HENRY MOUNTAIN, PARKER MOUNTAIN, AND MOUNTAIN VALLEY MANAGEMENT FRAMEWORK PLANS (MFPs)

APPROVED AMENDMENTS AND DECISION RECORD

Prepared by
DEPARTMENT OF INTERIOR
BUREAU OF LAND MANAGEMENT (BLM)
UTAH STATE OFFICE

Decision: It is my decision to approve the multiple plan amendments and decision record for the Henry Mountain, Parker Mountain, and Mountain Valley Management Framework Plans (MFPs). This decision adds five new land tenure adjustment criteria (listed below) for public lands located in Richfield District of the Bureau of Land Management (BLM).

Public lands in order to be considered for any form land tenure adjustment (LTA) including but not limited to exchanges, in lieu selections, desert land entries, R&PPs etc. (except FLPMA 203 Sales) within the above stated planning areas, must meet one or more of the following criteria:

1) is in the public interest and accommodates the needs of state, local or private entities, including needs for the economy, community growth and expansion and are in accordance with other land use goals and objectives and RMP/MFP planning decisions;

2) results in a net gain of important and manageable resource values on public lands such as crucial wildlife habitat, significant cultural sites, high value recreation areas, high quality riparian areas, live water, threatened & endangered species habitat, or areas key to the maintenance of productive ecosystems;

3) ensures the accessibility of public lands in areas where access is needed and cannot otherwise be obtained;

4) is essential to allow effective management of public lands in areas where consolidation of ownership is necessary to meet resource management objectives;

5) results in the acquisition of lands which serve a national priority as identified in national policy directives.

In addition to above criteria, all future land disposal actions will require a site specific environmental analysis in accordance with the National Environmental Policy Act when an actual land tenure adjustment action is proposed. A subsequent analysis may reveal resource conditions that could not be mitigated to the satisfaction of the authorized officer and may therefore preclude disposal.

All future land tenure adjustments must meet one or more of the of the above land tenure adjustment criteria as well as be in conformance with other goals and objectives in the subject

plan, some of which could preclude land tenure adjustment. All land tenure adjustments would be subject to valid existing rights as determined by the authorized officer.

Finding of No Significant Impact (FONSI): A finding of no significant impact was made on May 30, 1997 by the Utah BLM State Director. This determination was made based on the analysis provided in EA No. J-050-097-072. He determined the Proposed Amendments to the Henry Mountain, Parker Mountain, and Mountain Valley Management Framework Plans (MFPs) will not create significant impacts to the human environment and that an Environmental Impact Statement is not required.

Rationale for Decision: The above decision was made to provide for planning consistency between District and Area Offices and increase its ability to conduct land tenure adjustments in a more flexible manner.

These planning amendments have shown the potential to improve management of sensitive resources, as well as provide possible community growth and economic development.

Further, numerous environmental elements were reviewed and no significant impacts were identified. Refer to Appendix A for the environmental elements that were considered but not analyzed in detail.

G. William Lamb

G. William Lamb
State Director, Utah

7/17/97
(Date)

APPENDIX A:

ENVIRONMENTAL ELEMENTS CONSIDERED BUT NOT ANALYZED IN DETAIL

The rationale for not considering these environmental elements further is documented below:

- **Impacts on Air Quality or Airshed Classification**

There is a potential for development of parcels that have left public ownership to temporarily degrade air quality periodically once construction or development begins. Anticipated soil disturbance from development is a potential source of fugitive dust and other air pollutants. However, the disturbed areas would be in scattered locations and at different times. There would be temporary increases in fugitive dust and other emissions, but the increases are not anticipated to be large enough to affect air quality on a regional basis.

In addition, the State of Utah in coordination with the Environmental Protection Agency would be responsible for any air quality permits and or restriction/mitigation necessary for the prevention of significant impacts for subsequent development proposals. Therefore, impacts on air quality are not addressed in detail at this time.

- **Impacts on Floodplains/Wetlands/Riparian**

All areas and area groupings were reviewed on topographical maps to determine if potential land tenure adjustments could adversely affect floodplains, wetlands or riparian areas. In accordance with executive order 11988 regarding floodplains, it is not anticipated that any land tenure adjustment that may conflict with floodplain protection, management or local zoning controls regarding these resources would be allowed unless it could be mitigated to the satisfaction of the authorized officer and other permitting authorities. Site specific impacts to these values would be analyzed and mitigated during subsequent environmental analysis at the implementation stages. Currently, it is Bureau policy that land tenure adjustments do not result in the loss of riparian areas or wetland areas unless such an adjustment results in the acquisitions of a net gain these resources.

- **Impacts on Prime/Unique Farmland**

Existing policies mandated by the Surface Mining Control and Reclamation Act of 1977 require the consideration of Prime or Unique Farmlands. Further, there are no known prime or unique farmlands that could be impacted by either alternative and therefore, these elements will not be considered further.

- **Impacts on Proposed Areas of Critical Environmental Concern (ACEC)**

Under either Alternative, no ACECs would be impacted, however, all relevance and importance criteria would be protected on a case by case basis.

Existing law and policy would preclude taking any action that would cause significant adverse impacts to any of the values that were identified under the relevance and importance criteria in a designated ACEC. As such no land tenure adjustment would be allowed that would cause significant adverse impacts to any of the ACECs that have been designated in these planning areas.

- **Impacts on Cultural and Paleontological Resources**

It is anticipated that potential land tenure adjustments that would be found to have significant cultural or historical resources would be precluded from disposal. However, it is possible that some LTAs, could be authorized resulting in the loss of such values. Usually, this only occurs when BLM receives more or better of these values during an exchange process. Existing BLM policy would require mitigation as coordinated with and approved by the Utah State Historical Preservation Officer prior to authorizing any form of land tenure adjustment affecting cultural/historical resources. Therefore, impacts to these resources will not be considered further.

- **Impacts on Hazardous Waste Materials**

The addition of five new land exchange criteria is not anticipated to result in any potential action that would promote generation of hazardous wastes or interfere with management of hazardous waste under applicable Federal or State laws. Further, prior to any subsequent land tenure adjustment proposal, inventories for hazardous materials would be conducted and mitigation would be required (if possible) or the site would be precluded from land tenure adjustment. Therefore, this element has not been considered further.

- **Impacts on Wilderness Study Areas or Other Special Designations**

Existing policies would preclude land tenure adjustment of public lands within any Wilderness Study Areas, Areas of Critical Environmental Concern, Research Natural Areas, etc. Growth in general throughout the region will most likely cause increased visitor use of these areas. Impact analysis of this sort would be beyond the scope of this Environmental Analysis.

- **Impacts on Soil Resources/Water Resources**

There is a potential for loss of soil structure and productivity, with resultant impacts on vegetation and water quality from surface disturbance should a LTA result in subsequent development. Impacts on soils are closely linked to impacts on vegetation and water quality. It is anticipated that such impacts would be addressed on a site specific basis and that LTAs would not be considered where there is a potential for significant impacts unless such impacts could mitigated to the satisfaction of the authorized officer in accordance with known statutory environmental thresholds. The same would be true of water quality and therefore these resources were not considered further in this assessment.

- **Impacts on Forestry Management**

It is not anticipated that any of the proposed land tenure adjustment criteria identified would have any appreciable effect on the existing management of or harvest of forest products and thus is not considered further in this analysis.

- **Impacts on Energy and Mineral Resources**

There is no known potential for disposing of any significant amount of land deemed valuable for energy and mineral resources. Site specific mineral reports will be prepared for every proposed LTA.

PLAN CONFORMANCE/NEPA COMPLIANCE RECORD

BLM Office: Richfield District
Lease\Serial\Case File No.: J-050-093-021EA
Proposed Action Title\Type: Henry Mountain MFP Plan Amendment - Forage Redistribution-Livestock to Buffalo.
Location of Propose Action: Henry Mountain Resource Area
Description of the Proposed Action: The MFP would be amended to allow for changing livestock allocation to wildlife allocations. The current proposal would authorize changes from livestock on the Pennell, Nasty Flat and Steele Butte allotments. All work in administering the buffalo herd would be done in compliance with the Interim Management Policy and are considered non-impairing within the Wilderness Study Areas involved in the herd area.

Applicant (If Any): Livestock permittees and Utah Division of Wildlife Resources

PART I: PLAN CONFORMANCE REVIEW. This proposed action is subject to the following land use plan:

Name of Plan:	Date Approved:
Henry Mtn. MFP	**1982**

The proposed action has been reviewed for conformance with this plan (43 CFR 1610.5, BLM MS 1617.3).

Roy Edmonds
Surname(s) of Reviewer(s)

Remarks: The proposed action is not in conformance with the MFP. The proposal would require amendment of the plan. The following decisions would need to be amended.

--Decision W-2.1,...(buffalo allocation) decisions are shown in MFP 3 table 2.....Blue Bench 4, Bullfrog 45, Burr Point 15, Cedar Point 6, Crescent Creek 55, Hanksville 18, Nasty Flat 576, Pennell 835, Sandy 2 155, Sawmill Basin 114, Steel Butte 202, Trachyte 14, Dry Lake 88.

--Decision RM-1,.... Provide 2,000 AUMs for bison on allotments and 88 AUMs(current capacity) on Dry Lakes (unallotted area) to provide for 200 mature animals and replacements needs.

The following decision provides guidance to the resource area in line with the current proposal:

--Decision WL-3.2. Give the bison habitat top priority for habitat management in the planning area and insure that the herd remains wild and free roaming and that it not be restricted so that it is

turned into a semi-domesticated herd, moved from pasture to pasture as are some of the herds found in United States.

These decisions support the maintenance of vegetation and other resources within the resource area. However the allocation provided needs to be adjusted to allow for conversion of livestock use to wildlife use and reservations.

PART II NEPA REVIEW:

A. Existing EA\EIS Review. This proposed action relates to actions addressed in the following existing BLM EA\EIS:

Name of Document:	Date Approved:
Henry Mtn Grazing EIS	**1982**
Attached EA	**1993**

These documents have been reviewed against the following criteria to determine if they covers the proposed action:

1. The proposed action is a feature of, or essentially the same as, the alternative selected and analyzed in the existing documents.
2. A reasonable range of alternatives was analyzed in the existing documents.
3. There has been no significant change in circumstances or significant new information germane to the proposed action.
4. The methodology\analytical approach previously used is appropriate for the proposed action.
5. The direct and indirect impacts of the proposed action are not significantly different from those identified in the existing document.
6. The proposed action would not change the previous analysis of cumulative impacts.
7. Public involvement in the previous analysis provides appropriate coverage for the proposed action.

Roy Edmonds
Surname(s) of Reviewers(s)

Remarks: The EIS provides adequate rationale for the allocation of the volume of forage use proposed and the region analysis involved. The EA provides adequate documentation of the proposed changes in allocation and the anticipated impacts involved.

C. FONSI: I have reviewed this environmental assessment including the explanation of environmental impacts. I have determined that the proposed action described will not have any significant impacts on the human environment and that an EIS is not required.

Roy Edmonds
Surname(s) of Reviewer(s)

PART III. PROPOSED DECISION: It is my decision to implement the proposed action allocating additional forage for buffalo as follows:

ALLOTMENT	BUFFALO ALLOCATIONS (Based on Livestock AUMs)		
	CURRENT	ADDITIONAL	PROPOSED TOTAL
Blue Bench	4	0	4
Bullfrog	45	0	45
Burr Point	15	0	15
Cedar Point	6	6	6
Crescent Creek	55	0	55
Dry Lake	88	0	88
Hanksville	18	0	18
Nasty Flat	576	482	1,058
Pennell	835	2,454	3,289
Sandy 2	155	0	155
Sawmill Basin	210	0	210
Steele Butte	202	1,194	1,396
Trachyte	14	0	14

The Henry Mtn. MFP will be amended as follows:

Decision W-2.1 The new allocation above will be added.

Decision RM-1 The new allocation above will be added.

Decision RM-2 Allocation may be converted between wildlife and livestock species when evaluations show the change to be advantageous to BLM resources and management.

Jerry W Goodman 1-15-93
Richfield District Manager Date

Rationale: The proposed amendments would provide additional recreation opportunities and enhance the unique buffalo herd and follows the intent of the MFP by giving top priority to the buffalo herd.

IV. DECISION RECORD: The proposed decision listed above will be implemented and incorporated in the Henry Mountain Resource Area MFP.

James M Parker 3-4-93
Utah State Director Date

Rationale: _____

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Updating Documents (See Instruction Memo UT-050-80-33)

2. New data should be submitted to the area manager. Should the area manager determine that the new data is to be added to the master copy he will enter the data in the appropriate section and make a notation of the material, source, and date on the first page. He will mail a notice of change to the Chief of Planning for inclusion in the District's official photo copy.

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DESCRIPTION OF NEW INFORMATION		Date Entered
Minerals - Oil & Gas (M-3.2)	updated	8/1/83
Wildlife (WL-5)	updated	8/1/83
Lands PC/NEPA	~~update~~ amended	11/29/90
Watershed (WI-1)	Amended	6/19/87
Mel Johnson land Exchange	Amended 8/15/84 Fed Reg	7/9/87
Lands Ticabo State Land	Amended	11/29/90
Ticabo Land Sale Garfield	"	8/24/92
Wildlife (WL-2.1) Adjust Allocation	Amended	3/4/93
Livestock (RM 1 + 2) Adjust Allocation	Amended	3/4/93
Land Tenure Plan Amend.	Amended	7/17/97

PLANNING AMENDMENT

PARKER MOUNTAIN AND HENRY MOUNTAIN PLANNING UNITS

Prepared by:

Roy Edmonds, Environmental Coordinator
Carl J. Thurgood, Project Manager

AMENDMENT DECISION AND RATIONALE

(Met Johnson Land Exchange and
Sandy Ranch Land Sale)

A. PROPOSED DECISION:

Proceed with the Amendment of the two plans (MFPs) as discussed in the Planning Amendment Document and as analyzed in the two associated Environmental Analyses.

B. RATIONALE:

Analysis shows that consummation of the two proposed land actions would result in significant improvement in the land management situation and provide a substantial benefit to the local, regional and national interest.

As the amendment of the two plans is necessary to allow the actions to proceed in conformance with current land use plans, the amendments have merit.

Henry Mountain Resource Area Manager — Date 8/15/84

District Manager — Date 8/15/84

PLANNING AMENDMENTS

PARKER MOUNTAIN AND HENRY MOUNTAIN PLANNING UNITS

A. INTRODUCTION

1. Purpose and Need for Amendment

An acceptable land exchange proposal (Met Johnson Exchange) and a request for land sale (Sandy Ranch Land Sale) were submitted on November 1, 1982 and November 29, 1982, respectively, to the BLM. These proposals are not in conformance with two of BLM's land use plans (MFPs), but appear to have merit. Based on the two Environmental Assessments (EAs) attached, it is proposed to amend the two plans involved.

These two plans need to be amended so that the transfer and sale of the lands involved could proceed in conformance with current BLM land use planning documents (MFPs).

2. Location

The lands to be exchanged include 1,354.81 acres of public land in Wayne County to be transferred to Mr. Met Johnson for 1,588.96 acres of private land in Juab County to be transferred to public ownership and managed by BLM.

The lands to be sold include 360 acres of public land in Garfield County to be sold to Tercero Corporation/owner and manager of the Sandy Ranch.

The legal description of the lands involved can be found in Part II of the two attached Environmental Assessments (#UT-050-84-023 and #UT-050-84-64).

3. Planning Process

The Bureau focuses its planning efforts on significant multiple-use problems and issues. As far as possible, it uses existing information about local resources. It avoids new, costly, and time-consuming inventories or data-gathering unless necessary for sound resource decisions. The planning is fully integrated with the environmental analysis used to comply with the National Environmental Policy Act.

The BLM planning process is versatile enough to meet management or resource needs of a particular situation. This means that in some areas, a completely new plan may be needed, while in others, an earlier plan may be amended.

Any plan, particularly one dealing with natural resources, normally requires periodic maintenance and is sometimes changed. In the Resource Management Planning process, this is accomplished in one of three ways depending on the nature and extent of the change in the resource or management situation. Since the proposal to exchange or sell lands requires that the Henry Mountain and Parker Mountain MFPs be changed, this is to be done through plan amendments.

An amendment is initiated by the need to consider monitoring and evaluation findings, new data, new or revised policy, or a change in circumstances significantly affecting a part of the approved plan. Amendment requires formal public participation, interagency coordination, and preparation of either an EIS or an environmental assessment, depending upon the significance of the impacts.

4. Conformance Statement

It has been determined that the proposed action is not in conformance with the Henry Mountain and Parker Mountain MFPs, but is in conformance with the Tintic MFP. The detail of findings and determination can be found as Attachment 7 and Attachment 4 of the Met Johnson Land Exchange EA and the Sandy Ranch Land Sale EA, respectively, which are attachments to this document.

B. PLANNING ISSUES AND CRITERIA

1. Issues

Planning issues are concerns or controversies about existing and potential land and resource allocations, levels of resource use, production, protection and related management practices. Issues concerning the exchange and sale proposals were derived from BLM interdisciplinary analysis and public participation. Many issues were raised and have been discussed in detail in the attached EAs.

There appears to be four major issues of significance:

a. Change in land tenure (ownership)

b. Fair market value (appraisal)

c. Loss of vested interest (grazing preference and facilities).

d. Substantial adverse affects to the human environment.

2. Criteria

Planning criteria establish constraints and guides for action. They state what will and will not be done or considered during the planning process. In addition to those criteria directed by specific legislation, i.e. threatened or endangered species or cultural resources, the following criteria are directly related to the issues identified. The following specific criteria were adopted:

a. Lands will not be exchanged or sold unless the benefits to the public on a regional or national level meet or exceed the adverse impacts; or that public land management would be significantly improved.

b. The fair market value of offered lands approximate the value of selected lands. Also, fair market value for purchased land must be received.

c. Appropriate actions will be taken to protect or otherwise act on vested interests on the subject public lands of persons or organizations who properly and legally notify BLM that such actual or alleged vested interest exists.

d. Tracts containing resources of substantial value to the public will be retained.

C. ALTERNATIVES

1. Met Johnson Exchange

Since 1976, the BLM has been aggressively trying to acquire the land being offered by Mr. Johnson. This property is vital to certain proposals and activities at the Little Sahara Recreation Site. Since the current owner and applicant for the exchange purchased the property, at least 30 different tracts in seven different counties have been evaluated for exchange. These nominated tracts have been studied and the ten in the proposal accepted.

The attached EA evaluates these ten as the proposed action. In addition, the "No Action" alternative is evaluated.

2. Sandy Ranch Land Sale

Only the proposed action and no action seem be be viable alternatives for this action. Both of these are evaluated in the attached EA.

D. ENVIRONMENTAL ANALYSIS

Separate Environmental Assessments have been made for each of the two proposals. These are appended in their entirety.

Met Johnson Land Exchange - EA #UT-050-84-023
Sandy Ranch Land Sale - EA #UT-050-84-64

E. COORDINATION, CONSISTENCY and PUBLIC PARTICIPATION

Coordination and public participation have been continuous in connection with the two proposals.

A public meeting was held in Bicknell, Utah on March 20, 1984 to discuss the proposed land exchange.

A Federal Register Notice was printed on July 6, 1984 to inform the national public of the intent to amend the Parker Mountain and Henry Mountain MFPs in connection with the sale and exchange of specified public lands. In addition, news releases were published in the local newspapers indicating the intent to amend the plans.

The following steps are being taken in the amendment process:

1. Determination of Conformance or Nonconformance. (Completed)

2. Notification of Amendment. (Completed)

3. Preparation of EA. (Completed)

4. Governor's Consistency Determination.

5. Public Review.

6. Revision of the Amendment as Needed.

7. Notification of Decision.

F. LIST OF PREPARERS

A list of preparers can be found on the cover sheet of each of the EAs attached.

G. MAILING LIST

Each EA gives a list of persons, groups and agencies who have been involved in this amendment. Each of those listed will receive a copy of the draft amendment.

Form 1600-8
(April 1975)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN

(URA or MFP)

TITLE PAGE*

State	District
UTAH	RICHFIELD

Resource Area: HENRY MOUNTAIN RESOURCE AREA

Planning Unit	Number
HENRY MOUNTAIN/UNDER-THE-LEDGES	05-01 and 05-09

Total Acres	1,944,552	Federal Sub-Surface	
NRL	310,195	State	181,074
Withdrawn	204,935	Private	36,615
Other		Other	

PREPARED OR REVIEWED

(Area Manager) — June 23, 1982 (Date)

ORIGINALLY APPROVED

(District Manager) — 7/21/82 (Date)

REVIEWED AND UPDATED

AREA MANAGER	DATE

This form may be used as the Title Page for the Unit Resource Analysis and/or the Management Framework Plan

GPO

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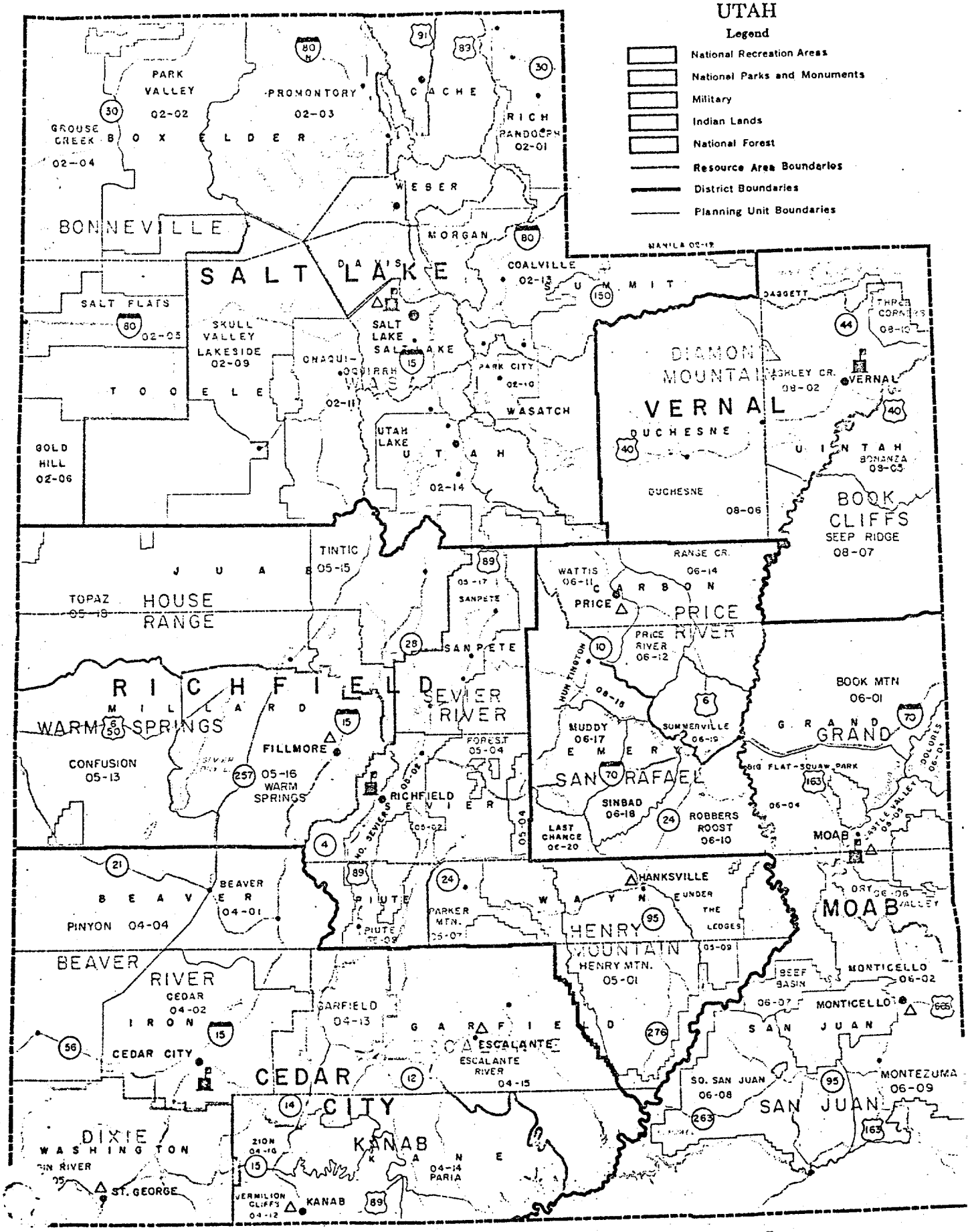
DESCRIPTION OF NEW INFORMATION	Date Entered

UTAH

Legend

- National Recreation Areas
- National Parks and Monuments
- Military
- Indian Lands
- National Forest
- Resource Area Boundaries
- District Boundaries
- Planning Unit Boundaries



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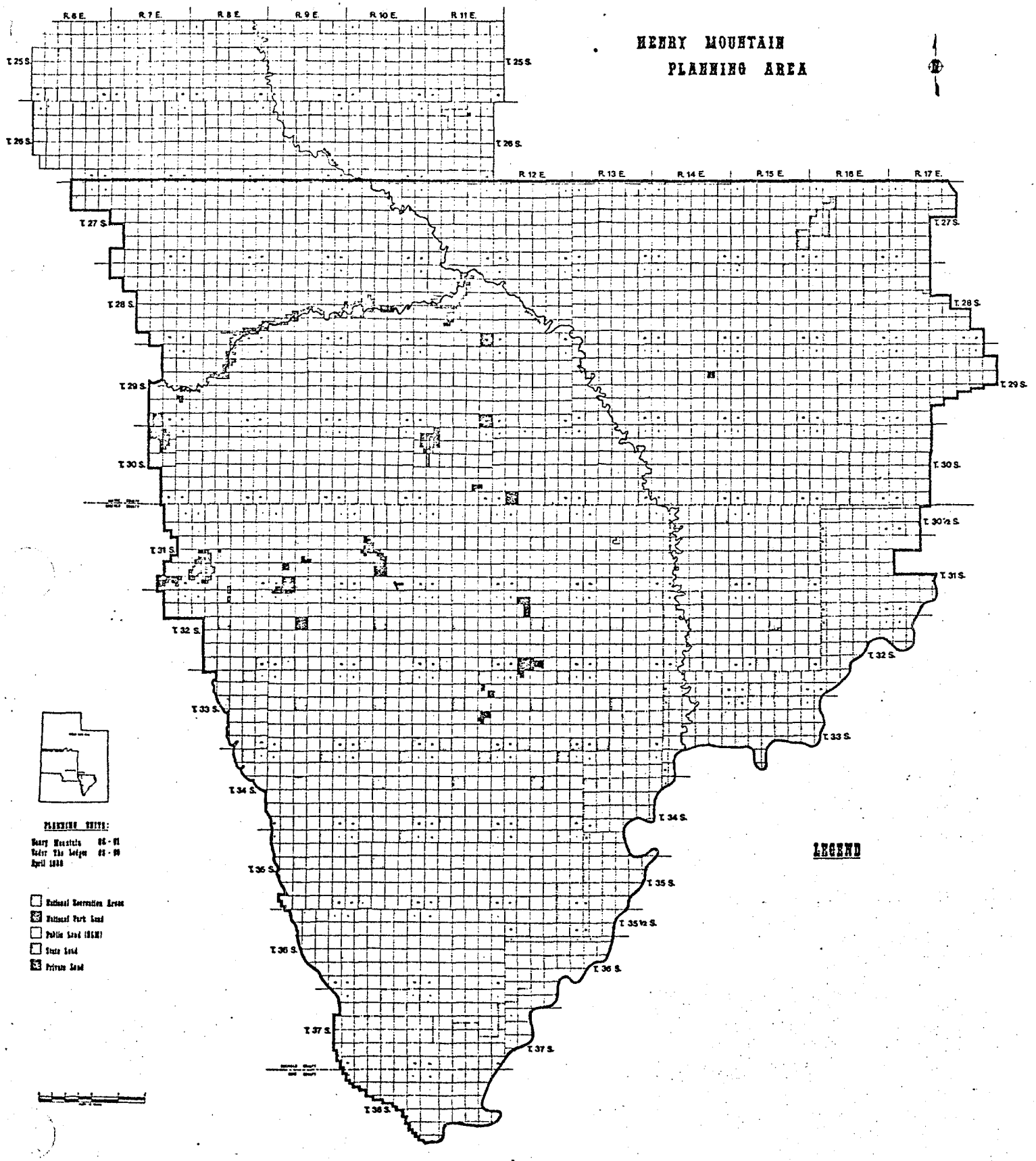
HENRY MOUNTAIN
PLANNING AREA
R.6 E.
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R.8 E.
R.9 E.
R.10 E.
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R.12 E.
R.13 E.
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LEGEND
PLANNING UNITS:
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National Park Land
Public Land (BLM)
State Land
Private Land

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WILDERNESS

WI-1 ISSUE - Public Lands Recommended for Wilderness 1
WI-1 MFP III Decision 3

CORPORATION MT. ELLEN WSA TRESPASS ROAD

Decision/Rationale Document

have decided to accept the Ceja/Tercero Corporation's offer to relinquish 166 allocated grazing AUMs in the Sawmill Basin Allotment as mitigation in exchange for a temporary right-of-way on their trespass road sections in the Mt. Ellen/Blue Hills Wilderness Study Area. I will document in the BLM's State of Utah Wilderness Environmental Impact Statement the need for an amendment to the All Wilderness Alternative to the effect that the Mt. Ellen/Blue Hills WSA boundary be modified so that the potential wilderness boundary line follows the north side of the trespass road sections. The AUMs offered by Ceja/Tercero Corporation will be placed in reserve for use by the Henry Mountain bison herd. If Congress accepts the modification and changes the boundary as identified, the AUMs would remain reserved for bison use and a permanent right-of-way would be issued to Ceja/-Tercero Corporation for the road segments. If Congress rejects the boundary modification and includes the disturbed lands as part of a wilderness area, then the AUMs would still be held in reserve for bison use. The BLM would then accept full liability for any rehabilitation work required by the mitigating measures in this EA, or subsequent rehabilitation that might be required by wilderness enabling legislation.

ationale: An interdisciplinary team of specialists, composed of personnel from the Henry Mountain Resource Area and the Richfield District Office have reviewed the road trespass situation and recommended that this is the best management alternative. Their recommendation is based on the concern that to have Ceja/Tercero Corporation complete the required rehabilitation would only compound the adverse impacts to the wilderness values existing in the area. The team emphasized that should the trespass sections be reclaimed, they would still be significantly noticeable and that the naturalness values in the area would remain impacted. Also, because of the close proximity of the road to the property boundary between the private and public lands, Ceja/Tercero Corporation would rebuild the road on their private lands only a short distance from the reclaimed sections of road. They would have to construct new additional road sections to by-pass their reclaimed trespass road sections in order to obtain a through road. The off-site impacts to the area's wilderness values would be increased. There would remain the highly visible reclaimed portions and the additional new road sections that would be constructed. The team felt that this compounding of the impacts to the area would represent a greater adverse impact than to make the modification to the wilderness boundary as proposed.

acceptance of the AUMs to be placed in reserve for the bison herd is felt to be an acceptable trade-off for the lost wilderness values of naturalness caused by the new road. The bison herd is considered as one of the WSA's special features. With additional forage being made available to the bison herd, damage will be reduced to wilderness and other resource values presently occurring in the Dry Lakes Allotment due to overgrazing. The impacts from this decision are not significant and do not warrant the writing of an environmental impact statement.

Donald F. Hendrickson
District Manager

11/14/85
Date

Form 1600-8
(April 1975)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN

(URA or MFP)

TITLE PAGE*

State	UTAH	District	RICHFIELD
Resource Area	HENRY MOUNTAIN RESOURCE AREA		
Planning Unit	PARKER MOUNTAIN	Number	07
Total Acres	289,547	Federal Sub-Surface	5,641
NRL	214,037	State	35,523
Withdrawn	760	Private	39,987
Other		Other	

Revision July, 1978

PREPARED OR REVIEWED

Larry Lee (Area Manager) — June 23, 1982 (Date)

ORIGINALLY APPROVED

Lynn H. Kinnaman (District Manager) — 7/9/82 (Date)

REVIEWED AND UPDATED

AREA MANAGER	DATE
Larry Lee	8/1/83

This form may be used as the Title Page for the Unit Resource Analysis and/or the Management Framework Plan

HENRY MOUNTAIN PLANNING UNIT

MFP IMPLEMENTATION SCHEDULE

Bureau of Land Management
Richfield District
Henry Mountain Resource Area
November 1982

Prepared by: Edward Bovy
Planning Coordinator

Reviewed by: Carl J. Thurgood
Chief, PEA

Reviewed by: Larry O. Mayfield 3-1-83
Chief, Resources

Reviewed by: Larry Lyons
Area Manager

Approved by: Donald K. Rowlands
District Manager

The Henry Mountain Planning Area MFP was completed in May, 1982. Implementation of recommendations will occur during 1983-1989. given final approval in 1982.

The Henry Mountain Grazing Management EIS will be completed in May 1983.

The Henry Mountain Planning Area is scheduled to be combined with the Parker Mountain Planning Area when the Henry Mountain RMP is developed. Issues will be identified for this RMP in 1987, data will be collected and analyzed during 1988-1990, and the EIS will be written 1991. Therefore, time frames for implementating elements of this plan should not extend beyond 1991 unless there are special or unusual circumstances.

The following report outlines all land management decisions approved in the 1982 MFP by resource. Some decisions have already been implemented.

The Area Manager is responsible to insure that the remaining decisions are implemented according to the time frames developed in this report. He will review this report annually and write a yearly update. This update will discuss all items which were accomplished, list items which were not accomplished with an explanation, and suggest revised target dates.

This report will also be used as a basis for determining funding requests during preparation of the annual work plan each year.

Decisions which have not been implemented by the time the HMRA RMP is developed must be reevaluated as issues to see whether or not they are still relevant.

LANDS

	Decisions	Status
L-1	Garkane transmission lines	Respond as needed
L-2.1	South Caineville Mesa easement	(a)
2.2	Bull Creek Pass easement	(b)
2.3	Starr Flat Road easement	(c)
2.4	Old King Ranch ROW authorization	Completed
2.5	NPS/Swap Mesa access	(d)
L-3.1	Land exchange/coop agreement with State of Utah	(e)
3.2	Capitol Reef boundary coordination	(f)
L-4	Notom Road realignment	Respond as needed
L-5	Dam on lower Fremont River	Respond as needed
L-6	Agricultural land sales	Respond as needed
L-7	Mt. Ellen land exchange	(h)

Decisions Requiring Actions

Every Year

(f) L-3.2 (Area Manager) Coordinate until completed, write yearly update report.

(h) L-7 (Area Staff) Coordinate until completed; write yearly update report.

FY 83

(c) L-2.3 (Area Realty Specialist) Initiate easement agreement.

(d) L-2.5 (Area Realty Specialist) Initiate easement agreement.

FY 84

(b) L-2.2 (Area Realty Specialist) initiate easement agreement.

(e) L-3.1 (Area Realty Specialist) initiate easement agreement.

FY 85

(a) L-2.1 (Area Realty Specialist) Initiate and complete easement agreement.

MINERALS

	Decisions	Status
M-1.1	Coal unsuitability study	Completed
M-2	Oil and gas categories	Completed
M-3	Tar sands leasing categories	Completed
M-4.1	Recognize sand and gravel areas	Respond as needed
4.2	Community sand and gravel pit, EA	(a) [illegible]
4.3	Future sand and gravel areas	Respond as needed
M-5.1	Recognize uranium areas	Respond as needed
5.2	Beaver Wash Canyon and Little Rockies mineral withdrawals	Defer until wilderness status determined
M-6	Recognize gold, silver, and copper areas	Respond as needed
M-7	Recognize clay and gypsum areas	Respond as needed

Decisions Requiring Action

FY-83

(a) M-4.2 (Area Office Geologist) complete EA for sand and gravel pit.

FORESTRY

	Decisions	Status
F-1	Forest Management Policy	Completed
F-2	Fire Suppression Plan	(a)

Decisions Requiring Action

Every Year

None.

FY 83

(a) F-2 (District Fire Officer) Complete burn prescriptions.

WILDLIFE

	Decisions	Status
WL-1,1	Introduce beaver into Bull Creek	(a)
1.2	Coordinate bighorn sheep transplant with UDWR	Respond as needed
WL-2	Riparian improvement via HMP/AMP	(b) (c)
WL-3	Forage allocations	(b) (c) completed

Decisions Requiring Action

Every Year

(a) WL-1.1 (Area Office Biologist) Write annual progress report; implement by FY 85.

(b) WL-2 (Area Office Biologist) Implement scheduled studies, report on completed studies, request any needed funding for studies scheduled for following fiscal year.

FY 83

(c) WL-3 (Area Office Biologist) Assist in development of M-I-C of categories for range allotments.

WATERSHED

	Decisions	Status
W-1	Develop monitoring program; improve watershed via AMP process	(a) (b)
W-2	Nasty Flat Watershed Plan	(c)
W-3	Bull Creek Watershed Plan	(d)
W-4	Delineate flood plains	Completed
W-5	Meadow Gulch	(e)

Decisions Requiring Action

Every Year

(a) W-1 (Area Watershed Specialist) Implement scheduled watershed studies, report on completed studies, request funding needed for next fiscal year programs.

FY 83

(c) W-2 (District/Area* Watershed Specialists) Initiate rehabilitation plan.

(d) W-3 (District/Area* Watershed Specialists) Develop rehabilitation plan and implement.

FY 84

(b) W-1 (District/Area* Watershed Specialists) Develop watershed monitoring program and implementation schedule for studies in coordination with AMP/HMP schedule.

(d) W-2 Write update report yearly until completed.

(e) W-5 (District/Area* Watershed Specialists) Develop watershed monitoring plan and begin watershed study, request funds for engineering study and fencing.

*Lead.

RECREATION

	Decisions	Status
R-1.1	Starr Springs Campground	(a)
1.2	Notom Road Parking	(b)
1.3	Pink Cliffs interpretive site	(c)
R-2	McMillan Springs Campground	(d) (o)
R-3.1	ORV high use areas	(e)
3.2	ORV designation - Bull Creek	(f)
3.3	ORV designation - critical watersheds	(f)
3.4	ORV designation - hiking trails	(f)
3.5	ORV designation - Blue Hills	(f) (g) (m)
3.6	ORV designation - Little Rockies	(f) (h)
3.7	ORV designation - Dirty Devil	(f)
3.8	ORV designation - Cave Flat	(f)
3.9	ORV designation - Planning Area	(f)
R-4	VRM categories	Completed
R-5	U-95 corridor management	Completed
R-6	Susans Rock Shelter	(j) (n)
R-7.1	Rock hounding	(p)
7.2	Jet Basin	Completed
R-8	Recreation site withdrawals	(l)

Decisions Requiring Action

Every Year

(f) Implement ORV monitoring plan, write yearly update report (beginning 1984).

FY 83

(a) R-1.1 (Area*/District Recreation Planners) Complete activity plan including analysis of potential for expansion and current cost estimates.

(b) R-1.2 (Area Recreation Planner) Coordinate with road construction crews to complete grading for parking; install trailhead signs upon completion (see L-4).

(d) R-2 (District Recreation Planner) Program funds for fencing in FY 1984; fence in FY 1983 if end of year funds are available.

(e) R-3.1 (Area Recreation Planner) Initiate development of activity plans; gather needed date; write yearly follow-up report.

(g) R-3.5 (Area Recreation Planner) Begin ORV study in Blue Hills; gather data; write summary report.

(j) R-6 (District Recreation Planner) Program funds for test in FY 84.

FY 84

(f) R-3.9 Develop ORV monitoring plan.

(h) R-3.6 Complete ORV study in Little Rockies.

(k) R-7. Request funds for signing in FY 85.

(l) R-8 Process withdrawals.

(m) R-3.5 Complete ORV study, discuss results in annual ORV report.

