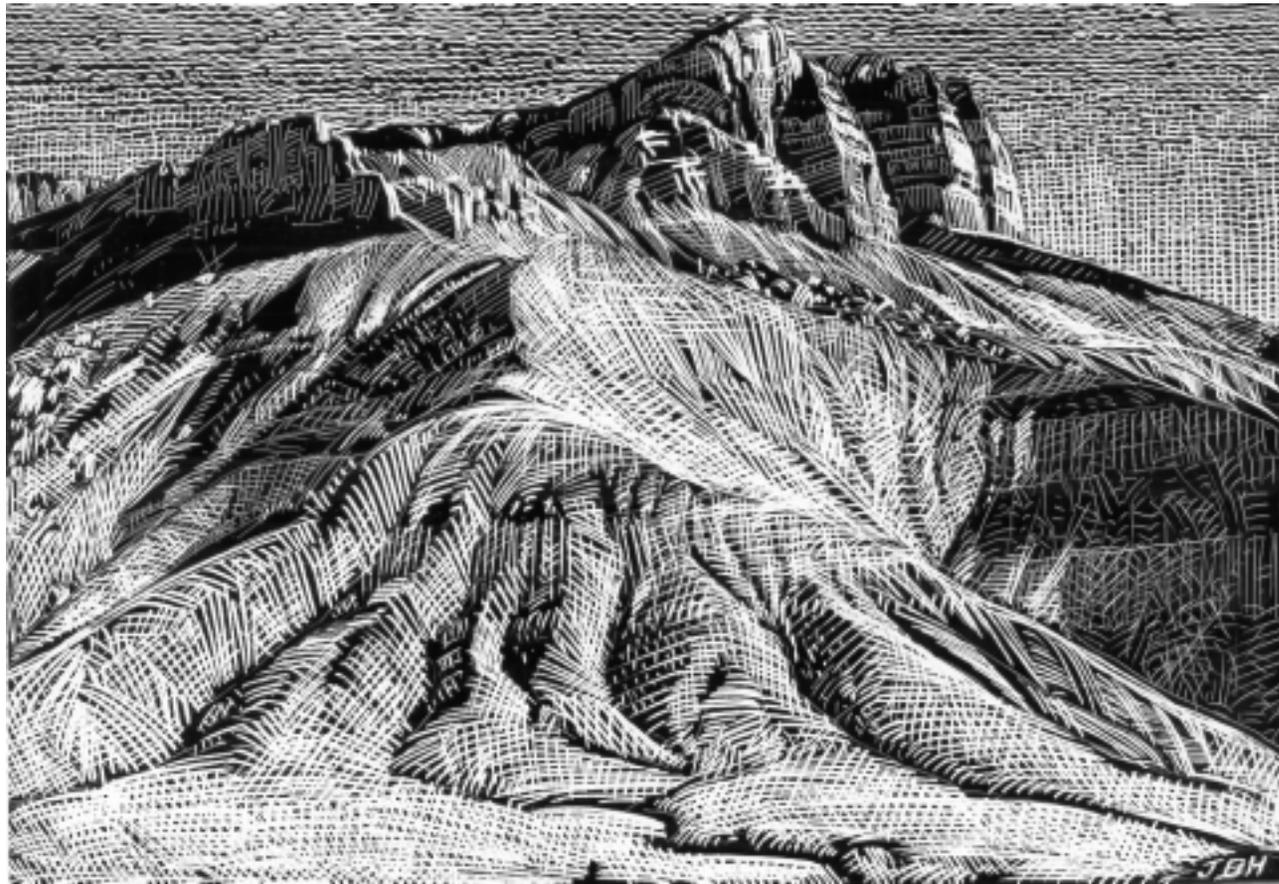


# Chapter 2

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## Alternatives



## CHAPTER 2 - ALTERNATIVES

### INTRODUCTION

Five alternative plans for the management of the Monument, including a “no action” alternative, are described in this Draft Monument Management Plan and Draft Environmental Impact Statement (DEIS).

Alternatives B, C, D, and E describe various ways the provisions of the Proclamation would be applied to direct management of the Monument. Each alternative has a somewhat different emphasis, primarily defined in terms of resource focus, but all afford the high degree of protection for Monument resources required by the Proclamation. As a result, the range of alternatives presented in this plan is narrower than in standard Bureau of Land Management (BLM) management plans. This DEIS does represent a full range of the alternatives possible within the parameters of the Proclamation.

Alternative A is the No Action Alternative. The No Action Alternative describes the continuation of the current management of the Monument, in which the provisions of the Proclamation and the Interim Guidance issued by the Director of the BLM are applied as proposals are received, and to needs as they occur. This alternative does not refer to the management that was in place prior to Monument designation, but instead assumes the continuation of the interim management,

undertaken subsequent to designation and before the preparation of this management plan.

Alternative B, the Preferred Alternative, emphasizes an integrated approach by concentrating recreational uses along the highway corridors, restricting uses and access in the interior, and by conducting aggressive research and applied science programs.

Alternative C emphasizes resource protection by conducting aggressive research and applied science programs.

Alternative D emphasizes resource protection by concentrating recreational uses along the highway corridors peripheral to the Monument, while restricting uses in and access to the Monument interior.

Alternative E emphasizes resource protection by controlling uses, while separating some recreational uses to avoid conflicts between them.

Zones are used in Alternatives B, C, D, and E to display various management emphases, and are delineated by geographic area. In each case, the zones provide guidance to help define permitted activities and any stipulations pertaining to them, as well as any excluded activities. These zones are not generic across all alternatives. Instead, each of these alternatives has its own array of zones. They are, however, comparable in some

respects. For example, each alternative includes zones that might be perceived as more or less restrictive. In this context, zones are tools that identify specific Monument resources on which management will focus attention, and provide guidance for future decision making. The zones are not blueprints, however, since Monument managers would have to determine whether a specific action is appropriate for the zone in which it is proposed. Zone boundaries sometimes overlap the boundaries of existing Wilderness Study Areas (WSAs), and zone criteria may appear to conflict with WSA protection. However, no action would be taken that would impair the suitability of lands under wilderness review for designation as wilderness until action is taken by Congress to either designate them or release them from further protection.

There are numerous references to “allocations” related to recreational and research uses in this plan. Allocations are limitations placed on the total numbers of people and support animals allowed to conduct a certain activity. These allocations are in addition to group size limitations. Specific activity planning will occur as necessary to provide more specific decision making associated with the implementation of this plan’s allocations. It is important to note,

## CHAPTER 2 - ALTERNATIVE A

therefore, that in this instance the use of the term “allocations” does not pertain to the management of livestock grazing.

The alternatives vary in many aspects, but they are similar in many others. Rather than repeat the similar aspects in each alternative description, the procedures and actions that are the same in all alternatives are summarized at the end of this chapter in the “Management Common to All Alternatives” section. Management which is common to all alternatives will be implemented under any alternative selected, except as noted.

### **RATIONALE FOR THE PREFERRED ALTERNATIVE**

The process of developing the alternatives and selecting the preferred alternative required consideration of various approaches in order to implement the Proclamation, Federal Land and Policy Management Act (FLPMA), and other applicable mandates, as well as the various objectives encompassed in the planning criteria. In identifying Alternative B as the preferred alternative, the Monument Planning Team determined that this alternative: (a) most effectively accomplishes the overall objective of protecting Monument resources, (b) best addresses the diverse community and stakeholder concerns in a fair and equitable manner, and provides the most workable

framework for future management of the Monument. Among the attributes of this alternative which led the planning team to this determination are:

- C Establishment of a solid science program that would be used to define and protect the resources of the Monument. In Alternative B, the BLM would actively develop a science program. This program would be used to conduct and apply research to improve land management practices, and to increase understanding of science, the land, and its history. This science program emphasis is greater than in all other alternatives except Alternative C. Alternative C would provide a more exclusive focus on research, but fewer opportunities for visitor interaction and education, and would allow greater impacts to the Monument.
- C Providing for visitor use in a manner consistent with the protection of Monument resources and providing opportunities for cultural, recreation and aesthetic experiences. Alternative B, like Alternatives C, D, and E, would focus visitation on the periphery of the Monument, along the existing highway corridors, and in existing recreation areas to maintain the unspoiled nature of the interior of the Monument. Overall, it is expected to provide the best balance between the need to provide access and visitor use and the need to protect Monument resources from direct and indirect impacts of visitor use. This alternative provides greater

protection for Monument resources from impacts of motorized use, campgrounds, and large group use than all other alternatives except Alternative D. The preferred alternative still ranks as one of the highest in providing visitor access to a wide range of educational and aesthetic experiences.

- C Directing economic development opportunities toward the communities surrounding the Monument. Alternative B is expected to be one of the most responsive to the economic development needs of the communities. Although all alternatives are expected to have only moderate impacts on the economies of nearby communities, this alternative should provide larger growth in visitation, local government revenues, and employment than all other alternatives except Alternative E. Alternative E would also allow much greater impacts to the Monument by outside visitation.

The planning team recognizes that its determination of the preferred alternative results from a qualitative judgement, and that those who are interested in the Monument's future management will have various perspectives on the issues addressed in this document. A significant purpose of this planning effort is to facilitate public dialogue on those issues.

## CHAPTER 2 - ALTERNATIVE A

### ALTERNATIVE A (No Action Alternative)

#### INTRODUCTION

Following the establishment of the Monument, adjustments in management were made to follow the directives of the Proclamation and the Interim Management Guidance issued pursuant to the Proclamation. The No Action Alternative would continue the present management approach, guided by the Proclamation, Interim Guidance, and existing law and policy. The No Action Alternative is required by the National Environmental Policy Act (NEPA) and provides the baseline against which to compare the other alternatives.

The Interim Guidance states that actions not precluded by the Proclamation and not in conflict with the established purposes of the Monument may continue. At the same time, the Interim Guidance precludes or defers actions and decisions that might conflict with the Proclamation until a management plan is in place. The No Action Alternative would continue this baseline approach. It would also continue current levels of research, maintenance, and access consistent with the Proclamation and Interim Guidance. A more detailed discussion of management under the No Action Alternative follows.

#### MONUMENT RESOURCES

##### Air Quality

The Monument would continue to be managed as a Prevention of Significant Deterioration Class II area designated by the Clean Air Act.

##### Water

The Monument would continue implementation of water quality monitoring in cooperation with the Utah Division of Water Quality.

##### Vegetation

Management ignited prescribed fire would be used only to restore natural systems or to reduce hazardous fuels. Existing areas of vegetation manipulation would be maintained and new manipulation would be allowed only to protect or enhance Monument resources.

##### Animal Damage Control

Animal damage control activities within the Monument would be limited to the taking of individual animals responsible for verified livestock kills.

#### Wild and Scenic Rivers

In this alternative, a suitability determination would not be made, and protective management would continue indefinitely on all 330 miles of eligible river segments listed in Table 3.4 and shown on Map 3.7 in Chapter 3.

Protective management for river segments awaiting a suitability determination is subject to valid existing rights and to actions within the BLM's authority, and consists of a case-by-case review of proposed actions. Protective management does not provide any pre-determined outcome, only that the river values would be considered.

#### RESEARCH

Research would continue to be supported at current levels. Management would identify opportunities for and priorities of research, and how new information would be incorporated into management actions. Research that would result in impairment of wilderness suitability would not be allowed.

#### FACILITIES AND USE MANAGEMENT

The Escalante Canyons and Paria/Hackberry area would continue to be managed as special recreation management areas. Management

## CHAPTER 2 - ALTERNATIVE A

prescriptions for these areas are outlined in Appendix 3.

Visitor site facilities, including parking area construction, interpretive sites, picnic facilities, restrooms, and trailhead construction, would be allowed only as needed for resource protection, or to address health and safety concerns. Signing for roads, trails, directions, safety, and interpretation would be provided as needed.

Camping area construction would continue in accordance with management plans for the existing developed sites. Dispersed camping would be allowed, with recommendations to camp in the 21 designated primitive campsites along interior roads such as the Burr Trail and Hole-in-the-Rock Road.

Campfires would be allowed throughout the Monument.

A group size limit of 12 people would continue to be recommended for the Escalante Canyons.

There would be no allocations, but the self-registration program in the Escalante Canyons and Fiftymile Mountain would continue.

Permits approved in 1997 for competitive and special events would continue to be approved each year. Permits for additional competitive events would not be allowed.

No new outfitter and guide permits would be issued, except for one-time, non-surface disturbing activities.

Communication sites would continue to be allowed as needed with visual impacts mitigated. Utility rights-of-way (pipelines, power lines, etc.) would be issued only for those necessary for continued existence of established communities/inholdings and that do not conflict with Monument resources. All of the Monument would remain open for this kind of construction on a case-by-case basis.

Filming permits would continue to be issued.

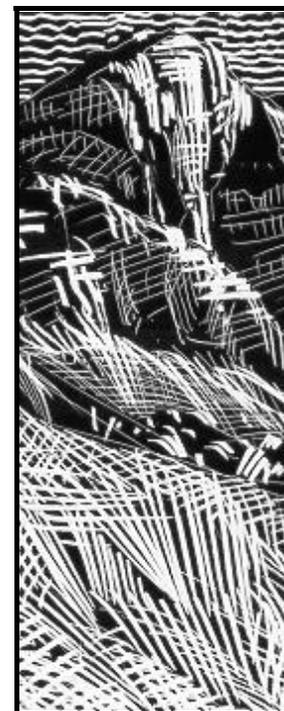
New water developments would be considered if they would protect or enhance Monument resources. Functioning existing water developments could be maintained, consistent with the protection of Monument resources.

### TRANSPORTATION AND ACCESS

Access is generally open (1,363,477 acres), except in the Outstanding Natural Areas, Research Natural Areas, and some riparian areas (64,619 acres), which are currently closed to motorized access (Map 3.11 in Chapter 3). Some parts of the Kaiparowits and the Paria/Hackberry areas (256,802 acres) have limited access. In open and limited areas, all methods of access (including bicycle, vehicle, wheeled, foot, horse,

etc.) are allowed but there is limited accessibility for some vehicles on some routes.

Trail construction would continue to be allowed. Trail maintenance would continue as needed.



## CHAPTER 2 - ALTERNATIVE A

**TABLE 2.1  
CURRENT MANAGEMENT**

ISSUE	CURRENT MANAGEMENT
<b>Monument Resources</b>	
Vegetation manipulation	C maintain existing or allow new only to protect or enhance Monument resources C management ignited fire used to restore natural systems or to reduce hazardous fuels
<b>Research</b>	
Research	C continue to support at current levels
<b>Facilities and Use Management</b>	
Parking area and trailhead construction	C allowed, as needed for resource protection
Signing	C continue to provide as needed
Interpretive site and picnic areas	C none identified, develop as needed
Toilets	C allowed where needed to address health and safety concerns
Camping	C continue implementing management plans for developed sites C continue dispersed camping, with recommendations to camp in designated primitive campsites along the Burr Trail and Hole-in-the-Rock Road
Campfires	C allowed
Group size	C limit of 12 people is recommended for the Escalante Canyons
Allocation	C no allocation C continue self-registration permit program in the Escalante Canyons and Fiftymile Mountain
Competitive and special events	C Permits approved in 1997 for competitive events would continue to be approved each year. C Permits for additional competitive events would not be allowed.

## CHAPTER 2 - ALTERNATIVE A

ISSUE	CURRENT MANAGEMENT
Outfitter/guide	Cno new permits, except for one-time, non-surface disturbing
Communication site and utility rights-of-way (pipelines, power lines, etc.)	Ccommunication sites allowed as needed with visual impacts mitigated Cissue only those necessary for continued existence of established communities/inholdings and that do not impact Monument resources
Filming	Callowed by permit
<b>Transportation and Access</b>	
Access	Caccess is generally open C2,176 miles of routes open COutstanding Natural Areas, Research Natural Areas, and some riparian areas would continue to be closed to motorized access Call methods currently allowed, including mountain biking, limited accessibility
Trail construction	Callowed
Trail maintenance	Ccontinue as needed

## CHAPTER 2 - ALTERNATIVE B

### ALTERNATIVE B (PREFERRED ALTERNATIVE)

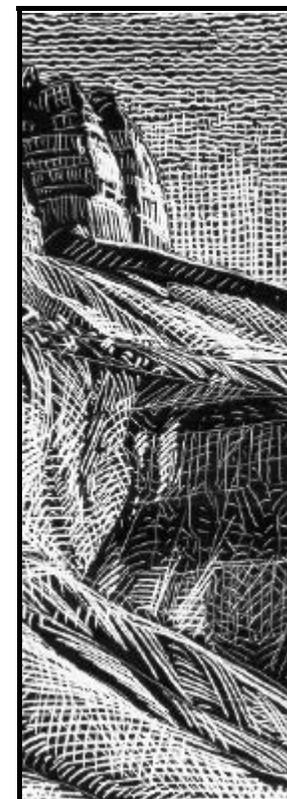
#### INTRODUCTION

This alternative would emphasize preservation of the Monument as an unspoiled natural area, while recognizing its value as a scientific resource for a variety of research activities. The frontier character of the land would be maintained both as a safeguard for Monument resources and as an inspiration to its visitors. Visitor services would be located primarily in the communities outside the Monument, which would help to provide economic opportunities for the communities and provide protection for Monument resources.

The preferred alternative includes a strong BLM-directed science program, focused on better understanding and preserving the resources of the Monument while assisting in the development of improved land management practices. Recreational use of the Monument would be managed in part by the level of facilities provided, by restrictions on access, and by group size limits. This would be guided by a zoning system designed to maintain the undeveloped nature of Monument lands.

By protecting the undeveloped and unspoiled nature of the Monument, while minimizing further intrusions, the visitor experience would be enhanced and scientific opportunities would be preserved for future generations. The science program itself would include a public education program to increase public understanding of science, the land, and its history. It would emphasize continued collaboration, and employ a Science Advisory Council to advise on the interaction of science, research, and management.

This alternative uses four zones to illustrate where different management strategies would be employed (Map 2.1). More detailed management descriptions follow the zone descriptions.



## CHAPTER 2 - ALTERNATIVE B

**Frontcountry (113,737 acres - 7 percent of the Monument)**

This zone would be the focal point for visitation, concentrating use along Highways 12 and 89, and the Burr Trail. Numerous interpretive sites, trails, and overlooks would be provided, which would feature a range of Monument resources and a variety of day-use opportunities for visitors.

**Passage (30,137 acres - 2 percent of the Monument)**

This zone includes secondary travel routes where visitor use would not be directed or encouraged, but would be accommodated. Rudimentary facilities, such as toilets, signs, designated primitive campsites, and trailheads, would be provided where needed for resource protection or public safety.

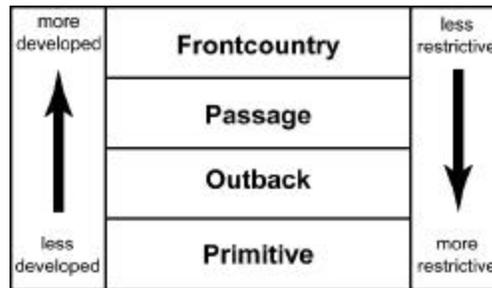
**Outback (502,237 acres - 30 percent of the Monument)**

This zone would provide an undeveloped, primitive, and self-directed visitor experience, including provisions for motorized and mechanized access on designated routes. Facilities of any kind would be rare, provided only where essential for resource protection. Limits on visitor numbers could be used to

keep use at low levels. Dispersed campsites could be designated.

**Primitive (1,038,788 acres - 61 percent of the Monument)**

This zone would provide an undeveloped, primitive, and self-directed visitor experience, without provisions for motorized or mechanized access. Travel could be on foot, horse, or with pack animals. Facilities would be virtually nonexistent. Limits on visitor numbers could be used to maintain use at low levels. Management activities which enhance the primitive character of this zone, and research projects to develop such management activities, would be encouraged in this zone.



### MONUMENT RESOURCES

#### Air Quality

The Monument would continue to be managed as a Prevention of Significant Deterioration Class II area designated by the Clean Air Act.

#### Water

The BLM would request that the State of Utah accelerate development of total maximum daily load for 303d waters within the Monument.

Water quality monitoring would be implemented when ground disturbance or other factors could adversely affect water quality. Mitigation would be required if adverse effects were detected.

#### Vegetation

Vegetation manipulation, including mechanical, chemical, biological, hand cutting (including with hand-held power tools), and management ignited fire, could be used as management tools throughout the Monument to restore natural systems and to protect sensitive resources. Mechanical methods could not be used in the Primitive Zone.

# Map 2.1: Alternative B (Preferred)



- ⊙ Principal Communities
- ⚡ Monument Boundary
- ↗ Highways 89 & 12
- ⚡ Other Roads
- Frontcountry
- Passage
- Outback
- Primitive

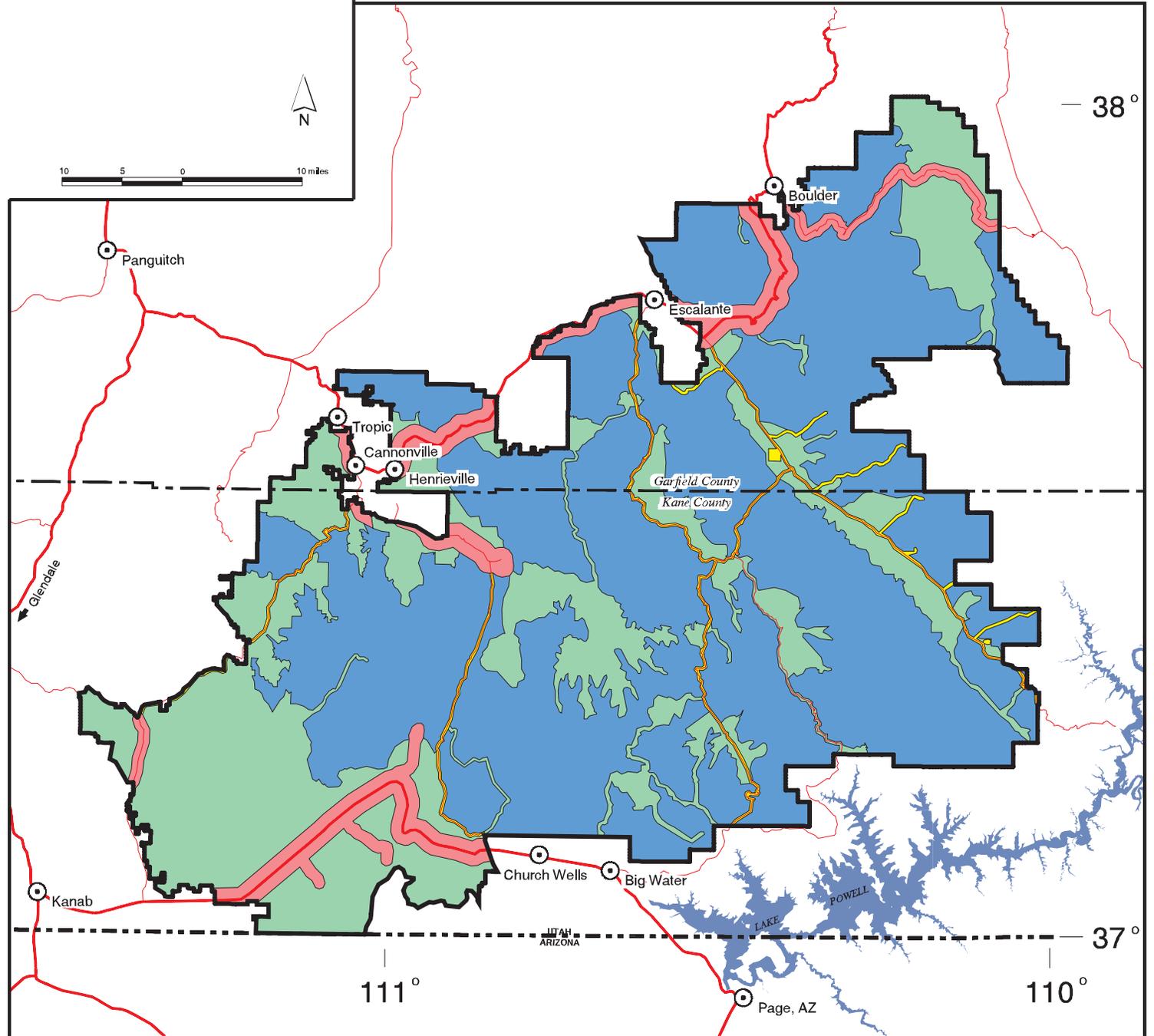


Location Map

Data has been gathered from a variety of sources and has been integrated to provide a planning context. The data shown outside the Monument may not have been verified. This map represents available information, and should not be interpreted to alter existing authorities or management responsibilities.



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## CHAPTER 2 - ALTERNATIVE B

### Animal Damage Control

Animal damage control activities within the Monument would be limited to the taking of individual animals responsible for verified livestock kills, where reasonable livestock management measures to prevent predation had been taken and had failed. Reasonable livestock management measures could include experimental measures in order to develop improved land management practices. A long-term scientific monitoring program would be required to determine the effectiveness of all animal damage control measures.

### Wild and Scenic Rivers

In this alternative, 17 of the 25 eligible river segments (252 miles) (see Table 3.4 in Chapter 3 and Appendix 4) would be determined suitable and would be recommended for Congressional designation into the National Wild and Scenic River System. The eight eligible river segments not found suitable would be: Dry Hollow Creek, Cottonwood Canyon, Lower Horse Canyon, Wolverine Creek, Little Death Hollow, Phipps Wash, unnamed tributary west of Calf Creek, and parts of Harris Wash and side canyons into The Gulch. The suitable segments are shown on Map 2.2. A rationale

for their suitability determinations are found in Appendix 5.

The BLM would manage suitable segments for the preservation of outstandingly remarkable values, under the prescriptions and directions of the Monument Management Plan. River segments determined unsuitable would be managed under the direction and prescriptions of the Monument Management Plan.

The tentative classifications in this document were chosen to be consistent with the zones in each alternative.

### RESEARCH

The natural, physical, and social sciences, including the study of history, would be essential parts of the science program.

A science advisory group would be chartered (under the Federal Advisory Committee Act) to advise on the Monument research program and its integration with Monument management.

Surface disturbing research, such as archeological and paleontological excavations, would generally be allowed, with appropriate mitigation, in all but the Primitive Zone. In the Primitive Zone, surface disturbing research would only be allowed in cases of unique opportunities with extremely high scientific

value. Permits would be required for all research within the Monument.

A Monument website, Monument-sponsored science publications, and field schools would be part of the science program.

To carry out the Monument science program, four science strategies would be applied, by zone, within the Monument. These strategies are as follows:

- C Throughout the Frontcountry and Passage Zones, and in the Escalante Canyons and the Paria/Hackberry areas, substantial public use puts Monument resources at high risk. In these areas, the BLM would, as a priority, direct an intensive inventory, monitoring, and mitigation program in order to detect and protect Monument resources. High priority would also be placed on the collection of oral histories related to the Monument area.
- C Throughout the Outback Zone, and in four riparian corridors (the Gulch, upper Wahweap Creek, upper Last Chance Creek, and a segment of Cottonwood Creek), previous land disturbance or significant land use has occurred. These areas now offer opportunities to conduct research related to the improvement of land management practices, and to the study of land disturbance and resilience. The BLM

## CHAPTER 2 - ALTERNATIVE B

would conduct and support such research in these areas.

