands in 11 western states (including Utah), was approved in December 2005. The decisions that were reached through the Wind Energy Development PEIS process are common to all alternatives in the RFO RMP, and the analysis is incorporated by reference. The decision established policies and best management practices (BMP) for the administration of wind energy development activities and established minimum requirements for mitigation measures.

Interim Management Policy

BLM's Interim Management Policy (IMP) and Guidelines for Lands under Wilderness Review will be applied to Wilderness Study Areas (WSA) within the Richfield Planning Area. These Guidelines have been developed under Section 603 of FLPMA "so as not to impair the suitability of such areas for preservation as wilderness", until Congress makes its decision on whether or not to designate the area as wilderness.

In the event there are inconsistencies or discrepancies between previously approved plans and this Approved RMP, the decisions contained in the Approved RMP will be followed. The Richfield 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 to this RMP within a reasonable timeframe. However, this RMP 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 RMP. If such authorizations come up for review and can be modified, they will also be brought into conformance with the RMP.

While the Final EIS for the Richfield 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 Impacts Statements (EISs) where appropriate as part of implementation level planning and decision-making.

C. RMP IMPLEMENTATION

RMP 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 ROD 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 RMP.

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 RMP Direction: These decisions include the goals, objectives, and management actions established by the RMP 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 RMP 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

- Funding.

General Implementation Schedule of “One-Time” Actions

Decisions in this RMP 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 time frames 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 RMP (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 pro-program priorities, non-discretionary workloads, and cooperation by partners and external publics. Periodic review of the RMP will provide consistent tracking of accomplishments and provide information that can be used to develop annual budget requests to continue implementation.

Maintaining the RMP

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 SSS or big game crucial winter ranges, or adjusting the boundary of a fire management unit based on updated fire regime condition class inventory, fire occurrence, monitoring data, and/or demographic changes);
- Applying an existing oil and gas lease stipulation to a new area prior to the lease sale based on new inventory data (e.g., apply an existing protective stipulation for sage-grouse to a newly discovered sage-grouse lek.)

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

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

Changing the RMP

The Approved RMP may be changed, should conditions warrant, through a RMP amendment or RMP revision process. A RMP amendment may become necessary if major changes are needed or to consider a proposal or action that is not in conformance with the RMP. 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 RMP become outdated or otherwise obsolete, a RMP revision may become necessary. RMP amendments and revisions are accomplished with public input and the appropriate level of environmental analysis.

D. RMP EVALUATION

Evaluation is a process in which the RMP 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 RMP, 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 Richfield 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 Richfield Field Office. In this Approved RMP, land use allocations are integrated in the management action descriptions and do not apply to every program area. A *Monitoring* section is also included for each program to describe how the program decisions will be tracked to ensure implementation.

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 RMP maintenance which will occur over time as the RMP is implemented (see the section on *RMP Implementation*). Please note that all acreages presented in the Approved RMP are estimations, even when presented to the nearest acre.

These management decisions are presented by program area as presented in the Proposed Resource Management Plan/Final Environmental Impact Statement (PRMP/FEIS). For ease of identification into the future, each program area has an identified abbreviation (see below) and each decision in that program is number in coordination with the abbreviation:

Air Quality – **AQ**

Soil Resources – **SOL**

Water Resources – **WAT**

Vegetation – **VEG**

Cultural Resources – **CUL**

Paleontological Resources – **PAL**

Visual Resources – **VRM**

Special Status Species – **SSS**

Fish and Wildlife – **WL**

Wild Horses and Burros – **WHB**

Fire and Fuels Management – **FIRE**

Non-WSA Lands with Wilderness Characteristics – **WC**

Forestry and Woodland Products – **FOR**

Livestock Grazing – **GRA**

Recreation – **REC**

Travel Management – **TRC**

Lands and Realty – **LAR**

Minerals and Energy – **MIN**

Wilderness Study Areas – **WSA**

Wild and Scenic Rivers – **WSR**

Areas of Critical Environmental Concern – **ACEC**

Transportation – **TRV**

Health and Safety - **HAZ**

NATURAL, BIOLOGICAL, AND CULTURAL RESOURCES

Table 2 Air Quality (AQ)

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Ensure authorizations and management activities comply with local, state, and federal air quality regulations, requirements, and implementation plans. • Manage all BLM and BLM-authorized activities to maintain air quality within the thresholds established by the NAAQS and ensure that those activities continue to keep the area in attainment, meet PSD Class II standards, and protect the Class I airsheds. • Manage BLM and BLM-authorized activities to comply with the Utah Enhanced Smoke Management Plan, August 11, 2003, and the Utah State Law R307-204 Emission Standards: Smoke Management, August 1, 2007. • Minimize the impact of management actions in the planning area on air quality by complying with all applicable air quality laws, rules and regulations. • Maintain concentrations of criteria pollutants associated with management actions in compliance with applicable State and Federal Ambient Air Quality Standards (AAQS). • Maintain concentrations of Prevention of Significant Deterioration (PSD) pollutants associated with management actions in compliance with the applicable increment. 	
Issue: Management of Air Quality	
Management Actions	
AQ-01.	Mitigate potential adverse impacts of site-specific actions identified in NEPA documents prepared at the time an action is proposed, through best available control technology as part of the state permitting process and PSD review.
AQ-02.	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-03.	BLM will continue to work cooperatively with the Utah Airshed Group to manage emissions from wildland and prescribed fire activities.
AQ-04.	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-05.	BLM will utilize BMPs and site specific mitigation measures, when appropriate, based on site specific conditions, to reduce emissions and enhance air quality. Examples of these types of measures can be found in the Four Corners Air Quality Task Force Report of Mitigation Options, November 1, 2007.
AQ-06.	Project specific analyses will consider use of quantitative air quality analysis methods (i.e. modeling), when appropriate as determined by BLM, in consultation with state, federal, and tribal entities.
AQ-07.	Mitigate actions that compromise ambient air quality standards or visibility within the Class I airsheds.

Table 2 Air Quality (AQ)**Air Quality Monitoring**

Monitoring of air resource conditions for the purposes of evaluating BLM activities is done in accordance with the BLM Air Resource Management Monitoring Strategy (BLM, January 3, 2006). Air Quality Monitoring for regulatory compliance purposes is primarily conducted by Utah Department of Environmental Quality, Division of Air Quality (UDAQ) with oversight by the Environmental Protection Agency. The BLM Air Monitoring Strategy relies heavily on existing monitoring networks such as the Interagency Monitoring of Protected Visual Environments (IMPROVE) network, National Atmospheric Deposition Program (NADP), and Clean Air Status and Trends Network (CASTNET) and the UDAQ Air Monitoring Network. Smoke emissions are tracked and monitored in accordance with the state administrative rule, R307-204 and as described in the Utah Smoke Management Plan (which can be found at:

<http://gacc.nifc.gov/egbc/predictive/weather/smoke.html>).

Much of this air quality data is available in “real time”, and is also provided in monthly or annual summaries. On a periodic basis these summaries and state monitoring reports will be reviewed to ensure that BLM activities are achieving the goals for air quality stated in the Approved RMP.

Soil Resources (SOL)**Table 3 Soil Resources (SOL)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Maintain or improve soil quality and long-term soil productivity through implementation of Standards for Rangeland Health and other soil protection measures. • Manage uses to minimize and mitigate damage to soils. <p><u>Manage soil resources to:</u></p> <ul style="list-style-type: none"> • Maintain or increase soil productivity • Prevent or minimize accelerated soil erosion • Prevent or minimize flood and sediment damage, as needed • Reduce resource loss from floods and erosion • Maintain vegetation cover at or above the level necessary to avoid accelerated soil erosion 	
Issue: Protection of Soil Resources	
Management Actions	
<p><u>Proceed with surface disturbance and reclamation activities consistent with current authorizations and subject to the following:</u></p> <p>SOL-01. Utah Standards for Rangeland Health would be followed to maintain or improve soil conditions.</p> <p>SOL-02. Activities would be the minimum necessary to accomplish the task.</p> <p>SOL-03. Reclamation would be required for road realignments.</p> <p>SOL-04. Measures to stabilize soils and minimize surface water runoff would be required, both during project activities and following project completion.</p> <p>SOL-05. Reclamation of all surface disturbances would be initiated during or immediately upon completion of the authorized project. Reclamation could include recontouring the disturbed area to blend with the surrounding terrain, ripping compacted areas, replacement of topsoil, seeding, planting, and/or providing effective ground cover.</p> <p>SOL-06. Implement appropriate BMPs designed to protect water quality for all ground disturbing activities (Appendix 14).</p>	

Table 3 Soil Resources (SOL)

- | | |
|----------------|---|
| SOL-07. | Close and reclaim all temporary roads immediate upon completion of the project. Reclaimed roads could be barricaded or signed until reclamation objectives were achieved. |
| SOL-08. | Remove facilities or improvements no longer necessary, reclaim them, proved no historic properties would be affected. |

Soil Resources Monitoring

A sample of ground-disturbing projects and authorized BLM activities with the potential to affect soil resources will be evaluated on a periodic basis to determine if best management practices or identified mitigation measures were followed and if they were effective. Results will be reported in the Annual Program Summary and Planning Update. General range conditions, including soil resource conditions, are periodically monitored and assessed in preparation for permit renewals and reported in Rangeland Health Assessments and Watershed Assessments. The number of allotments/acres that met the Upland and Riparian standards in the Utah Standards for Rangeland Health and the total number of allotments/acres assessed will also be reported in the Annual Program Summary and Planning Update. Also as part of the BLM Salinity Program, several soil and water erosion and salinity studies have been conducted within the planning area. This basic science will continue to be encouraged and results incorporated into management decisions, as appropriate.

Water Resources (WAT)

Table 4 Water Resources (WAT)
Desired Outcomes (Goals and Objectives)

- Maintain and/or restore overall watershed health and reduce erosion, stream sedimentation, and salinization of water.
- Work to improve water quality on listed streams and prevent listing of additional streams under the Clean Water Act, Section 303(d) (Appendix 2).
- Improve quality and quantity of water in all streams, with particular emphasis on streams with populations of native species, or with non-native game fish, as well as other aquatic species.
- Maintain and/or restore the chemical, physical, and biological integrity of the planning area's waters.
- Protect community watersheds and sources of culinary water.
- Avoid adverse impacts to floodplains.
- Restore and preserve the natural and beneficial values served by floodplains in carrying out BLM's responsibilities for acquiring, managing, and disposing of federal lands and facilities (Executive Order 11988, Floodplain Management).
- Manage resources to reduce salinity loading where possible and make progress toward accomplishing the goals and objectives outlined in the Colorado River Salinity Control Act.

Issue: Water Quality and Quantity

Management Actions

- WAT-1.** Implement appropriate BMPs designed to protect water quality for all ground disturbing activities (Appendix 14).
Surface water:
- WAT-2** Utah DEQ-Division of Water Quality identifies impaired watersheds for which total maximum daily loads (TMDL) must be developed. BLM will continue to cooperate and contribute to both the completion of the TMDL process and implementation of recommendations in the final reports.
Recreational water standards:
- WAT-3.** Maintain or improve water quality and quantity for recreational uses
Municipal watershed areas:
- WAT-4.** Manage culinary water sources to preserve the quality and health of water sources.
Public water systems:

Table 4 Water Resources (WAT)

WAT-5.	Continue to operate and maintain public drinking water systems at BLM facilities to comply with transient non-community water system requirements as defined by State of Utah Administrative Code 309—Water Quality Monitoring Standards. The RFO would continue to gather source samples for laboratory analysis when the water system is operating (seasonal use), including coliform samples quarterly; nitrates yearly; and nitrite/sulfate every 3 years.
WAT-6.	Identify public water systems with surface water or ground water sources (e.g., delineated drinking water source protection zones) that may be affected by BLM-authorized activities. Ensure that BLM-authorized activities do not pose a threat to public water systems.
Issue: Protection of Groundwater	
Management Actions	
WAT-7.	Maintain buffer zones of no surface disturbance and/or occupancy around natural springs unless it can be shown that (1) there are no practical alternatives, or (2) all long-term impacts can be fully mitigated, or (3) the activity will benefit and enhance the riparian area. Base the size of the buffer zone on geohydrological, riparian, and other factors necessary to protect the water quality of the springs. If these factors cannot be determined, maintain a buffer zone of the 100-year floodplain or 330 feet on either side from the centerline, whichever is greater.
Water Resources Monitoring	
<p>The BLM will continue its cooperative work with the State Division of Water Quality to monitor water quality. Water quality monitoring will be conducted at designated water quality sampling stations or chosen reaches, on a priority basis, using indicators that are chosen in coordination with the State Division of Water Quality. The State Division of Water Quality publishes a biennial report of water quality conditions in the state including a list of impaired waters.</p> <p>In addition, the rangeland health assessment process (particularly Standard 4 according to Interpreting Indicators of Rangeland Health, Rangeland Health Standards and Guidelines, and BLM Manual 4180 and Handbook H-4180-1) will be used to help support findings related to water quality and watershed conditions.</p> <p>Selected surface disturbing activities will be monitored on a periodic basis to monitor BMPs designed to protect the quality and beneficial uses of water at the project level. BMPs will be monitored and evaluated on implementation and effectiveness as part of the project or activity plan.</p> <p>Information from project level monitoring, annual reports, and rangeland health assessments are used to help the FO determine if it is meeting the goals for water quality that are listed in the RMP.</p> <p>Monitoring the water resources on public lands within the RFO involves several government entities private entities, and numerous standards. Monitoring components involve multiple indicators including chemical, coliform, macroinvertebrate, flow, and riparian vegetation. BLM coordination is a key element in maintaining this comprehensive inter-agency monitoring program, particularly since all water data is maintained on computer systems maintained by other agencies. The last data download for RDO water source chemistry on public land showed 170 water sources in the Utah Department of Environmental Quality STORET system, and 1305 water sources in the USGS water resources</p>	

Table 4 Water Resources (WAT)

system.

The State of Utah, Division of Water Quality, under EPA sanction, has primacy for management of all water quality. This includes both water quality criteria, and standards enforcement. The standard method for monitoring water quality in Utah has been chemical analysis. Expanded monitoring methods include benthic macroinvertebrate, periphyton, and green belt transecting in order to assess stream water quality. Chemical data alone has been found to lack the comprehensive detail needed to identify stream water quality problems. Water quality standards for the state of Utah are revised on a regional basis to include the additional criteria.

Long term water quality assessments by the Division of Water Quality are planned for the Lower Fremont River within RFO during 2006-2010. These assessments involve chemistry, benthos, and periphyton sampling. Regular monitoring (chemistry) runs are made each year by the Division on various sources throughout RFO. Additionally, RFO is a partner in the Steering Committee for the Sevier River Watershed Plan being developed following approval of the TMDL.

In addition to quality protection afforded by these regulations to waters of the Colorado River and its tributaries, such waters shall be protected also by requirements of "Proposed Water Quality Standards for Salinity including Numeric Criteria and Plan of Implementation for Salinity Control, Colorado River System, June 1975" and a supplement dated August 26, 1975, entitled "Supplement, including Modifications to Proposed Water Quality Standards for Salinity including Numeric Criteria and Plan of Implementation for Salinity Control, Colorado River System, June 1975", as approved by the seven Colorado River Basin States and the U.S. Environmental Protection Agency, as updated by the 1978 Revision and the 1981, 1984, 1987, 1990, 1993, 1996, 1999, 2002, 2005, and 2008 Reviews of the above documents.

These "Standards for Salinity" criteria apply to stream systems within RFO that are tributary to the Colorado River. A summary report of water quality monitoring by Bureau of Reclamation can be found in Progress Report No. 22 (2005), Quality of Water, Colorado River Basin.

The Utah Safe Drinking Water Act (Title 19, Chapter 4 of the Utah Code) empowers the Utah Drinking Water Board to enact rules pertaining to public water systems. Congress has passed a Federal Safe Drinking Water Act (US EPA) which empowers the EPA to adopt and enforce rules which must be met by each public water system in the nation. By agreement with the EPA, Utah administers the federal act within the state. Thus, Utah's laws and rules regarding public drinking systems are in conformity with federal rules. Public water suppliers (including RFO) refer to the Utah laws and rules.

Utah Safe Drinking Water Act rules are adhered to for RFO water monitoring at public campgrounds on Starr Spring, McMillan Spring, and Lonesome Beaver. These drinking water systems are tested quarterly.

There are 15 culinary water sources authorized by Right-Of-Way (ROW) on BLM lands within RFO that also are regulated by the Utah Safe Drinking Water Act. While monitoring is done by the ROW holder, the source protection aspects resulting from required facility maintenance may impact aspects of public land management.

Table 4 Water Resources (WAT)

The United States Geological Survey (USGS) provides ground and surface water monitoring, along with related investigative studies.

USGS stream gauging stations in the Fremont River basin are an example of RFO inter-agency water resource monitoring.

The federal government has delegated the authority to allocate water within state boundaries to state governments. This means that even though BLM is a federal agency, it must seek water rights from state governments to obtain and provide water for BLM uses. These uses include, but are not limited to, wildlife watering and habitat, livestock watering, recreation, fisheries, and wetlands. The Utah Division of Water Rights (DWRi) is an agency of Utah State Government within the Department of Natural Resources that administers the appropriation and distribution of the State's water resources. In addition, the DWRi regulates Dam Safety, Stream Alterations, Well Drilling, and other programs.

Individual source identification within RFO is maintained via the DWRi water rights computer program. This includes wells, springs, reservoirs, perennial streams and intermittent streams. Flow data associated with each of these individual BLM water rights is an example of one of the elements of water monitoring.

Tracking legal notices of filings for new water rights that may impact public land within RFO is a critical aspect of water monitoring. Should the particular situation warrant a Protest, then legal action in accord with Utah State Water Law must be initiated.

Another phase of water monitoring, is the identification and noting to Master Title Plats (MTP's) of all sources involved with Public Water Reserves. These reservations involve Federal Reserved Rights.

Riparian proper functioning condition (PFC) inventories within RFO are considered part of water monitoring. As with all phases of water monitoring, efforts are dependent on personnel staffing and funding.

RDO water monitoring programs must remain cognizant that in many locations streams have been fully appropriated for irrigation, leaving downstream reaches on BLM lands either dry or significantly dewatered.

Vegetation (VEG)**Table 5 Vegetation Decisions (VEG)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Manage and mitigate activities to restore, sustain, and enhance the health of plant associations. • Manage all resources and resource uses to achieve the Standards for Rangeland Health. • Enhance and/or restore native and desirable naturalized plant species. • Manage for a mix of vegetative types, structural stages, and landscape and riparian functions, and provide for native plant, fish, and wildlife (including SSS) habitats. • Enhance biological and genetic diversity of natural ecosystems. • Maintain relict vegetation communities. • Sustain or reestablish the integrity of the sagebrush biome to provide the amount, continuity, and quality of habitat that is necessary to maintain sustainable populations of the Greater sage-grouse and other sagebrush-dependent wildlife species. • Manage all riparian areas to maintain, restore, or improve unique habitat characteristics, including diversified plant species composition, plant species structural diversity, and adequate native vegetative cover and density for stream bank stabilization. All riparian areas would be managed to be in properly functioning condition. 	
Issue: Overall Vegetation Management	
Management Actions	
VEG-1.	Treat areas determined to need reseeding with a variety of plant species that are desirable for wildlife habitat, livestock, watershed management, and other resource values while maintaining vegetation species diversity.
VEG-2.	Where appropriate, require on-site mitigation when surface disturbance cannot be avoided on a site-specific basis. 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.
VEG-3.	Maintain existing vegetative treatments to provide suitable habitats for wildlife and adequate forage for livestock.

Table 5 Vegetation Decisions (VEG)

Issue: Vegetation Treatments	
Management Actions	
VEG-4.	Maintain existing vegetation treatments and implement additional treatments (e.g., prescribed fire and wildland fire use, mechanical, biological, manual, and chemical) to achieve or maintain Standards for Rangeland Health and desired vegetation condition. Vegetation treatments (e.g., wildlife habitat treatments, watershed treatments, livestock grazing treatments, fuels treatments, stewardship contracts, etc.) could be conducted on up to 1,472,000 acres over the life of the plan. (An annual average of 73,600 acres would need to receive treatment to reach the total treatment acreage. Actual annual treatment acreage would vary depending on conditions, staffing, etc. These acreage figures include all vegetation and fire fuels treatments.
VEG-5.	Allow temporary non-renewable use of targeted grazing to reduce site-specific fuels and/or noxious and invasive weeds (e.g. cheat grass).
VEG-6.	The use and perpetuation of native species would be emphasized. However, when restoring or rehabilitating disturbed or degraded rangelands, non- intrusive, non-native plant species may be used where native species: <ul style="list-style-type: none"> – Are not available – Are not economically feasible – Cannot achieve desired conditions, desired plant communities (DPC), or other ecological objectives as well as non-native species, and/or – Cannot compete with already established non-native species. – Non-native forbs and perennial grasses could be used in preference to monocultures of non-native annuals.
Issue: Management Activities in Riparian Areas	
Management Actions	
VEG-7.	Allow uses and activities in riparian areas consistent with Utah BLM Riparian Management Policy and in compliance with Executive Orders 11990 and 11988.

Table 5 Vegetation Decisions (VEG)

VEG-8.	Allow no new surface disturbing activities within a specified distance of riparian areas (see specific buffer sizes below), as measured from bank-full width along all perennial streams or streams with perennial reach unless the following criteria can be met: <ul style="list-style-type: none"> – There are no practical alternatives to the surface disturbance; or – All long-term impacts could be fully mitigated; or – The activity would benefit the riparian area.
VEG-9.	The Utah BLM Riparian Management Policy identifies that Riparian areas will be retained in the public land system unless it can be clearly demonstrated that specific sites are so small or isolated that they cannot be managed in an effective manner by BLM or through agreement with State or Federal agencies or interested conservation groups.
VEG-10.	Coordinate riparian management with interested federal, state, tribal and local governments and private conservation groups, etc.
VEG-11.	The buffer zone would be equal to the 100-year floodplain or 330 feet on either side from the centerline, whichever is greater, and would be included for riparian areas.
Issue: Management of Noxious Weeds and Invasive Species	
Management Actions	
VEG-12.	Implement noxious weed and invasive species control actions as per national guidance and local weed management plans in cooperation with state, federal, affected counties, adjoining private land owners, and other partners or interests directly affected.
VEG-13.	Adhere to the Standard Operating Procedures and Guidelines for All Treatment Methods from the Biological Opinion from the Vegetation Treatments on BLM lands in 17 Western States Programmatic Environmental Report, 2007.
VEG-14.	Control invasive and non-native weed species and prevent the introduction of new invasive species by implementing a comprehensive weed program including: coordination with key partners, prevention and early detection, education, inventory and monitoring, and using principles of integrated weed management.
VEG-15.	Apply approved weed control methods to noxious weeds in an identified integrated weed management program (including preventive management and education, as well as mechanical, biological, and chemical techniques). Do so in cooperation with state, federal, affected county governments, adjoining private land owners, and other directly affected interests.

Table 5 Vegetation Decisions (VEG)

Issue: Insect Pest Management	
Management Actions	
VEG-16.	Treat insect pests that exceed an economic threshold on public land adjacent to other landowners or that impact resources in coordination with the State of Utah, adjacent states, federal agencies, affected counties, adjoining private land owners, and other directly affected interests.
Vegetation Monitoring	
<p>Maintain functioning ecosystems through the fundamentals of Rangeland Health and their companion rules-Standards for Rangeland Health and Guidelines for Grazing Management. The Standards for Rangeland Health are assessed using seventeen indicators. Guidelines outline best management practices to be applied in order to achieve the Standards. The qualitative protocols for measuring each of the indicators include Rangeland Health Assessments Version -4 as outlined in Technical Reference (TR) 1734-6, Interpreting Indicators of Rangeland Health, BLM Manual 4180 and Handbook H-4180-1, guiding implementation of the rangeland health standards.</p> <p>Monitoring long term vegetation trend includes measurements such as frequency, composition, cover, channel erosion, soil stability, plant vigor, form class, age class, tree density, cover class, headcut movement and channel profiles, seedling/sapling establishment. Protocols for monitoring would be those outlined in the Richfield Field Office Monitoring Manual (2009), Utah State Office BLM Monitoring Handbook (2009) as developed from BLM TR 1734-7, 4400-5, 1734-4, the Monitoring Manual for Grassland, Shrubland and Savanna Ecosystems for Measuring and Monitoring Plant Populations, Elzinga, Salzar and Willoughby, 1998. Conduct Proper Functioning Condition (PFC) Assessment as provided in TR 1737-9 and TR 1737-15 (assessment for streams) and TR 1737-11 and TR 1737-16 (assessments for lakes/wetlands) to assess the functionality of riparian and wetland areas. Monitor stream channels and associated riparian vegetation using Interagency Technical bulletin (Version 5.0) Monitoring Stream Channels and riparian Vegetation-Multiple Indicators. Conduct annual monitoring for new noxious weeds, concentrating in areas where ground disturbing activities have occurred, and where the public or agency personnel have reported sightings. Visit known noxious weed sites that are identified for treatment, and evaluate for effectiveness of control (annually). Monitor for both invasiveness and impacts. Monitor for new satellite populations of noxious weeds beyond existing noxious weed infestations/populations. Visit known sites not identified for treatment on a rotational basis over three years. For all known sites and any newly discovered sites, locate with a global positioning system (GPS) unit, photograph, measure, and determine the need for future treatment.</p> <p>Monitoring Guidance used by the BLM in vegetation management and weed treatment is summarized in the Record of Decision Vegetation Treatments on BLM Lands Using Herbicides in 17 Western States (Sept 2007) and amendments. Specifically for weeds, each year a certain amount of area previously treated for noxious weeds is monitored to determine treatment effectiveness. In addition annual survey and inventory will be conducted searching for new noxious weeds, concentrating in areas where ground disturbing activities have occurred, and where the public or agency personnel have reported sightings. For all known sites and any newly discovered sites, locate with a global positioning system (GPS) unit, photograph, measure, and determine the need for future treatment. Survey all burned areas (natural and prescribed) over 20 acres for noxious weeds for three years following the burn. Survey and monitoring data is planned to be recorded and managed in the National Invasive Species Information Management System (NISIMS) database, expected to be implemented in 2009 and 2010 or other appropriate database. Relict vegetation in the North Caineville Mesa and Old Woman Front ACECs will be monitored at least semi-annually. The BLM will incorporate monitoring results of relevant interagency working groups (e.g. Parker Mountain Adaptive Resource Management Groups) into plan evaluation updates. Additionally, BLM will assess trends in vegetation every 10 years to ensure conditions and responses are moving towards desired future conditions.</p>	

Cultural Resources (CUL)**Table 6 Cultural Resources Decisions (CUL)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Preserve and protect significant cultural resources and ensure that they are available for appropriate uses by present and future generations. • Seek to reduce imminent threats from and resolve potential conflicts caused by natural or human-caused deterioration, or potential conflicts with other resource uses. • Identify priority areas for new field inventory, based on their probability for significant resources. • Coordinate with local historic and cultural preservation and interpretation efforts. • Provide opportunities for traditional (American Indian) uses of cultural resources and sites. • Ensure compliance with Native American Graves Protection and Repatriation Act (NAGPRA) and National Historic Preservation Act (NHPA). 	
Issue: Management of Cultural Resources	
Management Actions	
CUL-1.	Identify and manage traditional cultural properties (TCP) in coordination with American Indian tribes.
CUL-2.	Mitigate adverse impacts to cultural resources resulting from authorized surface disturbing activities.
CUL-3.	Meet responsibilities under the NHPA as addressed in the State Protocol Agreement between the Utah State Director of BLM and the Utah State Historic Preservation Officer (SHPO) and the Programmatic Agreement among the BLM, the Advisory Council on Historic Preservation, and the National Conference of SHPOs.
CUL-4.	Complete cultural resources inventories prior to allowing permitted surface disturbing activities, excluding those areas and circumstances identified in BLM-Manual M-8110.23, Identifying & Evaluating Cultural Resources, and Handbook UT-BLM-H-8110, Guidelines for Identifying Cultural Resources, Section II.C.
CUL-5.	Coordinate Old Spanish Trail management with the National Park Service (NPS) and other agencies under Public Law 107-325. Specifically: <ul style="list-style-type: none"> – Provide interpretive information at appropriate locations – Retain public lands in federal ownership – Limit OHV use to designated routes.
CUL-6.	Protect eligible cultural sites and mitigate impacts.