(n) R-6 Complete test.

(o) R-2 Complete fencing project.

FY 85

(c) R-1.3 Develop activity plan including cost estimates for future development

(p) R-7. Complete Signing.

	Decisions/Support Needs	Status
WL-1.1	Caineville Mesas	Approved
	activity plan	(a) [illegible]
	State section exchange	(b)
	revise oil and gas categories	Completed
	ORV designations	Completed
	test NHR significance of cabin	(c) [illegible]
WL-1.2	Cave/Swap Mesas	Rejected
	revise oil and gas categories	Completed
	ORV designations	Completed
WL-1.3	No Mans Mesa	Deferred
	contract study for significance	(d)
WL-1.4	Beaver Wash Canyon	Approved
	activity plan	(a) [illegible]
	mineral withdrawal	Defer until wilderness status settled.
	State section exchange	(b)
	revise oil and gas categories	Completed
	ORV designations	Completed
WL-1.5	Little Rockies	Deferred until wilderness status settled
RM-1	Range study sites	Rejected; support needs completed
R-1.1	Caineville Mesas/Blue Hills	See WL-1.1
R-1-2	Dirty Devil Canyon	Rejected
	State section exchange	(b)
	Revise oil and gas categories	Completed
	ORV designations	Completed
R-1.3	Little Rockies	See WL-1.5
W-1-1	Upper Blue Hills	Amended

Decisions Requiring Action

Every Year

(a) (Area Staff) Implement management plans for Caineville Mesas and Beaver Wash Canyon.

(b) (Area Manager) Coordinate State land exchanges for identified sections as circumstances allow.

FY 83

(a) WL-1.1, WL-1.4 (Planning Coordinator) Write management plans.

(c) R-1.1 (District Archaeologist) Determine NHR status of South Caineville Mesa cabin.

FY 84

(d) Contract research study for significance of No Man's Mesa.

1734
(U-050)

October 15, 1991

M E M O R A N D U M

TO: State Director, Utah (U-930)

FROM: District Manager, Richfield

SUBJECT: Plan Amendment for the Henry Mountain Management Framework Plan - Sale of Land for a Garfield County Sanitary Landfill Near Ticaboo, Utah.

Attached is a notice of availability of the environmental assessment and plan amendment listed above. The Notice of Availability for the EA has been listed in the Public Notification. The Notice of Intent to Plan was published in the Federal Register (Monday, February 4, 1991). The Resource Development Coordinating Committee report listed the Notice on March 12, 1991.

We have not received any inquiries or input from the public regarding the proposal.

We are, therefore, requesting that you forward the Notice of Plan Amendment to the Federal Register and sign the Plan Amendment Decision and return the Plan Conformance/NEPA Compliance Record. A 30-day protest period will follow the date of the Federal Register Notice.

Attachment:
As stated above

APartridge:abk:10/15/91
(0177R)

BLM RICHFIELD

	Initial	Act	Info
DM			
RESOURCES			
OPERATIONS			
ADMINISTRATION			

AUG 24 1992

PLANNING			
PROCUREMENT			
SUPPORT SER.			
PERSONNEL			
PAO			
AREA			

	Initial	Act	Info.
DM			
ADM			
RESOURCES			
OPERATIONS			
ADMINISTRATION			

AUG 24 1992

PLANNING			
PROCUREMENT			
SUPPORT SERVICES			
PERSONNEL			
PAO			
AREA			

PLAN CONFORMANCE/NEPA COMPLIANCE RECORD

M Office: Richfield District Lease Serial Case File No.

Proposed Action Title/Type: _ Public Land Sale

Location of Proposed Action: _ T.27 S.,R.11 E.,Section 4, NW1 NSE1/4

Description of the Proposed Action: _ Amend the existing Henry Mountain Management Framework Plan to allow for the sale of public land near the community of Tropic, Utah, for a sanitary landfill. 40 acres of public land is proposed for sale pursuant to section 203 of FLPMA. The land will be sold using a noncompetitive sale procedure pursuant to 43 CFR 2711.3-3 & 2. Sale of the public land will be at fair market value of [illegible].

Applicant: Garfield County P.O. Box 77, Panguitch, Utah 84759

RT I: PLAN CONFORMANCE REVIEW. This proposed action is subject to the following land use plan:

Name of Plan:	Date Approved:
Henry Mountain MFP (Amended)	June 1982

The proposed action has been reviewed for conformance with this plan (43 CFR 1610.5, M.O. 1617.3).

Ronald K. End
Surname(s) of Reviewer(s)

Remarks: NONE

RT II NEPA REVIEW.

Categorical exclusion review. This proposed action qualifies as a categorical exclusion under 516 DM 2, Appendix 1, ___ (CX Number) or 516 DM 6, Appendix 5.4, _____ (CX Number). It has been reviewed to determine if any of the exceptions described in 516 DM 2, Appendix 2, apply.

_____
Surname(s) of Reviewer(s)

Remarks:

Existing EA\EIS review. This proposed action is addressed in the following existing BLM EA\EIS:

Name of Document: Date Approved:

The EA\EIS has been reviewed against the following criteria to determine if it covers the proposed action:
The proposed action is a feature of, or essentially the same as, the alternative selected and analyzed in the existing document.

reasonable range of alternatives was analyzed in the existing
t.
There has been no significant change in circumstances or significant
w information germane to the proposed action.
The methodology/analytical approach previously used is appropriate
r the proposed action.
The direct and indirect impacts of the proposed action are not
enificantly different than those identified in the existing document.
The proposed action would not change the previously analysis of
mulative impacts.
Public involvement in the previous analysis provides appropriate
verage for the proposed action.

Surname(s) of Reviewers(s)

ames:

FONSI: I have reviewed this environmental assessment and documents
cluding the explanation and resolution of any potentially significant
vironmental impacts. I have determined that the proposed action
scribed will not have any significant impacts on the human environment
d that an EIS is not required.

Surname(s) of Reviewer(s)

1. **DECISION RECORD:** It is my decision to implement the project, as
scribed.

RATIONALE: The decision to allow the proposed action does not
ult in any undue or unnecessary environmental degradation and is in
formance with the Amended Henry Mountain Management Framework Plan.
itionally, the decision serves an important and necessary public
ective which cannot otherwise be served prudently or feasibly on land
er than public land, and which outweigh other public objectives and
ues. All Minerals in the land described, with the right to prospect
, mine, and remove the same, will be reserved to the United States.

State Director

BLM RICHFIELD

	Initial	Act	Info.
DM			
SDM			
RESOURCES			
OPERATIONS			
ADMINISTRATION			

AUG 24 1992

PLANNING			
PROCUREMENT			
SUPPORT SER.			
PERSONNEL			
FAO			
AREA			

PLAN CONFORMANCE/NEPA COMPLIANCE RECORD

E.A. No. 050-87-067

BLM Office: Richfield District Serial No.: ~~U-59561~~ U-66068

Proposed Action Title Type: State Indemnity Selection Henry Mountain Resource Area, signed 10/21/87.

Location of Propose Action: Henry Mountain Resource Area, Garfield County, Utah, T.37 S, R.11 E., Sec.20.

Description of the Proposed Action: The State has selected the named section for indemnity selection. The proposal would amendment the MFP to allow such an action and approve the land action. The amendment would state, "640 acres, Section 20, T. 37 S., R. 11 E., SLM, is available for state indemnity selection".

Applicant (If Any): State of Utah

PART I: PLAN CONFORMANCE REVIEW. This proposed action is subject to the following land use plan:

Name of Plan:	Date Approved:
Henry Mountain Management Framework Plan	**1981**

The proposed action has been reviewed for conformance with this plan (43 CFR 1610.5, BLM MS 1617.3).

Alan Hartwig
Surname(s) of Reviewer(s)

Remarks: The proposed action did not conform to the MFP an analysis of the action was analysis in an EA see below. The Notice of Intent to Amend the MFP was published in the Federal Register on Feb. 6, 1990. The notice explained the proposed amendment and ask for comments. One person ask for a copy of the EA. No one made comments on the amendment even though many commented on the EA.

PART II NEPA REVIEW.

A. **Categorical exclusion review.** This proposed action qualifies as a categorical exclusion under 516 DM 2, Appendix 1. (CX Number) or 516 DM 6, Appendix 5.4. (CX Number). It has been reviewed to determine if any of the exceptions described in 516 DM 2, Appendix 2, apply.

Surname(s) of Reviewer(s)

Remarks: Not applicable

B. **Existing EA EIS review.** This proposed action is addressed in the following existing BLM EA EIS:

Name of Document: _____ Date Approved: _____

This EA EIS has been reviewed against the following criteria to determine if it covers the proposed action:

1: The proposed action is a feature of, or essentially the same as, the alternative selected and analyzed in the existing document.
2: A reasonable range of alternatives was analyzed in the existing document.
3: There has been no significant change in circumstances or significant new information germane to the proposed action.
4: The methodology analytical approach previously used is appropriate for the proposed action.
5: The direct and indirect impacts of the proposed action are not significantly different than those identified in the existing document.
6. The proposed action would not change the previously analysis of cumulative impacts.
7. Public involvement in the previous analysis provides appropriate coverage for the proposed action.

Alan Partridge
Surname(s) of Reviewers(s)

Remarks: The attached EA for a State Indemnity Selection and Plan Amendment was prepared because no previous NEPA documentation had occurred. This action is in response to the Utah State request to acquire this land for the State.

C. **FONSI:** I have reviewed this environmental assessment including the explanation and resolution of any potentially significant environmental impacts. I have determined that the proposed action will not have any significant impacts on the human environment and that an EIS is not required.

Neil A. Thomas acting D.M.
Surname(s) of Reviewer(s)

PART III. PROPOSED DECISION: It is my decision to implement the project, as described, with the mitigation measures.

It is my decision to amend the Henry Mountain Management Framework Plan to include the provision allowing for certain lands to be available for State Indemnity Selection. The lands identified for State selection are described as follows:

Salt Lake City Meridian, Utah
T.37 S.,R.11 E., Section 20. Cont. 640 acres.

This decision is made under provisions of the Act of Congress approved July 16, 1894, 28 Stat. 107; the Act of February 28, 1891, 26 Stat. 796, as Made applicable to the State of Utah be the Act of May 3,1902, 32 Stat. 188; and Section 7 of the Act of June 28, 1934, as amended be the Act of June 26, 1936, 49 Stat. 1076; 43 U.S.C. 315(F); and the Act of August 27, 1958, 72 Stat.928, as amended be the Act of September 14, 1960, 74 Stat. 1024; U.S.C. 851.853.

Nov. 29, 1990

Acting State Director

RATIONALE: This action is one in which Congress, through specific legislation, has vested rights in property once the grantee (State of Utah) has met the conditions of 43 CFR 2621. These conditions have been met.

The selected land meets the criteria of 43 CFR 2621 as suitable for selection to satisfy State Indemnity Selections provided the appropriate minerals are reserved to the United States as required.

The land has been found to be non-mineral in character for locatable and salable minerals and is not encumbered by mining claims.

The subject land is not essential to any Bureau of Land Management program and is not likely to be needed for inclusion in and Federal reclamation or national park project.

PART IV. DECISION RECORD:

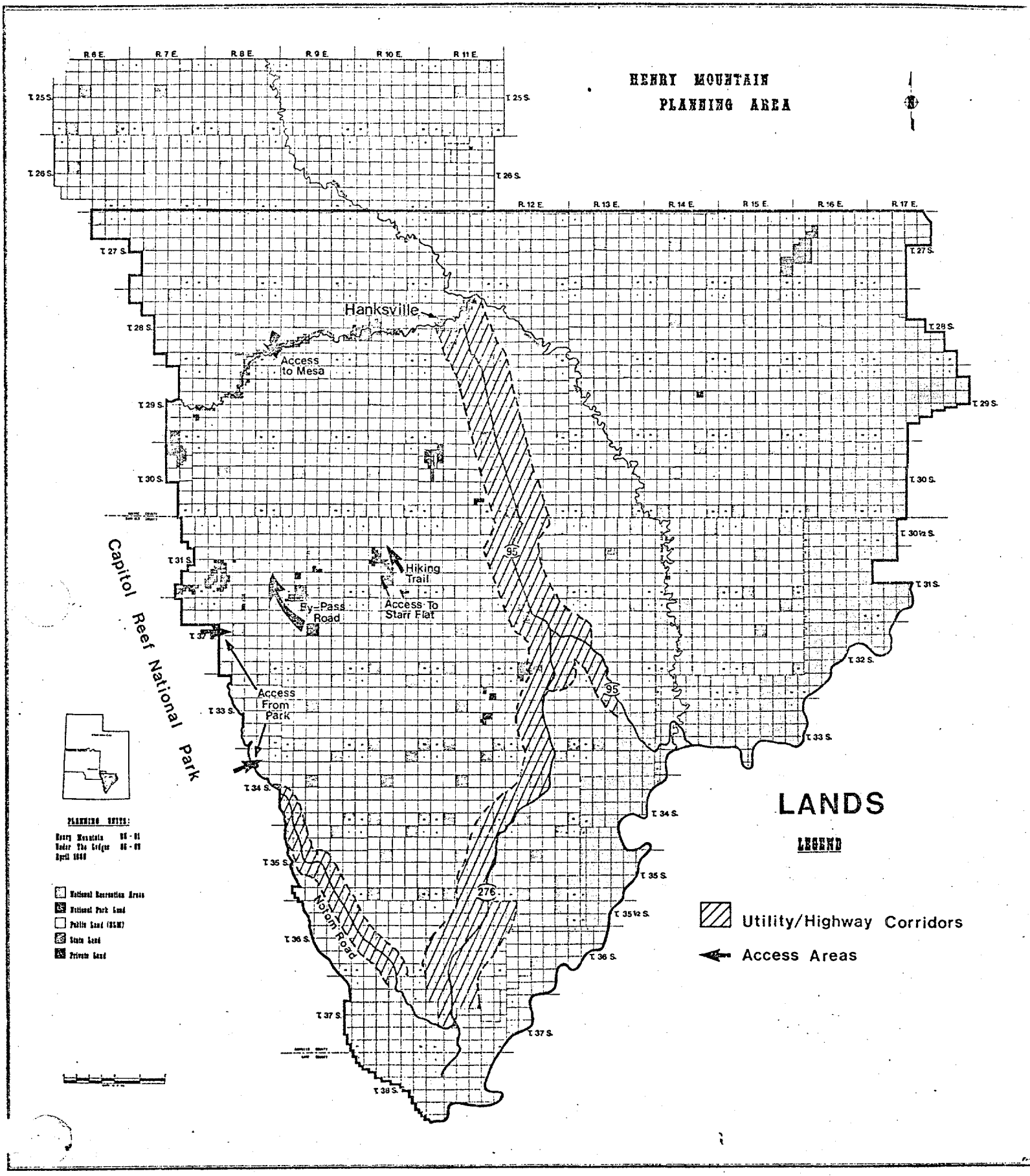
It is my decision to implement the following plan amendment.

The lands identified as Salt Lake City Meridian, Utah, T.37 S.,R.11 E., Section 20. Containing 640 acres, are available for State Indemnity Selection.

Nov. 29, 1990

Approved: Acting State Director

This decision is made under provisions of the Act of Congress approved July 16, 1894, 28 Stat. 107; the Act of February 28, 1891, 26 Stat. 796, as Made applicable to the State of Utah be the Act of May 3,1902, 32 Stat. 188; and Section 7 of the Act of June 28, 1934, as amended be the Act of June 26, 1936, 49 Stat. 1076; 43 U.S.C. 315(F); and the Act of August 27, 1958, 72 Stat.928, as amended be the Act of September 14, 1960, 74 Stat. 1024; U.S.C. 851.853.


HENRY MOUNTAIN
PLANNING AREA
N
R. 6 E.
R. 7 E.
R. 8 E.
R. 9 E.
R. 10 E.
R. 11 E.
R. 12 E.
R. 13 E.
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T. 36 S.
T. 37 S.
T. 38 S.
Hanksville
Access to Mesa
Hiking Trail
Access To Starr Flat
By-Pass Road
Access From Park
Capitol Reef National Park
95
276
Hojam Road
LANDS
LEGEND
Utility/Highway Corridors
Access Areas
PLANNING UNITS:
Henry Mountain 86-01
Under The Ledge 86-09
April 1986
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land

HENRY MOUNTAIN, PARKER MOUNTAIN, AND MOUNTAIN VALLEY MANAGEMENT FRAMEWORK PLANS (MFPs)

APPROVED AMENDMENTS AND DECISION RECORD

Prepared by
DEPARTMENT OF INTERIOR
BUREAU OF LAND MANAGEMENT (BLM)
UTAH STATE OFFICE

Decision: It is my decision to approve the multiple plan amendments and decision record for the Henry Mountain, Parker Mountain, and Mountain Valley Management Framework Plans (MFPs). This decision adds five new land tenure adjustment criteria (listed below) for public lands located in Richfield District of the Bureau of Land Management (BLM).

Public lands in order to be considered for any form land tenure adjustment (LTA) including but not limited to exchanges, in lieu selections, desert land entries, R&PPs etc. (except FLPMA 203 Sales) within the above stated planning areas, must meet one or more of the following criteria:

1) is in the public interest and accommodates the needs of state, local or private entities, including needs for the economy, community growth and expansion and are in accordance with other land use goals and objectives and RMP/MFP planning decisions;

2) results in a net gain of important and manageable resource values on public lands such as crucial wildlife habitat, significant cultural sites, high value recreation areas, high quality riparian areas, live water, threatened & endangered species habitat, or areas key to the maintenance of productive ecosystems;

3) ensures the accessibility of public lands in areas where access is needed and cannot otherwise be obtained;

4) is essential to allow effective management of public lands in areas where consolidation of ownership is necessary to meet resource management objectives;

5) results in the acquisition of lands which serve a national priority as identified in national policy directives.

In addition to above criteria, all future land disposal actions will require a site specific environmental analysis in accordance with the National Environmental Policy Act when an actual land tenure adjustment action is proposed. A subsequent analysis may reveal resource conditions that could not be mitigated to the satisfaction of the authorized officer and may therefore preclude disposal.

All future land tenure adjustments must meet one or more of the of the above land tenure adjustment criteria as well as be in conformance with other goals and objectives in the subject

plan, some of which could preclude land tenure adjustment. All land tenure adjustments would be subject to valid existing rights as determined by the authorized officer.

Finding of No Significant Impact (FONSI): A finding of no significant impact was made on May 30, 1997 by the Utah BLM State Director. This determination was made based on the analysis provided in EA No. J-050-097-072. He determined the Proposed Amendments to the Henry Mountain, Parker Mountain, and Mountain Valley Management Framework Plans (MFPs) will not create significant impacts to the human environment and that an Environmental Impact Statement is not required.

Rationale for Decision: The above decision was made to provide for planning consistency between District and Area Offices and increase its ability to conduct land tenure adjustments in a more flexible manner.

These planning amendments have shown the potential to improve management of sensitive resources, as well as provide possible community growth and economic development.

Further, numerous environmental elements were reviewed and no significant impacts were identified. Refer to Appendix A for the environmental elements that were considered but not analyzed in detail.

G. William Lamb

G. William Lamb
State Director, Utah

7/17/97
(Date)

APPENDIX A:

ENVIRONMENTAL ELEMENTS CONSIDERED BUT NOT ANALYZED IN DETAIL

The rationale for not considering these environmental elements further is documented below:

- **Impacts on Air Quality or Airshed Classification**

There is a potential for development of parcels that have left public ownership to temporarily degrade air quality periodically once construction or development begins. Anticipated soil disturbance from development is a potential source of fugitive dust and other air pollutants. However, the disturbed areas would be in scattered locations and at different times. There would be temporary increases in fugitive dust and other emissions, but the increases are not anticipated to be large enough to affect air quality on a regional basis.

In addition, the State of Utah in coordination with the Environmental Protection Agency would be responsible for any air quality permits and or restriction/mitigation necessary for the prevention of significant impacts for subsequent development proposals. Therefore, impacts on air quality are not addressed in detail at this time.

- **Impacts on Floodplains/Wetlands/Riparian**

All areas and area groupings were reviewed on topographical maps to determine if potential land tenure adjustments could adversely affect floodplains, wetlands or riparian areas. In accordance with executive order 11988 regarding floodplains, it is not anticipated that any land tenure adjustment that may conflict with floodplain protection, management or local zoning controls regarding these resources would be allowed unless it could be mitigated to the satisfaction of the authorized officer and other permitting authorities. Site specific impacts to these values would be analyzed and mitigated during subsequent environmental analysis at the implementation stages. Currently, it is Bureau policy that land tenure adjustments do not result in the loss of riparian areas or wetland areas unless such an adjustment results in the acquisitions of a net gain these resources.

- **Impacts on Prime/Unique Farmland**

Existing policies mandated by the Surface Mining Control and Reclamation Act of 1977 require the consideration of Prime or Unique Farmlands. Further, there are no known prime or unique farmlands that could be impacted by either alternative and therefore, these elements will not be considered further.

- **Impacts on Proposed Areas of Critical Environmental Concern (ACEC)**

Under either Alternative, no ACECs would be impacted, however, all relevance and importance criteria would be protected on a case by case basis.

Existing law and policy would preclude taking any action that would cause significant adverse impacts to any of the values that were identified under the relevance and importance criteria in a designated ACEC. As such no land tenure adjustment would be allowed that would cause significant adverse impacts to any of the ACECs that have been designated in these planning areas.

- **Impacts on Cultural and Paleontological Resources**

It is anticipated that potential land tenure adjustments that would be found to have significant cultural or historical resources would be precluded from disposal. However, it is possible that some LTAs, could be authorized resulting in the loss of such values. Usually, this only occurs when BLM receives more or better of these values during an exchange process. Existing BLM policy would require mitigation as coordinated with and approved by the Utah State Historical Preservation Officer prior to authorizing any form of land tenure adjustment affecting cultural/historical resources. Therefore, impacts to these resources will not be considered further.

- **Impacts on Hazardous Waste Materials**

The addition of five new land exchange criteria is not anticipated to result in any potential action that would promote generation of hazardous wastes or interfere with management of hazardous waste under applicable Federal or State laws. Further, prior to any subsequent land tenure adjustment proposal, inventories for hazardous materials would be conducted and mitigation would be required (if possible) or the site would be precluded from land tenure adjustment. Therefore, this element has not been considered further.

- **Impacts on Wilderness Study Areas or Other Special Designations**

Existing policies would preclude land tenure adjustment of public lands within any Wilderness Study Areas, Areas of Critical Environmental Concern, Research Natural Areas, etc. Growth in general throughout the region will most likely cause increased visitor use of these areas. Impact analysis of this sort would be beyond the scope of this Environmental Analysis.

- **Impacts on Soil Resources/Water Resources**

There is a potential for loss of soil structure and productivity, with resultant impacts on vegetation and water quality from surface disturbance should a LTA result in subsequent development. Impacts on soils are closely linked to impacts on vegetation and water quality. It is anticipated that such impacts would be addressed on a site specific basis and that LTAs would not be considered where there is a potential for significant impacts unless such impacts could mitigated to the satisfaction of the authorized officer in accordance with known statutory environmental thresholds. The same would be true of water quality and therefore these resources were not considered further in this assessment.

- **Impacts on Forestry Management**

It is not anticipated that any of the proposed land tenure adjustment criteria identified would have any appreciable effect on the existing management of or harvest of forest products and thus is not considered further in this analysis.

- **Impacts on Energy and Mineral Resources**

There is no known potential for disposing of any significant amount of land deemed valuable for energy and mineral resources. Site specific mineral reports will be prepared for every proposed LTA.

PLAN CONFORMANCE/NEPA COMPLIANCE RECORD

E.A. No. 050-87-067

BLM Office: Richfield District Serial No.: ~~U-59561~~ U-66068

Proposed Action Title Type: State Indemnity Selection Henry Mountain Resource Area, signed 10/21/87.

Location of Propose Action: Henry Mountain Resource Area, Garfield County, Utah, T.37 S, R.11 E., Sec.20.

Description of the Proposed Action: The State has selected the named section for indemnity selection. The proposal would amendment the MFP to allow such an action and approve the land action. The amendment would state, "640 acres, Section 20, T. 37 S., R. 11 E., SLM, is available for state indemnity selection".

Applicant (If Any): State of Utah

PART I: PLAN CONFORMANCE REVIEW. This proposed action is subject to the following land use plan:

Name of Plan:	Date Approved:
Henry Mountain Management Framework Plan	**1981**

The proposed action has been reviewed for conformance with this plan (43 CFR 1610.5, BLM MS 1617.3).

Alan Hartwig
Surname(s) of Reviewer(s)

Remarks: The proposed action did not conform to the MFP an analysis of the action was analysis in an EA see below. The Notice of Intent to Amend the MFP was published in the Federal Register on Feb. 6, 1990. The notice explained the proposed amendment and ask for comments. One person ask for a copy of the EA. No one made comments on the amendment even though many commented on the EA.

PART II NEPA REVIEW.

A. **Categorical exclusion review.** This proposed action qualifies as a categorical exclusion under 516 DM 2, Appendix 1. (CX Number) or 516 DM 6, Appendix 5.4. (CX Number). It has been reviewed to determine if any of the exceptions described in 516 DM 2, Appendix 2, apply.

Surname(s) of Reviewer(s)

Remarks: Not applicable

B. **Existing EA EIS review.** This proposed action is addressed in the following existing BLM EA EIS:

Name of Document: _____ Date Approved: _____

This EA EIS has been reviewed against the following criteria to determine if it covers the proposed action:

1: The proposed action is a feature of, or essentially the same as, the alternative selected and analyzed in the existing document.
2: A reasonable range of alternatives was analyzed in the existing document.
3: There has been no significant change in circumstances or significant new information germane to the proposed action.
4: The methodology analytical approach previously used is appropriate for the proposed action.
5: The direct and indirect impacts of the proposed action are not significantly different than those identified in the existing document.
6. The proposed action would not change the previously analysis of cumulative impacts.
7. Public involvement in the previous analysis provides appropriate coverage for the proposed action.

Alan Partridge
Surname(s) of Reviewers(s)

Remarks: The attached EA for a State Indemnity Selection and Plan Amendment was prepared because no previous NEPA documentation had occurred. This action is in response to the Utah State request to acquire this land for the State.

C. **FONSI:** I have reviewed this environmental assessment including the explanation and resolution of any potentially significant environmental impacts. I have determined that the proposed action will not have any significant impacts on the human environment and that an EIS is not required.

Neil A. Thomas acting D.M.
Surname(s) of Reviewer(s)

PART III. PROPOSED DECISION: It is my decision to implement the project, as described, with the mitigation measures.

It is my decision to amend the Henry Mountain Management Framework Plan to include the provision allowing for certain lands to be available for State Indemnity Selection. The lands identified for State selection are described as follows:

Salt Lake City Meridian, Utah
T.37 S.,R.11 E., Section 20. Cont. 640 acres.

This decision is made under provisions of the Act of Congress approved July 16, 1894, 28 Stat. 107; the Act of February 28, 1891, 26 Stat. 796, as Made applicable to the State of Utah be the Act of May 3,1902, 32 Stat. 188; and Section 7 of the Act of June 28, 1934, as amended be the Act of June 26, 1936, 49 Stat. 1076; 43 U.S.C. 315(F); and the Act of August 27, 1958, 72 Stat.928, as amended be the Act of September 14, 1960, 74 Stat. 1024; U.S.C. 851.853.

Nov. 29, 1990

Acting State Director

RATIONALE: This action is one in which Congress, through specific legislation, has vested rights in property once the grantee (State of Utah) has met the conditions of 43 CFR 2621. These conditions have been met.

The selected land meets the criteria of 43 CFR 2621 as suitable for selection to satisfy State Indemnity Selections provided the appropriate minerals are reserved to the United States as required.

The land has been found to be non-mineral in character for locatable and salable minerals and is not encumbered by mining claims.

The subject land is not essential to any Bureau of Land Management program and is not likely to be needed for inclusion in and Federal reclamation or national park project.

PART IV. DECISION RECORD:

It is my decision to implement the following plan amendment.

The lands identified as Salt Lake City Meridian, Utah, T.37 S.,R.11 E., Section 20. Containing 640 acres, are available for State Indemnity Selection.

Nov. 29, 1990

Approved: State Director Acting

This decision is made under provisions of the Act of Congress approved July 16, 1894, 28 Stat. 107; the Act of February 28, 1891, 26 Stat. 796, as Made applicable to the State of Utah be the Act of May 3,1902, 32 Stat. 188; and Section 7 of the Act of June 28, 1934, as amended be the Act of June 26, 1936, 49 Stat. 1076; 43 U.S.C. 315(F); and the Act of August 27, 1958, 72 Stat.928, as amended be the Act of September 14, 1960, 74 Stat. 1024; U.S.C. 851.853.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Lands
Objective Number	L-1

ISSUE

Garkane Power Association has proposed a powerline corridor to supply electrical power to Ticaboo, Shootaring Canyon and Bullfrog basin. What corridor designation would best meet the needs of Garkane Power and have the least effect on other public land uses?

OBJECTIVE

Provide a transmission line corridor to service the following areas located in the southern portion of the planning area:

Ticaboo T. 36 S., R. 11 E., Sec. 16
Shootering Canyon Uranium Mill T. 36 S., R. 11 E., Sec. 4
Bullfrog Basin T. 38 S., R. 11 E., Sec. 7

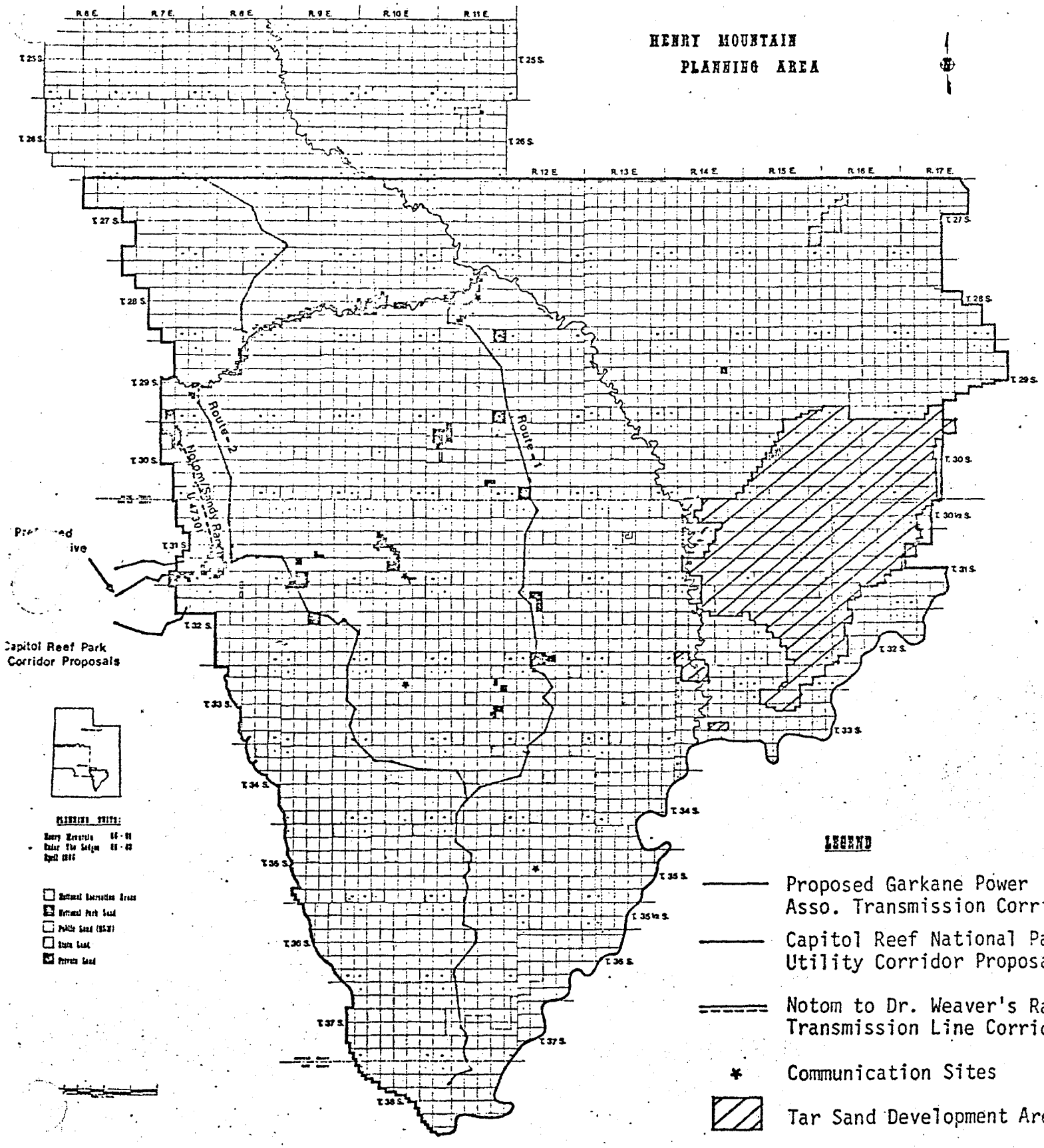
RATIONALE

This portion of the planning area is not supplied electrical power by any utility company. Electrical power used by these areas is generated on-site by small motor-driven generators. This may be an ineffective method of producing electrical power if demand significantly increases.

The town of Ticaboo and the Shootering Canyon Uranium Mill are both expected to increase their power consumption over the next ten to twenty years. The University of Utah has estimated a future population of between 600 to 800 people locating in the town of Ticaboo when the uranium mill is operating at full capacity. The Environmental Report completed for the mill shows that electrical needs will range between 1800 to 2200 KVA when full production is obtained. This power will initially be supplied by two V-8 diesel powered generators capable of producing 1200 KVA each. If power is supplied by Garkane Power Association it can be assumed that the mill would opt for this power source over the use of the diesel generators.

The Bullfrog Basin Marina currently has an estimated population of 100 employees (and their families) of the National Park Service and related support and concession facilities. Electrical power is now being supplied by a motor-driven generator. Even though permanent residents are not expected to increase significantly, commercial power would probably be favored over the existing system.

Bureau objectives are to manage the public lands in a manner that will provide the maximum benefit to the general public (BLM Manual 1602, 1.12).


HENRY MOUNTAIN
PLANNING AREA
R.6 E.
R.7 E.
R.8 E.
R.9 E.
R.10 E.
R.11 E.
R.12 E.
R.13 E.
R.14 E.
R.15 E.
R.16 E.
R.17 E.
T.25 S.
T.26 S.
T.27 S.
T.28 S.
T.29 S.
T.30 S.
T.30½ S.
T.31 S.
T.32 S.
T.33 S.
T.34 S.
T.35 S.
T.35½ S.
T.36 S.
T.37 S.
T.38 S.
Route - 2
Route - 1
Notom-Sandy Ranch
U 47201
Capitol Reef Park
Corridor Proposals
LEGEND
Proposed Garkane Power
Asso. Transmission Corrido
Capitol Reef National Par
Utility Corridor Proposal
Notom to Dr. Weaver's Ranc
Transmission Line Corrido
Communication Sites
Tar Sand Development Area

RECOMMENDATION L-1.1

Establish a transmission line corridor lying parallel to Utah Highways U-95 and U-276 as proposed by Garkane Power Association. This corridor is identified as Route 1 on the Lands overlay and Map 3 of the URA.

RATIONALE

This route would probably be the least expensive of the two routes proposed. The topography over this route is less imposing and there would be less impact to the visual resource classification. This eastern route would not impact wildlife critical range to the same degree as the western route.

Identifying a corridor at this time will help prevent any future land-use actions which might conflict with the corridor and will coincide with BLM management goals for the area.

SUPPORT NEEDS

-Realty Specialist to provide Lands Report and initial investigation.
-Environmental Assessment
-Environmental Coordinator
-Clerical

MULTIPLE USE ANALYSIS

MINERALS - This action would benefit future mineral development in the area by providing a corridor for a source of available electrical power.

WATERSHED - This action would have a negative impact to watershed if new roads were needed to provide access for construction of the transmission line. The impacts would be increased runoff and sediment loads from exposed and disturbed soils during and after road construction. These impacts would be substantial in areas where slopes are steep and the erosion condition class is critical or severe.

The transmission line as proposed would cross lands classified with the following erosion condition class:

Classification	Miles
Stable	1.5
Slight	35.5
Moderate	42.0
Critical	3.0
Severe	.5

All precautions should be taken to avoid the severe and critical erosion areas, especially during those months where runoff and rainfall are most likely to occur. Revegetation of the disturbed areas should be mandatory to eliminate long-term adverse impacts.

RECREATION - There would be a negative impact to recreation and scenic values in three places along this route. The route crosses highway U-95 (a major scenic and recreation highway), crosses Little Egypt (a noted geologic site) and crosses through Starr Springs Campground (the most popular campground in the resource area). The amount of visitor use at Little Egypt is unknown. Visitor use at Starr Springs is 20,000 visitor days annually. Vehicle travel along highway U-95 averages 190,000 vehicles annually. Another area of potential conflict is along the southeast side of Mt. Hillers, a highly scenic area accessible by car. It is doubtful that the VRM Class objectives in these areas can be met. However, minor routing adjustments to take better advantage of topographic screening can significantly reduce adverse recreation and visual impacts.

SOCIOECONOMICS - This action would have a positive social impact if the line is built. Electrical power needs for the southern portion of the planning area are currently met through the use of diesel generators. Present demand for electrical power does not appear to justify the overall expense which would be incurred as a result of the powerline construction. This would only change if diesel fuel and/or maintenance costs increased significantly to justify powerline construction. Long-term benefits could be substantial if the Ticaboo Shootering Canyon uranium mill is put into full production and population projections made for the area (170 to 200 families) are realized.

ALTERNATIVE 1

Establish a transmission line corridor on the west side of the Henry Mountains as proposed by Garkane Power Association. This corridor is identified as Route 2 on the Lands overlay and Map 3 of the URA.

MULTIPLE USE ANALYSIS

MINERALS - Same impacts as described under the multiple use analysis for recommendation L-1.1.

WATERSHED - Same impacts as described under the multiple use analysis for recommendation L-1.1. In addition, there would be more disturbance of soil and vegetation with this route because of the need for more access roads and the crossing of rougher terrain.

The transmission line as proposed under this alternative would cross lands classified with the following erosion condition class:

Classification	Miles
Stable	0
Slight	16.5
Moderate	45.0
Critical	17.0
Severe	.5
Rock Outcrops	6.0

RECREATION - This route would have an insignificant negative impact on recreation and visual resources. Most of the route goes through VRM management Class IV areas. One small conflict is found where the route goes through the southwest corner of WSA 248 where the transmission line corridor should be rerouted.

SOCIOECONOMICS - Same impact as described under the multiple use analysis for Recommendation L-1.1.

ALTERNATIVE 2

Establish a corridor lying adjacent to highways U-95 and U-276 to accommodate the powerline construction.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the recommendation with the following additional recreation impact:

RECREATION - This route alternative parallels a major scenic highway, U-95. The VRM management objective is Class III for most of the route, except for one Class II area by the Little Rockies. This alternative would conflict with Recommendation R-6 if the powerlines were placed immediately next to the highway. It would also conflict with the State of Utah's management goals for the area. Yearly traffic currently averages 140,000 to 190,000 vehicles per year. However, as the distance between the powerline and the highway is increased, the conflicts would diminish. More detailed studies would be necessary, but a rough estimate is that an average 1-mile separation between lines and highways would meet the VRM objectives for this area in places where topographic screening was otherwise impractible.

ALTERNATIVE 3 (No Action)

Maintain the existing land use management patterns and do not provide a powerline corridor as proposed by Garkane Power Association.