- C Throughout the Primitive Zone, large areas of relative undisturbed land offer opportunities for ecosystem level research, including research which crosses Monument boundaries to involve contiguous lands. This zone also offers opportunities for research related to the thousands of years of human presence within it, and to the effects of that presence on both the land and people. The BLM would permit and support such research in this area.
- C An inventory, monitoring, and mitigation program would be carried out Monument-wide, but this work would be carried out first in the areas most at risk, specifically in the Frontcountry and Passage Zones, and the Escalante Canyons and Paria/Hackberry areas. The second priority for completing inventory, monitoring, and mitigation would be the Outback Zone, followed by the Primitive Zone. Exceptions could be made where necessary for resource protection, such as when new, significant resources were discovered, or when significant resources were determined to be at risk.

### FACILITIES AND USE MANAGEMENT

The Escalante Canyons and the Paria/Hackberry area, both within the Primitive Zone, would continue to be managed as special recreation management areas. Management prescriptions for these areas are outlined in Appendix 3.

In this alternative, visitor services would be primarily located in the communities outside the Monument; no major facilities or services would be located within the Monument. In addition, visitation would be focused on the periphery of the Monument, along the existing highway corridors convenient to the communities, while access would be limited in the Monument interior. Monument resources would be protected, while providing economic opportunities to the communities surrounding the Monument.

As in all alternatives, visitor centers and Monument administrative facilities would be located outside the Monument, in the nearby communities. Within the Monument, visitor facilities would vary by zone, but in all zones, facilities generally would be limited.

In the Frontcountry Zone, visitor day-use facilities and signs would be encouraged as necessary and adequate for visitor use, safety, and for the protection of sensitive resources.

These facilities could include pullouts, parking areas, trailheads, toilets, fences, and picnic areas. Interpretive sites and signs would be common. In the Outback and Passage Zones, limited facilities and signs, for resource protection or visitor safety, would be allowed. Construction of facilities would not be allowed in the Primitive Zone, and signs would be provided only for resource protection purposes.

No new developed camping facilities would be provided in the Monument. However, designated primitive campsites for individuals would be established along the Burr Trail, and primitive campsites for individuals and for groups would be designated along Hole-in-the-Rock Road. Primitive campsites for individuals or groups would be designated, where necessary for resource protection, in the Outback and Primitive Zones. Dispersed camping would not be allowed within ½ mile of designated primitive campsites. Dispersed camping would not be allowed anywhere in the Frontcountry Zone, but would be allowed in all other zones except as noted above.

Campfires would not be allowed in the Escalante and Paria/Hackberry canyons, No Mans Mesa, and other relict plant areas. Fires would be allowed only in designated fire grates or in fire pans in the Frontcountry and Passage Zones, and wood collection for

# Map 2.2: Wild and Scenic Rivers Alternatives B, C, E



- ⊙ Principal Communities
- ▾ Monument Boundary
- RIVER CLASSES
- ▾ Recreational
- ⋈ Scenic
- ▾ Wild

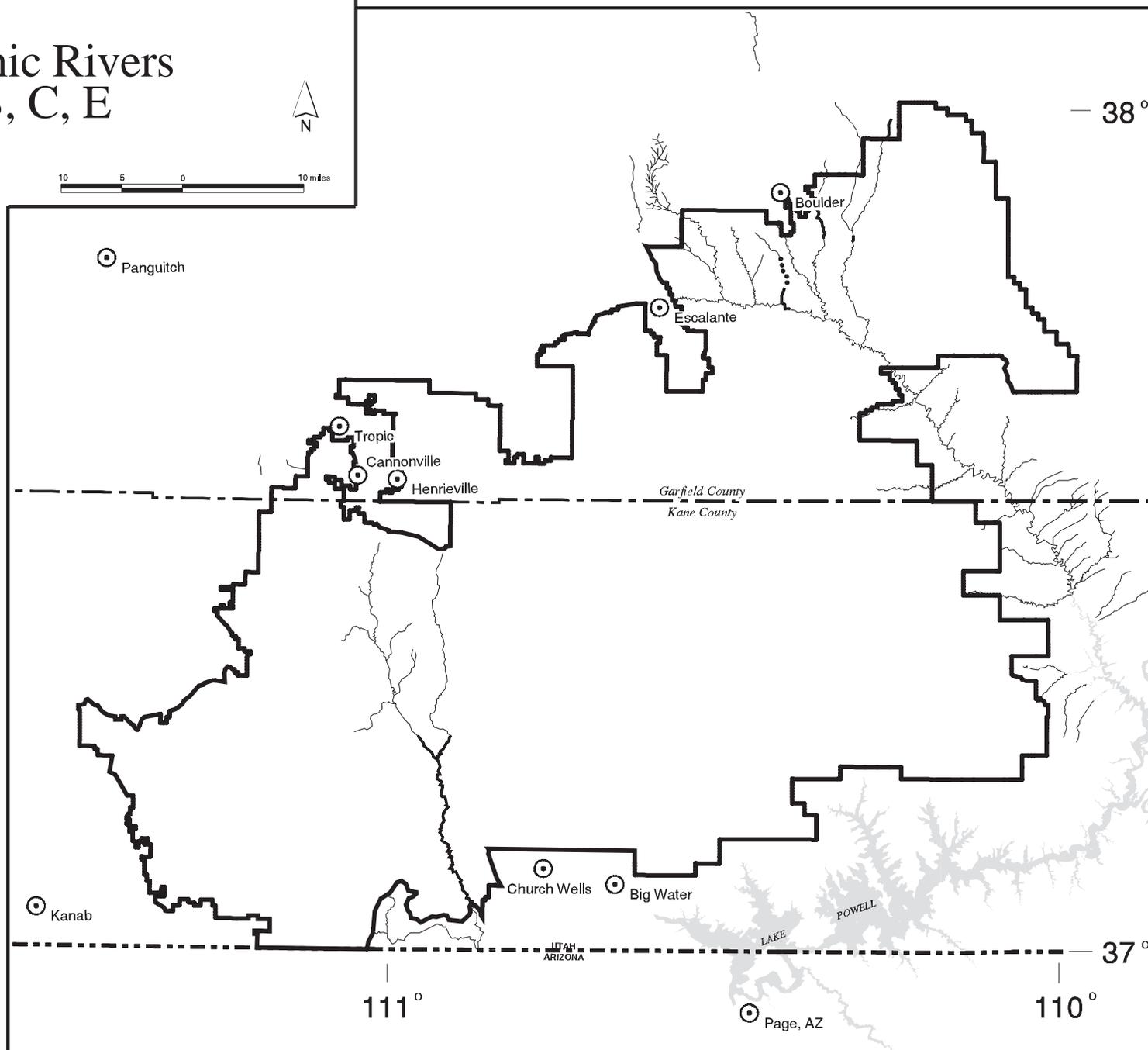


Location Map

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## CHAPTER 2 - ALTERNATIVE B

campfires would not be permitted. In the Outback and Primitive Zones, fire pans would be encouraged. Dead and down wood could be collected for campfires in some parts of the Outback and Primitive Zones.

Permits could be required for overnight use, or for specific uses throughout the Monument. Permits for groups of 25 or more people and/or animals would be required in the Frontcountry and Passage Zones, for use beyond pullouts and parking areas. Group size would be limited to 12 people and/or animals in the Primitive and Outback Zones.

It is likely that it would become necessary to place limits on the numbers of people and/or animals allowed in the Primitive Zone, in order to protect Monument resources. It is also possible that limits would become necessary in both the Passage and the Outback Zones. Use limits are unlikely to be implemented in the Frontcountry Zone.

Competitive and special events would be prohibited in all zones.

Outfitter and guide operations would be allowed throughout the Monument in compliance with the constraints of the zone and allocation and use limits set by the BLM.

In the Frontcountry and Passage Zones, communication sites and utility rights-of-way would be allowed, but would have to blend with the landscape. In the Outback Zone, communication sites and utility rights-of-way would be allowed within the constraints of the zone and where no other reasonable location exists. In the Primitive Zone, aerial and buried lines would not be permitted, but communication sites would be allowed where no other reasonable location exists. Any facilities would have to blend with the landscape.

Minimum impact filming would be allowed in the Frontcountry, Passage, and Outback Zones. Filming would not be allowed in the Primitive Zone.

Water developments could be used as a management tool throughout the Monument to protect Monument resources or to restore natural systems, subject to project level NEPA analysis.

### TRANSPORTATION AND ACCESS

Cross-country travel would be prohibited in this alternative. All routes would be closed to motorized and mechanized vehicle use unless designated open. Vehicles would be allowed to operate only on routes designated open. This approach would be consistent with that of

the State of Utah, the United States Forest Service, and other land managers in the area.

Street legal motorized vehicles, including four-wheel-drives and mechanized vehicles (including mountain bicycles), would be allowed on 818 miles of routes designated open in the Frontcountry, Passage, and Outback Zones (Map 2.3). No routes would be designated open in the Primitive Zone.

Non-street legal all-terrain vehicles (ATVs) and dirt bikes would be restricted to those routes designated as open for their use. Non-street legal ATVs and dirt bikes would be allowed on 591 miles of the 818 miles of routes designated open to street legal vehicles in the Frontcountry, Passage, and Outback Zones; no routes would be designated open to them in the Primitive Zone. The BLM, and Kane and Garfield Counties, would meet periodically to evaluate the routes designated as open for ATV use. All zones would allow hikers, horses, and pack animals. No domestic animals, including saddle and pack animals, would be allowed on No Mans Mesa.

Authorized users and permit holders would be allowed motorized access not allowed to the general public. Authorized users could include grazing permittees, researchers, and others carrying out authorized activities under

## CHAPTER 2 - ALTERNATIVE B

a permit or other authorization. Routes designated open for certain administrative purposes (229 miles) are shown on Map 2.3. These routes would be gated and locked. Access would be strictly limited to a specific time period and number of trips, and would only be granted for legitimate and specific purposes. Maintenance would be the minimum required to serve the administrative purpose. If the administrative purpose were to cease, the route would be closed.

With the exception of those segments listed below, open routes could be maintained within the current disturbed areas; no widening, new pullouts, passing lanes, or other travel surface upgrades could occur. Deviations from the current maintenance levels would be allowed as follows (subject to Wilderness Study Area Interim Management Policy, BLM Manual H-3550-1):

- C Hole-in-the-Rock Road: Allow stabilization of washout-prone areas, primarily along the southeastern end, to prevent erosion and sediment loading in drainages.
- C Smoky Mountain Road: Allow stabilization in the Alvey Wash section to prevent erosion and sediment loading in drainages.
- C Cottonwood Wash Road: Allow stabilization of washout prone areas,

primarily along the southern section, to prevent erosion and sediment loading in drainages.

- C Skutumpah Road: Allow new crossing for safety at Bull Valley Gorge, and stabilization of washout prone areas, primarily along the northern section, to prevent erosion and sediment loading in drainages.

In the Frontcountry Zone, a full range of trails could be developed and maintained in order to provide opportunities for visitors. In the Passage Zone, trails could be developed and maintained where needed for protection of Monument resources or for public safety. Elsewhere, trails could only be developed or maintained where necessary to protect Monument resources.



# Map 2.3: Transportation Alternative B



- Principal Communities
- Monument Boundary
- Highways 89 & 12
- Other Roads
- Administrative Use
- Public Use (No ATVs)
- Public and ATV Use

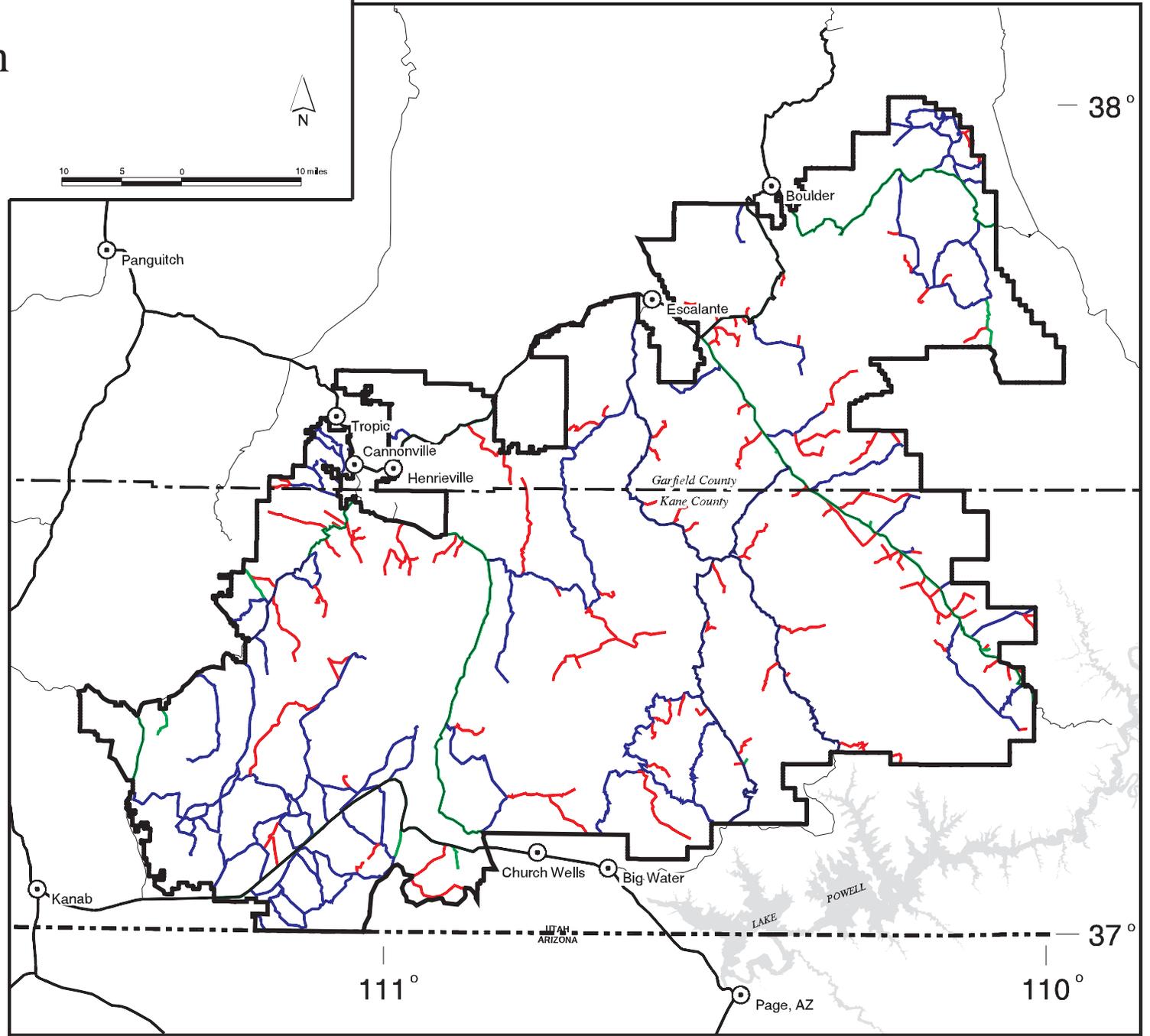


Location Map

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## CHAPTER 2 - ALTERNATIVE B

**TABLE 2.2  
ALTERNATIVE B MANAGEMENT ZONES**

	<b>FRONTCOUNTRY</b> (113,737 Acres - 7%)	<b>PASSAGE</b> (30,137 Acres - 2%)	<b>OUTBACK</b> (502,237 Acres - 30%)	<b>PRIMITIVE</b> (1,038,788 Acres - 61%)
<b>Monument Resources</b>				
Vegetation manipulation	<p>Cthe following could be used as management tools to restore functioning natural systems and to protect sensitive resources:</p> <ul style="list-style-type: none"> <li>-mechanical</li> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul>	<p>Cthe following could be used as management tools to restore functioning natural systems and to protect sensitive resources:</p> <ul style="list-style-type: none"> <li>-mechanical</li> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul>	<p>Cthe following could be used as management tools to restore functioning natural systems and to protect sensitive resources:</p> <ul style="list-style-type: none"> <li>-mechanical</li> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul>	<p>Cthe following could be used as management tools to restore functioning natural systems and to protect sensitive resources:</p> <ul style="list-style-type: none"> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul> <p>Cmechanical methods prohibited</p>
<b>Research</b>				
Non-surface disturbing research	<p>Called and encouraged</p> <p>Chighest priority for completion of inventory, monitoring, and mitigation program</p> <p>Cpermits required</p>	<p>Called and encouraged</p> <p>Chighest priority for completion of inventory, monitoring, and mitigation program</p> <p>Cpermits required</p>	<p>Called and encouraged</p> <p>Csecond priority for completion of inventory, monitoring, and mitigation program</p> <p>Cconduct or support research related to improvement of land management practices, disturbance ecology</p> <p>Cpermits required</p>	<p>Called and encouraged</p> <p>Cthird priority for completion of inventory, monitoring, and mitigation program</p> <p>Cconduct or support ecosystem level research</p> <p>Cpermits required</p>

## CHAPTER 2 - ALTERNATIVE B

	<b>FRONTCOUNTRY</b> (113,737 Acres - 7%)	<b>PASSAGE</b> (30,137 Acres - 2%)	<b>OUTBACK</b> (502,237 Acres - 30%)	<b>PRIMITIVE</b> (1,038,788 Acres - 61%)
Surface disturbing research	Allowed where necessary, with mitigation Permits required	Allowed where necessary, with mitigation Permits required	Allowed where necessary, with mitigation Permits required	Allowed only in cases of unique opportunity with extremely high scientific value, with mitigation Permits required
<b>Facilities and Use Management</b>				
Parking area and trailhead construction	Allowed for visitor needs Allowed to protect sensitive resources or for public safety	Allowed only to protect sensitive resources or for public safety	Allowed only to protect sensitive resources or for public safety	Not allowed
Signing	High level of directional, safety, and interpretive signs allowed	Moderate level of directional, safety, and interpretive signs allowed	Allow only minimal directional signs at trail intersections Allow only minimal information signs Provide strong safety messages at beginning of roads	Allowed only for protection of resources
Interpretive site and picnic areas	Provide numerous interpretive sites to highlight geology, paleontology, biology, archaeology, and history Picnic areas as needed	Provide interpretive sites only for the protection of sensitive resources Picnic areas not allowed	Interpretive sites not allowed, except where necessary for resource protection Picnic areas not allowed	No interpretive sites or picnic areas allowed
Toilets	Provide adequate sanitation facilities	Provide adequate sanitation facilities	Generally not provided, provide only where essential for resource protection	None allowed

## CHAPTER 2 - ALTERNATIVE B

	<b>FRONTCOUNTRY</b> (113,737 Acres - 7%)	<b>PASSAGE</b> (30,137 Acres - 2%)	<b>OUTBACK</b> (502,237 Acres - 30%)	<b>PRIMITIVE</b> (1,038,788 Acres - 61%)
Camping	<p>C dispersed camping not allowed</p> <p>C designate primitive campsites along Burr Trail</p>	<p>C dispersed camping allowed, except near designated primitive campsites</p> <p>C could designate minimal primitive campsites to protect Monument resources</p>	<p>C dispersed camping allowed, except near designated primitive campsites</p> <p>C could designate minimal primitive campsites to protect Monument resources</p>	<p>C dispersed camping allowed, except near designated primitive campsites</p> <p>C primitive campsites designated rarely, to protect Monument resources</p>
Campfires	<p>C campfires in designated fire grate or mandatory fire pan</p> <p>C no wood collection</p>	<p>C campfires in designated fire grate or mandatory fire pans</p> <p>C no wood collection</p>	<p>C campfires not restricted, but encourage fire pans</p> <p>C collection of dead and down wood only; may be prohibited in some areas</p>	<p>C campfires prohibited in Escalante Canyons, Paria/Hackberry area, and No Mans Mesa, relict plant areas</p> <p>C campfires not restricted elsewhere, but encourage fire pans</p> <p>C collection of dead and down wood only; may be prohibited in some areas</p>
Group size	<p>C groups of 25 or more people and/or animals need a special recreation permit, if going off paved parking areas and interpretive pullouts</p>	<p>C groups of 25 or more people and/or animals need a special recreation permit</p>	<p>C group limit of 12 people and/or animals</p>	<p>C group limit of 12 people and/or animals</p>
Allocation	<p>C no allocation</p>	<p>C allocation possible for the protection of sensitive resources or visitor experience</p>	<p>C allocation moderately likely for the protection of sensitive resources</p>	<p>C allocation highly likely for the protection of sensitive resources</p>

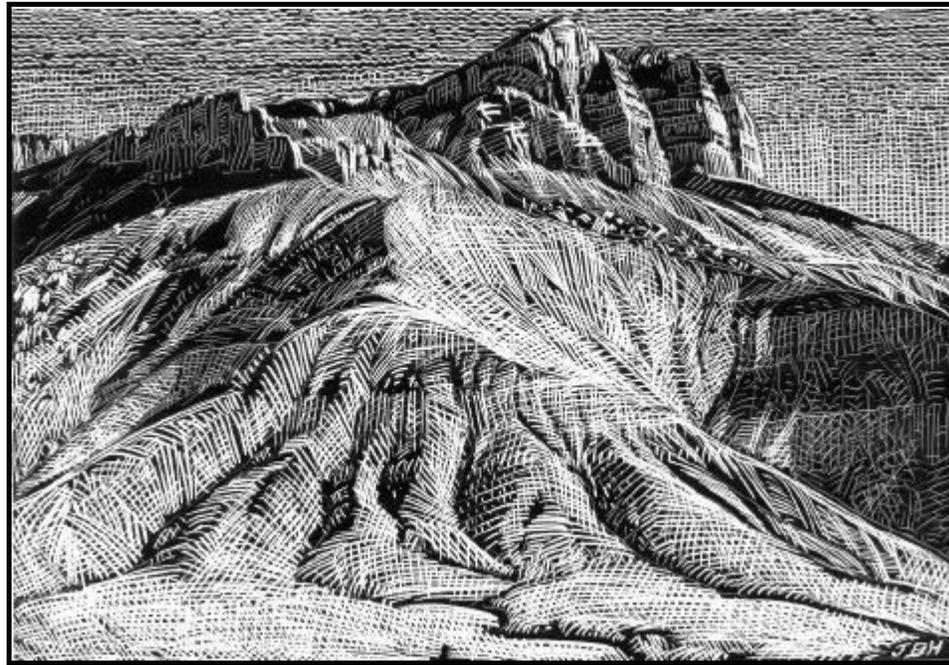
## CHAPTER 2 - ALTERNATIVE B

	<b>FRONTCOUNTRY</b> (113,737 Acres - 7%)	<b>PASSAGE</b> (30,137 Acres - 2%)	<b>OUTBACK</b> (502,237 Acres - 30%)	<b>PRIMITIVE</b> (1,038,788 Acres - 61%)
Competitive and special events	Cnot allowed	Cnot allowed	Cnot allowed	Cnot allowed
Outfitters/guides	Callowed if outfitter/guide activities are appropriate to this zone and within allocations	Callowed if outfitter/guide activities are appropriate to this zone and within allocations	Callowed if outfitter/guide activities area appropriate to this zone and within allocations	Callowed if outfitter/guide activities area appropriate to this zone and within allocations
Communication sites and utility rights-of-way (pipelines, power lines, etc.)	Ccommunication sites, aerial and buried lines allowed, but must blend in with the landscape	Ccommunication sites, aerial and buried lines allowed, but must blend in with the landscape	Callow communication sites, aerial and buried lines -within the other constraints of this zone -where no reasonable alternative exists -must blend in with the landscape	Callow communication sites -within the other constraints of this zone -where no reasonable alternative exists -must blend in with the landscape Caerial and buried lines not permitted
Filming	Cminimum impact only	Cminimum impact only	Cminimum impact only	Cnot allowed

## CHAPTER 2 - ALTERNATIVE B

	<b>FRONTCOUNTRY</b> (113,737 Acres - 7%)	<b>PASSAGE</b> (30,137 Acres - 2%)	<b>OUTBACK</b> (502,237 Acres - 30%)	<b>PRIMITIVE</b> (1,038,788 Acres - 61%)
<b>Transportation and Access</b>				
Access	<p>C 175 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 55 miles of the 175 miles designated routes open for street legal would be open to non-street legal ATVs and dirt bikes</p> <p>C some routes closed and rehabilitated</p> <p>C allow hikers, horses, and pack animals</p>	<p>C 211 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 124 miles of the 211 miles of designated routes open for street legal would be open for non-street legal ATVs and dirt bikes</p> <p>C allow hikers, horses, and pack animals</p>	<p>C 432 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 412 miles of the designated routes open for street legal would be open for non-street legal ATVs and dirt bikes</p> <p>C some routes closed or turned into trails</p> <p>C some routes closed and rehabilitated</p> <p>C allow hikers, horses, and pack animals</p>	<p>C motorized or mechanized vehicles, including mountain bicycles, prohibited</p> <p>C non-street legal ATVs and dirt bikes prohibited</p> <p>C some routes closed and rehabilitated</p> <p>C allow hikers, horses, and pack animals</p> <p>C no domestic animals, including saddle and pack animals, allowed on No Mans Mesa</p>
Trail construction	<p>C develop all levels of trails including fully accessible paved interpretive trails</p> <p>C focus on day-use opportunities</p>	<p>C develop trails to protect sensitive resources and for public safety</p>	<p>C trail development allowed only where necessary to protect resources</p>	<p>C trail development allowed only where necessary to protect resources</p>
Trail maintenance	<p>C as needed</p>	<p>C as needed to protect sensitive resources</p>	<p>C allowed only to protect sensitive resources</p>	<p>C allowed only to protect sensitive resources</p>

**CHAPTER 2 - ALTERNATIVE B**



## CHAPTER 2- ALTERNATIVE C

### ALTERNATIVE C

#### INTRODUCTION

This alternative would emphasize the exemplary opportunities the Monument presents for scientific research in a wide variety of disciplines. The BLM would aggressively protect the scientific values within the Monument while maximizing research opportunities for the biological, geological, paleontological, archeological, and historic treasures for which the Monument was established. Consistent with all aspects of the Proclamation and the planning criteria, this alternative would emphasize two of the planning criteria: (1) identifying opportunities and priorities for research and education related to the resources for which the Monument was created, and (2) developing an approach for incorporating research into management actions.

Scientific research opportunities would be given priority over other uses, and would be managed across a range of research zones. These zones would allow varying degrees of intrusive and non-intrusive research activities, while leaving certain areas undisturbed for future study. While these zones would offer a range of recreational opportunities for visitors, recreational use of the Monument would be secondary to research use. Visitor

management would be directly tied to the interpretation of Monument resources and ongoing research. When feasible, visitors would be directed to sites where research was actively occurring, and directed away from sites where human impacts could adversely affect existing science projects, future research, or Monument resources. Access and surface-disturbing activities would be limited in areas where research potential or Monument resources could be compromised.

In this alternative, research proposals would be required to have a public interpretation and education component. Educators and students would have the opportunity to participate in the Monument science program, and observe or take part in research projects where it would not interfere with research objectives. The Monument would play a role in developing programs for grades Kindergarten through 12, emphasizing the area's scientific and cultural values.

Scientific interpretation would be emphasized at research sites and visitor centers. Results of scientific research and inventory data would be disseminated through interpretive displays, publications, forums, and public exhibition of objects and artifacts.

Communities around the Monument would be expected to realize economic benefits related to supporting an emerging national showcase

of scientific exploration, cooperation, and management.

In this alternative, four zones highlight different opportunities for accommodating scientific exploration. More detailed management descriptions follow the zone descriptions (Map 2.4).