Table 6 Cultural Resources Decisions (CUL)

Issue: Management of Cultural Resource Sites by Allocation to Use Categories	
Management Actions	
CUL-7.	Allocate and manage cultural resource sites for scientific use, public use, conservation use, traditional use, and experimental use categories described in Manual BLM-M-8110.4, Identifying and Evaluating Cultural Resources.
CUL-8.	Reevaluate and revise cultural resources site allocations by site or area when circumstances change or when new data becomes available. Consult with the SHPO and Native American tribes as appropriate.
CUL-9.	Mitigation actions would not be necessary on cultural resource sites if both of the following conditions are met and documented: <ul style="list-style-type: none"> – BLM and the SHPO have formally agreed the site is not eligible for listing on the National Register of Historic Places (NRHP) – The site has no value for other cultural uses (as described in BLM-M-8110.4).
Issue: Identification of Areas for New Field Inventories	
Management Actions	
CUL-10.	<u>Inventory the following priority areas:</u> <ul style="list-style-type: none"> – Horseshoe Canyon South WSA – Bull Creek Archaeological District – Areas of special cultural designation that have not been fully inventoried.
Issue: Coordination with American Indian Tribes	
Management Actions	
CUL-11.	Work with Native American tribes to accommodate tribal access to sacred sites and traditional cultural properties and prevent or mitigate physical damage or intrusions that might impede their use.
CUL-12.	Establish agreements with all Native American tribes interested in the lands managed by the RFO to identify the types of projects on which they want to consult.
Issue: Bull Creek Archaeological District	
Management Actions	
CUL-13.	Manage the Bull Creek Archaeological District with major constraints (NSO).

Table 6 Cultural Resources Decisions (CUL)**Cultural Resource Monitoring**

Cultural resources will be inventoried and evaluated as part of project level planning to achieve the objective of protecting significant properties from impact by federal undertakings. This inventory and evaluation includes application of the National Register criteria to cultural properties and consultation with the State Historic Preservation Officer (SHPO), Tribal Governments, the Advisory Council on Historic Preservation, and other interested parties as appropriate. This objective also involves Section 110 inventory of those areas.

Selected sites will be monitored over time to determine their condition, any trend in that condition, as well as the reasons for any change in site condition. If necessary to maintain a site in its present condition, corrective action to reduce natural or human-caused threats to the site(s) will be taken. Learning of potential conflicts with other resource uses is done through the Environmental Analysis process where any conflicts and potential adverse effects to cultural resources are documented and mitigated.

Both Horseshoe Canyon South WSA and the Bull Creek Archaeological District are priority areas for new Section 110 field inventory. These two areas have known significant cultural resources in them that are not documented as yet. Other areas will be added to this list as appropriate. In addition, we will monitor 1) cultural sites that have been previously identified as being impacted from vandalism, erosion, grazing, etc, and 2) sites identified on maps, brochures, or other media that bring the site into public awareness.

OHV use on existing and designated routes will be subject to long term monitoring and the potential of this use to adversely affect sites that may be located there. Previous intensive cultural resource field inventory of 216 roads in Wayne County found 112 significant sites within the road rights-of-way. This is an excellent indication of the probability of significant sites being located along other existing and designated routes throughout the RFO. We will inventory these routes at the Class II level according to the likelihood of sites being in those areas. This would begin with the roads inventoried previously in Wayne County. Appropriate mitigation would be applied to those sites needing it. This could include closing the road, re-routing it, etc.

Paleontological Resources (PAL)**Table 7 Paleontological Resources Decisions (PAL)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Protect scientifically significant paleontological resources. • Provide opportunities for scientific, educational, and recreational uses of paleontological resources. • Cooperate with other federal, state, and local agencies in paleontological resources management activities. 	
Issue: Management of Paleontological Resources	
Management Actions	
PAL-1.	Mitigate adverse impacts to vertebrate and significant non-vertebrate paleontological resources resulting from surface disturbing activities.
PAL-2.	Support and provide public education and interpretive opportunities for paleontological resources, including agreements with visitor information providers, use of special designations, or interpretive sites.
PAL-3.	Issue paleontological resource use permits for scientific study as appropriate.
PAL-4.	Prohibit commercial collection of invertebrate and plant fossils without a BLM-issued permit.
PAL-5.	Require on-the-ground paleontological inventories prior to permitting surface disturbing activities in areas where there is a high potential to affect scientifically significant paleontological resources.
PAL-6.	Require paleontological assessments prior to permitting surface disturbing activities in areas where there is a moderate potential to affect scientifically significant paleontological resources.
PAL-7.	Conduct paleontological inventories intermittently as resources allow.
PAL-8.	Prioritize paleontological resource inventories based on the potential to affect scientifically significant resources.
PAL-9.	Allow surface collection (as defined in BLM Manual 8270, Paleontological Resources Management) of common invertebrate and botanical paleontological resources for personal (non-commercial) use without permits and if consistent with other management decisions in this RMP. Significant resources of critical scientific and educational value would be protected.
PAL-10.	When appropriate, target fossil localities with significant scientific value for excavation and curation either by the BLM or by a qualified outside academic or curatorial/research facility to protect them from theft, erosion, and/or vandalism. If excavation is not carried out within one field season, periodically monitor to document the integrity of the locality until excavation and curation are completed.
PAL-11.	Monitor highly significant (scientific) localities with paleontological resources that are not feasible to excavate, curate, or interpret. Frequency of monitoring for identified localities would be determined by the significance of the resource and the risk of damage by either natural processes or human intrusion.
PAL-12.	Develop interpretation for significant localities and sites with displays that foster scientific knowledge of the unique nature of the resource and that create

Table 7 Paleontological Resources Decisions (PAL)

PAL-13.	<p>opportunities for public education and access to such resources.</p> <p>For all permitted actions occurring in paleontologically sensitive areas, include stipulation(s) to cover unanticipated paleontological discoveries during disturbance. This stipulation would mandate work stoppage (or avoidance), notification to the authorized officer, and protection of the material and geological context if any paleontological resources were discovered during disturbance activities. Other stipulations might be appropriate on a case-by-case basis.</p>
Paleontological Monitoring	
<p>Inventory significant sites and then monitor the sites for condition and vandalism regularly. This may be done monthly or more frequently if conditions warrant. Where vandalism has occurred, monitoring may have to be done on a frequent basis. As time permits, inventory the field office for paleontological sites, particularly in the Morrison Formation. As new sites are found determine their significance and potential vulnerability and monitor accordingly.</p>	
<p>Where significant sites are being vandalized or have a high potential for vandalism increase monitoring frequency and encourage excavation for scientific and educational use by qualified institutions. Make the public aware through the media of the importance of paleontological resources and of the consequences for their theft and or destruction. Where appropriate, encourage recreational uses of paleontological resources such as the gathering of petrified wood and the viewing of paleontological sites which are known to the public and which can be protected against theft.</p>	

Visual Resources (VRM)**Table 8 Visual Resource Management Decisions (VRM)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Manage public lands for their scenic values while providing for overall multiple use and quality of life for local communities and visitors to public lands. • Manage actions to preserve those scenic vistas that are deemed most important. 	
Issue: Assignment of Visual Resource Management Classes to All Public Lands in the RFO	
Management Actions	
VRM-1.	Designate WSAs as VRM Class I to maintain an undeveloped landscape and preserve their natural values according to direction in Instruction Memorandum IM-2000-096, Use of Visual Resource Management Class I Designation in Wilderness Study Areas.
VRM-2.	Ensure all activities authorized by the BLM meet the management objectives for the designated VRM class in that particular area.
VRM-3.	To the extent practicable, bring existing visual contrasts into VRM class conformance as the opportunity arises.
VRM-4.	Designate the following VRM classes, as indicated on Map 13: <ul style="list-style-type: none"> — Class I: 446,900 acres — Class II: 249,800 acres — Class III: 393,100 acres — Class IV: 1,038,200 acres.
Issue: Application of VRM Standards to Existing ROWs	
Management Actions	
VRM-5.	To avoid potential conflicts with the construction, operation, maintenance, and termination of facilities and improvements located on existing ROWs on public land, apply the following: <ul style="list-style-type: none"> — Where a ROW grant specifically identifies an area and/or width, the VRM class within the specified area/width would be VRM Class IV. — Where no width is specified, the VRM class within the interior boundaries of the area disturbed when the facility or improvement was initially constructed would be VRM Class IV.
Visual Resource Management Monitoring	
Any project design features or mitigation measures identified to address visual resource management concerns will be monitored to ensure compliance with the management	

Table 8 Visual Resource Management Decisions (VRM)

objectives of the established VRM classes. Where appropriate and commensurate with the scale of the project, monitoring will include the use of the visual contrast rating system, described in BLM Manual 8400 series during project review and upon project completion to assess the effectiveness of project design features and any mitigating measures. The number of projects evaluated and monitored for compliance with VRM objectives will be reported in the Annual Program Summary and Planning update, and include an assessment of the cumulative alterations of the visual resource conditions to ensure long-term compliance with established VRM Classes.

Special Status Species (SSS)**Table 9 Special Status Species Decisions (SSS)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Conserve and recover all SSS (including listed species) and the ecosystems on which they depend. • Manage, minimize, and mitigate impacts to plant, fish, and animal species and habitats so that the need to list any of these species as threatened or endangered does not become necessary. • Promote recovery and conservation of special status plant, fish, and animal species, including those listed under the Endangered Species Act (ESA). • Prevent long-term habitat fragmentation through avoidance and/or site-specific reclamation to return areas to productive levels. • Continue to work with United States Fish and Wildlife Service (USFWS) and others to ensure that plans and agreements are updated and implemented as necessary to reflect the latest scientific data. • Where possible, implement the conservation actions identified in the Utah Comprehensive Wildlife Conservation Strategy (Utah Division of Wildlife Resources [UDWR] 2005c), which identifies priority wildlife species and habitats, identifies and assesses threats to their survival, and identifies long-term conservation actions needed, including those on BLM-administered lands. 	
Issue: Overall Special Status Species Management Guidance	
Management Actions	
SSS-1.	For listed species that do not have designated critical habitat, cooperate with the USFWS and other agencies, such as the UDWR, in managing the species and their habitat.
SSS-2.	Allow, initiate, or participate in scientific research of listed and sensitive species and their habitats.
SSS-3.	Collaborate with the appropriate local, state, and federal agencies to promote public education on species at risk, their importance to the human and biological community, and reasons for protective measures that would be applied to the lands involved.
SSS-4.	Implement species-specific conservation measures to avoid or mitigate adverse effects to known populations of listed and non-listed special status plant and animal species on public lands.
SSS-5.	Prohibit actions that destroy, adversely modify, or fragment listed threatened or endangered species' habitat.
SSS-6.	Maintain the integrity of SSS habitat to provide the quantity, continuity, and quality of habitat necessary to maintain SSS populations.
SSS-7.	Conduct habitat improvement treatments for SSS. Future consultation would be needed for biological controls in SSS habitat.
SSS-8.	Retain habitat for federally listed and candidate species in federal ownership. Exceptions may be considered in exchanges with the State of Utah and others after consultation with and concurrence from the USFWS.
SSS-9.	Consider SSS habitat in all wildfire suppression efforts.

Table 9 Special Status Species Decisions (SSS)

SSS-10.	Conduct Section 7 consultation with the USFWS if biological treatments as a result of vegetation management actions are proposed in federally listed species habitats.
SSS-11.	Recovery Plans and Conservation Agreements
SSS-12.	Implement the goals and objectives of recovery plans, conservation agreements and strategies, and activity level plans using best available information to recover and conserve species to the point where requirements of the ESA are no longer necessary.
SSS-13.	Work with USFWS and others to ensure that plans and agreements are updated and implemented as necessary to reflect the latest scientific data.
SSS-14.	Implement the specific goals and objectives of recovery plans, conservation agreements and strategies, and approved activity-level plans.
SSS-15.	Recovery Actions for Listed Species
SSS-16.	Do not adversely modify or destroy designated critical habitats for federally listed species.
SSS-17.	Provide habitat improvements and other management actions to promote conservation and recovery of listed species.
SSS-18.	Reintroduction/Translocation of SSS
SSS-19.	Allow translocations of listed and non-listed SSS to aid in conservation and recovery efforts. Implement necessary habitat manipulations and monitoring in translocation plans and allow identification and manipulation of Utah prairie dog translocation sites to achieve suitable conditions for successful translocations.
Issue: Habitat Mitigation	
Management Actions	
SSS-20.	<u>Use strategies to avoid or reduce habitat fragmentation when possible, including:</u> <ul style="list-style-type: none"> — Co-locating communication and other facilities — Employing directional drilling for oil and gas — Closing and reclaiming roads — Landscape scale evaluations — Using topographic and vegetative screening to reduce the influence of intrusions.
SSS-21.	Mitigate the effects of proposed projects that have the potential to cause long-term or permanent habitat impacts or losses by enhancing, restoring, or creating other habitat within the project's region of influence. Consider protecting the habitat when the habitat type is rare and under severe development pressures. Protection should only be a portion of the mitigation and must contain elements of restoration or enhancement.
SSS-22.	Use species-specific buffers and seasonal, temporal, and spatial restrictions to conserve habitat for SSS (Appendix 11 and Appendix 14).

Table 9 Special Status Species Decisions (SSS)

Issue: Protection of Raptor Habitat	
Management Actions	
SSS-23.	Employ “Raptor Best Management Practices” (Appendix 10), using seasonal and spatial buffers, as well as mitigation, to maintain and enhance raptor nesting and foraging habitat, while allowing other resource uses.
SSS-24.	Comply with Suggested Practices for Avian Protection on Power Lines: the State of the Art in 2006 (APLIC 2006) and Avian Protection Plan (APP) Guidelines (APLIC and USFWS 2005) for new power line construction (including upgrades and reconstruction) to prevent electrocution of raptors.
Issue: Management of OHV Use in Greater Sage-Grouse Habitats	
Management Actions	
SSS-25.	Limit OHV use to designated routes and/or seasonal closure of designated routes in all Greater sage-grouse habitats, including: breeding (leks), nesting, brood-rearing, and wintering habitats.
Issue: Special Stipulations for Surface Disturbing Activities Within Greater Sage-Grouse Habitat	
Management Actions	
SSS-26.	<p>Implement the most current <i>UDWR Strategic Management Plan for Sage-Grouse</i> (UDWR, 2002 and its future revisions), the <i>BLM National Sage-Grouse Habitat Conservation Strategy</i> (BLM, 2004), and recommendations from local sage-grouse working groups to protect, maintain, enhance, and restore Greater sage-grouse populations and habitat.</p> <ul style="list-style-type: none"> – All surface disturbing activities would be prohibited within ½ mile of Greater sage-grouse leks on a year-round basis. Oil and gas leasing would be open subject to major constraints (NSO). – Allow no surface disturbing or otherwise disruptive activities within 2 miles of Greater sage-grouse leks from March 15 to July 15 to protect nesting and brood rearing habitat. Oil and gas leasing would be open subject to a controlled surface use and timing stipulation. – Allow no surface disturbing or otherwise disruptive activities within Greater sage-grouse winter habitat from December 15 – March 14. Oil and gas leasing would be open subject to a controlled surface use and timing stipulation. <p>See Appendix 11 for exceptions, modifications, or waivers.</p>
Special Status Species Monitoring	
Monitoring of known populations of SSS and their habitats (e.g., Mexican spotted owls, Utah prairie dogs, greater sage grouse, Wright fishhook cactus) would continue in conjunction with Federal, state and private agencies or organizations. Monitoring of additional listed and non-listed SSS and their habitats would be developed wherever land use and human disturbances have been identified as having potential for adverse impacts. Priority would be given to those species in which monitoring was identified as part of a conservation agreement, as a conservation measure (e.g., in a Recovery Plan), or resulting from consultation efforts with the USFWS. Monitoring would be conducted using methods developed in coordination with other agencies such as the USFWS and Utah Division of Wildlife Resources, or with other partners such as universities and non-governmental organizations.	

Table 9 Special Status Species Decisions (SSS)

Monitoring may involve intensive research projects, inventories of suitable habitat, or periodic inspections of known habitat and populations to determine changes in habitat conditions or population status. This monitoring may be accomplished by BLM staff or through contracts. Efforts would be made to develop partnerships to help fund individual species conservation strategies, including monitoring.

For special status plants, visual reconnaissance would be used to obtain general information on habitat conditions including assessing plant composition at a site, inspecting for exotic species, and monitoring localized disturbances (e.g., OHV use, livestock and wildlife use, recreational use). The frequency of monitoring individual federally listed species populations and habitats would depend upon funding and other workloads. Effective monitoring methods should be used (e.g., Sampling Vegetation Attributes, Technical Reference TR-1734-4; and Measuring and Monitoring Plant Populations, Elzinga, Salzar, & Willoughby, 1998). Monitoring to evaluate the effects of OHVs on Wright fishhook cactus (*Sclerocactus wrightiae*) would be established in the Factory Butte area as described under Travel Management.

Fish and Wildlife (WL)**Table 10 Fish and Wildlife Decisions (WL)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Maintain, restore, protect, and enhance habitats to support healthy populations of diverse fish and wildlife species, recognizing crucial habitats as management priorities. • Manage habitat to prevent additional listings of species under the federal ESA, or the State of Utah's Species of Concern List. • Manage for unfragmented blocks of habitat that provide for a variety of wildlife and fish species. • Recognize and support the role of UDWR in managing wildlife and fish populations and regulating hunting and fishing. • Recognize and support the role of USFWS in managing raptors, migratory birds, and threatened and endangered species. • Recognize and support the role of the Federal Animal and Plant Health Inspection Service (APHIS) in controlling predators. 	
Issue: Overall Fish and Wildlife Management Guidance	
Management Actions	
WL-1.	Recognize and coordinate with UDWR on its Management Plans and associated revisions, and (where appropriate) plans of other cooperating agencies. To the extent practicable, implement future plans on a case-by-case basis through applicable regulations.
WL-2.	Implement BLM wildlife management plans.
WL-3.	Implement the conservation actions identified in Executive Order 13186, Federal Agency Responsibilities under the Migratory Bird Treaty Act, with particular emphasis on those migratory birds identified as Priority Species in the Utah Avian Conservation Strategy (Parrish et al. 2002).
WL-4.	Consider the USFWS Birds of Conservation Concern and the Utah Partners in Flight Priority Species to identify and conserve priority nesting habitats for migratory birds. Cooperate with UDWR in the management of fisheries, including habitat improvements and treatments.
WL-5.	Work with UDWR to establish and maintain Blue Ribbon Fisheries, as defined by the Utah Blue Ribbon Fishery Advisory Council.
WL-6.	Coordinate with UDWR to address population dynamics and habitat conditions for major habitat types that support a wide variety of game and non-game species.

Table 10 Fish and Wildlife Decisions (WL)

WL-7.	Use strategies to avoid or reduce habitat fragmentation, such as collocating facilities, employing directional drilling, reclaiming redundant roads, reclaiming roads no longer serving intended purpose, reducing road densities, and using topographic and vegetative screening to reduce influence of intrusions.
WL-8.	The BLM will approach compensatory mitigation on an “as appropriate” basis where it can be performed onsite, and on a voluntary basis where it is performed off-site, or, in accordance with current guidance.
WL-9.	Minor adjustments to crucial wildlife habitat boundaries periodically made by the UDWR would be accommodated through plan maintenance.
WL-10.	Where possible, implement the conservation actions identified in the Utah Comprehensive Wildlife Conservation Strategy (UDWR 2005c), which identifies priority wildlife species and habitats, identifies and assesses threats to their survival, and identifies long-term conservation actions needed, including those on BLM-administered lands.
Issue: Forage Management and Allocations	
Management Actions	
WL-11.	Use prescriptive grazing to favor forage production for big game crucial winter range.
WL-12.	On suitable allotments, as determined on a case-by-case basis, authorize livestock grazing only on a nonrenewable basis to meet wildlife habitat objectives. These actions would be limited to crucial wildlife habitat where conventional grazing management practices were not allowing attainment of RMP objectives.
WL-13.	Accomplish habitat treatments to meet terrestrial, aquatic, and riparian habitat objectives through the use of prescribed and/or wildland fire, chemical, biological, and mechanical methods.
Issue: Management of Henry Mountain Bison and Mule Deer	
Management Actions	
WL-14.	Develop a Habitat Management Plan (HMP) for bison, mule deer, and other big game species within the Henry Mountain area in consultation with UDWR. (The HMP would address management objectives with respect to size of herds (numbers of animals), desired ratio of male to female animals, and the reauthorization of voluntarily relinquished grazing preference and reallocation of forage on specific grazing allotments. The HMP would also address needed improvements for range conditions, including proposed habitat improvement projects for both livestock and big game species to mitigate potential conflicts during seasons of use and the strategies required for herd adjustments during critical droughts.)
Issue: Management of Desert Bighorn Sheep Habitat	
Management Actions	
WL-15.	Prohibit change in the kind of livestock from cattle to domestic sheep in those allotments with bighorn sheep habitat identified in the Desert Bighorn Sheep HMP.

Table 10 Fish and Wildlife Decisions (WL)

Issue: Management of OHV Use in Deer and Elk Habitats	
Management Actions	
WL-16.	Limit OHV use to designated routes in deer and elk crucial winter habitat (806,700 acres), except for Glenwood and Aurora, Managed Open Areas.
WL-17.	Close 4,500 acres of deer and elk crucial winter range to OHV use.
WL-18.	Consider seasonal closure of designated routes on a case-by-case basis. (Maps 15 and 16)
Issue: Management of OHV Use in Crucial Bison Habitat	
Management Actions	
WL-19.	OHV use in 257,600 acres of crucial bison habitat would be limited to designated routes.
WL-20.	1,000 acres of crucial bison habitat would be closed to OHV use.
WL-21.	Consider seasonal closure of designated routes on a case-by-case basis.
Issue: Management of OHV Use for Game Retrieval	
Management Actions	
WL-22.	Manage OHV use for game retrieval consistent with OHV area and route designations.
Issue: Seasonal Stipulation for Surface Disturbing Activities in Bison Habitats	
Management Actions	
WL-23.	Restrict surface disturbing activities in crucial bison habitats (Map 8) from November 1 through May 15 for protection of winter habitats and species sensitivity during calving season unless the action is carried out to enhance habitats for bison and/or other wildlife. See Appendix 11 for exceptions, modifications, or waivers.
Issue: Seasonal Stipulation for Surface Disturbing Activities in Crucial Mule Deer and Elk Habitat	
Management Actions	
WL-24.	Restrict surface disturbing activities in crucial mule deer and elk habitats (Maps 9 and 10) from December 15 through April 15 for protection of winter habitats, unless the action is carried out to enhance habitats for mule deer, elk, and/or other wildlife. See Appendix 11 for exceptions, modifications, or waivers.

Table 10 Fish and Wildlife Decisions (WL)

Issue: Seasonal Stipulation for Surface Disturbing Activities in Crucial Desert Bighorn Sheep Habitat	
Management Actions	
WL-25.	Prohibit surface disturbing activities in crucial Desert bighorn sheep habitat (Map 8) from April 15 through June 15 for protection of species sensitivity during lambing season. See Appendix 11 for exceptions, modifications, and waivers.
Issue: Special Stipulations for Surface Disturbing Activities in Crucial Pronghorn Habitat	
Management Actions	
WL-26.	Restrict surface disturbing activities in crucial pronghorn habitat (Map 8) from May 15 through June 15 for protection of species sensitivity during fawning season. See Appendix 11 for exceptions, modifications, or waivers.
Issue: Special Stipulation for Surface Disturbing Activities in Riparian and Wetland Habitats	
Management Actions	
WL-27.	Prohibit surface disturbing activities within the 100-year floodplain or 330 feet on either side from the centerline, whichever is greater, of streams with intermittent or perennial reaches, resulting in NSO in this area, for protection of habitat for riparian-obligate species.
Issue: Reintroduction, Transplantation, Augmentation, and Reestablishment of Wildlife and Fish Species	
Management Actions	
WL-28.	Analyze UDWR and USFWS proposals to introduce, augment, transplant, and reestablish wildlife species through NEPA evaluation.
WL-29.	Allow introduction, translocation, transplantation, augmentation, and reestablishment of both native and naturalized fish and wildlife species in cooperation and collaboration with UDWR.
Issue: Management of Raptor Habitat	
Management Actions	
WL-30.	Implement the following direction: "Raptor management will be guided by the use of "Best Management Practices for Raptors and Their Associated Habitats in Utah" (BLM 2006) (Appendix 10), utilizing seasonal and spatial buffers, as well as mitigation, to maintain and enhance raptor nesting and foraging habitat, while allowing other resource uses."