MULTIPLE USE ANALYSIS

SOCIOECONOMICS - This alternative would negatively impact the power company and the local communities at Ticaboo and the Bullfrog Marina. The Shootering

Canyon uranium mill has made provisions to supply their own electrical power with the use of two V-8 diesel powered generators capable of producing 1200 KVA each. Electrical power for the local communities at Ticaboo and the Bullfrog Marina has also been supplied by diesel generators. Unless the costs to operate and maintain these generators increase significantly or mining activity increases to the point that population growth justifies the construction of the powerline, no serious impacts would result from this alternative.

Long term negative impacts could result if demand for electrical power exceeds supply and community needs cannot economically or adequately be met with the use of additional diesel generators. There could also be a significant negative impact from delaying the construction at current prices because of anticipated increases in future construction costs.

Garfield County would be negatively impacted by this alternative since resource development and the resulting economic growth is largely dependent on having adequate and modern services (roads, electrical power, etc.) to meet future needs. Delaying the powerline construction could (1) affect the opportunities for resource development, and (2) add significantly to the county's cost of providing this service if all costs are borne at the time of development. This alternative would also be contrary to the desires of the county to encourage growth as defined in their master plan.

MULTIPLE USE RECOMMENDATION L-1.1

Accept Alternative 2 with the following stipulations:

Establish a corridor lying adjacent to highways U-95 and U-276 to accomodate powerline construction as follows:

1. The corridor will be four miles in total width,
2. The powerline location will be zero to two miles on either side of the highway,
3. The powerline will be located on that side with the least visual impact,
4. The powerline will be screened from view when located within one mile of the highway except at highway crossings,
5. Powerline placement will avoid Little Egypt and Maiden Water Canyon.
6. Necessary adjustments due to unforeseen powerline construction problems will be considered on a case by case basis.

RATIONALE

This portion of the planning area does not currently have electrical power being supplied to it by any power generating utility company. When it becomes economically feasible to construct the powerline, an established corridor which mitigates those impacts identified for the specialist recommendation would benefit both the power company and other resources and users.

This recommendation identifies the boundaries within which the powerline should be located and defines those public lands (Little Egypt, Maiden Water Canyon, and sensitive visual areas) where special construction techniques or a rerouting of the powerline would be needed. This corridor parallels major scenic highways U-95 and U-276. The one to two mile distance from the powerline to the highway should be sufficient to diminish the visual conflict to acceptable limits. In those areas where powerline placement would be less than one mile, screening or burying will be employed to mitigate the visual intrusion.

This recommendation received support from the District Multiple Use Advisory Council and from the majority of the public comments.

support needs

Implement the support needs identified under the specialist recommendation.

- -

DECISION L-1.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Lands
Objective Number	L-2

ISSUE

What access problems to BLM administered lands and associated easements need to be resolved?

OBJECTIVE

Eliminate those access problems identified in the URA. These areas include:

South Caineville Mesa Access	T. 28 S., R. 9 E., Section 30
Mt. Ellen Summit Trail	T. 31 S., R. 10 E., Section 16
Starr Flat Access Road	T. 31 S., R. 10 E., Sections 17,18,20
King Ranch Access Road	T. 32 S., R. 9 E., Section 5
Spring Canyon Access Road	T. 32 S., R. 8 E., Section 18
Swap Mesa Access Road	T. 34 S., R. 8 E., Sections 2,3,4.

RATIONALE

These road and trail segments have been identified as access problems because of their location in terms of entering public lands. Three of the roads are needed to conduct on-the-ground management by BLM personnel. The other road blocks through traffic to the general public when the gates are closed, requiring a long detour for regular vehicles. Negative impacts to public lands occur when ORV users take a short cut to the main road. The Mt. Ellen Summit trail crosses a state section and has not been granted a proper easement by the State.

BLM objectives are to acquire and maintain legal access to the public lands as necessary to serve the Bureau's programs, and the public's need for access to public lands and to grant rights-of-way in a manner that will maintain public values. (BLM Manual 1602, I(2)).

Standards prescribed in the 1602 manual state that the BLM will obtain land and interests in land as necessary to provide access to public lands for their protection, development, administration, and utilization. Such acquisition will be commensurate with the economic, environmental, and social values of the lands and resources served by the access obtained.

RECOMMENDATION L-2.1

Obtain an easement with the appropriate private landowner along the Fremont River to allow access to South Caineville Mesa.

RATIONALE

Access to the top of South Caineville Mesa is provided by a foot trail which lies on the northwest side of the mesa. The only way to approach this trail is to trespass accross private land along the Fremont River. Access is needed to take advantage of the Mesa's biological and scenic characteristics which are of interest to the general public and to wildlife and range specialists who want to use the area for scientific purposes.

Based on the location of the foot trail to the top of the mesa, no other access routes could be developed which would not involve the use of other private lands or the need to cause unnecessary damage to the Blue Hills surrounding the Mesa.

SUPPORT NEEDS

-ATROW Specialist
-Clerical
-Initiate easement procedures during FY 1983

MULTIPLE USE ANALYSIS

RANGE - This action would have a positive impact on Rangeland Management Recommendation ACEC/RM-1.1. This recommendation has identified the need to preserve a comparison area established in T. 29 S., R. 9 E., Section 7, NE¼ which is located on the top of So. Caineville Mesa. Access is needed to be able to collect data from the site.

WILDLIFE - This action would have a positive impact on Wildlife Recommendation ACEC/WL-1.1. This area has been identified as having an ecologically diverse community of plant and animal species with the vegetation in exceptionally good condition. Access would provide wildlife biologists within the BLM and other professionals in the academic community an opportunity to conduct valuable studies.

RECREATION - This action would have a positive impact in both the short term and long term. Current recreation use is low because the area has not been publicized and access is restricted. However, the area has high recreation values, and is in close proximity to Capitol Reef National Park, a large recreation attraction. These factors indicate that recreation potential is high.

Long-term benefits would result because improved access would allow development of an under utilized recreation resource. This alternative would complement recommendation ACEC/R-1.1.

ALTERNATIVE 1 (No Action)

Take no action to obtain an easement across private land for access to Caineville Mesa.

MULTIPLE USE ANALYSIS

RANGE - This alternative would have a negative impact to rangeland management if an easement is not obtained from the private landholder. Access to the mesa can be gained by a longer route which requires additional hiking time over rougher terrain. A new trail would have to be established and no better access route is known to exist.

WILDLIFE - Same impacts as those described for range.

WATERSHED - This alternative could have a negative impact if a new trail or road would have to be constructed to the base of the mesa. Part of this land is on the fragile Mancos shale which has been recommended for restricting ORV use to existing trails. All attempts should be made to restrict surface disturbing activities to limit sediment loss that is usually associated with road or trail construction.

If no new access is provided to the mesa, there would be no impacts to watershed.

RECREATION - This alternative would have a negative impact on recreation. Recreation users would continue to have difficulty in reaching the mesa top. Landowners would continue to have trespass problems. BLM would be hindered in developing a high quality recreation resource. There would be a conflict with recommendation ACEC/R-1.1.

MULTIPLE USE RECOMMENDATION L-2.1

Accept the specialist recommendation as written.

RATIONALE

The need for access by the public and by wildlife and range specialists to the top of South Gainsville Mesa was adequately shown in the rationale for the objective and recommendation. The multiple use analysis identified favorable benefits to range, wildlife and recreation resources. This recommendation limits the amount of surface disturbance needed to make the top of the mesa accessible. Fragile soil conditions around the base of the mesa dictate the need to use the existing trail to minimize the impact to watershed resources.

The recommendation was supported by the District Multiple Use Advisory Council and more than half of the public comments received.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION L-2.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION L-2.2

Obtain an easement for a hiking trail with the State of Utah on Bull Creek Pass (T. 31 S., R. 10 E., S. 16).

RATIONALE

The Mt. Ellen summit is the most popular hiking trail in the resource area. It is reached by a trailhead at Bull Creek Pass and by crossing a key state section to reach the north peak. Although there have been no problems to date, access should be legalized for visitor protection and agreements formalized to minimize the possibility of the section being inadvertently developed to preclude recreation purposes.

SUPPORT NEEDS

-ATROW Specialist
-Clerical
-Initiate easement procedures during FY 1984
-Exchange out State section

MULTIPLE USE ANALYSIS

No impacts to other resources or resource users other than recreation were identified from this recommendation. Recreational use of this trail would be assured through the acquisition of an easement from the State Land Commission. It would be desirable to obtain full control of this state section through an exchange with the State.

ALTERNATIVE 1 (No Action)

Take no action to obtain an easement for this trail with the State Land Commission.

MULTIPLE USE ANALYSIS

Acceptance of this alternative would not have any measurable impact to the other resources except recreation.

RECREATION - There would be a negative impact to the recreational opportunities associated with hiking and camping on the Mt. Ellen summit. Because of the State Land Commission's policy to obtain the highest economic return on all state sections, there is a potential for this trail to be eliminated because of a conflict with other resource users (i.e., mining). The no action alternative does not provide adequate protection to prevent this from happening.

MULTIPLE USE RECOMMENDATION L-2.2

Accept the specialist recommendation as written.

RATIONALE

This trail has been identified as one of the most popular hiking trails in the planning area. This recommendation is needed to assure that appropriate steps are taken with the State Land Commission to prevent the accidental or negligent loss of this trail for public use. Resource management conflicts between the State Land Commission and state school sections and the BLM must be resolved through proper administrative procedures if the BLM is to fulfill its responsibility for providing access to public lands for recreation purposes.

This recommendation received support from the District Multiple Use Advisory Council and more than half of the public comments received.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION L-2.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION L-2.3

Obtain an easement for that portion of the Starr Flat road which crosses private land.

RATIONALE

A gate has been constructed across that portion of the road which enters private property. Access is needed to collect data from a study plot located on Starr Flat and for big game hunting by the general public.

The topography of the area is characterized by steep slopes which make road building unsuitable in terms of cost and environmental impact. Obtaining an easement appears to be the most reasonable method of providing access and would be the least damaging to the environment.

SUPPORT NEEDS

-ATROW specialist
-District Engineer to survey road
-State Office Appraisal
-Solicitor's Title Insurance opinion
-Clerical
-Initiate easement procedures during FY 1983

MULTIPLE USE ANALYSIS

RANGE - This action would have a positive impact because it would provide access to a trend study plot which was established in the area in 1968. Access is needed both for monitoring livestock and buffalo use and to collect data from the study plot.

WILDLIFE - Impacts would be the same as those for range. Vegetation data is needed to properly manage wildlife habitat. On-the-ground monitoring and data collection is difficult to accomplished if access is not available.

RECREATION - This action would have a positive impact to recreation because access would be given to people who wish to hike, camp or hunt in a currently restricted area. Recreation use is low at present but may increase as a result of WSA publicity.

ALTERNATIVE 1

Construct a new road around the private land to gain access to Starr Flat.

MULTIPLE USE ANALYSIS

Impacts to range, wildlife and recreation would be the same as those described under the multiple use analysis for recommendation L-2.2.

WATERSHED - Construction of new road could create problems for the watershed where none exist because of increased surface disturbance on steep slopes and sensitive soils. The area is rated in a slight erosion condition class; construction of a new road could alter the condition in the short term.

ECONOMIC - Costs to build the road could be as high as $10,000. Equipment costs (D-6 Cat or equivalent would be needed) would be approximately $65.00 per hour. Since steep slopes are involved, the estimated time to cut in a new road would average about 1/8 mile per 8-hour day. If the length of the new road was to be about 2 miles (taking into consideration any switch-backing needed), approximately 16 days would be needed to complete the project.

ALTERNATIVE 2 (No Action)

Take no action to obtain an easement across private land for access to the Starr Flat area.

MULTIPLE USE ANALYSIS

There would be a negative impact to range and wildlife resources from the loss of the study plot and lack of access to monitor public lands. Wildlife habitat and rangeland resources could suffer from overuse and watershed values could deteriorate.

Since recreation use is low in the area, impacts to recreation would be insignificant.

MULTIPLE USE RECOMMENDATION L-2.3

Accept the specialist recommendation as written.

RATIONALE

The need for access across that portion of road which crosses private land was adequately shown in the rationales for the objective and recommendation. Obtaining an easement would be the most reasonable method of access and least damaging to the environment.

The recommendation received support from the District Advisory Council and more than half of the public comments received.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION L-2.3

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION L-2.4

Provide a right-of-way authorization across public land to construct a by-pass road segment around the old King ranch.

RATIONALE

The old King ranch is currently being rehabilitated to its former architecture. The owner has expressed a desire to keep that portion of the road which crosses private property closed to general public use to prevent vandalism. A general inspection of the area has shown that a by-pass road could easily be built without significant harm to the environment. The entire road segment would not be much more than a mile in length and would not cause any inconvenience to the general public or BLM personnel.

SUPPORT NEEDS

-Realty Specialist for Lands Report
-Environmental Assessment
-Environmental Coordinator for review
-Clerical
-Complete Right-of-Way authorization during FY 1982

MULTIPLE USE ANALYSIS

RANGE - This action would have a positive impact on livestock management. Currently there is an opportunity for two gates to be left open when the public crosses private land. Cattle then road into areas where they are not permitted. Public access would by-pass the two gates and eliminate the problem.

WATERSHED - The creation of a new road could cause increased sediment loss in an area that is in a moderate erosion condition class. Steps should be taken to minimize the amount of surface disturbance during road construction and to choose a route that avoids slopes.

No other impacts were identified from this recommendation.

ALTERNATIVE 1 (No Action)

Continue to use the existing road and do not construct a by-pass road around the King ranch.

MULTIPLE USE ANALYSIS

RANGE - The problem of open gates would continue and cattle could road into areas where they are not permitted. The installation of cattle guards would probably work as effectively as the by-pass road to mitigate this problem.

No other impacts were identified from this alternative.

MULTIPLE USE RECOMMENDATION L-2.4

Accept the specialist recommendation as written.

RATIONALE

The owner of the King Ranch has expressed a desire to reroute the public access road around a portion of his property to help prevent potential vandalism on a rehabilitated ranch house. Although vandalism is not known to be excessive in the area, property owners in the eastern portions of Wayne and Garfield Counties have been impacted by such acts. Garfield County has no objections to the proposal and a by-pass route can be accommodated without serious impact to the environment. A right-of-way application was formally submitted in early FY 1981 by the Garfield County Commission. The application and approval process is nearly complete.

This recommendation received support from the District Multiple Use Advisory Countil and more than half of the public comments received.

SUPPORT NEEDS

Implement those support needs identified under the specialist recommendation.

- -

DECISION L-2.4

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss the reasons for this action.

RECOMMENDATION L-2.5

Initiate a formal agreement with the Capitol Reef Park Service to continue to allow access over two unmaintained roads; (1) access to Swap Mesa and (2) access to Spring Canyon.

RATIONALE

National Park regulations state that unmaintained park roads are off limits to vehicular traffic. Although this regulation has not been enforced in the past for these roads, conditions could change and access could be denied by the Park.

These roads serve two purposes which make access important: (1) the roads are needed by BLM personnel to have access to study plots on Swap Mesa and Spring Canyon and for general on-the-ground management, and (2) the roads are used by hunters during the hunting season.

These roads usually require the use of a four-wheel drive vehicle and any agreement should specify that only those improvements needed to maintain the safety of the user be implemented.

SUPPORT NEEDS

-ATROW Specialist
-Clerical
-Complete agreement by end of FY 1983

MULTIPLE USE ANALYSIS

MINERALS - The continued accessibility of these roads would have a positive impact on the minerals program because it would provide access onto Swap Mesa for future oil, gas and coal exploration and development activities.

RANGE - This action would have a positive impact on the rangeland management program because it would provide access to a trend study plot which was established in the area in 1967. Access is needed both for monitoring livestock and buffalo use and to collect data from the study plot.

WILDLIFE - Impacts would be the same as those for range. Vegetation data is needed to properly manage wildlife habitat. On-the-ground monitoring and data collection is difficult to accomplish if access is not maintained.

RECREATION - There would be a positive impact to recreation resources. An isolated area would be available for dispersed camping. However, those most likely to benefit would be people involved in the fall buffalo hunt in the Swap Mesa area.

ALTERNATIVE 1 (No Action)

Take no action to formalize an agreement with Capitol Reef National Park to assure access over those unmaintained roads to Swap Mesa and Spring Canyon.

MULTIPLE USE ANALYSIS

Impacts would be opposite to those described under the multiple use analysis for recommendation L-2.4 if the Park decided to restrict use of the roads.

There would be a negative impact to bison hunters and recreationists desiring to access the Swap Mesa area. There are no other roads into the area and complaints from the public could be expected.

MULTIPLE USE RECOMMENDATION L-2.5

Accept the specialist recommendation as written.

RATIONALE

The need for access was adequately shown in the rationales for the objective and recommendation. A formal road agreement will guarantee access to public lands where the BLM has the responsibility to manage rangeland resources. These areas are important because of their use by grazing animals and because study plots have been established to measure trend and utilization. The District Multiple Use Advisory Council and approximately half of the public comments supported this action.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION L-2.5

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss the reasons for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Lands
Objective Number	L-3

ISSUE

Which state and federal lands should be acquired or the boundaries adjusted in an exchange process to improve the continuity of BLM resource programs on public lands?

OBJECTIVE

As the need arises, consolidate or adjust public land ownership within those special management areas where BLM goals are in conflict with other government agency goals. These areas include:

a. Public lands designated as Areas of Critical Environmental Concern.
b. BLM wilderness study areas designated as wilderness areas and the state sections lying within or adjacent to them.
c. BLM Recreation lands which are designated as:
   1. ~~Class III - Natural environment area~~,
   2. ~~Class IV - Outstanding natural areas,~~
   3. ~~Class V - Primitive areas~~, .
   4. Class VI - Historic and cultural sites.
d. ~~Public lands designated as resource conservation~~ areas.
e. ~~Public lands designated as geologic areas~~.
f. Public lands found unsuitable for mineral leasing and development.
g. ~~Adjacent Park lands~~ were livestock grazing cannot be excluded by natural barriers.

RATIONALE

The present checkerboard pattern of land ownership and jurisdiction have largely been the result of political manipulation rather than sound land use planning. This situation can cause conflicting and poorly coordinated activities by the BLM and other government entities. It is especially true of the State school sections scattered throughout the public lands.

Land management goals between state and federal government agencies are not always consistent. Current land management for State school sections has been based on a policy of obtaining the greatest economic return. Many times this involves resource development in areas where federal programs have been established to protect and exclude surface disturbing activities. This conflict of goals has resulted in court actions which hamper effective management of the public lands.

Bureau objectives are to plan for and manage or dispose of public lands in a manner providing the maximum benefit to the general public. To accomplish this the BLM will;

-Protect the lands, resources, environment and public values therein from avoidable destruction, abuse and deterioration, and correct past abuses to the extent feasible.

RECOMMENDATION L-3.1

In the event that any of the public lands administered by the BLM receives one of the designations identified in the activity objective, initiate land exchange procedures with the affected government entity to consolidate ownership and obtain a cooperative agreement to assure continuity of management goals during the exchange process.

RATIONALE

Most of the designations identified in the activity objective call for land use management goals which preserve or protect the various resources. These goals are often in conflict with other government entities, especially the Utah State Land Commission, which is charged with managing all State of Utah school sections . Current State law mandates that these school sections be developed to obtain the greatest economic value. This mandate is in direct conflict with the conservation and preservation designations which are sometimes given to public lands as a result of recommendations made through the planning process.

An interim cooperative agreement is necessary to assure that management goals within a designated area are not in conflict between two or more managing agencies while the exchange process is being conducted. This agreement should include those management goals associated with the land use designation.

SUPPORT NEEDS

-Realty Specialist for Lands Report and initial investigation
-State Office appraisal
-Environmental Assessment
-Environmental Coordinator
-Solicitor's Title Insurance opinion
-Clerical

MULTIPLE USE ANALYSIS

MINERALS - This action would have a negative impact on the federal minerals development program in the planning area. This impact could result from a) the Federal government acquiring State lands on which some minerals cannot be developed in exchange for public lands which have a potential for mineral development and b) the Federal government's loss of royalties that would normally be collected from mineral development on those public lands exchanged with the State. An example would be an exchange of public lands with mineral values for State lands with recreation or wildlife values. The exchange would be for lands of equal value but the value could be based on different resources.

RANGE - In most cases, this action would not have a negative impact on livestock operations. Exchanging state sections in the park would eliminate the opportunity to graze these areas. However, Capitol Reef National Park (CRNP) is currently phasing out grazing which will eventually lead to the same result. Legislation has been introduced to allow livestock grazing to continue. This would have a positive impact on local ranchers with permits in the Park.

All other exchanges will result in blocked lands and unless there is a resource value which specifically restricts livestock use (e.g. relic areas, comparison areas etc.), grazing opportunities should not be lost. State lands will continue to be used to maximize economic returns and will not effect livestock grazing.

WATERSHED - Land consolidation efforts will positively impact those areas which come under federal control. Conflicting resource uses which are usually ignored by the State Land Commission will be eliminated and better on-the-ground management to enhance watershed values can be implemented.

WILDLIFE - This action could have a significant positive impact on wildlife resources. In some cases, State sections are located within areas where BLM's goal is to preserve wildlife habitat. In these instances the State may want to allow development on these sections which will require access across public lands. Access could involve road construction, fences, etc. which would conflict with habitat preservation. Exchanging these State sections would provide an opportunity to prevent surface disturbance and loss of wildlife habitat.

RECREATION - This action would have a significant positive impact on recreation resources. This impact is a result of eliminating isolated state sections located on public lands. The State's land management policies are usually directly opposed to the multiple use policies of the BLM as addressed in the rationale for the recommendation.

ALTERNATIVE 1 (No Action)

Continue with existing management policies and do not initiate exchange procedures to block state and public lands.

MULTIPLE USE ANALYSIS

WATERSHED - No action could result in significantly adverse impacts on the watershed resources. This is based on the assumption that State land managers are concerned with obtaining the greatest economic return from State section development. Efforts to correct surface abuse as a result of resource development are usually dependent on Federal controls placed on those public lands surrounding the school section. No action would continue this ineffective watershed management.

WILDLIFE - The no action alternative could have a significant negative effect upon wildlife habitat especially those school sections identified as crucial-critical habitat. Again, the State Land Commission is directed to obtain the greatest economic return for their lands. This is usually in direct conflict with wildlife habitat protection. This no action alternative is just a continuation of this conflicting resource management.

RECREATION - The no action alternative could have a significant adverse impact on the recreation programs which have been established to preserve scenic and other recreation values that are of high public interest.

Management conflicts will continue to occur similar to the Cotter Corporation case where access across public lands designated as a wilderness study area (WSA) was required so the company could do exploratory drilling on a State section located in the WSA. Public lands identified for resource preservation cannot be adequately managed if State sections are interspersed throughout and resource development is encouraged on these school sections. This alternative does not resolve the problems caused by the different management objectives which sometimes develop.

MULTIPLE USE RECOMMENDATION L-3.1

Accept the specialist recommendation as written.

RATIONALE

The need for the recommendation was adequately shown in the rationales for the objective and recommendation. The multiple use analysis identified positive impacts to range, watershed, wildlife, and recreation. No serious adverse effects from this recommendation were identified and the negative impact to the minerals program would be outweighed by the positive benefits that would occur to the general public, the BLM and the State of Utah.

This recommendation provides the BLM with the opportunity to designate and manage selected blocks of public land for resource preservation without the usual land use conflicts that occur when state school sections are present. This recommendation will benefit both BLM and the State of Utah in their respective mandates for resource use on public lands.

The recommendation received support from the District Multiple Use Advisory Council and more than half the public comments received.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION L-3.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

SUPPORT NEEDS

-Realty Specialist for Lands Report and initial investigation
-Environmental Assessment
-Environmental Coordinator
-Clerical

MULTIPLE USE ANALYSIS

MINERALS - This action would have a positive impact on the mineral resource development program. National park policy is to restrict all mineral exploration and development. Any effort to adjust the boundaries would provide additional opportunities to mining interests.

RANGE - As identified in the rationale for the recommendation, this action would have a positive impact to livestock grazing. The Park plans to phase out all livestock grazing by 1992. The recommendation would return a total 22,360 acres for multiple resource use consideration. This action would maintain the availability of 1,690 AUMs which are scheduled to be eliminated from livestock grazing. Three allotments (Sandy #2, Sandy #3 and the Hartnet), involving 8 permittees, would benefit from the boundary adjustment. That portion recommended to be included within the Park's boundary (8,320 acres on Jones Bench and Little Black Mountain) is rated as unsuitable for livestock grazing (lack of water and access). There would not be a loss of AUMs to the livestock industry as a result of these areas becoming part of the park.

WATERSHED - If multiple use activities were to continue on those portions of the park to be adjusted, there would be a potential negative impact to watershed from continued grazing use and mineral exploration and development. This would not cause any long term impacts if proper rehabilitation and range management techniques were used.

RECREATION - This action would have a negative impact to recreational values in the Bitter Creek Divide area. This area currently is under NPS management to preserve scenic values related to the Waterpocket Fold. If development were to occur in this area as a result of less restrictive BLM administration, recreational and scenic values could be diminished.

SOCIOECONOMIC - There would be a positive impact to the counties in terms of potential tax revenues and having the lands available for other resource uses.

ALTERNATIVE 1 (No Action)

Take no action to coordinate a Capitol Reef National Park boundary adjustment with the Park Administration.

MULTIPLE USE ANALYSIS

RANGE - There would be a negative impact to the rangeland program if park boundary adjustments were not made. Fencing would have to be undertaken to prevent livestock use on the Park's side. The costs involved with this project would

probably have to be shared by the Park and the permittee. Average cost to survey, design and construct the fence could be as high as $5,000 per mile. If the fencing is not constructed, problems could develop between the Park and the permittee because of livestock trespass. This would require more on-the-ground livestock supervision for both the permittee and Park personnel.

There would also be a negative impact to those permittees whose allotments overlap onto the Park. Grazing is scheduled to be phased out of the Park by 1992, and by not having the Park boundary adjustment, up to 1690 AUMs would be lost to livestock grazing use.

No other resources would be impacted from this no action alternative.

MULTIPLE USE RECOMMENDATION

Continue to work with the Capitol Reef National Park administration to determine if and where Park boundary adjustments could be made to provide natural barriers for livestock grazing control.

RATIONALE

The need for this action has been adequately shown in the rationales for the objective and recommendation. The need for costly fencing projects to control livestock grazing can be eliminated if reasonable boundary adjustments that take advantage of natural barriers can be implemented.

This action was supported by the District Multiple Use Advisory Council. The multiple use recommendation will help meet the needs of both BLM and the Park service without causing boundary adjustment proposals that would be unacceptable to either the Park or the general public. More than half the public comments received opposed the specialist recommendation as written.

SUPPORT NEEDS

-Area Manager and staff to initiate boundary adjustment discussions.

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DECISION L-3.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP) Henry Mountain PA

Activity Lands

Objective Number L-4

ISSUE

Garfield County has indicated a desire to realign and upgrade the Notom to Bullfrog road. Where should this realignment be authorized without conflicting with other public land uses?

OBJECTIVE

Provide a transportation corridor for Garfield county's portion of the Notom to Bullfrog road.

RATIONALE

Garfield County has taken steps to amend their master plan to reflect an intent to upgrade and realign their portion of the Notom to Bullfrog road. This road has been identified as an east-west corridor between Boulder and Ticaboo for Garfield County. Current use of the road has been limited to recreationists, county vehicles, BLM personnel and a small segment of the permanent residents located in the new town of Ticaboo. Garfield's master plan has estimated a 23 percent future population increase within the county and part of this increase will be a result of the uranium development expected around Ticaboo. This road will probably be used by ore trucks leaving Ticaboo and a road upgrade will be required to insure safety and driveability.

Bureau objectives are to manage the public lands in a manner that will provide the maximum benefit to the general public (BLM Manual 1602.12).

RECOMMENDATION L-4.1

Establish a quarter mile corridor on both sides of that portion of the Notom road lying within Garfield County on public lands administered by the BLM to provide for any future road realignment proposals.

RATIONALE

The Garfield County Commission has indicated its desire to upgrade and realign various segments of the Notom road. The County has not yet conducted a survey of the road so they are unable to be site specific in their realignment proposals. Identifying a defined corridor in which any realignment will be authorized will aid in the identification of any adverse impacts to other resource values.

The Federal Land Management and Policy Act, Section 503, directs public land managing agencies to require, to the extent practicable, the utilization of existing corridors in order to minimize adverse environmental impacts and the profileration of separate rights-of-way.

SUPPORT NEEDS

-Realty Specialist to provide Lands Report and initial investigation.
-Environmental Assessment
-Environmental Coordinator
-Clerical

MULTIPLE USE ANALYSIS

No long-term adverse impacts were identified with this action. The half mile-wide corridor would not cause any resource conflicts which could not be mitigated through proper construction techniques.

The benefits from the road upgrading and realignment would be realized by the general public visiting the area for recreation purposes, the local residents of the Bullfrog Marina and Ticaboo and any mining interests who need an access route on the west side of the Henry Mountains. BLM personnel would also benefit in terms of access for on-the-ground management. Short-term adverse impacts would occur to watershed and the general public during the construction phase.

ALTERNATIVE 1 (No Action)

Take no action to identify a realignment corridor and issue a right-of-way authorization when Garfield County submits a formal proposal for realignment.

MULTIPLE USE ANALYSIS

The impacts from this proposal would be the same as those identified under the multiple use analysis for the recommendation (L-4.1) unless the realignment proposal deviates significantly beyond the half-mile wide corridor. In this case, an impact analysis would have to be conducted after it is known where the road realignment is to actually occur.

MULTIPLE USE RECOMMENDATION L-4.1

Accept the specialist recommendation as written.

RATIONALE

The Garfield County Commission has indicated its desire to upgrade and realign various segments of the Notom Road. Establishing the corridor provides the county a defined boundary within which they could initiate realignment actions. It also provides the BLM the opportunity to guide road development in a manner which meets BLM land management objectives and to identify any areas which would be negatively impacted and require mitigating action. The need for and the benefits to be derived from the road improvement are recognized in the multiple use analysis and rationales for the objective and recommendation.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION L-4.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Lands
Objective Number	L-5

ISSUE

The Wayne County Water Conservancy District (WCWCD) has proposed the construction of a dam on the Lower Fremont river. Are public lands available for this project and would there be conflicts with other public land uses?

OBJECTIVE

As the need arises, provide the use of public lands for the construction of the Lower Fremont River reservoir and hydroelectric generating plant to be located between the east boundary of Capitol Reef National Park and the town of Hanksville.

RATIONALE

The Wayne County Water Conservancy District has made formal application to the State Engineer to appropriate 150 second feet of water from the lower Fremont River. The water would be stored behind an earth-filled dam, 170 feet high, creating a reservoir having an approximate 46,000 acre-foot capacity.

The project includes plans to build a 1780 kW hydroelectric generating plant. This hydroelectric facility would be used to help alleviate some of the required pumping costs associated with the irrigation of agricultural lands near Hanksville. Pumping energy requirements have been estimated to be 7.9 million kWh/yr.

BLM objectives are to manage the public lands in a manner that will provide the maximum benefit to the general public (BLM Manual 1602.12).

RECOMMENDATION L-5.1

Issue a right-of-way authorization for those public lands needed in the construction of the Lower Fremont river reservoir if and when the project receives final approval.

RATIONALE

In June 1963, water right application No. 32509 was approved by the State Engineer in favor of the Utah Water and Power Board (Division of Water Resources) for appropriation of 100 CFS of direct flow and storage of 50,000 acre-feet of water to be stored at the Aldrich dam site (See Lands URA map overlay). This water right has been held in trust for the benefit of the area and is to be used for the irrigation of 6,000 acres and municipal and stockwater purposes.

Since the water project's initial approval, four other potential dam sites have been identified between the original Aldrich site and the town of Caineville. The Wayne County Water Conservancy District has filed Application No. 55858 with the State Engineer to appropriate 150.0 sec. ft. of water in Wayne County. The water is to be stored from January 1 to December 31 by means of an earth-filled dam. A notice to water users was posted in the local newspaper on April 9, 16, and 23, 1981. The Federal Land Management and Policy Act of 1976 Section 501, authorized the granting of rights-of-way for reservoirs, canals, ditches, flumes, laterals, pipes, pipelines, tunnels and other facilities and systems for the impoundment, storage, transportation, or distribution of water.

SUPPORT NEEDS

-Realty Specialist for lands report and initial evaluation
-Environmental Impact Statement or Environmental Assessment upon determination of significance of impact
-Environmental Coordinator
-Clerical

MULTIPLE USE ANALYSIS

MINERALS - The only negative impacts to mineral resources would be those caused by the inundation of public lands. This would negatively affect any mineral resources which would be lost to development as a result of the dam location.

There could be a positive benefit to mineral resources if water from the dam could be used for mining purposes. This would depend on the type of mining and its distance from the dam.

RANGE - This action could have both positive and negative impacts to the rangeland users. Negative impacts would result from the inundation of public lands which would no longer be available for livestock use. Any range improvements

made by the permittee and lost because of the water backing up behind the dam would have to be compensated. Permittees affected by the dam through a loss of grazing rights would have to be compensated and would have to be notified two years prior to the disposal or the assignment of public lands for a public purpose project which precludes livestock grazing (4110.4.2(b)).

Positive benefits would result from the application of this stored water for irrigation purposes. Additional forage could be grown with the use of this water on lands that are not now being cultivated. This could mean that up to 6,400 acres could come under cultivation with 79% of this being used for livestock feed.

WATERSHED - The reservoir would serve as a flood control structure and help modify erosive flows downstream from the dam. The reservoir would also act as a silt trap during periods of heavy flows helping to extend the life of Lake Powell.

WILDLIFE - The proposed reservoir would have a significant positive impact on wildlife resources. The reservoir would provide new habitat for many species such as migrant waterfowl and snipe. Riparian areas that would be lost due to inundation would be mitigated by enhancing and creating new shoreline and riparian areas below the proposed dam. Many small drainages that are mostly dry throughout the year could provide wildlife with a continuous water source by construction of small ditches and diversions along the river below the dam.

RECREATION - This alternative would have a positive impact on recreation. Depending on the size of the reservoir and associated developments, new boating, swimming, fishing, and camping opportunities would occur in an area that currently does not have them.

The Lower Fremont River Development study has estimated the reservoir, based on its size, would provide an opportunity for 60,000 angler days. The study showed an angler day equivalent to $9.50, therefore the following benefits were estimated:

<u>Direct Benefit to Local Area</u>		
6,000 visitor days x $9.50	=	$57,000
<u>Direct Benefit to State</u>		
40,800 visitor days x $9.50	=	$387,600
<u>Direct Benefit to Rest of Nation</u>		
13,200 visitor days x $9.50	=	$125,400

SOCIOECONOMIC - This action could have substantial short-term negative impact to the infrastructure. The "Water Resource Development In The Lower Fremont River" study identified a 17 percent increase in population as a result of the project. This would be significant in terms of Wayne County's ability to provide

services for transient laborers. Most of the temporary population would live in mobile homes because vacant housing or transient housing is not available in the vicinity of the project. Advanced planning would be necessary to assure adequate housing and services if social and infrastructure impacts are to be mitigated.

Positive impacts would result from increased annual earnings generated by the project which have been estimated at $1.9 million for the agricultural sector, $258,600 for the recreation section and $298,965 for the construction sector according to the Lower Fremont River Study. Increased tax revenues to state and local governments would also occur. The study estimates that local tax revenues would increase by $68,400 as a result of increased earnings and by $200,600 annually as a result of increased property tax revenues.

ALTERNATIVE 1 (No Action)

Take no action to provide public lands for the Lower Fremont River reservoir project.

MULTIPLE USE ANALYSIS

No impacts were identified from this alternative. Those opportunities outlined in the multiple use analysis for the recommendation (L-5.1) would be lost.

MULTIPLE USE RECOMMENDATION L-5.1

Reject the specialist recommendation. Defer the decision for this recommendation until a firm proposal is received and a site specific environmental assessment is completed.

RATIONALE

This reservoir project was initially identified as an issue in the pre-planning process more than two years ago. To date, there has not been a firm proposal submitted to the BLM. Problems have developed because of unfavorable geologic structures found under the proposed dam sites. Test drilling is now occurring approximately ten miles down stream from the original test sites. The BLM must conduct a site specific environmental analysis on a proposed right-of-way application before it can make a decision. Until the Water Conservancy District locates a suitable site and makes a formal right-of-way application, the BLM will be hard pressed to make an informed decision concerning the use of public lands for the potential project.

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DECISION L-5.1

Accept the multiple use recommendation as written.

RATIONALE

The rationale for the multiple use recommendation adequately discusses the reason for this decision.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P
Activity	Lands
Objective Number	L-6

ISSUE

The Wayne County Water Conservancy District has made a proposal to supply irrigation water for use on arable lands lying in the vicinity of the Lower Fremont river. Are arable public lands available and should these lands be put up for disposal?

OBJECTIVE

Provide arable public lands for disposal for agricultural purposes if irrigation water is made available from the Lower Fremont River dam project.

RATIONALE

This proposal relates to the proposed construction of the Lower Fremont River dam midway between the east boundary of Capitol Reef National Park and the town of Caineville (see Lands Activity Objective, L-5 and Lands, UPA map overlay). This proposed development project will provide water to irrigate an additional 5,460 acres of land. According to a Bureau of Reclamation survey, approximately 16,000 acres of arable land were identified within the economic feasibility zone for irrigation using waters stored by the potential dam.

Bureau objectives are to manage the public lands in a manner that will provide the maximum benefit to the general public, including the disposal of public lands and resources to help meet the people's need for the lands and their resources, and to contribute to the stability and orderly growth of dependent users, industries, communities and regions (BLM Manual 1602.12).

RECOMMENDATION L-6.1

As the need arises, dispose of those arable public lands which would be irrigated from waters provided by the construction of the Lower Fremont river dam.

RATIONALE

Water resource yield potential of the Lower Fremont river dam project has been estimated to be 45,000 acre-feet of water for irrigation purposes. Two separate irrigation schemes were studied and a plan to irrigate river flood plain lands plus desert lands near Hanksville would be implemented if the reservoir project is constructed (See Lands activity objective L-5 and Lands, URA map overlay). Agricultural crop production appears to be the highest and best use of those lands in the project area identified in the "Water Resource Development In The Lower Fremont River" study.

Disposal could be accomplished by either public sales, Desert Land Entry or Carey Act grants subject to the required stipulations for each process.

SUPPORT NEEDS

-Realty specialist for lands report and initial investigation
-Mineral Leasing Status
-Environmental Assessment
-Environmental Coordinator
-Solicitor's Title Insurange Opinion
-State Office appraisal
-Clerical

MULTIPLE USE ANALYSIS

MINERALS - This action would have an adverse impact to mineral exploration in the area if title to the lands passes from the federal government into private hands. Access could be encumbered for drilling or any possible development. There would also be an adverse impact to those people holding leases or mining claims on any lands identified for disposal.

These impacts could be mitigated by a record and field search to identify if those areas recommended for disposal have mineral claims or leases. The mineral estate should be retained by the federal government.

RANGE - Impacts from this recommendation would be the same as those described for the multiple use analysis for Recommendation L-5.1.

WATERSHED - This action would have a positive impact in terms of increased vegetative cover on lands that are essentially barren. Soil retention would increase and sediment loss from rain storms should decrease. Approximately

800 to 1000 acres of public land identified as arable have been given a severe erosion condition classification. Increasing the vegetative cover on this land as a result of cultivation practices should help stabilize this condition.

WILDLIFE - This action would have a significant positive impact to wildlife resources. Supplying water to fauna in a now arid land would increase present populations and attract new species into the area. Ditches and irrigated lands would provide new habitat for upland game birds such as pheasants and quail, and provide food for migratory birds, such as morning doves and waterfowl. Areas currently receiving little use from wildlife could potentially develop into important summer and/or winter habitat. Additional riparian habitat would provide for a diversity of birds including raptors.