## CHAPTER 2- ALTERNATIVE C

### **Intensive (151,029 acres - 9 percent of the Monument)**

This zone includes relatively small areas that have a high degree of past, current, and expected future heavy use which presents immediate threats to resources. This zone corresponds to the principal routes and the most popular recreational sites. In these areas the BLM would aggressively carry out inventory, monitoring, and mitigation for the protection of scientific values. A primary objective would be to document, collect, and preserve scientific information. Visitor use would be intensively managed in this zone.

### **Management Research (350,992 acres - 21 percent of the Monument)**

This zone includes some areas of ground disturbance from past land management practices. Research on the effects of past and current land management practices, on disturbance and resilience of biophysical systems, and on restorative management techniques would be conducted in this zone. This zone would be managed to accommodate research that requires some degree of ground disturbance and/or the use of motorized equipment.

### **Transition (230,526 acres - 14 percent of the Monument)**

This zone has little evidence of past ground disturbing activities. It has relatively good access, but is currently receiving low visitor use, which tends to protect its scientific values. The management emphasis here would be to keep visitor use low and to conduct inventory, monitoring, and mitigation work, once it has been completed in more threatened areas. Areas within this zone could be converted to other zones if inventory and monitoring data or visitor use patterns make another zone more appropriate.

### **Landscape Research (952,352 acres - 56 percent of the Monument)**

Generally, this zone encompasses large and relatively undisturbed lands where Monument resources would be protected by remoteness and limited access. This zone has the lowest amount of past and current use and disturbance. The zone was designed to connect the Monument with adjacent United States Forest Service, National Park Service, state, and other BLM lands. This would help to preserve natural system functions across this larger geographic area. The remote character of the zone would be maintained, and would preclude some research activities that require motorized access or use of machinery. Exceptions could be made for proposals which address unique research opportunities with high scientific values. Management actions in this zone would include enhancing the remote character by limiting access and restoring disturbed areas.



# Map 2.4: Alternative C



- Principal Communities
- Monument Boundary
- Highways 89 & 12
- Other Roads
- Intensive
- Management Research
- Transition
- Landscape Research

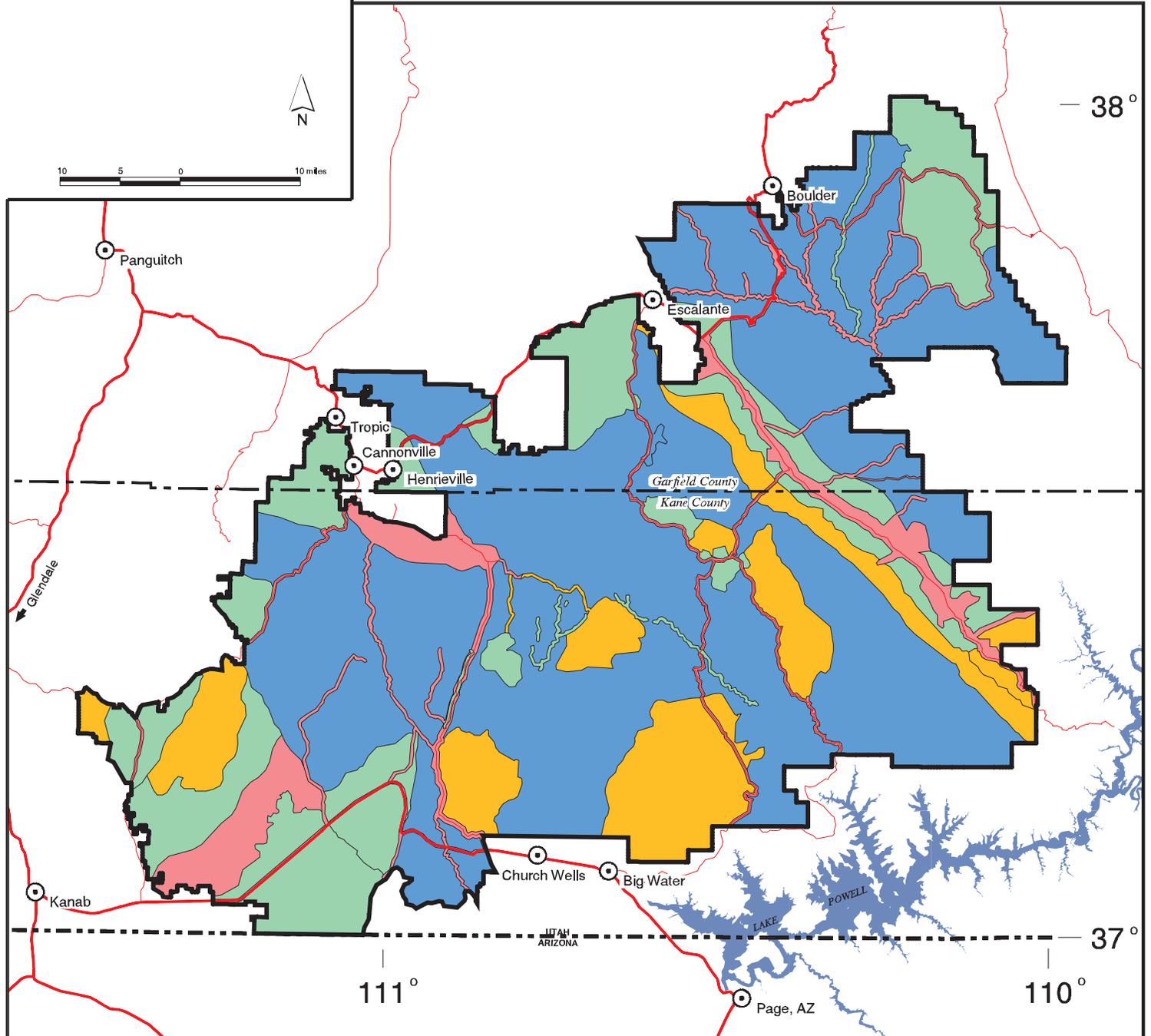


Location Map

Data has been gathered from a variety of sources and has been integrated to provide a planning context. The data shown outside the Monument may not have been verified. This map represents available information, and should not be interpreted to alter existing authorities or management responsibilities.



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1998



## CHAPTER 2- ALTERNATIVE C

### MONUMENT RESOURCES

#### Air Quality

The Monument would continue to be managed as a Prevention of Significant Deterioration Class II area as designated by the Clean Air Act.

#### Water

The BLM would request that the State of Utah accelerate development of total maximum daily load (TMDL) for 303d waters within the Monument, and if requested, would work with the Utah Department of Environmental Quality in conducting the TMDL analyses.

#### Vegetation

Vegetative manipulation, including mechanical, chemical, biological, hand cutting, and management ignited fire, would be allowed in the Intensive and Management Research Zones. No treatments would be allowed in the Transition Zone. Any non-mechanical and non-motorized treatments could be used in the Landscape Research Zone.

#### Animal Damage Control

Animal damage control activities within the Monument would be limited to the taking of individual animals responsible for verified livestock kills, where reasonable livestock management measures to prevent predation had been taken and had failed. Reasonable livestock management measures could include experimental measures in order to develop improved land management practices, an objective of this alternative. A long-term scientific monitoring program would be required to determine the effectiveness of all animal damage control measures.

#### Wild and Scenic Rivers

In this alternative, all 25 eligible river segments (330 miles) (Appendix 4) would be determined unsuitable and would not be recommended for Congressional designation into the National Wild and Scenic River System. These segments are shown on Map 3.7 and in Table 3.4 of Chapter 3.

These segments would not be managed to retain outstandingly remarkable values, but would be managed in accordance with prescriptions for this alternative.

### RESEARCH

Research and resource inventory and monitoring would take priority over other human uses. Recreation and other uses would be accommodated to the extent they do not conflict with research.

The Monument would be managed to provide a wide array of opportunities for the scientific community to conduct research related to either the natural or social sciences. All research would meet Monument data collection standards to be established by a science advisory group. Additionally, research would have a multi-scale and interdisciplinary approach, when possible.

The first priority for conducting research would be to study, collect, or record scientific information that is most at risk of being damaged or lost through disturbance or the passage of time. The second priority would be to continue gathering baseline resource data on the biological, physical, cultural, and social sciences within the Monument. A third priority would be to conduct applied research into the management of natural systems, including disturbance and recovery strategies. The Monument would be a laboratory for developing innovative methods for land management, including restoration and rehabilitation.

## CHAPTER 2- ALTERNATIVE C

Non-surface disturbing research would be encouraged in all zones. Surface disturbing research would be allowed for scientific purposes in the Intensive Zone, allowed to a lesser degree in the Management Research Zone, and generally not allowed in the Transition and Landscape Research Zones. Exceptions could be made in those zones for unique research opportunities.

### FACILITIES AND USE MANAGEMENT

No new special recreation management areas would be proposed under this alternative. The existing special recreation management areas (Escalante Canyons and Paria/Hackberry) would not be continued (Appendix 3).

As in all alternatives, visitor centers and Monument administrative facilities would be located outside the Monument, in the nearby communities.

Visitor day-use facilities and signs would be installed where necessary for visitor use, safety, and for the protection of sensitive resources. These facilities could include pullouts, parking areas, trailheads, toilets, interpretive sites, and picnic areas. Such facilities would be allowed in the Intensive and Management Research Zones. These facilities would not be allowed in the Transition and Landscape Research Zones.

Directional and informational signs would be allowed in the Transition Zone. Signs would only be allowed in the Landscape Research Zone where required for resource protection. Existing toilets would be maintained in the Transition Zone. Temporary sanitation facilities could be allowed in the Landscape Research Zone to accommodate research and education activities.

Dispersed camping would be allowed in all zones. Camping areas would be designated in the Escalante Canyons and the Paria/Hackberry area.

Campfires would continue to be allowed in the Intensive, Management Research, and Transition Zones. Campfires would not be allowed in the Landscape Research Zone, and in the Escalante Canyons and Paria/Hackberry area.

The group size limit in the Intensive, Management Research, and Transition Zones would be 50 people and/or animals. Groups would be limited to no more than 12 people and/or animals in the Landscape Research Zone, as well as in the Escalante Canyons and the Paria/Hackberry area.

Visitation would be closely monitored and permits would be mandatory. Allocations could be utilized to protect Monument resources within the Intensive and

Management Research Zones. As a tool to collect visitation information and to monitor levels of activity, overnight permits would be mandatory for the Transition Zone. Also, visitation to sensitive areas or areas of high scientific interest would be controlled by mandatory backcountry permits in the Landscape Research Zone.

Competitive and special events could be permitted within the Intensive and Management Research Zones. These events would not be allowed in the Transition and Landscape Research Zones.

Outfitter and guide services could be permitted, as appropriate to the zone, in the Intensive, Management Research, and Landscape Research Zones. These services would not be permitted in the Transition zone.

The placement of communication sites and other rights-of-way would be considered on a case-by-case basis in the Intensive and Management Research Zones. These facilities would not be allowed in the Transition and Landscape Research Zones.

Filming would not be allowed in this alternative.

Water developments could be used as a Management tool throughout the Monument

## CHAPTER 2- ALTERNATIVE C

to protect Monument resources or to restore natural systems, subject to project level NEPA analysis.

### TRANSPORTATION AND ACCESS

Cross-country travel would be prohibited in this alternative. All routes would be closed to motorized or mechanized vehicle use unless designated open. This approach would be consistent with that of the State of Utah, the United States Forest Service, and other land managers in the area.

Street legal motorized vehicles, including four-wheel-drive and mechanized vehicles (including mountain bicycles), would be allowed on 1,187 miles of routes designated open in the Intensive, Management Research, and Transition Zones (Map 2.5). The only routes in the Landscape Research Zone are along the boundary of the zone. Non-street-legal ATVs and dirt bikes would be prohibited. All zones would allow hikers, horses, and pack animals.

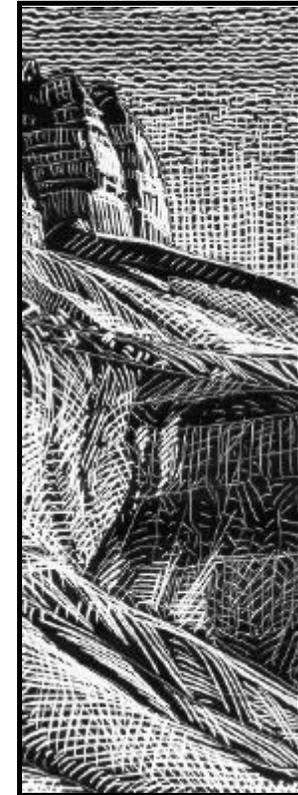
Some routes could be closed (temporarily or permanently) to protect research sites or for inventory purposes. Other routes could be closed and rehabilitated to protect scientific resources, or could be turned into trails.

Authorized users would be allowed motorized access not allowed to the general public.

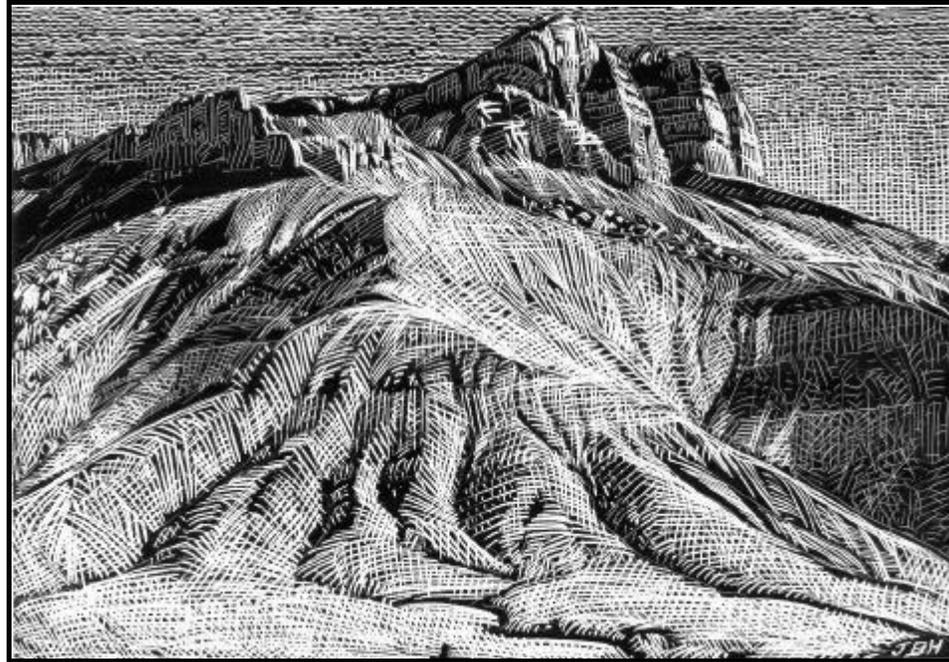
Authorized users could include grazing permittees, researchers, and others carrying out authorized activities under a permit, or other authorization. Routes designated open for certain administrative purposes (180 miles) are shown in Map 2.5. These routes would be gated and locked. Access would be strictly limited to a specific time period and number of trips, and would only be granted for legitimate and specific purposes. Maintenance would be the minimum required to serve the administrative purpose. If the administrative purpose were to cease, the route would be closed.

Open routes could be maintained up to their current condition within the current disturbed areas; no widening, new pullouts, passing lanes, or other travel surface upgrades could occur. Maintenance work would focus on spot repairs. Researchers would be allowed to request maintenance or upgrades of routes needed to access research sites.

Trail construction and maintenance would be allowed, mainly for research and resource protection, in the Intensive, Management Research, and Transition Zones. Trail construction would not be allowed in the Landscape Research Zone. Maintenance would be allowed only for resource protection in this zone.



CHAPTER 2- ALTERNATIVE C



# Map 2.5: Transportation Alternative C



- ⊙ Principal Communities
- ▬ Monument Boundary
- ▬ Highways 89 & 12
- ▬ Other Roads
- ▬ Administrative Use
- ▬ Public Use (No ATVs)

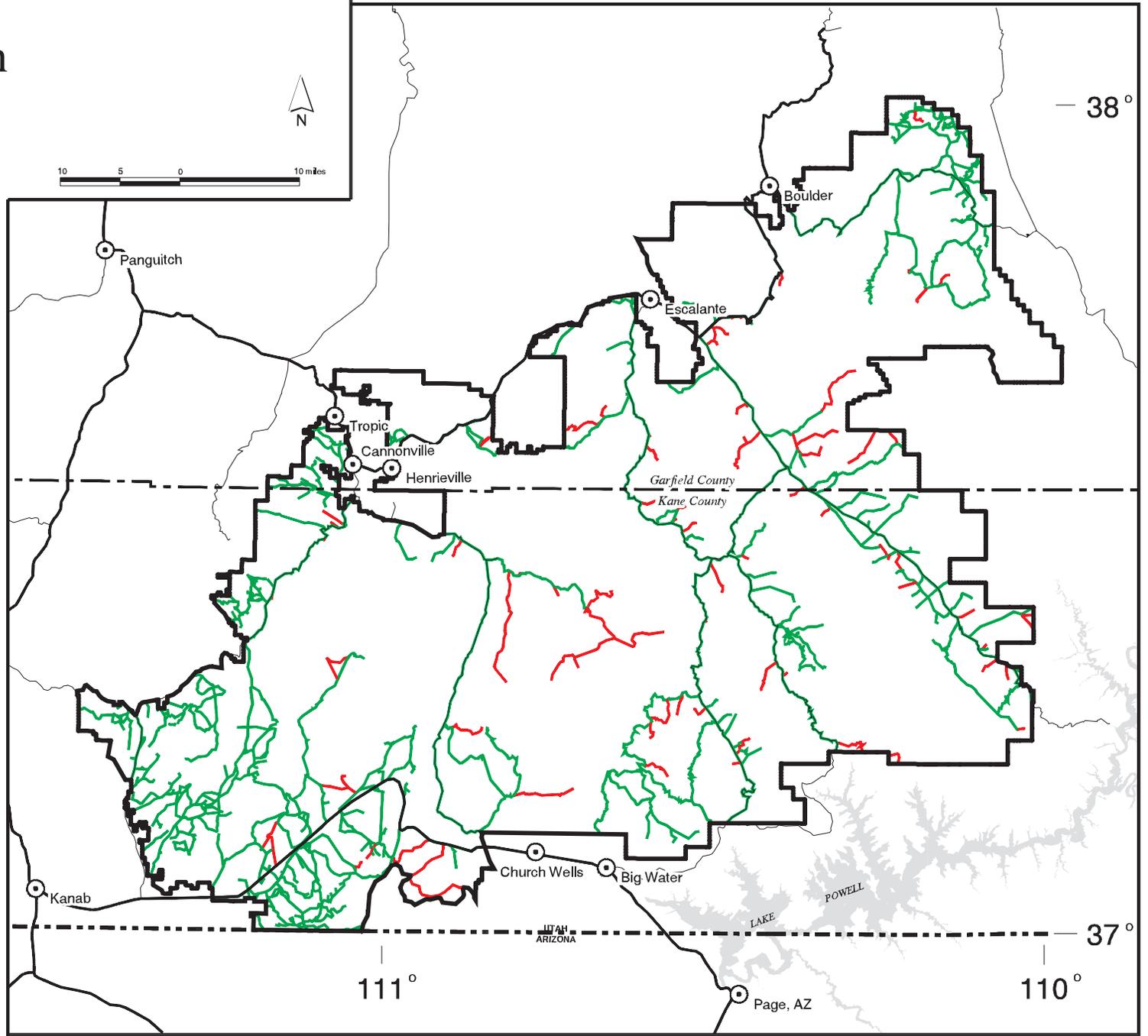


Location Map

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**CHAPTER 2- ALTERNATIVE C**

**TABLE 2.3  
ALTERNATIVE C MANAGEMENT ZONES**

	<b>INTENSIVE (151,029 acres - 9%)</b>	<b>MANAGEMENT RESEARCH (350,992 acres - 21%)</b>	<b>TRANSITION (230,526 acres - 14%)</b>	<b>LANDSCAPE RESEARCH (952,352 acres - 56%)</b>
<b>Monument Resources</b>				
Vegetation manipulation	Callow the following: -mechanical -chemical -biological -hand cutting -management ignited fire	Callow the following: -mechanical -chemical -biological -hand cutting -management ignited fire	Cnot allowed	Callow the following without the use of motorized/mechanized equipment: -chemical -biological -hand cutting -management ignited fire
<b>Research</b>				
Non-surface disturbing research	Cencouraged	Cencouraged	Cencouraged	Cencouraged
Surface disturbing research	C allowed for scientific purposes	Caccommodate some surface disturbing research	Cgenerally not allowed in this zone Cexceptions made for unique research opportunities	Cgenerally not allowed in this zone Cexceptions made for unique research opportunities
<b>Facilities and Use Management</b>				
Parking area and trailhead construction	C allowed	C allowed	Cnot allowed	Cnot allowed

**CHAPTER 2- ALTERNATIVE C**

	<b>INTENSIVE (151,029 acres - 9%)</b>	<b>MANAGEMENT RESEARCH (350,992 acres - 21%)</b>	<b>TRANSITION (230,526 acres - 14%)</b>	<b>LANDSCAPE RESEARCH (952,352 acres - 56%)</b>
Signing	C directional, informational, and interpretive signs encouraged	C allow directional and informational signs	C allow directional and informational signs	C allow only where required for resource protection
Interpretive sites and picnic areas	C encouraged, as needed	C allowed only for resource protection purposes	C not allowed	C not allowed
Toilets	C as needed	C as needed	C maintain existing toilets	C temporary facilities to accommodate research and education activities
Camping	C allow dispersed camping C designate camping areas in Escalante and Paria/Hackberry Canyons	C allow dispersed camping	C allow dispersed camping	C allow dispersed camping
Campfires	C campfires allowed, except in the Escalante and Paria/Hackberry Canyons	C campfires allowed	C campfires allowed	C campfires not allowed

**CHAPTER 2- ALTERNATIVE C**

	<b>INTENSIVE (151,029 acres - 9%)</b>	<b>MANAGEMENT RESEARCH (350,992 acres - 21%)</b>	<b>TRANSITION (230,526 acres - 14%)</b>	<b>LANDSCAPE RESEARCH (952,352 acres - 56%)</b>
Group size	Cgroup limit of 50 people and/or animals Cgroup limit of 12 people and/or animals and permit required for overnight stays in the Escalante Canyons and Paria/Hackberry area	Cgroup limit of 50 people and/or animals	Cgroup limit of 50 people and/or animals	Cgroup limit of 12 people and/or animals
Allocations	Ccould be utilized to protect Monument resources	Ccould be utilized to protect Monument resources	Ccould be utilized for backcountry use	Ccould be utilized for backcountry use in areas of sensitivity or high scientific value
Competitive and special events	Callowed by permit	Callowed by permit	Cnot allowed	Cnot allowed
Outfitters/guides	Cpermitted as appropriate to this zone	Cpermitted as appropriate to this zone	Cno outfitter/guide permits	Cpermitted as appropriate to this zone
Communication sites and utility rights-of-way (pipelines, power lines, etc.)	Cconsidered on a case-by-case basis	Cconsidered on a case-by-case basis	Cnot allowed	Cnot allowed
Filming	Cnot allowed	Cnot allowed	Cnot allowed	Cnot allowed

**CHAPTER 2- ALTERNATIVE C**

	<b>INTENSIVE (151,029 acres - 9%)</b>	<b>MANAGEMENT RESEARCH (350,992 acres - 21%)</b>	<b>TRANSITION (230,526 acres - 14%)</b>	<b>LANDSCAPE RESEARCH (952,352 acres - 56%)</b>
<b>Transportation and Access</b>				
Access	<p>C470 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>Cno routes designated for non-street legal ATV and dirt bike use</p> <p>Cclose/rehabilitated some routes to protect significant scientific resources</p> <p>Cturn some closed routes into trails</p> <p>Callow hikers, horses, and pack animals</p>	<p>C510 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>Cno routes designated for non-street legal ATV and dirt bike use</p> <p>Croutes may be closed (temporarily or permanently) to protect research sites</p> <p>Callow horses, hikers, and pack animals</p>	<p>C173 miles of routes designated open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>Cno routes designated for non-street legal ATV and dirt bike use</p> <p>Ctemporary route closures to inventory resources</p> <p>Callow horses, hikers, and pack animals</p>	<p>C34 miles of routes designated open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>Cno routes designated for non-street legal ATV and dirt bike use</p> <p>Caccess for authorized administrative uses and researchers on a case-by-case basis</p> <p>Csome closing and rehabilitating of routes</p> <p>Callow hikers, horses, or pack animals</p>
Trail construction	Callowed for research and resource protection	Callowed for research and resource protection	Callowed for research and resource protection	Cnot allowed
Trail maintenance	Callowed	Callowed	Callowed	Callowed for resource protection only

## CHAPTER 2- ALTERNATIVE D

### ALTERNATIVE D

#### INTRODUCTION

This alternative would emphasize preservation of the primitive, undeveloped nature of the Monument through the stewardship of intact natural systems. The primal character of the land itself has helped to both create and preserve the important geological, paleontological, archeological, historical, and biological resources of the Monument. This alternative would maximize protection of the natural environment, while enhancing its remote character by limiting travel corridors and visitation.

Visitor use would be focused on the periphery of the Monument, with limited access and visitor use in the interior. A wide variety of developed trails, interpretive sites, and other visitor facilities would be provided at the periphery of the Monument, near local communities. Elsewhere, facilities would be provided only where necessary for public safety or for the protection of Monument resources. Recreational uses would be restricted by group size, permits, and possible allocation. Utility lines, competitive events, and other uses would also be restricted in the remote zones to minimize resource impacts in the interior. The approach of this alternative would provide economic opportunities for local communities by encouraging

development of visitor services, such as interpretive centers and campgrounds, outside the Monument.

Research would be an important component of this alternative, and would be encouraged to the extent compatible with supporting the land's primitive and remote character. Researchers would be subject to the same stipulations as other backcountry users, except in limited circumstances where unique and outstanding research opportunities warrant strictly controlled exceptions. Likewise, ground disturbing research, or other research that would conflict with the primitive and remote character of the Monument, would not be allowed, except in cases of unique opportunities with high scientific value.

In Alternative D, three zones are used to illustrate where different management strategies would be employed (Map 2.6). More detailed management descriptions follow the zone descriptions.



## CHAPTER 2- ALTERNATIVE D

### Enhanced Zone (113,814 acres - 7 percent of the Monument)

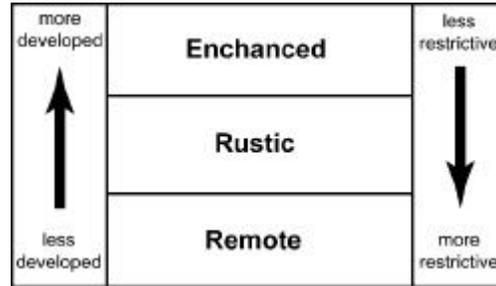
This zone provides the widest range of developed facilities and recreation opportunities on the Monument's periphery, close to communities surrounding the Monument. All access would be on routes accessible to passenger cars, to selected points of interest which focus on day-use opportunities.

### Rustic Zone (177,152 acres - 10 percent of the Monument)

This zone focuses on smaller areas where motorized and mechanized travel would be allowed on routes designated open, while retaining the remote character of the zone. New facilities would be allowed only where needed to protect Monument resources.

### Remote Zone (1,393,933) acres - 83 percent of the Monument)

This zone highlights natural systems in large areas by eliminating motorized/mechanized access and activities to maintain natural systems and Monument resources.



## MONUMENT RESOURCES

### Air Quality

In this alternative, the BLM would pursue obtaining a Prevention of Significant Deterioration Class I Air Quality redesignation for the Monument. This objective could be reached by working with the State of Utah to pursue redesignation legislation.