Table 10 Fish and Wildlife Decisions (WL)**Fish and Wildlife Monitoring**

In conjunction with other federal, state, and private agencies or organizations, continue to monitor wildlife populations and their habitats in the planning area. Do this for individual species such as mule deer, elk, bison, and pronghorn; and groups of species (e.g., migratory birds) associated with habitats such as sagebrush-steppe, juniper, and mixed conifer forest. Periodically determine the adequacy of existing data on species and their habitats for supporting management decisions. For projects (e.g., vegetation treatments) and management actions implemented to improve fish and wildlife habitat, conduct pre- and post-treatment monitoring to assess the effectiveness of the project or action at meeting habitat objectives. Support and assist the Utah Division of Wildlife Resources in monitoring wildlife habitat and populations, and implementing conservation actions identified in the Utah Comprehensive Wildlife Conservation Strategy.

Wild Horses and Burros (WHB)**Table 11 Wild Horses and Burros Decisions (WHB)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Manage wild burros at appropriate levels in viable, vigorous, and stable populations to ensure a natural ecological balance among wild burro populations, wildlife, livestock, vegetation resources, and other resource values. • Manage for genetic diversity of wild burros within the Canyonlands HMA. • Maintain, enhance, and perpetuate the viable herd's distinguishing characteristics that were typical at the time of the passage of the Wild Free-Roaming Horse and Burro Act or that are identified in population management plans. 	
Issue: Overall Wild Horses and Burros Management Guidance	
Management Actions	
WHB-1.	Manage wild burro populations for appropriate age and sex ratios, genetic viability, and adoptability, as well as maintaining AML on the established HMA (Map 11). Allow wild burro research, as long as other wild horse and burro program goals are met. Wild burro herd research data that may be collected include, but are not limited to, data to determine population size and characteristics, assess herd health, determine herd history and genetic profile (blood and hair sampling, Instruction Memorandum IM # 2002-095 Gather Policy and Selective Removal Criteria for Wild Horses Program Area: Wild Horse and Burro Program), and conduct immuno-contraceptive research and monitor results as appropriate. Other data that could be useful in population management would include general characteristics such as age ratios, sex ratios, and color, as well as health characteristics such as pregnancy rates, parasite loading, and the general physical condition of the burros. In addition, genetic sampling would determine the genetic health of the herd.
WHB-2.	BLM will coordinate with the NPS to address burro trespass issues.
Issue: Management of the Canyonlands Herd Management Area	
Management Actions	
<u>Manage Canyonlands HMA as a wild burro HMA with an AML of 60–100 (Map 11).</u>	
WHB-3.	Allocate 600 AUMs for wild burros to meet an AML upper limit of 100.
WHB-4.	Maintain the AML of the Canyonlands HMA at levels to maintain genetic viability.
WHB-5.	Allow introductions of wild burros from other herd areas to maintain genetic viability, given the burros being introduced have characteristics similar to the burros in the Canyonlands HMA.
Wild Horse and Burro Monitoring	
The Canyonlands HMA will be monitored as follows: BLM will monitor the vegetation, complete the trend studies, and count the burros on the ground each spring. BLM will also monitor the precipitation each quarter. BLM will aerially count the burros once every three years or as funding allows.	

Fire and Fuels Management (FIRE)**Table 12 Fire and Fuels Management Decisions (FIRE)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Manage fire and fuels to protect life, firefighter safety, property, and critical resource values. • Reduce the threat of wildfire in the Wildland Urban Interface (WUI). • Manage fire and fuels, where appropriate, to restore natural systems to their desired future condition, considering the interrelated social and economic components. • Manage wildland fires to minimize cost considering firefighter and public safety, benefits, and values to be protected, consistent with resource objectives. 	
Issue: Fire Management in the Wildland Urban Interface	
Management Actions	
FIRE-1.	Employ Fire and Fuels Management according to national policy to meet vegetation treatment goals.
FIRE-2.	Work with partners in the WUI in prescribed fires, hazardous fuels reduction, prevention and education, and technical assistance.
FIRE-3.	Apply Resource Protection Measures for fire management practices to protect natural or cultural resource values as described in Appendix 19 (obtained from the Utah Land Use Plan Amendment for Fire and Fuels Management Finding of No Significant Impact and Decision Record).
Issue: Appropriate Management Response, Hazardous Fuels Reduction, and Wildland Fire Use	
Management Actions	
FIRE-4.	<p>Implement appropriate management response (AMR) according to General Risk Categories (GRC), as contained in Appendix 6. The GRCs contain criteria for managing dynamic vegetation communities. Wildland fire use would not be appropriate in the following areas:</p> <ul style="list-style-type: none"> — Administrative sites — Developed recreation sites — Communication sites — Oil and gas facilities — Mining facilities — Above-ground utility corridors — High-use travel corridors — Crucial wildlife habitats where fire is unwanted — GRC A, such as desert scrub communities.

Table 12 Fire and Fuels Management Decisions (FIRE)

FIRE-5.	Prioritize other fire management activities as directed and prioritized in the GRCs.
FIRE-6.	Adhere to specific fire suppression directions within Potential ACECs for protection of identified relevant and important values from irreparable damage.
FIRE-7.	Give specific considerations when implementing suppression activities to SSS habitats and cultural resource sites.
Issue: Hazardous Fuels Reduction	
Management Actions	
FIRE-8.	Manage fire and fuels through treatments conducted on up to 1,472,000 acres over the life of the plan. Use the full range of treatment types (e.g., prescribed and wildland fire use, mechanical, chemical, biological, and cultural treatments). An annual average of 73,600 acres would need to receive treatment to reach the total treatment acreage listed. Actual annual treatment acreage would vary depending on conditions, staffing, etc. These acreage figures include all vegetation and fire fuels treatments.
Issue: Prevention and Mitigation of Wildland Fire	
Management Actions	
FIRE-9.	Prevent human-caused fires through coordination with partners and affected groups and individuals. Use a full range of prevention and mitigation activities.
FIRE-10.	Use prioritization criteria contained in the GRCs (Appendix 6).
Issue: Emergency Stabilization and Rehabilitation (ESR)	
Management Actions	
FIRE-11.	Undertake ESR efforts to protect and sustain ecosystems, public health, and safety, and to help communities protect infrastructure.
FIRE-12.	<p>Prioritize implementation of post-fire emergency stabilization and rehabilitation activities considering the following criteria:</p> <ul style="list-style-type: none"> — Areas that could pose a threat to life and property — Areas with potential for invasive species invasion, significant ecosystem alteration (e.g., Condition Class 3 areas), and soil stabilization

Table 12 Fire and Fuels Management Decisions (FIRE)**Fire and Fuels Management Monitoring**

Monitoring will determine whether fire management strategies, practices, and activities are meeting resource management objectives and concerns. Fire management plans and policies will be updated as needed to keep current with national and state fire management direction. Scheduled program reviews (post-season fire review) will be conducted to evaluate fire management effectiveness in meeting goals and to re-assess program direction.

Pre-fire condition and post-fire effects will be determined by monitoring vegetative response to treatments and progress towards meeting objectives. Monitoring methods may include fuels and vegetation transects, photo points, density, cover and frequency plots, and ocular estimates. As available, applicable remote sensing data will also be incorporated into ecological condition monitoring. The number of acres in Condition Class 1, 2, and 3 will be re-evaluated during the watershed assessment process, and tracked and reported in the Annual Program Summary and Planning Update.

Wildfire rehabilitation effectiveness monitoring studies will be encouraged to determine whether emergency rehabilitation objectives are met. Monitoring requirements and methods will be project specific. Treatments completed under Emergency Fire Stabilization Rehabilitation and Restoration Program will be monitored for treatment effectiveness using the Line-Point Intercept Method. A Nested Plot Frequency Study would be added if the study plot is to be used as a long term trend study. Use GIS for plot location and support with photos. The study plot is read yearly for at least three years after treatment. A Soil Condition Rating Assessment would be done each time the plot is read.

Non-WSA Lands with Wilderness Characteristics (WC)**Table 13. Non-WSA Lands with Wilderness Characteristics Decisions (WC)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Protect, preserve, and maintain the wilderness characteristics (appearance of naturalness and outstanding opportunities for solitude or primitive and unconfined recreation) of areas determined to be practicable to manage for the protection of wilderness characteristics by BLM inventory maintenance as appropriate. • Manage primitive and backcountry landscapes to preserve their undeveloped character and scenic quality, and to provide opportunities for primitive and unconfined recreational activities and experiences of solitude, as appropriate. 	
Issue: Management of Non-WSA Lands with Wilderness Characteristics	
Management Actions	
WC-1.	<p>Manage the following 12 non-WSA lands with wilderness characteristic areas (78,600 acres) specifically to maintain their wilderness characteristics:</p> <ul style="list-style-type: none"> – Dirty Devil/French Spring (6,100 acres) – Dogwater Creek (3,100 acres) – Horseshoe Canyon South (12,200 acres) – Jones Bench (2,600 acres) – Labyrinth Canyon (2,800 acres) – Little Rockies (9,500 acres) – Mount Ellen-Blue Hills (3,900 acres) – Mount Pennell (4,700 acres) – Notom Bench (8,200 acres) – Ragged Mountain (7,900 acres) – Red Desert (8,900 acres) – Wild Horse Mesa (8,700 acres).
WC-2.	Protect preserve and maintain the wilderness characteristics of the 12 areas (78,600 acres) of non-WSA lands with wilderness characteristics through the following management actions.
WC-3.	Designate as Visual Resource Management (VRM) Class II

Table 13. Non-WSA Lands with Wilderness Characteristics Decisions (WC)

WC-4.	Limit motorized use to designated routes
WC-5.	Retain lands in public ownership
WC-6.	Designate as an Avoidance Area for rights-of-way (ROW)
WC-7.	Designate leasing category as no surface occupancy (NSO), no exceptions, waivers, or modifications
WC-8.	Close to mineral material sales
WC-9.	Designate as unavailable for further consideration for coal leasing
WC-10.	Continue maintenance and use of existing facilities
WC-11.	Prohibit private or commercial woodland harvest or seed collection
WC-12.	Healthy Lands Initiative projects could be considered where they improve the overall goals and objectives for managing the wilderness characteristics of these areas
WC-13.	Consider no coal leasing proposals in the 12 (78,600 acres) identified non-WSA lands with wilderness characteristics.
Non-WSA Lands with Wilderness Characteristics Monitoring	
Monitor impacts to the wilderness characteristics of the 12 non-WSA lands with wilderness characteristic areas, focusing on areas with a higher potential for impacts. Monitor impacts from OHV use annually. On a project level basis, evaluate project design proposals to identify and resolve impacts to the area's natural condition and opportunities for solitude or primitive and unconfined recreation, including potential cumulative alterations, to ensure preservation, protection and maintenance of the wilderness characteristics. Monitor the effectiveness of project design and specific mitigation measures in meeting the resource goals and objectives. Monitoring actions will be tracked through the BLM mid-year and annual workload measure accomplishment reports.	

RESOURCE USES

Forestry and Woodland Products (FOR)

Table 14. Forestry and Woodland Products Decisions (FOR)

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Provide forest and woodland products (including fuelwood, timber, posts, pinyon nuts, and Christmas trees) on a sustainable basis. • Reduce pinyon-juniper encroachment through woodland product use where increased density threatens other resource values. • Provide opportunities for seed and live plant collecting where and when ecologically feasible. • Emphasize forest and woodland health. 	
Issue: Overall Management of Forests and Woodlands	
Management Actions	
FOR-1.	Allow use of forest and woodland species to achieve desired conditions.
FOR-2.	Reforest sites after disturbances.
FOR-3.	Manage forests and woodlands to meet objectives of the Healthy Forest Restoration Act of 2003, including: <ul style="list-style-type: none"> — Develop a Forest and Woodlands Management Plan — Give priority to restoration of destroyed or degraded woodland ecosystems — Employ commercial uses to improve forest and woodland ecosystem health — Emphasize partnerships among internal programs and outside agencies for forest and woodland management — Increase monitoring of forest and woodland conditions — Emphasize public education on forest and woodland health, fire danger, and resource uses — Identify, maintain, and restore old-growth forests.
Issue: Areas Open to Timber Harvest	
Management Actions	
FOR-4.	Provide for commercial and non-commercial timber harvest where feasible, sustainable, and compatible with restoring, maintaining, or improving forest health.

Table 14. Forestry and Woodland Products Decisions (FOR)

FOR-5.	The 12 non-WSA lands (78,600 acres) with wilderness characteristics would be closed to commercial and non-commercial use of forest and woodland products. Exceptions for traditional Native American use may be considered.
Issue: Areas Open to Woodland Products Harvest: Christmas Trees, Posts, Green Wood Cutting, and Fuelwood	
Management Actions	
FOR-6.	Provide for commercial and non-commercial use of forest and woodland products where sustainable and compatible with restoring, maintaining, and improving woodland health, in areas specified by permit. WSAs, the 12 non-WSA lands with wilderness characteristics (78,600 acres), and suitable WSR corridors would be closed to commercial and non-commercial use of forest and woodland products. Exceptions for traditional Native Americans use may be considered.
Issue: Management of Seed and Live Plant Collecting	
Management Actions	
FOR-7.	Allow commercial and non-commercial live plant and seed collecting by permit.
FOR-8.	Consider designating specific seed collecting areas for resource benefits.
FOR-9.	Allow no commercial or non-commercial live plant and seed collecting within WSAs, non-WSA lands with wilderness characteristics (78,600 acres), and suitable WSR corridors. Exceptions for traditional Native American use may be considered.
Forestry and Woodland Products Monitoring	
Stand composition, productivity and structure will be documented and maintained within the FORVIS database. Periodic qualitative observations of stand condition, insect and disease damage, FIA data stand exams, etc. may also be monitored to determine trend of forest and woodland health. Record accomplishments for providing wood products in the Timber Sale Information System database and MIS reporting.	

Livestock Grazing (GRA)**Table 15. Livestock Grazing Decisions (GRA)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Provide for the orderly use, improvement, and development of the range for livestock grazing. • Provide for livestock grazing while maintaining rangelands in properly functioning condition. • Maintain healthy, sustainable rangeland ecosystems and restore degraded rangelands to meet Utah's Standards for Rangeland Health and to provide a wide range of public values, such as wildlife habitat, livestock forage, recreation opportunities, clean water, and functional watersheds. • Integrate livestock use and associated management practices with other multiple use needs and objectives to maintain, protect, and improve rangeland health. 	
Issue: General Grazing Management	
Management Actions	
GRA-1.	Monitor and evaluate grazing allotments to maintain or improve rangeland productivity.
GRA-2.	Adjust permit terms and conditions (e.g., permitted use, amount of use, season of use, and kind and class of livestock) when grazing permits are renewed, transferred, or as otherwise deemed necessary by site-specific evaluation of monitoring data and environmental analysis.
GRA-3.	Use livestock grazing to enhance ecosystem health or mitigate resource problems (e.g., noxious/invasive weed control and hazardous fuel reduction) where supported by site-specific environmental analysis.
GRA-4.	During periods of drought, adjust livestock numbers annually based on estimates of the available forage.
GRA-5.	Exclude livestock grazing from small areas (such as springs) within allotments that cannot meet Rangeland Health Standards with livestock grazing.
GRA-6.	Site-specific management actions that protect riparian areas would be addressed at the project level.
GRA-7.	Handle on a case-by-case basis voluntary relinquishment of grazing permits and preference, in whole or in part, by a permittee in writing to the BLM. The BLM would not recognize as valid, relinquishments that are conditional on specific BLM actions, and BLM would not be bound by them. Relinquished permits and the associated preference would remain available for application by qualified applicants after BLM considers whether such action would meet Rangeland Health Standards and would be compatible with achieving LUP goals and objectives. Prior to re-issuance of the relinquished permit, the terms and conditions may be modified to meet RMP goals and objectives and/or site-specific resource objectives. However, upon relinquishment, BLM may determine through a site-specific evaluation and associated environmental analysis that the public lands involved would be better used for other purposes. Grazing may then be discontinued on the allotment through an amendment to the RMP. Any decision issued concerning discontinuance of livestock grazing would not be permanent and may be reconsidered and changed through future LUP amendments and updates.

Table 15. Livestock Grazing Decisions (GRA)

Issue: Forage Allocations	
Management Actions	
GRA-8.	<p>Permit livestock use on those allotments shown on Map 12 and in Appendix 7.</p> <p>Acres available for grazing: 1,989,048</p> <p>Acres unavailable for grazing: 138,952</p> <p>Available AUMs: 146,202</p>
Issue: Grazing Allotment Boundaries	
Management Actions	
GRA-9.	<p>Authorize allotment boundary changes, including combining and splitting allotments, on a case-by-case basis after environmental analysis. Provide for the following allotment combinations:</p> <ul style="list-style-type: none"> — Combine Long Hollow, Terza Flat, and Deleeuw allotments with the Loa Winter Allotment. — Combine Flat Top and King Sheep allotments with the Bicknell Winter Allotment. — Combine Cedar Peak, Hare Lake, and Smooth Knoll allotments with the Bicknell Spring Allotment. — Combine the Cyclone Allotment with the Cyclone Co-Op Allotment.
Issue: Guidelines and Criteria for Adjusting Allotment-Specific Grazing Management Practices	
Management Actions	
GRA-10.	<p><u>Conversion in Kind of Livestock</u></p> <p>Authorize conversion in kind of livestock on a case-by-case basis when justified through environmental analysis. Permittees may be required to provide needed range improvements to support the conversion. A conversion may be justified when it meets the following criteria:</p> <ul style="list-style-type: none"> — Monitoring studies or other acceptable data support the conversion. — Environmental conditions (e.g., vegetation types, topographic features, and water availability) can accommodate the conversion. — Change in kind of livestock poses no threat to other resources. — A trial change proves acceptable.

Table 15. Livestock Grazing Decisions (GRA)

<u>Adjusting Livestock Season of Use</u>	
GRA-11.	Consider adjustments to season of use when resource conditions indicate a change is needed. Conduct appropriate environmental analysis prior to any changes. Resource conditions include: <ul style="list-style-type: none"> – Physiological requirements (reproduction and maintenance) of desired plant species are not being met. – Range conditions are declining because of season of use. – Conflicts with other resources or uses are identified.
GRA-12.	Consider the following actions if livestock grazing is contributing to declining range conditions: <ul style="list-style-type: none"> – Shorten the grazing period – Temporarily suspend use – Implement or change grazing system – Authorize non-use until conditions improve.
GRA-13.	Authorize permittee requests for changes to livestock season of use when the following conditions are met: <ul style="list-style-type: none"> – Physiological requirements (e.g., reproduction and maintenance) of desired plants can be met. – On community allotments, all permittees in that allotment agree to the change. – Requested changes do not conflict with other established land uses. – A trial of the change proves acceptable. – Permittees may be required to provide needed range improvements to support changing the season of use.
<u>Adjusting Permitted Use</u>	
GRA-14.	Consider changes to permitted use if: <ul style="list-style-type: none"> – Change is supported by monitoring data, field observations, ecological site inventory, or other acceptable data. – Conflicts with other uses are identified.

Table 15. Livestock Grazing Decisions (GRA)

<ul style="list-style-type: none"> — There is a change in public land ownership (increase or decrease). — Protection of other resources is required. — Changes are required by 43 CFR 4180 (Rangeland Health regulations). 	
Issue: Administrative Access for Grazing Management	
Management Actions	
GRA-15.	Continue to allow motorized access to range improvements for allotment management purposes.
GRA-16.	Allow access within WSAs according to IMP.
Issue: Managing Domestic Sheep/Wildlife Conflicts	
Management Actions	
GRA-17.	Permit no domestic sheep and goat grazing east of Capitol Reef National Park, subject to existing livestock grazing permits.
Livestock Grazing Monitoring	
<p>Follow the process for measuring and monitoring the indicators for rangeland health; maintain functioning ecosystems through the <i>Fundamentals of Rangeland Health</i> and their companion rules-<i>Standards for Rangeland Health and Guidelines for Grazing Management</i>. The Standards for Rangeland Health are assessed using seventeen indicators. Guidelines outline best management practices to be applied in order to achieve the Standards. The qualitative protocols for measuring each of the indicators include Rangeland Health Assessments Version -4 as outlined in Technical Reference (TR) 1734-6, Interpreting Indicators of Rangeland Health, BLM Manual 4180 and Handbook H-4180-1, guiding implementation of the rangeland health standards.</p> <p>Monitoring long term vegetation trend includes measurements such as frequency, composition, cover, channel erosion, soil stability, plant vigor, form class, age class, tree density, cover class, headcut movement and channel profiles, seedling/sapling establishment. Protocols for monitoring would be those outlined in the Richfield Field Office Monitoring Manual (2009), Utah State Office BLM Monitoring Handbook (2009) as developed from BLM TR 1734-7, 4400-5, 1734-4, the Monitoring Manual for Grassland, Shrubland and Savanna Ecosystems for Measuring and Monitoring Plant Populations, Elzinga, Salzar and Willoughby, 1998. Conduct Proper Functioning Condition (PFC) Assessment as provided in TR 1737-9 and TR 1737-15 (assessment for streams) and TR 1737-11 and TR 1737-16 (assessments for lakes/wetlands) to assess the functionality of riparian and wetland areas. Monitor stream channels and associated riparian vegetation using Interagency Technical bulletin (Version 5.0) Monitoring Stream Channels and riparian Vegetation-Multiple Indicators. Conduct annual monitoring for new noxious weeds, concentrating in areas where ground disturbing activities have occurred, and where the public or agency personnel have reported sightings. Visit known noxious weed sites that are identified for treatment, and evaluate for effectiveness of control (annually). Monitor for both invasiveness and impacts. Monitor for new satellite populations of noxious weeds beyond existing noxious weed infestations/populations. Visit known sites not identified for treatment on a rotational basis over three years. For all known sites and any newly discovered sites, locate with a global positioning system (GPS) unit, photograph, measure, and determine the need for future treatment.</p>	

Table 15. Livestock Grazing Decisions (GRA)

As Rangeland Health Assessments are completed for each allotment, report the findings in the Annual Rangeland Inventory and Monitoring Report and also in the Rangeland Program Summary and Updates. The goal for completing rangeland health assessments on each allotment is at least once every ten years for consideration during the grazing permit renewal process. These assessments may also occur for permit transfers or if regular traditional monitoring of other resource values indicates a need. Continue to collect Actual Use Data using Form 4130-5 Actual Grazing Use Report. This data is to be submitted by the permittee 15 days after grazing use has ended on each allotment. Collect precipitation data for each climate station at least quarterly or more frequently during the growing season if need dictates (drought, etc.). Measure utilization levels within 30 days after grazing use has ended using the Key Species Forage Plant Method on allotments scheduled in the annual monitoring plan. Collect soils data using the Soil Evaluation Matrix found in Version 4 of Interpreting Indicators of Rangeland Health. Priority for collection of allotment monitoring data will be first, those not achieving a standard, then 'I' or improve category allotments, then 'M' or maintain category allotments, and finally, 'C' or custodial allotments. Photo points may also be incorporated at repeatable locations to document changes over time.

Recreation (REC)**Table 16. Recreation Decisions (REC)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Provide recreational opportunities in a variety of physical, social, and administrative settings, from primitive to near-urban, that allow visitors to have desired recreational experiences and enjoy the resulting benefits. • Provide opportunities for recreational experiences unique to the lands managed by the RFO, consistent with resource capabilities and mandated resource requirements; provide for visitor education and interpretation of the recreational opportunities within the RFO. • Work with local communities to foster recreation and tourism. • Provide for public health, education, and safety through interpretation, facility development, and visitor management. • Maintain important recreational values and sites in federal ownership to ensure a continued diversity of recreation settings, activities, and opportunities. 	
Issue: Overall Recreation Guidance	
Management Actions	
REC-1.	<p>Implement the Guidelines for Recreation Management as identified in the <i>Utah BLM Standards for Rangeland Health and Guidelines for Grazing</i> as follows:</p> <ul style="list-style-type: none"> — Recognize that various levels of regulations and limits may be necessary, but that restrictions and limitations on public uses should be as minimized as possible without compromising the primary goal. — Use an on-the-ground presence as a tool to protect public lands. — Use enhanced off-site interpretation, education, and information as a tool to protect public lands. — Where long-term damage by recreational usage is observed or anticipated, limit or control activities through special management tools such as designated campsites, permits, area closures, and limitations on numbers of users and duration of usage. — Revise recreation management plans and RMPs when they prove to be either overly restrictive or inadequate to protect public land health. — Coordinate with other 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 implement where appropriate, management methods to protect resources while maintaining the quality of the experience of various users. Limitations could include numbers, types, timing, and duration of usage. — Encourage the location of public land recreational activities near population centers and highway corridors by the placement of appropriate visitor use infrastructure. Provide restrooms and other facilities adequate for anticipated uses at designated campgrounds, trailheads, and other areas where recreational users concentrate. — Allow non-commercial dispersed camping without permit, throughout the RFO administered lands, unless directed by other management prescriptions. — Allow no rock climbing within 300 feet of cultural sites or within one-quarter mile of raptor nests during nesting seasons.