RECREATION - The recommendation would have a positive impact to recreation because these lands would provide habitat for various species of birds. Hunting opportunities could be expected to develop in new areas in and around the newly developed fields.

SOCIOECONOMIC - Positive impacts on infrastructure and the socio-economic segment would be the same as those described under L-5.1. There would be increased tax revenues available for local and state governments and a potential for increased earnings to local farmers and ranchers through the use of irrigation waters.

The Lower Fremont River water development study estimated that agricultural benefits from the additional irrigation water could be as high as $1,146,500 if high value crops are increased from the current 6% to 21% of total production. The study also shows that if crop pattern does not change and all additional water is used to increase alfalfa production, revenues from the irrigation project could be as high as $795,000 annually.

Positive impacts would also result to irrigators in the Torrey area by making it possible for them to divert more water than is presently allowed. If the dam is constructed, lower valley users could obtain their full allocation without requiring farmers around Torrey to reduce their diversions in the late summer as they are presently required. This could affect up to 800 acres in the Torrey area.

ALTERNATIVE 1 (No Action)

Take no action to provide public lands to accomodate the irrigation program planned if the Lower Fremont River reservoir is completed.

MULTIPLE USE ANALYSIS

No impacts were identified from this alternative. Those opportunities outlined in the multiple use analysis for the recommendation (L-6.1) would be lost.

MULTIPLE USE RECOMMENDATION L-6.1

Reject the specialist recommendation. Defer the decision for this recommendation until a formal application(s) is received and a site specific environmental assessment is completed.

RATIONALE

Section 102(a)(1) of the Federal Land Policy and Management Act of 1976 declares that "the public lands be retained in Federal ownership, unless as a result of the land use planning procedure provided for in this Act, it is determined that disposal of a particular parcel will serve the national interest." To date, the BLM has not received any formal applications for public lands in relation to the potential Lower Fremont River Dam Project. The BLM cannot make an informed decision as to whether a disposal would serve the public interest until the public lands desired are specifically identified.

A site specific environmental assessment is also required before a decision can be rendered. Such an assessment cannot be conducted until a formal application(s) is received.

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DECISION L-6.1

Accept the multiple use recommendation.

RATIONALE

The rationale for the multiple use recommendation adequately discusses the reasons for this decision.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Lands
Objective Number	L-7

ISSUE

Private lands located on the west side of Mt. Ellen have been offered for exchange for public lands lying in the vicinity of Notom Bench. Are these private lands desirable for BLM's resource programs and should an exchange be initiated?

OBJECTIVE

Provide public lands in exchange for private lands in the planning area.

RATIONALE

This proposal relates to an exchange offer made by an individual owning private property on the west side of Mt. Ellen. In exchange for this private property, the individual would like to acquire public lands lying in the vicinity of Notom Bench for agricultural purposes.

Bureau objectives are to manage the public lands in a manner that will provide the maximum benefit to the general public which includes the disposal of public lands and resources to help meet the people's need for the lands and their resources, and to contribute to the stability and orderly growth of dependent users, industries, communities and regions (BLM Manual 1602.12).

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION-ANALYSIS-DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Lands
Reference Number	L-7.1

RECOMMENDATION L-7.1

Provide public lands in the Notom Bench vicinity in exchange for private lands lying on the west slope of Mt. Ellen. The lands to be exchanged will be of equal value as determined through a land appraisal.

RATIONALE

The private lands initially offered lie in T. 31 S., R. 10 E., Sections 17 (E½NW¼,SW¼NE¼, SE¼, SE¼SW¼), 20 (N½N½, SE¼NW¼), 21 (N½NW¼, SE¼NW¼), and section 28 (NE¼NE¼, S½NE¼, SW¼NW¼, SW¼SE¼). These lands should be acquired if possible because they lie within crucial-critical bison range. The Utah Division of Wildlife Resources identified this crucial-critical range as being "highly sensitive" to surface disturbance.

These lands have also been given a Class II visual resource management classification which suggests management actions not to be evident in the characteristic landscape. Any development by the property owner could be in conflict with the visual characteristics of the area. These lands are needed to aid the scenic integrity of the VRM classification.

There is also an access problem to public lands lying adjacent to this private property. The road which crosses the private property is usually closed to vehicles. Because the topography of the area is characterized by steep slopes, construction of another road is impractical. Acquiring this property would eliminate this problem.

Management of the area which lies in the Nasty Flat allotment would be improved if the private land could be added to BLM administration. This area has been characterized by steep slopes and fragile soils. Public ownership would provide an opportunity for a viable management program that would not be hindered by isolated private land tracts.

SUPPORT NEEDS

-Realty specialist for lands report and initial investigation
-State Office appraisal
-Environmental Assessment
-Environmental Coordinator
-Solicitor's Title Insurance Opinion
-Clerical

MULTIPLE USE ANALYSIS

MINERALS - This action would have a positive impact by opening up the northwestern part of Mt. Ellen to mineral entry. The mineral potential of these

lands is unknown, therefore, the impact would be considered insignificant. A negative impact to the minerals program could result from exchanging the Federal lands, currently open to mineral entry, into private ownership. This impact could be mitigated if the mineral estate were retained by the Federal government. Otherwise the impacts would probably cancel each other.

RANGE - In terms of range management, the exchange would result in a discernible improvement because the land desired by the BLM is presently under an exchange of use agreement which gives the Bureau livestock grazing authorization. The BLM has authorized the permittee full grazing rights without taking into consideration the heavy use made by buffalo in the area. The exchange would correct this situation by considering buffalo use, resulting in a balanced use, and would also afford the opportunity for rehabilitation of the area.

There would be a negative impact to those rangeland users who have been authorized grazing privileges on those public lands desired by the private party. The number of AUMs lost would depend on the number of acres of public land it would take to be equal to the private land desired and which public lands would be chosen.

WATERSHED - The private lands are characterized by steep slopes and sensitive soils, and the watershed is now in a stable to slight erosion condition class. Any development on the private ground could significantly affect the surrounding public land. Aquisition of the private ground near Mt. Ellen could enhance the management of a sensitive watershed.

WILDLIFE - The proposed land exchange on the west side of Mt. Ellen would have a significant positive impact on wildlife, especially bison and deer. UDWR has identified this area as crucial-critical deer and bison summer range. Based on this classification, these wildlife species are highly sensitive to surface disturbing activities. Any development of the private lands would seriously conflict with wildlife goals to preserve the area to benefit deer and bison. The only practical way to avoid this resource use conflict would be to implement the exchange.

RECREATION - The land proposed in the exchange is adjacent to a WSA (050-238) and adjacent to the most popular hiking trail in the district (175 visitor days). Therefore, it is of high recreational interest. This action would benefit recreation because acquisition by BLM would assure that recreation, wilderness and visual resources (which have been identified as VRM Class II) would be a major consideration in the area's management. Also, sightseeing opportunities related to wildlife (i.e. buffalo) would be preserved and made available to the public.

SOCIOECONOMIC - This recommendation complements Lands recommendation L-2.1 which was to eliminate the access problem to Starr Flat. This recommendation would eliminate the need to invoke potentially costly easement procedures.

ALTERNATIVE 1 (No Action)

Take no action to exchange public lands located in the Notom Bench area for private lands located on the west side of Mt. Ellen.

MULTIPLE USE ANALYSIS

If the private lands lying on the west side of Mt. Ellen are developed, serious conflicts could result with BLM resource management goals as identified under the multiple use analysis for the recommendation (L-7.1). Range, watershed, wildlife and recreation values are all considered under BLM's multiple use concepts and negative impacts are usually mitigated when one resource use conflicts with another. A lack of control over private lands eliminates this balanced use of the resources which is strived for on public lands.

MULTIPLE USE RECOMMENDATION L-7.1

Accept the specialist recommendation as written with the following modification:

a. Do not limit the exchange for public lands to the Notom Bench area.

RATIONALE

The need for acquiring private lands on the west side of Mt. Ellen was adequately shown in the rationale and multiple use analysis. It would be desirable to obtain all the private lands if an acceptable arrangement can be worked out with the current owners.

This recommendation received the support of the District Multiple Use Advisory Council and more than half of the public comment submitted.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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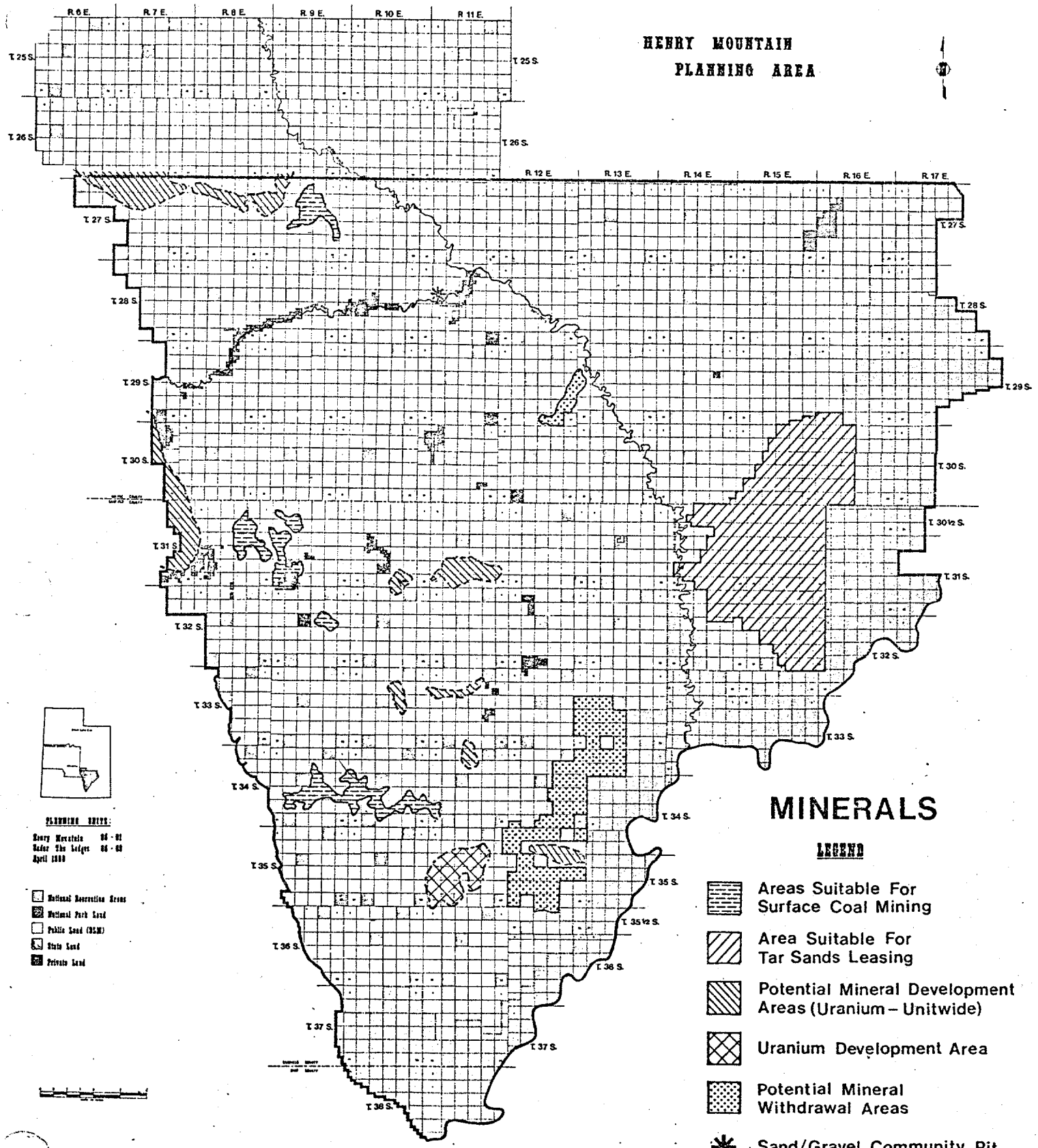
DECISION L-7.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.


HENRY MOUNTAIN
PLANNING AREA
R. 6 E.
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T. 37 S.
MINERALS
LEGEND
Areas Suitable For Surface Coal Mining
Area Suitable For Tar Sands Leasing
Potential Mineral Development Areas (Uranium – Unitwide)
Uranium Development Area
Potential Mineral Withdrawal Areas
Sand/Gravel Community Pit

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain PA
Activity	Minerals - Coal
Objective Number	M-1

ISSUE

Which public lands should be declared acceptable/suitable for future coal development.

OBJECTIVE

Identify those federal coal lands within the Henry Mountain coal field that are acceptable for future coal development.

RATIONALE

The Henry Mountain Planning Unit lies within the area defined by the Department of Energy as the Uinta-Southwest Utah coal region. The first coal leasing target for this region, which consists of several tracts on the Manti-Lasal National Forest and in the Moab District, is scheduled for later this year. The first leasing target for this region is scheduled for 1985. Those lands that are found suitable in the Henry Mountain field will be reviewed by industry and the USGS for tract delineation and ranking, prior to the scheduling of a lease sale.

RECOMMENDATION M-1.1

Through application of the coal unsuitability criteria as defined in 43 CFR 3461, consider the following Federal coal lands within the Henry Mountain coal field as acceptable for future coal leasing and surface and/or underground mining development:

T. 27 S., R. 9 E.
- Sec. 3: All
- Sec. 9: NE¼, S½
- Sec. 10,11: All
- Sec. 13: SW¼
- Sec. 14,15: All
- Sec. 20: E½
- Sec. 21,22,23,24,25,26,27,28: All
- Sec. 29: E½W½, E½
- Sec. 33,34,35: All

T. 27 S., R. 10 E.
- Sec. 30: W½W½
- Sec. 31: W½W½

T. 30 S., R. 9 E.
- Sec. 20: S½
- Sec. 21: S½
- Sec. 28,29,30,31,33,34: All

T. 30 S., R. 10 E.
- Sec. 19: SW¼SW¼
- Sec. 20: S½SW¼, SW¼SE¼
- Sec. 29: NW¼, N½SW¼
- Sec. 30: E½NE¼, NE¼SE¼
- Sec. 35: NW¼, N½SW¼

T. 31 S., R. 8 E.
- Sec. 1,3,4,9,10,11,12,13,14,15,21,22,23,24,25,26,27: All
- Sec. 28: E½W½, E½
- Sec. 33: E½E½
- Sec. 34: 34,35: All

T. 31 S., R. 9 E.
- Sec. 4,5,6,7,8,9: All
- Sec. 15: W½
- Sec. 17, 18, 19, 20, 21: All
- Sec. 22: W½
- Sec. 27: W½
- Sec. 28,29,30,31,32,33: All
- Sec. 34: W½

T. 32 S., R. 8 E.
- Sec. 1, 3 : All
- Sec. 9: SW¼, E½
- Sec. 10,11,12,13,14,15: All
- Sec. 17 SW¼, E½
- Sec. 20,21,22,23,24,25,26,27,28,29,33,34,35: All

T. 32 S., R. 9 E.
- Sec. 1,3,4,5,6,7,8,9,10,11,14,15,17,18,19,20,21,22,23: All
- Sec. 24: SW¼
- Sec. 25,26,27,28,29,30,31,33,34,35: All

T. 33 S., R. 8 E.
Sec. 1,3,4: All
Sec. 8: All BLM lands
Sec. 9,10,11,12,13,14,15: All
Sec. 21: All BLM lands
Sec. 22,23,24,25,26,27: All
Sec. 28: All BLM lands
Sec. 33, 34: All BLM lands
Sec. 35: All

T. 33 S., R. 9 E.
Entire Township, exclusive of Sections 2, 16, 32, 36

T. 33 S., R. 10 E.
Sec. 7: SW¼

T. 34 S., R. 8 E.
Sec. 1: All
Sec. 3, 10, 11: All BLM lands
Sec. 12: All
Sec. 13,14: All BLM lands

T. 34 S., R. 9 E.
Sec. 1,3,4,5,6,7,8,9,10,11,12,13,14,15,17,18,19,20,21,22,23,24,25: All
Sec. 27: NW¼
Sec. 28, 29: All

T. 34 S., R. 10 E.
Sec. 6,7,8,9,10,11,12,13,14,15,17,18,19,20,21,22,23,24,25,26,27,28: All
Sec. 29: N½, SE¼
Sec. 30: NE¼
Sec. 33: All
Sec. 34: N½
Sec. 35: All

T. 34 S., R. 11 E.
Sec. 7,18,19,30: All
Sec. 31: N½, N½S½

T. 35 S., R. 10 E.
Sec. 4: N½N½

TOTAL: 143,800 acres

RATIONALE

The coal resources found within the Henry Mountain field are sufficient to sustain a considerable amount of coal development over the foreseeable future. The recoverable reserve base calculated by Dames and Moore as part of the Coal Resource Occurrence/Coal Development Potential (CRO/CDP) contract was estimated at 157 million tons. This reserve base calculation was limited by the general lack of

coal measurement points and by the lack of access to proprietary data. Doelling (1972) estimated that 230.9 million tons of recoverable reserves exist in the field.

The 143,800 acre area recommended for application of the unsuitability study is considerably larger than the area covered by the Henry Mountain KRCRA boundary (41,098 acres). A larger area for application of the criteria has been recommended for a number of reasons. Meadowlark Farms holds 11,360 acres of Preference Right Lease Applications within the coal field. Only 7,120 acres of the applications lie within the KRCRA. In addition, the present configuration of the KRCRA does not correspond well to the coal resource limits of the coal field. If industry expressions of interest result in tract delineations outside of the present KRCRA boundary, USGS has indicated that the present KRCRA could be readily adjusted. Furthermore, application of the criteria to a larger area will preclude the requirements for planning updates or amendments for future tract delineations and lease sales in the area.

SUPPORT NEEDS

-Industry nominations
-USGS Tract delineations
-USGS support of KRCRA Adjustments
-Processing of lease applications.

COAL UNSUITABILITY ANALYSIS

The application of the coal unsuitability criteria and the results of the analysis are located in the next section of this MFP document entitled "Coal Unsuitability Analysis".

MULTIPLE USE RECOMMENDATION M-1.1

In accordance with the findings of the coal unsuitability analysis, implement the conditions of the exemptions and exceptions and apply coal lease stipulations which would allow surface and underground mining operations on those public lands in the Henry Mountain coal study area found suitable or acceptable for coal development (see attached map).

RATIONALE

Public lands excluded from surface mining operations and various surface disturbing activities were determined through the application of the coal unsuitability criteria as defined in the Federal Register, Vol. 44, No. 140, July 19, 1979.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The coal unsuitability analysis conducted on the coal study area for the Henry Mountain Planning Area has identified those public and private lands which are suitable for surface and subsurface mining operations where the Federal government has retained the mineral estate. This study was submitted to the public and other government entities for their comment on the adequacy of the analysis. As a result, the findings of the study have received public support and an endorsement from the Governor of the State of Utah concerning the protection of critical habitat for wildlife species of high interest to the State. Various stipulations were developed to assure adequate protection to plant and animal species which may have been inadvertently overlooked or because inventory data was not available. The coal unsuitability criteria were applied in an objective manner without unduly penalizing potential coal development projects while at the same time providing for the protection of habitat for various plant and animal species. This decision reflects BLM's obligation to meet the requirements of law and to find a balance between resource use and resource protection.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain F
Activity	Minerals - Oil &
Objective Number	M-2

ISSUE

Several oil and gas category classifications on public lands in the planning area no longer meet management needs. Which public lands should be reclassified into different oil and gas categories?

OBJECTIVE: PURPOSE AND NEED

Where possible, maximize the potential of oil and gas production within the planning area by allowing continued leasing and exploration activities.

RATIONALE

Petroleum and natural gas are commodities identified by the Directors of the USGS and Bureau of Mines as of "compelling national significance". One of the long-term objectives of the Bureau of Land Management is to make energy minerals available for use consistent with national energy policies and related demand. Demands for crude oil, which in the past have risen at a rate of four percent a year, have stabilized in the past two years. The United States currently imports 45 percent of its oil.

Rock units that underlie the planning area have provided favorable environments for the accumulation of hydrocarbons in areas to the north, east, and south of the planning area. If structural or stratigraphic traps exist within the planning area, they will be discovered with continued exploration activity.

SUMMARY OF PROPOSED ACTIONS AND ALTERNATIVES

A. Proposed Actions

M-2.1 No Action - Maintain existing Oil and Gas Category 1 and 2 leasing categories.

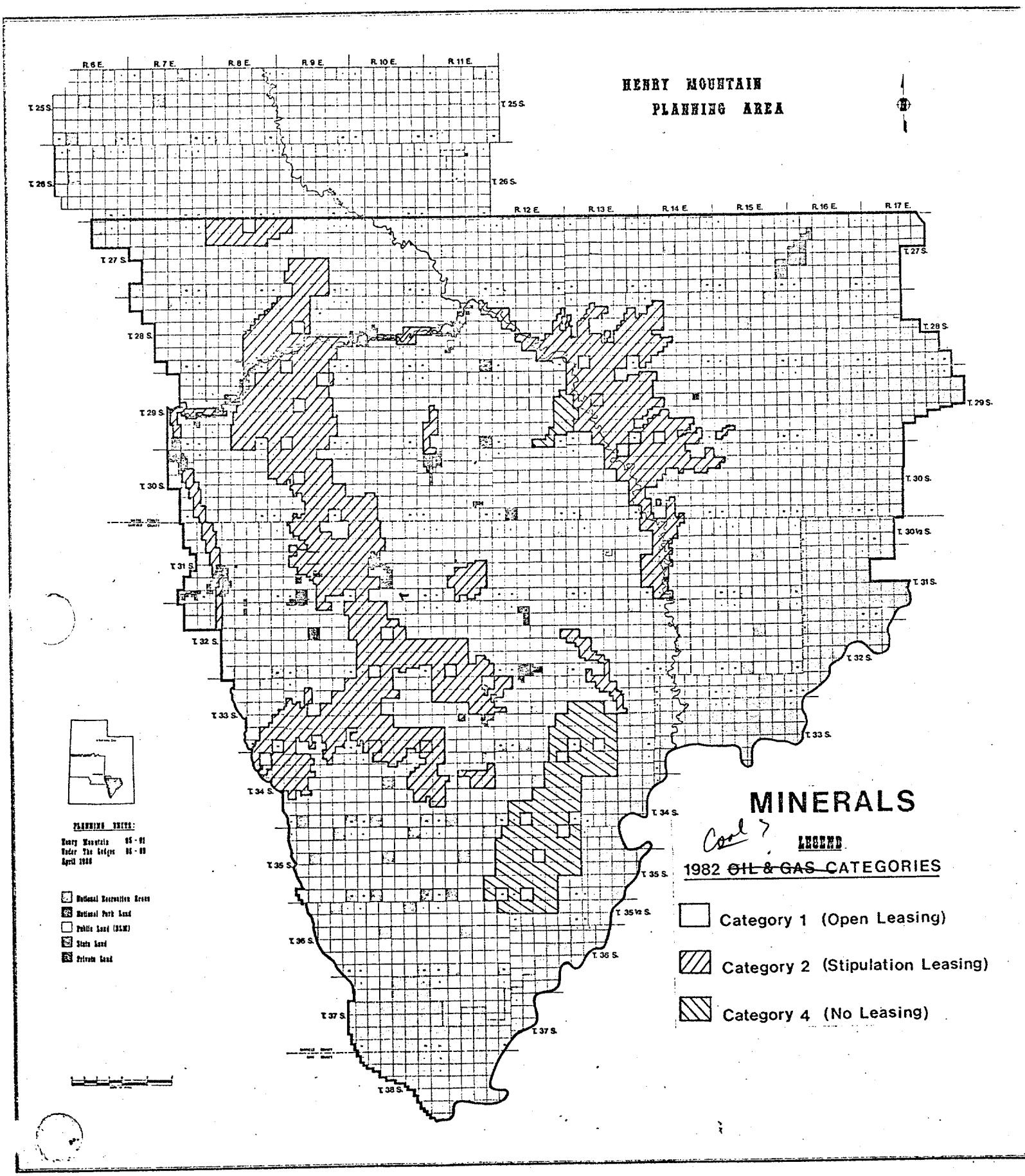
M-2.2 Convert existing Category 3 and 4 designations to Category 1 and 2 for Oil and Gas leasing.

B. Alternatives

1. Change Category 1 designations with environmentally sensitive resources to a Category 2 with special stipulations for Oil and Gas Leasing.
2. Maintain Beaver Wash Canyon and the Little Rockies Category 4 designation.
3. No Action - Maintain existing Oil and Gas Category 3 and 4 leasing categories.

DESCRIPTION OF EXISTING ENVIRONMENT

A description of the existing environment can be found in the Unit Resource Analysis (URA) for the Henry Mountain Planning Area and other portions of the MFP as indicated in the analysis.


HENRY MOUNTAIN
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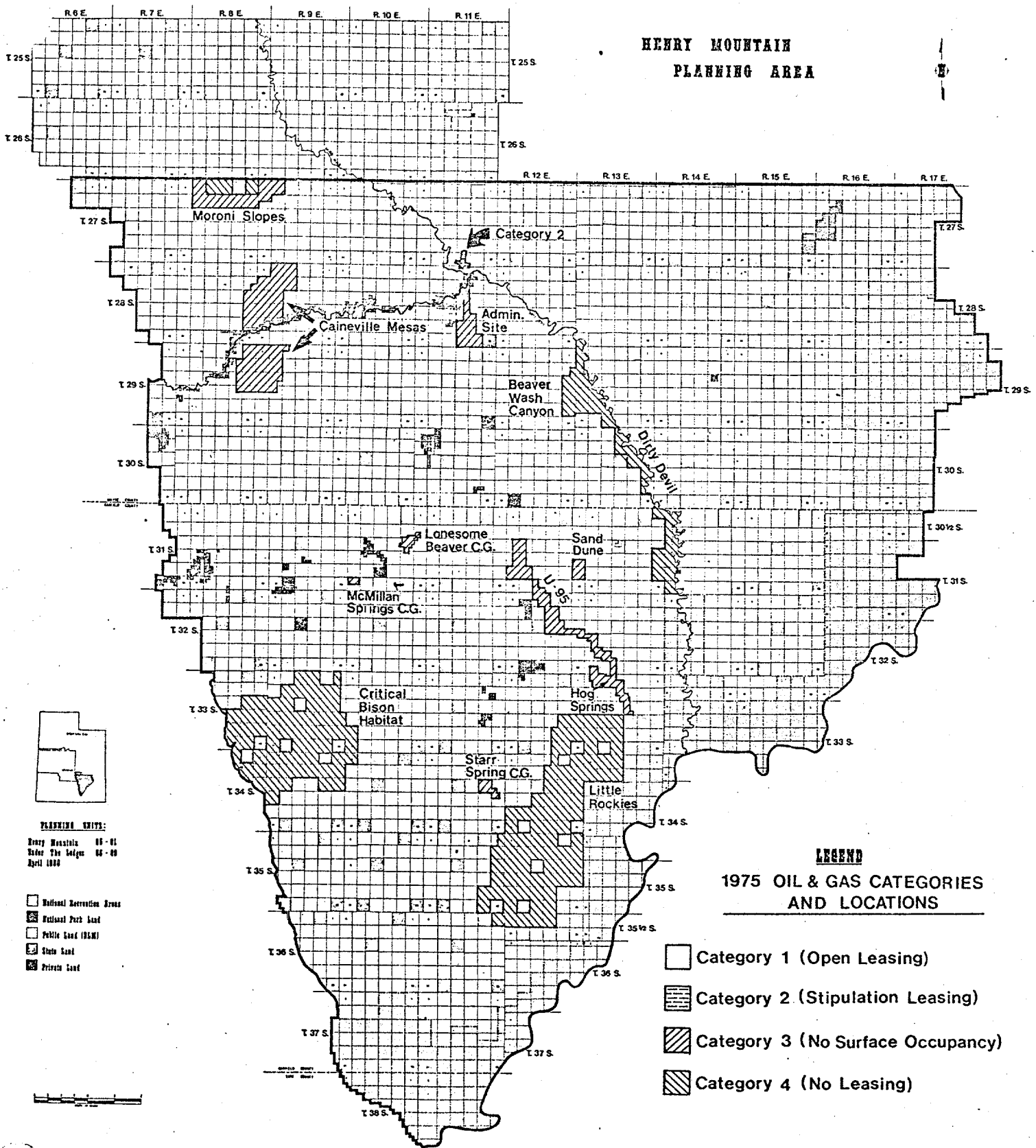
T. 38 S.
PLANNING UNITS:
Henry Mountain 05 - 01
Under The Ledges 05 - 03
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land
MINERALS
Coal ?
LEGEND
1982 ~~OIL & GAS~~ CATEGORIES
Category 1 (Open Leasing)
Category 2 (Stipulation Leasing)
Category 4 (No Leasing)


HENRY MOUNTAIN
PLANNING AREA
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T. 33 S.
T. 34 S.
T. 35 S.
T. 35½ S.
T. 36 S.
T. 37 S.
T. 38 S.
Moroni Slopes
Category 2
Caineville Mesas
Admin. Site
Beaver Wash Canyon
Dirty Devil
Lonesome Beaver C.G.
Sand Dune
U-95
McMillan Springs C.G.
Critical Bison Habitat
Hog Springs
Starr Spring C.G.
Little Rockies
PLANNING UNITS:
Henry Mountains 85-01
Under The Ledges 85-00
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land
LEGEND
1975 OIL & GAS CATEGORIES AND LOCATIONS
Category 1 (Open Leasing)
Category 2 (Stipulation Leasing)
Category 3 (No Surface Occupancy)
Category 4 (No Leasing)

CATEGORY DESIGNATIONS

Category 1 - Open Lease Area

Area where usual multiple use resource values have been identified through land use planning and oil and gas potential exists. Leasing is encouraged with proper surface protection stipulations. The requirements of the Mineral Leasing Act and applicable standard stipulations will apply to leases in this category.

Category 2 - Open Area Subject to Special Stipulations

Area with other significant natural resource values as well as potential for oil and gas resources that merit issuance of leases. Impacts from oil and gas development can be mitigated. Leases will be issued under the terms of the standard stipulations and any additional special stipulation to protect specific values in a given area.

Category 3 - Open Area, No Surface Occupancy Stipulation

Specific areas of land considered valuable for oil and gas leasing but having other outstanding resource values that could be irreparably damaged or destroyed if surface disturbance is allowed. The areas will not exceed one mile in width and will be less if exploration activities can occur from only one side of the area.

Category 4 - Suspended or No Lease Area

Areas having other significant resource values that will require additional planning and consideration before commitment to oil and gas leasing or where studies have determined that oil and gas leasing activities are not compatible with the primary management objective of the specific area.

Oil and Gas Leasing Special Stipulations

The following special stipulations are in addition to the lease terms and standard stipulations, and are necessary to protect specific resource values on the lease area. If found to be in the public interest, these stipulations may be made less restrictive when specifically approved in writing by the District Engineer, Geological Survey and the authorized officer of the Federal surface management agency.

1. All of the land in this lease is included in (recreation or special area, etc.). Therefore, no occupancy or disturbance of the surface of the land described in this lease is authorized. The lessee, however, may exploit the oil and gas resources in this lease by directional drilling from sites outside this lease. If a proposed drilling site lies on land administered by the Bureau of Land Management, a permit for use of the site must be obtained from the BLM authorized officer before drilling or other development begins. (Note: Use of stipulation requires GS concurrence.)

2. No access or work trail or road, earth cut or fill, structure or other improvement, other than an active drilling rig, will be permitted if it can be viewed from the (road, lake, river, etc). (Note: Use of stipulation requires GS concurrence.)

3. No occupancy or other activity on the surface of (legal subdivision) is allowed under this lease.

4. No occupancy or other surface disturbance will be allowed within _____ feet of the _____ (Road, Trail, River, Creek, Canal, etc.). This distance may be modified when specifically approved in writing by the District Engineer of the Geological Survey, with the condurrence of the authorized officer of the Federal surface management agency.

5. No drilling or storage facilities will be allowed within _____ feet of (live water, the reservoir, the archaeological site, the historical site, the paleontological site, etc.) located in (legal subdivision). This distance may be modified when specifically approved in writing by the District Engineer of the U.S. Geological Survey, with the concurrence of the authorized officer of the Federal surface management agency.

6. No occupancy or other surface disturbance will be allowed on slopes in excess of _____ percent, without written permission from the District Engineer of the U.S. Geological Survey, with the concurrence of the authorized officer of the Federal surface management agency.

7. In order to (minimize watershed damage, protect important seasonal wildlife habitat, etc.) exploration, drilling, and other development activity will be allowed only (during the period from _____ to _____, during dry soil period, over a snow cover, frozen ground). This limitation does not apply to maintenance and operation of the producing wells. Exceptions to this limitation in any year may be specifically authorized in writing by the District Engineer of the U.S. Geological Survey, with the concurrence of the authorized officer of the Federal surface management agency.

8. In order to minimize watershed damage, during muddy and/or wet periods the authorized officer of the Federal surface management agency, through the District Engineer of the U.S. Geological Survey, may prohibit exploration, drilling or other development. This limitation does not apply to maintenance and operation of producing wells.

9. The _____ (Trail/Road) will not be used as an access road for activities on this lease, except as follows: (No exceptions, weekdays during recreation season, etc.).

10. To maintain esthetic values, all semi-permanent and permanent facilities may require painting or camouflage to blend with the natural surroundings. The paint selection or method of camouflage will be subject to approval by the District Engineer of the Geological Survey, with the concurrence of the authorized officer of the Federal surface management agency.

RECOMMENDATION M-2.1 (No Action Alternative)

Maintain the status of all public lands in the planning area that are currently in Category 1 and 2 for oil and gas leasing and allow for continued leasing, exploration, and drilling activities on these lands.

RATIONALE

Geophysical exploration has been conducted throughout the planning area. Approximately 50 exploration holes have been drilled, but no production has resulted. With the exception of the cores of the Henry Mountains, the planning area is underlain by sedimentary rocks that are thought to contain structural or stratigraphic traps that contain hydrocarbons.

Category 1 and 2 designations allow for the leasing and exploration for oil and gas and at the same time protect other surface resources. The regulations in 43 CFR 3045 and 3100 and the Multipoint Surface Use and Operations Plan govern exploration operations.

SUPPORT NEEDS

-Supplement the 1974-75 Oil and Gas EA
-Resubmittal of category designations
-Process Notices of Intent and Applications for Permit to Drill

MULTIPLE USE ANALYSIS

MINERALS - This proposal would allow for the continued leasing of public lands for oil and gas development with the least restrictions to the industry. This action would encourage oil and gas development by keeping public lands available for such use. Because there is limited data on the actual deposits in the planning area, this proposal would encourage further exploration and help determine the true value of the oil and gas resource.

RANGE - There could be a short-term negative impact on livestock grazing and range study sites. Drilling operations require sump pits for the purpose of collecting all wastes (i.e., oils, etc.). These pits have shown to be detrimental to livestock when they inadvertenly drink the material. Drilling operations could disturb or destroy comparison areas and/or study sites. Two such incidents have occurred in the past two years. This recommendation also conflicts with range recommendation, ACEC/RM-1 which recommends a Category 2 no surface occupancy stipulation to protect range study plots (these areas are currently in Category 1). Any activity which could disturb the surface vegetation in these areas would make the sites useless in terms of comparison areas. A more restrictive designation is required to adequately protect these sites.

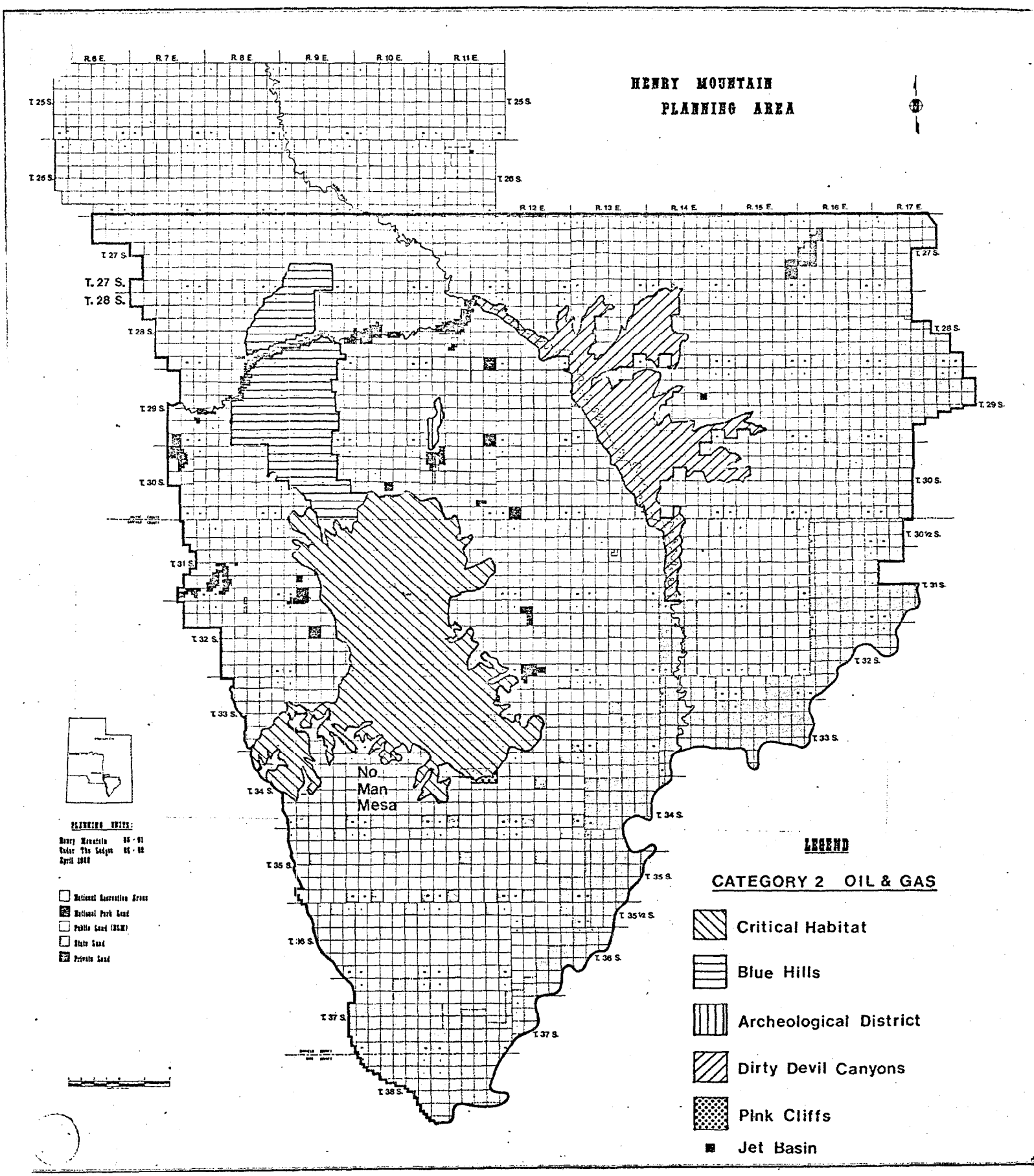
WATERSHED - There would be negative impacts to riparian areas and watershed because of the nature of oil and gas exploration and the surface disturbing activities normally associated with it. Access roads and drill site locations can and do destroy natural habitat and have a deleterious effect upon watershed. Most of the impacts can be mitigated and are, but the effects of the disturbed areas remain for many years. Some Category 1 areas such as riparian habitat, special management areas (ACECs) and areas with special recreational, wildlife and scientific values would be more adequately protected from surface disturbing activities related to oil and gas activities with the use of a Category 2 designation.