### Water

The BLM would request that the State of Utah accelerate development of total maximum daily loads (TMDL) for 303d waters within the Monument, and if requested, would work with the Utah Department of Environmental Quality in conducting the TMDL analyses.

Water quality monitoring would be implemented when ground disturbance or other factors could adversely affect water quality. Mitigation would be required if adverse effects were detected.

### Vegetation

Vegetation manipulation, including hand cutting (including with power-tools), limited chemical treatment, and management ignited fire, would be allowed to some degree in all zones. The emphasis would be the protection of sensitive resources. Use of fire for hazardous fuel reduction could be used in the Enhanced Zone.

### Animal Damage Control

In this alternative, no animal damage control activities would take place within the Monument.

### Wild and Scenic Rivers

In this alternative, all of the 25 eligible river segments (330 miles) (see Table 3.4 in Chapter 3 and Appendix 4) would be determined suitable and would be recommended for Congressional designation into the National Wild and Scenic River System. These segments are shown on Map 2.7. Their tentative classifications and a

# Map 2.6: Alternative D

-  Principal Communities
-  Monument Boundary
-  Highways 89 & 12
-  Other Roads
-  Enhanced
-  Rustic
-  Remote

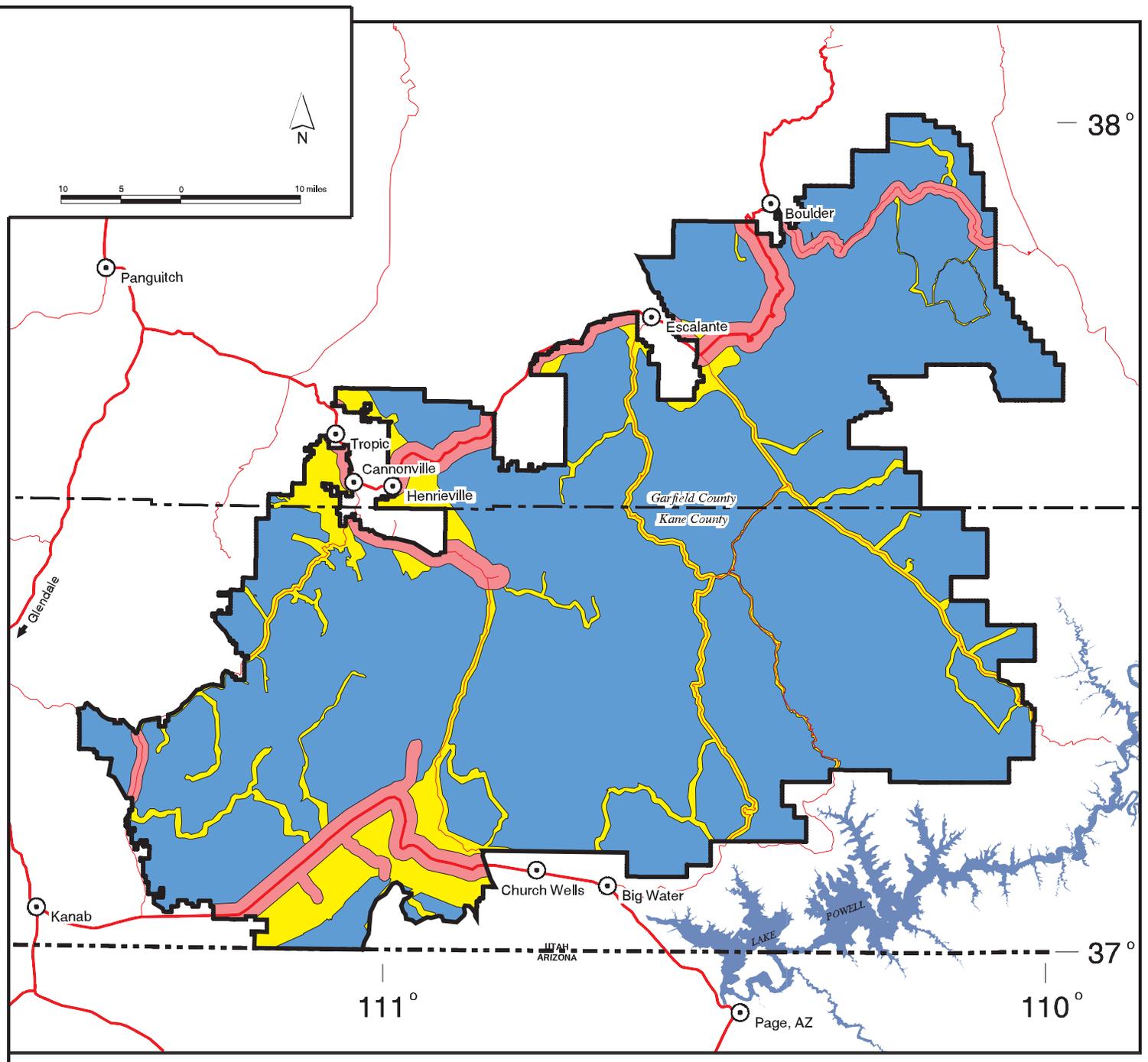


Location Map

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# Map 2.7: Wild and Scenic Rivers Alternative D



- Principal Communities
- Monument Boundary
- RIVER CLASSES**
- Recreational
- Scenic
- Wild

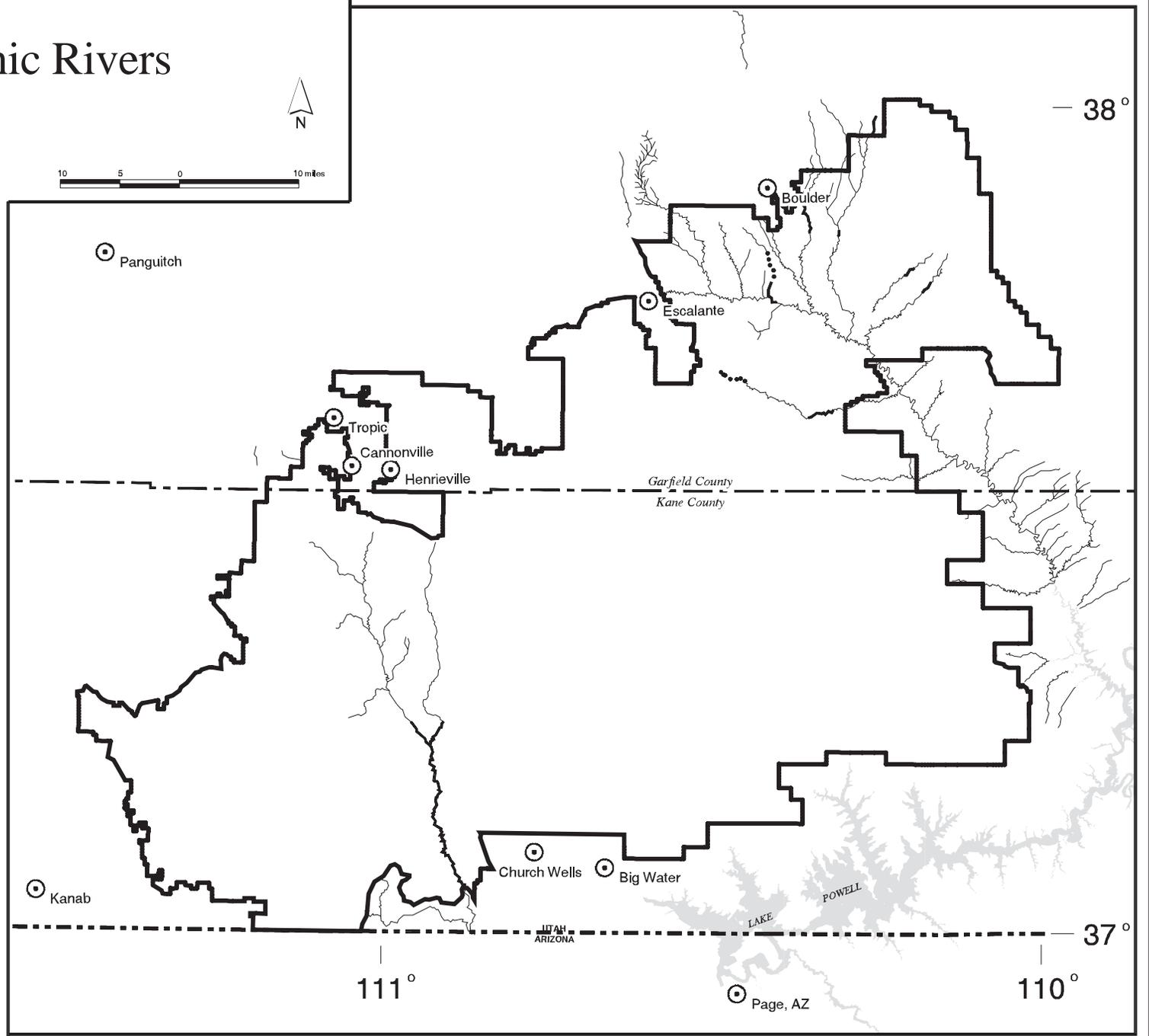


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## CHAPTER 2- ALTERNATIVE D

rationale for their suitability determination are described in Appendix 5.

The BLM would manage suitable segments for the preservation of outstandingly remarkable values, under the prescriptions and directions of the Monument Management Plan.

The tentative classifications in this document were chosen to be consistent with the zones in each alternative.

### RESEARCH

Ground disturbing research would be allowed, with mitigation, in the Enhanced Zone. In this zone all research would have a public interpretive component as a requirement. Research in this alternative would require a permit and would be closely regulated. In the Rustic and Remote Zones, non-surface disturbing research would be encouraged. Surface disturbing research would be allowed in the Rustic and Remote Zones only if it could not be done elsewhere, and was of high scientific value.

### FACILITIES AND USE MANAGEMENT

The Escalante Canyons and Paria/Hackberry area would continue to be managed intensively as special recreation management

areas. Management prescriptions for these areas are described in Appendix 3.

As in all alternatives, visitor centers and Monument administrative facilities would be located outside the Monument, in the nearby communities.

Numerous visitor day-use facilities and signs would be encouraged as necessary for visitor use, safety, and for the protection of sensitive resources in the Enhanced Zone. These facilities could include pullouts, parking areas, trailheads, toilets, and picnic areas. Interpretive sites and signs highlighting the archaeological, biological, geological, paleontological, and historic resources of the Monument would be common in the Enhanced Zone. Limited facilities and signs, for the sole purpose of resource protection or visitor safety, would be allowed in the Rustic Zone. Signs in the Remote Zone would be for emergency resource protection only. In the Remote Zone, construction of other facilities would not be allowed, and existing facilities would be removed unless they were in place to protect sensitive resources. Interpretation in the Remote Zone would be off-site.

Established camping facilities at Calf Creek and Deer Creek in the Enhanced Zone would be upgraded to the level identified in the existing management plans for these

recreation areas. In the Rustic and Remote Zones, camping would be allowed in designated primitive campsites. No dispersed camping would be allowed within ½ mile of designated primitive campsites or developed campgrounds, unless further restricted by the zone prescription, but would be allowed elsewhere. Allocations could be implemented to keep numbers low. Reservation systems would be established to accomplish this in highly used areas.

Campfires would be allowed, with the use of fire pans and in fire grates, in all zones except the Escalante Canyons and the Paria/Hackberry area, where no fires would be allowed.

All persons staying overnight in the Monument would be required to obtain a permit. The group size limit in the Enhanced Zone would be 25 people and/or animals. In the Rustic and Remote Zones, the group size would be limited to 12 people and/or animals. Exceptions for larger groups would be limited to specific areas in the Rustic Zone and would not be allowed in the Remote Zone. To keep use at low levels, limitations on numbers of people and/or animals could be implemented in the Rustic and Remote Zones. Use limits could be implemented in all zones for research, groups, and overnight use.

## CHAPTER 2- ALTERNATIVE D

Competitive and special events would only be allowed by permit in the Enhanced Zone.

In order to protect specific sensitive archaeological or paleontological sites, visitation to some sites by the public would require the services of outfitters and guides. Outfitters and guides would be available to provide a full range of opportunities for the public. Outfitter and guide use must comply with the constraints of the zone, and with allocation and use limits set by the BLM.

New rights-of-way would be discouraged in this alternative. New construction could be allowed in the Enhanced Zone with mitigation. No new rights-of-way, except as provided in the valid existing rights section, would be allowed and low impact technology for maintenance would be required in the Rustic and Remote Zones.

Minimum impact filming would be allowed in the Enhanced Zone by permit.

No new water developments would be allowed in this alternative. Existing water developments would be evaluated to determine compatibility with the protection of Monument resources. Incompatible water developments would be removed, and the area rehabilitated.

### TRANSPORTATION AND ACCESS

In this alternative, cross-country vehicle travel would be prohibited, and all routes would be closed to motorized or mechanized vehicle use unless designated open. Vehicles would be allowed to operate only on routes designated open. This approach would be consistent with that of the State of Utah, the United States Forest Service, and other land managers in the area.

Street legal motorized vehicles, including four-wheel-drive and mechanized vehicles (including mountain bicycles), would be allowed on 760 miles of routes designated open in the Rustic and Enhanced Zones (Map 2.8). No routes would be designated open in the Remote Zone. Closed routes would either be rehabilitated or turned into trails. Non-street-legal ATVs and dirt bikes would be prohibited in all zones. All zones would allow hikers, horses, and pack animals.

Authorized users would be allowed motorized access not allowed to the general public. Authorized users could include grazing permittees, researchers, and others carrying out authorized activities under a permit, or other authorization. Routes designated open for administrative purposes (30 miles) are shown in Map 2.8. These routes would be gated and locked. Access would be strictly limited to a specific time period and number

of trips, and would only be granted for legitimate and specific purposes.

Maintenance of these administrative routes would be the minimum required to serve the administrative purpose. If the administrative purpose were to cease, the route would be closed.

Open routes could be maintained to the current standard and within the current disturbed areas; no widening, new pullouts, passing lanes, or other travel surface upgrades would occur.

All types of trails could be developed in the Enhanced Zone, including fully accessible interpretive trails. Trails which limit access to specific user groups could be established to reduce conflicts between these groups (for example, there could be trails for hiking only, with no horses, pack animals, or mountain bicycle travel permitted). Construction of trails for the protection of sensitive resources would be allowed in the Rustic Zone. Maintenance would be focused on day-use trails. New trail construction would be permitted in the Remote Zone only to protect sensitive resources. Some maintenance of existing trails would be allowed, with the emphasis on rehabilitating social trails.

# Map 2.8: Transportation Alternative D

- Principal Communities
- ▮ Monument Boundary
- ▮ Highways 89 & 12
- ▮ Other Roads
- ▮ Administrative Use
- ▮ Public Use (No ATVs)

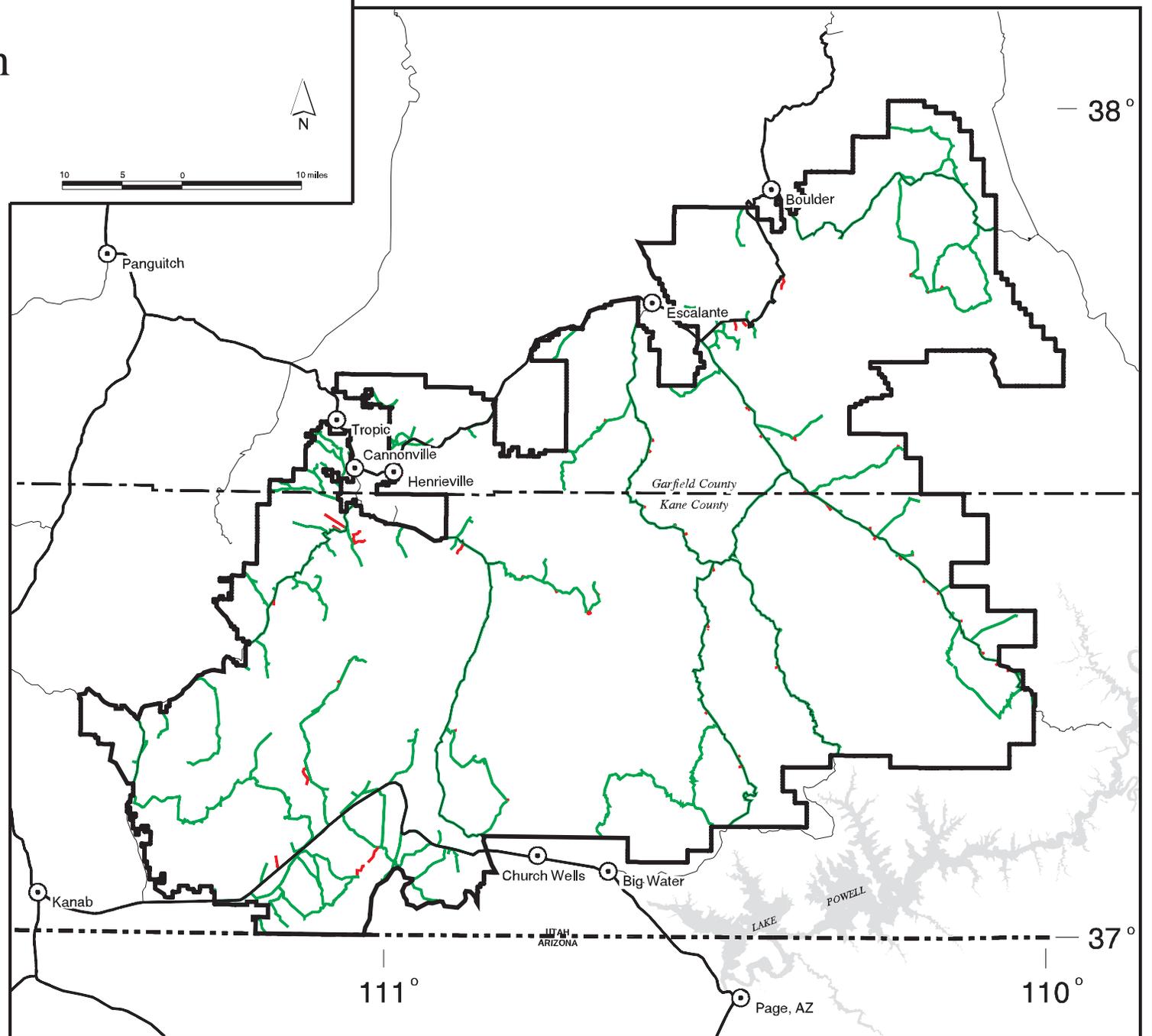


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## CHAPTER 2- ALTERNATIVE D

**TABLE 2.4  
ALTERNATIVE D MANAGEMENT ZONES**

	<b>ENHANCED (113,814 acres - 7%)</b>	<b>RUSTIC (177,152 acres - 10%)</b>	<b>REMOTE (1,393,933 acres - 83%)</b>
<b>Monument Resources</b>			
Vegetation manipulation	Allow the following for protection of sensitive resources only: -hand cutting -limited chemical -management ignited fire for hazardous fuel reduction	Allow the following for protection of sensitive resources only: -hand cutting -limited chemical -management ignited fire	Allow the following for protection of sensitive resources only: -hand cutting -limited chemical -management ignited fire
<b>Research</b>			
Non-surface disturbing research	Encourage these methods Allow by permit	Encourage these methods Allow by permit	Encourage these methods Allow by permit
Surface disturbing research	Allow with permit and appropriate mitigation All research would have a public interpretive component	Allow with permit only if it could not be done elsewhere and was of high scientific value	Allow with permit only if it could not be done elsewhere and was of high scientific value
<b>Facilities and Use Management</b>			
Parking area and trailhead construction	Construct as necessary for visitor needs and to protect sensitive resources Encourage interpretive sites Motorized pullouts or trails highlighting Monument resources	Only to protect sensitive resources and for safety	No new trailhead construction
Signing	Provide extensive interpretive and directional signs	Only to protect sensitive resources and for safety	Only for emergency resource protection

**CHAPTER 2- ALTERNATIVE D**

	<b>ENHANCED (113,814 acres - 7%)</b>	<b>RUSTIC (177,152 acres - 10%)</b>	<b>REMOTE (1,393,933 acres - 83%)</b>
Interpretive site and picnic areas	Cprovide day-use facilities Cmotorized pullouts or trails highlighting Monument resources	Conly to protect sensitive resources	Cno new construction Call interpretation off-site Cremove any existing facilities, unless necessary for sensitive resource protection
Toilets	Cprovide adequate sanitation facilities	Conly to protect sensitive resources	Cno new construction
Camping	Ccontinue Calf Creek and Deer Creek campground development, as per plan Cdispersed camping allowed	Cdesignate primitive campsites Callocations may be implemented in this zone Creservations in highly used areas Cdispersed camping allowed	Cdesignate primitive campsites Callocations may be implemented in this zone Creservations in highly used areas Cdispersed camping allowed
Campfires	Cno open fires in the Escalante canyons and the Paria/Hackberry area Cfire pans or grates in all other areas	Cfire pans or grates only	Cfire pans or grates only
Group size	Cgroup size limit of 25 people and/or animals	Cgroup size limit of 12 people and/or animals Csome larger groups in selected areas (i.e. Hole-in-the-Rock Trail, Dance Hall Rock, etc.) by permit	Cgroup size limit of 12 people and/or animals
Allocation	CAllocations could be implemented for: -overnight use -research -groups	CAllocations could be implemented for: -overnight use -research -groups	CAllocations could be implemented for: -overnight use -research -groups

**CHAPTER 2- ALTERNATIVE D**

	<b>ENHANCED (113,814 acres - 7%)</b>	<b>RUSTIC (177,152 acres - 10%)</b>	<b>REMOTE (1,393,933 acres - 83%)</b>
Competitive and special events	C by permit only	C not allowed	C not allowed
Outfitters/guides	C use to provide a full range of opportunities for visitors C use to provide services to specific sensitive archaeological or paleontological sites. Visitation to these sites by the public would require an outfitter/guide. C must comply with constraints of zone and allocation and use limits	C use to provide services to specific sensitive archaeological or paleontological sites. Visitation to these sites by the public would require an outfitter/guide. C must comply with constraints of zone and allocation and use limits	C use to provide services to specific sensitive archaeological or paleontological sites. Visitation to these sites by the public would require an outfitter/guide. C must comply with constraints of zone and allocation and use limits
Communication sites and utility rights-of-way (pipelines, power lines, etc.)	C new construction allowed with mitigation	C no new rights-of-way C maintain existing with appropriate lowest impact technology	C no new rights-of-way C maintain existing with appropriate lowest impact technology
Filming	C minimum impact allowed by permit	C not allowed	C not allowed
<b>Transportation and Access</b>			
Access	C 203 miles of designated routes open to street legal motorized and mechanized vehicles, including mountain bicycles C close and rehabilitate/restore some routes C turn some closed routes into trails C allow hikers, horses, and pack animals C non-street legal ATV and dirt bike use prohibited	C 557 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles C close and rehabilitate/restore some routes C turn some closed routes into trails C allow hikers, horses, and pack animals C non-street legal ATV and dirt bike use prohibited	C prohibit motorized and mechanized vehicles, including mountain bicycles C close and rehabilitate existing routes C allow hikers, horses, and pack animals C non-street legal ATV and dirt bike use prohibited

**CHAPTER 2- ALTERNATIVE D**

	<b>ENHANCED (113,814 acres - 7%)</b>	<b>RUSTIC (177,152 acres - 10%)</b>	<b>REMOTE (1,393,933 acres - 83%)</b>
Trail construction	C develop all levels of trails C focus on day-use opportunities C fully accessible interpretive trails	C allowed only to protect sensitive resources	C allowed only to protect sensitive resources
Trail maintenance	C maintain trails	C minimal level of maintenance	C minimal level of maintenance C focus on rehabilitation of social trails

## CHAPTER 2- ALTERNATIVE E

### ALTERNATIVE E

#### INTRODUCTION

This alternative would emphasize and facilitate a full range of developed and undeveloped recreational opportunities for visitors, while relying heavily upon public education and visitor use management to protect Monument resources. Consistent with all aspects of the Proclamation and the planning criteria, this alternative would emphasize the element of managing recreational activities for enjoyment of visitor experiences. It would employ a zoning system designed to provide numerous recreational opportunities, ranging from more developed, directed experiences, to less developed, primitive, and self-directed experiences. The intent would be to maximize recreational opportunities for visitors in a manner consistent with the protection of Monument resources. A proactive visitor services program would put emphasis on information, education, interpretation, and stewardship. Communities would be integral to dispersing information and providing visitor services.

In this alternative, some areas would have routes designated for motorized travel, while other areas would be closed to these uses, emphasizing access by foot or on horseback. To accommodate current and expected

visitation, signs and facilities such as developed campgrounds, picnic areas, and interpretive sites would be focused in the more developed areas and along major access routes. Other uses, including utility lines and other rights-of-way, commercial operations, fuelwood cutting, and competitive events, would be managed under permit or other systems to ensure resource protection.

Consistent with the focus on recreation and the visitor experience, recreation activities would generally take precedence over all other permitted land uses in the event that irreconcilable conflicts develop. In carrying out research projects, researchers would be subject to the access criteria established for the various zones; only limited exceptions for significant research opportunities would be made. Research would be prioritized by zone, with the highest priority placed on researching highly disturbed areas. Priority would also be given to projects with an outreach and education component aimed at promoting stewardship of Monument resources.

The level of development and directed recreational opportunities would be greater in the Scenic Highways Zone than in the Primitive Zone. Recreational experiences and levels of development would be similar in the Primitive Motorized and Primitive Zones, with the major difference being motorized

access. The same is true for the Backcountry and Foot and Hoof Zones. Map 2.9 depicts the proposed zones, and a more detailed description follows.



## CHAPTER 2- ALTERNATIVE E

**Scenic Highways (28,133 acres - 2 percent of the Monument)**

This zone would provide opportunities for visitors to see and experience the Monument while basing their activities in any one of the communities surrounding the Monument. Easily accessible trails and sites would be identified and developed to explore the biological, geological, paleontological, archeological, and historic resources near Highways 12 and 89. Activities and uses would be coordinated with the Utah Department of Transportation, local governments, and other adjacent Federal and state land managers to ensure safe and reasonable access to the widest range of visitors.

**Rural (35,140 acres - 2 percent of the Monument)**

This zone would provide facilities and opportunities similar to the Scenic Highways Zone, but routes and other opportunities would be farther from the communities. These routes would be accessible to most visitors in dry weather, where users would be cautioned to be prepared for a more remote experience.

**Backcountry (155,085 acres - 9 percent of the Monument)**

In this zone, visitors would find opportunities to experience the backcountry of the Monument. Trailheads and designated primitive campsites would enhance the backcountry experience. While two-wheel-drive access would be possible, most visitors would not feel comfortable driving a typical street vehicle into this zone.

**Foot and Hoof (363,437 acres - 22 percent of the Monument)**

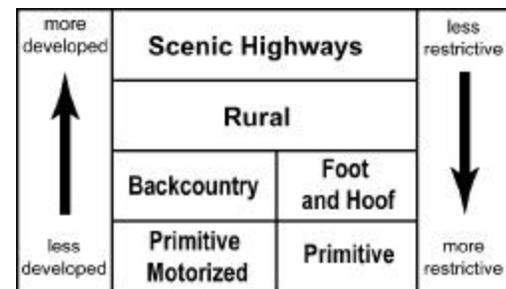
Visitors who want to experience the Monument by foot or on horse would be directed to and provided with some information about this zone. Encounters with other people would be rare. Visitors could experience a sense of self-discovery regarding the scientific and historic resources that are found in the Monument.