Table 16. Recreation Decisions (REC)

<ul style="list-style-type: none"> — Allow no camping within one-half mile of any Mexican spotted owl protected activity center (PAC). — BLM Back Country Byways may be designated in the future as deemed appropriate with site-specific environmental analysis. — National Recreation Trails may be designated in the future as deemed appropriate with site-specific environmental analysis. — Encourage “Leave No Trace” and “Tread Lightly” camping and travel techniques. — Site-specific management actions that protect riparian areas would be addressed at the project level. 	
Issue: Management of Extensive Recreation Management Areas (ERMA)	
Management Actions	
REC-2.	Identify portions of the decision area not delineated as a SRMA as an ERMA. ERMA's would receive only custodial management (which addresses only activity opportunities) of visitor health and safety, user conflict, and resource protection issues, with no activity-level planning. Therefore, actions within ERMA's would generally be implemented directly from LUP decisions.
REC-3.	Manage the ERMA's to provide a variety of recreational opportunities, including primitive, semi-primitive non-motorized, semi-primitive motorized, roaded natural, and rural. Provide outdoor settings ranging from areas with a high-to-moderate opportunity for solitude and closeness to nature, where visitors should be prepared for a high level of self reliance, challenge, and risk; to areas where visitors have the convenience of facilities and a higher interaction with other users.
REC-4.	Consider limiting recreational access, season of use, and numbers of users, if needed, to protect other resources.
REC-5.	Provide facilities based on needs for resource protection and user demand. Consider site-specific development on a case-by-case basis, ranging from minimal, rustic facilities to larger developments that would require major site modifications.
REC-6.	Manage public lands in the Fiddler Butte, Labyrinth Canyon, Blue Hills, and Little Rockies areas in a primitive, naturally appearing setting for a high probability of experiencing solitude, freedom, closeness to nature, self reliance, challenge, and risk. Interaction and evidence of other users would be low. Achieve this by: <ul style="list-style-type: none"> — Preserving resources while providing for a sustainable recreational opportunity — Managing access and travel primarily as non-motorized, with motorized travel limited to designated routes (access for people with disabilities would be difficult) — Providing minimum improvements needed for site protection — Providing no on-site interpretative facilities.
REC-7.	Manage public lands adjacent to other federal and state lands to complement the recreational experience on the adjoining lands.
REC-8.	Designate sites and areas appropriate for large group events and camping, including: <ul style="list-style-type: none"> — Starr Spring campground

Table 16. Recreation Decisions (REC)

	<ul style="list-style-type: none"> — McMillan Spring campground — Sandy Creek Overlook — Apple Brush Flat near McMillan Spring road junction — Turkey Haven — Two sites along Sulphur Creek — Others as necessary to meet recreation demand and protect resources
REC-9.	Provide signs, trails, trailhead parking, and staging areas to facilitate the use and enjoyment of the ERMA and to protect visitor health, safety, and resources.
REC-10.	Maintain and/or improve the Paiute, Great Western, and other motorized trail systems.
REC-11.	Designate, maintain, and improve a non-motorized trail system.
Issue: Establishment and Management of Special Recreation Management Areas (SRMA)	
Management Actions	
REC-12.	Establish and manage SRMAs, as identified below.
REC-13.	Manage recreation activities and developments in the SRMA to support SRMA goals and objectives.
REC-14.	Establish recreation management zones (RMZ) to address specific recreation uses, user types, and site-specific prescriptions during activity planning for each SRMA, except for the Factory Butte SRMA.
REC-15.	Develop recreation facilities in response to resource management needs appropriate to the intent of the SRMA.
REC-16.	Five SRMAs, 860,390 acres (Map 14)
	OHV:
	<ul style="list-style-type: none"> — Factory Butte — Big Rock
	Dispersed Recreation:
	<ul style="list-style-type: none"> — Henry Mountains — Dirty Devil — Capitol Reef Gateway

Table 16. Recreation Decisions (REC)

Issue: Management of Recreational Opportunities in the Factory Butte Area	
Management Actions	
<u>Factory Butte SRMA</u>	
REC-17.	<p>Identify 24,400 acres of public land as the Factory Butte SRMA (Appendix 18) to provide a motorized recreational experience that involves a high degree of self-reliance, challenge, and risk in a natural setting.</p> <ul style="list-style-type: none"> — Allow moderate to extensive landscape modifications. — Develop facilities to provide for visitor health and safety and support the objectives of the SRMA. — Establish three RMZs including: <ul style="list-style-type: none"> ♦ OHV Play Area RMZ (8,500 acres) ♦ Motorized Touring RMZ (11,300 acres) ♦ Landmarks RMZ (4,600 acres)
REC-18.	<p>Designate three OHV open areas as the OHV Play Area RMZ. The RMZs in the Factory Butte SRMA will not be open to cross-country use until a number of criteria have been met. These criteria include ensuring appropriate infrastructure is in place to protect the threatened and endangered cacti, a monitoring plan is completed and enacted, and the authorized officer formally rescinds the Factory Butte OHV Restriction Order of 2006 when the above is completed. Upon signature of the ROD/Approved Plan, these cross-country RMZs remain under the Restriction Order until it is formally rescinded.</p> <ul style="list-style-type: none"> — Factory Butte (5,800 acres) — Caineville Cove Inn (100 acres) — Swing Arm City (2,600 acres)
REC-19.	Manage the Factory Butte SRMA according to the prescriptions outlined in Appendix 18.
REC-20.	Designate SRMA as open to OHV use in the OHV Play Area RMZ (8,500 acres).
REC-21.	Limited to Designated Routes in the Motorized Touring RMZ
REC-22.	Closed to motorized use in the Landmarks RMZ. (Appendix 18).
REC-23.	Complete an SRMA activity plan within 5 years of the RMP ROD.
Issue: Management of Recreational Opportunities in the Big Rocks Area Near Loa	

Table 16. Recreation Decisions (REC)

Management Actions	
<u>Big Rocks SRMA</u>	
REC-24.	Identify Big Rocks SRMA (90 acres) to provide for motorized recreational use, including competitive motorized recreation events (Map 14). <ul style="list-style-type: none"> — Manage motorized recreational activities to sustain natural resources while meeting social and economic needs. — Provide access ranging from moderate to easy through a full range of motorized vehicle types with little self-reliance and a high or moderate level of interaction between users. — Provide signing and interpretation as needed. — Develop facilities to support motorized and dispersed recreational activities, such as restrooms, staging areas, loading facilities, and parking areas.
REC-25.	Manage SRMA as an OHV open area.
REC-26.	Complete an activity plan within 5 years of the RMP ROD.
Issue: Management of Recreational Opportunities in the Dirty Devil/Robbers Roost Area	
Management Actions	
<u>Dirty Devil SRMA</u>	
REC-27.	Identify the Dirty Devil/Robbers Roost area as an SRMA (290,500 acres, Map 14) to provide recreational experiences complementary with the remote and scenic nature and other resource values of the area. (SRMA includes Dirty Devil WSA, Horseshoe Canyon WSA, and the Happy Canyon—French Springs WSA.) <ul style="list-style-type: none"> — Manage the portions of the WSAs within the SRMA according to the IMP. — Manage the portions of the Dirty Devil/French Springs non-WSA lands with wilderness characteristics in accordance with the management prescriptions identified for these areas. — Manage SRMA for a high probability of experiencing solitude, closeness to nature, self-reliance, challenge, and risk in an unmodified and natural appearing environment with very low interaction or evidence of other users. — Provide opportunities for primitive and semi-primitive, non-motorized recreation within the Dirty Devil River corridor, its tributaries, and the Horseshoe Canyon drainage. — Provide semi-primitive motorized activity on designated routes. — Provide non-motorized access by means of trails, cross-country travel, and some primitive roads. (Access for people with disabilities would be most difficult.)

Table 16. Recreation Decisions (REC)

	<ul style="list-style-type: none"> — Provide no site developments or only the minimum required for site protection, considering user comfort secondarily. — Provide no on-site interpretive facilities. — Manage to allow natural processes to achieve self-sustaining systems.
REC-28.	Close canyons and portions of WSAs to OHV use. Limit OHVs to designated routes elsewhere (Table 20)
REC-29.	Consider limiting recreational activities if they conflict with other resources or users, if necessary. (Limitations could include numbers of people, season of use, or area of use.)
REC-30.	Develop an activity plan for the SRMA within 5 years to address developed facilities, special recreation permits (SRP), and special rules for protecting resources such as regulating campfire use, camping, sanitation, backcountry permits, group size, spatial and seasonal restrictions.
REC-31.	Continue to issue current SRPs according to site-specific analysis already completed and according to existing permit stipulations. (SRPs are currently in place for commercial uses such as canyoneering, rock climbing, backpacking, hiking, guided hunting, and vehicle tours.)
REC-32.	<p>Prior to completing the activity plan, issue additional similar SRPs, subject to the following stipulations:</p> <ul style="list-style-type: none"> — Within one-half mile of canyon rims and below the rim, limit group size to 12 or fewer. Allow no commercial or organized group larger than 12 to operate in this area. — Allow only one commercial group to occupy the same side of the canyon at any one time. — Review itineraries prior to each operating season. — Allow no camping within one-half mile of Mexican spotted owl protected activity centers. Require all activities be consistent with the guidelines in the Mexican spotted owl recovery plan. — Allow no camping within the 100-year floodplain or 330 feet on either side from the centerline, whichever is greater, of any spring or water sources in Desert bighorn sheep use areas during the lambing season (April 15–June 15). — Stipulate additional requirements, if needed, to protect sensitive species and their critical habitats.
REC-33.	Consider developing facilities to support the objectives of the SRMA, to provide for visitor health and safety, and for resource protection.
REC-34.	Locate facilities such as trailheads, instructional signs, group sites, and parking areas on the bench lands near existing access roads.
REC-35.	Address changes to OHV route designations, if needed.
REC-36.	Conduct environmental analysis on SRP proposals that do not meet the criteria above or that are different than existing SRPs.

Table 16. Recreation Decisions (REC)

REC-37.	Manage oil and gas leasing in SRMA (outside WSAs) as follows (Map 23) : <ul style="list-style-type: none"> — Lease VRM Class II areas and canyon rims within the viewshed of all canyons (approximately one-quarter mile), with major constraints (NSO). — Lease the remainder of the SRMA subject to CSU and/or timing limitations.
Issue: Management of Recreational Opportunities on Lands Adjacent to Capitol Reef National Park	
Management Actions	
<u>Capitol Reef Gateway SRMA</u>	
REC-38.	Identify the Capitol Reef Gateway as an SRMA (12,800 acres, Map 14) to manage recreation opportunities associated with Capitol Reef National Park. SRMA boundary includes the Fremont Gorge WSA and the suitable Fremont Gorge wild river segment.
REC-39.	Manage the Fremont Gorge WSA under the IMP.
REC-40.	Manage the Fremont Gorge suitable wild river segment to protect its outstandingly remarkable values.
REC-41.	Manage the Capitol Reef Gateway SRMA for a moderate probability of experiencing solitude, closeness to nature and tranquility, high degree of self-reliance, challenge, and risk in a predominately natural-appearing environment with low interaction but often evidence of other users.
REC-42.	Provide access into the area through motorized and non-motorized routes. (Access for people with disabilities would be difficult.)
REC-43.	Allow facilities to reduce resource impacts, including campgrounds, picnic areas, restrooms, parking and staging areas, and interpretive facilities.
REC-44.	Explore concession opportunities for management and development of additional facilities.
REC-45.	Close the Fremont Gorge WSA and Fremont Gorge wild river corridor to OHV use.
REC-46.	Limit OHVs to designated routes elsewhere.
REC-47.	Manage oil and gas leasing as follows: <ul style="list-style-type: none"> — Close to oil and gas leasing the portion of the SRMA in the Fremont Gorge WSA and the Fremont Gorge wild river corridor. — Lease the remainder of the SRMA subject to CSU and/or timing limitations. (Map 23).
REC-48.	Complete a SRMA activity plan within 5 years of RMP ROD.
Issue: Management of Recreational Opportunities in the Henry Mountains	

Table 16. Recreation Decisions (REC)

Management Actions	
<u>Henry Mountains SRMA</u>	
REC-49.	<p>Identify a Henry Mountains SRMA (532,600 acres, Map 14). Area includes the Mount Ellen–Blue Hills WSA, Bull Mountain WSA, Mount Pennell WSA, Mount Hillers WSA, and Bull Creek Archaeological District.</p> <ul style="list-style-type: none"> — Manage WSAs according to the IMP. — Manage Bull Creek Archaeological District to protect cultural resource values. — Emphasize opportunities for a combination of semi-primitive non-motorized and motorized recreational experiences in a natural or predominately natural setting with a high or very high probability of experiencing solitude, closeness to nature, self-reliance, challenge, and risk (interactions between users would be low with minimal evidence of other users). — Provide facilities needed to protect resources and provide for visitor safety. — Provide signs, trails, trailhead parking, and staging areas to facilitate the use and enjoyment of the SRMA and protection of resources. — Maintain and improve non-motorized trails, including: <ul style="list-style-type: none"> ♦ Panorama Knoll ♦ Mount Ellen ♦ Burro Wash ♦ Cottonwood Wash ♦ Sheets Gulch ♦ Five Mile Wash. — Designate areas for large group events and camping, including: <ul style="list-style-type: none"> ♦ Starr Springs Campground ♦ McMillan Spring Campground ♦ Sandy Creek Overlook ♦ Apple Brush Flat ♦ Turkey Haven.
REC-55.	Manage according to area designations in Table 17.

Table 16. Recreation Decisions (REC)

REC-56.	Complete an SRMA activity plan within 5 years of the RMP ROD.
Issue: Management of Recreational Opportunities in Horseshoe Canyon	
Management Actions	
<u>Dirty Devil SRMA</u>	
REC-57.	Manage as part of the Dirty Devil SRMA (see above)
REC-58.	Manage OHVs per management direction in the Dirty Devil SRMA (above) and Table 17.
REC-59.	Complete an SRMA activity plan within 5 years of the RMP ROD.
Issue: Management of Recreational Opportunities Around Yuba Reservoir	
Management Actions	
REC-60.	Implement the Yuba Reservoir Management Plan, as revised by the Fillmore FO.
Issue: Overall Special Recreation Permit (SRP) Guidance	
Management Actions	
REC-61.	Permit no competitive events in WSAs.
Issue: Criteria for Commercial SRPs	
Management Actions	
REC-62.	Authorize commercial use permits that provide recreational opportunities, enhance recreational experiences, and protect resources on a case-by-case basis, subject to environmental analysis.
Issue: Criteria for Competitive SRPs	
Management Actions	
REC-63.	Authorize motorized and non-motorized competitive events consistent with OHV area and route designations on a case-by-case basis, subject to environmental analysis.
REC-64.	Permit no competitive events in the Dirty Devil/Robbers Roost SRMA.
Issue: Criteria for Organized Group SRPs	

Table 16. Recreation Decisions (REC)

Management Actions	
REC-65.	Require SRPs for organized groups outside designated large group areas meeting any one of the following criteria: <ul style="list-style-type: none"> — Group includes 50 or more participants. — Group uses 10 or more vehicles.
Issue: Criteria for Vending	
Management Actions	
REC-66.	Authorize vending on a case-by-case basis subject to environmental analysis in conjunction with organized events or when the vending is necessary to support protection of resources or recreational use.
REC-67.	Authorize vending permits for uses that enhance recreational experiences.
REC-68.	Authorize no vending along scenic byways and backways.
Recreation Monitoring	
<p>Monitoring of recreation resources will continue to occur throughout the planning area. Levels and intensities of monitoring will vary depending on the sensitivity of the resource or area and the scope of the proposed management activities. Monitoring baseline data will be used to develop Limits of Change determinations, manage visitor use, plans and projects to reduce visitor impacts, and to assess whether the desired outcomes of the RMP are being met. Priority will be placed on developed recreation sites and Special Recreation Management Areas (SRMAs) to develop baseline data to be used in SRMA Activity Plans. Periodic patrols of popular undeveloped use areas will be conducted where recreation use is concentrated. Special Recreation Permits will be monitored for compliance with terms, conditions and special stipulations and post-use requirements. Condition assessments of developed recreation sites will be conducted to determine maintenance requirements and ensure public health and safety.</p> <p>Monitoring will emphasize signing, visitor use, identification of areas where there may be problems with compliance with rules and regulations resulting in user conflicts or resource damage, and determining current impacts, levels and patterns of recreational use. Any appropriate methodology will be used including visitor surveys, traffic counters, developed recreation site visitor data, documentation of user conflicts and photo documentation of the changes in resource conditions over time. Visitor use will be reported in RMIS. Monitoring actions will be reported through the BLM annual workload measure accomplishments and in the Annual Program Summary and Planning Update.</p> <p>As per Appendix 18, Factory Butte SRMA RMZs and Management Prescriptions, inventory and monitoring of the threatened and endangered (T&E) cactus species and soils in the Factory Butte area will continue. The effects of OHVs on populations and habitat of the Federally endangered Wright fishhook cactus (<i>Sclerocactus wrightiae</i>; SCWR) would be monitored in the Factory Butte Special Recreation Management Area (SRMA) using techniques such as presence/absence, population trend, and habitat condition monitoring. Initial emphasis will be placed on collecting pilot data to help determine the number of sites to monitor, which sites to monitor, the method to use for population trend monitoring (i.e., census or sampling), and, in the case of sampling, the most efficient number and size of macroplots and transects to use. Collection and analysis of this data would be essential for developing a more detailed long-term monitoring protocol as part of the Factory Butte SRMA Activity Plan. Continued soil monitoring, visitor</p>	

Table 16. Recreation Decisions (REC)

surveys, traffic counters, documentation of user conflicts and photo documentation may also be used to provide baseline data to be used in the development of the Factory Butte SRMA Activity Plan and long-term monitoring plan. OHV area designations or routes may be revised in the future based on the findings from monitoring resource conditions and trends in the area.

Travel Management (TRC)**Table 17. Travel Management Decisions (TRC)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Maintain existing access, where needed and allowed, to meet public and administrative needs, including acquiring or maintaining necessary access across non-Federal land. • Continue compatible traditional, current, and future use of the land by establishing a route system that contributes to protection of sensitive resources, accommodates a variety of uses, minimizes user conflicts, and is sustainable. • Consider public access, resource management, and regulatory needs through transportation planning. • Coordinate OHV management with other agencies where possible (USFS, NPS, State of Utah, counties, and communities). 	
Issue: OHV Area Designations	
Management Actions	
TRC-1.	The BLM, in preparing its RMP designations and its implementation-level travel management plans, is following policy and regulation authority found at: 43 C.F.R. Part 8340; 43 C.F.R. Subpart 8364; and 43 C.F.R. Subpart 9268.
TRC-2.	Where the authorized officer determines that OHVs are causing or would cause considerable adverse impacts, the authorized officer shall close or restrict such areas. The public would be notified.
TRC-3.	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.
TRC-4.	Site-specific management actions that protect riparian areas would be addressed at the project level.
TRC-5.	Designate WSAs as closed or limited to designated ways for OHV use (Table 18, WSA decisions for details).
TRC-6.	If OHV use in areas designated as open or limited causes threats or adverse impacts to resources, take appropriate steps, including, but not limited to, use restrictions or closures, installation of additional signs and barricades, restoration of affected areas, etc.
	Balance motorized access to public lands with other resource and resource use needs. Designate areas as follows (Map 15):
TRC-7.	Open: 9,890 acres
TRC-8.	Limited: 1,908,210 acres
TRC-9.	Closed: 209,900

Table 17. Travel Management Decisions (TRC)

Issue: Designation of Managed Open Areas	
Management Actions	
TRC-10.	<p>Designate the following managed open areas:</p> <ul style="list-style-type: none"> — Factory Butte Play Area (5,800 acres)—Designate and manage as an OHV open area to provide a unique OHV riding experience on Mancos shale badlands to accommodate existing use and future growth. — Swing Arm City Play Area (2,600 acres)— Designate and manage as an OHV open area. — Caineville Cove Inn Play Area (100 acres)— Designate and manage as an OHV open area. — Big Rocks Trials Play Area (90 acres)—Designate and manage as an OHV open area to provide trials motorcycle/rock crawling OHV recreational opportunity. — Glenwood Play Area (1,000 acres)—Designate as an OHV open area and manage as a community OHV area. — Aurora Play Area (300 acres)—Designate as an OHV open area and manage as a community OHV area.
Issue: Management of OHV Play Areas Adjacent to Communities	
Management Actions	
TRC-11.	<p>Consider and promote leasing the identified OHV open areas near communities such as Caineville, Glenwood, Aurora, and Loa (e.g. Big Rocks SRMA) under Recreation and Public Purposes Act (R&PP) authorities to encourage local management of OHV play areas. Generally these would include areas with existing surface disturbance. Requests would be considered on a case-by-case basis, subject to an environmental analysis</p>
Issue: Designation of Areas as Closed to All Motorized Vehicular Traffic	
Management Actions	
TRC-12.	<p>Prohibit all motorized travel in closed areas, with the following exceptions:</p> <ul style="list-style-type: none"> — For emergency and other purposes as authorized under 43 CFR 8340.0-5(a)(2),(3),(4) and (5); — Minimum use necessary to exercise a valid existing right or authorized use.

Table 17. Travel Management Decisions (TRC)

<u>Close the following areas to motorized use. (Map 15)</u>	
TRC-13.	WSAs: To prevent impairment of the areas' suitability for preservation as wilderness. <ul style="list-style-type: none"> – Little Rockies WSA – Portions of the Dirty Devil, Fiddler Butte, Fremont Gorge, French Spring/Happy Canyon, Horseshoe Canyon North, Horseshoe Canyon South and Mount Ellen/Blue Hills WSAs.
TRC-14.	WSRs: to protect outstandingly remarkable values. (Refer to Wild and Scenic River Decisions) <ul style="list-style-type: none"> – Fremont Gorge Suitable Wild River.
TRC-15.	ACECs: to protect R & I values (Refer to ACEC Decisions) <ul style="list-style-type: none"> – North Caineville Mesa ACEC – Old Woman Front ACEC.
TRC-16.	SRMAs: Portions of the proposed SRMAs to retain the desired recreation setting and for consistency with other management decisions. (Refer to Recreation Decisions) <ul style="list-style-type: none"> – Dirty Devil SRMA – Fremont Gorge SRMA – Factory Butte SRMA (Landmarks RMZ).
Issue: Designation of Limited Areas	
Management Actions	
TRC-17.	Manage 1,908,210 acres identified on Map 15 as limited to designated routes or designated routes with seasonal closures or size/ width restrictions.
Issue: Route Designation and Vehicle Use within Limited Areas	
Management Actions	
TRC-18.	Prohibit all cross-country (off-transportation system) motorized travel in limited areas, with the following exceptions: <ul style="list-style-type: none"> – For emergency and other purposes as authorized under 43 CFR 8340.0-5(a)(2),(3),(4) and (5).
TRC-19.	Coordinate OHV route designations with USFS, NPS, State of Utah, counties, and communities, where possible.
TRC-20.	Rehabilitate closed OHV routes on a case-by-case basis as required to mitigate impacts to resources. Closed or non-designated routes would be allowed to

Table 17. Travel Management Decisions (TRC)

	rehabilitate naturally unless a specific resource impact was occurring that warranted expedited rehabilitation of the route (e.g., soil erosion, water quality concerns, and/or continued illegal use).
TRC-21.	Route designations are implementation decisions that are subject to change based upon future site-specific environmental analysis. Appendix 9 provides additional details of the travel management/route designation process, the implementation process, and the process that would be required to add or remove route designations following completion of the RMP.
TRC-22.	Where routes would 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 non-compliance are found through monitoring efforts to impair the area’s suitability for wilderness designation, BLM would take further action to limit use of the routes, or close them. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.
TRC-23.	Designate routes for motorized use unless significant, undue damage to or disturbance of the soil, wildlife, wildlife habitat, improvements, cultural or vegetative resources, or other authorized uses of the public lands is imminent.
TRC-24.	Designate routes to minimize harassment of wildlife or significant disruption of wildlife habitats. Give special attention to protecting SSS and their habitats.
TRC-25.	Designate routes to minimize conflicts between OHV use and other existing or proposed recreational uses of the same or neighboring public lands, and to ensure the compatibility of such uses with existing conditions in populated areas, taking into account noise and other factors.
Issue: Identification of Routes Where Seasonal Closures Are Needed to Protect Deer and Elk	
Management Actions	
TRC-26.	Limit OHV use to designated routes in deer and elk crucial winter range, except for Glenwood and Aurora Managed Open Areas.
TRC-27.	Consider seasonal closure of designated routes on a case-by-case basis, subject to environmental analysis. (Maps 9 and 10)
Issue: Identification of Routes Where Seasonal Closures Are Needed to Protect Bison in the Henry Mountains	
Management Actions	
TRC-28.	Limit OHV use to designated routes in bison crucial habitat. Consider seasonal closure of designated routes on a case-by-case basis. (Map 8).

Table 17. Travel Management Decisions (TRC)

Summary of Route Designations	
Management Actions	
TRC-29.	<p>Route designations are implementation decisions that are subject to change in the future based on site-specific environmental analyses (Map 16).</p> <ul style="list-style-type: none"> – Designated routes: 3,739 miles – Designated routes with seasonal closures or size/ width restriction: 538 miles – Closed routes: 345 miles. <p>(Map 16)</p>
Issue: Motor Vehicle Access for Parking/Staging in OHV Limited Areas Outside WSAs	
Management Actions	
TRC-30.	Allow motor vehicles to pull off a designated route up to 50 feet of either side of the centerline for the purposes of parking/staging.
Issue: Motor Vehicle Access to Campsites in OHV Limited Areas Outside WSAs	
Management Actions	
TRC-31.	Allow motor vehicles to use existing spur routes for ingress and egress to established campsites within 150 feet of designated routes. (Previous campsites can be distinguished by evidence of rock fire rings, old tent sites, and tracks from earlier vehicle access.) This does not authorize creation of new campsites or travel ways.
TRC-32.	Prohibit motorized travel ways between multiple campsites, establishment of motorized play areas, race tracks, or travel across wet meadows or riparian areas.
TRC-33.	Prohibit motorized access to camping areas where conflicts with other resources are identified.
Issue: Motor Vehicle Access to Campsites and for Parking/Staging in OHV Limited Areas Within WSAs	
Management Actions	
TRC-34.	Require vehicles to stay on designated ways or cherry-stemmed routes within WSAs, in accordance with IMP direction.
Issue: Game Retrieval	
Management Actions	
TRC-35.	Do not allow use of non-motorized wheel carriers to retrieve game kills inside of WSAs.