WILDLIFE - Category 1 classification does not provide the specific protection that Category 2 special stipulations would insure and could result in substantial degradation to big game crucial-critical habitats, relic areas, ecological refuges, and riparian ecosystems that are currently in Category 1. As such, this recommendation is in direct opposition to wildlife recommendations WL-1.2, WL-3.1, ACEC/WL-1.2, and ACEC/WL-1.3, and would have a high adverse impact on these wildlife objectives. The above mentioned areas are all sensitive to surface disturbing activities especially those related to oil and gas activities and require a more restrictive leasing category to prevent any adverse impact.

RECREATION - This action conflicts with recreation recommendation R-6.1 which recommends protective stipulations on oil and gas leasing at Susans Rock Shelter and the need to protect the Bull Creek Archaeological District. Bull Creek is listed on the National Register and has been designated an archaeological district. Susans Rockshelter has potential for the National Register. Section 106 of the National Historic Preservation Act (1966) requires extensive consultation with the Advisory Council on Historic Preservation for any surface-disturbing proposals affecting National Register Sites and Districts and the development of mitigation measures to protect the sites. As explained in R-6.1 the category 2 stipulation related to "no surface occupancy" on 40 acres is desirable at the Susans Rock Shelter to protect the site's integrity from both direct and indirect impacts.

The Bull Creek Archaeological District has over 100 sites identified on 1,900 acres of public and private land and there is a high potential for the discovery of additional sites. It is highly unlikely that drilling operations and the associated access routes in this area could avoid significant direct and indirect destruction of the sites without extensive mitigating measures (i.e., excavation of sites which would be disturbed) as required under 36 CFR 800.

The proposed action would not satisfactorily protect either of these two areas. Surface disturbance could easily impair the sensitive archaeological values known to exist and a more restrictive leasing category is needed.


HENRY MOUNTAIN
PLANNING AREA
R. 6 E.
R. 7 E.
R. 8 E.
R. 9 E.
R. 10 E.
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No Man Mesa
LEGEND
CATEGORY 2 OIL & GAS
Critical Habitat
Blue Hills
Archeological District
Dirty Devil Canyons
Pink Cliffs
Jet Basin

This action also conflicts with recommendation R-7.2 which recommends Category 2 designation with a "no surface occupancy" stipulation to protect geological and paleontological values from disturbance on 160 acres in Jet Basin (see recreation recommendation rationale, R-7.2 for full discussion of the resource). Maintaining the oil and gas category 1 (open leasing) on this area could result in significant damage to the Jet resource. Because of the U.S. Geological Survey's identification of the area as one of the most important sources of jet material, steps must be taken to protect this source. The proposed action fails to do this because the lease would authorize access and surface disturbing activities (road and drill pad construction and associated actions) which could significantly alter the area's value for scientific and collecting purposes.

This action conflicts with recommendation R-1.3 which recommends Category 2 designation with a no surface occupancy stipulation to protect the scenic, recreational, and geological values on 1,760 acres in the Pink Cliffs area south of Mt. Hillers. Under the proposed leasing category, oil and gas exploration and production activity could cause significant impacts to recreational, scenic and geological values. Most of this area is characterized by steep slopes which would require extensive alterning to provide a suitable platform for drilling. This would directly conflict with the area's scenic and interpretive values and would negatively impact the public's view of the Pink Cliffs. A more restrictive leasing category is required to protect the area's recreational values.

This action conflicts with the recreation ACEC recommendation, ACEC/R-1.1, which recommends protective stipulations for the Blue Hills (see the rationale for ACEC/R-1.1 for full discussion of resource values). This defined area with 66,000 acres has been identified as having significant recreational, scenic, and scientific values requiring special management attention. This area is characterized by Mancos shale formations with deep gully development as a result of processes of discontinuous erosion, castrophic washout, headcut migration, and mass movement. These features all contribute to the area's value for recreation. The proposed leasing category would authorize unrestricted access especially during wet seasons. Oil and gas activities during such seasons could lead to indirect destruction of erosion plots and interfere with the existing natural erosion rates. Such activity would also directly impact the scenic values because of the fragile nature of the surface soils. The area's susceptibility to scarring and increased erosion during wet seasons require a more restricted leasing category to prevent such impairment.

This action conflicts with recreation recommendation, ACEC/R-1.2, which recommends protective stipulations in the canyons of Dirty Devil River (see the rationale for ACEC/R-1.2 for full discussion of the resource values). As outlined in ACEC/R-1.2, 64,000 acres along the Dirty Devil River have been identified as having important and significant recreational and scenic values requiring special management attention. The proposed action fails to provide

adequate protection for these recreation values. The area's rugged terrain concentrate access routes in the canyons along riparian areas which are also recreation travel routes and important wildlife habitat. Activities associated with oil and gas exploration and production would be in direct conflict with these recreation values. In many cases, these values could be lost for a long period of time due to the area's dry climate and the difficulty of rehabilitating disturbed vegetation. A more restrictive leasing category is needed to preserve the values identified in the rationale for ACEC/R-1.2.

SOCIOECONOMIC - This action would have a positive impact to state and local governmental units and to the potential to increase employment from oil and gas development. The State currently receives 50 percent of all royalties and leases (total of $1 per acre per year) collected by the Federal government on public lands. Keeping these lands in the least restrictive categories provides the greatest opportunity to have the oil and gas resources developed. Even though oil and gas development operations usually bring in their own personnel, some jobs will be available and the service industries (welders, mechanics, restaurants, etc.) usually benefit from the new activity. This creates additional taxable income the counties can use to supplement their coffers.

There could be a negative impact to the infrastructure in terms of the additional services that local and county governments would have to provide. The degree of impact would depend on how much the government units are already supplying versus how much additional service is needed and whether these government units are in a financial position to meet the task. Both Wayne and Garfield counties would be pressed to meet the demand since the eastern sides of the counties are relatively undeveloped. Hanksville is the only community which could be considered as an area with adequate services (i.e., water, sewer, power etc.). Ticaboo is a new community with limited services available. Any large influx of people would seriously challenge local governments ability to provide adequate services in the short run.

No other impacts were identified for this proposed action.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to make public lands available for oil and gas exploration would enhance the long-term productivity of potential oil and gas resources in the planning area.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Oil and gas extraction represents an irreversible and irretrievable commitment of these resources because they are finite and non-renewable (within a useful timeframe). As high as 50 to 60 percent of this resource can be

extracted depending on the geological characteristics of each producing reservoir. These resources would be lost as they are converted to other useable products.

There is also a potential irreversible and irretrievable commitment of the underground oil and/or gas reservoir. Oil and/or gas extraction can cause a partial collapse of the porous reservoir rendering its natural storage capacity useless. Mitigating measures could be implemented to prevent this loss if subsidence was to be prevented and/or the underground storage reservoir could be used for other purposes.

ALTERNATIVE 1

Change the Category 1 designation on the following public lands in the planning area to a Category 2 classification with the following special standard stipulations:

Area	Special Stipulation*
1. Range comparison areas and study sites.	3
(See recommendation ACEC/RM-1.1.)	
2. The following Crucial-Critical Habitat:	7
a. No energy exploration between 12/1 to 6/15 on bison yearlong range.	
b. No energy exploration between 12/1 to 4/15 on bison winter range.	
c. No energy exploration between 11/1 to 5/15 on deer winter range.	
3. Pronghorn Antelope Habitat:	7
a. No energy exploration between 5/5 to 6/20 on angelope fawning grounds.	
4. Desert Bighorn Sheep Habitat:	7
a. No energy exploration between 5/1 to 6/15 on sheep lambing grounds.	
b. No energy exploration between 11/1 to 12/31 on sheep rutting grounds.	
5. All Riparian Habitat	4
6. No Man Mesa (cold desert relic area virtually undisturbed by man).	3
7. Pink Cliffs (recreational, geological, and scenic values).	3
8. Blue Hills (recerational, geological, scientific, and scenic values).	6, 8
a. No drilling on slopes in excess of 25 percent or 22.5 degrees	

9.	Jet Basin (paleontological values).	3
10.	Susan Rockshelter Archaeological Site (see recommendation R-6.1).	3
11.	Bull Creek Archaeological District.	3
12.	Canyons of the Dirty Devil River	4.6
13.	Notom Road, U-24, U-276 and U-95 for those segments lying within a VRM Class II designation. a. No drilling or storage facilities will be allowed within 1,320 feet (¼ mile) of the roadway centerline unless the activity is not visible. (See recommendation R-5.1)	5

*Category 2, Special Standard Stipulations are described under Objective M-2.

SUPPORT NEEDS

-Supplement the 1974-75 Oil and Gas EA
-Resubmittal of category designations
-Process Notices of Intent and Applications for Permit to Drill

MULTIPLE USE ANALYSIS

MINERALS - This alternative proposal would have a negative impact to the overall oil and gas development program in the planning area because of the use of various restrictive stipulations on many areas. But because these areas are small and would not seriously impair oil and gas development and the potential for oil and gas discoveries in these areas is low, the impact would be considered insignificant (see the WSA summary reports for further discussion of oil and gas potential in the planning area). Alternative drilling methods (directional drilling) could be used around the smaller "no surface occupancy" areas if economic conditions are favorable.

RANGE - This action would have a positive impact to rangeland resources and the preservation of the comparison areas. Identifying these areas (especially the comparison areas and study sites) for protection from oil and gas exploration will help preserve valuable scientific range data to help range managers properly manage forage production on public lands. If these sites are not protected, valuable research data could be lost. The "no surface occupancy" stipulation is the least restrictive measure that could be taken to preserve the undisturbed comparison area.

WATERSHED - This alternative action would have a positive impact on those watershed values identified under the watershed ACEC recommendation, ACEC/W-1.1 (see the rationale for ACEC/W-1.1 for a full discussion of the watershed values in the Blue Hills). This area comprises approximately 66,000 acres of Mancos shale that has been described as a vast natural laboratory for the modern fluvial geomorphologist because it has a lengthy history of scientific investigation dating back to 1872, so that changes that are long-term on a human scale can be analyzed. The category 2 and identified stipulations are the least restrictive measures that can be applied and still provide sufficient protection for the watershed values just identified. Oil and gas activities can still occur but only during the dry season and not on slopes in excess of 50 percent. Such restrictions are not unreasonable considering the sensitive nature and scientific watershed studies being conducted in the area.

WILDLIFE - This action would have a positive impact to those wildlife habitat areas identified for various types of protection.

There is approximately 22,000 acres of land in the Pennell, Nasty Flat, and Steele Butte allotments that has been identified by the Utah Division of Wildlife Resource as crucial-critical bison yearlong range. It is estimated that 55 bison, or 22 percent of the herd, requiring 660 AUMs, utilize this range. This range, especially the seeded areas, is extremely important during the winter (December 1 to June 15) when there is a lack of suitable forage. This range also reduces some of the grazing pressure on crucial-critical winter range. Oil and gas exploration, on this area, between December 1 and June 15 could seriously conflict with the winter use of this range by bison.

There are approximately 38,000 acres in the Steele Butte, Sandy 2, Pennell and Bullfrog allotments that have been identified by the Utah Division of Wildlife Resources as crucial-critical bison winter range. Most of this habitat is located on Cave Flat and Swap Mesa. This range provides the only suitable winter habitat used by the bison during severe winters. Oil and gas exploration between December 1 to April 15 could seriously conflict with the winter use of this range by bison.

One of the criteria used by UDWR in identifying crucial-critical deer habitat is the potential for reclamation and restoration of these areas and the availability of acceptable mitigation for damage or loss to these habitats and/or animals. Although the Category 1 "open leasing" stipulations provide some measure of mitigation for the damage to or loss of these areas, crucial-critical deer ranges require the more restrictive site-specific special stipulations that Category 2 classification provides. This alternative is more responsive to the need to protect crucial-critical deer winter habitat and would have a positive impact.

Desert bighorn sheep are truly wilderness animals and cannot tolerate man or his related activities. This is especially true during critical periods of their life cycle, such as lambing or rutting. The prohibition of oil and gas

activities on these important areas would insure that exploration would not conflict with desert bighorn activities if they were re-introduced into the planning area.

The prohibition of oil and gas exploration and development on antelope fawning grounds between May 5 to June 20 would insure that exploration would not conflict with this important time period of the antelope's life cycle. Fawning grounds for antelope change from year to year within the overall identified antelope habitat. Because there are no set fawning grounds, Category 2 should be placed on all antelope habitat and seasonal restrictions implemented on fawning grounds after an on-the-ground inspection determines the fawning area.

Literature suggests that riparian systems are the single most important fish and wildlife habitats on managed rangelands (Thomas et. al., 1977; Carothers and Johnson, 1975). This is especially true in the semiarid southwest where these systems comprise only a small portion of the total land resources, and yet, wildlife use them proportionately more than any other habitat type. Riparian zones provide fish and wildlife with the four basic habitat components; water, food, cover, and space essential for their survival. It is important to remember, however, that riparian zones are as different in character as terrestrial ecosystem and as such require site specific management. Because of their scarcity, importance to fish, wildlife, and other resources, and sensitivity to change, riparian ecosyststems require the special protection that oil and gas Category 2 with special standard stipulation 4 can provide.

No Man Mesa is perhaps the only large cold desert relic area in southeastern Utah that has remained unchanged since historical times. Consequently, this mesa qualifies as a primitive ecosystem (Allen, 1973). Although there has never been any formal biological or ecological surveys conducted on this mesa, it is not unrealistic to believe that this area may contain "new" findings on the biology and ecology of cold desert ecosystems. As such, this area is of premium value for scientific research and should not be subjected to any consumptive use that would alter its physical or biological character. Therefore, the no surface occupancy special stipulation would have a positive impact by protecting the area and its primitive ecosystem.

The proposed alternative for a category 2 designation and the associated stipulations is the least restrictive measure which could be used to provide adequate protection for those wildlife values described above. Less restrictive stipulations could result in a serious impairment of wildlife resource values as discussed in the multiple use analyses for the no action alternative.

RECREATION - Positive impacts would occur to the cultural resource values identified in the Bull Creek Archaeological District. Surface disturbing activities are unlikely to be mitigated due to the presence of over 100 sites. The no surface occupancy stipulation solves this problem. Positive impacts would also occur to the Blue Hills area. This area has high recreation, scenic, and scientific values which could be damaged if drilling rigs were allowed on the steep slopes of the Mancos formations or if vehicles drove cross-country during wet soil conditions. This alternative complements recreation recommendation, ACEC/R-1.1.

A positive impact would occur to the geological interpretive site proposed for the Pink Cliffs in recommendation R-1.3. There would be a measurable positive change in the quality of management in this area. The no surface occupancy stipulation would assist in minimizing conflicts between drilling rigs, noise, recreation and visual resources in this area.

A positive impact would occur to the geological values identified in Jet Basin as outlined in recreation recommendation, R-7. There would be a measurable positive change in the quality of the management of this area because surface disturbance activities related to oil and gas exploration would be excluded and valuable jet deposits preserved.

This alternative would provide positive impacts to the Susans Rock Shelter archaeological site. The 1/2 mile no surface occupancy zone is necessary to protect the site from possible damage from noise and vibration from trucks and machinery. This alternative complements recommendation, R-6.1.

This alternative complements recreation recommendation, ACEC/R-1.2, and would have a positive impact on the scenic and recreation values known to exist along the Dirty Devil river. This area has been identified as a WSA because of these values and management actions are needed to prevent resource conflicts which could seriously alter the existing situation.

The proposed alternative for a category 2 designation and the associated stipulations is the least restrictive measure which could be used to provide adequate protection for those recreational/cultural values described above. Less restrictive stipulations could result in a serious impairment of recreation/cultural resource values as discussed in the multiple use analysis for the no action alternative.

SOCIOECONOMIC - Most of the "No Surface Occupancy" areas are small and should not really prevent any large scale oil and gas development if productive areas are found. Government units would still continue to receive their 50 percent share from the leasing of these areas under the Category 2 classification. Therefore, the impact from this alternative would be considered insignificant and not a hindrance to the future socioeconomic development of the counties. More serious impacts could occur if any large scale development materialized and local governments were faced with providing services to a large number of workers. This was discussed under the multiple use analysis for the no action alternative.

No other impacts were identified for this proposed action.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to make public lands available for oil and gas exploration would enhance the long-term productivity of potential oil and gas resources in the planning area.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Oil and gas extraction represents an irreversible and irretrievable commitment of these resources because they are finite and non-renewable (within a useful timeframe). As high as 50 to 60 percent of this resource can be extracted depending on the geological characteristics of each producing reservoir. These resources would be lost as they are converted to other useable products.

There is also a potential irreversible and irretrievable commitment of the underground oil and/or gas reservoir. Oil and/or gas extraction can cause a partial collapse of the porous reservoir rendering its natural storage capacity useless. Mitigating measures could be implemented to prevent this loss if subsidence was to be prevented and/or the underground storage reservoir could be used for other purposes.

MULTIPLE USE RECOMMENDATION M-2.1

Maintain the current status of public lands in the planning area designated as Category 1 and 2, for oil and gas leasing, with the following exceptions: change the Category 1 designation on the public lands listed below, to a Category 2 designation with the identified special standard lease stipulations (described under M-2 Objective).

Area	Special Stipulation
1. Range comparison and study sites (see recommendation ACEC/RM-1.1)	3
2. The following crucial-critical habitat: a. No energy exploration normally between 12/1 to 4/15 on bison yearlong range. b. No energy exploration normally between 11/1 to 5/15 on bison winter range. c. No energy exploration normally between 11/1 to 5/15 on deer winter range.	7
3. Pronghorn antelope habitat: a. No energy exploration normally between 5/5 to 6/20 on antelope fawning grounds. (Specific fawning areas will be designated as Category 2, as they are identified by inventory)	7
4. Desert Bighorn Sheep habitat: a. No energy exploration normally between 5/1 to 6/15 on sheep lambing grounds. b. No energy exploration normally between 11/1 to 12/31 on sheep rutting grounds. (Specific lambing and rutting areas will be designated as Category 2, as they are identified by inventory)	7
5. No Man Mesa (protect cold desert relic area virtually undisturbed by man).	3
6. Pink Cliffs (recreational, geological and scenic values) (see recommendation R-1.3)	3
7. Blue Hills (recreational, geological, scientific and scenic values) a. No drilling on slopes in excess of 50% or 22.5 degrees.	6, 8

8.	Jet Basin (paleontological values) (see recommendation R-7.2)	3
9.	Susan Rockshelter Archaeological Site (see recommendation R-6.1)	3
10.	Bull Creek Archaeological District	3
11.	Canyons of the Dirty Devil River a. No drilling or storage facilities will be allowed within the inner canyon walls. b. No drilling on slopes in excess of 50% or 22.5 degrees.	5, 6
12.	Notom Road, U-24, U-276 and U-95 for those segments lying within a VRM Class II designation. a. No drilling or storage facilities will be allowed within 1,320 feet (¼ mile) of the roadway centerline unless the activity is not visible. (See recommendation R-5.1)	5

RATIONALE

This recommendation will allow for the continued use of the majority of public lands in the planning area for oil and gas exploration and/or development, while at the same time providing adequate protection for other identified resource use areas where unrestricted oil and gas activity could cause conflicts. The identified category and stipulations are the least restrictive measures which can be applied to protect those resource values discussed. As a result of the multiple use analysis, a finding of no significant impact has been determined.

Riparian areas have not been adequately inventoried and cannot be accurately identified for inclusion under the Category 2, oil and gas designation. These areas will be afforded protection in accordance with the Wetland-Riparian Area Protection and Management (6740) guidelines published in the Federal Register (Vol. 45, No. 25). Whenever the lessee or operator of a federal oil and gas lease decides to drill on the leashold, all proposed drilling operations and related surface disturbance activities must be approved before entry will be authorized on public lands. This approval will be in accordance with: 1) lease stipulations, 2) Title 30 CFR Part 221, "Oil and Gas Operating Regulations," and 3) "Notice to Lessees No. 6 (NTL-6)" issued by the USGS.

NTL-6 provides guidelines to the lessee or operator for planning development programs by requiring a preliminary environmental review prior to entry on public lands. If riparian areas are involved, the BLM will notify the lessee or operator of any additional stipulations which will be applied at that time.

SUPPORT NEEDS

-Revision of District Oil and Gas EA and Oil & Gas Plats
-Process Notices of Intent and Applications for Permit to Drill
-Compliance

DECISION M-2.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The multiple use analyses for the recommendation and alternatives and the rationale for the multiple use recommendation adequately discuss and support the desirability and need for this action. Less restrictive alternatives would not provide a sufficient safeguard for those resource values needing protection from the surface disturbing activities associated with oil and gas exploration and development. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the Oil and Gas Category designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including Oil and Gas category designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION M-2.2

Change the designation of those lands in the planning area that are currently in Category 3 "No Surface Occupancy" and Category 4 "No Leasing" to Category 1 and/or Category 2, with protection of the resources involved being provided by the standard special stipulations approved jointly by BLM and USGS. The areas and the stipulations that would apply are as follows:

Area	Special Stipulation*
1. The following Crucial-Critical Habitat a. No energy exploration between 12/1 to 6/15 on bison yearlong range b. No energy exploration between 12/1 to 4/15 on bison winter range c. No energy exploration between 11/1 to 5/15 on deer winter range	#7
2. North and South Caineville Mesas	#3
3. Little Rockies a. No drilling on slopes in excess of 50% or 22.5 degrees	#4, 6, 7
4. Beaver Wash Canyon a. No drilling on slopes in excess of 50% or 22.5 degrees.	#4, 6, 7
5. Developed Recreation Sites	#3
6. U-95 Corridor	#4
7. Dirty Devil River (Potential Wild and Scenic designation area, Hanksville to Lake Powell) a. No drilling on slopes in excess of 50%	#4, 6
8. Moroni Slopes (Recreational and scenic values)	#6

*Category 2, Special Standard Stipulations are described under Objective M-2.

The remaining areas will be given a Category 1 Classification:

1. Cedar Point Sand Dunes
2. Administrative Site (South of Hanksville)
3. Undeveloped Recreation Sites

RATIONALE

Those lands currently in Category 4 can never be explored to determine their oil and gas potential. The lands in Category 3 can not be developed unless the lessee is allowed to occupy the surface of the leased area. Directional drilling, a proven technique on off-shore platforms, is a seldon used alternative to developing onshore leases because of the costs (two to three times normal drilling) and the wildcat nature of all wells drilled within the planning area.

Most, if not all, resource values currently protected by Category 3 or 4 stipulations could be protected with one or more of the 10 standard special stipulations approved jointly by BLM and the USGS. In some instances, past justifications for Category 3 or 4 designations no longer exist because of recent legislation and regulations.

Regulations contained in 43 CFR 3045 and 3100 and the operating procedures found in the Multi Surface Use and Operations Plan provide protection for other surface resources while the oil and gas resource is developed. In addition, the non-impairment stipulation for post-1976 leases provides protection for wilderness values. Pre-FLPMA leasing activities will be regulated so as to prevent undue and unnecessary degradation.

Utah State Office Instruction Memo 81-169 provided guidance for the revision of the oil and gas categories in Utah. Although revisions were made within the planning area, an in-depth analysis of all resource conflicts needs to be completed in this planning update. Categories should then reflect mitigation of these resource conflicts.

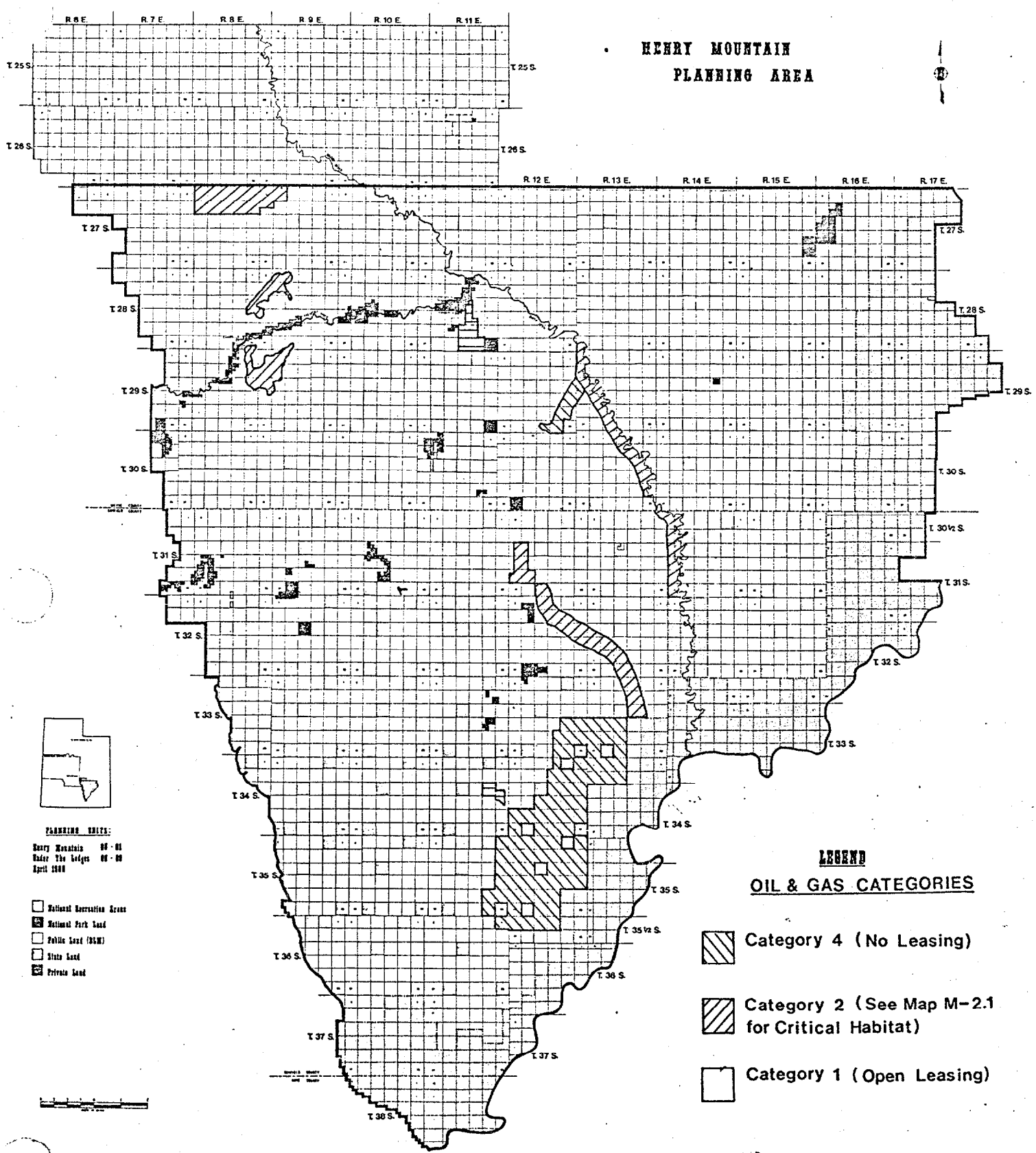
SUPPORT NEEDS

-Supplement the 1974-75 Oil and Gas EA
-Resubmittal of category designations
-Process Notices of Intent and Applications for Permit to Drill
-Compliance checks by surface protection specialist

MULTIPLE USE ANALYSIS

MINERALS - As indicated in the rationale for the recommendation M-2.2, this action would have a positive impact on the mineral resource program for the planning area. Public lands in a category 3 (no surface occupancy) or category 4 (no leasing) cannot be tested to determine the extent of oil and gas deposits. The planning area is known to be underlain by geologic strata favorable for oil and gas deposits and unless drilling is authorized the extent of this potential will not be known with any degree of certainty. The proposed action would make available for leasing with protective stipulations all formerly restricted public lands.

MAP M-2.2


HENRY MOUNTAIN
PLANNING AREA
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PLANNING UNITS:
Henry Mountain
Under The Ledges
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land
LEGEND
OIL & GAS CATEGORIES
Category 4 (No Leasing)
Category 2 (See Map M-2.1 for Critical Habitat)
Category 1 (Open Leasing)

RANGE - This action would not have any measurable impact on range resources other than those described under the multiple use analysis for recommendation M-2.1. Fewer surface disturbing activities would benefit forage production and livestock use. Using a less restrictive category designation will result in a short term negative impact, but should not seriously hamper livestock use of public lands.

WATERSHED - Any action which limits surface disturbing activities such as mineral exploration and development or provides for mitigating measures through the use of stipulations should not result in any serious impacts to watershed values. The proposed action of removing the category 3 and 4 classifications does have a negative impact because public lands designated for no surface disturbing oil and gas activities would be placed in a less restrictive category. Any surface disturbing activity would result in a short-term negative impact to watershed values, but with proper mitigating measures, these impacts should be negated over time.

WILDLIFE - Category 2 with special standard stipulations does not insure that all negative impacts from oil and gas exploration and related activities would be mitigated.

There are areas within the planning area where surface disturbance could seriously degrade the resource values: Two areas that should remain in a Category 4, "No Leasing" status are Beaver Wash Canyon and the Little Rockies. Beaver Wash Canyon is a cold desert riparian ecosystem that provides much needed riparian habitat in an otherwise desert environment. This cold desert riparian ecosystem is a sensitive resource that is very rare (in its present location) and vulnerable to adverse change. Any surface disturbing activities, expecially those associated with oil and gas exploration such as access roads and drill pad installation, destroy natural habitat even if stipulations are applied.

The Little Rockies is also an area that should not have any oil and gas exploration and development authorized. If the BLM is committed to the desert bighorn sheep re-introduction program as recommended in WL-1.2, limiting oil and gas related disturbances is essential to the success of the program. The Little Rockies is in an area that has retained much of its natural character as evidenced by its inclusion into the wilderness study program. In addition, no other animal typifies the wilderness character of an area more than bighorn sheep (Leopold, 1936). The desert bighorn sheep is a sensitive species which cannot tolerate oil and gas exploration activities. There would be a negative impact to the sheep re-introduction program and the sheep themselves if the habitat were not managed to preserve the wilderness characteristics essential for bighorn sheep survival.

RECREATION - Since this recommendation covers a number of recreation areas, impacts will vary accordingly. There would be no impact on developed recreation sites (i. e., camping and picnicking) because they would continue to be adequately protected under a no surface occupancy stipulation in Category 2. Undeveloped recreation sites would be impacted for the duration of the drilling activity and through proper rehabilitation measures should recover to their original condition. Less restrictive measures would not provide adequate protection for the developed recreation sites since their sole use is for public recreation and not surface disturbing activities.

Approximately 15 miles of U-95 currently in a category 3 (no surface occupancy) would be changed to a category 2 (with stipulations for distance from road). This change would have a negative impact on scenic values for the duration of the drilling project. However, no significant impacts are expected and this proposed action is consistent with recreation recommendations, R-4 which establishes a Visual Resource Management rating for the planning area and R-5 which defines management goals for that portion of U-95 crossing the planning area. Use of a category 2 designation with the stipulation for distance from the road is the least restrictive measure which can be used and still provide adequate protection for the scenic values along portions of U-95.

The proposed action would have a short term negative impact on the scenic and recreational values identified for the Little Rockies area. These impacts would result from the presence of drill rigs and pads and the associated access routes which would have to be developed. Currently, a large portion of this area has been identified as a wilderness study area. Roads are practically non-existent in the area because most have been rehabilitated from earlier mining expeditions. Part of the area has also been given a National Natural Landmark designation. If access roads can be kept to a minimum and proper rehabilitation measures are taken, any negative impacts should be short term. Oil and gas production would probably extend the timeframe of negative impacts to the scenic and recreational values for the area. The proposed action would be the least restrictive measure which could be taken and still provide a degree of protection needed for the area. Continued no leasing would be preferable as a method of assuring the continued quality of the area's scenic and recreational values (see recreation ACEC recommendation, ACEC/R-1.3 for further discussion of recreation values).

This action would have no measurable impact on the Cedar Point Sand Dunes because blowing sand would quickly cover disturbed areas.

The Moroni slopes would change from categories 3 and 4 to a category 2 with stipulations on slopes. No serious impacts would result because this area is very steep and drilling activity is unlikely.

North and South Caineville Mesas would continue to be protected under the "no surface occupancy" special stipulation for category 2. No impacts would occur to the mesas and all recreation values would be maintained.

The current category 4 for portions of the Dirty Devil River would be changed to category 2 (with stipulations on slope and distance from the river). These stipulations would not prevent adverse impacts to the scenic and recreational values of the area. Riparian areas in terms of their recreational values could be significantly impacted. Much of the area has been given wilderness study area status and all new access roads would degrade the area's scenic values until rehabilitation was completed. Rehabilitation is difficult in this area because of the dry climate and low revegetation potential. More restrictive measures are needed along the canyon floors to adequately protect the area's recreational values (see recreation ACEC recommendation, ACEC/R-1.2, for further discussion of recreational values). Stipulation #5 to exclude storage facilities and drilling activities in the canyons of the Dirty Devil would be the least restrictive measure which could be implemented to provide adequate protection for the scenic and recreational values in the Dirty Devil Canyons.

SOCIOECONOMIC - Most of the "no surface occupancy" areas are small and should not really prevent any large scale oil and gas development if productive areas are found. Government units would still continue to receive their 50 percent share from the leasing of these areas under the category 2 classification. Therefore, the impact from this alternative would be considered insignificant and not a hindrance to the future socioeconomic development of the counties. More serious impacts could occur if any large scale development materialized and local governments were faced with providing services to a large number of workers. This was discussed under the multiple use analysis for the no action alternative.

No other impacts were identified for this proposed action.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to make public lands available for oil and gas exploration would enhance the long-term productivity of potential oil and gas resources in the planning area.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Oil and gas extraction represents an irreversible and irretrievable commitment of these resources because they are finite and non-renewable (within a useful timeframe). As high as 50 to 60 percent of this resource can be extracted depending on the geological characteristics of each producing reservoir. These resources would be lost as they are converted to other useable products.

There is also a potential irreversible and irretrievable commitment of the underground oil and/or gas reservoir. Oil and/or gas extraction can cause a partial collapse of the porous reservoir rendering its natural storage capacity useless. Mitigating measures could be implemented to prevent this loss if subsidence was to be prevented and/or the underground storage reservoir could be used for other purposes.

ALTERNATIVE 1

Modify the recommendation to maintain the existing Category 4 "No Leasing" classification on Beaver Wash Canyon and the Little Rockies.

SUPPORT NEEDS

-Implement the support needs identified for the specialist recommendation.

MULTIPLE USE ANALYSIS

MINERALS - Beaver Wash Canyon is currently in a Category 4 "no lease" situation and continuation of this oil and gas classification will have a negative impact to the oil and gas exploration and development program. The area is small (approximately 4,800 acres) in relation to the rest of the planning area. Past drilling of wells around the periphery of the canyon has shown oil and gas deposits in the Pennsylvanian and Permian formations but not enough to encourage further exploration or development by companies holding the leases.

Because Beaver Wash Canyon has an oblong, narrow shape, alternative drilling methods (directional drilling) may be possible if economic conditions are favorable. Therefore, impacts from this alternative are not considered significant.

The proposal to continue with a no lease classification for the Little Rockies would negatively impact the oil and gas exploration and development program in the area. According to geologic data and characteristics, the proposed ACEC area ahows a potential for deposits of oil and gas. This assumption is based on the location of the proposed area within the Paradox Basin. This basin is noted for its bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock). There is also geologic evidence that there is potential for oil and gas accumulations associated with the Little Rockies intrusive bodies. No wells have been drilled in the immediate vicinity of the Henry Mountain intrusions to varify the real potential of this geologic formation. Keeping the proposed area in a no lease situation would negatively impact the option to drill in the future if other significant discoveries are made in the immediate vicinity.

There would be a significant negative impact in terms of denying the opportunity to do exploratory drilling, but a less than significant impact in terms of the area's potential for oil and gas deposits when compared to other public lands available for leasing in the planning area. The rugged topographic features of the Little Rockies also make it less than desirable for oil and gas exploration when compared to other public lands.

WATERSHED - This alternative would have a positive impact on those watershed values in Beaver Wash Canyon and the Little Rockies. Any management action reducing or eliminating potential surface disturbing activities (i.e., oil and

gas exploration and development) would be a benefit since such activities usually involve the need for new access road construction and other surface disturbing activities. This would be especially true in these two areas because of their rugged topographic features and lack of access.

WILDLIFE - Those negative impacts described for wildlife under the multiple use analysis for recommendation M-2.2, would be negated by this alternative. This is the least restrictive measure which can be taken to protect the wildlife values identified for these areas and is consistent with wildlife ACEC recommendations, ACEC/WL-1.4 and 1.5 (see the rationales for these two recommendations for a full discussion of the wildlife values and the management actions needed to provide adequate protection).

RECREATION - This alternative would have a positive impact on the scenic and recreational values identified for the two areas. Although a less restrictive category could be used to protect these values, this alternative provides greater assurance that the recreational quality of those identified values would not be reduced (see recreation ACEC rationales, ACEC/R-1.2 and R-1.3 for full discussion of values and management actions needed to provide adequate protection). This is especially true in those portions of the two areas where wilderness designation potential exist.

Beaver Wash is a major tributary of the Dirty Devil River with high recreation potential and serves as one of the two access points to the Dirty Devil from the west side. Recreation use in the Dirty Devil area is currently estimated at 125 visitor days a year and can be expected to increase as the area receives additional publicity related to wilderness study. Due to the size and topography of this area, any oil and gas exploration activities could have a negative impact on recreation activities in the canyon. The Little Rockies would remain in the existing Category 4 rather than changed to Category 2 classification. Positive impacts would occur to recreation because surface disturbing activities related to oil and gas exploration would be precluded. Recreation use in the Little Rockies is currently estimated at 125 days a year and can be expected to increase as a result of additional publicity related to wilderness study. This area has high quality opportunities for solitude and primitive, unconfined recreation, and, has been designated a National Natural Landmark in recognition of its geological values.

SOCIOECONOMIC - Impacts from this alternative would not have any measurable impacts on the potential development opportunities of Wayne or Garfield counties related to oil and gas exploration and development.

No other impacts were identified as a result of this alternative.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to make public lands available for oil and gas exploration would enhance the long-term productivity of potential oil and gas resources in the planning area.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Oil and gas extraction represents an irreversible and irretrievable commitment of these resources because they are finite and non-renewable (within a useful timeframe). As high as 50 to 60 percent of this resource can be extracted depending on the geological characteristics of each producing reservoir. These resources would be lost as they are converted to other useable products.

There is also a potential irreversible and irretrievable commitment of the underground oil and/or gas reservoir. Oil and/or gas extraction can cause a partial collapse of the porous reservoir rendering its natural storage capacity useless. Mitigating measures could be implemented to prevent this loss if subsidence was to be prevented and/or the underground storage reservoir could be used for other purposes.

ALTERNATIVE 2 (No Action)

Take no action to change the existing Category 3 and 4 classifications in the planning area.

SUPPORT NEEDS

-Resubmittal of category designations
-Process Notices of Intent and Applications for Permit to Drill
-Compliance checks by surface protection specialist

MULTIPLE USE ANALYSIS

MINERALS - There would be a negative impact to the oil and gas exploration program in the Henry Mountain Planning Area. Lands left in a Category 3 and/or 4 classification could not be developed unless the lessee was allowed to occupy the surface. Geologic formations suggest the potential for oil and gas deposits in these areas, but without exploratory drilling, no quantified data is available to determine the extent of this potential. Directional drilling, a proven technique on off-shore platforms, is not an acceptable alternative in some cases because of the size of the areas involved (Cave Flat, Swap Mesa, Little Rockies) and the economic feasibility of using this method. It is possible the latter could be employed if economic conditions become favorable in the future. There would be a significant negative impact in terms of denying the opportunity to do exploratory drilling, but less than significant impact in terms of the areas potential for oil and gas deposits when compared to other public lands available for leasing in the planning area.

RANGE - Impacts from this alternative would be the same as those described under the multiple use analyses for Alternative 1 for recommendation, M-2.1 and recommendation, M-2.2.