**Primitive Motorized (428,329 acres - 25 percent of the Monument)**

This zone would accommodate those visitors who desire a remote experience, an adventure, or want to experience the Monument in a four-wheel-drive vehicle. Visitors would be encouraged to discover the Monument on their own. Interpretive handouts would be distributed to teach sensitive, low impact use. Access would occur along the designated routes.

**Primitive (674,775 acres - 40 percent of the Monument)**

This zone would be available for non-mechanized exploration and discovery. It would be kept rough and rugged, and limited specific information would be provided about the special features in this zone.



# Map 2.9: Alternative E

-  Principal Communities
-  Monument Boundary
-  Highways 89 & 12
-  Other Roads
-  Scenic Highways
-  Rural
-  Backcountry
-  Foot and Hoof
-  Primitive Motorized
-  Primitive

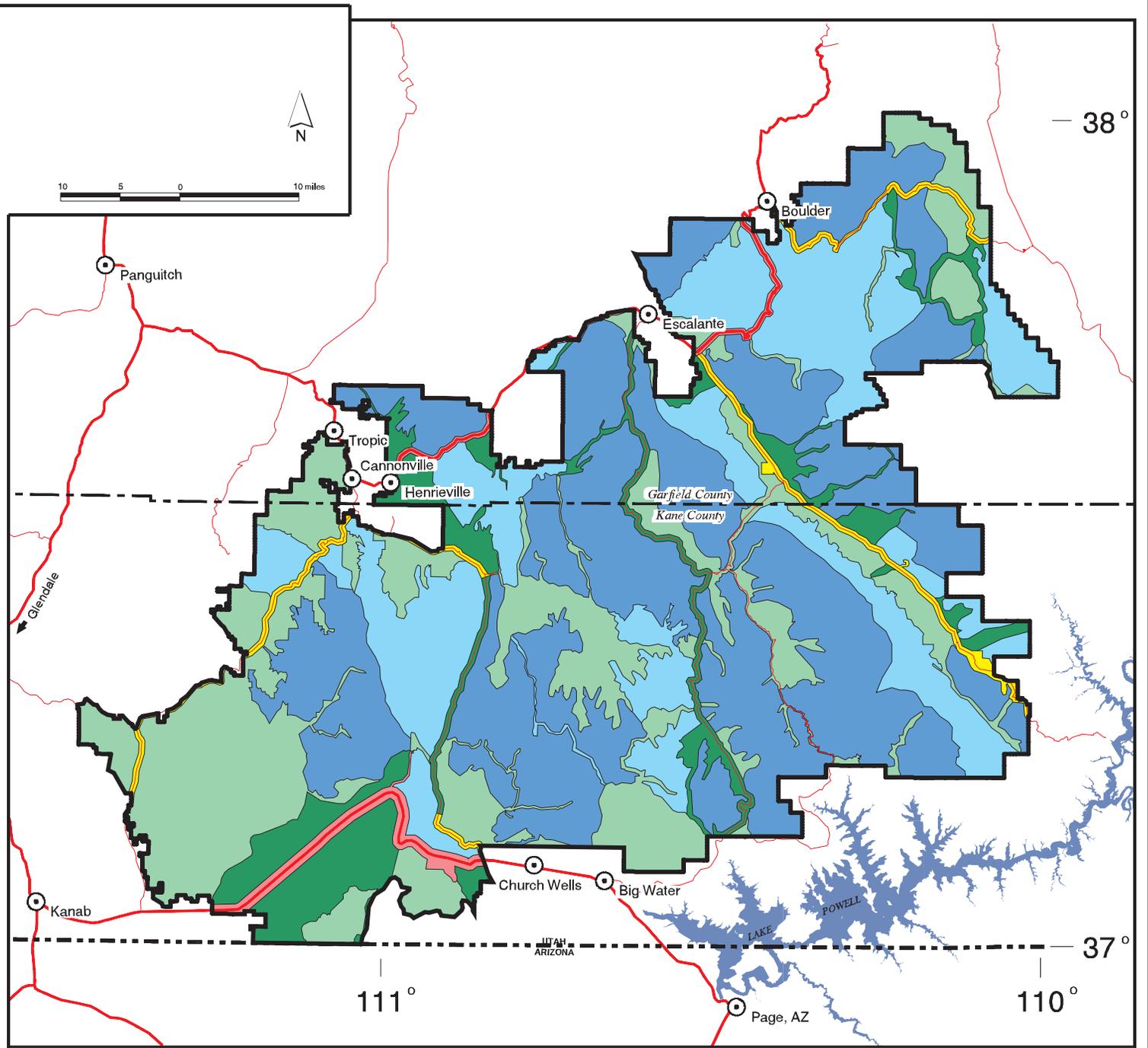


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## CHAPTER 2- ALTERNATIVE E

### MONUMENT RESOURCES

#### Air Quality

The Monument would continue to be managed as a Prevention of Significant Deterioration Class II area as designated by the Clean Air Act.

#### Water

Water quality monitoring would be implemented when ground disturbance or other factors could adversely affect water quality. Mitigation would be required if adverse effects were detected.

#### Vegetation

Vegetation manipulation would be allowed, as needed, in the Scenic Highways, Rural, and Backcountry Zones using the following techniques: mechanical, chemical, biological, handcutting, and management ignited fire. Hand cutting and management ignited fire would be allowed in the Primitive Motorized Zone. Management ignited fire would be allowed in the Foot and Hoof Zone. No vegetation manipulation would be allowed in the Primitive Zone.

#### Animal Damage Control

Animal damage control activities would be restricted where they conflict with recreational use. In addition, consistent with the objectives for management of fish and wildlife that are common to all alternatives (see Management Common to all Alternatives), animal damage control activities would be limited to those that achieve and maintain natural animal populations, population dynamics, and population distributions, or which do not conflict with that objective.

#### Wild and Scenic Rivers

In this alternative, 17 of the 25 eligible river segments (252 miles) (see Table 3.4 in Chapter 3 and Appendix 4) would be determined suitable and would be recommended for Congressional designation into the National Wild and Scenic River System. The eight eligible river segments not found suitable would be: Dry Hollow Creek, Cottonwood Canyon, Lower Horse Canyon, Wolverine Creek, Little Death Hollow, Phipps Wash, unnamed tributary west of Calf Creek, and parts of Harris Wash and side canyons into The Gulch. The suitable segments, are shown on Map 2.2. A rationale for their suitability determinations are described in Appendix 5.

The BLM would manage suitable segments for the preservation of outstandingly remarkable values, under the prescriptions and directions of the Monument Management Plan. River segments determined unsuitable would be managed under the direction and prescriptions of the Monument Management Plan.

The tentative classifications in this document were chosen to be consistent with the zones in each alternative.

#### RESEARCH

Non-surface disturbing research would be encouraged at visitor sites to protect resources and to be used as an interpretive tool in the Scenic Highways, Rural, Backcountry, and Foot and Hoof Zones. The Primitive Motorized and Primitive Zones would have priority for inventory and field study.

Surface disturbing research would be permitted in certain areas if conducted as an interpretive tool in the Scenic Highways, Rural, and Backcountry Zones. It would also be allowed in the Foot and Hoof, Primitive Motorized, and Primitive Zones, only if the research could not be conducted elsewhere.

## CHAPTER 2- ALTERNATIVE E

### FACILITIES AND USE MANAGEMENT

The following areas would be managed intensively as special recreation management areas: Escalante Canyons, Paria/Hackberry Area, Fifty-mile Mountain, Hole-in-the-Rock Road, Highway 12, and Highway 89. The management prescriptions for these areas are described in Appendix 3.

As in all alternatives, visitor centers and Monument administrative facilities would be located outside the Monument, in the nearby communities. Within the Monument, visitor facilities would vary by zone.

Visitor day-use facilities and signs would be installed where necessary to accommodate visitor use, ensure visitor safety, and/or protect sensitive resources. These facilities could include pullouts, parking areas, trailheads, toilets, and picnic areas. Such facilities would be common in the Scenic Highways Zone, available in selected locations along Hole-in-the-Rock, Burr Trail, Skutumpah, Cottonwood Wash, and Smoky Mountain Roads, and could be found in limited locations within the Backcountry Zone. In the Foot and Hoof, Primitive Motorized, and Primitive Zones, some facilities, such as interpretive sites and picnic areas, would not be allowed. A limited number of facilities (toilets) for visitor safety or resource protection could be built.

Camping facilities would range from fully accessible, developed campgrounds (no electricity or showers), which would be located near the existing paved highways, to designated primitive campsites scattered across the Rural and Backcountry Zones. Campgrounds would only be developed in the Scenic Highways Zone if opportunities were not provided by local communities. Primitive campsites could be designated in the Foot and Hoof Zone to protect sensitive resources. Dispersed camping would be allowed in all zones, except within ½ mile of designated primitive campsites or developed campgrounds, unless further restricted by the zone prescription.

Campfires would be restricted to fire grates or fire pans in the Scenic Highways and Rural Zones. The use of fire pans, and clean-up of fire rings would be encouraged in the Backcountry, Foot and Hoof, Primitive Motorized, and Primitive Zones. In the Escalante Canyons and the Paria/Hackberry area, no campfires would be allowed.

Groups of 75 or more people and/or animals would be required to obtain a special recreation permit, and would be directed to locations within the Rural and Backcountry Zones. In the Foot and Hoof, Primitive Motorized, and Primitive Zones the group size would be limited to 12 people and/or animals.

In this alternative, permits would be required for overnight stays and for selected, designated day-use areas. The permits would primarily be used as a tool to educate people about significant resources and how to practice appropriate low impact techniques within the Monument.

Allocation systems could be implemented in the Primitive Motorized and Primitive Zones in order to retain the primitive experience. This could be expanded to the Foot and Hoof Zone if needed.

Competitive and special events would be allowed by permit in the Scenic Highways, Rural, and Backcountry Zones.

Outfitters and guides would be allowed to operate in any zone across the Monument in compliance with the constraints of the zone, and allocation and use limits set by the BLM.

Rights-of-way approvals for communication sites and other utilities would be possible in the Scenic Highways, Rural, Backcountry, and Primitive Motorized Zones, as long as the use would blend with the landscape. Aerial power lines could be allowed within the Scenic Highways and Rural Zones, if they blend with the landscape.

Minimum impact filming could occur in all zones if used as an interpretive tool.

## CHAPTER 2- ALTERNATIVE E

Water developments could be used as a Management tool throughout the Monument to protect Monument resources, to facilitate visitor use, or to manage livestock and wildlife, consistent with the Proclamation, and subject to project level NEPA analysis.

### TRANSPORTATION AND ACCESS

Cross-country travel by vehicle would be prohibited. All routes would be closed to motorized or mechanized vehicle use unless designated open. Vehicles would be allowed to operate only on routes designated open. This approach would be consistent with that of the State of Utah, the United States Forest Service, and other land managers in the area.

Street legal motorized vehicles, including four-wheel-drive and mechanized vehicles (including mountain bicycles), would be allowed on 1,264 miles of routes designated open in the Scenic Highway, Rural, Backcountry, and Primitive Motorized Zones (Map 2.10). No routes would be designated open in the Foot and Hoof Zone or the Primitive Zone.

All zones would be open to hikers, horses, and pack animals.

Non-street legal ATVs and dirt bikes would be restricted to those routes designated open for their use. Non-street legal ATVs and dirt

bikes would be allowed on 980 miles of the 1,264 miles of routes designated open to street legal vehicles in the Scenic Highways, Rural, Backcountry, and Primitive Motorized Zones. The BLM, and Kane and Garfield Counties, would meet periodically to evaluate the routes designated as open for ATV use.

Authorized users would be allowed motorized access not allowed to the general public. Authorized users could include grazing permittees, researchers, and others carrying out authorized activities under a permit, or other authorization. Routes designated open for certain administrative purposes (84 miles) are shown in Map 2.10. These routes would be gated and locked. Access would be strictly limited to a specific time period and number of trips, and would only be granted for legitimate and specific purposes. Maintenance would be the minimum required to serve the administrative purpose. If the administrative purpose were to cease, the route would be closed.

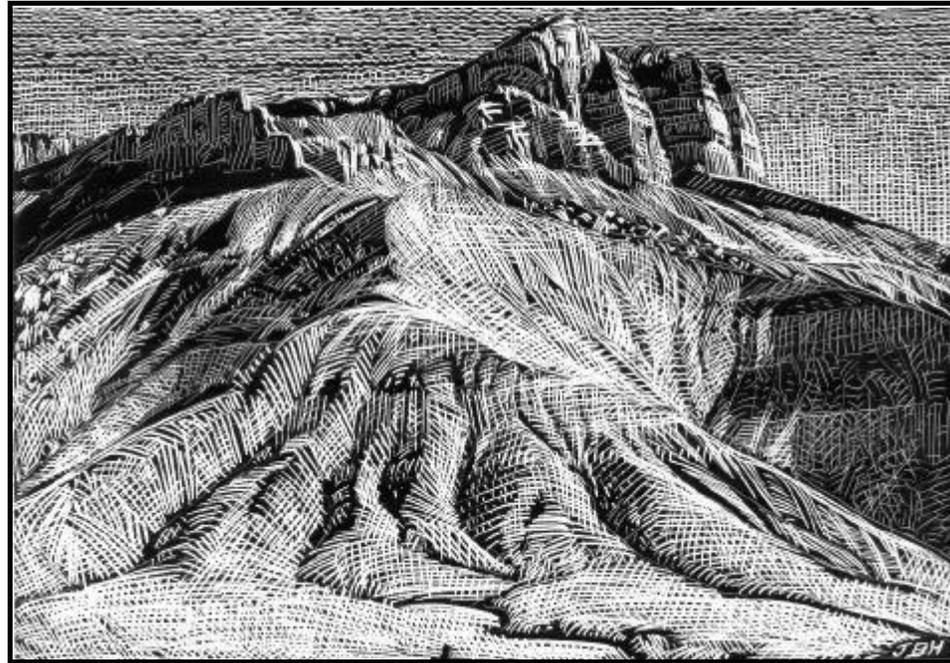
With the exception of those route segments listed below, open routes could not be upgraded beyond the current standard or beyond the current disturbed areas; no widening, new pullouts, passing lanes, or other travel surface upgrades would occur. Deviations from the current route maintenance levels would be allowed as follows (subject to Wilderness Study Area

Interim Management Policy, BLM Manual H-3550-1):

- C Hole-in-the-Rock Road could be upgraded to an all-weather gravel base with associated culverts and other drainage work.
- C Smoky Mountain Road : Alvey Wash section could be upgraded to an all-weather gravel base with associated culverts and other drainage work.
- C Cottonwood Wash Road: The first 7 to 8 miles from Highway 89 could be upgraded to a paved condition. The segment along the Paria River and the Cockscomb could be improved to an all-weather gravel surface. The segment from Grosvenor Arch to Cannonville could be paved.
- C Skutumpah Road could be upgraded to an all-weather gravel base with associated culverts and other drainage work.

Trails could be constructed within the Scenic Highways, Rural, Backcountry, and Foot and Hoof Zones. These trails could range from fully accessible paved trails near the major highways, to unpaved day-use and backcountry routes. Limited maintenance of existing trails would be allowed, with the rehabilitation of social trails and roads as the major focus. No new trail construction would occur within the Primitive Motorized and Primitive Zones.

CHAPTER 2- ALTERNATIVE E



# Map 2.10: Transportation Alternative E



- Principal Communities
- Monument Boundary
- Highways 89 & 12
- Other Roads
- Administrative Use
- Public Use (No ATVs)
- Public and ATV Use

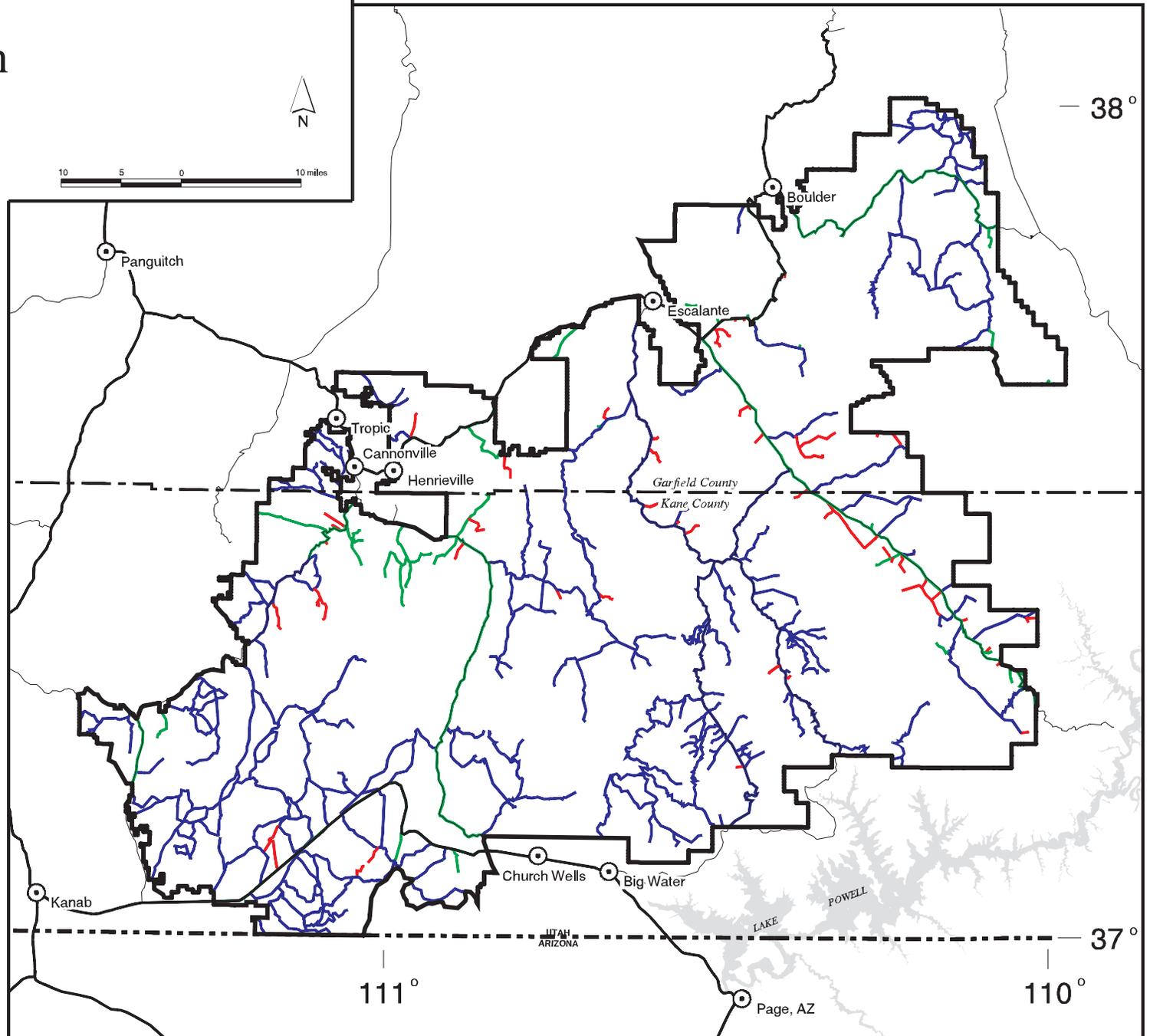


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## CHAPTER 2- ALTERNATIVE E

**TABLE 2.5  
ALTERNATIVE E MANAGEMENT ZONES**

	<b>SCENIC HIGHWAYS (28,133 acres - 2%)</b>	<b>RURAL (35,140 acres - 2%)</b>	<b>BACKCOUNTRY (155,085 acres - 9%)</b>	<b>FOOT AND HOOF (363,437 acres - 22%)</b>	<b>PRIMITIVE MOTORIZED (428,329 acres - 25%)</b>	<b>PRIMITIVE (674,775 acres - 40%)</b>
<b>Monument Resources</b>						
Vegetation manipulation	C allow as needed: -mechanical -chemical -biological -hand cutting -management ignited fire	C allow as needed: -mechanical -chemical -biological -hand cutting -management ignited fire	C allow as needed: -mechanical -chemical -biological -hand cutting -management ignited fire	C allow: -management ignited fire	C allow: -hand cutting -management ignited fire	C not allowed
<b>Research</b>						
Non-surface disturbing research	C encouraged at visitor sites to protect resources and if used as an interpretive tool	C encouraged at visitor sites to protect resources and if used as an interpretive tool	C encouraged at visitor sites to protect resources and if used as an interpretive tool	C encouraged at visitor sites to protect resources and if used as an interpretive tool	C priority for inventory and field studies	C priority for inventory and field studies
Surface disturbing research	C permitted in certain areas if done as an interpretive tool	C permitted in certain areas if done as an interpretive tool	C permitted in certain areas if done as an interpretive tool	C only if it could not be done elsewhere	C only if it could not be done elsewhere	C only if it could not be done elsewhere

## CHAPTER 2- ALTERNATIVE E

	<b>SCENIC HIGHWAYS</b> (28,133 acres - 2%)	<b>RURAL</b> (35,140 acres - 2%)	<b>BACKCOUNTRY</b> (155,085 acres - 9%)	<b>FOOT AND HOOF</b> (363,437 acres - 22%)	<b>PRIMITIVE MOTORIZED</b> (428,329 acres - 25%)	<b>PRIMITIVE</b> (674,775 acres - 40%)
<b>Facilities and Use Management</b>						
Parking area and trailhead construction	C allowed for visitor needs C to protect sensitive resources	C allowed for visitor needs C to protect sensitive resources	C allowed for visitor needs C to protect sensitive resources	C not allowed	C minimal construction	C not allowed
Signing	C high level of directional, safety, and interpretive signs	C moderate level of directional, safety, and interpretive signs	C directional signs on roads, strong safety messages C minimal signs at intersections C information and interpretive signs at trailheads and special features	C information and minimal interpretive signs at trailheads C minimal directional signs at trail intersections	C no signing except where needed to show access route as open	C none
Interpretive site and picnic areas	C provide sites	C provide sites	C provide sites	C not allowed	C not allowed	C not allowed
Toilets	C provide adequate sanitation facilities	C provide adequate sanitation facilities	C provide where needed to protect resources	C provide where needed to protect resources using least impacting appropriate technology	C provide where needed to protect resources using least impacting appropriate technology	C not allowed

**CHAPTER 2- ALTERNATIVE E**

	<b>SCENIC HIGHWAYS (28,133 acres - 2%)</b>	<b>RURAL (35,140 acres - 2%)</b>	<b>BACKCOUNTRY (155,085 acres - 9%)</b>	<b>FOOT AND HOOF (363,437 acres - 22%)</b>	<b>PRIMITIVE MOTORIZED (428,329 acres - 25%)</b>	<b>PRIMITIVE (674,775 acres - 40%)</b>
Camping	C developed, fully accessible campgrounds (no electricity or showers), only if not provided by local communities C dispersed camping allowed	C identify minimal, designated primitive campsites C some fully accessible sites C dispersed camping allowed	C identify minimal, designated primitive campsites C some fully accessible sites C dispersed camping allowed	C no construction C could designate primitive campsites to protect resources C dispersed camping allowed	C no construction C dispersed camping allowed	C no construction C dispersed camping allowed
Campfires	C fires in designated fire grate or mandatory fire pan use	C fires in designated fire grate or mandatory fire pan use	C encourage fire pans or fire ring cleanup	C encourage fire pan use or fire ring cleanup C no campfires in Escalante Canyons, Paria/Hackberry area	C encourage fire pan use or fire ring cleanup	C encourage fire pan use or fire ring cleanup C no campfires in Escalante Canyons, Paria/Hackberry area
Group size	C no limit	C group limit of 75 people and/or animals C exceptions allowed under special recreation permit	C group limit of 75 people and/or animals C exceptions allowed under special recreation permit	C group limit of 12 people and/or animals	C group limit of 12 people and/or animals	C group limit of 12 people and/or animals
Allocation	C no allocations	C no allocations	C no allocations	C allocations could be used to retain primitive experience	C allocations could be used to retain primitive experience	C allocations could be used to retain primitive experience

**CHAPTER 2- ALTERNATIVE E**

	<b>SCENIC HIGHWAYS (28,133 acres - 2%)</b>	<b>RURAL (35,140 acres - 2%)</b>	<b>BACKCOUNTRY (155,085 acres - 9%)</b>	<b>FOOT AND HOOF (363,437 acres - 22%)</b>	<b>PRIMITIVE MOTORIZED (428,329 acres - 25%)</b>	<b>PRIMITIVE (674,775 acres - 40%)</b>
Competitive and special events	C allowed by permit	C allowed by permit	C allowed by permit	C not allowed	C not allowed	C not allowed
Outfitters/guides	C allowed if outfitter and guide activities are appropriate to this zone	C allowed if outfitter and guide activities are appropriate to this zone	C allowed if outfitter and guide activities are appropriate to this zone	C allowed if outfitter and guide activities are appropriate to this zone	C allowed if outfitter and guide activities are appropriate to this zone	C allowed if outfitter and guide activities are appropriate to this zone
Communication site and utility rights-of-way (pipelines, power lines, etc.)	C communication sites, aerial and buried lines allowed but must blend in with the landscape	C communication sites, aerial and buried lines allowed but must blend in with the landscape	C communication sites and buried lines allowed but must blend in with the landscape	C not allowed	C communication sites and buried lines allowed but must blend in with the landscape	C not allowed
Filming	C minimum impact permitted if used as an interpretive tool	C minimum impact permitted if used as an interpretive tool	C minimum impact permitted if used as an interpretive tool	C minimum impact permitted if used as an interpretive tool	C minimum impact permitted if used as an interpretive tool	C minimum impact permitted if used as an interpretive tool

## CHAPTER 2- ALTERNATIVE E

	<b>SCENIC HIGHWAYS</b> (28,133 acres - 2%)	<b>RURAL</b> (35,140 acres - 2%)	<b>BACKCOUNTRY</b> (155,085 acres - 9%)	<b>FOOT AND HOOF</b> (363,437 acres - 22%)	<b>PRIMITIVE MOTORIZED</b> (428,329 acres - 25%)	<b>PRIMITIVE</b> (674,775 acres - 40%)
<b>Transportation and Access</b>						
Access	<p>C 95 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 21 miles of the 95 miles of designated routes for street legal would be open for non-street legal ATVs and dirt bikes</p> <p>C allow hikers, horses, pack animals</p>	<p>C 141 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 22 miles of the 141 miles of designated routes for street legal would be open for non-street legal ATVs and dirt bikes</p> <p>C allow hikers, horses, pack animals</p>	<p>C 335 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 290 miles of the 335 miles of designated routes for street legal would be open for non-street legal ATVs and dirt bikes</p> <p>C allow hikers, horses, pack animals</p>	<p>C closed to all motorized and mechanized use, including mountain bicycles</p> <p>C allow hikers, horses, pack animals</p>	<p>C 693 miles of designated routes open for street legal motorized and mechanized vehicles, including mountain bicycles</p> <p>C 647 miles of the 693 miles of designated routes would be open for non-street legal ATVs and dirt bikes</p> <p>C allow hikers, horses, pack animals</p>	<p>C closed to all motorized and mechanized use, including mountain bicycles</p> <p>C allow hikers, horses, pack animals</p>
Trail construction	<p>C develop all levels of trails including fully accessible paved interpretive trails</p> <p>C focus on day-use opportunities</p>	<p>C develop day-use and backcountry trails</p>	<p>C develop day-use and backcountry trails</p>	<p>C could construct minimal new trails primarily to protect sensitive resources or to complete loops</p>	<p>C not allowed</p>	<p>C not allowed</p>