Table 17. Travel Management Decisions (TRC)

Issue: Management of Paiute ATV Trail and Great Western Trail	
Management Actions	
TRC-36.	Cooperatively manage with the USFS, State of Utah, and local governments the portions of the Paiute ATV Trail and Great Western Trail systems that lie on public lands managed by the RFO.
Travel Management Monitoring	
<p>Travel management and OHV use monitoring within the planning area will focus on compliance with specific route and area designations and restrictions. Staff will identify specific actions, including timeframes, methods and anticipated resources needs following the established protocols for Comprehensive Travel and Transportation Management. Various methods of monitoring may be employed including: ground patrol, traffic counters, aerial monitoring, photos of problem areas (erosion, users short cutting, etc.) and “citizen watch”. Involve volunteers to assist in monitoring where appropriate and feasible. Cooperation with other agencies in travel management and OHV use monitoring will continue to be emphasized, and improved wherever possible. Primary emphasis will be on designated routes (ways) within WSAs, and those routes or areas having the highest potential for user conflicts or adverse impacts to resources. Monitoring will assess whether routes meet the objectives set forth in the RMP and to ensure resource conditions such as water quality, wildlife or recreational values are maintained, and resource values are not compromised. Route or area closures will be regularly monitored for compliance. The monitoring data will be used to assess the effectiveness of the RMP and the associated implementation actions. Modifications to the RMP and route designations may be considered if monitoring indicates that goals and objectives are not being met. Monitoring actions will be reported through the BLM annual workload measure accomplishments and in the Annual Program Summary and Planning Update.</p>	
<p>As per Appendix 18, Factory Butte SRMA RMZs and Management Prescriptions, inventory and monitoring of the threatened and endangered (T&E) cactus species and soils in the Factory Butte area will continue. Techniques such as presence/absence, population trend, and habitat condition monitoring for T&E species, visitor surveys, traffic counters, documentation of user conflicts and photo documentation may also be used to provide baseline data to be used in the development of the Factory Butte SRMA Activity Plan and long-term monitoring. OHV area designations or routes may be revised in the future based on the findings from monitoring resource conditions and trends in the area.</p>	

Lands and Realty (LAR)**Table 18 Lands and Realty Decisions (LAR)****Desired Outcomes (Goals and Objectives)**

- Retain public lands in federal ownership, unless it is determined that disposal of a particular parcel will serve the public interest.
- Emphasize a balanced program of disposals, acquisitions, and land exchanges in conducting land tenure adjustments.
- Consider land tenure adjustments to improve land ownership patterns, accomplish resource management goals, and accommodate community expansion and economic development needs.
- Support alternative energy development purposes, such as wind and solar energy resources, and coordinate with other resource objectives.
- Use ROW corridors and collocate new proposals within existing sites or ROW areas, to the extent practical, in order to minimize adverse environmental impacts and the proliferation of separate ROWs.
- Retain in federal ownership, public lands that enhance multiple-use management, allow access to public lands, or contain sensitive or rare resources.
- Acquire lands or interests in lands to complement existing resource values and uses.
- Consider for disposal lands or interests in lands that are difficult and/or uneconomical to manage, or are no longer needed for federal purposes.
- Consider land or interest in land for disposal if: 1) it was acquired for a specific purpose and is no longer required for that or any other federal purpose; 2) said land would serve important public objectives that cannot be achieved prudently or feasibly on lands other than public lands and that outweigh other public objectives and values, or; 3) because of its location or other characteristics is difficult and uneconomic to manage as part of the public lands and is not suitable for management by another federal department or agency. The method used to identify the parcels considered for disposal (Appendix 5) included: FLPMA Section 203 sales criteria, land tenure adjustment criteria (identified in Appendix 5), a BLM inter-disciplinary team review of land status ownership maps, historical index, the LR 2000 database, and resource information.
- As per the State of Utah v. Andrus, Oct. 1, 1979 (Cotter Decision), the BLM would grant the State of Utah reasonable access to state lands for economic purposes, on a case-by-case basis.
- Provide effective public land management and to improve land use, productivity, and utility through the authorization of legitimate uses of public land by processing use authorizations, such as rights-of-way, leases, permits, and state land selections in response to demonstrated public needs; and assist in orderly resource management through processing special land designations and rights-of-way corridor designations.

Table 18 Lands and Realty Decisions (LAR)

Issue: Land Tenure Adjustments General Direction	
Management Actions	
LAR-1.	<p>For any form of land tenure adjustment (including, but not limited to, exchanges, in lieu selections, state grants, desert land entries, R&PP patents, easement acquisitions, etc.), except for FLPMA Section 203 sales, ensure it meets one or more of the following criteria:</p> <ul style="list-style-type: none"> — Is in the public interest and accommodates the needs of state, local, or private entities, including needs for the economy, community growth and expansion, and be in accordance with other land use goals, objectives, and planning decisions — Results in a net gain of important and manageable resource values on public lands such as crucial wildlife habitat, significant cultural sites, high-value recreation areas, high-quality riparian areas, live water, SSS habitat, or areas key to maintenance of productive ecosystems — Ensures the accessibility of public lands in areas where access is needed and cannot otherwise be obtained; — Is essential to allow effective management of public lands in areas where consolidation of ownership is necessary to meet resource management objectives — Is not suitable for management by another federal department or agency — Results in the acquisition of lands that serve a national priority as identified in national policy directives.
LAR-2.	<p>In addition to the above criteria, require a site-specific environmental analysis in accordance with NEPA for all future land disposal actions. Critical Elements of the Human Environment and other resource issues identified through public and agency involvement would be adequately considered and appropriately evaluated. Certain elements of the human environment are subject to requirements specified in statutes, regulations, or executive orders. Program-specific consultation would occur (if required), and respective on-site surveys and documented clearances would be obtained prior to any land disposal action. This subsequent analysis and documentation may reveal resource conditions that could not be mitigated to the satisfaction of the authorized officer and may, therefore preclude disposal.</p>
LAR-3.	<p>Ensure all land tenure adjustments must be in conformance with other decisions (goals, objectives, management actions) within this RMP.</p>
LAR-4.	<p>Habitat for listed and candidate T&E species are generally required to be retained in Federal ownership. Consider exceptions in disposal actions with the State of Utah and others with consultation with and concurrence of the USFWS.</p>
LAR-5.	<p>Permit surface lands identified for disposal with unpatented mining claims to be conveyed if the purchaser is the mining claimant, or the mining claims are relinquished if the purchaser is other than the mining claimant.</p>
LAR-6.	<p>Issue patents for existing shooting ranges [Appendix 5]. No portions of these R&PP patented lands, under any circumstances, would revert to the United States if any such portion was used for solid waste disposal or for any other purpose that may result in the disposal, placement, or release of any hazardous substance.</p>
LAR-7.	<p>Where consistent with the goals and objectives of the RMP, classify as suitable for lease and/or disposal under Section 7 of the Taylor Grazing Act of 1934, as amended, lands disposed of or leased under the R&PP Act, Desert Land Entry (DLE) Act, Color of Title, Carey Act, and state grants.</p>

Table 18 Lands and Realty Decisions (LAR)

LAR-8.	As the preferred method, manage OHV Open Play Areas located near communities by issuing a lease or patent under the R&PP Act, and have the relevant state, county, or local community manage the areas.
LAR-9.	<p>Pursue land acquisitions from willing sellers when lands:</p> <ul style="list-style-type: none"> — Are within or adjacent to WSAs, ACECs, WSRs, or other special designations — Are associated with key fisheries or wildlife habitats and riparian zones — Provide linkage or public access to other public lands — Have significant paleontological or cultural resources — Provide high recreation or other significant resource or public values — Are needed to improve manageability of public lands.
LAR-10.	Give land exchanges with the State of Utah priority consideration to resolve inholdings issues.
LAR-11.	Retain the suitable WSR segment (1 segment—5 miles) in federal ownership, unless such action would benefit outstandingly remarkable values and improve WSR management potential.
LAR-12.	Retain non-WSA lands with wilderness characteristics carried forward (78,600 acres) in federal ownership.
LAR-13.	Maintain important recreational values and sites in federal ownership
LAR-14.	The Utah BLM Riparian Management Policy identifies that Riparian areas will be retained in the public land system unless it can be clearly demonstrated that specific sites are so small or isolated that they cannot be managed in an effective manner by BLM or through agreement with State or Federal agencies or interested conservation groups. Retain identified, relatively undisturbed Old Spanish Trail segments in federal ownership.
LAR-15.	Retain habitat for federally listed and candidate species in federal ownership. Exceptions may be considered in exchanges with the State of Utah and others after consultation with and concurrence with the USFWS.
Issue: FLPMA Section 203 Sales	
Management Actions	
LAR-16.	Make approximately 13,400 acres of public land available for FLPMA Section 203 sales (as listed in Appendix 5 and shown on Maps 17 through 22) subject to NEPA compliance and consistent with other decisions in this RMP.

Table 18 Lands and Realty Decisions (LAR)

Issue: Withdrawals, Classifications, and Segregations	
Management Actions	
LAR-17.	Review existing withdrawals to determine whether they are serving the purposes for which they were withdrawn. (Existing withdrawals are listed in Table 5-7 in Appendix 5.)
LAR-18.	Manage any lands becoming unencumbered by withdrawals in a manner consistent with adjacent or comparable public land within the RFO.
LAR-19.	Review existing classifications and segregations on a case-by-case basis to determine whether the classification or segregation is appropriate and should be continued, modified, or terminated.
LAR-20.	Continue existing withdrawals (154,700 acres).
LAR-21.	<p>Recommend withdrawing the following areas from mineral entry (map 26):</p> <ul style="list-style-type: none"> — North Caineville Mesa ACEC — Old Woman Front ACEC — Fremont (Fremont Gorge) suitable wild river within one-quarter mile of each side of high water mark on each bank of the river — Developed recreation sites, including Lonesome Beaver Campground, McMillan Spring Campground, Starr Springs Campground, Dandelion Flat Picnic Area, Hog Springs Picnic Area, Otter Creek Reservoir Recreation Sites, Kingston Canyon Recreation Site, and Koosharem Picnic Area. <p>New recommended acres: 21,500 Total acres: 176,200</p>
Issue: Management of ROWs	
Management Actions	
LAR-22.	In existing ROWs, authorize culinary water source developments (Culinary Water Sources Table 5-12 in Appendix 5) subject to valid existing rights and future land use authorizations to ensure that they do not lead to degradation, pollution, or contamination of water supply.
LAR-23.	When compatible, require multiple communication site users to share the same sites and buildings, and use the same facilities. See Existing Communication Sites Table 5-10 in Appendix 5.
LAR-24.	Continue to maintain roads for resource management purposes.
LAR-25.	<p>Consider obtaining easements across non-federal land to:</p> <ul style="list-style-type: none"> — Provide public access

Table 18 Lands and Realty Decisions (LAR)

<ul style="list-style-type: none"> – Enhance resource management in key fishery and wildlife habitats and riparian zones – Cooperate with other federal, state, and local governing agencies, organizations, tribes, and private individuals in obtaining ROW easements – Enhance resource management.
Issue: ROW Avoidance and Exclusion Areas
Management Actions
LAR-26. Apply the spatial and temporal restrictions outlined in Fish and Wildlife Decisions to ROW construction and maintenance activities. These restrictions do not apply to emergency maintenance.
LAR-27. Manage the following as ROW avoidance areas (Map 3): <ul style="list-style-type: none"> – ACECs – Non-WSA lands with wilderness characteristics – Areas open to oil and gas leasing with NSO stipulations.
LAR-28. Manage the following areas as exclusion areas: <ul style="list-style-type: none"> – Areas closed to oil and gas leasing – WSAs. – Suitable WSR corridor- Fremont Gorge
LAR-29. Consider exceptions in the avoidance areas on a case-by-case basis if the proposed ROW would: <ul style="list-style-type: none"> – Not create substantial surface disturbance or would cause only temporary impacts – Be compatible with the resource values being protected by the goals and objectives of the avoidance areas – Be consistent with management prescriptions for ACECs and WSRs and pose no irreversible or irretrievable impacts – Be consistent with the goals and objectives of the identified non-WSA lands with wilderness characteristics.

Table 18 Lands and Realty Decisions (LAR)

Issue: Management of Wind and Solar Energy Development	
Management Actions	
LAR-30.	For authorization of any ROW for wind or solar energy development, incorporate best management practices (BMP) and provisions contained in the Wind Energy Development Program Record of Decision and BLM's Solar Energy Policy.
LAR-31.	Consider proposals for wind and solar energy development throughout the RFO except within the following areas: <ul style="list-style-type: none"> – WSAs (ROW exclusion areas in accordance with IMP) – Fremont (Fremont Gorge) suitable wild river corridor – ACECs – Areas open to oil and gas leasing with NSO and areas closed to leasing. – VRM Class I and II areas – Migratory bird habitats and raptor nesting complexes – Threatened & Endangered Species habitats
LAR-32.	Consider proposals for wind and solar energy exploration throughout the RFO managed lands. Except for WSAs, exploration may be allowed within special management areas if the proposal would not adversely affect the resources of concern.
Issue: Transportation and Utility Corridors	
Management Actions	
LAR-33.	To minimize adverse environmental impacts and the proliferation of separate ROWs, use common ROWs whenever possible, including collocation of new utility transmission lines and other facilities within existing utility and highway corridors.
LAR-34.	Carry forward to or amend the Richfield RMP with any decisions on designation of energy corridors contained within the "West-wide Energy Corridor Programmatic EIS" currently being developed separately from this RMP analysis that affect public lands in the RFO.
LAR-35.	Designate those transportation and utility corridors listed in Appendix 5.
Issue: Leases (Including R&PP Leases), Permits, and Easements	
Management Actions	

Table 18 Lands and Realty Decisions (LAR)

LAR-36. Consider authorizing leases, permits, and easements that are compatible with other decisions throughout this RMP.
Lands and Realty Monitoring
Management, realty personnel, and other key staff will meet periodically to review all lands program status and compliance to ensure compliance with goals and objectives.
Land use authorizations will be monitored through field examinations to ensure compliance with the terms and conditions of the authorizing document. On-the-ground monitoring would occur after issuance and periodically throughout the term of the authorization. Monitoring actions will also be tracked through the BLM mid-year and annual workload measure accomplishment reports.
Land ownership adjustment actions (e.g., land exchanges, acquisitions, sales, and Recreation and Public Purpose Act patents , etc.) will be monitored through the BLM accomplishment tracking process. The number of acres acquired and/or disposed of will be noted in official records in a timely manner, and reported in the RFO Annual Program Summary and Planning updates.
The effectiveness of existing right-of-way corridors and right-of-way use areas, and the need for additional corridors and right-of-way use areas, will be periodically reviewed and discussed by RFO key staff members. Periodic field inspections of the corridors and use areas will be conducted to ensure they are being managed correctly and that unauthorized conflicting uses are not occurring.

Minerals and Energy (MIN)**Table 19. Minerals and Energy Decisions (MIN)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Manage conservation of leasable mineral resources using appropriate best management practices, and without compromising the long-term health and diversity of public lands. • Manage mining claim location, prospecting, and mining operations in a manner that would not cause unnecessary or undue degradation of public lands and resources. • Provide salable minerals needed for community and economic purposes while minimizing impacts to other resource values. • 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 using appropriate BMPs. • Support the domestic need for energy resources. 	
Issue: Management of Fluid Mineral Leasing (Oil and Gas, and Coalbed Natural Gas)	
Management Actions	
MIN-1.	Issue oil and gas leases and allow for oil and gas exploration and development.
MIN-2.	Continue closure of WSAs to leasing, pursuant to the federal onshore Oil and Gas Leasing Reform Act of 1987.
MIN-3.	To the extent allowed by a site-specific environmental analysis that justifies a constraint, consistent with 43 CFR 3101.1-2, and consistent with the terms of an existing lease, apply the constraints and requirements for leasing implemented in this RMP to leases that were authorized prior to the signing of the ROD and the approval of the RMP.
MIN-4.	Manage Incorporated municipalities as closed to leasing:
MIN-5.	Manage the following additional sites as open to leasing with NSO, except as otherwise provided in other management decisions: <ul style="list-style-type: none"> — All cemeteries — Culinary water sources — Landfills—existing and closed — Lands managed under a R&PP lease — Sites listed on the NRHP — Developed recreation sites — BLM administrative sites.

Table 19. Minerals and Energy Decisions (MIN)

MIN-6.	Lease split-estate lands according to BLM RMP stipulations for adjacent or nearby public lands or plans of other surface management agencies as consistent with federal laws, 43 CFR 3101, and the surface owner's rights.
MIN-7.	Work cooperatively with stakeholders to research interim measures, such as those presented by the Four Corners Air Quality Task Force (i.e., limits of 2g/bhp-hr on engines less than 300 HP), to determine which emission mitigation strategies should be required as conditions for future lease and land use authorizations.
MIN-8.	Site-specific management actions that protect riparian areas would be addressed at the project level.
MIN-9.	<p>In accordance with an UDEQ-DAQ letter dated June 6, 2008, (see Appendix 13) requesting implementation of interim nitrogen oxide control measures for compressor engines; BLM will require the following as a Lease Stipulation and a Condition of Approval for Applications for Permit to Drill:</p> <ul style="list-style-type: none"> — All new and replacement internal combustion gas field engines of less than or equal to 300 design-rated horsepower must not emit more than 2 gms of NOx per horsepower-hour. This requirement does not apply to gas field engines of less than or equal to 40 design-rated horsepower. — All new and replacement internal combustion gas field engines of greater than 300 design rated horsepower must not emit more than 1.0 gms of NOx per horsepower-hour.
MIN-10.	Area closed to leasing: 447,300 acres
MIN-11.	<p>Manage fluid mineral leases as shown on Map 23:</p> <ul style="list-style-type: none"> — Areas open to leasing with standard lease terms: 608,700 acres — Areas open to leasing subject to CSU and/or timing limitations: 917,500 acres — Areas open to leasing subject to NSO: 154,500 acres
Issue: Management of Geophysical Operations	
Management Actions	
MIN-12.	<p>Subject geophysical operations under 43 CFR 3150 to the oil and gas leasing restrictions with the following exception:</p> <ul style="list-style-type: none"> — Consider geophysical operations proposed for lands that are designated as NSO or closed to leasing for approval when (1) the circumstances or relative resource values in the area have changed, (2) less restrictive requirements could be developed to protect the resource of concern, or (3) operations could be conducted without causing unacceptable impacts to the resource of concern.

Table 19. Minerals and Energy Decisions (MIN)

Issue: Management of Geothermal Resources	
Management Actions	
MIN-13.	Lease split-estate lands according to BLM RMP stipulations for adjacent or nearby public lands or plans of other surface management agencies, consistent with federal laws, 43 CFR 3101, and the surface owner's rights.
MIN-14.	Lease geothermal resources in conformance with the oil and gas leasing restrictions (open, open with moderate constraints, open with major constraints, and closed) for oil and gas leasing, consistent with the authorities granted at 43 CFR 3200, including 3201 and 3250.
MIN-15.	Exploration operations under 43 CFR 3250 proposed for lands that are designated as NSO or closed to leasing may be considered for approval when (1) the circumstances or relative resource values in the area have changed, (2) less restrictive requirements could be developed to protect the resource of concern or (3) operations could be conducted without causing unacceptable impacts to the resource or concern.
Issue: Management of Tar Sands Areas	
Management Actions	
MIN-16.	Areas available for future consideration for tar sands leasing will be identified in the ROD for the National Oil Shale and Tar Sands Programmatic EIS, being conducted by BLM separately from this analysis. If lands are identified, future leasing considerations will be conducted under site-specific NEPA analyses, and would be subject to the oil and gas leasing restrictions identified in the Approved RMP.
Issue: Surface Mining of Coal	
Management Actions	
MIN-17.	Consider applications for exploration licenses for lands that are subject to leasing as defined at 43 CFR 3400.2. Licenses would be subject to the surface disturbing restrictions and the provisions for exceptions, modifications, and waivers, similar to the oil and gas restrictions consistent with the regulations at 43 CFR 3400.
MIN-18.	Consider proposals for coal leasing on public lands determined to be acceptable for further consideration for leasing in the coal unsuitability analysis (Appendix 8), if and when there is interest. Prior to leasing, complete a multiple use analysis (43 CFR 3420.1 (3)), consult with other surface owners (43 CFR 3420.1-5 (4) (i)), and address other applicable requirements of 43 CFR 3400 Coal Management. <ul style="list-style-type: none"> — In the Henry Mountains coal field, 14,719 acres are acceptable for consideration for leasing by surface mining methods. — In the Wasatch Plateau and Emery coal fields, 0 acres are acceptable for consideration for leasing by surface mining methods.
MIN-19.	Consider no coal leasing proposals in VRM Class I areas. VRM Classes II, III, and IV areas would be subject to coal exploration and development mitigation requirements, with VRM Class II being most restrictive and VRM Class IV least restrictive.
MIN-20.	Consider no coal leasing proposals in the 12 (78,600 acres) identified non-WSA lands with wilderness characteristics.

Table 19. Minerals and Energy Decisions (MIN)

Issue: Subsurface Mining of Coal	
Management Actions	
MIN-21.	Consider applications for exploration licenses for lands that are subject to leasing as defined at 43 CFR 3400.2. Licenses would be subject to the surface disturbing restrictions and the provisions for exceptions, modifications, and waivers, similar to the oil and gas restrictions consistent with the regulations at 43 CFR 3400.
MIN-22.	Consider proposals for coal leasing on public lands determined to be acceptable for further consideration for leasing in the coal unsuitability analysis (Appendix 8), if and when there is interest. Prior to leasing, complete a multiple use analysis (43 CFR 3420.1 (3)), consult with other surface owners (43 CFR 3420.1-5 (4) (i)), and address other applicable requirements of 43 CFR 3400 Coal Management.
MIN-23.	In the Henry Mountains coal field, 41,842 acres of BLM lands are acceptable for consideration for leasing by underground mining methods.
MIN-24.	In the Wasatch Plateau coal field, 18,672 acres of National Forest, and in the Emery coal field, 9,624 acres of BLM lands and 3,542 acres of National Forest are acceptable for consideration for leasing by underground mining methods.
MIN-25.	Consider no coal leasing proposals in VRM Class I areas. VRM Class II, III, and IV areas would be subject to coal exploration and development mitigation requirements, with VRM Class II being most restrictive and VRM IV least restrictive.
Issue: Management of Non-Energy Solid Leasable Minerals	
Management Actions	
MIN-26.	Mineral use authorizations for non-energy solid leasable minerals include: prospecting permits, exploration licenses, preference right leases, competitive leases, fringe acreage leases, lease modifications, and use permits. As used herein, the term leasing is used to refer to any of the mineral use authorizations, because if the area is not open to leasing, then an exploration authorization or lease modification would not be considered. Any mineral use authorization issued after the RMP is approved would be subject to the stipulations developed in the RMP. The open and closed areas for leasing of non-energy solid leasable minerals would be the same as provided for oil and gas leasing, including exceptions, modifications, and waivers.
MIN-27.	Manage leasing as shown on Map 23.
MIN-28.	Closed to leasing in WSAs and, within one-quarter mile of the high water mark on each bank of the Fremont Gorge WSR recommended as suitable. <ul style="list-style-type: none"> – Areas closed to leasing: 447,300 acres – Areas open to leasing subject to standard conditions of approval: 608,700 acres – Areas open to leasing subject to CSU and/or timing limitations: 917,500 acres – Areas open to leasing subject to NSO: 154,500 acres

Table 19. Minerals and Energy Decisions (MIN)

Issue: Management of Locatable Minerals	
Management Actions	
MIN-29.	Continue to make existing operations subject to the stipulations developed for the notice or plan of operations. The BLM would 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 and the non-impairment standards of the federal regulations at 43 CFR 3802 and the IMP for WSAs. Consistent with the rights afforded claimants under the mining laws, operations conducted after the RMP is approved would be required to conform to the stipulations developed in the RMP and as generally provided in the oil and gas stipulations. The oil and gas stipulations would be a general guideline and may not apply uniformly to all operations under the mining laws. Operations on BLM-administered lands open to mineral entry must be conducted in compliance with all of the BLM's surface management regulations. The BLM surface management regulations apply to public lands, including split estate lands where the minerals are reserved to the United States, but the regulations do not apply to surface lands managed by other federal agencies. All public lands with federal mineral estate are open to mining claim location unless specifically withdrawn from mineral entry by Secretarial order or by a public land law. Therefore, other than the existing withdrawals and those recommended by this RMP, all public lands within the RFO remain open to mineral entry under the mining laws. The BLM may recommend future withdrawals in areas identified as closed or with a NSO stipulation for oil and gas leasing, if it becomes necessary to prevent unacceptable resource impacts.
MIN-30.	Allow location, exploration, and development of locatable minerals on public lands while preventing unnecessary and undue degradation of other resources and preventing impairment to wilderness suitability of WSAs.
MIN-31.	Continue existing withdrawals (154,700 acres). Recommend withdrawing the following areas from mineral entry: <ul style="list-style-type: none"> – Developed recreation sites, including Lonesome Beaver Campground, McMillan Spring Campground, Starr Springs Campground, Dandelion Flat Picnic Area, Hog Springs Picnic Area, Otter Creek Reservoir Recreation Sites, Kingston Canyon Recreation Site, and Koosharem Picnic Area – North Caineville Mesa ACEC – Old Woman Front ACEC – Fremont Gorge Suitable WSR (within one-quarter mile of the high water mark of each bank of the river). <p>The proposed new withdrawals would encompass 21,500 acres.</p> <p>Total acres: 176,200</p>

Table 19. Minerals and Energy Decisions (MIN)

Issue: Management of Salable Minerals (Mineral Materials)	
Management Actions	
MIN-32.	Authorizations for mineral materials include: exploration permits, exclusive sale contracts, free use permits, community pits, and common use areas. As used herein, the term disposal is used as inclusive of any mineral material authorization, because exploration permits would not be issued in areas closed to disposals. Existing disposals would continue to be subject to the existing stipulations and conditions for that disposal. Disposals issued or designated after the RMP is approved would be subject to the stipulations developed in the RMP. The open and closed areas for mineral material disposals would be the same as provided for oil and gas leasing, including exceptions, modifications, and waivers.
MIN-33.	Manage disposal of mineral materials as shown on Map 24.
MIN-34.	Allow no disposal of mineral materials in WSAs, non-WSA lands with wilderness characteristics, and within one-quarter mile of the high water mark on each bank of the Fremont Gorge suitable WSR.
MIN-35.	Areas closed to mineral material disposals: 601,800 acres
MIN-36.	Areas open to disposal of mineral materials subject to standard conditions of approval: 608,700 acres
MIN-37.	Areas open to disposal of mineral materials subject to CSU and/or timing limitations: 917,500 acres
Minerals and Energy Monitoring	
Authorized exploration and development for minerals will be monitored for compliance with the applicable laws, regulations, lease terms, and approved plans for exploration and development of minerals. The right to explore and develop minerals and the authorization to conduct operations for minerals are approved under various instruments and applications, depending on whether the exploration and development is for leasable fluid minerals, solid leasable minerals, locatable minerals, or salable minerals.	
Monitoring activities for oil and gas and other fluid leasable minerals will include:	
<ul style="list-style-type: none"> Periodic inspections of leasable mineral operations will be conducted to determine compliance with applicable laws, regulations, standard lease terms and lease stipulations, onshore oil and gas orders and other BLM policy, and the approved Applications for Permit to Drill (APD) and sundry notices, including Conditions of Approval for an APD or sundry notice. Inspections will also be completed for Notices of Intent to Conduct Oil and Gas Geophysical Operations and for exploration permits for other fluid mineral. Current surface disturbance and reclaimed surface disturbance from exploration and development, including geophysical operations, drilling, and production, will be tracked in accordance with BLM policy. Monitoring will ensure that facilities used for exploration and development are constructed and maintained in accordance with the approved applications and plans, that operations are conducted in a manner to protect public safety, that wells are properly plugged when not capable of production, and that the facilities are removed from public land and the surface disturbances are reclaimed when the facilities are not necessary for on-going operations. Inspections and production verification will be properly documented by written reports and entered into BLM computer data bases in accordance with BLM policy. 	