WATERSHED - Impacts from this alternative would be the same as those described under the multiple use analysis for Alternative 1 for mineral recommendation, M-2.2.

WILDLIFE - Impacts from this action would be the same as those described under the multiple use analysis for the recommendation, M-2.2 (excluding Beaver Wash Canyon and the Little Rockies) and Alternative 1 for the same recommendation which addresses Beaver Wash and the Little Rockies remaining in a Category 4.

RECREATION - The following impacts would result if the no action alternative was chosen:

A. Recreation sites would continue to be protected under Category 3. The beneficial impacts resulting from exclusion of surface disturbing activities in areas of high recreation use would continue.

B. The identified areas along Highway U-95 would remain in Category 3. Impacts would be essentially the same as those identified under the multiple use analysis for recommendation, M-2.2.

C. The Little Rockies would remain in the existing Category 4. Beneficial impacts would occur to this area because the high recreation values identified in previous planning efforts and the wilderness study program would be fully protected from oil and gas surface disturbing activities.

D. Cedar Point Sand Dunes would remain in Category 3. No impacts are expected.

E. Moroni Slopes would remain in Category 3 and 4. Impacts would be essentially the same as those identified under the multiple use analysis for recommendation, M-2.2.

F. The identified recreation and scientific values on the Caineville Mesas would continue to be protected under Category 3, and impacts on the tops of the mesas would be the same as those identified under the multiple use analysis for recommendation, M-2.2.

G. The existing Category 4 areas along the Dirty Devil River would remain unchanged. Beneficial impacts would occur to recreation because the area would have no surface disturbing activities from oil and gas exploration. This area is also under wilderness study.

SOCIOECONOMIC - Restriction of these sites from oil and gas development would have a negative impact in terms of lost revenues to state and local government units. Those areas left in a "No Lease" category would not provide local governments with (1) the usual 50 percent share of the revenues generated from issuing a lease; or (2) royalties received from oil and gas production. Several areas involve large acreages (Little Rockies, Dirty Devil) which could contain oil and gas deposits. Opportunities for oil and gas production (if it actually existed) and the associated tax revenues and employment would be lost to both Wayne and Garfield counties and the nation's energy program. This loss is not considered significant when compared to the other public lands in the planning area still available for leasing.

No other impacts were identified for this proposed action.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to control oil and gas activity would enhance the long-term productivity of those natural resources sensitive to oil and gas exploration and development.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

There would not be an irreversible or irretrievable commitment of resources from this alternative.

MULTIPLE USE RECOMMENDATION M-2.2

Accept Alternative 1 as written and change the following areas currently in Categories 3 and 4 to Categories 1 or 2 with special standard stipulations:

A. Areas currently in Categories 3 or 4, to be changed to Category 2 with identified special standard stipulations include:

Area	Special Stipulations*
1. The following crucial-critical habitat a. No energy exploration normally between 12/1 to 4/15 on bison yearlong range. b. No energy exploration normally between 11/1 to 5/15 on bison winter range. c. No energy exploration normally between 11/1 to 5/15 on deer winter range.	7
2. North and South Caineville Mesas	3
3. Developed Recreation Sites	3
4. U-95 Corridor for those segments lying within a VRM Class II designation. a. No drilling or storage facilities will be allowed within 1,320 feet (¼ mile) of the roadway centerline unless the activity is not visible.	4
5. Dirty Devil River (Hanksville to NRA boundary) a. No drilling or storage facilities will be allowed within the inner canyon walls. b. No drilling on slopes in excess of 50% or 22.5 degrees.	5 and 6
6. Moroni Slopes (recreational and scenic values) a. No drilling on slopes in excess of 50% or 22.5 degrees	6

*Stipulations are described under Objective M-2

B. Areas currently in Categories 3 to be changed to Category 1.

Area

1. Cedar Point Sand Dunes
2. Administrative Site (south of Hanksville)
3. Undeveloped recreation sites.

RATIONALE

The Category 2 designations with standard special stipulations could effectively protect resource values associated with the areas listed, while also allowing leasing to take place with a potential for future mitigated exploration and/or development. The two excepted areas, which would remain in Category 4, are believed to contain unique resource values which are so delicate, that any type of oil or gas activity would seriously jeopardize them. The values include (1) an undisturbed, delicate riparian zone and wildlife habitat in the Beaver Wash area, and (2) an identified future transplant area for the sensitive desert bighorn sheep in the Little Rockies area. The identified category and stipulations are the least restrictive measures which can be applied to protect those resource values discussed. As a result of the multiple use analysis, a finding of no significant impact has been determined.

Riparian areas have not been adequately inventoried and cannot be accurately identified for inclusion under the Category 2, oil and gas designation. These areas will be afforded protection in accordance with the Wetland-Riparian Area Protection and Management (6740) guidelines published in the Federal Register (Vol. 45, No. 25). Whenever the lessee or operator of a Federal oil and gas lease decides to drill on the leashold, all proposed drilling operations and related surface disturbance activities must be approved before entry will be authorized on public lands. This approval will be in accordance with: (1) lease stipulations, (2) Title 30 CFR Part 221, "Oil and Gas Operating Regulations", and (3) "Notice to Lessees No. 6 (NTL-6)" issued by the USGS.

NTL-6 provides guidelines to the lessee or operator for planning development programs by requiring a preliminary environmental review prior to entry on public lands. If riparian areas are involved, the BLM will notify the lessee or operator of any additional stipulations which will be applied at that time.

SUPPORT NEEDS

-Revision of District Oil and Gas EA and Oil & Gas Plats
-Proces Notices of Intent and Application for Permit to Drill
-Compliance

- -

DECISION M-2.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The multiple use analyses for the recommendation and alternatives and the rationale for the multiple use recommendation adequately discuss and support the desirability and need for this action. Less restrictive alternatives would not provide a sufficient safeguard for those resource values needing protection from the surface disturbing activities associated with oil and gas exploration and development. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the Oil and Gas Category designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including Oil and Gas category designations. Allpublic comment opportunities were announced in state-wide and local news media.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP) Henry Mountain P.A. B

Activity Minerals - Tar Sands

Objective Number M-3

ISSUE

Which public lands should be made available for tar sand development?

OBJECTIVE

Identify those federal lands in and adjacent to the Tar Sand Triangle Designated Tar Sand Area that will be made available for the leasing, exploration and development of the underlying tar sand resource.

RATIONALE

The Tar Sand Triangle is the largest tar sand area in the state of Utah and is estimated to contain between 12.5 to 16 billion barrels of in-place oil.

The Department of Interior has not issued tar sand leases since 1965 because of the inability to distinguish tar sand from convential oil prior to well completion. In 1981 Congress passed a combined Hydrocarbon Leasing Bill which established the authority for the Secretary of Interior to issue combined hydrocarbon leases in Special Tar Sand Areas. The legislation conveys the rights to all hydrocarbons in the Special Tar Sand Areas, thus eliminating the need to distinguish tar sand from oil.

In order to be in a position to resume tar sands leasing, the Department has initiated an action plan which will allow for conversion of existing oil and gas leases and which will allow for the competitive leasing of tar sands by 1983. A major component of the action plan will be the inventory of other resource values in the tar sand areas and the analysis of conflicts between these values and the development of the tar sand resource.

RECOMMENDATION M-3.1

Allow for the continued exploration of the tar sands resource under the provisions of the combined Hydrocarbon Leasing Act of 1981 and consider those BLM lands within the Tar Sand Designated Tar Sand Area (96,440 acres) as acceptable for lease conversion and for future competitive leasing and development.

RATIONALE

Kirkwood Oil and Altex Oil are currently conducting exploratory drilling operations within the Tar Sand Triangle. Both companies are acquiring data that will enable them to develop the processes necessary to recover the tar sands.

Ritza (UGMS) indicates that the Tar Sands area has sufficient overburden over 50 percent of the area to justify in situ recovery methods. He also indicates that scattered locations may be suitable for strip mining.

Regulations in 43 CFR 3140 and 30 CFR 231 govern operations conducted on leases in the tar sands area.

The Department of Interior will be required to process lease conversion applications within 15 months of the application. The department will also be required to establish timeframes for conducting competitive lease sales. It is essential that the District be in a position to indicate where leases will be issued and under what conditions the leases will be issued.

SUPPORT NEEDS

-USGS and BLM review and aproval of exploration plans
-Processing of combined hydrocarbon leases

MULTIPLE USE ANALYSIS

RANGE - Exploration and development in the Tar Sand area would have a negative impact to the livestock grazing program. These impacts would result from the drilling operations, i.e., site disturbance, mud pits to catch overflow water. The human activity could be a hazard to livestock grazing in the area. If actual development occurs, large areas would be taken out of livestock use. These areas would probably be fenced and denuded of vegetation by the associated surface disturbing activities. Some of these impacts can be mitigated over time through the reclamation of the disturbed areas. Short term impacts will result from the loss of forage.

Threatened, endangered and sensitive plant species may also be in the area. These species include:

a. Asclepias ruthiae and Schlerocactus wrightiae - Asclepias has been listed on the Utah sensitive list (which is considered T&E). Schlerocactus is endangered. These species have not been positively identified in the area.

b. Cirsium rydbergii - T. 28 S., R. 15 E.

c. Astragalis eastwoodiae - T. 30 S., R. 15 E.

The status of the last two plant species is not clear. More on-the-ground investigation is needed to assure adequate protection for all T&E and/or sensitive plant species.

WATERSHED - The impacts of developing the tar sands could be significantly adverse to watershed because of the nature of the material being mined. The hydrocarbons in the tar sands are very viscous. Any serious production effort would require much surface disturbance as holes are drilled and the overburden removed if strip mining techniques are used. There would have to be many roads and many drill pads constructed to gain access to this material. This area has poor soils, a poor percolation rate, and a high run off rate. The main access roads in this area frequently use wash bottoms as their route of travel and wash out regularly. An increase in roads would have a significant effect upon sediment yields and deterioration of existing riparian habitat and watershed.

The tar sand area administered by BLM has been given the following erosion condition classification:

Erosion Class	Approximate Percent of Tar Sand Area
Slight	17%
Moderate	54%
Critical	29%

WILDLIFE - There are currently no Federally designated wildlife critical habitats, as defined by the Endangered Species Act, for threatened or endangered species in that area of the Henry Mountains known as the Tar Sand Triangle (Bolwahnn, 1981). It is important to note, however, that the sandstone cliffs along the Colorado River and proximal to the Triangle are considered high-priority peregrine falcon (Falco peregrinus) and bald eagle (Haliaeetus leucocephalus) habitat (USFWS, 1981; UDWR, 1980). Because these cliff areas are considered as essential for maintenance of these species, development and/or activity near the river could be detrimental to these species within the planning area (USFWS, 1981).

There are no known critical and/or high priority big game habitats within the Tar Sand Triangle boundaries (UDWR, 1980). The Triangle does, however, lie within a geographical region that is classified as

substantial value yearlong desert bighorn sheep range (UDWR, 1980). Areas used as rutting and/or lambing grounds by these animals are considered critical habitat. Small bands of desert bighorn sheep are known to exist in the Hatch and Happy Canyon region of the Triangle (Bates, personal communication).

The Tar Sand Triangle is located in a region that provides suitable habitat for a number of raptor species. However, because intensive raptor surveys have never been conducted, no active raptor nests are known to exist within this area (USFWS, 1981a).

Although it appears that there would not be any significant impacts on wildlife or their critical and/or high priority habitats, from tar sand development, there are insufficient data to justify any final conclusions. Therefore, prior to any surface disturbance activity, the developer should be required to conduct an intensive wildlife inventory of the impact area (s). Special attention should be giyen to riparian habitats as well as potential raptor nesting habitats (i.e., cliff areas and canyons) and desert bighorn sheep lambing and rutting grounds.

Prior to any approval for exploration and development, the surface management agency would be required to review the developers plan of operation as required in 30 CFR 231 to insure that measures have been identified that will provide protection for fish and wildlife species and their habitat.

RECREATION - Tar sands development, wilderness, and most recreational activities cannot occur in the same area without resulting in some serious conflicts. This recommendation could have a significant negative impact on the wilderness values of two WSAs (236B and 241), and also a potential NPS wilderness area on the lower Dirty Devil River.

Tar sands development in these areas would impair wilderness values for the life of the project and probably longer, depending on the nature of the surface disturbing activities and the success of rehabilitation efforts. Happy Canyon and a portion of the Fiddler Butte (Hatch Canyon) WSA have been identified as having pre-1976 oil and gas leases and the only protective measures that can be applied would be based on the "undue and unnecessary degradation" clause of FLPMA.

This action could have an adverse effect on the Dirty Devil River in T. 31 S., R. 14 E., Sections 29 and 32 depending on the nature and extent of development. Also, these two sections are located along an important boating and hiking route connecting Poison Springs Canyon with Lake Powell and Glen Canyon NRA wilderness proposal. of Section 9 of the WSRA.

An adverse impact could occur to the recreational satisfaction of people using the area for sightseeing and 4-wheel drive access to the Sunset Pass entrance of Glenn Canyon NRA. The VRM system rated this area as Class A Scenery. Current visitor use is unquantified, but there is probably less than 100 visitor days a year at present.

SOCIOECONOMIC - This action would have a positive impact to the local government in terms of increased revenues that could be generated from royalties and taxes that would be collected on incomes from increased employment and real estate development. There could be a negative impact due to the new services that county and local governments would have to provide to meet the demands that would occur from the influx of new people.

MULTIPLE USE RECOMMENDATION M-3.1

Accept the specialist recommendation as written with the following modifications:

a. Protect that portion of the Dirty Devil river in T. 31 S., R. 13 E., Sections 29 and 32 with a Category 2 classification for oil, gas and tar sands using special standard stipulations 5 and 6 (see stipulations explained under M-2 objective for oil and gas).

b. Require an on-site inventory on all exploration and mining proposals and apply appropriate protective stipulations for T&E and sensitive plant and animal species, crucial-critical habitat, riparian areas and all cultural resources in accordance with 30 CFR 231 and other appropriate laws and regulations.

RATIONALE

Recent legislation authorized the issuance of a Combined Hydrocarbon lease for tar sands resources when an application is filed by (1) the owner of an oil and gas lease issued prior to the date of enactment of the Combined Hydrocarbon Leasing Act of 1981 or (2) the owner of a valid claim to any hydrocarbon resources based on a mineral location made prior to January 21, 1926 and located within a special tar sand area. 30 CFR 231 requires the lessee or operator to take such actions as needed to avoid, minimize or repair soil erosion; pollution of air; pollution of surface or ground water; damage to vegetative growth, crops, including privately owned forage or timber; injury or destruction of fish and wildlife and their habitat; creation of unsafe or hazardous conditions; damage to improvements, whether owned by the United States, its permittees, licensees or lessees, or by others; and damage to recreational, scenic, historical, and ecological values of the land.

A Category 2 classification was applied to that portion of the Tar Sands Triangle overlapping the Dirty Devil River to meet the requirements of Section 9 of the Wild and Scenic Rivers Act. Even though the Dirty Devil river has not received a WSR designation, the river is still listed as potentially suitable for the designation. There are also other recreational values (i.e., boating and hiking route) which need protection from the type of oil, gas and tar sand exploration and development activities that can result in a serious degradation of these values. Since the oil and gas category lease stipulations will apply to tar sands leasing, an appropriate category designation is required to protect these resources.

SUPPORT NEEDS

-Revision of the District's Oil and Gas EA and Oil & Gas Plats
-Processing of combined hydrocarbon leases
-Site specific inventory of all proposed disturbance areas
-USGS and BLM review and approval of exploration plans

DECISION M-3.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Minerals - Sand & Gra
Objective Number	M-4

B

ISSUE

Sand and gravel materials for road construction, mining activities and personal use are desired in the planning area. Which public lands have these resources and which areas should be designated for public removal of the material?

OBJECTIVE

Provide sources of sand and gravel and borrow material so that the needs of the general public, the requirements of the building construction industry, and the demands for road construction and maintenance material can be met over the next 10 years.

RATIONALE

One of the Bureau's long term objectives (1603 Supplemental Guidance Manual) is to make mineral materials available to meet market demands. More than 90,000 cubic yards of sand and gravel were consumed from mineral material sales areas on public lands in the planning area in 1980. In addition, a large amount of material was produced from free-use permit areas. There is a continual need for maintenance of existing roads and an increasing demand for material by the private sector. This increased demand will deplete currently producing deposits and will require the development of new material sources.

Sand and gravel and borrow material are high bulk, low unit value materials that require centrally located production areas to minimize transportation costs. For this reason, it is important that sand and gravel and borrow deposits be made available for development throughout the planning area.

RECOMMENDATION M-4.1

In view of the anticipated demands for sand and gravel and borrow material for the upgrading and resurfacing of state and county roads in the planning area, delineate the following lands as appropriate sites for obtaining this material as the need arises:

T. 28 S., R. 8 E.	Sec. 35:	SW¼NW¼
T. 28 S., R. 9 E.	Sec. 21:	SE¼SW¼
	Sec. 22:	SE¼NE¼
	Sec. 23:	SE¼NE¼
	Sec. 24:	SW¼NE¼, SE¼NW¼
T. 28 S., R. 10 E.	Sec. 14:	SE¼SE¼
T. 29 S., R. 7 E.	Sec. 14:	SE¼SW¼
T. 29 S., R. 8 E.	Sec. 15:	NW¼NW¼
	Sec. 20:	NW¼NW¼
	Sec. 21:	SW¼NW¼
T. 31 S., R. 12 E.	Sec. 8:	SW¼NW¼
T. 32 S., R. 12 E.	Sec. 4:	SE¼SE¼
	Sec. 10:	SE¼SW¼
	Sec. 13:	SE¼SW¼
T. 33 S., R. 12 E.	Sec. 15:	NE¼NW¼
	Sec. 22:	NW¼NW¼
	Sec. 28:	SE¼SW¼
	Sec. 34:	SE¼SE¼
T. 34 S., R. 12 E.	Sec. 29:	SW¼NE¼
T. 35 S., R. 11 E.	Sec. 12:	NE¼
	Sec. 24:	SE¼NW¼

RATIONALE

Upgrading and resurfacing of existing roads in the planning area will require substantial quantities of sand and gravel and borrow material. These sites have been delineated because they are underlain by known quantities and qualities of sand and gravel. They are also adjacent to existing roads where the material could be processed and transported economically. No attempt will be made to develop all of the sites simultaneously; development will depend on the needs of the appropriate agency.

SUPPORT NEEDS

-Appraisal Reports
-Processing of Material Disposal Requests.
-Compliance

MULTIPLE USE ANALYSIS

WATERSHED - Development of sand and gravel sources could have negative and/or positive impacts upon watershed resources. The removal of vegetation would expose the subsoils to erosive run off and wind erosion. Protection of road surfaces with a course aggregate base would aid in reducing the erosive nature of unprotected soils on roads.

WILDLIFE - Because of the small acreage involved, this action should not result in any measurable impact to wildlife resources. However, before any development is undertaken, a site-specific inventory should be conducted. Of special importance are raptor nests and riparian ecosystems. If these resources are discovered and adequate buffer zones are provided, no negative impacts would occur.

RECREATION - One of the identified sand and gravel sites is within WSA 247 (Little Rockies) and therefore development would be subject to the "nonimpairment standard" of the Wilderness Interim Management Policy. This same site is also next to Highway U-276 and would require special screening as outlined in recommendation R-5.1(a). No other impacts on recreation are expected.

SOCIOECONOMIC - This action would have positive impact on the infrastructure and social sectors since demand for sand and gravel is based on state and county needs for road construction and maintenance and for inclusion in concrete products. This would be a benefit in terms of having areas identified and reserved with mineral deposits that can be extracted economically and legally.

A positive impact can be associated with the economic sector. These sites have been identified as feasible for production. Estimates of tonnage and grade are computed partly from samples or measurements and partly from projections of existing reserves.

These sites are located near the planning area's major roadways upon which the material would be used. The Utah Department of Highways estimates 35 to 50 cents per ton mile to haul material. Sites in close proximity help reduce hauling costs for state and county use.

ALTERNATIVE 1 (No Action)

Take no action to provide sand and gravel and borrow material for upgrading and resurfacing state and county roads in the planning area.

MULTIPLE USE ANALYSIS

There would be no measurable impacts to the resource values in the planning area. There would be a negative impact to government costs for providing this material from other sources. These costs would be associated with transporting and leasing the material if the new source had to be purchased from private owners and the material had to be hauled a considerable distance.

MULTIPLE USE RECOMMENDATION M-4.1

Accept the specialist recommendation as written.

RATIONALE

This action delineates sand and gravel areas and directs organized use of the resource. Use of the identified source and pit areas would have minimal conflicts with other resource uses, and are adequate to meet the continued and projected demand for road construction and maintenance within the planning area.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION M-4.1

Accept the multiple use recommendation and the identified support needs with the following modification:

> Exclude that portion of WSA-247 (Little Rockies) which is identified as a site available for sand and gravel and borrow material removal.

RATIONALE

This action establishes a list of sites for the orderly removal of this material on an as needed basis. There is a direct conflict with the location of one of the material sites and a WSA. Since there are sufficient alternative material sites, it would be advantageous to drop this small area from consideration until a final wilderness determination is made on the WSA.

RECOMMENDATION M-4.2

Delineate the following lands as community pit or material sale sites for obtaining sand and gravel:

T. 27 S., R. 11 E. Sec. 35: SW¼SW¼
T. 28 S., R. 11 E. Sec. 17: NW¼SE¼
T. 28 S., R. 11 E. Sec. 26: NE¼SW¼

RATIONALE

Demand for sand and gravel for public use around Hanksville has been increasing over the past three years. Numerous requests for small to large sales of sand and gravel have been received. The above described areas are known to be underlain by sand and gravel deposits and are readily accessible to the general public.

SUPPORT NEEDS

-Conduct EA and establish community pit in T. 28 S., R. 11 E., Sec. 17 by the end of FY 1983. Develop the other two sites on an as needed basis
-Appraisal reports
-Processing of material disposal requests
-Compliance

MULTIPLE USE ANALYSIS

The same impacts would apply to this recommendation as those identified under the multiple use analysis for minerals recommendation, M-4.1, with the following additional impacts:

RECREATION - Several sites are adjacent to identified scenic highways. Development of these sites would be acceptable if appropriate visual screening measures were used as recommended by the VRM system proposed in R-4.1 and R-5.1.

SOCIOECONOMIC - This action would have a positive impact because demand for sand and gravel for public use in and around Hanksville has been increasing over the past three years. These sites are located near the major roadways in the planning area, thereby reducing the hauling costs and wear and tear on personal equipment.

ALTERNATIVE 1 (No Action)

Take no action to provide sand and gravel and borrow material for general public use through the establishment of community pits.

MULTIPLE USE ANALYSIS

This alternative would not impact other resource values. The general public would be negatively impacted if the community pits are not available. The public would have to pay the going rate from private pits which could be located some distance from Hanksville. This would be contrary to BLM policy to provide community pits for general use.

MULTIPLE USE RECOMMENDATION M-4.2

Accept the specialist recommendation as written.

RATIONALE

There is a demonstrated need for local, private use of sand and gravel. Occasionally, pit areas near communities are off-limits to private, individual use because they are operated by State or local departments under material site rights-of-way. Community pits need to be established which provide sand and gravel material for local individual use. This action delineates community pit areas and directs an organized use of the resource.

This recommendation received the support of a majority of the public comments and the District Multiple Use Advisory Council.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION M-4.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION M-4.3

As the demand arises, provide quantified sources of sand and gravel or borrow material from those areas identified as a currently undiscovered resource (SG-1 on the URA Step 3-4 Saleable Mineral Inventory Overlay) that could be utilized by industry or used for future road construction or maintenance needs.

RATIONALE

Those lands identified as an undiscovered resource on the URA Step 3-4 Saleable Mineral Inventory Overlay are known to be underlain by alluvial material. All demands for sand and gravel or borrow material cannot be determined at this time. Because sand and gravel and borrow material are high bulk, low unit materials that require centrally located production areas, it is essential that the Bureau respond to applications for material throughout the planning area and provide the requested material.

SUPPORT NEEDS

-Appraisal reports
-Processing of Material Disposal requests
-Compliance

MULTIPLE USE ANALYSIS

The same impacts would apply to this recommendation as those identified under the multiple use analysis for minerals recommendations, M-4.1 and M-4.2, with the following additional impacts:

WILDLIFE - Development of sand and gravel sites at legal description T. 31 S., R. 9 E. Sec. 4, 5 and 15 could result in measurable negative impacts to crucial-critical bison winter range. Crucial-critical bison winter range is considered the limiting factor restricting bison numbers in the Henry Mountain planning area. Although these sites would impact less than four percent of the bison's winter range, it is professional opinion that any loss of winter range would be detrimental to the herd. As such, this recommendation would result in a negative impact to the bison herd.

This action could also result in the substantial degradation of other wildlife habitat. Of special importance are raptor habitat and riparian ecosystems. If adequate buffer zones are provided for raptor nests and riparian systems, damage to these habitats can be mitigated. Because this action would result in the loss of some wildlife habitat, regardless of the mitigation options and rehabilitation plans, it would have an adverse impact to these wildlife resources.

RECREATION - This action would have potential conflicts in the following locations:

a. Sweetwater Creek. This area is currently a WSA and has been identified as having scenic, recreation, visual, and scientific values. Development would conflict with recommendation ACEC R-1.1.

b. Fremont River. Gravel pits should be screened from view of travelers along Highway U-24 as outlined in R-4 and R-5.

c. Notom Road. Gravel pits should be screened from view of travelers on Notom Road (NPS currently estimates use at 5,000 people per year). Some sites may be in conflict with visitors hiking across BLM land to enter canyons in Capitol Reef National Park.

d. Horseshoe Canyon WSA. Any development in this area would have to conform to the "nonimpairment" standard until congress decides its wilderness status.

ALTERNATIVE 1 (No Action)

Take no action to provide quantified sources of sand and gravel and borrow material from those areas identified as currently undiscovered resource (SG-1 on the URA Step 3-4, Saleable Mineral Inventory Overlay).

MULTIPLE USE ANALYSIS

The same impacts would apply to this alternative as those described under the multiple use analysis for minerals (No Action) alternatives, M-4.1 and M-4.2.

MULTIPLE USE RECOMMENDATION M-4.3

Accept the specialist recommendation as written and develop mitigating measures which will protect wildlife and recreation uses.

RATIONALE

Recognition of sand and gravel sources (SG-1) will provide future users with a potential source location. This will aid both BLM and the resource users in their long term planning and resource projection needs. Potential resource use conflicts have been identified and adequate mitigating measures can be developed so that future sand and gravel extraction will not cause undue strain on other resource users (i.e., wildlife and recreation).

This recommendation has received the support of a majority of the public comments and the District Multiple Use Advisory Council.

SUPPORT NEED

Implement the support needs identified under the specialist recommendation.

- -

DECISION M-4.3

Accept the multiple use recommendation and the identified support needs with the following modification:

> Exclude those portions of WSA-238 (Sweetwater Creek) and WSA-237 (Horseshoe Canyon) which were identified as a potential source of sand and gravel material.

RATIONALE

There is a management conflict with the identification of these WSAs as potential sources for sand and gravel removal. Since there are sufficient alternative material sites identified, it would be advantageous to drop these areas from future consideration until a final decision is made on their suitability for wilderness designation.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Minerals - Uranium
Objective Number	M-5

ISSUE

Which public lands have the best potential for uranium resource exploration and development?

OBJECTIVE

Allow for the continued exploration and development of the uranium resource on public lands within the planning area.

RATIONALE

Uranium is one mineral identified by the Director of the Bureau of Mines as of "compelling national significance". One of the long term objectives of the Bureau of Land Management is to make such minerals available for use consistent with national policy and related demand.

Planning Area Analysis data indicates that the expected 15 percent annual increase in the demand for uranium has not materialized because of a change in the political climate concerning nuclear power. However, higher prices and a newly constructed uranium mill will be major incentives leading to increased exploration and development of the uranium resource in the planning area.

RECOMMENDATION M-5.1

Recognize the following public lands as having valuable uranium deposits that will be fully developed:

T. 35 S., R. 11 E.
Sec. 8 through 15
Sec. 27 through 31

T. 36 S., R. 11 E.
Sec. 5 and 6 Sec. 17 through 23

RATIONALE

The above described lands are included in Plateau Resource's uranium mine and mill complex. Uranium reserves are proven over much of the area and extensive exploration is currently being conducted. Published reserves for Plateau's mining property are 5.8 million pounds of U_3O_8.

The 43 CFR 3809 regulations provide for protection of other surface resources and reclamation of areas disturbed by exploration and mining operations.

SUPPORT NEEDS

-Processing notices and plans of operation under the 3802 and 3809 regulations
-Compliance

MULTIPLE USE ANALYSIS

If the above public lands are actively mined, the following impacts could occur:

RANGE - This action would have a negative impact on range resources. However, most of the effects (i. e., destroyed vegetation cover) would be short term. There are several study sites in the area which have been in existence for several years. If these sites are destroyed, valuable data would be lost. To prevent the loss of these study sites, mining companies and/or miners should be informed of these sites and requested to leave them intact. Reclamation should be encouraged on all disturbed areas.

WATERSHED - This action would substantially degrade the watershed. Exploration requires extensive drill site locations and access roads to locate a body ore; prospect holes are often drilled every 100 feet in a grid work pattern. This can have a significant impact upon the watershed in terms of disturbed surface area. Mineral extraction is also damaging to ground surface cover. This damage has already occurred to a large extent in the area from exploration that took place prior to implementation of the 3809 regulations. This prior damage is an additional reason why locatable mining must be closely monitored to provide adequate environmental safeguard for other resource values.

WILDLIFE - This action would have a negative impact on riparian ecosystems, conflicting with wildlife recommendation 3.1.

These areas have already been negatively impacted from the exploration and development that occurred prior to 3809 regulations implementation. Wildlife use in the area will be minimal because of the mining activity.

SOCIOECONOMIC - This action would have a positive impact on the socioeconomic sector. This impact would result from the creation of new jobs and could become significant depending upon the amount of uranium production. Infrastructure could be impacted both positively and negatively. Local governments could increase revenues from new taxes which could be collected on the newly generated income. If the amount of workers increased significantly, negative impacts could result from their demand for increased services. Since State and local governments are unable to charge a severance tax on the mined minerals, meeting demand for increased services would be dependent upon the ability to generate funds through regular tax efforts. Mitigating this impact would require close coordination between the mining companies and state and local governments.

ALTERNATIVE 1 (No Action)

Take no action to recognize those lands described in the recommendation (M-5.1) as essential for uranium exploration and development.

MULTIPLE USE ANALYSIS

All impacts described under the multiple use analysis for the recommendation (M-5.1) would occur with this alternative. If the land were to go to patent, no protective stipulations could be applied.

MULTIPLE USE RECOMMENDATION M-5.1

Accept the specialist recommendation as written.

RATIONALE

The identified lands are critical to development of Plateau Resources uranium mine and mill site. The lands are needed for drilling, access roads, impoundment reservoirs for mine dewatering, ventilation, etc. as the mine facilities expand.

Recognizing the lands as essential for development would red flag the area for potential conflicts with other resource users.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION M-5.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

Recognizing these particular public lands as having valuable uranium deposits which will be extracted, provides the area manager with advanced warning in terms of other resource use proposals which may conflict with the mining operations. This decision will help reduce these resource conflicts by directing such proposals to other areas where the probability for mineral extraction is remote.

RECOMMENDATION M-5.2

Recognize those lands identified as Ur-2, Ur-1(m) and Ur-1(3) on the URA Step 3-4 Locatable Mineral Inventory Overlay as potentially valuable for the uranium resource and maintain the availability of these lands for exploration for and development of the uranium resource.

RATIONALE

With the exception of the core of the Henry Mountains, the entire planning unit is underlain by the Chinle or Morrison Formations, both of which are prolific uranium producers.

Recent discoveries by Plateau Resources in the Shootering Canyon area have sparked exploration throughout the planning area. The Department of Energy has estimated that 21,800,000 pounds of probable potential resources and 15,900,000 pounds of possible potential resources may be present in the Henry Mountain area.

Exploration is currently heaviest in the North Wash, Trachyte, Shoortering Canyon, and Bullfrog Creek areas.

Past production of uranium and vanadium from the Henry Mountain area has been limited by transportation to a processing facility. The uranium mill that has recently been completed by Plateau Resources will undoubtedly become the processing plant for much of the ore produced in the planning area. This mill will be a major factor contributing to the increase in the value of ores found in the area.

The 43 CFR 3809 regulations require that operators notify the BLM prior to conducting surface disturbing activities on unpatented mining claims. The regulations provide for the protection of other surface resources and provide for reclamation of all disturbed areas.

SUPPORT NEEDS

-Processing Notices and Plans of Operation under the 3802 and 3809 Regulations.

MULTIPLE USE ANALYSIS

RANGE - Impacts from this action would not materialize until uranium exploration and development occurred, and the same impacts described under the multiple use analysis for recommendation, M-5.1, would apply.

WATERSHED - Because these areas are currently available to mineral location under the mining laws and are subject to the 3802 or 3809 mining regulations, negative impacts to the watershed could be mitigated if the mining claim were not patented. If a claim were patented, protective stipulations would no longer be applicable.

WILDLIFE - Existing management plans do not recognize the importance of the Little Rockies as a reintroduction site for the desert bighorn sheep or provide guidance on mitigation of impacts from uranium drilling. Therefore, the continued exploration and development of uranium at locations T. 35 S., R. 12 E. Sec. 11-14 would seriously degrade this potential bighorn sheep habitat. This recommendation is in direct opposition to wildlife recommendations WL-1.2, and ACEC WL-1.5 and would have an adverse impact on wildlife objectives.

In addition, the continued exploration and development of uranium resources and their related activities could have a measurable impact on riparian ecosystems. As such, the recommendation would conflict with wildlife recommendations WL-3.1 and ACEC WL-1.4 and have an adverse impact on these wildlife objectives.

Increased uranium activity on Ticaboo Mesa could have a negative impact on the proposed antelope transplant program. However, because this area has marginal antelope habitat the impact should not be significant.

RECREATION - This action conflicts with R-8 which recommends a mineral withdrawal on four developed recreation sites.

This action would have a negative conflict with wilderness. Under wilderness management policy, new mineral claims will not be allowed in a designated wilderness area after a certain date. The phase "maintain these lands for ...development of uranium" is inconsistent with this policy. There also could be an adverse impact to the recreation values of the Little Rockies during the life of any large development project or longer, depending on what is done with the mine tailings. BLM would have no control over mining activities if mining claims were patented.

SOCIOECONOMIC - This action could have a positive impact on the socioeconomic sector. This impact would only be realized if mining activities were increased in the planning area because of new uranium discoveries. Infrastructure could be negatively impacted if uranium development caused a large influx of new workers. These workers would create a demand for services (e.g., roads, schools, waste treatment, fire, police etc.) which could not be easily met by local governments. Advanced planning on the local level would be needed to prevent the potential problems associated with any rapid growth and development.

ALTERNATIVE 1

This alternative is the same as recommendation M-5.2 with the following modifications:

Withdraw the following areas from mineral entry:

a. Little Rockies WSA, exluding Four-Mile Canyon
b. Beaver Wash Canyon portion of the Dirty Devil WSA

MULTIPLE USE ANALYSIS

MINERALS - The withdrawal would have a negative impact on the minerals development program. Both proposed withdrawal areas have been identified as having geologic potential for locatable minerals. If these areas are withdrawn, no new claims could be filed nor would the actual value of this potential ever be determined. Exploratory drilling is needed to evaluate the mineral values in these formations and the withdrawal would preclude this activity. A large portion of the Little Rockies have not had claims filed on them and none would be possible with the withdrawal. Use of the 3809 regulations would be preferable to closing the area from mineral entry.

WATERSHED - The withdrawal action would have a positive impact on the watershed values in Beaver Wash Canyon and The Little Rockies. Locatable mineral activity is usually associated with surface disturbance which degrades the watershed. Any management action which precludes this type of activity would benefit watershed resources.

WILDLIFE - This alternative complements wildlife recommendations WL-1.2, ACEC/WL-1.4 and ACEC/WL-1.5, and would positively impact wildlife habitat. A full discussion of these impacts has been given under the rationales and multiple use analysis for the above wildlife recommendations.

RECREATION - This alternative would have a positive impact on recreation values. These beneficial impacts would result from the preservation of recreational and scientific values associated with Beaver Wash Canyon and the Little Rockies. This alternative complements recreation recommendations ACEC/R-1.2 and 1.3. Recreation values are fully discussed under the rationales for these recommendations.

SOCIOECONOMIC - There could be an adverse impact on the socioeconomic conditions on state and local levels. This impact would depend on the tax revenues and employment opportunities foregone if locatable minerals were actually present in the withdrawn areas. However, this impact would be insignificant since the withdrawal would not affect existing claims (Four Mile Canyon of the Little Rockies and a majority of Beaver Wash Canyon) and because the remaining area would remain open to further exploration and development.

ALTERNATIVE 2 (No Action)

Take no action to recognize those lands identified in the recommendation (M-5.2) as potentially valuable for uranium exploration and development.

MULTIPLE USE ANALYSIS

Under the locatable mining laws, exploration and development for valuable minerals could still occur even if the potential for uranium development was not recognized. Failing to recognize this potential for future development could cause serious

conflicts with other types of resource uses which are intended to preserve rather than exploit resource values. Knowing and recognizing these potential uranium development areas throughout the planning area will help identify potential conflicts which can be mitigated.

MULTIPLE USE RECOMMENDATION M-5.2

Accept alternative 1 as written.

RATIONALE

The majority of the planning area is underlain by the Morrison and Chinle formations, which produce significant amounts of uranium throughout the Colorado Plateau region. The nature of the uranium deposits and the relation of these deposits to their host formations make it impossible to predict the exact locations of commercially valuable quantities: they could occur almost anywhere. Therefore, the nature of this recommendation is to red flag this potential to management so that future resource tradeoff decisions can be properly made.

Two areas have been identified for mineral withdrawal. Beaver Wash Canyon has been identified as a cold desert riparian ecosystem that is in good ecological condition. In the semi-arid west, such areas are scarce and make up a relatively small portion of the public land resources. Management actions are needed which will prevent the loss of these resource values.

The Little Rockies WSA has been identified as a bighorn sheep reintroduction area (see recommendation WL-1.2). This animal species has experienced a drastic decline in population due to loss of suitable habitat. The sensitivity of this species to various forms of surface disturbing activities makes the reintroduction in the wilderness study area very desirable. There have been minimal man-related intrusions into the area, but conditions are changing. A BLM commitment to the introduction program scheduled for 1982-83 requires management actions which will provide adequate habitat protection. Mineral withdrawal is one action which would help assure a quality habitat conducive to the bighorn sheep's requirements.

Four Mile Canyon has been excluded from the withdrawal boundary since mining claims have been filed and active exploratory drilling has shown commercial deposits of uranium. Established claims would not be affected by a withdrawal action nor would the withdrawal preclude existing claims from the logical pace and progression of mineral extraction should the deposit extend into the withdrawn area. Mineral development in this canyon should not interfere with the reintroduction program nor will the withdrawal interfere with uranium extraction should market conditions warrant production.

This recommendation received the support of more than half the public comments and the Distric Advisory Council.

SUPPORT NEEDS

-Initiation of withdrawal procedures
-Processing Notices and Plans of Operation under the 3802 and 3809 regulations
-Validity determination for existing claims in withdrawal areas

DECISION M-5.2

Accept the multiple use recommendation and the identified support needs with the following modification:

> Withdrawal action should only be initiated if the two areas are not designated wilderness.

RATIONALE

While the two areas have status as WSAs, adequate protection will be provided under the Interim Management Policy and Guidelines for Lands Under Wilderness Review. Should these two areas not receive a wilderness designation, protective management actions would be needed to maintain the resource values identified under ACEC rationales for recommendations ACEC/WL-1.4 and 1.5.