**CHAPTER 2- ALTERNATIVE E**

	<b>SCENIC HIGHWAYS</b> (28,133 acres - 2%)	<b>RURAL</b> (35,140 acres - 2%)	<b>BACKCOUNTRY</b> (155,085 acres - 9%)	<b>FOOT AND HOOF</b> (363,437 acres - 22%)	<b>PRIMITIVE MOTORIZED</b> (428,329 acres - 25%)	<b>PRIMITIVE</b> (674,775 acres - 40%)
Trail maintenance	C as needed	C as needed	C as needed	C as needed	C minimally maintain	C rehabilitate social trails



## CHAPTER 2 - ALTERNATIVE COMPARISON

**TABLE 2.6  
ALTERNATIVE COMPARISON TABLE**

	<b>ALTERNATIVE A (No Action)</b>	<b>ALTERNATIVE B (Preferred)</b>	<b>ALTERNATIVE C</b>	<b>ALTERNATIVE D</b>	<b>ALTERNATIVE E</b>
<b>Monument Resources</b>					
Vegetation manipulation	<p>C maintain existing or allow new only to protect or enhance Monument resources</p> <p>C management ignited fire used to restore natural systems or to reduce hazardous fuels</p>	<p>C the following methods could be used throughout the Monument (except as noted) to restore natural systems and to protect sensitive resources:</p> <ul style="list-style-type: none"> <li>-mechanical (prohibited on 1,038,788 acres)</li> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul>	<p>C the following would be allowed on all but 230,526 acres:</p> <ul style="list-style-type: none"> <li>-mechanical (prohibited on an additional 952,352 acres)</li> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul>	<p>C the following would be allowed for the protection of sensitive resources throughout the Monument:</p> <ul style="list-style-type: none"> <li>-limited chemical</li> <li>-hand cutting</li> <li>-management ignited fire to reduce hazardous fuel</li> </ul>	<p>C allowed as needed on 218,358 acres:</p> <ul style="list-style-type: none"> <li>-mechanical</li> <li>-chemical</li> <li>-biological</li> <li>-hand cutting</li> <li>-management ignited fire</li> </ul> <p>C management ignited only on 363,437 acres</p> <p>C management ignited fire and hand cutting on 428,329 acres</p> <p>C no methods allowed on 674,775 acres</p>
Wild and Scenic Rivers	<p>C suitability determinations would not be made on 25 eligible river segments (330 miles)</p>	<p>C 17 of the 25 eligible river segments (252 miles) would be determined suitable for recommendation to Congress for designation into the NWSRS</p>	<p>C none of the 25 eligible river segments (330 miles) would be determined suitable</p>	<p>C all 25 eligible river segments (330 miles) would be determined suitable for recommendation to Congress for designation into the NWSRS</p>	<p>C 17 of the 25 eligible river segments (252 miles) would be determined suitable for recommendation to Congress for designation into the NWSRS</p>

## CHAPTER 2 - ALTERNATIVE COMPARISON

	ALTERNATIVE A (No Action)	ALTERNATIVE B (Preferred)	ALTERNATIVE C	ALTERNATIVE D	ALTERNATIVE E
<b>Research</b>					
Non-surface disturbing research	<p>Ccontinue to support</p> <p>Ccontinue to identify opportunities and priorities</p>	<p>Called and encouraged throughout the Monument</p> <p>Cconduct or support research related to improvement of land management practices, disturbance ecology (502,237 acres)</p> <p>Cpermits required</p>	<p>Cencouraged throughout the Monument</p>	<p>Called and encouraged, with permit, throughout the Monument</p>	<p>Cencouraged at visitor sites to protect resources and use as an interpretive tool on 581,795 acres</p> <p>Cpriority for inventory and field studies on 1,103,104 acres</p>
Surface disturbing research	<p>Called but cannot result in the impairment of wilderness suitability</p>	<p>Called where necessary, with mitigation on 646,111 acres</p> <p>Called only in cases of unique opportunity with extremely high value, with mitigation on 1,038,788 acres</p> <p>Cpermits required</p>	<p>Called for scientific purposes on 151,029 acres</p> <p>Caccommodate some on 350,992 acres</p> <p>Cgenerally not allowed but exceptions made for unique research opportunities on 1,182,878 acres</p>	<p>Called with permit and appropriate mitigation on 113,814 acres</p> <p>Called only if it cannot be done elsewhere or if it directly relates to or is dependent on remoteness on 1,571,085 acres</p>	<p>Cpermitted if done as an interpretive tool on 218,358 acres</p> <p>Cpermitted on 1,466,541 acres only if it cannot be done elsewhere</p>

## CHAPTER 2 - ALTERNATIVE COMPARISON

	ALTERNATIVE A (No Action)	ALTERNATIVE B (Preferred)	ALTERNATIVE C	ALTERNATIVE D	ALTERNATIVE E
<b>Facilities and Use Management</b>					
Parking area and trailhead construction	Allowed, as needed, for resource protection	Allowed for a variety of purposes including visitor needs, to protect sensitive resources, or for public safety Not allowed in the majority of the Monument	Allowed in the more developed areas Not allowed in the majority of the Monument	Allowed in the more developed areas Not allowed in the majority of the Monument	Allowed for a variety of purposes including visitor needs or to protect sensitive resources Not allowed in the much of the Monument
Signing	Continue to provide as needed	Allowed for directional, safety, interpretive, and for the protection of resources	Allowed for directional, safety, interpretive, and for the protection of resources	Allowed for directional, safety, interpretive, and for the protection of resources	Allowed for directional, safety, interpretive, and for the protection of resources
Interpretative sites and picnic areas	None identified, develop as needed	Interpretive sites allowed to highlight resources and for resource protection Picnic areas generally not allowed, allowed only as needed	Encouraged as needed in the developed areas Allowed for resource protection Not allowed on the majority of the Monument	Change from allowed to not allowed depending on area	Provide as needed in developed areas Not allowed on the majority of the Monument
Toilets	Allowed where needed to address health and safety concerns	Provided in the more developed areas Not provided elsewhere	Provide as need in developed areas Provide temporary facilities to accommodate research	Change from allowed to not allowed depending on area	Change from allowed to not allowed depending on area

## CHAPTER 2 - ALTERNATIVE COMPARISON

	<b>ALTERNATIVE A (No Action)</b>	<b>ALTERNATIVE B (Preferred)</b>	<b>ALTERNATIVE C</b>	<b>ALTERNATIVE D</b>	<b>ALTERNATIVE E</b>
Camping	Cdispersed camping allowed on 1,684,899 acres	Cdispersed camping allowed on 1,571,162 acres Cdispersed camping not allowed on 113,737 acres	Cdispersed camping allowed on 1,664,887 acres Ccamping in designated primitive sites only on 20,012 acres	Cdispersed camping allowed on much of the Monument Ccamping in designated primitive campsites in some areas only	Cdispersed camping allowed on much of the Monument
Campfires	Ccampfires allowed on 1,684,899 acres	Callowed in fire grates or mandatory fire pans on 143,785 acres Callowed, fire pans encouraged on 1,521,102 acres Ccampfires not allowed on 20,012 acres	Callowed on 712,535 acres Cnot allowed on 972,364 acres	Callowed in fire grates or mandatory fire pans on 1,664,887 acres Cnot allowed on 20,012 acres	Callowed in fire grates or mandatory fire pans on 63,273 acres Callowed, fire pans encouraged on 1,601,614 acres Ccampfires not allowed on 20,012 acres
Group size	Cno group limit Crecommended group limit of 12 in Escalante Canyons	Cgroup limit of 25 people and/or animals on 143,785 acres Cgroup limit of 12 people and/or animals on 1,541,114 acres	Cgroup limit of 50 people and/or animals on 712,535 acres Cgroup limit of 12 people and/or animals on 972,364 acres	Cgroup limit of 25 people and/or animals on 113,814 acres Cgroup limit of 12 people and/or animals on 1,571,085 acres	Cno limit on 28,133 acres Cgroup limit of 75 people and/or animals on 190,225 acres Cgroup limit of 12 people and/or animals on 1,466,541 acres
Allocation	Cno allocations	Ccould be implemented on 1,571,162 acres Cwould not allocate on 113,737 acres	Ccould be implemented on 1,684,899 acres	Ccould be implemented on 1,684,899 acres	Ccould be implemented on 1,466,141 acres Cwould not allocate on 218,358 acres

## CHAPTER 2 - ALTERNATIVE COMPARISON

	<b>ALTERNATIVE A (No Action)</b>	<b>ALTERNATIVE B (Preferred)</b>	<b>ALTERNATIVE C</b>	<b>ALTERNATIVE D</b>	<b>ALTERNATIVE E</b>
Competitive and special events	Ccontinue to manage permits approved in 1997 (2)	Cnot allowed on 1,684,899 acres	Called on 502,021 acres Cnot allowed on 1,182,878 acres	Called on 113,814 acres Cnot allowed on 1,571,085 acres	Called on 218,358 acres Cnot allowed on 1,466,541 acres
Outfitters/guides	Callow existing permits C no new permits	Called if outfitter/guide activities are appropriate to the zone on 1,684,899 acres	Called if outfitter/guide activities are appropriate to the zone on 1,454,373 acres Cnot allowed on 230,526 acres	Called on 1,684,899 acres but must comply with constraints of zone and allocation and use limits Csome sites may require a guide	Called if outfitter/guide activities are appropriate to the zone on 1,684,899 acres
Communication sites and utility rights-of-way (pipelines, power lines, etc.)	Cissue only those necessary on 1,684,899 acres	Ccommunication sites (and buried and aerial lines) allowed on 646,111 acres, but must comply with zone restrictions Ccommunication sites (no buried or aerial lines permitted) on 1,038,788 acres	Called on 502,021 acres Cnot allowed on 1,182,878 acres	Called on 113,814 acres Cnot allowed on 1,571,085 acres	Called on 646,687 acres but must blend with the landscape Cnot allowed on 1,038,212 acres
Filming	Called on 1,684,899 acres	Cminimum impact only allowed on 646,111 acres Cnot allowed on 1,038,788 acres	Cnot allowed on 1,684,899 acres	Cminimum impact only allowed on 113,814 acres Cnot allowed on 1,571,085 acres	Cminimum impact only allowed if used as an interpretive tool on 1,684,899 acres

## CHAPTER 2 - ALTERNATIVE COMPARISON

	ALTERNATIVE A (No Action)	ALTERNATIVE B (Preferred)	ALTERNATIVE C	ALTERNATIVE D	ALTERNATIVE E
<b>Transportation and Access</b>					
Access routes	C2,176 miles of routes open	C818 miles of routes designated open for street legal vehicles C591 miles of those routes open for street legal are also open for non-street legal ATV and dirt bike use C229 miles of routes open for administrative purposes	C1,187 miles of routes designated open for street legal vehicles Cnon-street legal ATV and dirt bike use prohibited C180 miles of routes open for administrative purposes	C760 miles of routes designated open for street legal vehicles Cnon-street legal ATV and dirt bike use prohibited C30 miles of routes open for administrative purposes	C1,264 miles of routes designated open for street legal vehicles C980 miles of those routes open for street legal are also open for non-street legal ATV and dirt bike use C84 miles of routes open for administrative purposes
Trail construction	Called	Ctrails developed for a variety of purposes: -fully accessible -focus on day-use opportunities -public safety -to protect sensitive resources	Called for research and resource protection Cnot allowed in the majority of the Monument	Ctrails developed for a variety of purposes: -fully accessible -day-use opportunities -to protect sensitive resources	Ctrails developed for a variety of purposes: -fully accessible -day-use opportunities -backcountry trails -to protect sensitive resources Cnot allowed in the majority of the Monument
Trail maintenance	Ccontinue as needed	Called as needed and to protect sensitive resources	Called in general and for resource protection	Called in general Cminimum level of maintenance	Called as needed

## CHAPTER 2 - MANAGEMENT COMMON TO ALL

### MANAGEMENT COMMON TO ALL ALTERNATIVES

#### INTRODUCTION

The alternatives vary in many aspects, but they are similar in many others. Rather than repeat the similar aspects in each alternative description, the procedures and actions that are the same in all alternatives are summarized alphabetically in this section. Management that is common to all alternatives would be implemented under any alternative selected, except as noted.

#### AIRCRAFT OPERATIONS

Aircraft takeoff and landing would be allowed only at the New Home Bench airstrip.

The BLM would work cooperatively with aircraft operators and the Federal Aviation Administration to direct overflights to appropriate management zones. The BLM intends to work cooperatively with the Department of Defense to ensure that military training routes are appropriate to Monument management.

#### AIR QUALITY

Prescribed burns must comply with the State of Utah Interagency Memorandum of Understanding requirements to minimize air quality impacts from resulting particulates (smoke). This procedure requires obtaining an open burning permit from the State prior to conducting a prescribed burn.

Site-specific project proposals affecting BLM and adjacent lands would be reviewed for compliance with existing laws and policies protecting the areas. Mitigation would be incorporated into project proposals to reduce air quality degradation. Projects would be designed to minimize further degradation of existing air quality. New emission sources would be required to apply control measures to reduce emissions.

There are additional air quality actions which are not common to all alternatives, which are therefore included in the descriptions of the individual alternatives

#### ARCHAEOLOGY/HISTORY/ PALEONTOLOGY

Archaeological, paleontological, and historic inventories would be conducted prior to route maintenance in order to identify and protect any cultural or paleontological resources present, consistent with current law and with the Proclamation. A number of Native

American Indian ancestral sites within the Monument are currently used by Native American Indians. Each alternative would assure continued use of those recognized sites.

#### AREAS OF CRITICAL ENVIRONMENTAL CONCERN

Areas of Critical Environmental Concern (ACEC) are areas within the public lands where special management attention may be required to protect important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect human life and safety from natural hazards.

The BLM is required to consider designating ACECs as part of the planning process. FLPMA provides for ACEC designation and establishes national policy for the protection of public land areas of critical environmental concern. Section 202(c)(3) of FLPMA requires the agency to give priority to the designation and protection of ACECs in the development and revision of land use plans.

Appendix 6 lists the ACEC nominations received for this planning process and describes the ACEC evaluation methods used. After careful evaluation of the resources recognized in each of the nominations, it was determined that their protection would be

## CHAPTER 2 - MANAGEMENT COMMON TO ALL

equivalent under either Monument authority or ACEC designation. Therefore, it was concluded that no ACECs were necessary, and that no ACECs would be designated under the Monument Management Plan.

### COLLECTIONS

In order to carry out the intent of the Proclamation to protect historic and scientific objects, collection of Monument resources, objects, rocks, petrified wood, fossils, plants, parts of plants, animals, fish, insects or other invertebrate animals, bones, waste, or other products from animals, or of other items from within the Monument, would be prohibited. Exceptions could include collections authorized, by permit, in conjunction with authorized research or management activities; the collection of small amounts of fruits, nuts, and berries for personal, non-commercial use; the collection, under BLM permit, by Native American Indians, of certain natural materials; the collection of antlers for non-commercial use; and the collection of dead-and-down wood for immediate use in campfires, where campfires are allowed or where specified otherwise in the alternatives.

The above prohibitions shall not be deemed to diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including the regulation of hunting and fishing, on Federal lands within the Monument.

### COMMUNITIES

The BLM has a strong commitment to work with communities in managing the Monument. The BLM would work with local communities and utility companies on infrastructure development needs, and would actively participate in community organizations and regional coordination groups. Agreements with the counties and communities would be explored for activities such as planning, transportation, search and rescue, law enforcement, infrastructure, and tourism. The BLM currently works with the counties on some of these issues.

In Alternatives B, C, D, and E, development would be focused on the periphery of the Monument and within the communities. This would protect Monument resources, while providing economic opportunities in the communities surrounding the Monument. The communities are where visitors, and the services they require, would be concentrated.

### CONSULTATION WITH NATIVE AMERICAN INDIANS

In all alternatives, the BLM would continue to consult with Native American Indian tribes before reaching decisions about traditionally associated resources, and would continue to invite the input of Native

American Indian tribes in this and subsequent Monument management planning.

A number of Native American Indian ancestral sites within the Monument are currently used by Native American Indians; that use would continue to be allowed in all alternatives.

### CRYPTOBIOTIC SOIL CRUSTS

Cryptobiotic soil crusts consist of lichens, mosses, and algae. Cryptobiotic crusts are formed by living organisms and their by-products, creating a surface crust of soil particles bound together by organic materials (USDA, 1997). Cryptobiotic soil crusts play an important ecological role in the functioning of soil stability and erosion, atmospheric nitrogen fixation, nutrient contributions to plants, soil-plant-water relations, seedling germination, and plant growth. The Proclamation recognizes this important ecological function. In all alternatives, prior to any ground disturbing activity, the potential effects on these crusts would be considered and steps would be taken to avoid impacts on their function, health, and distribution. Further research would be conducted on these crusts, and the results interpreted for management and education purposes.

## CHAPTER 2 - MANAGEMENT COMMON TO ALL

### EDUCATION AND INTERPRETATION

A comprehensive Monument education program would be developed, in which the BLM would assist educators in developing training packages and highlighting Monument resources for teachers of Kindergarten through grade 12. The BLM would also support other educational programs.

### FEES

Fees for general use may be required in the future. One option would be an annual pass. Public input would be sought prior to the designation of any fee system. The implementation of any fee system is not dependent upon the alternatives in this plan.

### FENCES

Fences would be used in certain circumstances to protect Monument resources, to manage visitor use, and to manage livestock, consistent with the Proclamation. Regardless of the alternative, they would be designed and constructed to blend with the landscape.

### FISH AND WILDLIFE

The Proclamation establishing the Monument states: “Nothing in this proclamation shall be deemed to diminish the responsibility and authority of the State of Utah for management

of fish and wildlife, including regulation of hunting and fishing, on Federal lands within the Monument.” At the same time, the Proclamation refers to the “outstanding biological resources” and “important ecological values” in the Monument. These resources, which encompass entire natural systems, including fish and wildlife habitat, are among those that the BLM has been given responsibility to manage and protect. It would be the objective of the BLM to work with the State in managing fish, wildlife, and other animals to achieve and maintain natural populations, population dynamics, and population distributions in a way that protects Monument resources. The BLM would work cooperatively with the United States Fish and Wildlife Services and Utah Division of Wildlife Resources (UDWR) to fulfill these responsibilities and to meet the requirements of FLPMA, the Endangered Species Act, and other laws and regulations governing fish and wildlife (see also Special Status Species).

### LIVESTOCK GRAZING

The Presidential Proclamation establishing the Monument addressed livestock grazing with the following statement: “*Nothing in this proclamation shall be deemed to affect existing permits or leases for, or levels of, livestock grazing on Federal lands within the monument: existing grazing uses shall continue to be governed by applicable laws*

*and regulations other than this proclamation.*”

There is a substantial body of law and regulation governing grazing on public lands. In addition, the Utah State Director for BLM has developed Standards for Rangeland Health and Guidelines for Grazing Management which were approved by the Secretary of Interior on May 20, 1997. The Utah Standards and Guidelines apply to grazing management statewide, including those lands within the Monument (Appendix 7).

This section describes how grazing uses within the Monument shall be managed, in keeping with applicable laws and regulations, and with the statewide Standards and Guidelines. It describes a single process for grazing management that does not vary from one plan alternative to another, and provides a single schedule for completion of this process Monument-wide.

It is important to note, however, that applicable regulations<sup>1</sup> also require that grazing be managed in conformance with applicable land use plans, including the approved Monument Management Plan. Ultimately, grazing decisions within the Monument would be formed by applying Federal laws and regulations, all relevant

## CHAPTER 2 - MANAGEMENT COMMON TO ALL

BLM policy, and the approved Monument Management Plan.

### **Applicable Statutes and Regulations**

The management of grazing on public lands in the United States began in 1934 with the passage of the Taylor Grazing Act (TGA), which established a framework for grazing management. This framework was amended in 1976 when Congress enacted FLPMA, which made fundamental changes to the management of public lands overall, including grazing management.

Under FLPMA, public lands are to be managed under the principles of multiple use and sustained yield, unless otherwise specified by law. The Act defines “multiple use” as:

“...the management of the public lands and their various resource values so that they are utilized in the combination that would 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....; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long term needs of future generations for renewable and nonrenewable resources, including, but not limited to, recreation, range, timber,

minerals, watershed, wildlife and fish, and natural scenic, scientific, and historic 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 would give the greatest economic return or the greatest unit output.” (Public Law 94-579, Section 103(c)).

FLPMA also established the policy that the public lands are to “be managed in a manner that would protect the quality of scientific, scenic, historic, ecological, environmental, air and atmospheric, water resource, and archeological values; that, where appropriate, would preserve and protect certain public lands in their natural condition; that would provide food and habitat for fish, wildlife, and domestic animals; and that would provide for outdoor recreation, human occupancy, and use.”

Under FLPMA, land uses are to be determined through land use planning. As a result, current grazing regulations require that grazing activities and management actions be carried out in conformance with land use plans. The final approved Monument Management Plan would be the land use plan with which all grazing

activities and management actions within the Monument must conform.

In addition to complying with the TGA and FLPMA, the BLM must comply with several other laws that affect the range management program. These include the Public Rangelands Improvement Act of 1978, the Wild Free-Roaming Horses and Burros Act of 1971, the Endangered Species Act of 1973, and the National Environmental Policy Act of 1969.

Grazing regulations were first promulgated pursuant to the Taylor Grazing Act. Before 1946, when the BLM was established, the Grazing Service assigned grazing privileges to landowners who historically grazed livestock on public rangelands. This was a complex and contentious process in which use areas, grazing levels, season of use, grazing fees, and base property qualifications were established. In subsequent years, the BLM issued grazing regulations that govern all aspects of the grazing program. This ranged from operator qualifications, term, and conditions for grazing permits, to penalties for unauthorized use. The regulations have been revised from time to time because of new legislation or administrative initiatives. They are found in Volume 43 of the Code of Federal Regulations (CFR), Part 4100.

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The BLM Grazing Regulations were most recently revised in August 1995. The revised regulations directed each BLM State Office to develop "Standards and Guidelines for Grazing Administration." A Standard is a minimum resource condition to be achieved on BLM lands, and a Guideline is an acceptable or best management grazing practice that would be applied in order to achieve the Standards. In Utah, the State Director developed the Standards and Guidelines in consultation with the statewide Utah Resource Advisory Council. The Secretary approved the "Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah" on May 20, 1997. Local plans and decisions may be more detailed or stringent than the Utah Standards and Guidelines, but must achieve the Standards and be consistent with the Guidelines.

### **Grazing Management Process**

Within the Monument, the following process would be followed so that grazing management conforms with the Standards and Guidelines issued for public lands within the State of Utah and with the Monument Management Plan. In this process, each grazing allotment would be assessed, and new allotment management plans would be developed, after approval of the Monument Management Plan.

### ***Step 1: Assessment***

All allotments would be assessed using one of two methods. Allotments may be assessed using the process described in BLM Instruction Memorandum No. UT 97-73, dated September 5, 1997. Alternatively, allotments may be assessed qualitatively through the interpretation of indicators. The presence, quantity, or distribution of an indicator is an index of ecosystem health. Ecological Reference Areas would be used as benchmarks for qualitative assessments.

Either process includes making an overall assessment of rangeland health, including ecological processes, watershed functioning condition, water quality conditions, and wildlife habitat conditions for each allotment, as described in the Utah Standards for Rangeland Health, in light of the Fundamentals of Rangeland Health at 43 CFR § 4180.1.

Priorities for completing the assessments would be set using the following criteria:

- C presence of values that are regulated by operation of law such as water quality, threatened and endangered or sensitive plant and animal species
- C areas at high risk of becoming degraded, or high public interest areas
- C areas of less concern or public interest

### ***Step 2: Determination of Rangeland Health and Evaluation of Existing Grazing Management***

The authorized officer shall determine rangeland health for each allotment according to the Utah Standards and Guidelines for Grazing Administration, in light of the Fundamentals of Rangeland Health. The authorized officer shall determine whether or not assessment results show that each allotment is achieving the Utah Standards and whether or not each allotment is conforming with the Utah Guidelines. If any "Fundamental of Rangeland Health" is not being achieved in any area that is assessed, that area shall be presumed not to be achieving the "Utah Standards for Rangeland Health" (43 CFR . § 4180.1) To the extent any assessment result is found to be inconsistent with any Standard or Guideline, the authorized officer shall determine whether or not existing livestock grazing practices or levels of use are significant factors in such inconsistency. Authorized officers shall take appropriate action under any applicable authorities, including the TGA, FLPMA, the Public Rangelands Improvement Act, and 43 CFR Subparts 4120, 4130, and 4160. This would be done as soon as practicable but not later than the start of the next grazing year, upon determining that existing grazing management needs to be modified to ensure that the Fundamentals of Rangeland Health

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exist, or if existing grazing management practices or levels of grazing on public lands are significant factors in failing to achieve the Utah Standards and conform with the Utah Guidelines.

### ***Step 3: Develop Allotment Management Plans***

The compatibility of grazing with other land uses would be evaluated in allotment management plans (AMP), and the results of the evaluation would be consistent with all applicable legal authorities, including FLPMA, the TGA, the Public Rangelands Improvement Act, 43 CFR Part 4180, Utah Standards and Guidelines, and National Wildlife Federation v. BLM, 140 Interior Board of Land Appeals (IBLA) 85 (1997). Allotment management plans may be developed on an individual basis, or may be developed for a group of allotments where similar ecosystems or land uses exist.

### **Mandatory Content for AMPs**

In addition to all other applicable legal authority, all AMPs shall be prepared in accordance with 43 CFR § 4120.2, and shall ensure that the following conditions exist:

1. Watersheds are in, or are making significant progress toward properly functioning physical condition. This must include their upland, riparian-wetland, and aquatic components. Soil and plant

conditions must support infiltration, soil moisture storage, and the release of water that are in balance with climate and landform, and must also maintain or improve water quality, water quantity, and timing and duration of flow.

2. Ecological processes, including the hydrologic cycle, nutrient cycle, and energy flow are maintained, or there is significant progress toward their attainment in order to support healthy biotic populations and communities.
3. Water quality complies with State water quality standards, and achieves or is making significant progress toward achieving established BLM management objectives such as meeting wildlife needs.
4. Habitats are, or are making significant progress toward being restored or maintained for Federal threatened and endangered species, Federal candidate species, and other special status species.

Allotment management plans shall designate lands that are available for livestock grazing. Grazing permits or leases shall specify the types and levels of use authorized, including livestock grazing and suspended use.

Regarding conservation use, on September 1, 1998, the U.S. Court of Appeals for the Tenth Circuit decided *Public Lands Council v. Babbitt*, No. 96-8083 (10th Circuit 1998).

The case resolved the Government's appeal of an adverse U.S. District Court order enjoining the application of four separate grazing provisions in 43 CFR Part 4100. The Court of Appeals reversed the District Court's order on three of the four provisions. The only grazing provisions now enjoined are those providing that "conservation use" is a permissible use for a grazing permit. [43 CFR 4100.0-5 (1995) (defining "active use") and 43 CFR 4130.2 (a) (1995) (authorizing permits for conservation use)].