Table 19. Minerals and Energy Decisions (MIN)

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| <ul style="list-style-type: none">• Oil and gas and other fluid mineral production will be monitored in accordance applicable laws, regulations, BLM orders and policy, and approved APDs, sundry notices and other plans. An accurate accounting of production on producing leases will be tracked in accordance with Inspection and Enforcement Strategy and other BLM policy as applicable.• Appropriate enforcement actions shall be taken when an operation is not in compliance. |
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Table 19. Minerals and Energy Decisions (MIN)**Monitoring for solid mineral operations will include:**

- Periodic inspections of operations will be conducted to determine compliance with applicable laws, regulations, lease terms and stipulations as applicable, BLM policy, and the approved exploration plans for prospecting permits and licenses and development plans for leases.
- Case files will be entered into the BLM computer data base in accordance with BLM policy. Current and reclaimed surface disturbance from exploration and development will be tracked in accordance with BLM policy.
- Monitoring will ensure that facilities used for exploration and development are constructed and maintained in accordance with the approved applications and plans, that operations are conducted in a manner to protect public safety that wells are properly plugged, and that surface disturbances are reclaimed when the facilities are not necessary for on-going operations. Inspections and production verification will be properly documented by written reports and entered into BLM computer data bases.
- Production will be monitored in accordance applicable laws, regulations, BLM guidelines, and approved plans. Monitoring will assure that mining is in accordance with Resource Protection and Recovery Plans. An accurate accounting of production will also be tracked for producing leases.
- Appropriate enforcement actions shall be taken when an operation is not in compliance.
- As required by regulation or policy, inspections and enforcement actions will be coordinated with the Utah Division of Oil, Gas, and Mining.

Monitoring of mining law operations for locatable minerals will include:

- Periodic inspections of operations will be conducted to determine compliance with applicable laws, regulations, BLM policy, and the approved notices for exploration when the operation is 5 acres or less and approved plans for exploration and/or development when the operation involves exploration that is greater than 5 acres or production. Monitoring will ensure that facilities used for exploration and development are constructed and maintained in accordance with the approved notices and plans, that operations are conducted in a manner to protect public safety and to prevent undue or unnecessary degradation, that operations are reasonably incident to mining, that common variety minerals are not being extracted and removed under the auspices of the mining laws, that wells are properly plugged, that operations are in compliance with interim management plans during periods of temporary closure or “shut downs,” that financial guarantees are adequate for reclamation, and that surface disturbances are reclaimed when operations are completed or the notice or plan expires. Inspections will be properly documented by written reports and entered into BLM computer data bases. Case files will be entered into the BLM computer data base in accordance with BLM policy. Current and reclaimed surface disturbance from exploration and development will be tracked in accordance with BLM policy.
- In accordance with Memoranda of Understanding with the Utah Division of Oil, Gas and Mining (DOGM), inspections and enforcement actions will be coordinated with DOGM to ensure proper compliance and to the prevention of undue or unnecessary degradation of public lands.
 - Appropriate enforcement actions shall be taken when an operation is not in compliance.

Monitoring of salable minerals will include:

- Periodic inspections of operations will be conducted to determine compliance with applicable laws, regulations, BLM policy, and the approved exploration permits, mining plans and reclamation plans.
- Monitoring will ensure exploration is in accordance with the approved permit and that extraction and removal of mineral materials is in accordance with the approved contract or free use permit. Monitoring will ensure that facilities used for exploration and development are constructed and maintained in accordance with the approved plans, that operations are conducted in a manner to protect public safety, that wells are properly plugged, that reclamation bonds are adequate, and that surface disturbances are reclaimed when the authorization expires or is terminated. Inspections will be properly documented by written reports and entered into BLM computer data bases.

Case files will be entered into the BLM computer data base in accordance with BLM policy. Current and reclaimed surface disturbance from exploration and development will be tracked in accordance with BLM policy.

2. Monitoring and inspections will assure proper reporting of production in accordance with the approved contract or free use permit and proper payments for the mineral materials extracted and/or removed.

SPECIAL DESIGNATIONS

Wilderness Study Areas (WSA)

Table 20. Wilderness Study Areas Decisions (WSA)

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> Continue to manage WSAs in a manner that does not impair their suitability for designation as wilderness in accordance with FLPMA Section 603 and the Interim Management Policy for Lands Under Wilderness Review. 	
Issue: Interim Management of Wilderness Study Areas	
Management Action	
WSA-1.	Manage WSAs according to the IMP (BLM-H-8550-1). The BLM is statutorily (FLPMA Section 603(c)) required to manage these areas to protect their suitability for congressional designation to the National Wilderness Preservation System unless and until Congress either designates an area as wilderness or releases it from further consideration. The BLM's discretion to make planning decisions on management of WSAs is limited to designating WSAs as VRM Class I and determining whether the WSAs will be limited or closed to OHV use.
Issue: Oil and Gas Leasing in WSAs	
Management Action	
WSA-2.	Close all WSAs to leasing pursuant to the Federal Onshore Oil and Gas Leasing Reform Act of 1987.
Issue: Visual Resource Management and Designation in WSAs	
Management Actions	
WSA-3.	Designate all WSAs as VRM Class I.
Issue: Off-Highway Vehicle Area and Route Designation in WSAs	
Management Actions	
WSA-4.	Where routes would 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 non-compliance are found through monitoring efforts to impair the area's suitability for wilderness designation, BLM would take further action to limit use of the routes, or close them. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.

Table 20. Wilderness Study Areas Decisions (WSA)

WSA-5. Designate the following WSAs as closed for OHV use (as shown on Map 15):

- Little Rockies (40,700 acres)
- Dirty Devil (70,500 acres)
- Fiddler Butte (2,200 acres)
- Fremont Gorge (2,800 acres)
- French Spring/Happy Canyon (11,400 acres)
- Horseshoe Canyon North (500 acres)
- Horseshoe Canyon South (7,500 acres)
- Mount Ellen/Blue Hills (39,700 acres)

WSA-6. Designate the following WSAs as limited to OHV use (as shown on Map 15):

- Bull Mountain (13,200 acres)
- Mount Hillers (19,300 acres)
- Mount Pennell (77,100 acres)
- Dirty Devil (1,600 acres)
- Fiddler Butte (71,800 acres)
- Fremont Gorge (16 acres)
- French Spring/Happy Canyon (12,900 acres)
- Horseshoe Canyon North (1,600 acres)
- Horseshoe Canyon South (32,400 acres)
- Mount Ellen/Blue Hills (41,700 acres)

Table 20. Wilderness Study Areas Decisions (WSA)

WSA-7.	<p>A total of 44 miles of inventoried vehicle ways would be designated for use subject to the IMPTable</p> <ul style="list-style-type: none"> — Bull Mountain: 2.8 miles — Dirty Devil: 6.8 miles — Fiddler Butte: 4.1 miles — French Spring/Happy Canyon: 3.6 miles — Horseshoe Canyon South: 5.6 miles — Little Rockies: .8 miles — Mount Ellen/Blue Hills: 8.7 miles — Mount Hillers: 5.0 miles — Mount Pennell: 6.4 miles
Issue: Wilderness Study Areas if Released by Congress Management Action	
WSA-8.	<p>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 would be deferred until completion of requisite plan amendments. Because the management direction of the released land would 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.</p>

Wilderness Study Area Monitoring

Wilderness Study Areas (WSAs) will be monitored in accordance with direction provided in the Interim Management Policy (IMP) for Lands Under Wilderness Review (BLM Handbook H-8550-1), Chapter 2 Section D. The policy requires monitoring of all WSAs at least once per month during the months the area is accessible by the public. Suitable monitoring methods will include both aerial and ground surveillance. As allowed by the IMP, alternative monitoring schedules may be prepared and implemented if approved by the State Director. Implementation will focus not only on impacts associated with human use but also on the resource values identified for specific WSAs in order to prevent unnecessary and undue degradation to them or for their enhancement. Monitoring will address an area's natural condition, solitude, primitive recreation and special features. Monitoring actions will be reported through the BLM annual workload measure accomplishments.

Table 21. Wild and Scenic Rivers Decisions (WSR)

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> Manage to protect the outstandingly remarkable values, tentative classifications, and free-flowing nature of eligible/suitable river segments. 	
Issue: Determination of Suitability of Eligible Wild and Scenic River Segments	
Management Actions	
WSR-1.	BLM would work with the State of Utah, local and tribal governments, and other federal agencies, in a state-wide study, to reach consensus regarding recommendations to Congress for the inclusion of rivers in the National Wild and Scenic Rivers System. Besides applying consistent criteria across agency jurisdictions, the joint study would avoid piece-mealing of river segments in logical watershed units in the state. The study would evaluate, in detail, the possible benefits and effects of designation on the local and state economies, agricultural and industrial operations and interests, outdoor recreation, natural resources (including the outstandingly remarkable values for which the river was deemed suitable), water rights, water quality, water resource planning, and access to and across river corridors within, and upstream and downstream from the proposed segments(s). Actual designation of river segments would only occur through congressional action or as a result of Secretarial decision at the request of the Governor in accordance with provisions of the Wild and Scenic Rivers Act (the Act). BLM will work with the State, local and tribal governments, and the agencies involved to coordinate its decision making on wild and scenic river issues and to achieve consistency wherever possible.
WSR-2.	BLM recognizes that water resources on most river and stream segments within the State of Utah are already fully allocated. Before stream segments that have been recommended as suitable under this Approved RMP are recommended to Congress for designation, BLM will continue to work with affected local, state, federal, and tribal partners to identify in-stream flows necessary to meet critical resource needs, including values related to the subject segment(s). Such quantifications would be included in any recommendation for designation. BLM would then seek to jointly promote innovative strategies, community-based planning, and voluntary agreements with water users, under State law, to address those needs
WSR-3.	Should designations occur on any river segment as a result of Secretarial or congressional action, existing rights, privileges, and contracts would be protected. Under Section 12 of the Act, termination of such rights, privileges, and contracts may happen only with the consent of the affected non-federal party. A determination by the BLM of eligibility and suitability for the inclusion of rivers on public lands to the 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 Wild and Scenic Rivers System, it would come from water that is not appropriated at the time of designation, in the amount necessary to protect features which led to the river's inclusion into the system. BLM's intent would be to leave existing water rights undisturbed and to recognize the lawful rights of private, municipal, and state entities to manage water resources under state law to meet the needs of the community. Federal law, including Section 13 of the Act and the McCarren Amendment (43 U.S.C. 666), recognizes state jurisdiction over water allocation in designated streams. Thus, it is BLM's position that existing water rights, including flows apportioned to the State of Utah interstate agreements and compacts, including the Upper Colorado River Compact, and developments of such rights would not be affected by designation or the creation of the possible federal reserved water right. BLM would seek to work with upstream and downstream water users and applicable agencies to ensure that water flows are maintained at a level sufficient to sustain the values for which affected river segments were designated.

Table 21. Wild and Scenic Rivers Decisions (WSR)

WSR-4.	Recommend and manage the Fremont River in Fremont Gorge with a tentative classification as “wild” (5 miles) as suitable for inclusion in the National Wild and Scenic River System.
Issue: Management of Fremont River—Fremont Gorge (5 miles)	
Management Actions	
WSR-5.	<p>Manage the Fremont River in Fremont Gorge (5 miles) as suitable for inclusion in the National Wild and Scenic River System and tentatively classified as a wild river. Management would protect the outstandingly remarkable scenic values. Specific management prescriptions within one-quarter mile of the high water mark on each bank of the river include:</p> <ul style="list-style-type: none"> — Closed to oil and gas leasing — Close to OHV use — Recommend for withdrawal from mineral entry.
Wild and Scenic Rivers Monitoring	
<p>Conduct routine monitoring of the Fremont Gorge suitable WSR to ensure compliance with the objectives of the Wild and Scenic Rivers Act; that the Outstandingly Remarkable Values (ORVs), the initial wild classification and the free-flowing river condition are adequately protected. Methodology, specific actions, timeframes, and anticipated resource needs will be identified as implementation actions and will include both resources and impacts from activities on those resources and the classification. The Annual Program Summary and Planning update will also include an assessment of the cumulative alterations of the WSR resource conditions to ensure preservation, protection and maintenance or enhancement of the WSR values and classifications as well as any mitigation measures. All reports, evaluations, digital or photo documentation and any other written material will be filed and maintained in the Richfield Field Office.</p>	

Areas of Critical Environmental Concern (ACEC)**Table 22 Areas of Critical Environmental Concern Decisions (ACEC)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> Manage ACECs with special management attention to protect and prevent irreparable damage to important historic, cultural, or scenic values; fish, wildlife, and plant resources, or other natural system or processes; or to protect life and safety from natural hazards. 	
Issue: Designation and Management of Areas of Critical Environmental Concern	
Management Actions	
ACEC-1.	<p>Designate and manage the following areas as ACECs (Map 28):</p> <ul style="list-style-type: none"> — North Caineville Mesa (2,200 acres) — Old Woman Front (330 acres) <p>Total acres: 2,530</p>
Issue: Designation and Management of North Caineville Mesa ACEC (2,200 acres)	
Management Actions	
ACEC-2.	Continue designation of the North Caineville Mesa ACEC (Map 28).
ACEC-3.	<p>Manage to protect the relevant and important relict vegetation values:</p> <ul style="list-style-type: none"> — Allow no uses that would cause irreparable damage to relevant and important values — Close to OHV use — Manage as open to oil and gas leasing with major constraints (NSO) — Designate as unavailable for livestock grazing — Identify area as unsuitable for surface coal mining — Acquire inholdings within ACEC — Recommend withdrawing from mineral entry

Table 22 Areas of Critical Environmental Concern Decisions (ACEC)

ACEC-4.	Designate the Old woman Front area as an RNA ACEC for protection of the relevant and important values of relict vegetation.
	<ul style="list-style-type: none"> – Coordinate special management for protection of relict vegetation with the USFS Old Woman Cove RNA Plan. – Manage the area for multiple use, while protecting the relict vegetation.
Ecological Processes	
	<ul style="list-style-type: none"> – Permit no human activities that directly or indirectly modify ecological processes
Wildlife	
	<ul style="list-style-type: none"> – Allow no wildlife habitat manipulation. – Prohibit the introduction or spread of exotic animal species.
Fire and Fire and Fuels Management	
	<ul style="list-style-type: none"> – Allow wildland fire use within the parameters of an approved fire plan and only under a prescription designed to accomplish the objectives of the area. – Suppress fires using minimal impact tools and techniques. – Avoid the use of heavy equipment. – Avoid post-fire rehabilitation; if needed, use seed of indigenous species, and locally adapted ecotypes.
Forest Products	
	<ul style="list-style-type: none"> – Allow no logging or harvest of woodland products, fuelwood gathering, or Christmas tree cutting.
Livestock Grazing	
	<ul style="list-style-type: none"> – Unavailable for livestock grazing. – Construct no range improvements.
Recreation	
	<ul style="list-style-type: none"> – Issue no SRPs.
Travel Management	
	<ul style="list-style-type: none"> – Close area to OHV use.

Table 22 Areas of Critical Environmental Concern Decisions (ACEC)

Facilities	<ul style="list-style-type: none">– Authorize no roads, new trails, fences, signs, buildings, or other physical improvements.
Lands and Realty	<ul style="list-style-type: none">– Recommend withdrawing from mineral entry.
Minerals	<ul style="list-style-type: none">– Manage as open to oil and gas leasing with major constraints, such as NSO.
Areas of Critical Environmental Concern Monitoring	
<p>The designated North Caineville Mesa and Old Woman Front ACECs will be monitored for their identified relevant and important (R&I) value of relict vegetation. Management prescriptions set forth in the Approved RMP will be implemented and monitored for effectiveness. Special management attention will be given to baseline resource data maintenance, enforcement of management prescriptions, identifying trends in resource conditions and to any activities which could cause irreparable damage to the R&I value. Review project proposals and inspect projects as they occur on-the-ground for compliance to maintain ACEC relevant and important values. Monitoring actions will be reported through the BLM annual workload measure accomplishments and in the Annual Program Summary and Planning Update.</p>	

Transportation (TRV)**Table 23. Transportation Facilities Decisions (TRV)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Provide a safe and effective transportation system across public lands. 	
Issue: Management of Transportation Facilities	
Management Actions	
TRV-1.	As per the State of Utah v. Andrus, Oct. 1, 1979 (Cotter Decision), the BLM would grant the State of Utah reasonable access to state lands for economic purposes, on a case-by-case basis.
TRV-2.	Continue to support Sanpete, Sevier, Piute, Garfield and Wayne counties and the State of Utah in providing a network of roads for movement of people, goods, and services across public lands.
TRV-3.	Review requests for administrative access on a case-by-case basis.
TRV-4.	Develop, implement, and maintain cooperative agreements with counties and the State of Utah for maintenance of the transportation system.
TRV-5.	Require reclamation of redundant road systems and/or roads that no longer serve their intended purpose in order to reduce road density and reduce habitat fragmentation.
TRV-6.	Manage designated scenic byway and backway corridors for the purposes for which they were designated.
TRV-7.	Coordinate with the NPS and the State of Utah for management and interpretation of scenic byway and backway corridors.
TRV-8.	Install directional, informational, regulatory, and interpretive signs at appropriate locations throughout the planning area.
TRV-9.	There are a number of locations throughout the RFO that are commonly known and consistently used for aircraft landing and departure activities that, through such casual use, have evolved into backcountry airstrips (the definition contained in Section 345 of Public Law 106-914, the Interior and Related Agencies Appropriation Act of 2001). In accordance with that law, require full public notice, consultation with local and state government officials, the Federal Aviation Administration (FAA), and compliance with all applicable laws, including NEPA, when considering any closure of an aircraft landing strip.

Table 23. Transportation Facilities Decisions (TRV)**Transportation Facilities Monitoring**

Conduct monitoring, including periodic patrols to check signing and visitor use of scenic byways, backways and historic trails, to evaluate and protect the integrity of the designation. Review project proposals and inspect projects as they occur on-the-ground for compliance to maintain the corridors for the purposes for which they were designated.

For the Old Spanish Trail, following development of the comprehensive management plan for the National Historic Trail, the prepared Activity Trail Plan will include monitoring for all the segments within the Richfield Field Office (the main course and the Fremont Cutoff). Monitoring should include inspection of planned projects as well as on-the-ground projects for compliance to maintain remaining trail integrity. Monitoring will focus on assuring that the VRM objectives for public lands seen along the trail are met and that any interpretive signs installed along the Old Spanish National Historic Trail are surveyed for wear or vandalism. The number of projects evaluated and monitored for compliance with the Old Spanish Trail objectives will be reported in the Annual Program Summary and Planning update.

Health and Safety (HAZ)**Table 24. Health and Safety (HAZ)**

Desired Outcomes (Goals and Objectives)	
<ul style="list-style-type: none"> • Strive to ensure that human health and safety concerns on public lands remain a major priority. • Mitigate or eliminate all hazardous or potentially hazardous sites and situations, including hazardous materials, hazardous or solid wastes, abandoned mine sites, abandoned well sites, and other potential hazards on public lands. • Minimize or eliminate the potential for intentional or accidental releases of hazardous materials or wastes and solid wastes onto public lands. 	
Issue: Management of Abandoned Mine Lands	
Management Actions	
HAZ-1.	In conformance with BLM's long-term strategies and National Policies regarding Abandoned Mine Lands (AML), work with state agencies toward identifying and addressing physical safety and environmental hazards at all AML sites on public lands. To accomplish this long-term goal, establish the following criteria to assist in determining priorities for site and area mitigation and reclamation.
<u>Use the following criteria to establish physical safety hazard program priorities:</u>	
HAZ-2.	The highest priority of the AML physical safety program would be cleaning up those AML sites where (a) a death or injury has occurred, (b) the site is situated on or in immediate proximity to developed recreation sites and areas with high visitor use, and (c) upon formal risk assessment, a high or extremely high risk level is indicated.
HAZ-3.	AML would be factored into future recreation management area designations, land use planning assessments, and all applicable use authorizations.
HAZ-4.	Sites listed or eligible for listing would be entered in the Abandoned Mine Site Cleanup Module of Protection and Response Information System.
HAZ-5.	AML hazards should be, to the extent practicable, mitigated or remediated on the ground during site development.
HAZ-6.	The criteria that would be used to establish water-quality based AML program priorities are:
HAZ-7.	Watersheds identified by the state as a priority based on (a) one or more water laws or regulations; (b) a threat to public health or safety; and (c) a threat to the environment
HAZ-8.	Projects reflecting a collaborative effort with other land managing agencies
HAZ-9.	Sites listed or eligible for listing in the Abandoned Mine Site Cleanup Module of the Protection and Response Information System
HAZ-10.	Projects that would be funded by contributions from collaborating agencies.
HAZ-11.	The State Multi-Year Work Plan would be maintained and updated as needed to reflect current policies for identifying program physical safety and water quality AML sites priorities for reclamation or remediation.

Table 24. Health and Safety (HAZ)

Issue: Management of Hazardous Materials	
Management Actions	
HAZ-12.	Identify and clean up unauthorized dumping sites and hazardous materials spills in the RFO as required to comply with applicable state, local, and federal laws and regulations.
HAZ-13.	Clean up and restore areas known to have hazardous materials, hazardous wastes, or solid wastes. Areas that have been cleaned up and restored would be maintained and monitored.
HAZ-14.	Actively seek responsible parties to reimburse hazardous materials cleanup costs.
Health and Safety Monitoring	
<p>Reclamation and mitigation work done on abandoned mine sites will be monitored to ensure compliance with laws and regulations and with the terms of the work order or contract.</p> <p>Site clean-ups will be monitored to protect and safeguard human health, prevent/restore environmental damage and to limit the BLM's liability. The performance of the clean-up contractor for all release on public lands will be monitored to ensure full compliance and damaged land restoration. HAZMAT monitoring data will be kept in monitoring files and in the BLM's site cleanup data base. All data will be collected at the time and place of the incident or until cleanup is completed and there is no future threat to human health or environment.</p>	

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GLOSSARY

ACQUISITION. The Bureau of Land Management (BLM) acquires land, easements, and other real property rights when it is in the public interest and consistent with approved land use plans (LUP). The BLM's land acquisition program is designed to (1) improve management of natural resources through consolidation of federal, state, and private lands; (2) increase recreational opportunities, preserve open space, and/or ensure accessibility of public land; (3) secure key property necessary to protect endangered species and promote biological diversity; (4) preserve archaeological and historical resources; and (5) implement specific acquisitions authorized by Acts of Congress.

ACTIVE USE. Livestock grazing term meaning the current authorized use, including livestock grazing and conservation use. Active use may constitute a portion, or all, of permitted use. Active use does not include temporary non-use or suspended use of forage within all or a portion of an allotment. (43 *Code of Federal Regulations* [CFR] 4100.0-5)

ACTIVITY PLAN. A type of implementation plan (see *Implementation Plan*); an activity plan usually describes multiple projects and applies best management practices to meet LUP objectives. Examples of activity plans include interdisciplinary management plans, habitat management plans (HMP), recreation area management plans, and allotment management plans (AMP). (H-1601-1, *BLM Land Use Planning Handbook*)

ACTUAL USE. Livestock grazing term meaning where, how many, what kind or class of livestock, and how long livestock graze on an allotment, or on a portion or pasture of an allotment. (43 CFR 4100.0-5)

ADMINISTRATIVE USE. Official use related to management and resources of the public lands by federal, state, or local governments or nonofficial use sanctioned by an appropriate authorization instrument, such as right-of-way (ROW), permit, lease, or maintenance agreement.

ADMINISTRATIVE PURPOSES. Administrative use functions involving regular maintenance or operation of facilities or programs.

AIR QUALITY. A measure of the health-related and visual characteristics of the air, often derived from quantitative measurements of the concentrations of specific injurious or contaminating substances. Refers to standards for various classes of land as designated by the Air Pollution Control Act of 1955; Clean Air Act of 1963, as amended; and Air Quality Act of 1967.

ALLOTMENT. An area of land designated and managed for livestock grazing. (43 CFR § 4100.0-5) (H-4180-1, *Standards for Rangeland Health*)

ALLOTMENT MANAGEMENT PLAN (AMP). A document prepared in consultation with the grazing lessees or permittees involved, which applies to livestock operations on the public lands and which (1) prescribes the manner in, and extent to, which livestock operations will be conducted in order to meet the multiple-use, sustained-yield, economic and other needs and objectives as determined for the lands by the Secretary concerned; and (2) describes the type, location, ownership, and general specifications for the range improvements to be installed and maintained on the lands to meet the livestock grazing and other objectives of land management; and (3) contains such other provisions relating to livestock grazing and other objectives found by the Secretary concerned to be consistent with the provisions of this Act and other applicable law (from Federal Lands Policy and Management Act [of 1976] [FLPMA], Title 43 Chapter 35, Subchapter I 1702[k]).