The Beaver Wash Canyon area encompasses approximately 4,800 acres and is characterized by its cold desert riparian ecosystem. A geologic mineral (uranium) potential is known to exist for the Dirty Devil WSA of which Beaver Wash Canyon is a part. Recent drilling by Cotter Corporation in an area adjacent to the canyon failed to find a significant amount of uranium. The potential for uranium deposits in Beaver Wash Canyon is also considered low. Because Beaver Wash Canyon is a very small part of the Dirty Devil area, exclusion of mineral development in the canyon would not significantly impact mineral development in the Dirty Devil area.

The Little Rockies WSA has been identified as a bighorn sheep reintroduction area. These animals are sensitive to human disturbances, especially mining activities. This WSA has been identified as having a geologic potential for uranium and silver. Exploratory drilling was conducted in Four Mile Canyon and uranium and silver deposits were found. The uranium deposits were small when compared to the Shootaring Canyon area just west of the Little Rockies. The cost of developing these deposits would be high because of the rugged topography of the Four Mile Canyon and the Little Rockies in general. Because Four Mile Canyon did have mineral deposits, it was excluded from the withdrawal proposal.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountains
Activity	Minerals-Gold,Silver,Cop
Objective Number	M-6

ISSUE

Which public lands have the best potential for gold, silver, and copper resource exploration and development?

OBJECTIVE

Allow for the continued exploration and development of the gold, silver, and copper resources on public lands within the planning area.

RATIONALE

Interest and exploration for gold, silver, and copper in the planning area dates back to 1889. Although claims are still held in the Bromide Basin, Bulldog Ridge, Straight Creek, and Mount Hillers areas, the majority of exploration and development is occurring on placer claims along Crescent Creek. Geologists familiar with the complex geology of the mountains proper feel that drilling programs may encounter deep-lying ore bodies in the Bromide Basin area. Exploration work on unpatented mining claims in the above described areas will continue.

RECOMMENDATION M-6.1

Recognize the lands identified as Au-Ag-Cu-1 and Au-3 on the URA Step 3-4 Locatable Mineral Inventory overlay as valuable for the exploration and development of the gold, silver, and copper resources.

RATIONALE

Exploration work is currently being conducted on unpatented claims in the Bromide Basin, Bulldog Ridge, Straight Creek and Mount Hillers areas. Placer claims along Crescent Creek are being developed. The recent increase in the price of gold and silver has led to increased exploration on claims in the area.

The 43 CFR 3809 Regulations require claim holders to notify the Bureau prior to conducting suface disturbing activities. The regulations provide for the protection of other surface resources and provide for reclamation of disturbed areas.

SUPPORT NEEDS

-Processing of Notices and Plans of Operation under the 3802 and 3809 Regulations.
-Compliance

MULTIPLE USE ANALYSIS

Impacts from this recommendation would be the same as those described under the multiple use analysis for recommendations M-5.1 and M-5.2.

In addition, wildlife and recreation values would be impacted as follows:

WILDLIFE - Increased exploration and development of gold, silver and copper resources would have a significantly measurable impact on riparian habitats, especially if high pressure water techniques are used to remove overburden along or near stream beds. This recommendation could conflict with the wildlife objectives for wildlife recommendation WL-3.1.

RECREATION - This action could conflict with wilderness values, primarily on Mt. Hillers and Mt. Pennell. Under wilderness management policy, no new claims for locatable minerals will be allowed after a certain date following wilderness designation. If any of the above named areas are eventually designated wilderness, this recommendation would be in direct conflict with the wilderness management policy. Valid existing rights would remain unaffected.

ALTERNATIVE 1 (No Action)

Take no action to recognize those lands identified in the recommendation (M-6.1) as valuable for exploration and development.

MULTIPLE USE ANALYSIS

Impacts from this recommendation would be the same as those described under the multiple use analysis for the no action alternatives M-5.1 and M-5.2.

MULTIPLE USE RECOMMENDATION M-6.1

Accept the specialist recommendation as written.

RATIONALE

Lands known to be valuable or prospectively valuable for commercial quantities of these resources should be recognized to help the land manager spot potential land and resource use conflicts. Other resource users would also benefit from knowning that the potential for locatable mineral development exists and could plan accordingly.

At the present time, prices for silver and copper do not warrant the development of these metals in the planning area. As these resources are gradually depleted elsewhere and the prices for these metals increase, further exploration and development could take place within the identified areas. Gold prices currently support development of this resource in Crescent Creek.

Recognizing the mineral values of these areas would hopefully prevent future management decisions from segregating these lands from exploration and/or development of the identified resources.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION M-6.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain PA
Activity	Minerals-Gypsum & Clay
Objective Number	M-7

B

ISSUE

Which public lands have the best potential for gypsum and clay resource exploration and development?

OBJECTIVE

Allow for the continued exploration and possible development of the gypsum and clay resources on public lands within the planning unit.

RATIONALE

Sedimentary rock units containing gypsum and clay occur within the planning area; however, further exploration is needed to determine if economic quantities of material exist. Reserves of both commodities are currently being developed in other areas; thus, there is no demand for the material found within the planning area. Local demands for clay could develop in the future and make deposits economic.

RECOMMENDATION M-7.1

Recognize those lands identified as Cl-2 on the URA Step 3-4 Saleable Mineral Inventory Overlay and those lands identified as Gy-1 on the URA Step 3-4 Locatable Mineral Inventory Overlay as containing potentially valuable gypsum and clay deposits and maintain the availability of these lands for exploration and possible development of the gypsum and clay resources.

RATIONALE

The deposit of clay in T. 31 S., R. 8 E. is of commercial grade; however, no demand exists for the material because of its isolation. Local demands for clay would utilize the material. Those lands identified as an undiscovered resource for gypsum contain 10 to 30 foot gypsum beds at the outcrop. No exploratory drilling has been conducted in the area because of the deposits isolation and distance from market. Demands for gypsum are currently met from deposits in Sevier County. Deposits within the planning area could become economic as existing sources become depleted.

SUPPORT NEEDS

-Appraisal Reports for Clay
-Processing of Notices or Plans of Operation under the 3809 Regulations
-Compliance

MULTIPLE USE ANALYSIS

WATERSHED - Recognizing these lands as having value for exploration and development for gypsum and clay products would have no impact on the watershed. But if the areas were developed, negative impacts would occur to the watershed in the short term.

These impacts would be the same as those described under the multiple use analysis for recommendation M-1.1.

WILDLIFE - Although exploration and development of gypsum and clay resources would result in the loss of some wildlife habitat, no serious impacts should result.

RECREATION - There could be an adverse impact on recreation values depending on the magnitude and location of any future development. This is most likely to occur in the area identified between the Notom Road and Capitol Reef National Park where scenic and recreational values are high. NPS data indicates that 5,000 people use this area annually for sightseeing and hiking.

SOCIOECONOMIC - Maintaining these lands as available for future gypsum and clay development would have a positive impact to the socio-economic sector in terms of meeting future demands. There would also be a positive impact in terms of new jobs which could be created from the material development and the resultant tax revenues generated for state and local governments.

ALTERNATIVE 1 (No Action)

Take no action to recognize those lands identified in the recommendation (M-7.1) as potentially valuable for exploration and development.

MULTIPLE USE ANALYSIS

Failing to recognize this potential for future development could cause serious conflicts with other types of resource uses which are intended to preserve rather than exploit resource values. Knowing and recognizing these potential gypsum and clay material development areas would help identify potential conflicts which can be corrected.

No impacts would result to other resource values from not recognizing the gypsum and clay resources. The impacts would not occur until actual development started.

MULTIPLE USE RECOMMENDATION M-7.1

Accept the specialist recommendation as written.

RATIONALE

Deposits of clay and gypsum within the planning area are currently non-commercial. However, as deposits of these resources currently mined elsewhere are depleted, and as portions of the planning area undergo future development, the deposits of gypsum and clay within the planning area may become economically valuable. By recognizing these deposits within the planning area as being potentially valuable, sound land use decisions can be made which will minimize resource use conflicts.

This could prevent future management decisions from segregating these lands from exploration and/or development of the identified resources.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION M-7.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)
Henry Mountain P.A.

Activity
Forest Products/Fire Man

Objective Number
F-1

ISSUE

Public lands are becoming an increasingly important source of wood products. How should the timber and woodland resources be managed in the HMPA?

OBJECTIVE

Develop and implement a forestry management program for the HMPA.

RATIONALE

Due to the extremes in climate, topography, and elevation in the planning area, there are variations in the location, quantity, and species of forest products available. As population increases and fuel costs increase, demand for wood products can be expected to increase. Since the planning area also has high recreation, wildlife, and watershed values in the forested areas, a management program is necessary to minimize resource conflicts.

RECOMMENDATION F-1.1

Manage the forest resources under the following guidelines:

a. Allow no commercial sales of timber (i e., aspen, Engleman spruce, Ponderosa pine, Douglas fir), in the planning area.

b. Allow non-commercial harvest of woodland products (pinyon and juniper trees) for pine nuts, firewood, posts, and Christmas trees. Do not allow construction of new roads to obtain these products. Do not allow cutting of trees within 100' of established roads. Do not allow tree cutting within 250' of developed and undeveloped recreation sites.

c. Allow commercial harvest of woodland products for firewood, posts, pine nuts, and Christmas trees on a limited basis. Priority cutting areas for green pinyon-juniper should be in places where removal of vegetation will benefit forest or other resources. Construction of new roads should be avoided. Commercial sales will have the required Evironmental Assessment (EA) completed to develop mitigating measures to protect soils, watershed, cultural and visual resources. Commercial sales should also maintain the non-commercial standards for distances from roads and recreation areas.

d. Prohibit any tree cutting in areas where bristlecone pine grows.

RATIONALE

Currently there is an insignificant demand for timber products in the planning area. Adjacent National Forest land is closer to regional sawmills and provides the high quality timber in sufficient quantity to meet local demand. This situation is expected to continue.

Resource analysis indicates that most productive timber stands in the resource area are located on steep slopes (in some cases, 70% or greater), in poor soils, or along scenic roads. Some commercial timber could be available for a "one time only" selective cut, at the Horn, McMillan Springs, Dandelion Flat, and Hog Flat. Watershed, wildlife, and recreational considerations far outweigh the commercial forestry values present in these areas and BLM policy states that forest products should only be considered for sale if the benefits exceed harvest expenditures and environmental considerations.

Woodland areas cover approximately 10% of the planning area and can meet both the commercial and non-commercial demand for firewood, posts and Christmas trees. Harvest of woodland products can have either a beneficial or adverse affect on other resources depending on the manner in which it is undertaken. Restrictions on cutting areas outlined in the recommendation above will minimize the possibility of adversely affecting recreation, soils, watershed, wildlife, cultural and visual resources. The EA on commercial sales is required by the

Department Manual (516 DM 6, Appendix 5, as published in the Federal Register Vol. 46:15, p. 7495, Jan. 23, 1981).

SOCIOECONOMIC - This action would have a positive impact on the socioeconomic sector. Authorizing commercial cut areas for woodland products would provide the general public the opportunity to increase their personal income. This would apply even though demand for commercial harvest areas is practically non-existent. If population in the area increases from energy development projects, the demand could change significantly. A forestry management program will assure the protection of other resource values while providing woodland products for public use.

ALTERNATIVE 1 (No Action)

Take no action to create and implement a forest management program in the planning area.

MULTIPLE USE ANALYSIS

If a forest management program is not adopted for the planning area, those benefits described under the multiple use analysis for the recommendation (F-1.1) would probably not occur. Conflicts with other resource values could result without the knowledge of the land manager, and in some cases, significant damage could occur (e.g., new roads being created in areas where no roads should be allowed, timber being cut in areas that should be off limits, etc.).

Lack of a forest management plan could result in significant adverse impacts to other resources and would not provide the public with defined areas for removal of woodland products.

Bristlecone pine is known to exist in several isolated locations on Mt. Ellen and Mt. Hillers. Studies have indicated that these trees are up to 1,500 years old and are of scientific interest.

SUPPORT NEEDS

-Surface protection specialist
-Monitoring program for commercial harvest
-Develop maps showing non-commercial harvest areas by the end of FY 1982

MULTIPLE USE ANALYSIS

RANGE - This action would present no significant conflicts to the range program. Authorizing woodland products to be harvested under controlled removal procedures will assure a minimal impact to range resources and will help prevent the potential for closed woodland communities.

WATERSHED - This action would not significantly impact watershed. Allowing some commercial harvest of woodland products could have a net beneficial effect if it were managed properly. It is possible to harvest woodland materials in such a manner that the watershed could be improved through type conversion of pinyon-juniper to grass-shrub. At this time interest in this type of harvest is low, but in the not so distant future it is possible for the demand for wood as a fuel to increase. If this occurs, commercial harvest of woodland products would be a possible management tool for watershed improvement.

WILDLIFE - Allowing no commercial sales of timber would preserve the existing wildlife environment in the limited timber areas. Authorizing commercial harvest of woodland (pinyon-juniper) areas would have a beneficial impact to wildlife and their habitat if the harvesting is done on a controlled basis. Commercial cutting would increase browse and perhaps forb production by "opening up" closed stands. This resulting vegetative diversification would enhance all wildlife species. Precautions must be taken to assure that adequate cover is maintained for wildlife use as called for in the recommendation.

RECREATION - This action would have a positive impact to visual and recreation resources. Most locations where timber species are found have high recreation values, such as developed campsites (e.g., Lonesome Beaver), undeveloped campsites (e.g., Turkey Haven) and numerous dispersed camping areas. Timber locations also coincide with VRM Class II areas which have many miles of recreation roads (e.g., through Sawmill Basin to Wickiup and Bull Creek Pass). This recommendation would preserve recreation values in sensitive areas.

Woodland areas also occur in areas with high scenic values (e.g., Stanton Pass, or, east of Mt. Pennell) and/or recreation values (e.g., McMillan Springs). However, woodland areas are also found in less sensitive areas such as Thompson Mesa and Tarantula Mesa. The management guidelines for woodland harvest areas will mitigate any adverse affects to recreation and visual resources.

MULTIPLE USE RECOMMENDATION F-1.1

Accept the specialist recommendation as written.

RATIONALE

The need for developing a forest management policy was adequately shown in the objective and recommendation. The multiple use analysis identified favorable benefits to range, recreation, wildlife and socioeconomics. No adverse effects from this recommendation were identified.

The recommendation received support from the District Multiple Use Advisory Council, and of the 40 responses received from the public, support for no commercial timber or bristlecone pine harvest was strong.

The recommendation as written gives the needed guidance to manage the HMPA forestry resource, minimizes adverse impacts to other resources, and is flexible enough to allow for some variations in response to possible changes in the public's demand for wood products.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION F-1.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationale for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Forest Products/Fire Mgmt
Objective Number	F-2

ISSUE

Full fire suppression is not always the most economical or beneficial method of managing wild fires. Which public lands would benefit from a modified fire suppression program?

OBJECTIVE

Modify the full suppression fire management program for the Henry Mountain Planning area.

RATIONALE

Present management requires full suppression action on all fires. Fire management areas should be initiated to minimize fire suppression efforts on certain identified blocks of land that would have moderate to no impacts on the resources present. The establishment of fire management units would require less suppression expenditure and an identification of parameters within which fires would be allowed to burn themselves out or burn to suppression action.

Expected results from a modified fire program would include:

1. The use of fire, either managed wildfire or prescribed fire to create vegetative changes and reduce accumulated fuel loads.

2. Reduced cost of fire suppression in areas of low resource values.

3. Reduced cost of fire suppression in areas of poor or limited accessibility to ground tankers and hand crews.

4. Reduced suppression costs in areas that may be planned for prescribed burns. This would eliminate, in a large part, funds expended to suppress fires where funds are being programmed for starting fires in the same location.

RECOMMENDATION F-2.1

Implement a limited fire suppression program which will continue to assure resource protection for all users. See attached map for full and limited fire suppression area.

RATIONALE

Areas identified for modified suppression have historically had a low fire occurrance with small acreage loss. The wide interspaces with little or no ground fuel prevent the fires from spreading into large acreage situations. Many of the lightning fires are accompanied by high-intensity localized thundershowers that usually extinguish the ignitions.

Areas of poor or no access usually have large expanses of natural barriers which will limit fire size. These areas are out of sight of the planning area's population centers and fire scars would, for the most part, not be visible from most major thoroughfares.

Limited fire suppression management areas will have identified parameters within which fires should be allowed to burn themselves out or burn to suppression action. These parameters will be prescriptions for each unit and will consider weather factors (temperature, wind speed, velocity, fuel moisture, relative humidity, etc.) property ownership, terrain, land use, smoke loading and fire behavior. Used with current situation monitoring, these parameters will allow the Bureau to reintroduce fire into the ecosystem on a pre-planned and prescribed basis.

Each fire reported to the Richfield Interagency Dispatch Office will be analyzed to see if its present and predicted behavior on an identified block or unit will fit the established parameters (prescription) for that unit. If so, the fire will be monitored by the fire management organization until it expires on its own or exceeds the prescription. At that time, the fire will be extinguished or "herded" back into prescription, depending on the fire behavior, land ownership, and weather for the fire location.

The private lands in the Henry Mountain Planning Area are theoretically protected by the State of Utah Forestry and Fire Control, (UF&FC) but as there are no UF&FC crews or equipment in eastern Wayne County, BLM has suppressed fires on private land on the mountains proper and upon request aids the Hanksville Volunteer Fire Department on areas along the Fremont River.

Upon receiving notification of a fire on these private lands, BLM advises the UF&FC and they will, in most instances, request BLM crews to take action. The same procedure is followed for fires on state lands located on the Henry Mountains.

Authority to act in behalf of the State of Utah is found in the Fire Control Cooperative Agreement between BLM and the State of Utah, dated September 19, 1978 and formally signed in May of 1979.

SUPPORT NEEDS

See attached Fire Management Area Fire Classification Report.

MULTIPLE USE ANALYSIS

FOREST - This action would have no significant short-term impact on the forest resources. Although potentially harvestable timber could be destroyed, demand for forest products is very low and the supply is more than adequate to meet expected needs for the forseeable future. There would be a long-term beneficial impact to forest products. Most of the timber and woodland areas are old growth, overmature stands with very low growth rates. Fire would create younger, more vigorous stands and also remove dead and down timber which presents a hazard for either large uncontrolled fires or for harboring large concentrations of undesireable insects.

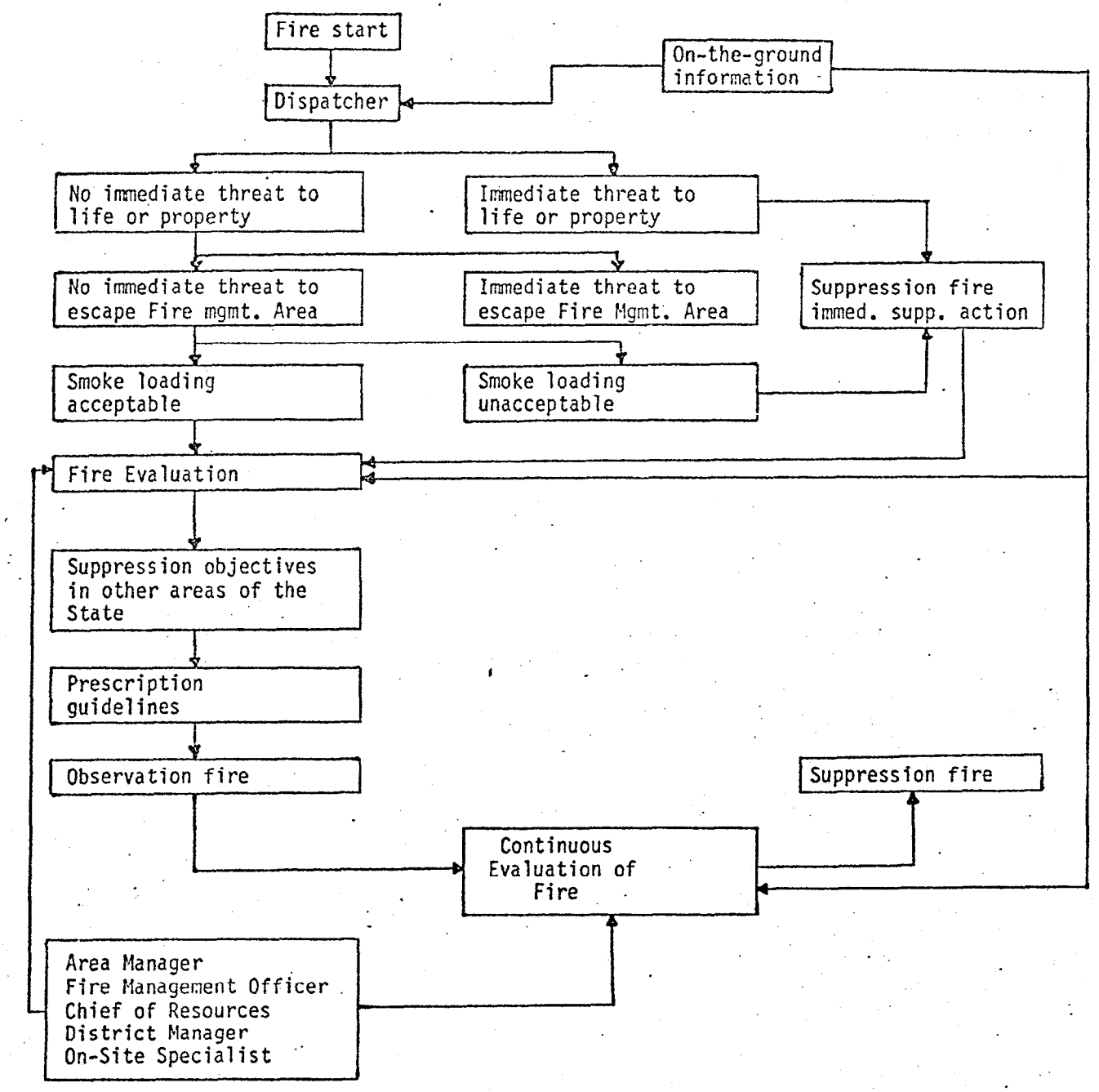
RANGE - This action would have a short term negative impact to range resources in terms of forage production as well as livestock grazing. During the year the burn occurs and the year following, less forage would be available for livestock use. Grazing would also be restricted on the burned area until the vegetation recovered. Depending on the severity of the burn, reseeding could be required and would necessitate the exclusion of livestock grazing for at least two years.

In the long term, impacts could range from negligible to significant depending on the location and the feasibility for revegetation of the area. In a pinyon-juniper stand that would be reseeded, a positive benefit would result from the increased forage production. However, if poor rocky soils were involved or a grass shrub on high points and slopes with shallow soils were burned, the benefit would be minimal.

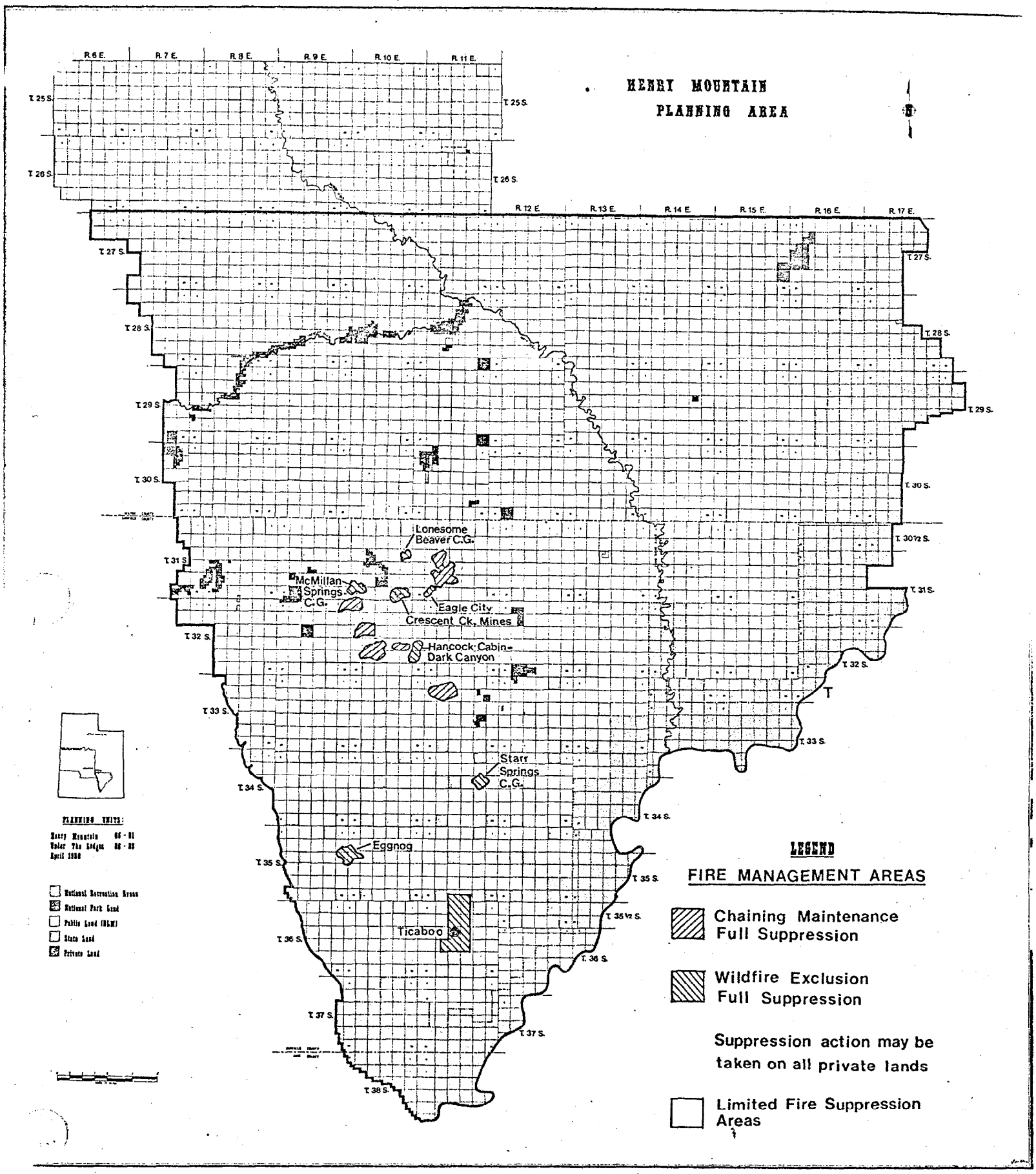
WATERSHED - A modified program could have both positive and negative impacts to watershed resources. The degree and type of impact would depend on the fuel load, intensity of the burn, soil type, steepness of the slope, season of the burn and vegetative type. Fire removes both live and dead vegetative cover and exposes soils to the erosive forces of wind and water. Runoff over denuded slopes can degrade water quality by increasing turbidity, changing chemical content, and increasing sediment yield. Soils can be degraded by increased erosion from exposure or by becoming water repellent when exposed to very intense burns. Soil nutrients can be lost through surface runoff or leaching into the subsoil. The waterholding capacity of the soil can be seriously impaired.

FIRE MANAGEMENT AREA

FIRE CLASSIFICATION REPORT



-Follow up rehabilitation study
-Environmental Assessment on proposed rehabilitation


HENRY MOUNTAIN
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Lonesome Beaver C.G.
McMillan Springs C.G.
Eagle City
Crescent Ck. Mines
Hancock Cabin-Dark Canyon
Starr Springs C.G.
Eggnog
Ticaboo
PLANNING UNITS:
Henry Mountain 06 - 01
Vaker The Sedges 06 - 03
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land
LEGEND
FIRE MANAGEMENT AREAS
Chaining Maintenance
Full Suppression
Wildfire Exclusion
Full Suppression
Suppression action may be taken on all private lands
Limited Fire Suppression Areas

The beneficial impacts from fire could include a change from a pinyon-juniper type to a grass shrub type. This change in type could reduce sediment yield and improve water quality. Fire could be expected to produce a better vegetative cover if the right conditions exist.

WILDLIFE - A modified fire suppression program would allow an overall increase in the number and size of fires in the planning area. The impacts from such a program on wildlife could vary from an insignificant negative in the short run to a significant positive in the long run. Generally a negative impact would occur immediately following a fire because of the temporary removal of cover and forage. The impacts would become positive with the re-establishment of more productive vegetation. The modified fire suppression program would help increase wildlife habitat productivity and diversity in all vegetation types, especially pinyon-juniper stands on the Henry Mountains. Productive seedings with a high percentage of fire sensitive browse, spruce-fir, and ponderosa pine which are limited in the planning area should receive full fire suppression for the benefit of wildlife.

RECREATION - A modified fire program would have a negative impact to recreation on a short-term basis as a result of diminished air quality while the fire burned and reduced aesthetics in the burned areas if they could be viewed from roads. There would be a long-term positive impact because of the increased vegetational variety and in some cases improved wildlife habitat which would enhance recreational opportunities for wildlife observation.

SOCIOECONOMIC - Infrastructure would probably be positively impacted as the need for fire fighters and their support units would be reduced. Vegetative short-term socioeconomic impacts could result because some potential wood harvest areas could be eliminated. This impact would be temporary until regrowth has been accomplished.

ALTERNATIVE 1 (No Action)

Continue with the existing full fire suppression program for the Henry Mountain Planning Area.

MULTIPLE USE ANALYSIS

FOREST - This alternative would have a negative impact because there would be a substantial degradation of the quality of forest products through time. Most of the timber areas are overly mature old growth stands with very slow growth rates and substantial deadfall. Continued accumulation of dead material (not removed by fire) will lead to increased risks for larger, more destructive fires or insect outbreaks. Growth rates and the quality and quantity of timber will continue to be repressed.

RANGE - Impacts from a full fire suppression program would be the opposite of those described under the multiple use analysis for the recommendation (F-2.1). Benefits that could be gained from the modified suppression program would be limited on how much range was burned before the fire was brought under control and the season the burn occurred.

WATERSHED - Full fire suppression would help prevent the removal of vegetation cover, thereby reducing the exposure of soil to wind and rain erosion. However management would lose a valuable tool which could have been used to enhance the density of cover to protect the soils.

WILDLIFE - Full fire suppression could have a significant long-term adverse effect on wildlife and habitat. Full fire suppression would be instrumental in maintaining and promoting the reestablishment of closed stands of pinyon-juniper. The pinyon-juniper and sagebrush types occupy range sites which could produce better forage. This limits the quality and quantity of habitat for most species of wildlife including big game. More seriously, it contributes to over-use and degradation of existing habitat.

RECREATION This alternative would have negative impact to recreational values because of reduced vegetational variety. This limits wildlife habitat and is not conducive to a diverse wildlife population which is needed to enhance sightseeing, hunting and other recreational values.

SOCIOECONOMIC - This alternative eliminates the economic savings which could be realized if all fires were not fought with a full contingent of fire fighters. The expected results described in the rationale for the objective (F-2) would not be realized.

MULTIPLE USE RECOMMENDATION F-2.1

Accept the specialist recommendation as written.

RATIONALE

Overall, this recommendation will result in a financial savings to the public by reducing suppression costs and will provide long-term benefits to range, forestry, wildlife, and recreation. The multiple-use analysis indicated several short term adverse consequences which can be mitigated by the follow-up studies outlined in the support needs.

The limited fire suppression plan was endorsed by the Advisory Council and received more public support than any other alternative in this MFP.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION F-2.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

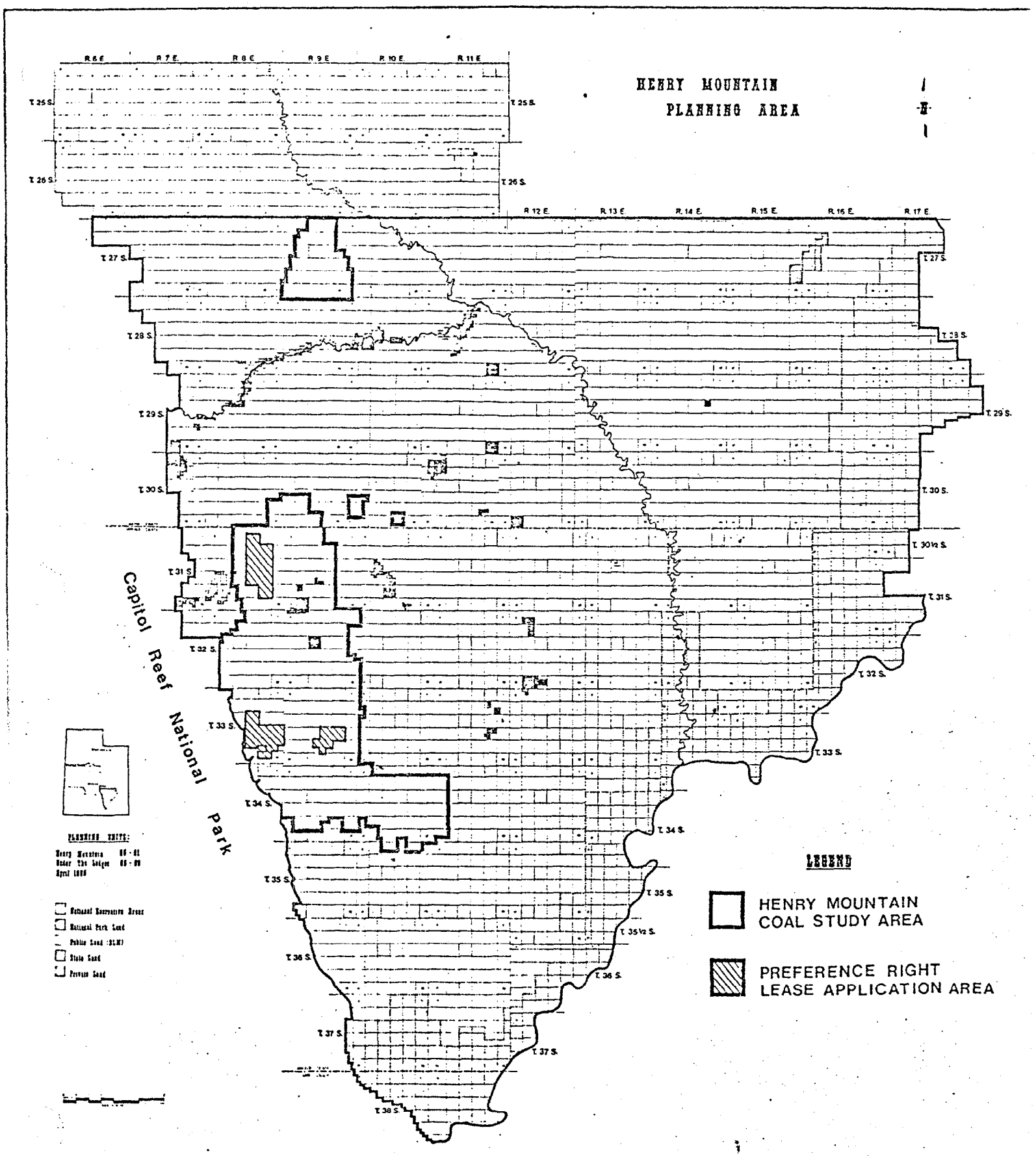
HENRY MOUNTAIN COAL UNSUITABILITY REPORT

Bureau of Land Management

Richfield District Office

Richfield, Utah 84701

February 1982


HENRY MOUNTAIN
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Capitol Reef National Park
LEGEND
HENRY MOUNTAIN COAL STUDY AREA
PREFERENCE RIGHT LEASE APPLICATION AREA

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IN REPLY REFER TO

1601.7
HMRA-H

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Richfield District Office
150 East 900 North
Richfield, Utah 84701

February 10, 1982

Dear Interested Citizen:

Enclosed is a copy of the final Coal Unsuitability Study for 143,000 acres of public land in the Henry Mountain area of Wayne and Garfield Counties. The study has been conducted in conjunction with our land-use planning process for the Henry Mountain Planning Area.

In preparing this Study, we have evaluated conflicts between coal mining and other resources through a federally required process referred to as "application of the coal unsuitability criteria". This study also contains an analysis of the effects of coal strip mining on other public land resources not specifically mentioned in the unsuitability criteria.

We appreciate the efforts of the agencies, organizations, and individuals who provided comments on the draft Study. A summary of the public comments and our responses to them is enclosed.

The decisions on the final Coal Unsuitability Study will be incorporated with other land use decisions for the Henry Mountain Planning Area in a brochure to be available to the public in April. At that time, an environmental assessment will be prepared on Meadowlark Farms' mine plan proposal for their preference right lease applications. The draft EA will be submitted to the public for comment in late September, 1982.

In early 1984, BLM will call for expressions of interest on all lands previously found suitable for leasing in the Uinta-Southwest Utah Coal Region. This includes those lands found suitable in the Henry Mountain Coal Study Area. A regional environmental impact statement will be completed on all tracts that are nominated for leasing. A subsequent lease sale is scheduled for late 1985.

Please contact our office if you would like more information about the Coal Unsuitability Study or other activities in the Richfield District.

Sincerely,

Associate District Manager

Enclosure: As stated.

1977. The only other employment sector to significantly increase was government jobs. There has been a 616-percent increase in government employment since 1950.

Even though per capita income for Garfield County has been increasing, more than 67 percent of the 823 families inhabiting the county in 1970 had annual incomes below $9,000. Almost 38 percent had incomes below $6,000. This leaves Garfield's per capita income substantially below that for the State of Utah.

Wayne County is essentially in the same situation as Garfield County in terms of personal income. The government sector, which has been decreasing since 1970, still provides more than 22 percent of the total personal income for the county. Agriculture, property income, and transfer payments make up an additional 40 percent.

The following conclusions are evident from the above analysis:

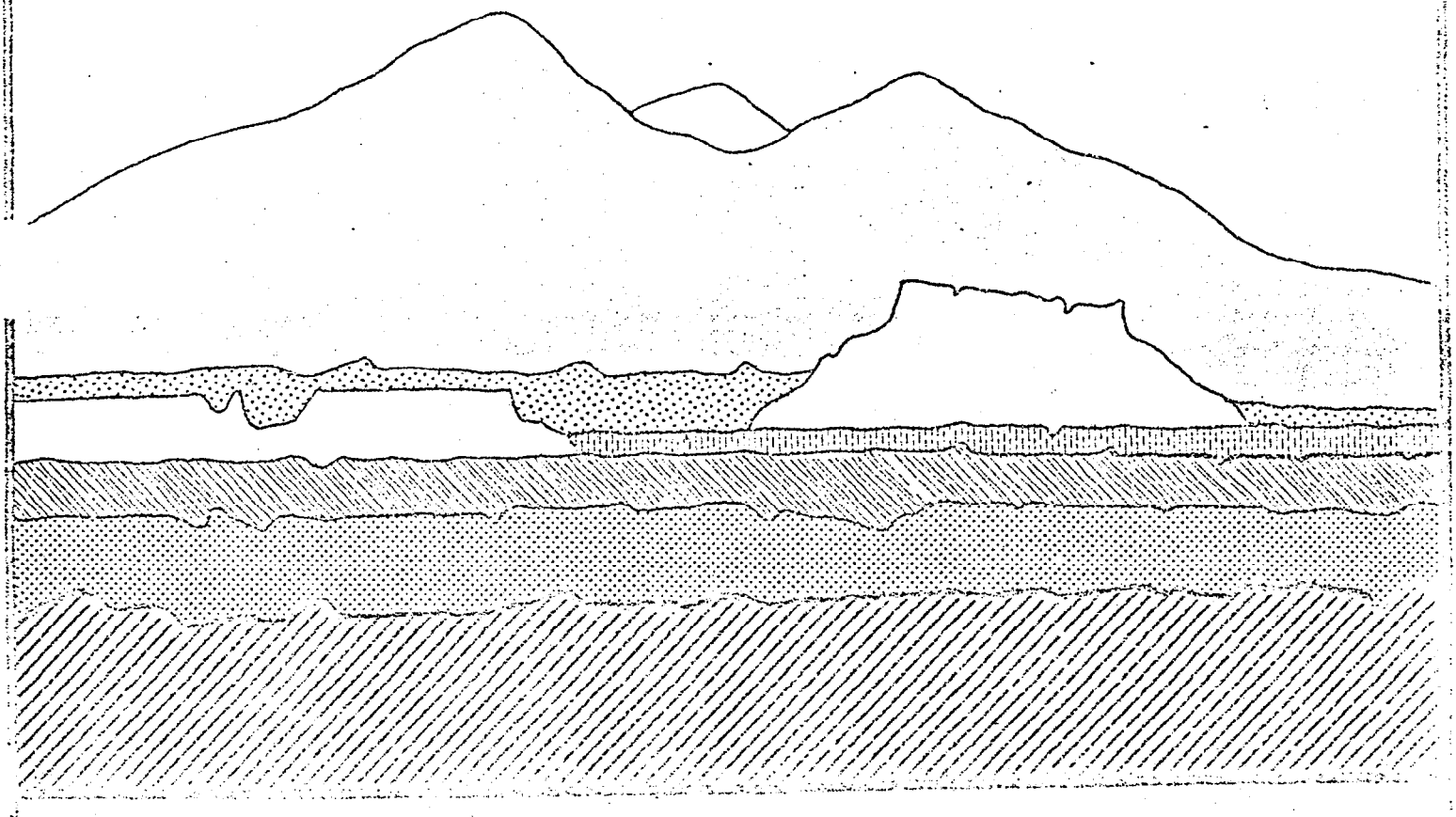
1. Garfield County has a relatively good mix of industries (industries here meaning farming and non-agricultural sectors) but is still plagued with high unemployment rates. The economy in Wayne County is based primarily upon the agricultural and government sectors. The lack of a good diversified trade sector is attributed to both a small population which cannot sustain various services and the low per capita income associated with the county.