AMPs would include a monitoring program. The monitoring program would be designed to periodically observe and collect data to evaluate the effects of management actions prescribed in the AMP, and to evaluate the effectiveness of those actions in:

- C meeting the management objectives stated in the AMP
- C achieving the conditions described as the Fundamentals of Rangeland health (43 CFR 4180.1)
- C meeting the Utah Standards for Rangeland Health, as indicated by the factors described therein
- C ensuring that grazing use is not causing an unacceptable level or pattern of utilization
- C ensuring that grazing use is not exceeding livestock carrying capacity

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### Optional Content for AMPs

#### C *Grass Bank Allotments/Pastures:*

The BLM's grazing regulations provide for increasing and decreasing the total number of animal unit months (AUMs) of specified livestock grazing (43 CFR 4110.3-1 and 4110.3-2). The setting aside of lands for future grazing use within the Monument, to offset potential future reductions in existing allotments or to facilitate research in grazing methods, is what the BLM refers to in this document as a grass bank. The BLM may designate grass banks on public lands within the Monument that are not apportioned to any grazing permittee or lessee. Grass banks shall meet the requirements of the Utah Standards and Guidelines in light of the Fundamentals of Rangeland Health, and they shall contain forage that may be apportioned on a sustained yield basis to qualified applicants for livestock grazing consistent with multiple-use management objectives. The BLM may consider making grass bank forage available on an emergency, nonrenewable basis under 43 CFR sec. 4110.3-1(c). Should an allotment or a portion of an allotment become available through a voluntary relinquishment or an operation of law, it would be considered for grass banking.

The BLM is not obligated to graze the grass bank allotment annually, and use of the grass bank by qualified applicants, permittees, or lessees is within the discretion of the BLM.

#### C *Science:*

The geology, soils, and erosional characteristics in the Monument and the resulting plant communities provide opportunities to test, validate, and develop management methods, criteria, or techniques which would lead to improved grazing practices. Similarly, the Monument may present opportunities for testing new partnership arrangements with grazing permittees and interested publics that would lead to improved grazing practices. It would be the policy of the Monument to encourage the use of the special characteristics of the Monument to facilitate such testing or research using scientific methods where appropriate.

#### **Schedule**

The 3-step Grazing Management Process described above, and all associated NEPA documents, shall be completed within the 3 years commencing on the first July 1 following the approval of the Monument Management Plan.

### **MAJOR FACILITIES**

Major facilities and the services associated with them would be located outside the Monument in nearby communities. Their precise locations would be based on factors such as the availability of infrastructure, economic considerations including market feasibility and the availability of financing, and managerial concerns. These determinations would be made by the communities or the BLM, as appropriate. The BLM would facilitate these decisions through the proposed Management Advisory Group and by other means.

### **MANAGEMENT ADVISORY GROUP**

A Management Advisory Group (chartered under the Federal Advisory Committee Act) would be established after the plan is completed in order to advise management on a variety of topics.

### **MANAGEMENT AND EMERGENCY EXCEPTIONS**

Limited exceptions to the general management provisions could be granted by the Monument Manager. These exceptions could allow off-highway vehicle use, aircraft landing, motorized or mechanized access on closed routes, or use of mechanized equipment in closed areas. Exceptions would

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be made in emergencies, or where clearly essential to serve Monument management purposes. Exceptions could be made in cases such as carrying out search and rescue operations, fire prevention and control, and other uses where justified.

In addition, in each of the alternatives, certain authorized users would be given motorized access not given to the general public. This could include giving special access to grazing permittees, Native American Indians, researchers, and others carrying out authorized activities under a permit, right-of-way grant, or other authorization. The special access granted to these permittees would be strictly limited to a specific time period and number of trips, using existing routes where possible, and would only be granted for legitimate and specific purposes.

### **OUTFITTER AND GUIDE SERVICES**

In each alternative, all commercial outfitter and guide services would require a permit. Outfitter and guide services would be subject to limitations on use (allocations) according to the prescriptions of each alternative.

### **RECREATION**

Some aspects of recreation management vary by alternative, while other aspects are common to Alternatives, B, C, D and E.

Those aspects that vary are covered in the descriptions of the alternatives. Those aspects that are common to Alternatives B, C, D, and E are as follows. Horses or pack animals would not be allowed in relict plant communities. Sheep species would not be allowed for stock or pack use Monument-wide. Climbing would not be allowed in archaeological sites or on natural bridges or arches; the BLM would work closely with the public to identify climbing areas and develop specific management plans for them. Campfires would not be allowed in the Escalante Canyons and the Paria/Hackberry area, or in archaeological sites, rock shelters or alcoves Monument-wide. As discussed in the transportation section, cross-country travel by vehicle would be prohibited.

### **RESEARCH AND SCIENCE**

The following are fundamental to Alternatives B, C, D, and E. Research and science are at the very heart of the Proclamation which established the Monument. The use of the Monument as an outdoor laboratory for understanding the Colorado Plateau would be emphasized to varying degrees, depending on the alternative, including the study of the history and prehistory of the area. Interdisciplinary and interagency research projects would be encouraged, and research results would be incorporated into

management actions. All research proposals would incorporate a public outreach/education component, and when feasible, would include visitors and volunteers in research activities. The BLM would facilitate the transfer of research information to the public.

### **RIGHTS-OF-WAY**

The following criteria apply to the management of all rights-of-way in the Monument where they are allowed:

1. Bury new and reconstructed utility lines unless: visual quality objectives can be met without burying; geologic conditions make burying infeasible; or burying would produce greater long-term site disturbance.
2. All existing and future power lines must meet non-electrocution standards for raptors.
3. All power lines would be constructed using non-reflective wire. Steel towers would be constructed using galvanized steel. Power lines would not be high-lined unless no other location exists.
4. No strobe lights would be allowed at any communication site.
5. Communication site plans would be prepared for all existing sites before any new uses or changes in use occur.
6. A Monument-wide feasibility study would be prepared to determine the most

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appropriate location(s) for new communication sites.

7. Only one access route per subdivision or parcel would be allowed unless public safety warrants alternate escape routes.

In all alternatives, should two proposals (the upgrade of Pacificorp's Cottonwood Canyon power line from 230 kilovolt to 345 kilovolt, and the Lake Powell to Sand Hollow Reservoir water pipeline) be finalized, they would be reviewed for conformance with the management plan. A future analysis and plan amendment may be required.

### SOILS

In all alternatives, the BLM would apply procedures to protect soils from accelerated or unnatural erosion in any ground-disturbing activity, including road maintenance and rehabilitation.

### SPECIAL MANAGEMENT AREAS

All existing special management designations are consistent with the Proclamation and the objectives of the alternatives in this plan. Thus, these designations would be continued in all alternatives. See Appendix 18 for a full discussion and description of the following areas:

- C Calf Creek Recreation Area
- C Deer Creek Recreation Site
- C Devils Garden Outstanding Natural Area
- C Dance Hall Rock Historic Site
- C Escalante Canyons Outstanding Natural Area (tracts 2, 3, 4 are included in North Escalante Canyon/The Gulch ISA and Tract 1 and 5 are separate)
- C North Escalante Canyon Outstanding Natural Area
- C The Gulch Outstanding Natural Area
- C Phipps-Death Hollow Outstanding Natural Area
- C No Mans Mesa Research Natural Area
- C Wolverine Petrified Wood Area

### SPECIAL STATUS SPECIES

The BLM would continue to consult with the United States Fish and Wildlife Service to ensure that actions authorized by the BLM do not jeopardize the continued existence of any Federally listed plant or animal species or result in the destruction or adverse modification of critical habitats. In accordance with adopted recovery plans and Section 7(a)(1) of the Endangered Species Act, the BLM would continue to take measures to improve the status of listed plant or animal species and to prevent the need to list other species within the Monument. Likewise, the BLM would ensure that BLM actions do not contribute to the need to list candidate species as threatened or endangered in accordance

with BLM Manual 6840. With respect to state animal species of special concern, the BLM would continue to work cooperatively with the UDWR to monitor and protect the species of concern and their habitat within the Monument (see Chapter 3 for information on Fish and Wildlife Service Consultation).

### TRANSPORTATION

This plan would designate the route system for the Monument, subject to valid existing rights.<sup>2</sup> Although the BLM had not originally planned to make access decisions in the Monument Management Plan, the agency was persuaded, as a result of widespread requests in the scoping process and further examination, that proper management of the Monument would be enhanced by making decisions on access and transportation routes in the plan. These decisions would be based on what is needed to protect Monument resources, implement the planning decisions, honor valid existing rights, and provide for the transportation needs of surrounding communities. As part of developing an access system for the plan, BLM sought to reach an agreement with Kane and Garfield Counties resolving the many issues surrounding R. S. 2477 rights-of-way and access to the Monument. At the time this Draft Environmental Impact Statement was sent to the printer, negotiations had not reached a conclusion.

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The unregulated use of off-highway vehicles (OHV) off designated routes has the potential to damage Monument resources and cause recreation conflicts. Cross-country vehicle travel can damage Monument objects associated with these resources which are sensitive to surface disturbance: archaeology, paleontology, geology, history, cryptobiotic soils, special status plant species, and vegetation. Additionally, OHV tracks can become ruts. These ruts concentrate water flows, altering water quality and quantity and creating erosion. Some wildlife and special status wildlife species are sensitive to the presence of OHVs and may leave calving and fawning areas, roosts and nests, or other critical habitat. Likewise, OHVs conflict with primitive recreation experiences by introducing the sights and sounds of civilization. Therefore, in Alternatives B, C, D and E, cross-country motorized and mechanized travel would be prohibited. Use on designated routes is provided for in Alternatives B, C, D and E. Alternative A, the No Action Alternative, continues the existing cross-country use along with OHV closures.

### VALID EXISTING RIGHTS AND OTHER EXISTING AUTHORIZATIONS

The Proclamation establishing the Monument states: “The establishment of this monument is subject to valid existing rights.” This sentence reflects the President’s intention to honor rights that existed prior to the establishment of the Monument. Before it was established, the lands within Grand Staircase-Escalante National Monument were subject to various authorizations, some giving “rights” to the holders and some of which could be construed as providing valid, but lesser, interests.

Valid existing rights (VERs) are those rights in existence within the boundaries of Grand Staircase-Escalante National Monument before the Monument was established on September 18, 1996. Valid existing rights were established by various laws, leases, and filings made with the BLM. This section describes such VERs within the Monument, addresses how VERs would be verified, and explains how applications and notices filed after completion of the plan on existing mining claims would be addressed. Also addressed are the lesser interests or other authorizations that existed prior to the Proclamation; a discussion of how those authorizations would be handled subsequent to adoption of this plan is also included.

### Energy and Mineral Activities (Including Hardrock, Oil, Gas & Coal)

The Proclamation establishing the Monument withdrew all Federal lands and interests in lands within the Monument from entry, location, selection, sale, leasing, or other disposition (except for exchanges that further the protective purposes of the Monument) under the public land laws, including the mineral leasing and mining laws. Thus, no new Federal mineral leases or prospecting permits may be issued, nor may new mining claims be located within the Monument. Authorization for activities on existing mineral leases and mining claims, according to the Proclamation, would be governed by VERs.

With respect to oil and gas leases, mineral leases, and mining claims “valid existing rights” vary from case to case, but generally involve rights to explore, develop, and produce within the constraints of laws and regulations.

The laws, regulations, and standards related to Mineral Activities include, but are not limited to:

C **The Mining Law of 1872** (30 U.S.C. 22 *et seq.* ), as amended, and Federal regulations 43 CFR 3802 and 3809. Under the Mining Law of 1872, individuals are permitted to enter open Federal public lands to explore for “hardrock” mineral deposits such as

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gold, silver, copper, etc., stake mining claims, and upon discovery of a valuable mineral deposit, obtain rights to the mineral. The Monument is no longer open to the location of new mining claims under the 1872 mining law. Regulation 43 CFR 3802 and 3809 are regulations that implement FLPMA's mandate to prevent unnecessary or undue degradation from surface disturbing activities due to mining operations conducted under the Mining Law of 1872. Regulation 43 CFR 3802 applies only to Wilderness Study Areas (WSAs), including WSAs in the Monument.

**C The Mineral Leasing Act of 1920** (30 U.S.C.181 *et seq.* ), as amended, and associated regulations (43 CFR 3100-3500). This act made certain minerals leasable and therefore not open to acquisition by locating mining claims. The Mineral Leasing Act and associated regulations provide the legal and regulatory framework for issuing prospecting permits and mineral leases. These regulations apply to the exploration and development of oil, gas, phosphate, gilsonite, tar sands, and other leasable minerals on public lands. However, the Monument is no longer subject to the issuance of new prospecting permits or mineral leases. Stipulations are attached to permits and leases to mitigate impacts to sensitive resources (see below). These

rules also address coal leasing. Coal permitting and reclamation standards are addressed in the next paragraph.

**C For coal, the Surface Mining Control and Reclamation Act of 1977**, as amended, (30 U.S.C. 1201 *et seq.*), and implementing rules at 30 CFR 700 to the end. Regulation 30 CFR, parts 740 and 944, establishes the standards relating to coal mining in Utah, and 30 CFR 944.30 contains the cooperative agreement governing the development of coal underlying Federal lands in Utah. For the most part, the State of Utah regulates permitting and reclamation standards for coal mining within Utah, and consults and coordinates with the BLM and other Federal land management agencies.

**C Federal Land Policy and Management Act, Section 302(b).** Under section 302(b) of FLPMA, operations cannot be allowed to cause unnecessary or undue degradation of the public lands.

### **C Standard Lease Terms contained in Form 3100-11, "Offer to Lease and Lease for Oil and Gas" and in 43 CFR 3101.**

The Standard Lease Terms state that a lease grants the exclusive right to drill for, mine, extract, remove, and dispose of oil and gas deposits located on leased lands. Operations must be conducted in a manner that minimizes adverse impacts to the land, air, water, cultural, biological, and visual elements of the environment, as well as other land uses or users. Federal environmental protection laws such as the Clean Water Act, the Endangered Species Act, and the Historic Preservation Act are applied to all lands. Standard lease terms provide for reasonable measures to minimize adverse impacts to surface resources. These include, but are not limited to, modifications to the siting or design of facilities, timing of operations, and specifications of interim and final reclamation measures.

The Standard Lease Terms can be modified by special or supplemental stipulations attached to the lease (43 CFR 3101). In addition, conditions of approval can be developed on specific site applications to meet other resource concerns

For convenience of analysis, this section treats existing mining claims as having valid existing rights. The BLM has not, however,

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determined that any of these mining claims are valid, and all or some may eventually be determined invalid. Mining claims determined invalid would not be developed subsequent to that determination.

Within the Monument, there are currently 71 mining claims covering approximately 2800 acres, 85 oil and gas leases encompassing more than 136,000 acres, and 17 coal leases on approximately 54, 000 acres (see Chapter 3 for more details on existing leases and mining claims).

The BLM would verify whether valid existing rights are present in each of these cases by periodically reviewing the files related to existing mining claims and leases. This would help ensure that required actions, filings, and fees are in full compliance with the law. This process, known as adjudication, would continue for the life of each valid existing right. In addition, VERs may be examined in the field for compliance with laws and regulations. For example, the BLM can investigate at any time whether mining claims within the Monument have a discovery of a valuable mineral deposit, as required by the 1872 Mining Law (as amended). In addition, the BLM would continue to monitor oil and gas activities through its Inspection Program.

Once a VER is verified, the process used to address applications or notices filed under that VER (such as an application to drill on an oil or gas lease, or a plan of operations or notice filed on a mining claim) after the completion of the plan would vary by commodity and regulation. However, for all applications and notices, the BLM would use a documented analysis (NEPA or other written documentation) to determine potential impacts on the Monument resources that the plan is required to protect. Once such analysis is completed, the BLM would take the following actions on a case by case basis:

1. If the analysis indicates no impact to Monument resources, or indicates impacts to resources, but determines that the impacts are consistent with the Proclamation, the proposed operation can proceed in accordance with regulations, standards and stipulations.
2. If analysis and documentation indicate that, under the laws, regulations, and stipulations discussed above, a proposal may have impacts that are not in conformance with the Proclamation and Monument resources, the BLM would take the following actions on a case by case basis:
  - A. Work with the applicant to find alternatives or modifications to the proposal that would either:

1. Cause no adverse impacts to Monument resources, or
  2. Minimize such impacts through special stipulations or other permit conditions.
- B. Disapprove the proposal if “A” (above) fails and such disapproval is consistent with the applicant’s rights.
  - C. Initiate a validity examination process for mining claims and mill sites while monitoring operations to prevent unnecessary or undue degradation. In the case of a notice properly submitted on a mining claim under 43 CFR 3809, if negotiations in “A” (above) fail, the validity examination would result in a determination by the BLM as to whether a discovery of a valuable mineral deposit has been made by the date of creation of the Monument. This is a requirement for valid existing rights. If criteria for a temporary restraining order and injunction were met, seek such judicial relief from start-up of operations while the validity determination and any related appeals are in process.

### Other Existing Rights or Interests

There are other situations, unrelated to minerals, in which the BLM has authorized some use of public land, or has conveyed

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some limited interest in public land. The authorization may be “valid”, “existing”, and may convey some “right” or interest. Many rights-of-way<sup>3</sup>, easements<sup>4</sup>, and leases<sup>5</sup> granted on public land are in this category. They vary from case to case, but the details of each one are specified in the authorizing document. Some authorizations for these activities in the Monument include:

- C FLPMA Section 302 (43 U.S.C. 1732) and 43 CFR 2900 (for leases and permits)
- C FLPMA Title V (43 U.S.C. 1761-1771) and 43 CFR 2800 (for rights-of-way, excluding oil and gas pipelines)
- C The Mineral Leasing Act, Section 28(30 U.S.C. 185) and 43 CFR 2800 (for oil and gas pipeline rights-of-way)
- C The Recreation and Public Purposes Act (43 U.S.C. 869 *et seq.*) and 43 CFR 2740 (for recreation and public purposes leases to State and local governments and to qualified nonprofit organizations)

These authorizations, where they are valid and existed when the Monument was established, would be recognized in the Monument and their uses would be allowed subject to the terms and conditions of the authorizing document. However, where these uses conflict with the protection of Monument resources, and where legally possible, leases, permits, or easements

would be adjusted to eliminate or minimize adverse impacts.

With respect to rights-of-way, easements, and leases, there are currently 106 rights-of-way authorized under FLPMA and the Mineral Leasing Act, and 2 leases (encompassing 17.5 acres) issued under the Recreation and Public Purposes Act (see Chapter 3 for more detail on existing rights-of-way and other authorizations).

In addition to the authorizations above, there are 17 authorized mineral material sites in the Monument where the removal of construction-type minerals such as sand and gravel had been allowed. Seven of the mineral material sites were authorized under the Materials Act of 1947 (30 U.S.C. 601 *et seq.*), as amended, and were subject to either free use permits or contracts of sale. The Materials Act of 1947 specifically excludes the disposal of mineral materials from National Monuments. As a result, free use permits or contracts for mineral materials authorized under this Act would not be renewed.

The remaining ten sites are authorized under Title 23 U.S.C. Section 107 (1998), which provide for the appropriation of lands or interests in lands for highway purposes (see Chapter 3 for more detail on existing mineral

material sites and Title 23 sites). Unlike free use permits or contracts for sale of mineral materials that are issued for a fixed term, Title 23 rights-of-way continue without a fixed term. The BLM does not resume jurisdiction over the land covered by the rights-of-way until the lands are returned to BLM upon a determination by the Federal Highway Administration that the need for the material no longer exists. Existing Title 23 rights-of-way within the Monument are inconsistent with the protection of Monument resources. The BLM would request closure of those sites from the Federal Highway Administration and would work with the Federal Highway Administration to find suitable replacement sources of mineral material.

There are also numerous private lands and Utah School and Institutional Trust Lands within the boundaries of the Monument. They are not Monument lands, but their presence has implications for Monument lands, because landowners generally have rights to reasonable access to their lands across public lands. The Proclamation does nothing to alter that.

Owners of non-Federal land surrounded by public land managed under FLPMA are entitled to reasonable access to their land. Reasonable access is defined as access that the

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Secretary deems adequate to secure the owner reasonable use and enjoyment of the non-Federal land. Such access is subject to rules and regulations governing the administration of public land.<sup>6</sup> 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 Monument resources.

There are currently about 175,000 acres of surface rights and 200,000 acres of mineral rights managed by the Utah School Institutional and Trust Lands Administration (SITLA) within the Monument boundary. In addition, about 15,000 acres of land within the Monument boundary are privately owned. Under the May 8, 1998 agreement signed by U.S. Interior Secretary Babbitt and Utah Governor Leavitt (awaiting enactment of ratifying legislation), the United States would acquire SITLA lands within the Monument. The State inholdings within the Monument that would be transferred to the United States upon implementation of the agreement contain numerous interests of varying types (e.g., leases, permits, licenses) held by third persons.

The agreement provides express assurances that the United States would accept the transferred lands subject to valid existing rights, found acceptable under the Attorney General's title regulations. Specifically, section 6 makes clear

that nothing contained in the Agreement would impair valid existing water rights owned by private parties. All terms and conditions of existing State grazing permits would be honored. Moreover, ranchers who rely on the State section to meet Federal base property requirements for Federal grazing permits would be able to continue to use the former State section to qualify as base property. The agreement also includes a provision ensuring that nothing expands or diminishes pre-existing rights-of-way under State or Federal law. Finally, mineral leases would remain in force and subject to their existing terms.

### **Other Land Use Authorizations**

There are a variety of other land use authorizations which were in effect at the time of the Proclamation, and which, although they involve no "rights," are being continued in the Monument. Outfitter and guide permits are a case in point. These permits authorize certain uses of public land for a specified time, under certain conditions, without conveying a right, title, or interest in the land or resources used. Such permits would be recognized in the Monument and fulfilled subject to the terms and conditions of the authorizing document. If at any time it is determined that an outfitter and guide permit, other such permit, or any activities under those permits, are not consistent with the Monument Management

Plan, then the authorization would be adjusted, mitigated, or revoked where legally possible.

Grazing permits are also in this category. Grazing permits or leases convey no right, title, or interest in the land or resources used. Although the Proclamation specifically mentions livestock grazing, it does not establish it as a "right" or convey it any new status. The Proclamation states that "grazing shall continue to be governed by applicable laws and regulations other than this proclamation," and says that the Proclamation is not to affect existing permits for, or levels of, livestock grazing within the Monument. Other applicable laws and regulations govern changes to existing grazing permits and levels of livestock grazing in the Monument, just as in other BLM livestock grazing administration programs. Management of livestock grazing is addressed previously in this "Management Common to All Alternatives" section.

## **VEGETATION**

### **Management Objectives**

Under each alternative, the Monument would be managed to achieve a natural range of native plant associations. Management activities would not be allowed to significantly shift the makeup of those associations, disrupt their normal population

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dynamics, or disrupt the normal progression of those associations.

### **Vegetation Manipulation and Weed Control**

Vegetation manipulation could be used to achieve the management objectives listed above, within the constraints of the alternative selected. Chaining and aerial chemical spraying would not be used within the Monument. The objective of the weed control program is to remove noxious weeds and restore native plant associations.

### **Forestry Products**

Fuelwood (green or dead and down) harvesting, post cutting, and Christmas tree cutting are by permit only and within designated areas. Actual cutting areas would be determined under the permit system. Off-highway vehicle restrictions would apply. Vehicular travel would be allowed only on designated routes.

No commercial timber harvesting is authorized within the Monument. Commercial fuelwood cutting would be limited and authorized in designated areas only to accomplish resource management objectives.

### **Non-Native Plants**

Under all alternatives, native plants would be used as a priority. However, non-native plants may be used to protect Monument resources, to the extent that use complies with the “Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah” (1997) (Appendix 7). Non-native plants would be used judiciously for restoration related research and in emergency situations, if the use is consistent with and furthers the objectives of the applicable management zone. Non-native plants could not be used to increase forage for livestock.

### **VENDING**

Vending within the Monument would be occasional, infrequent, and allowed by permit on a case-by-case basis. Generally, permits could be issued to provide services needed at recreation sites (such as fuelwood sales at campgrounds) and services that are commonly offered in conjunction with competitive and special events. The BLM would work with Utah Department of Transportation to regulate vendors along Highways 12 and 89. Criteria to protect Monument resources would be included in all permits.

### **VISUAL RESOURCE MANAGEMENT**

An inventory of visual resources, using the procedures specified in BLM’s Visual Resource Inventory Manual H-8410-1, was updated for the Monument. Utilizing the results of the Visual Resource Inventory and other resource allocation considerations, lands in the Monument are assigned to one of four Visual Resource Management (VRM) Class objectives. The VRM Class objectives would be assigned as follows:

VRM Class II - 1,275,900 acres  
VRM Class III - 561,300 acres  
VRM Class IV - 35,300 acres

All proposed actions resulting in surface disturbance must consider the importance of the visual values and the impacts the project may have on these values. While performing an environmental analysis for projects, the visual resource contrast rating system would be utilized as a guide to analyze potential visual impacts of the proposal. Projects would be designed to mitigate impacts and conform to the assigned VRM Class objective. Refer to Chapter 3, Map 3.4, and Appendix 8 for a description of VRM classes and objectives.

VRM classes acknowledge existing visual contrasts. Existing facilities or visual contrasts would be brought into VRM class

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conformance to the extent practicable when the need or opportunity arises (i.e. rights-of-way renewals, mineral material site closures, abandoned mine rehabilitation, etc.).

Areas that are designated wilderness or designated a wild section of a National Wild and Scenic River in the Monument would be reassigned to Class I VRM Class objectives at the time the law creating wilderness or National Wild and Scenic River becomes effective.

### **WATER: ASSURING AVAILABILITY**

The Proclamation establishing the Monument directs the Secretary “to address in the management plan the extent to which water is necessary for the proper care and management of the objects of this monument and the extent to which further action may be necessary pursuant to Federal or State law to assure the availability of water.”

The importance of water for the proper care and management of Monument resources is discussed in Chapter 3. This section examines options under Federal and State law for assuring the availability of such water.

The water necessary for the proper care and management of Monument resources falls into two general categories: (1) water needed for Monument facilities to accommodate researchers and other visitors; (for campgrounds, sanitary facilities, and

administrative purposes), and (2) water needed for the protection of the historic and scientific objects of the Monument and the natural processes associated with them.

For several reasons, it is the water in the second category that is most challenging to identify, quantify, and protect. Water in this category is referred to generally as “instream flows,” and simply means allowing water as it naturally occurs in streams, seeps, springs, and other expressions of groundwater, and even precipitation, as one of the forces of nature, to continue to operate. The legal system of water law and water rights administration does not fully address that task. Precipitation generally becomes subject to the water law system only once it reaches a watercourse (typically defined as a stream or channel with an identifiable bed and banks), a groundwater aquifer, or is otherwise captured or contained in such a way that it can be used to satisfy established water rights. Furthermore, high volume flood flows generally are not appropriated and reduced to a water right, unless there is an impoundment or similar mechanism in place to capture and store these high flows for later use. Finally, while it is possible to perfect water rights in instream flows for non-consumptive, ecological and related uses, certain limitations on that method exist, as explained below.

Water flows in the Monument are already or can be protected in most instances by means

other than formal water rights of any kind. Specifically, nearly all of the land within the Monument is Federally owned, and the BLM has broad powers over how those lands are used. BLM can exercise its land management authorities to protect water flows by simply not allowing construction of storage, diversion, or conveyance facilities on these lands, and in many situations this can be as effective in protecting Monument resources as securing formal rights to such flows.