AMENDMENT. The process for considering or making changes in the terms, conditions, and decisions of approved resource management plans (RMP) or management framework plans (MFP). Usually only one or two issues are considered that involve only a portion of the planning area. (H-1601-1, *BLM Land Use Planning Handbook*)

ANIMAL UNIT MONTH (AUM). The amount of forage necessary for the sustenance of one cow or its equivalent for a 1-month period. (43 CFR 4100.0-5)

APPROPRIATE MANAGEMENT RESPONSE (AMR). Any specific action suitable for meeting Fire Management Unit (FMU) objectives. Typically, the AMR ranges across a spectrum of tactical options (from monitoring to intensive management actions). The AMR is developed by using FMU strategies and objectives that the Fire Management Plan identifies.

AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACEC). Areas within the public lands in which special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards. (FLPMA Section 103 (a))

ASSESSMENT. The act of evaluating and interpreting data and information for a defined purpose (H-1601-1, *BLM Land Use Planning Handbook*).

ATTAINMENT AREA. A geographic area in which criteria air pollutant levels meet the health-based primary standard (national ambient air quality standard (NAAQS) for the pollutant. An area may have on acceptable level for one criteria air pollutant but may have unacceptable levels for others. Thus, an area could be attainment and nonattainment simultaneously. Attainment areas are defined using federal pollutant limits set by EPA.

AUTHORIZED OFFICER. The federal employee who has the delegated authority to make a specific decision.

AVOIDANCE AREA. Areas determined to be less suitable for an ROW because of (1) important and/or valued resources or resources assigned a special status, or (2) a substantive potential conflict with use. These areas exhibit constraints to siting facilities and are less desirable for a ROW but could be mitigated to reduce potential effects the ROW might have on the environment.

BACK COUNTRY BYWAYS. Vehicle routes that traverse scenic corridors using secondary or back-country road systems. National back-country byways are designated by the type of road and vehicle needed to travel the byway.

BEST MANAGEMENT PRACTICES (BMP). 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 LUPs, but they are not considered a LUP decision unless the LUP specifies that they are mandatory. They may be updated or modified without a plan amendment if they are not mandatory. (H-1601-1, *BLM Land Use Planning Handbook*).

BIG GAME. Indigenous ungulate wildlife species that are hunted (e.g., elk, deer, bison, bighorn sheep, and pronghorn antelope).

BIOLOGICAL ASSESSMENT (BA). The document prepared by or under the direction of BLM concerning listed and proposed species and designated and proposed critical habitat that may be present in the action area and contains the BLM's determination of potential effects of the action on such species and habitat. Biological assessments are required for formal consultations and conferences on "major construction projects." They are recommended for all formal consultations and formal conferences and many informal consultations where a written evaluation of the effects of an action on listed or proposed species and on designated or proposed critical habitat is needed. (M-6840, *Special Status Species Manual*).

BIOLOGICAL OPINION (BO). The document which includes: (1) the opinion of the FWS and/or National Marine Fisheries Service (NMFS) as to whether or not a federal action is likely to jeopardize the continued existence of listed species or result in the destruction or adverse modification of designated critical habitat, (2) a summary of the information on which the opinion is based, and (3) a

detailed discussion of the effects of the action on listed species or designated critical habitat. Depending upon the determination of jeopardy or non-jeopardy, the BO may contain reasonable and prudent alternatives, a statement of anticipated take of listed animals, and conservation recommendations for listed plants. (M-6840, *Special Status Species Manual*).

CANDIDATE SPECIES. Taxa for which the U.S. Fish and Wildlife Service (USFWS) has sufficient information on its status and threats to support proposing the species for listing as endangered or threatened under the Endangered Species Act of 1973 (ESA) but for which issuance of a proposed rule is currently precluded by higher priority listing actions. (M6840, *Special Status Species Manual*) (M6840, *Special Status Species Manual*).

CASUAL USE. Means activities that involve practices that do not ordinarily cause any appreciable disturbance or damage to the public lands, resources, or improvements and, therefore, do not require a ROW grant or temporary use permit (43 CFR 2800). Also means any short-term noncommercial activity that does not cause appreciable damage or disturbance to the public lands, their resources, or improvements and that is not prohibited by closure of the lands to such activities. (43 CFR 2920)

CLOSED. Generally denotes that an area is not available for a particular use or uses. For example, 43 CFR 8340.0-5 sets forth the specific meaning of “closed” as it relates to off-highway vehicle (OHV) use, and 43 CFR 8364 defines “closed” as it relates to closure and restriction orders. (H-1601-1, *BLM Land Use Planning Handbook*)

CODE OF FEDERAL REGULATIONS (CFR). The official, legal tabulation or regulations directing Federal Government activities. (BLM National Management Strategy for OHV Use on Public Lands)

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. (H-1601-1, *BLM Land Use Planning Handbook*)

CONDITION CLASS (Fire Regimes). Fire Regime Condition Classes are a measure describing the degree of departure from historical fire regimes, possibly resulting in alterations of key ecosystem components such as species composition, structural stage, stand age, canopy closure, and fuel loadings. One or more of the following activities might have caused this departure: fire suppression, timber harvesting, livestock grazing, introduction and establishment of exotic plant species, introduced insects or disease, or other management activities.

CONDITION CLASS 1. Fire regimes are within a historical range, and the risk of losing key ecosystem components from fire is low. Vegetation attributes (species composition and structure) are intact and functioning within an historical range.

CONDITION CLASS 2. Fire regimes have been moderately altered from their historical range. The risk of losing key ecosystem components from fire is moderate. Fire frequencies have departed from historical frequencies by one or more return intervals (increased or decreased). This results in moderate changes to one or more of the following: fire size, frequency, intensity, severity, and landscape patterns. Vegetation attributes have been moderately altered from their historical range.

CONDITION CLASS 3. Fire regimes have been altered significantly from their historical ranges. The risk of losing key ecosystem components from fire is high. Fire frequencies have departed from historical frequencies by multiple return intervals. This action results in dramatic changes to one or more of the following: fire size, frequency, intensity, severity, and landscape patterns. Vegetation attributes have been altered significantly from their historical range.

CONFORMANCE. Means that a proposed action shall be specifically provided for in the LUP or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved LUP. (H-1601-1, *BLM Land Use Planning Handbook*)

CONSERVATION AGREEMENT. A formal written document agreed to by USFWS and/or NMFS and another federal agency, state agency, local government, or the private sector to achieve the conservation of candidate species or other SSS through voluntary cooperation. It documents the specific actions and responsibilities for which each party agrees to be accountable. The objective of a conservation agreement is to reduce threats to a SSS or its habitat. An effective conservation agreement may lower species' listing priority or eliminate the need for listing. (M6840, *Special Status Species Manual*)

COOPERATING AGENCY. The Council on Environmental Quality (CEQ) regulations implementing National Environmental Policy Act (NEPA) define a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA (40 CFR 1501.6). Any federal, state, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency. (H-1601-1, *BLM Land Use Planning Handbook*)

CRITICAL HABITAT. (1) The specific areas within the geographical area currently occupied by a species, at the time it is listed in accordance with the ESA, on which are found those physical or biological features (i) essential to the conservation of the species and (ii) that may require special management considerations or protection, and (2) specific areas outside the geographical area occupied by a species at the time it is listed on determination by the USFWS and/or NMFS that such areas are essential for the conservation of the species. Critical habitats are designated in 50 CFR Parts 17 and 226. The constituent elements of critical habitat are those physical and biological features of designated or proposed critical habitat essential to the conservation of the species, including, but not limited to: (1) space for individual and population growth, and for normal behavior; (2) food, water, air, light, minerals, or other nutritional or physiological requirements; (3) cover or shelter; (4) sites for breeding, reproduction, rearing of offspring, germination, or seed dispersal; and (5) habitats that are protected from disturbance or are representative of the historic geographic and ecological distributions of a species. (M6840, *Special Status Species Manual*)

CRUCIAL VALUE HABITAT. Any particular range or habitat component that directly limits a community, population, or subpopulation to reproduce and maintain itself at a certain level over the long-term. Those sensitive use areas that, because of limited abundance and/or unique qualities, constitute irreplaceable critical requirements for high interest wildlife. This may also include highly sensitive habitats, including fragile soils that have little or no reclamation potential. Restoration or replacement of these habitats may not be possible. Examples include the most crucial (critical) summer and/or winter range or concentration areas; critical movement corridors; breeding and rearing complexes; spawning areas; developed wetlands; Class 1 and 2 streams, lake, ponds or reservoirs; and riparian habitats critical to high interest wildlife. (Utah Division of Wildlife Resources)

CRYPTOBIOTIC CRUSTS. A biological community that forms a surface layer or crust on some soils. Generally includes algae, microfungi, mosses, lichens, and bacteria. Important in soil protection and nutrient supply. (*Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah*)

CULTURAL RESOURCES OR CULTURAL PROPERTY. A definite location of human activity, occupation, or use identifiable through field inventory (survey), historical documentation, or oral evidence. The term includes archaeological, historic, or architectural sites, structures, or places with important public and scientific uses and may include definite locations (sites or places) of traditional cultural or religious importance to specified social and/or cultural groups. (Cf. "traditional lifeway value"; see "definite location.") Cultural resources are concrete, material places and things that are located, classified, ranked, and managed through the system of identifying, protecting, and utilizing for public benefit described in this Manual series. (M-8100-1, *BLM Cultural Resources Management*)

CULTURAL RESOURCE INVENTORY CLASSES. Class I-existing data inventory. A study of published and unpublished documents, records, files, registers, and other sources, resulting in analysis

and synthesis of all reasonably available data. Class I inventories encompass prehistoric, historic, and ethnological/sociological elements and are in large part chronicles of past land uses. They may have major relevance to current land use decisions. 2. Class II—sampling field inventory. A statistically based sample survey designed to help characterize the probable density, diversity, and distribution of archaeological properties in a large area by interpreting the results of surveying limited and discontinuous portions of the target area. 3. Class III—intensive field inventory. A continuous, intensive survey of an entire target area, aimed at locating and recording all archaeological properties that have surface indications, by walking close-interval parallel transects until the area has been thoroughly examined. Class III methods vary geographically, conforming to the prevailing standards for the region involved. (M-8100-1, *BLM Cultural Resources Management*)

CUMULATIVE IMPACT. The impact on the environment resulting from the impact of one action added to other past, present, and reasonable foreseeable future actions regardless of what agency (federal or nonfederal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over time. (H-1790-1, *BLM NEPA Handbook*)

DENDROGLYPH. Refers to a tree with historic or prehistoric designs, often geometric, cut into the bark.

DESIGNATED ROADS AND TRAILS. Specific roads and trails identified by the BLM where some type of motorized vehicle use is appropriate and allowed either seasonally or year long. (H-1601-1, *BLM Land Use Planning Handbook*)

DESIRED CONDITION. Description of those factors that should exist within ecosystems to maintain their survival and to meet social and economic needs.

DISPERSED RECREATION. Recreation activities of an unstructured type that are not confined to specific locations or dependent on recreation sites. Example of these activities may be hunting, fishing, off-road vehicle use, hiking, and sightseeing.

DISPOSAL. Transfer of public land out of federal ownership to another party through sale, exchange, Recreation and Public Purposes Act, Desert Land Entry, or other land law statutes.

EASEMENT. An interest in land entitling the owner or holder, as a matter or right, to enter upon land owned by another party for a particular purpose.

ECOLOGICAL SITE. A kind of land with a specific potential natural community and specific physical site characteristics, differing from other kinds of land in their ability to produce distinctive kinds and amounts of vegetation and to respond to management. Ecological sites are defined and described with information about soil, species composition, and annual production. (BLM 2001a)

ECOLOGICAL SITE DESCRIPTION. Description of the soils, uses, and potential of a kind of land with specific physical characteristics to produce distinctive kinds and amounts of vegetation. (*Interpreting Indicators of Rangeland Health*)

ECOSYSTEM. Organisms together with their abiotic environment, forming an interacting system, inhabiting an identifiable space. (Society for Range Management)

ELIGIBLE RIVER. A river or river segment found eligible for inclusion into the National Wild and Scenic Rivers System through the determination that it is free-flowing and, with its adjacent land area, possesses one or more river-related outstandingly remarkable values. (Wild and Scenic Rivers Act)

ENDANGERED SPECIES. Any species that is in danger of extinction throughout all or a significant portion of its range. (Endangered Species Act of 1973)

ENVIRONMENTAL ASSESSMENT (EA). A concise public document for which a federal agency is responsible that serves to (1) briefly provide sufficient evidence and analysis for determining whether to

prepare an environmental impact statement or a finding of no significant impact, (2) aid an agency's compliance with the NEPA when no environmental impact statement is necessary, and (3) facilitate preparation of an environmental impact statement when one is necessary. (40 CFR 1508.9)

ENVIRONMENTAL IMPACT STATEMENT (EIS). A detailed written statement as required by Section 102 (2) of the NEPA, which states that all agencies of the Federal Government shall include in every...major federal action significantly affecting the quality of the environment, a detailed statement prepared by the responsible official on (1) the environmental impacts of the proposed action, (2) any adverse environmental effects that cannot be avoided should the proposal be implemented, (3) alternatives to the proposed action, (4) the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity, and (5) any irreversible and irretrievable commitments of resources that would be involved in the proposed action, should it be implemented. (40 CFR 1508.11 and the NEPA of 1969)

EPHEMERAL STREAM. A stream that flows only in direct response to precipitation, and whose channel is at all times above the water table. Generally, ephemeral streams do not flow continuously for more than 30 days and have more robust upland vegetation than found outside the ephemeral riparian wetland area.

EXCLUSION AREA. Areas determined unsuitable for a ROW because of (1) unique, highly valued, complex, or legally protected resources; (2) potentially significant environmental impact resulting from conflict with current land uses; or (3) areas posing substantial hazard to construction and/or operation of a linear facility (e.g., electric transmission line, pipeline, telephone line, fiber optic line). In these areas, ROWs would be granted only in cases where there is a legal requirement to provide such access.

EXECUTIVE ORDER. A presidential directive with the force of law. It does not need congressional approval. The Supreme Court has upheld executive orders as valid either under the general constitutional grant of executive powers to the President or if authority for it was expressly granted to the President by the Congress. Congress can repeal or modify an executive order by passing a new law; however, it must be signed by the President or his veto overridden.

EXTENSIVE RECREATION MANAGEMENT AREA (ERMA). A public lands unit identified in LUPs containing all acreage not identified as an SRMA. Recreation management actions within an ERMA are limited to only those of a custodial nature.

FEDERAL LANDS. As used in this document, a land owned by the United States, without reference to how the lands were acquired or what federal agency administers the lands. The term includes mineral estates and coal estates underlying private surface but excludes lands held by the United States in trust for Indians, Aleuts, or Eskimos. (See also Public Land.)

FEDERAL LANDS POLICY AND MANAGEMENT ACT (FLPMA) (OF 1976). Public law 94-579. An Act to establish public land policy; to establish guidelines for its administration; to provide for the management, protection, development, and enhancement of the public lands; and for other purposes.

FEDERAL REGISTER. A daily publication that reports Presidential and federal agency documents. (BLM National Management Strategy for OHV Use on Public Lands)

FIRE MANAGEMENT PLAN. Strategic implementation-level plans that define a program to manage wildland fires, fuel reduction, and fire rehabilitation based on an area's approved RMP. Fire management plans must address a full range of fire management activities that support ecosystem sustainability, values to be protected, protection of firefighter and public safety, and public health and environmental issues and must be consistent with resource management objectives and activities of the area.

FLUID MINERALS. Oil, gas, coal bed natural gas, and geothermal resources.

FORAGE. Vegetation of all forms available and of a type used for animal consumption.

FREE-FLOWING. “Free-flowing,” as applied to any river or section of a river, means existing or flowing in a natural condition without impoundment, diversion, straightening, rip-rapping, or other modifications of the waterway. (Wild and Scenic Rivers Act)

FUNCTIONING AT RISK. (1) A condition in which vegetation and soil are susceptible to losing their ability to sustain naturally functioning biotic communities. Human activities, past or present, may increase the risks. (Rangeland Reform Final Environmental Impact Statement [FEIS] at 26.) (2) Uplands or riparian-wetland areas that are properly functioning, but a soil, water, or vegetation attribute makes them susceptible to degradation and lessens their ability to sustain natural biotic communities. Uplands are particularly at risk if their soils are susceptible to degradation. Human activities, past or present, may increase the risks. (Rangeland Reform Draft Environmental Impact Statement [DEIS] Glossary). See also Properly Functioning Condition and Nonfunctioning Condition (H-4180-1, BLM Rangeland Health Standards Manual)

GEOGRAPHIC INFORMATION SYSTEM (GIS). A system of computer hardware, software, data, people and applications that capture, store, edit, analyze, and graphically display a potentially wide array of geospatial information. (H-1601-1, *BLM Land Use Planning Handbook*)

GOAL. A broad statement of a desired outcome; usually not quantifiable and may not have established time frames for achievement. (H-1601-1, *BLM Land Use Planning Handbook*)

GRAZING PREFERENCE. A superior or priority position against others for the purpose of receiving a grazing permit or lease. This priority is attached to base property owned or controlled by the permittee or lessee. (43 CFR 4100.0-5)

GUIDELINE. A practice, method or technique determined to be appropriate to ensure that standards can be met or that significant progress can be made toward meeting the standard. Guidelines are tools such as grazing systems, vegetative treatments, or improvement projects that help managers and permittees achieve standards. Guidelines may be adapted or modified when monitoring or other information indicates the guideline is not effective, or a better means of achieving the applicable standard becomes appropriate. (H-4180-1, BLM Rangeland Health Standards Manual)

HABITAT. An environment that meets a specific set of physical, biological, temporal, or spatial characteristics that satisfy the requirements of a plant or animal species or group of species for part or all of their life cycle. There are four major divisions of habitat, namely, terrestrial, freshwater, estuarine, and marine (M6840, *Special Status Species Manual*).

HABITAT MANAGEMENT PLAN (HMP). An officially approved activity plan for a specific geographic area of public land. An HMP identifies wildlife habitat and related objectives, defines the sequence of actions to be implemented to achieve the objectives, and outlines procedures for evaluating accomplishments.

HERD MANAGEMENT AREA (HMA). Public land under the jurisdiction of the BLM where a decision has been made that wild horses and/or burros can be managed for the long term within that habitat. (H-4710-1)

HERD MANAGEMENT AREA PLAN (HMAP). An action plan that prescribes measures for the protection, management, and control of wild horses and burros and their habitat on one or more herd management areas, in conformance with decisions made in approved management framework or RMPs.

HISTORIC RESOURCES OR HISTORIC PROPERTY. Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register. The term includes, for purposes of these regulations, artifacts, records, and remains that are related to and located within such properties. The term “eligible for inclusion in the National Register” includes both properties formally determined as such by the Secretary of the Interior and all other properties that meet National Register listing criteria (quoted from 36 CFR 800.2(e); compare National Historic

Preservation Act, Section 301). (See also “cultural resource-cultural property.” “Cultural property” is an analogous BLM term not limited by National Register status.) (M-8100-1, BLM Cultural Resources Management) The term can also refer to cultural properties that have a period of use between Euro-American settlements to present.

IMPACTS (OR EFFECTS). Environmental consequences (the scientific and analytical basis for comparison of alternatives) as a result of a proposed action. Effects may be either direct, which are caused by the action and occur at the same time and place, or indirect, which are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable, or cumulative. (BLM National Management Strategy for OHV Use on Public Lands)

IMPLEMENTATION DECISIONS. Decisions that take action to implement LUP decisions; generally appealable to the Interior Board of Land Appeals under 43 CFR 4.410. (H-1601-1, *BLM Land Use Planning Handbook*).

IMPLEMENTATION PLAN. A subgeographic or site-specific plan written to implement decisions made in a LUP. Implementation plans include activity plans and project plans. (They are types of implementation plans.) (H-1601-1, *BLM Land Use Planning Handbook*)

IMPORTANT VALUE. As related to ACECs, a relevant value, resource, system, process, or hazard that has substantial significance and values. This generally requires qualities of more than local significance and special worth, consequence, meaning, distinctiveness, or cause for concern. A natural hazard can be important if it is a significant threat to human life or property. (43 CFR 1610.7-2 (a) (2))

NATIVE AMERICAN TRIBE. Any Native American group in the conterminous United States that the Secretary of the Interior recognizes as possessing tribal status (listed periodically in the *Federal Register*). (H-1601-1, *BLM Land Use Planning Handbook*)

INDICATORS. Components of a system whose characteristics (presence or absence, quantity, distribution) are used as an index of an attribute (e.g., rangeland health attribute) that are too difficult, inconvenient, or expensive to measure. (Interagency Technical Reference 1734-8, 2000) (H-4180-1, *BLM Rangeland Health Standards Manual*)

INHOLDING. A nonfederal parcel of land that is completely surrounded by federal land.

INTERDISCIPLINARY TEAM. Staff specialists representing identified skill and knowledge needs working together to resolve issues and provide recommendations to an authorized officer (H-4180-1, *BLM Rangeland Health Standards Manual*).

INTERIM MANAGEMENT POLICY. An interim measure governing lands under wilderness review. This policy (H-8550-1) protects wilderness study areas from impairment of their suitability as wilderness.

INTERMITTENT STREAM. A stream that flows only at certain times of the year when it receives water from springs or from some surface source such as melting snow in mountainous areas. Generally, intermittent streams flow continuously for periods of at least 30 days and usually have visible vegetation or physical characteristics reflective of permanent water influences, such as the presence of cottonwoods.

INVASIVE SPECIES. An invasive plant species is one that displays rapid growth and spread, allowing it to establish over large areas.

JURISDICTION. The legal right to control or regulate use. Jurisdiction requires authority, but not necessarily ownership.

LAND TENURE ADJUSTMENTS. Ownership or jurisdictional changes are referred as “Land Tenure Adjustments.” To improve the manageability of the BLM lands and their usefulness to the public, BLM has numerous authorities for “repositioning” lands into a more consolidated pattern, disposing of lands,

and entering into cooperative management agreements. These land pattern improvements are completed primarily through the use of land exchanges, but also through land sales, by jurisdictional transfers to other agencies, and through the use of cooperative management agreements and leases.

LAND USE ALLOCATION. The identification in a LUP of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the planning area, based on desired conditions. (H-1601-1, *BLM Land Use Planning Handbook*)

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 outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed. The term includes both RMPs and MFPs. (H-1601-1, *BLM Land Use Planning Handbook*).

LEASE. Authorization to possess and use public lands for a fixed time period for any use not specifically authorized under other laws or regulations and not specifically forbidden by law.

LEASE STIPULATION. A modification of the terms and conditions on a lease form at the time of the lease sale.

LEASEABLE MINERALS. Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920, *as amended*. They include coal, phosphate, asphalt, sulphur, potassium, sodium minerals, and oil and gas.

LEK. An assembly area where birds, especially sage grouse, carry on display and courtship behavior.

LIMITED AREAS. Designated areas where the use of OHVs is subject to restrictions, such as limiting the number or types or vehicles allowed, dates and times of use (seasonal restrictions), limiting use to existing roads and trails, or limiting use to designated roads and trails where 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. (BLM National Management Strategy for OHV Use on Public Lands)

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 SITUATION ANALYSIS (MSA). Assessment of existing resource conditions and current management direction, prepared in advance of a LUP revision.

MINERAL. Any naturally formed inorganic material. Under federal laws, considered as locatable (subject to the general mining laws), leasable (subject to the Mineral Leasing Act of 1920, and salable (subject to the Materials Act of 1947).

MINERAL ESTATE. The ownership of minerals, including rights necessary for access, exploration, development, mining, ore dressing, and transportation operations.

MINERAL MATERIALS. Materials such as sand and gravel and common varieties of stone, pumice, pumicite, and clay that are not obtainable under the mining or leasing laws. Mineral materials are considered salable minerals that can be acquired under the Materials Act of 1947, as amended.

MINERAL RESERVES. Identified resources that meet specified minimum physical and chemical criteria related to current mining and production practices, including those for grade, quality, thickness, and depth, and that can be economically extracted or produced at the time of determination. Includes only recoverable materials.

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 and local laws and rules. A mining claim may contain as many adjoining locations as the locator may make or buy. There are four categories of mining claims: lode, placer, mill site, and tunnel site.

MITIGATION. A measure that will result in a physical change to the proposed action that will actually reduce or eliminate impacts. CEQ NEPA regulations identify five types of measures to deal with significant environmental effects: (1) avoiding the impact altogether by not taking a certain action or parts of an action; (2) minimizing an impact by limiting the degree or magnitude of the action and its implementation; (3) rectifying the impact by repairing, rehabilitating, or restoring the affected environment; (4) reducing or eliminating the impact over time by preservation and maintenance; or (5) compensating for the impact by replacing or providing substitute resources or environments.

MONITORING. Observations, data collection, and studies that evaluate compliance of on-the ground management with the RMP direction, or the effectiveness of RMP-prescribed management direction, in meeting broader goals objectives. Monitoring evaluates whether actions (1) comply with NEPA decisions that have been implemented; (2) achieve the desired objectives (e.g. effectiveness); and (3) are based on accurate assumptions (e.g., validation).

MULTIPLE USE. The management of public lands and their various resource values so that they are used in a combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output (FLPMA).

NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) OF 1969, AS AMENDED. An Act which encourages productive and enjoyable harmony between man and his environment; 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 a CEQ (*BLM National Management Strategy for OHV Use on Public Lands*)

NATIONAL REGISTER. The National Register of Historic Places, expanded and maintained by the Secretary of the Interior, as authorized by Section 2(b) of the Historic Sites Act and Section 101(a)(1)(A) of the National Historic Preservation Act. The National Register lists cultural properties found to qualify for inclusion because of their local, state, or national significance. Eligibility criteria and nomination procedures are found in 36 CFR Part 60. The Secretary's administrative responsibility for the National Register is delegated to the National Park Service. (M-8100-1, *BLM Cultural Resources Management*)

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 river classifications: (1) *recreational*—rivers or sections of rivers that are readily accessible by road or railroad and that may have some development along their shorelines and may have undergone some impoundments or diversion in the past, (2) *scenic*—rivers or sections of rivers free of impoundments with shorelines or watersheds still largely undeveloped but accessible in places by roads, and (3) *wild*—rivers or sections of rivers free of impoundments and generally inaccessible except by trails, with watersheds or shorelines essentially primitive and waters unpolluted.