The approval of a water appropriation application by the Utah State Engineer does not create a water right, only the right to try to place the water to beneficial use and thereby establish a water right. If the proposed point of diversion is on land not owned by the applicant, land use permission is a necessary element of placing the water to legal beneficial use. The State Engineer commonly makes this point in approving appropriation applications. In one such recent instance, he said, “Also this approval in no way grants right of trespass. Such rights-of-way are the responsibility of the applicant to obtain from the appropriate party.” (Memorandum Decision, In the Matter of Change Application Number 97-6 (a21081), August 6, 1998)

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Where the proposed point of diversion is on Federal land, the land managing agency can decide whether to allow the diversion and any related conveyance structures to be located on its land. Particularly where BLM (along with other Federal agencies managing adjacent Federal land) manages the upper reaches or headwaters of water courses, it can (subject to valid existing rights, including water rights) effectively prevent others from coming onto Federal land to construct facilities and establish new water rights that might interfere with the water needs of Monument resources. The only limitation on this type of protection is the possibility of groundwater drainage within the Monument (possibly adversely affecting flows in a spring covered by BLM water right, for example) as a result of groundwater pumping from wells located outside the Monument.

Protecting water and water-dependent resources through land management means is less effective in situations where watercourses found in the Monument arise outside the Monument and flow into it, or in situations where there are private inholdings within the Monument. In these situations, absent an instream flow right, BLM generally cannot exercise its land management authority to protect those water resources from diversion on non-Federal land, even if such diversions may interfere with Monument resources. This is also true, to some extent, where a BLM boundary crosses a

groundwater aquifer, i.e., where part of an aquifer lies beneath Monument land and part underlies non-Monument land. This can also occur where aquifers outside the Monument feed streams that flow into the Monument. It is questionable whether BLM has any authority to prevent the pumping of groundwater from such aquifers, (absent an instream flow water right) even though such pumping might interfere with water necessary for the protection of Monument resources.

With the above as background, the following discusses further actions for assuring the availability of water.

### **Appropriative Water Rights under State Law**

BLM may obtain appropriative water rights under Utah State law where BLM meets State law requirements. Campground, visitor, sanitary, and other administrative uses are clearly “beneficial uses of water” under State law, for which water rights may be granted by the Utah State Engineer. Furthermore, none of the four administrative basins established by the Utah State Engineer has yet been closed to new appropriations due to being considered fully appropriated. Utah law also allows the United States and BLM, as the land owner/managing entity, to obtain such water rights in its own name, rather than the actual users (i.e., the visitors). It is entirely reasonable to seek to obtain and perfect water

rights for such visitor and administrative purposes under Utah law.

Instream flows are another matter. Under Utah law the only entities authorized to hold instream flow rights are the UDWR and the Utah Division of Parks and Recreation, and these entities have severe restrictions imposed on them in obtaining and holding such water rights. State law precludes these agencies from appropriating unappropriated water for instream flow rights. They must find a willing seller, buy the water right, and submit a change application thereon to the Utah State Engineer. They may not condemn a water right for these purposes, and are precluded from using general agency funds for such acquisitions; they may only use funds specifically appropriated for such purposes by the State legislature, although they may accept a donated water right (U.C. 73-3-3). It may be possible to work out a cooperative agreement between BLM and one of the state agencies authorized to acquire and hold an instream flow right, where the state agency has a similar interest in protecting a particular resource, such as a state-listed sensitive species of fish or wildlife. It is doubtful, or at least not clear at this point, whether all of the water resources needed for the proper care and management of the Monument resources could be handled this way. We invite

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comment on this approach and are beginning discussions with the state agencies toward this end.

Another State law option relies on Utah's version of the public interest doctrine. Under this doctrine, the Utah State Engineer has authority to deny a water right application, even if there is unappropriated water available, if he is convinced that the water would serve a more beneficial purpose by remaining in the channel. Bonham v. Morgan, 788 P.2d 497 (Utah 1989). This authority stems from the provisions of U.C. 73-3-1 and 73-3-8. The relevant portion of U.C. 73-3-8 reads as follows:

If the Utah State Engineer, because of information in his possession obtained either by his own investigation or otherwise, has reason to believe that an application to appropriate water would interfere with its more beneficial use for irrigation, domestic or culinary, stock watering, power or mining development or manufacturing, *or would unreasonably affect public recreation or the natural stream environment, or would prove detrimental to the public welfare*, it is his duty to withhold his approval or rejection of the application until he has investigated the matter. If an application does not meet the

requirements of this section, it shall be rejected. (Emphasis added.)

The Utah State Engineer has, on occasion, implemented this authority by use of a formal, declared policy statement, as he did to prevent appropriation or use of endangered fish protection flows released from Flaming Gorge Reservoir, as part of the recovery plan for the endangered Colorado River native fishes.

BLM in appropriate circumstances can approach the Utah State Engineer with a request to use this authority to protect natural flows in the Monument in a similar manner.

An additional means of seeking to protect Monument resources dependent on water is to purchase private water rights either inside or outside the Monument if it is demonstrated that the effect of the current use of the water right is adversely affecting Monument resources. Such acquisition must, under existing law, be on a willing seller basis.

### **Federal Reserved Water Rights**

The Grand Staircase-Escalante National Monument Proclamation does not reserve water as a matter of Federal law. It does not, however, abolish or defeat BLM's claims to Federal-law-based water rights

under other reservations or proclamations. These are discussed below.

### **C Wild and Scenic Rivers**

The BLM planning process provides for public nominations of river segments which may be eligible for inclusion in the National Wild and Scenic River System. To be considered, the body of water must be free-flowing and contain outstandingly remarkable values related in some way to the stream. These values are: scenic, recreational, geologic, fish and wildlife, cultural, historic, hydrologic, ecological and biological diversity, paleontological, botanic or scientific study.

The nomination of a river through the planning process by itself creates no Federal reserved water right. BLM has no authority of its own to designate a wild and scenic river and thereby create such rights. Only the Congress, or the Secretary of the Interior upon application of the Utah Governor, may designate a Wild and Scenic River within the Monument. Such a designation would, under established legal doctrine, reserve sufficient water to carry out the purposes of the designation, including instream flows.

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### C Public Water Reserves

The Pickett Act of 1910 (repealed in 1976) vested the President with authority to withdraw and reserve certain public lands for public purposes (Act of June 25, 1910, ch. 421, 36 Stat. 847, as amended). Those purposes included preserving water resources on the public lands to serve the traveling public, including livestock. In 1913, the President issued Order of Withdrawal, Public Water Reserve No. 10, Utah No. 5 (“1913 Order”) so that “the right to the use of the water, and consequently of the adjacent range, may remain in the public.” The 1913 Order reserves for public use certain tracts in the State of Utah, some within the Monument, most consisting of all the land within one quarter mile of a designated water source.

In a subsequent withdrawal order in 1926, Public Water Reserve No. 107, the President made a blanket reservation of (1) every smallest legal subdivision of vacant, unappropriated, and unreserved public land containing a spring or water hole, and (2) all land within one quarter mile of a spring or water hole on unsurveyed public land for public use and “in aid of pending legislation.” The pending legislation referred to is indicated in the referral letters as “the pending bill to authorize the leasing of

grazing lands upon the unreserved public domain.” In 1983, the Utah State Office of the BLM determined which lands “contain important spring or water holes of sufficient size and value to the public to have created a withdrawal” under the 1926 Order (Memorandum, from Chief, Branch of Lands and Minerals Operations to State Director, Utah, Bureau of Land Management, Feb. 4, 1983). Many are in the Monument.

Courts have held that public water reserves do create Federal reserved water rights [see, e.g., U.S. v. Denver, 656 P. 2d1 (S. Ct. Col. 1982) and U.S. v. Idaho, No. 23587 (S. Ct. Ida., April 6, 1998)], but these courts generally regard these water rights as limited to human and animal consumption. The water reserved under Federal law by these reservation may contribute to the care and management of Monument resources, but may not be entirely sufficient for that purpose. Used in conjunction with appropriate land management decisions, however, they may be helpful.

### C Congressional Reservation of Unappropriated Water

Congress may expressly reserve any unappropriated water within the Monument necessary to preserve Monument resources. Such a reservation

would be subject to valid existing rights and would have a very junior priority date; the date of the reservation of the water, not of the Monument itself. This means, in effect, that the Monument would continue to be subject to all water rights on the system senior to its own water right, but would at least be protected from adverse effects arising from subsequent appropriations.

### C Presidential Proclamation

A reserved water right may be created by Presidential Proclamation under the Antiquities Act [Cappaert v. United States, 426 U.S. 128, (1976)]. If Monument needs for water cannot be met by other means, the President could amend the original proclamation specifically to include water for the purposes now identified by BLM as necessary to protect Monument resources.

### Strategy for Assuring Water Availability

As the above discussion demonstrates, water is important to a number of Monument resources, and its continued availability is necessary for their proper care and management. Our review to date strongly suggests, however, that both currently and into the reasonably foreseeable future, water would continue to be available for these purposes. This is for several reasons. First, much of the water important to the Monument falls as precipitation within the Monument or

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on adjacent Federal lands, and is not subject to appropriation by others. Its continued availability for Monument resources can be safeguarded by appropriate Federal land management policies. Second, in those relatively few places where opportunities exist for appropriation under state law upstream from, or on private inholdings within, the Monument, both current and reasonably foreseeable appropriations do not in general significantly threaten the continued availability of water in the Monument. Third, current State law and policy limits new appropriations in these areas, as discussed above. Fourth, Federal law may already provide some protection, as discussed above.

For all these reasons, we believe a sound strategy for assuring the continued availability of water for Monument resources is as follows: (1) ensure that land management policies are sensitive to water issues, and (2) initiate discussions with the Utah State Engineer. These discussions could explore such things as developing more information about water uses and needs in the area (developing water budgets and forecasts of future needs), examining opportunities for securing under state law instream flow protection for Monument resources, making sure that state policies on new appropriations in the area are sensitive to Monument needs, and exploring whether other steps ought to be taken to protect

Monument resources against the possibility of future upstream development that may threaten them. For example, BLM, the State and communities adjacent to the Monument could engage in joint studies on such issues. One goal could be to identify how nearby communities could secure water supplies for expected future growth without interfering with the water flows needed for Monument resources. An agreement recently reached between the Department of the Interior (on behalf of Zion National Park), the State, and local water users suggests a useful mode. The agreement allows additional future non-Federal development of water that could affect the Park, but caps it, and protects the continuation of “spike” or flood flows through the Park resulting from extraordinary precipitation events, to protect the important role of such events in the Park environment.

We invite comment on these preliminary conclusions and suggestions for proceeding.

### WILDERNESS STUDY AREAS

Wilderness preservation is part of BLM’s mandate. Pursuant to this mandate, certain areas within the Monument have been identified for wilderness review. The purpose of these areas, referred to as Wilderness Study Areas (WSAs), is to protect potential wilderness values until

further study is completed, recommendations on their suitability for wilderness designation are made, and legislation takes effect to designate them as part of the National Wilderness Preservation System or release them from further study or protection.

The Monument contains 16 WSAs, totaling approximately 880,600 acres, or about 52 percent of the BLM acres in the Monument (Appendix 9). These WSAs were identified in a 1978-80 inventory as having wilderness character and thus worthy of further study to determine their suitability for designation as part of the National Wilderness Preservation System. In 1990, the Utah Statewide Final Environmental Impact Statement analyzed the suitability of the WSAs for designation, and in 1991, the Utah Statewide Wilderness Study Report made suitability recommendations to Congress. Further recommendations on wilderness suitability are outside the scope of this plan.

Existing WSAs in the Monument would be managed under the BLM’s Interim Management Policy (IMP) and Guidelines for Lands Under Wilderness Review (BLM Manual H-8550-1) until legislation takes effect to change its status. The major objective of the IMP is to manage lands under wilderness review in a manner that does not impair their suitability for designation as wilderness. In general, the only activities permissible under the IMP are temporary uses

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that create no new surface disturbance nor involve permanent placement of structures. Temporary, non-disturbing activities, as well as activities governed by valid existing rights, may generally continue in WSAs.

Actions allowed under the IMP would also be subject to other BLM laws and policies that govern the use of public land, including management prescriptions or other restrictions developed in this Monument Management Plan (where they are consistent with the IMP). It is important to note that some uses and activities described in the management alternatives in this plan may not be achievable under the IMP. Where these conflicts occur, IMP would take precedence until action is taken by Congress to either designate them or release them from further protection. This plan is intended to apply to any and all lands within the Monument if Congress releases them from WSA status.

### WILDFIRE SUPPRESSION

Under the current Fire Management Plan, wildfire would be managed to protect life, property, and resources, and to maintain or improve ecosystem health. These goals would determine the kind of response that would be made to each fire. In areas with developments, such as campgrounds, full fire suppression would be used with

appropriate buffers. The use of heavy equipment or off-highway travel would be prohibited, except when permitted by the Monument Manager. Wilderness Study Areas, prehistoric and historic wood structures and their components (such as beams in prehistoric sites), as well as rock art, would be protected, but the least disturbing minimum suppression tools or methods would be used. Response to wildfire would be from the closest fire suppression entity, regardless of agency. Fire plans and suppression agreements are updated annually. Current plans would be updated based upon the decisions made in this Monument Management Plan, and as needed to protect Monument resources.

### WITHDRAWAL REVIEW

The Proclamation establishing the Monument states: "All Federal lands and interests in lands within the boundaries of this Monument are hereby appropriated and withdrawn from entry, location, selection, sale, leasing, or other disposition under the public land laws,.... The Proclamation also states: "Nothing in this Proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation: however, the National Monument shall be the dominant reservation." This statement refers to any lands within the Monument that have been removed or withdrawn from operation under some or all of the public

land laws (such as mining and/or mineral leasing laws) by statute or Secretarial order prior to the Proclamation. These withdrawals were imposed to achieve a variety of purposes, and they remain in effect until specifically revoked, or otherwise expire. Many were established prior to the enactment of FLPMA in 1976. These withdrawals are listed in Table 3.9 in Chapter 3.

In all alternatives, the BLM would continue to review withdrawals within the Monument to determine their consistency with the intent of the withdrawal. Any withdrawals no longer meeting their intended purpose would be revoked under section 204 of FLPMA. Where appropriate, existing withdrawals could also be modified or revoked to implement the objectives of this plan.

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### END NOTES

1. 43 CFR Ch II 4100.0-8, Grazing Administration, General: Land Use Plans.  
"...Livestock grazing activities and management actions approved by the authorized officer shall be in conformance with the land use plans as defined at 43 CFR 1601.0-5(b)."

43 CFR 1601.0-5(b): "*Conformity or conformance* means that a resource management action shall be specifically provided for in the plan, or if not specifically mentioned, shall be clearly consistent with the terms, conditions, and decisions of the approved plan or plan amendment."

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2. 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 Federal Land Policy and Management Act of 1976 (FLPMA), Public Law 94-579, Section 706(a), Stat. 2744, 2793 (1976), which granted “[t]he right-of-way for the construction of highways over public lands, not reserved for public uses.” As described in the United States Department of Interior, Report to Congress on R.S. 2477 (June 1993), claims of rights-of-ways under R.S. 2477 are contentious and complicated issues, which have resulted in extensive litigation. See E.G. *Sierra Club v. Hodel*, 848 F.2d 1068 (10th Cir. 1988); *Southern Utah Wilderness Alliance v. Bureau of Land Management*, Consolidated Case No. 2:96-CV-836-S (D. Utah, filed Oct. 3, 1996, pending). It is unknown whether any R.S. 2477 claims would be asserted in the Monument which are inconsistent with the transportation decisions made in the Final Plan or whether any of those R.S. 2477 claims would be determined to be valid. To the extent inconsistent claims are made, determinations of the validity of those claims would have to be determined. If claims are determined to be valid R.S. 2477 highways, the Final Plan would respect those as valid existing rights. Otherwise, the transportation system described in the Final Plan would be the one administered in the Monument.

3. A “right-of-way” refers to the public lands authorized to be used or occupied pursuant to a right-of-way grant. A right-of-way grant authorizes the use of a right-of-way over, upon, under or through public land for construction, operation, maintenance and termination of a project (from 43 U.S.C. Section 1761-1771, 43 CFR Ch. II, 2800.0-5).

4. An easement is a non-possessory, non-exclusive, interest in land which specifies the rights of the holder and the obligation of the Bureau of Land Management to use and manage the lands in a manner consistent with the terms of the easement. (from 43 U.S.C. 1732,

1733, 1740, 43 CFR 2920.0-5)

5. A lease is an authorization to possess and use public land for a fixed period of time. (from 43 CFR 2920.0-5)

6. Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3210). The courts have found that this provision applies nationally. Also found in BLM Manual 2800.06B.

## CHAPTER 2 - ALTERNATIVES CONSIDERED BUT ELIMINATED

### ALTERNATIVES CONSIDERED BUT ELIMINATED FROM DETAILED ANALYSIS

During public scoping for the Monument Management Plan in 1997, some participants proposed alternatives that would emphasize extremes in management for the Monument, such as total preservation or full development of all resources. However, the majority of those who participated indicated that analysis of such alternatives would be misleading, and would create misunderstanding among the public, because such alternatives could not be implemented consistent with the Proclamation.

The Council on Environmental Quality guidelines for implementation of NEPA require Federal agencies to analyze all “reasonable” alternatives that substantially meet the purpose and need for the proposed action. The purpose of the Monument Management Plan is to provide for management of Grand Staircase-Escalante National Monument within the provisions of the Proclamation, and to meet the requirements of FLPMA and other laws and regulations. Because the Proclamation states that certain uses will not continue, and that other uses will continue consistent with Federal laws and regulations, alternatives that do not comply with the Proclamation would not meet the purpose and need for the plan, and are therefore not analyzed further in this

EIS. Specific alternatives that were suggested but are not analyzed include:

#### NO LIVESTOCK GRAZING

The BLM has the responsibility to manage livestock grazing in the Monument as directed in the Proclamation, which states: “Nothing in this proclamation shall be deemed to affect existing permits or leases for, or levels of, livestock grazing on Federal lands within the monument; existing grazing uses shall continue to be governed by applicable laws and regulations other than this proclamation.”

Because the designation of the Monument cannot affect permits for, or levels of, livestock grazing, elimination of livestock grazing is not a reasonable alternative for further analysis. A discussion of livestock grazing objectives is found in this chapter, in Management Common To All Alternatives.

#### FULL RECREATION DEVELOPMENT

The Proclamation gives foremost regard to the scientific and historic objects of the Monument. Visitor use must be secondary to the protection of Monument resources under the Antiquities Act mandate to protect objects of historic and scientific value. While Alternative E emphasizes opportunities for visitors, it does so while complying with the goal of protecting

Monument resources. Emphasizing recreation over protection of Monument resources is not a reasonable alternative, and is not analyzed further.

#### MAXIMIZE WILDERNESS - RECOMMENDATION OF SUITABLE WILDERNESS FOR CONGRESSIONAL DESIGNATION

In 1996, the Secretary of the Interior directed that a new, limited inventory be conducted in Utah to determine the presence of wilderness characteristics in areas outside the boundaries of current Wilderness Study Areas proposed for permanent wilderness protection in Congressional legislation. This statewide wilderness inventory was temporarily enjoined by District Court order in November, 1996. The injunction was overturned by the 10th Circuit Court of Appeals in Utah v. Babbitt (10th Cir. 1998), after the scoping process for this plan was complete. Moreover, the wilderness inventory is a BLM statewide effort not specific to the Monument. Any wilderness recommendations that may follow the conclusion of this inventory would be too late to consider in this planning process for the Monument. If Congress should act to designate wilderness in the Monument, the wilderness designation would be effective without further BLM planning action. Nonetheless, the BLM would review the

## CHAPTER 2 - ALTERNATIVES CONSIDERED BUT ELIMINATED

Monument plan to determine whether confirming amendments would be necessary or advisable.

### FULL FIELD MINERAL DEVELOPMENT

#### Oil and Gas Development

Full field mineral development of new and existing Federal oil and gas leases has not been analyzed as a separate alternative in this plan for the following reasons:

1. The Monument Proclamation legally controls and limits Federal mineral leasing or other disposition of Federal minerals. The Proclamation withdrew the Monument from future mineral leasing, and thus mineral development involving the issuance of future Federal mineral leases is not allowable. Mineral development under existing mineral leases would be the same under all of the plan alternatives. Such development would occur under valid existing rights (VERs), to which all of the alternatives analyzed herein are subject.
2. From a mineral resource perspective, the probability of successful development from exploration to full field development of oil and gas resources is low. The average success rate for wildcat oil and gas wells is less than 10 percent, and the BLM believes the likelihood of commercial quantities of oil and gas being

present in the Monument is quite low. This is consistent with the record of the past 50 years of exploration, in which dozens of exploratory wells have been drilled without the discovery of commercial quantities of oil and gas (other than in the Upper Valley field). Based on these factors, the discovery and production of an oil or gas resource is not considered to be reasonably foreseeable, and therefore the impacts of oil and gas development are not analyzed in this plan.

3. Insufficient information is currently available to analyze the likely impacts of full field development. The BLM has received Applications for Permit to Drill (APDs) for exploration on oil and gas leases within the Monument, some of which are currently pending. APDs for exploration, however, are not the same as plans for full field development. Full field development assumes a discovery of an economic resource, production facilities, transportation facilities, and other infrastructure development. An analysis of such development goes beyond the impacts of exploration (usually of small extent and short duration) to impacts of development (large extent and long duration). Full field development would ordinarily be analyzed in a NEPA compliance document after exploration, not as a condition of exploration approval or part

of the Monument plan. It is not known in advance whether petroleum will be discovered, let alone at what location or depth, in what quantity or viscosity, at what pressure, or whether it would be oil, gas, both, or neither. Thus, any attempt to “evaluate the environmental impacts” of full field development in this plan is not appropriate at this time.

4. Full environmental analysis will be required and will occur at the appropriate time. Adoption of the plan, or even approval of APDs for exploration wells, does not commit the BLM to any future actions, foreclose options for future proposals for oil and gas development in the Monument, or trigger full field development. If an exploration well drilled on an existing lease within the Monument were to encounter economic quantities of oil or gas, and an entity were to apply for drilling of field development wells, the BLM would prepare appropriate NEPA documents to analyze such a proposal before approving any development.

This staged approach to NEPA compliance has been upheld by the 10th Circuit in Park County Resource Council v. U.S. Department of Agriculture, 817 F.2d 609 (10th Cir. 1987). Such an approach does not constitute “piecemealing” of a larger project. The Monument Management Plan is independent

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of, and does not predetermine, the result of any future APD or development proposal. NEPA compliance will be conducted at such time that any future proposal is made; adequate information would then exist to identify precisely the proposed activities and to analyze the proposal and its impacts. The Interior Board of Land Appeals has upheld approval of an APD for an exploratory well without analysis of full field development (see Utah Chapter of Sierra Club, 120 IBLA 229).

### Coal Development

This document does not address full development scenarios for coal for reasons similar to those cited above for oil and gas. The Monument Proclamation precludes new Federal coal leasing. The Proclamation preserved rights under existing Federal coal leases. Development of such leases would be based upon valid existing rights, and would be the same under all plan alternatives.

There are two holders of Federal coal leases within the Monument, PacifiCorp and Andalex Resources, Inc. PacifiCorp's Garfield County coal lease is located within a Wilderness Study Area, and was suspended in 1992. Before the establishment of the Monument, the Department of Interior entered into discussions with PacifiCorp concerning a possible relinquishment of the Garfield coal lease under 43 CFR subpart

3435. If such discussions do not result in the relinquishment of the PacifiCorp coal lease, development of that lease would be governed under the treatment of VERs in the BLM's Wilderness Study Guidelines, 48 Federal Register 31854-31855, and would not proceed until a termination of the suspension and the preparation of a site-specific NEPA compliance document.

Although PacifiCorp may certainly choose to exercise its valid existing rights, at this time, from a NEPA standpoint, the Department of Interior does not view coal development on PacifiCorp's Garfield County coal lease as being reasonably foreseeable. If the exchange discussions between the Department and PacifiCorp are successful, the lease will be relinquished. If the discussions are not successful, PacifiCorp will continue to hold a coal lease in a Wilderness Study Area, which was suspended at PacifiCorp's request. No transportation infrastructure exists to transport the coal, placing the coal at a competitive disadvantage with regard to most existing coal markets for Utah coal. In addition, the coal would not meet Environmental Protection Agency standards for compliance with the Clean Air Act as utility fuel (absent scrubbers or equivalent technology), and market studies available to the Department of Interior project that a market for the coal would not exist until the

year 2015. These factors make development of the coal lease unlikely.

Andalex holds 17 Federal coal leases in the Smoky Hollow area of the Monument. Although Andalex could seek to mine its coal under VER, subsequent to the establishment of the Monument it withdrew a permit application pending with the Utah Division of Oil, Gas, and Mining. Development of the Andalex coal leases would require the preparation of a site-specific NEPA compliance document. Under an agreement with Andalex, the Department of the Interior stopped work in December 1996 on such an environmental impact statement then in preparation.

Although Andalex may certainly choose to exercise its valid existing rights, at this time, from a NEPA standpoint, the Department of Interior does not view coal development of Andalex's Smoky Hollow coal leases as being reasonably foreseeable. If discussions with the Department of Interior regarding potential lease exchange are not successful, Andalex would continue to hold the 17 Federal coal leases for which Andalex unilaterally withdrew its permit application. On ten of the leases, the Federal diligence obligations (43 CFR Part 3400) have recently restarted and the leases will expire in the year 2003 unless commercial production is achieved. The cost of building a haul road and transporting the

## CHAPTER 2 - ALTERNATIVES CONSIDERED BUT ELIMINATED

coal to market places the coal at a competitive disadvantage with regard to most existing coal markets for Utah coal. Market studies available to the Department of Interior project that a market for coal from the Kaiparowits Plateau would not exist until the year 2015. These factors make development of the Andalex coal leases unlikely.

As with oil and gas, adoption of the Monument plan would not commit the BLM to any future action or foreclose options for future proposals for development of existing Federal coal leases in the Monument.

### **Hard Rock Mineral Development**

This document does not address full development scenarios for hard rock minerals for similar reasons as for oil and gas. The Monument Proclamation precludes new location of mining claims under the 1872 Mining Law. The Proclamation preserved rights under valid existing mining claims, and development of such claims would be based upon valid existing rights (see Chapter 4 for a discussion of impacts of current operations).

Full environmental analysis would be required and would occur for actions requiring the BLM approval. Adoption of the Monument plan would not commit the BLM to any future actions or foreclose options for future proposals for development of existing

hard rock mining claims in the Monument. The BLM would prepare appropriate NEPA documents to analyze such a proposal before approving any development.

### **DESIGNATION OF AREAS OF CRITICAL ENVIRONMENTAL CONCERN**

Some who participated in the scoping process suggested that the Monument plan include ACECs. ACECs are areas within the public lands where special management attention 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 human life and safety from natural hazards.

The BLM called for ACEC nominations in March of 1998. In addition, twenty-two nominations were brought forward from earlier planning efforts. After careful evaluation of the resources recognized in each of the nominations, it was determined that the protection of these resources would be equivalent under either Monument authority or ACEC designation, so no ACECs would be designated under the Monument Management Plan.

### **NATURAL ECOSYSTEM**

Some commentors suggested that the BLM consider a Natural Ecosystem Protection Alternative. All of the alternatives analyzed provide protection to natural ecosystems, so a separate Natural Ecosystem Protection Alternative is not analyzed in detail.

### **SUPPORT LOCAL COMMUNITIES**

Many of the scoping participants urged the BLM to support local communities through such measures as placement of facilities, funding for infrastructure, providing planning assistance and loans, hiring local people, preventing franchise and chain businesses in local communities, and using local preferences in providing services such as guides and outfitters. They also encouraged the BLM to enter into partnerships with local governments for support of search and rescue, etc. The BLM can participate in many of these types of activities regardless of the plan alternative selected. However, some of the suggested activities, such as preventing franchise businesses in local communities, are beyond the BLM's authority. For these reasons, a separate community support alternative has not been analyzed.