NATURALNESS. Lands and resources affected primarily by the forces of nature where the imprint of human activity is substantially unnoticeable in an area of 5,000 acres or greater. BLM has authority to inventory, assess, and/or monitor the attributes of the lands and resources on public lands, which, taken together, are an indication of an area's naturalness. These attributes may include the presence or absence of roads and trails, fences and other improvements; the nature and extent of landscape modifications; the presence of native vegetation communities; and the connectivity of habitats (from IM-2003-275, Change 1, *Considerations of Wilderness Characteristics in LUP*, Attachment 1).

NEOTROPICAL MIGRATORY BIRDS. Birds that winter in Central America, South America, the Caribbean, and Mexico and then return to the United States and Canada during spring to breed. Includes almost half of the bird species that breed in the United States and Canada.

NO SURFACE OCCUPANCY. A fluid minerals leasing constraint that prohibits occupancy or disturbance on all or part of the lease surface to protect special values or uses. Lessees may exploit the fluid mineral resources under the leases granted with this stipulation through use of directional drilling from sites outside the area. Leasing with "no surface occupancy" means that there will be no development or disturbance whatsoever of the land surface, including establishment of wells or well pads, and construction of roads, pipelines, or power lines.

NONFUNCTIONING CONDITION. (1) Condition in which vegetation and ground cover are not maintaining soil conditions that can sustain natural biotic communities. (2) Riparian-wetland areas are considered to be in nonfunctioning condition when they do not provide adequate vegetation, landform, or large woody debris to dissipate stream energy associated with high flows and thus are not reducing erosion, improving water quality, or other normal characteristics of riparian areas. The absence of a floodplain may be an indicator of nonfunctioning condition. (H-4180-1, *BLM Rangeland Health Standards Manual*)

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 non-native, new, or not common to the United States.

OBJECTIVE. A description of a desired condition for a resource. Objectives can be quantified and measured and, where possible, have established time frames for achievement. (H-1601-1, *BLM Land Use Planning Handbook*)

OFF-HIGHWAY VEHICLE (OFF-ROAD VEHICLE). 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 for national defense. (H-1601-1, *BLM Land Use Planning Handbook*)

OFFICIAL USE. Use by an employee, agent, or designated representative of the Federal Government or one of its contractors, in the course of his employment, agency, or representation. (*BLM National Management Strategy for OHV Use on Public Lands*)

OPEN AREA. 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. For example, 43 CFR 8340.0-5 defines the specific meaning of "open" as it relates to OHV use. (H-1601-1, *BLM Land Use Planning Handbook*)

OPERATOR. An operator is one who has authorization from the BLM to conduct activity on public land.

OUTSTANDINGLY REMARKABLE VALUES. Values among those listed in Section 1(b) of the Wild and Scenic Rivers Act of 1968: “scenic, recreation, geologic, fish and wildlife, historic, cultural, or other similar values....” Other similar values that may be considered include ecological, biological or botanical, paleontological, hydrological, scientific, or research values. (M-8351, BLM WSR Policy and Program)

PALEONTOLOGICAL RESOURCES. Remains and traces of once-living organisms preserved in geologic formations that form the Earth’s crust. They constitute a fragile and nonrenewable scientific record of the history of life on earth.

PERENNIAL STREAM. A stream that flows continuously. Perennial streams are generally associated with a water table in the localities through which they flow.

PERMIT. A short-term, revocable authorization to use public lands for specific purposes, Section 302 of FLPMA provides BLM’s authority to issue permits for the use, occupancy, and development of the public lands. Permits are issued for purposes such as commercial or noncommercial filming, advertising displays, commercial or noncommercial croplands, apiaries, harvesting of native or introduced species, temporary or permanent facilities for commercial purposes (excludes mining claims), residential occupancy, construction equipment storage sites, assembly yards, oil rig stacking sites, mining claim occupancy if the residential structures are not incidental to the mining operation, and water pipelines and well pumps related to irrigation and nonirrigation facilities. The regulations establishing procedures for the processing of these permits are found in 43 CFR 2920.

PERMITTED USE. The forage allocated by, or under the guidance of, an applicable LUP for livestock grazing in an allotment under a permit or lease, and is expressed in AUMs. (43 CFR § 4100.0-5) (H-4180-1, *BLM Rangeland Health Standards Manual*)

PLANNING AREA. A geographical area for which LUPs and RMPs are developed and maintained.

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. (H-1601-1, *BLM Land Use Planning Handbook*)

PREFERENCE. A superior or priority position against others for the purpose of receiving a grazing permit or lease. This priority is attached to base property owned or controlled by the permittee or lessee. (43 CFR 4100.0-5). Active preference and suspended preference together make up the total grazing preference.

PRESCRIBED FIRE. Any fire ignited by management action to meet specific objectives. A written approved prescribed fire plan must exist, and NEPA requirements must be met, prior to ignition. (H-9214-1, *BLM Prescribed Fire Management Handbook*)

PRIMITIVE RECREATION. As defined in the Recreation Opportunity Spectrum (ROS), primitive recreation is managed to be essentially free from evidence of humans and onsite controls. Motor vehicle use is not permitted. Means of access include hiking, cross-country skiing, snowshoeing, nonmotorized boating, and horseback riding.

PROPERLY FUNCTIONING CONDITION (PFC). (1) An element of the *Fundamental of Rangeland Health* for watersheds and therefore a required element of state or regional standard and guidelines under 43 CFR § 4180.2(b). (2) Condition in which vegetation and ground cover maintain soil conditions that can sustain natural biotic communities. For riparian areas, the process of determining that function is described in BLM Technical Reference (TR) 1737-9. (3) Riparian-wetland areas are functioning properly when adequate vegetation, landform, or large woody debris are present to dissipate stream energy associated with high-water flows, thereby reducing erosion and improving water quality; filter sediment, capture bed load, and aid floodplain development; improve floodwater retention and

groundwater recharge; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity. The functioning condition of riparian-wetland areas is influenced by geomorphic features, soil, water, and vegetation. (4) Uplands function properly when the existing vegetation and ground cover maintain soil conditions capable of sustaining natural biotic communities. The functioning condition of uplands is influenced by geomorphic features, soil, water, and vegetation. See also “Nonfunctioning Condition and Functioning at Risk” (H-4180-1, *BLM Rangeland Health Standards Manual*).

PROPOSED SPECIES. Species that have been officially proposed for listing as threatened or endangered by the Secretary of the Interior. A proposed rule has been published in the *Federal Register*. (M-6840, *Special Status Species Manual*)

PUBLIC LAND. Any land and interest that the United States has owned within the several states and administered by the Secretary of the Interior through the BLM, without regard to how the United States acquired ownership, except lands located on the outer continental shelf; lands held in trust for the benefit of Native Americans, Aleuts, and Eskimos; and lands in which the United States retains the mineral estate but the surface is private. (H-8550-1, *Wilderness IMP Handbook*)

RANGE IMPROVEMENT. An authorized physical modification or treatment that is designed to improve production of forage; change vegetation composition; control patterns of use; provide water; stabilize soil and water conditions; restore, protect and improve the condition of rangeland ecosystems to benefit livestock, wild horses and burros, and fish and wildlife. The term includes structures, treatment projects and use of mechanical devices or modifications achieved through mechanical means. (43 CFR § 4100.0-5) (H-4180-1, *BLM Rangeland Health Standards Manual*)

RANGELAND. A kind of land on which the native vegetation, climax or natural potential consists predominantly of grasses, grass like plants, forbs, or shrubs. Rangeland includes lands revegetated naturally or artificially to provide a noncrop plant cover that is managed like native vegetation. Rangeland may consist of natural grasslands, savannahs, shrublands, most deserts, tundra, alpine communities, coastal marshes, and wet meadows. (H-4180-1, *BLM Rangeland Health Standards Manual*)

RANGELAND DRILL: A heavy-duty, side-wheel drill developed for seeding rough terrain in semi-arid regions.

RAPTOR. A group of predatory avian species (e.g., hawks, eagles, falcons, and owls) also referred to as birds of prey, which share various physical characteristics (e.g., sharp talons, strongly curved bill).

REASONABLE FORESEEABLE DEVELOPMENT (RFD) SCENARIO. The prediction of the type and amount of oil and gas activity that would occur in a given area. This 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 EIS.

RECREATION AND PUBLIC PURPOSES (R&PP) ACT (of 1926). Recreation and Public Purposes Act authorizes the lease or sale of public lands for public purposes to state and local government agencies and nonprofit organizations.

RECREATION OPPORTUNITY SPECTRUM (ROS). A framework for inventorying, planning, and managing recreational opportunities. ROS is divided into six classes: primitive, semiprimitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban. (See definitions of each class.)

RECREATION RIVER. 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.

RELEVANT VALUE. As related to ACECs, a relevant value is a significant historic, cultural, or scenic value; a fish or wildlife resource or other natural system or process; or natural hazard. (43 CFR 1610.7-2 (a) (1))

RELICT PLANT COMMUNITY. A remnant or fragment of vegetation remaining from a former period when the vegetation was more widely distributed.

RESOURCE ADVISORY COUNCIL. A council established by the Secretary of the Interior to provide advice or recommendations to BLM management. (H-1601-1, *BLM Land Use Planning Handbook*)

RESOURCE MANAGEMENT PLAN (RMP). A LUP as described the Federal Land Policy and Management Act. The RMP generally establishes in a written document: (1) land uses for limited, restricted or exclusive use; designations, including ACEC designation; and transfer from BLM administration; (2) allowable resource uses (either singly or in combination) and related levels of production or use to be maintained; (3) resource condition goals and objectives to be attained; (4) program constraints and general management practices needed to achieve the above items; (5) need for an area to be covered by more detailed and specific plans; (6) support action, including such measures as resource protection, access, development, realty action, cadastral survey, etc., as necessary to meet the above; (7) general implementation sequences in which carrying out a planned action is dependent upon prior accomplishment of another planned action; and (8) intervals and standards for monitoring and evaluating the plan to determine the effectiveness of the plan and the need for amendment or revision. (43 CFR 1601.0-5(k))

RIGHT-OF-WAY (ROW). The public lands authorized to be used or occupied for the construction, operation, maintenance, and termination of a project, pursuant to a ROW authorization.

RIGHT-OF-WAY CORRIDOR. A parcel of land that has been identified by law, Secretarial order, through a LUP or by other management decision as being the preferred location for existing and future ROW grants and suitable to accommodate one type of ROW or one or more ROWs that are similar, identical or compatible.

RIPARIAN AREA. A form of wetland transition between permanently saturated wetlands and upland areas. A riparian area is defined as an area of land directly influenced by permanent (surface or subsurface) water. Riparian areas exhibit vegetation or physical characteristics that reflect the influence of permanent surface or subsurface water. Typical riparian areas include lands along, adjacent to, or contiguous with perennially and intermittently flowing rivers and streams, hanging gardens, and areas surrounding seeps and springs. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

RIVER. As defined in the Wild and Scenic Rivers Act, “river” means a flowing body of water or estuary or section, portion or tributary thereof, including rivers, streams, creeks, runs, kills, rills, and small lakes.

ROADED NATURAL. As defined in the Recreation Opportunity Spectrum, roaded natural recreation is managed to provide a natural-appearing environment with moderate evidence of humans. Motor vehicle use is permitted and facilities for this use are provided. Activities include wood gathering, downhill skiing, fishing, OHV driving, interpretive uses, picnicking, and vehicle camping.

RURAL. As defined in the Recreation Opportunity Spectrum, rural recreation is managed to provide a setting that is substantially modified with moderate to high evidence of civilization. Motor vehicle use is permitted and visitor conveniences may be provided. Activities are facility/vehicle dependent and include sightseeing, horseback riding, road biking, golf, swimming, picnicking, and outdoor games.

SALABLE MINERALS. Common variety mineral materials on public lands, such as sand and gravel that are used mainly for construction and are disposed of by sales or special permits.

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.

SCENIC QUALITY RATINGS. The relative scenic quality (A, B, or C) assigned a landscape by applying the scenic quality evaluation key factors; scenic quality A being the highest rating, B a moderate rating, and C the lowest rating. The evaluation factors are landform, vegetation, water, color, adjacent scenery, scarcity, and cultural modifications. (M-8400, *Visual Resource Management*)

SCENIC RIVER. Wild and Scenic River classification that identifies a river or section of a river that is free of impoundments and whose shorelines are largely undeveloped but accessible in places by roads.

SCOPING. An early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action. This effort involves the participation of affected federal, state, and local agencies, and any affected Native American tribe, the proponent of the action, and other interested persons, unless there is a limited exception under 40 CFR 1501.7.

SECTION 7 CONSULTATION. The requirement of Section 7 of the Endangered Species Act that all federal agencies consult with the USFWS 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 that the Federal Government funds, licenses, permits, or assists be reviewed for impacts on significant historic properties and that the State Historic Preservation Officer and the Advisory Council on Historic Preservation be allowed to comment on a project.

SEMI-PRIMITIVE MOTORIZED. As defined in the Recreation Opportunity Spectrum, semiprimitive motorized recreation is managed to provide a natural-appearing environment with evidence of humans and management controls present, but subtle. Means of access include motorized vehicles and mountain bicycles.

SEMI-PRIMITIVE NONMOTORIZED. As defined in the Recreation Opportunity Spectrum, semiprimitive nonmotorized recreation is managed to be largely free from evidence of humans and on-site controls. Motor vehicle use is not permitted (except as authorized). Facilities for the administration of livestock and for visitor use are allowed but limited. Means of access include hiking, cross-country skiing, snow shoeing, nonmotorized boating, and horseback riding.

SENSITIVE SPECIES. Those species designated by a State Director, usually in cooperation with the state agency responsible for managing the species and State Natural heritage programs, as sensitive. They are those species that (1) could become endangered in or extirpated from a state, or within a significant portion of its distribution; (2) are under status review by the FWS and/or NMFS; (3) are undergoing significant current or predicted downward trends in habitat capability that would reduce a species' existing distribution; (4) are undergoing significant current or predicted downward trends in population or density such that federal listed, proposed, candidate, or state-listed status may become necessary; (5) typically have small and widely dispersed populations; (6) inhabit ecological refugia or other specialized or unique habitats; or (7) are state listed but that may be better conserved through application of BLM-sensitive species status (M6840, *Special Status Species Manual*).

SERIAL. A seral community is an intermediate stage found in ecological succession in an ecosystem advancing toward its climax community, usually referred to by the name of its dominant vegetation species, which may be the largest or the most common.

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.

SOCIOECONOMIC STUDY AREA. The geographic area used for estimation and analysis of economic and social impacts.

SOLITUDE. Visitors may have outstanding opportunities for solitude, or primitive and unconfined types of recreation when the sights, sounds, and evidence of other people are rare or infrequent, where visitors can be isolated, alone, or secluded from others, where the use of the area is through nonmotorized, nonmechanical means, and where no or minimal developed recreation facilities are encountered in area of 5,000 acres or greater (from IM-2003-275, Change 1, *Considerations of Wilderness Characteristics in LUP*, Attachment 1).

SPECIAL RECREATION MANAGEMENT AREA (SRMA). A public land unit identified in LUPs to direct recreation funding and personnel to fulfill commitments made to provide specific, structured recreation opportunities (e.g., activity, experience, and benefit opportunities). (H-1601-1, *BLM Land Use Planning Handbook*)

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). (H-1601-1, *BLM Land Use Planning Handbook*)

SPLIT ESTATE. Surface land and mineral estate of a given area under different ownerships. Frequently, the surface will be privately owned and the minerals federally owned.

STANDARD. A description of the physical and biological conditions or degree of function required for healthy, sustainable lands (e.g., Land Health Standards). To be expressed as a desired outcome (goal). (H-1601-1, *BLM Land Use Planning Handbook*).

STANDARDS FOR RANGELAND HEALTH. Descriptions of the desired condition of the biological and physical components and characteristics of rangeland. The four standards deal with upland soils, riparian and wetland areas, desired species, and water quality.

STATE LISTED SPECIES. Species listed by a state in a category implying but not limited to potential endangerment or extinction. Listing is either by legislation or regulation. (M-6840, *Special Status Species Manual*)

STIPULATIONS. Requirements that are part of the terms of various types of leases. 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.

SUITABLE RIVER. A Wild and Scenic River determination where a river or river segment is evaluated in the land use planning process and recommended for inclusion in the National Wild and Scenic River System. Suitability may vary by alternative based on the theme of the alternative.

SUPPRESSION. All the work of extinguishing or containing a fire, beginning with its discovery.

SURFACE DISTURBANCE. The alteration or removal of soil or vegetation, usually caused by motorized or mechanical actions, that results in more than negligible disturbance to public lands and resources. Surface disturbance accelerates the natural erosive process. Surface disturbance may result from activities using earth-moving and drilling equipment; geophysical exploration; OHV travel; vegetation treatments; prescribed fire; herbicide applications; and construction of facilities like power lines, pipelines, oil and gas wells, recreation sites, livestock facilities, wildlife waters, or new roads. Surface disturbance may but does not always require reclamation. Surface disturbance is not normally

caused by casual use. Activities that are not typically surface disturbing include proper livestock grazing, cross-country hiking, and vehicle travel on designated routes.

SURFACE OCCUPANCY. Placement or construction on the land surface (temporary or permanent) for more than 14 days requiring continual service or maintenance. Casual use is excluded.

SUSTAINABILITY. Long-term management of ecosystems to meet the needs of present human populations without interruption, weakening, or loss of the resource base for future generations. (EPA)

SUSTAINED YIELD. The achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use.

TAKE. For the purposes of the endangered species act, the term “take” means to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct. (Endangered Species Act of 1973)

THREATENED SPECIES. Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range. (Endangered Species Act of 1973)

TIMING LIMITATION (SEASONAL RESTRICTION). 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.

TOTAL MAXIMUM DAILY LOAD (TMDL). An estimate of the total quantity of pollutants (from all sources: point, nonpoint, and natural) that may be allowed into waters without exceeding applicable water quality criteria. (H-1601-1, *BLM Land Use Planning Handbook*)

TOTAL PREFERENCE. The total number of animal units of livestock grazing on public lands, apportioned and attached to base property owned or controlled by a permittee or lessee. The active preference and suspended preference are combined to make up the total grazing preference.

UNALLOTTED LANDS. Public lands available for grazing that currently have no livestock grazing authorized.

UNDERTAKING. A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; those requiring a federal permit, license, or approval; and those subject to state or local regulation administered pursuant to a delegation or approval by a federal agency.

UNSUITABILITY CRITERIA. Criteria of the federal coal management program by which lands may be assessed as unsuitable for all or certain stipulated methods of coal mining. (43 CFR 4300.)

URBAN. As defined in the Recreation Opportunity Spectrum, urban recreation is managed to provide a setting that is largely modified. Large numbers of users can be expected, and vegetation cover is often exotic and manicured. Facilities for highly intensified motor vehicle use and parking are available, with mass transit often included to carry people throughout the site.

USER DAY. Any calendar day, or portion thereof, for each individual accompanied or serviced by an operator or permittee on the public lands or related waters; synonymous with passenger day or participant day.

UTILITY. A service that a public utility provides (e.g., electricity, telephone, or water).

UTILITY CORRIDOR. A parcel of land, linear or aerial in character, that has been identified by law, Secretarial Order, the land-use planning process, or by other management decision, as being a preferred

location for existing and future ROW grants and suitable to accommodate more than one type of ROW or one or more ROW that are similar, identical, or compatible.

VALID EXISTING RIGHTS. Legal “rights” or interest that are associated with a land or mineral estate and that cannot be divested from the estate until that interest expires or is relinquished. Lands within the RFO are subject to various authorizations, some giving “rights” to the holders and some of which could be construed as providing valid, but lesser, interests. Various laws, leases, and filings under federal law establish valid existing rights.

Mineral: Valid existing rights govern authorizations for activities on existing mineral leases and mining claims. Valid existing rights vary from case to case with respect to oil and gas leases, mineral leases, and mining claims, but they generally involve rights to explore, develop, and produce within the constraints of laws, regulations, and policies at the time the lease/claim was established or authorized.

Nonmineral: There are other situations, unrelated to minerals, in which BLM has authorized some use of public land or has conveyed some limited interest in public land. The authorization may be valid and existing and may convey some “right” or interest. Many ROWs, easements, and leases granted on public land are this type of valid existing right. These types vary from case to case, but the details of each one are specified in the authorizing document. Valid and existing authorizations of this type would continue to be allowed subject to the terms and conditions of the authorizing document.

RS-2477: Some government entities may have a valid existing right to an access route under Revised Statutes (R.S.) 2477, Act of June 26, 1866, ch. 262, § 8, 14 Stat. 251 [codified as amended at 43 U.S.C. § 932 until repealed in 1976 by the FLPMA, Public Law 94-579, Section 706(a), Stat. 2744, 2793 (1976)], which granted “[the right-of-way for the construction of highways over public lands, not reserved for public uses.]” The validity of individual claims would have to be determined on a case-by-case basis. If claims are determined to be valid R.S. 2477 highways, the RMP would respect those as valid existing rights.

Access: The presence of nonfederal land within the decision area has implications for valid existing rights because owners of nonfederal land surrounded by public land are entitled to reasonable access to their land. Reasonable access is defined as access that the Secretary of the Interior deems adequate to secure the owner reasonable use and enjoyment of the nonfederal land. Such access is subject to rules and regulations governing the administration of public land. In determining reasonable access, the BLM has discretion to evaluate and would consider such things as proposed construction methods and location, reasonable alternatives, and reasonable terms and conditions as are necessary to protect the public interest and resources of the RFO.

Other: Various other land use authorizations do not involve the granting of legal “rights” or interests. For example, outfitter and guide permits authorize certain uses of public land for a specified time, under certain conditions, without conveying a right, title, or interest in the land or resources used. At any time, if it is determined that an outfitter and guide permit, other such permit, or any activities under those permits, are not consistent with the approved RMP, then the authorization would be adjusted, mitigated, or revoked where legally possible. Grazing permits also are in this category. Grazing permits or leases convey no right, title, or interest in the land or resources used. Other applicable laws and regulations govern changes to existing grazing permits and levels of livestock grazing.

VEGETATION TYPE. A plant community with distinguishable characteristics described by the dominant vegetation present.

VISUAL RESOURCE MANAGEMENT (VRM). A system by which BLM inventories and manages scenic values and visual quality of public lands. The system is based on research that has produced ways of assessing aesthetic qualities of the landscape in objective terms. In RMPs, lands are assigned management classes, which determine the amount of modification allowed for the basic elements of the landscape. (See also Scenic Quality Ratings.)

VISUAL RESOURCE MANAGEMENT (VRM) CLASSES. Categories assigned to public lands based on scenic quality, sensitivity level, and distance zones. There are four classes. Each class has an objective which prescribes the amount of change allowed in the characteristic landscape. (H-1601-1, *BLM Land Use Planning Handbook*)

VRM Class I: Preserve the existing character of the landscape. The level of change to the characteristic landscape should be very low and must not attract visitor attention.

VRM Class II: Retain the existing character of the landscape. The level of change to the landscape should be low. Management activities may be seen but should not attract the attention of the casual observer.

VRM Class III: Partially retain the existing character of the landscape. The level of change to the landscape should be moderate. Management activities may attract attention but should not dominate the view of the casual observer.

VRM Class IV: Provide for management activities that require major modification of the existing character of the landscape. The level of change to landscape can be high.

WAIVER. Permanent exemption from a lease stipulation. The stipulation no longer applies anywhere within the leasehold.

WATER QUALITY. The chemical, physical, and biological characteristics of water with respect to its suitability for a particular use.

WATERSHED. All lands and water that drain to a given point. Watersheds are often defined in terms of topographic divides (e.g., ridge lines).

WAY. A vehicle route within a WSA that was in existence and identified during the FLPMA Section 603-mandated wilderness inventory. Interim Management Policy for Lands under Wilderness Review (H-8550-1) defines a way as “a track 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 is 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.”

WETLANDS. Areas that are inundated or saturated by surface or ground water often and long enough to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

WILD HORSES AND BURROS. Unbranded and unclaimed horses and burros that use public lands as all or part of their habitat or that have been removed from these lands by the authorized officer but have not lost their status under Section 3 of the Act. (H-4750-2, *BLM Wild Horse and Burro Adoption Handbook*)

WILD RIVER. Wild and Scenic River classification that identifies those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.

WILDERNESS. A congressionally designated area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, that is protected and managed to preserve its natural conditions as described in Section 2A of the Wilderness Act of 1964 and that (1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is large enough to make practical its

preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historic value.

WILDERNESS CHARACTERISTICS. Features of the land associated with the concept of wilderness that specifically deal with naturalness and opportunities for solitude and primitive 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).

WILDERNESS STUDY AREA (WSA). An area identified pursuant to Section 603 of the Federal Land Policy and Management Act as having wilderness characteristics as described in the Wilderness Act of 1964—that is, an area that (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) is at least 5,000 acres or is of sufficient size 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 historical value.

WILDLAND FIRE. Any fire, regardless of ignition source, that is burning outside of a prescribed fire and any fire burning on public lands or threatening public land resources, where no fire prescription standards have been prepared. (H-1742-1, *BLM Emergency Fire Rehabilitation Handbook*)

WILDLAND FIRE USE. The management of naturally ignited wildland fires to accomplish specific pre-stated resource management objectives in predefined geographic areas outlined in Fire Management Plans.

WILDLAND URBAN INTERFACE (WUI). The line, area, or zone in which structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

WINTER RANGE. Range that is grazed by livestock or wildlife during winter.

WITHDRAWAL. An action that restricts the use of public lands by removing them from the operation of some or all of the public land laws (e.g., mineral entry laws).

WOODLAND. A forest community occupied primarily by noncommercial species such as juniper, pinyon pine, mountain mahogany, or quaking aspen groves; all western juniper forestlands are considered woodlands because juniper is classified as a noncommercial species.