2. Garfield County has consistently had higher unemployment rates than the State as a whole. Fluctuating employment conditions have caused out-migrations and low per capita incomes when compared to the State average. Wayne County has low unemployment rates, but this is probably the result of a low total population and the total number of households that possess their own farm/ranch operations. Many operators supplement their farm incomes by taking temporary jobs in other employment sectors.

3. Growth in various degrees is expected in the future for both Wayne and Garfield Counties. Most of this growth will be from energy-related businesses which will stimulate more opportunities in the government, trade, and service sectors. Garfield County's biggest expansion potential lies with new power generation facilities. Wayne County's greatest growth potential is expected to be realized in the mining sector.

4. The economic impacts caused by any BLM policy changes could be positively or negatively significant because of the existing economic base and the limited tax revenues available to both counties. Energy-related activities could put undue stress on the counties and/or their communities in terms of providing adequate services to meet any increased demand.

HENRY MOUNTAIN COAL STUDY



Department of the Interior
Bureau of Land Management
Richfield District

February, 1982

COAL MINING INDUSTRY

Coal production in the United States has increased from approximately 560 million tons in 1971 to an estimated 830 million tons in 1980. Major users of coal resources include utilities, which consume more than 50 percent of the coal mined in the United States; the steel and industrial sectors which use about 30 percent; and the remaining coal output goes to retail, exports and inventory (Coal Age, February, 1981).

Under the Reagan Administration, the coal mining industry is expected to see better times through regulatory reform and a return of regulatory responsibility to the individual states. Whether this is going to result in increased coal production through the development of new coal fields will depend on market demand and the regulatory requirements of individual states in filling any vacuums created by scaling down Federal authority.

The National Coal Association (NCA) predicts that 595 million tons of coal will be consumed for electrical power generation in 1981. This is an estimated 5.6 percent increase over 1980 utility consumption. The 1981 overall increase in coal production from 1980 is only expected to be about a 1.7 percent rise (14 million tons). NCA predicted coal production in the East to hold steady at the 582 million ton 1980 level, while growth in the West is projected to go up 5.6 percent to 262 million tons in 1981. This reflects a slowdown in the former rapidly growing production area.

Coal production among states shows Utah producing 11.7 million tons for 1980, making Utah 15th out of a total of 26 coal-producing states. All of Utah's coal is presently produced by subsurface mining methods. Of this total, 7.6 million tons or 47 percent is mined from public lands.

Utah Economic and Business Review (UEBR), Volume 40, No. 9, September, 1980, questioned whether or not the demand for Utah coal by the end of this decade will reach even the lower rates of the most recently reported capacity projections. This forecast was based on seven factors which weigh heavily on any increased coal production in Utah. These factors included projected coal-fired electricity generation, projected industrial boiler conversion, transportation costs, non-traditional demand (pipeline gas and liquefaction for refining stock), elasticity of supply of substitute Wyoming and New Mexico coal, pacific rim export market for steam coal and demand for Utah metallurgical coal.

Taking all these factors into account, the UEBR concluded that a rapid expansion in Utah's coal production was highly unlikely during the 1980s. UEBR felt this was unfortunate for the Utah mining industry because current production capacity now exceeds market demand. The analysis showed that widespread development of existing and new Federal leases in Utah would probably not materialize because of low expectations for market expansion in the 1980s and the speculative nature of future electrical generating plants being proposed for Utah.

The Henry Mountain coal field has as good a quality of coal as any of the other coal fields in the State. Sulfur content and BTU/LB for this coal makes it desirable for electrical generation in power plants. As Table 11 shows, recoverable reserves for the Henry Mountain coal field are considerably less

TABLE 11

Utah Coal Supply Analysis

Coal Field	Original Estimated Reserves (Short Tons)	Coal Quality
Kaiparowits Plateau	Total-15.2 billion Mineable - 3.6 billion Underground mining	0.87% sulfur 11,712 BTU/LB
Alton	Total - 2.0 billion Mineable - 1.0 billion Strippable - 200 million Underground - remainder	1.3% sulfur 10,772 BTU/LB
Kolab	Total - 2.0 billion Mineable - 700 Million Underground mining	2.2 - 5.7% sulfer 10,400 BTU/LB
Wasatch Plateau	Total - 13 billion Mineable - 3.0 billion Underground mining	0.3 - 0.6% sulfur 9,640 - 12,080 BTU/LB
Book Cliffs	Total - 6 billion Mineable - 1.6 billion Underground Mining	0.3 - 0.9% sulfur 11,910 - 13,490 BTU/LB
Henry Mountains	Total - 900 Million Mineable - 230.9 million Underground Mining Portion strippable	0.87 - 2.7% sulfur 11,500 BTU/LB
Henry Mountain PRLA	Total - 101 million Mineable - 91 million* Strippable	0.92% sulfur 10,019 BTU/LB

Source: Doelling, Helmut H. Eastern and Northern, Central and Southwestern Utah Coal Fields, Utah Geological and Mineral Survey, Monograph Series No's. 1, 2, and 3, 1972.

*This figure represents a U.S.G.S. estimation based on updated drill data.

than the other coal fields, but a portion of the reserves can be recovered by strip mining techniques.

The main drawbacks to mining and marketing the coal in the Henry Mountain coal field is its distance from the market place and the availability of cheaper coal from New Mexico and Wyoming. If demand for coal grows, both factors could be negated through higher prices offered for the recovered coal. Most of the coal that would be mined from the Henry Mountain coal field would probably be transported to the community of Green River approximately 75 to 100 miles away for distribution to other areas. Transporting this coal to Green River will be a major cost which will have to be overcome before the coal can be profitably mined.

Of the 143,800 acres in the Henry Mountain coal study area, approximately 19,255 acres (13 percent of the area) were found to be unsuitable for surface coal mining operations. Although the strippable reserves on these 19,255 acres cannot be recovered, deep reserves could still be mined by subsurface mining techniques as long as there were no surface disturbing activities or surface occupancy during critical seasons of use by wildlife.

The economic feasibility of mining the coal and market demand will be the final determining factor of whether coal production occurs in the coal study area. Therefore, strip mining opportunities foregone by the unsuitability designation could be negated by subsurface mining operations if economic returns justify the investment and underground mining is possible. All other lands in the study area can be stripped or deep mined, depending on the thickness of overburden.

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As the Nation's principal conservation agency, the Department of the Interior has basic responsibility for water, fish, wildlife, minerals, land, park, and recreational resources. Indian and Territorial affairs are other major concerns of America's "Department of Natural Resources".

The Department works to assure the wisest choice in managing all our resources so each will make its full contribution to a better United States—now and in the future.

HENRY MOUNTAIN COAL UNSUITABILITY STUDY

Comments and Responses

February 5, 1982

The Richfield District, Bureau of Land Management, received 25 written public comments on the draft Henry Mountain Coal Unsuitability Study. The sources of the written comments are:

Federal government agencies	6 comments
State (Utah) elected officials	2 comments
Local elected officials (Wayne & Garfield Counties)	1 comment
Local government agencies	1 comment
Industry	1 comment
Conservation organizations	9 comments
Other organizations	1 comments
Local citizens (Wayne and Garfield Counties)	1 comment
Other Utah citizens	2 comments
Out-of-state citizens	1 comment

Attached is a summary of the public comments. Since many commentors addressed similar issues, comments were grouped and are listed as No. 1 through 27. BLM's response follows each comment.

HENRY MOUNTAIN COAL UNSUITABILITY STUDY

Comments and Responses

1. Application of the criteria should extend beyond the boundary of the study area on adjacent lands and resources that could be affected (e.g., water quality at Lake Powell could be impacted by strip mining activities adjacent to drainages into Lake Powell).

Response:

The 43 CFR 3400 Regulations state that the unsuitability criteria are to be applied to the high and moderate development potential areas within existing Known Recoverable Coal Resource Areas (KRCRAs). Because of the lack of drill data in the Henry Mountain coal field, very little acreage was known to have high or moderate development potential. Also, state lands are currently under lease in the coal field and three Preference Right Lease Applications exist for portions of the field. As a result of these factors, BLM decided that the study area should include all areas underlain by strippable coal and all areas where economic coal may exist. As a result, the coal study boundary was expanded to 143,000 acres. Those public lands lying outside the coal study area are not considered to have commercially developable coal deposits and are not included in the analysis.

The 20 unsuitability criteria, as defined in 43 CFR 3461, relate to specific on-site resource values that would be impacted or lost if surface coal mining were allowed. Thus, application of the criteria identifies areas that are unsuitable for all or certain stipulated methods of coal mining because of the existence of other on-site resource values. The unsuitability criteria are not intended to address off-site impacts; these impacts will be addressed and mitigated during the tract delineation process, the leasing process, and the mine plan approval process.

See question 4 for additional environmental analysis consideration.

2. The BLM summary document does not point out that the coal study area shares most of its western boundary with Capitol Reef National Park (CRNP). Lands in the study area are visible in varying degrees from at least four areas along major arterial roads in the CRNP. Two viewpoints are developed and two are scheduled for future development. The visual impact of coal mining on the park visitor's experience and the long term visual impact of the reclaimed land need to be addressed in the unsuitability determination.

Response:

The unsuitability analysis deals only with the application of the 20 unsuitability criteria on those lands which meet minimum standards for recoverable coal deposits in accordance with acceptable mining practices

(i.e. the coal study area). Park lands with mineable coal have been excluded from future leasing consideration and are therefore not addressed in the coal unsuitability study.

The coal unsuitability study only determines which lands within the coal study area (lands with potential for coal development) are suitable for all or stipulated methods of coal mining.

An environmental analysis will be conducted at the tract delineation phase, the leasing phase and the mine plan proposal phase. Impacts to Park Service lands will be addressed during these two phases.

3. There is a concern about how strip mining will alter the air quality directly above the mines and in adjacent Class I and Class II areas.

Response:

Air quality has been identified as a negative impact in the multiple use analysis section of the final unsuitability study. In addition, an environmental analysis will be conducted when a mining plan proposal is received. At that time, the mining company's reclamation plan will be analyzed to determine if mitigating measures are adequate to prevent the degradation of air quality below the allowable level. Authorization to begin mining operations will not be given until all environmental concerns have been adequately addressed to the satisfaction of both USGS and BLM in accordance with applicable State and Federal laws and regulations.

4. A thorough EIS is necessary to supplement the coal unsuitability findings.

Response:

An environmental analysis will be conducted at the tract delineation phase, the leasing phase and the mine plan proposal phase.

5. Ranchers' grazing allotments (privileges) must be considered as a conflict under Criterion #2.

Response:

Criterion #2 states that "Federal lands that are within rights-of-ways or easements or within surface leases for residential, commercial, industrial, or other public purposes, or for agricultural crop production on Federally owned surface shall be considered unsuitable."

Grazing leases are not considered as rights-of-way, easements or leases issued for residential, commercial or industrial purposes. Leases issued for public purposes are leases which benefit the general public and not an individual. Such leases generally pertain to the use of public lands for cemetaries, waste disposal sites, parks, etc. where communities are the benefitting entities. Leases issued for grazing are to individuals who

use public lands for their own benefit. Such use is not consistent with the intended definition of public purpose and therefore does not warrant an unsuitability designation.

Leases issued for agricultural crop production pertain to those public lands used to produce a cash crop. Grazing livestock on public lands does not qualify under this definition and therefore does not meet the intent of this lease category.

Impacts from surface mining operations on rangeland resources have been addressed under the multiple use analysis section of the final coal unsuitability study. Mitigating measures for rangeland resources will be required in the mining plan before authorization is given to begin mining operations.

6. Appealed wilderness inventory units should not be noted as suitable for strip mining because they may be reinstated as Wilderness Study Areas.

Response:

Under Criterion 4 in the unsuitability study, the appeal areas have been recognized and a condition stated that "while these areas are under appeal, they will be managed so as not to impair their suitability and to prevent unnecessary or undue degradation to the lands (FLPMA, Sec. 603 (c))."

However, areas under preference right lease application which lie within WSAs or areas under appeal may not be declared unsuitable because they have status as valid existing rights. An additional qualification was inserted to clarify the status of these Preference Right Lease Applications (PRLA). Section 701 (a) of FLPMA states "nothing in this Act, or in any amendment made by this act, shall be construed as terminating any valid lease, permit, patent, right-of-way, or other land use right or authorization existing on the date of approval of this act."

Section 701 (h) of FLPMA also states that "All actions by the Secretary concerned under this Act shall be subject to valid existing rights."

See question 7 for full discussion on status of PRLAs.

7. Preference right lease applications should be excluded from the application of the coal unsuitability criteria for Wilderness Study Areas.

Response:

As a result of a lawsuit, NRDC V. Berklund, 458 F. Supp. 925 (1978), the United States District Court for the District of Columbia held that the Secretary of the Interior does not have discretion to reject preference right lease applications where coal has been found in commercial quantities.

In addition, a solicitor's opinion dated October 5, 1981, and entitled The BLM Wilderness Review and Valid Existing Rights recognized the "valid existing rights" status of PRLAs subject to the statutory test for lease

issuance and concluded that "If such rights were created prior to the enactment of FLPMA, they limit the congressionally imposed nonimpairment standard. Although the nonimpairment standard remains the norm, valid existing rights that include the right to develop may not be regulated to the point where the regulation unreasonably interferes with enjoyment of the benefit of the right."

The opinion continues with a clarification of a right to develop versus impairment by stating: "When it is determined that the rights conveyed can be enjoyed only through activities that will permanently impair an area's suitability for preservation as wilderness, the activities are to be regulated to prevent unnecessary and undue degradation or to afford environmental protection."

Therefore, those portions of the PRLA in the WSA will not be found unsuitable for surface mining operations based on the conditions of coal unsuitability Criterion 4.

8. It is questionable that no public lands within the coal study area were Visual Resource Management Class I.

Response:

BLM's VRM Class I is a classification that by definition applies only to specially designated management areas such as Primitive Areas, Wilderness Areas, and Outstanding Natural Areas. No such special designations currently exist in the coal study area. All VRM designations as found in the coal study area were made using established BLM methodology.

9. A provision should be added to Criterion 5 to note that if the WSA's are designated wilderness, they would receive Class I VRM Designation and would be designated as unsuitable.

Response:

While it is true that VRM Class I would apply to areas designated by Congress for wilderness preservation, it must be noted that (a) VRM classes are goals or standards which, in some cases, are not met and, (b) the BLM Wilderness Management Policy is the primary management tool for determining what activities will be allowed in designated wilderness areas. This policy allows mineral development where there are valid existing rights and, in some cases, this development can impair wilderness values. Therefore, a VRM Class I designation by itself is insufficient reason to declare an area unsuitable for surface mining and/or leasing.

See question 7 for full discussion on "valid existing rights".

10. The 700 acre buffer zone of the Susans Rockshelter seems inadequate to protect the shelter from the indirect effects that will result from opening and publicizing the area. It also seems from previous studies that further research needs to be conducted. Has this research been done?

Response:

The 700 acre buffer zone was determined through consultation between the BLM and the State Division of History. Based on the location of the site and the surrounding rugged terrain, indirect impacts from mining operations such as truck traffic and earth moving equipment would not cause any degration to the site itself. If it is determined the buffer zone is not large enough to adequately protect the archaeological site after mining operations begin, additional adjustments will be made. Protection will be provided for the site. It has also been recommended that the site be excavated.

The intent of the buffer zone is to protect the site from direct and indirect effects of mining operations but buffer zones, no matter how large, cannot stop an individual who is intent on vandalizing an archaeological site. Site protection from vandals is dependent on State and Federal criminal laws and the reporting of such acts by concerned citizens.

An additional Class II sample inventory has been done over the last three years on three different potential coal leasing areas in southern Utah. A 10 percent sample was conducted on the Kaiparowits, the Dixie-Escalante and the Henry Mountains coal study area. Results of the inventory showed the Henry Mountain coal study area as having the lowest site density of the three regions. Most of the sites found were limited activity sites (i.e., campsites, chipping sites, etc.). This study should be available in March or April of 1982.

11. Recent studies on and around CRNP, Bryce Canyon NP, and Glen Canyon National Recreation Area have located several threatened and endangered species which could be found in the coal study area.

Response:

BLM consulted with the U.S. Fish and Wildlife Service and requested information about threatened and endangered plant or animal species in the Henry Mountain coal study area. No threatened or endangered species were identified.

In addition, BLM conducted a literature search and contacted Dr. Stanley Welsh and staff of Brigham Young University. The only endangered species which could be identified in the vicinity of the coal study area was the Sclerocactus wrightiae (Wright's fish hook cactus). This species was documented on North Caineville Mesa south of the proposed lease area. There was another sighting two miles south east of Factory Butte, possibly within T. 27 S., R. 9 E. Section 36 of the potential lease area or Section 1 southeast of the potential lease area.

As stated in the unsuitability study, a site-specific inventory will be conducted to determine the existence of any T&E plants or animals prior to authorization for coal development. It is also stated that BLM will consult with the U.S. Fish and Wildlife Service for review of mining and reclamation plans to insure the requirements of 30 CFR 779 concerning environmental resources.

12. BLM should consider the relocation of eagle nests as provided for in 30 CFR 3461.1(k)(2) as an alternative to declaring these areas unsuitable.

Response:

This question was submitted to the U.S. Fish and Wildlife Service for clarification and the following response was received:

The Fish and Wildlife Service's (FWS) understanding of the procedures for the application of the unsuitability criteria is that all criteria are first applied without exception or exemption. The surface management agency's authorized officer has the discretion then of reevaluating areas found unsuitable by considering exceptions or exemptions. This process provides a continual opportunity to weigh the possible impacts on the various resources that may exist on potential coal tracts and select those areas with the fewest conflicts.

Our recommendations for buffer zones under Criterion 11 were made because a need exists in the planning process to identify these potential conflict areas. These buffers were established under procedures and definitions covered by the BLM and FWS guidelines. We currently lack good historical data on use, alternate nest sites, important foraging areas, and an evaluation of line-of-sight to potential impact areas. To apply any of the exceptions, we require additional data obtainable by a site specific review. Additionally, we understand that land exchanges may be considered for some of the areas in question.

It does not appear that the nature and extent of conflicts have been adequately identified. Applying any exception or exemption is inappropriate at this time due to these procedural and biological reasons.

Currently, exception (ii) of Criterion 11 is not applicable. Regulations to permit the taking of eagle nests under the amended "Eagle Protection Act" are not yet approved. Also it was not the intent of the modifications to the "Act" or the ensuing regulations to allow across-the-board "taking" of nests when conflicts with energy development occur. Instead a site-by-site review of the conflict and options should be undertaken to identify ways to avoid or mitigate the impacts. The situation Amax referred to in Wyoming was part of a FWS/Amax research effort that was addressed under the Eagle Protection Act and FWS regulations, but not the unsuitability criteria or their exceptions. It is premature at this point to evaluate the success of these efforts.

It is our recommendation that consideration of the application of any exception to Criterion 11 be deferred until the subject nest sites have been adequately studied, actual conflicts identified, and the needs to mine and methods for mining of adjacent areas are better defined.

13. BLM's interpretation of Criterion 12 neglects to consider rocks and landforms that migratory and wintering birds in this area would be more likely to use than critical valued roost trees.

Response:

Unless a roost or concentration area has been definitely identified, the unsuitability determination cannot be applied. According to the U.S. Fish and Wildlife Service and contacts with the Utah Division of Wildlife Resources and BLM's wildlife biologists, there has been no documented evidence that roosts or concentration areas for the two species exist in the coal study area. Should this situation change, appropriate protective measures will be implemented.

See question 4 for additional environmental analysis required.

14. A complete raptor survey of the area has not been made. The report should indicate at what stage the data will be collected.

Response:

The following language has been added to Criteria 11 and 13 in the coal unsuitability study to address possible oversights:

> It is important to realize that since there is an abundance of suitable nesting habitat, other active (specie name) nests could exist within the Henry Mountain coal study area (Livesay, 1981). Therefore, prior to coal development, the developer will be required to provide an intensive baseline inventory of (specie name) breeding territories and identification of aeries within a 1-kilometer (3,280 feet) radius of any suface disturbing activity that would result in a continual or significant disturbance during the raptor breeding season (February through June). Cliff areas associated with (specie name) nests are essential habitat where no surface disturbances will be allowed.
>
> The surface management agency in consultation with the U.S. Fish and Wildlife Service, will review the developer's mining and reclamation plan to insure that the requirements of 30 CFR 779.20 concerning fish and wildlife resources have been met before giving consent for coal development.

15. The buffer zones for the golden eagle and prairie falcon could be much smaller. Also, more data is necessary to determine if the nests are active.

Response:

Buffer zones were developed in consultation with the U.S. Fish and Wildlife Service. This zone was determined to be the minimum amount of "prey base" required by the raptors. Language has been incorporated into criteria 11 and 13 to allow for adjustments of this buffer zone if an adjustment is warranted. This buffer zone will be used to provide protection to existing active nest sites (documented by U.S. FWS) until a mining plan is submitted and an on-the-ground evaluation is made.

An on-site inventory will be required prior to authorization for coal mining operations to begin. This inventory will be used to identify any nests overlooked in the proposed disturbance area and determine whether they are active. It will also be determined what buffer zone is needed to adequately protect the raptor nest.

See question 14 for additional language added to criteria.

16. One concern with Criterion 15 is the decision to conduct an "on-site inventory" of areas opened to strip mining. How will an inventory protect the high interest species?

Response:

Under Criterion 15 in the coal unsuitability study, the following language has been added to protect high interest species and their habitat which was overlooked in the coal unsuitability analysis:

> Although protection has been provided for essential habitat for bison, deer and riparian-dependent species, other high-interest species also inhabit the coal study area...There is insufficient information available to identify those habitats essential to the continued existence of these other high-interest species. Therefore, prior to any surface-disturbing mining activities and/or developments, an on-site inventory of the area will be conducted and protective stipulations developed in consultation with UDWR to assure adequate protection for any of those other high interest species. Appropriate State and Federal permits, along with reclamation plans, will be required for any planned mining operations that could alter or destroy any riparian vegetation or discharge effluents into a perennial streams, reservoirs, lakes or ponds. Prior to coal development, the developer will be required to provide an intensive baseline inventory of raptor breeding territories and identification of aeries within a 1-kilometer (3,280 feet) radius of any proposed portal facilities, load-out sites, or any other facility development that would result in a continual or significant disturbance during the raptor breeding season (February through June). Cliff areas associated with raptor nests are essential habitat and no surface disturbances will be allowed.

17. Critical bison winter habitat should be expanded to include the northern tributaries of Muley Creek and other important areas.

Response:

Criterion 15 specifically states "...essential for maintaining these wildlife species..."

BLM Instruction Memorandum No. 79-289 interprets the term "essential for maintaining "as being only the most critical winter range which is absolutely essential for maintaining the herd as a whole and a population

level capable of sustaining itself over an extended period of time." In addition, UDWR identifies crucial-critical habitat as being necessary to sustain the existence and/or perpetuation or introduction of one or more species of historic or existing "high interest wildlife" during critical periods of their life cycle.

Using these definitions, both the BLM and UDWR agreed to the critical winter range identified in the analysis. Unless new supporting data is submitted or documented to justify a change, the BLM feels justified with its use of these boundaries.

In addition to critical winter range, BLM also recognizes the need for critical summer and yearlong range essential for maintaining the bison herd. These ranges are based on habitat monitoring and observations conducted on the Henry Mountains since the bison's arrival in the early sixties.

18. Valid existing rights (i.e., preference right lease applications) preclude the application of Criterion 15.

Response:

BLM regulation 3461.4-1 directs the application of the coal unsuitability analysis to be applied "....prior to lease issuance, to all lands leased after the issuance of these regulations, including noncompetitive (preference right) leases....".

In addition, the Surface Mining Control and Reclamation Act of 1977 authorizes the development and application of the coal unsuitability criteria on PRLAs. A "valid existing right" under this act is not recognized until a determination has been made that a legal or financial commitment has been made by the mining company. Exploration conducted under a prospecting permit does not fulfill this requirement.

19. BLM did not follow its regulations for a joint decision on Criteria 15. All aspects of defining land necessary to maintain priority species were done by the Utah Division of Wildlife Resources except for consultation concerning acceptable mining methods.

Response:

BLM works in conjunction with UDWR in a cooperative program to identify and provide adequate habitat for all big game species. A Memorandum of Understanding between the BLM and UDWR established various objectives and agreements. The following are selected items pertinent to the question posed:

Objectives:

It is the mutual desire of the Division (i.e., UDWR) and the Bureau to:

1) Provide recognition of fish and wildlife and their habitat as priority resources giving attention equal to that of other recognized resources;

2) Work in harmony for the common purpose of developing, maintaining, and managing fish and wildlife resources under a program of multiple-use in the best interests of the people of Utah and of the United States;

3) Cooperate in the conservation, restoration and management of public land wildlife and fisheries resources in harmony with multiple-use management concepts, the National Environmental Policy Act, P.L. 91-190), and other applicable federal and state laws, executive orders and regulations;

The Bureau Agrees To:

1. Recognize the Division as the agency responsible for management of fish and wildlife on public lands in conformance with the policies of the Board of Big Game Control, the Wildlife Board and the Wildlife Code of the State of Utah.

2. Involve the Division in the development of land-use programs for Bureau-administered lands at least annually informing the Division at all appropriate levels of schedules and time frames for their involvement in preplanning analysis to cooperatively determine specific assistance and input needs for inventory and other planning phases.

3. Consult frequently with the Division on matters of mutual concern; this would include keeping the Division apprised of actions planned or taken with the Fish and Wildlife Service (FWS) relative to the implementation of the National Memorandum of Understanding on coal areas between the FWS and the Bureau as well as insuring initial involvement of the Division in wildlife matters of concern.

The UDWR Agrees To:

1. Recognize the Bureau as the agency primarily responsible for management of fish and wildlife habitat on BLM administered public lands.

2. Provide assistance to the Bureau in the development of its land-use programs by participating and/or cooperating in the accomplishment of required data collection, providing appropriate input and review to the preparation of the Bureau planning system, environmental assessment and environmental impact statements.

The Division and Bureau Mutually Agree:

1. To cooperate in the identification of lands having significant wildlife values and in the formulation of plans and programs for the management of wildlife resources on public lands and by revisions as needed to keep such plans and programs current.

Based on this Memorandum of Understanding, BLM wildlife biologists work with UDWR wildlife experts to determine which public lands are essential (critical range) for big game maintenance. It is not BLM's function to work in a vacuum nor is it desirable for BLM to use other agencies' data without providing input in their own planning process.

20. BLM should reconsider its application of Criterion 15 to include only those areas essential for maintaining the high interest species. The words "essential for maintaining" are not the equivalent of "necessary to sustain the existence and/or perpetuation or introduction of one or more species".

Response:

Question 17 addresses this concern.

21. Further stringent controls are needed to prevent erosion and protect water quality in all drainages which enter CRNP and those which eventually enter GCNRA.

Response:

An environmental analysis will be conducted at the tract delineation phase, the leasing phase, and the mine plan proposal phase. Impacts identified to the watershed will have to be addressed in the developer's mining and reclamation plan in accordance with 30 CFR 779.

22. Through Project BOLD or by separate action, the State of Utah should exchhange all State lands within the southern portion (south of T. 31 S., totaling approximately 18 sections) of the coal study area. The State proposes to consolidate these sections within the King Ranch-Wildcat Mesa Area and the Factory Butte portion.

Response:

The BLM plans to work with the State of Utah regarding land exchange proposals. These exchanges will be carried out in accordance with appropriate Federal laws and regulations.

23. It is insufficient to declare only the riparian habitat site as unsuitable. Riparian areas are dependent on factors outside their boundaries, such as watershed and water quality, which could be impacted in areas found suitable for strip mining.

Response:

Language has been added to Criterion 15 in the coal unsuitability study to provide adequate protection for all habitat regarding species of high interest.

In addition, prior to authorization for mining, the developer will be required to submit a mining and reclamation plan that must be in conformance with the environmental resource stipulations mandated by 30 CFR 779.

See question 16 for additional discussion.

24. The well-known intolerance of the bison herd to human disturbance is completely omitted from consideration.

Response:

This impact has been addressed in the multiple use analysis portion of the coal unsuitability study. Additional analyses will be conducted at the lease tract delineation phase, the leasing phase, and the mine plan proposal phase. Mitigation from potential human disturbance will be examined further at this time.

Criterion 15 specifically deals with the identification of species of high interest and the habitat essential for maintaining the species. All known critical ranges have been identified as unsuitable for surface mining operations and additional inventories will be conducted and protective stipulations developed prior to authorizing any mining activity.

25. It is questionable that there are 62 designated high interest wildlife species located in the planning area.

Response:

The coal unsuitability study identifies those high interest species "likely to occur" in the coal study area (see Table 4). As stated in the analysis under Criterion 15, "although protection has been provided for essential habitat for bison, deer, and riparian-dependent species, other high interest species also inhabit the coal study area (Table 4). There is insufficient information available to identify those habitats essential to the continued existence of these other high interest species. Therefore, prior to any surface disturbing mining activities and/or developments, an on-site inventory of the area will be conducted and protective stipulations developed in consultation with UDWR to assure adequate protection for any of those other high interest species."

The intent is to provide adequate protection for habitat essential for maintaining species of high interest. To insure that no species is overlooked, the developer is required to conduct a baseline inventory of

the proposed disturbance area and apply mitigating measures where applicable. This will be accomplished in accordance with the Surface Mining Permit Applications-Minimum Requirements for Information On Environmental Resources regulations as defined in 30 CFR Subpart 779.

26. Surface mining activities and other impacts in other areas have proven that buffalo and deer herds become accustomed to mining operations, as demonstrated in the cited study and letters:
    (a) Dallas Talbot - 91 Ranch, Centennial, WY
    (b) Roy Hauck, Pres. - National Buffalo Assn.
    (c) Idaho Fish and Game Study - "The Impact of Strip Mining Operations in Southern Idaho on Big Game", E. H. Merrill, Author

Response:

UDWR and BLM wildlife biologists reviewed the submitted information. Specific responses are as follows:

(a) Letter from Dallas Talbot, 91 Ranch, Centennial, Wyoming sent to the Hanksville Development Corporation.

Mr. Talbot's ranch consists of about 6,500 acres on which he has maintained a buffalo herd for seven years. Mr. Talbot points out that tourists have no impact on the herd. However, he adds that if buffalo in the Henry Mountains are subject to constant harrassment from off-road vehicles, airplanes, helicopters, etc., the herd would probably move to an area which might not be as ideally suited for forage and terrain but would provide more seclusion.

Coal mining activities in the Henry Mountain area could be expected to increase the amount of human and vehicular impacts to both the herd and its habitat. This letter would actually support BLM's position to find Cave Flat and Swap Mesa unsuitable for surface mining operations. Question 17 identifies BLM's need to maintain essential habitat. Both BLM and UDWR concluded that the bison herd could not tolerate any surface disturbing activities (especially mining) on their critical habitat. Such disturbance could cause a relocation of the herd as indicated in the letter and result in new resource use conflicts in other parts of the Richfield District or in other BLM Districts within the State.

(b) Letter from Roy Hauck, President of the National Buffalo Association sent to the Hanksville Development Corporation.

Mr. Hauck has raised buffalo for 20 years. He currently has approximately 3,000 animals. Mr. Hauck states that as buffalo become accustomed to mining operations they will drift back to where they are accustomed to graze at different times of the year. It is difficult to compare the actions and reactions of Mr. Haucks domesticated, confined herd with the Henry Mountain herd, which is

wild and free-roaming. The information presented in Mr. Hauck's letter cannot be applied to the bison on the Henry Mountains because of significant differences in habitat, control of herd, and the type of human activity which would occur.

(c) Idaho Fish and Game Study

For some years now, the Idaho Department of Fish and Game has researched the impacts of phosphate mining and its related activities on big game populations. One of these studies entitled, "Mining Impacts on Big Game Distribution" was introduced at a public meeting as evidence that coal strip mining would not severely impact the Henry Mountain bison and/or deer herd. The following narrative discusses some of the problems with the scientific design of the Idaho study as well as its applicability to the Henry Mountain Resource Area.

Problems With Study Design

1. The Idaho study was designed using the pellet-group count technique to determine if phosphate mining and its related activities displaced big game animals (i.e., elk, moose and mule deer) from habitats adjacent to mining sites. Criticisms of this method as to its reliability to reflect intensity of big game use has been reported by Neff (1968) and Collins and Urness (1979). It is generally accepted that the pellet-group count technique is not sensitive enough to determine if the displacement of animals from an area has actually occurred. The main problem with this method is that pellet-groups are correlated more than activity patterns and vegetation type rather than with actual time spent in an area.

2. Another major problem with the Idaho study concerned the small sample sizes used. This resulted in tremendous variation in mean pellet-group counts both between interval distances from mine sites as well as vegetation types. An example of this variation is found in the elk pellet-group data collected for the Wooley Valley Mine. In this case, the mean number of pellet-groups for the 1/4 to 1/2 mile distance interval from the mine was only 6.8 as compared to 29.9 and 22.45 for the 0 to 1/8 mile distance interval and control areas, respectively. However, due to the great amount of variation among samples, the difference in these means was not found to be statistically significant.

3. Because of the degree of error inherent in the pellet-group count technique as well as the difficulty in quantifying actual time spent by an animal in an area, the researchers of the Idaho study have decided to conduct all future studies using radio telemetry.

Problems With Applying the Idaho Study to the Henry Mountain Resource Area

1. The Idaho study dealt only with elk and moose whereas the major big game animals on the Henry Mountains are bison and mule deer (Note: Although mule deer were originally proposed in the study design, due to high domestic sheep use which made it extremely difficult to differentiate sheep from deer pellets, the mule deer were dropped from the study). Because bison and mule deer may react differently than elk and/or moose to this mining activity the data collected from the Idaho study may not apply to the Henry Mountain big game herds.

2. The Idaho Study dealt with the impacts of an on-going phosphate mining operation; the situation in the Henry Mountain differs because the impacts will be related to the inception of the coal strip mining and subsequent activities. The degree of activity associated with the proposed coal mining plan (i.e., acreage, access roads, conveyor systems, powerlines, human activity) and the affected environment could be different than that for the phosphate mining operation in Idaho. As such, extrapolations from the Idaho study may not be applicable to the Henry Mountains.

Unresolved Issues

1. The Idaho study is still in progress. As such, the data are inconclusive.

2. The biologist that conducted the Idaho study (E.H. Merrill) informed me that the most important unresolved issue (with the study) concerned the impact of human activity, (i.e., increased recreation, harassment and poaching etc.) in displacing animals from their preferred habitat. She believes that such human activity may be more harmful than the mining process itself. Unfortunately, there are no data available concerning this issue.

27. There will be continued disturbance of the wildlife species, both game and non-game, and their habitat resulting from the coal mining operations.

Response:

The BLM is aware of the potential impacts to wildlife resources as a result of coal mining operations. This is why our concern is to identify necessary habitat needed for the continued existence of various species. Administering public lands to accommodate the many and sometimes conflicting resource uses requires certain tradeoffs that are disliked by those trying to extract and those trying to protect various resources.

Human disturbance is difficult to control because it occurs in many different forms which can be disruptive to ecological associations. Under the Surface Mining Control and Reclamation Act of 1977, these concerns relating to coal extraction resulted in the formulation of

various coal mining regulations which took into consideration all aspects of the environment and the need to reclaim disturbed public lands.

It is our intent to apply these regulations in an objective manner without unduly penalizing potential coal development projects while at the same time providing for the protection of habitat deemed necessary for the continued existence of threatened and endangered plant and animal species and other high interest wildlife. We feel appropriate language has been added to our analysis to protect these species and those we may have overlooked and that further environmental analyses will define mitigating measures which will be needed before coal development begins.

COAL UNSUITABILITY ANALYSIS SUMMARY

The Bureau of Land Management, Richfield District, has completed an analysis on the Henry Mountain coal study area to determine those public lands suitable for all or stipulated methods of coal mining. The 20 criteria used in this analysis are found in the Federal coal regulations 30 CFR Subpart 3400 and were only applied to public lands and those private lands where the Federal government has retained the mineral estate. Acreage figures do not always total because exceptions are sometimes applied and there is overlap acreage between criteria. The following is a summary of this analysis:

Total acreage in coal study area	143,800 acres
Total Federal strippable land in coal study area	44,701 acres*
Total Federal strippable land in PRLA	6,170 acres.

*This figure includes 430 acres of strippable private land where the Federal government has retained the minerals estate.

CRITERION 1 - No Conflicts.

CRITERION 2 - No Conflicts.

CRITERION 3 - No conflict with major portion of criterion, but as a result of consultation with the private landowner where the Federal government has retained the mineral estate, 430 acres have been identified as unsuitable for surface mining.

CRITERION 4 - After applying the underground mining exemption, portions of two WSA's were found unsuitable for surface mining operations.

WSA 238 - Mt. Ellen-Blue Hills	25 acres.
WSA 248 - Mt. Pennell	1,604 acres
Total	1,629 acres

CRITERION 5 - No Conflicts.

CRITERION 6 - No Conflicts.

CRITERION 7 - After applying the underground mining exemption, 100 acres in the Susan Rockshelter archaeological site buffer zone were found unsuitable for surface mining operations.

Exception: Coal mining operations could be authorized if the site were excavated first.

CRITERION 8 - No Conflicts.

CRITERION 9 - No Conflicts.

CRITERION 10 - No Conflicts.

CRITERION 11 - After applying the underground mining exemption, 1,476 acres were found unsuitable for surface mining operations.

Exception: A 0.5-kilometer radius buffer zone (196 ac/site) for strip mining would be used if the nest site is above and not in direct line of site of the activity.

CRITERION 12 - No Conflicts.

CRITERION 13 - After applying the underground mining exemption, 904 acres were found unsuitable for surface mining operations.

Exception: A 0.5-kilometer radius buffer zone (196 ac/site) for strip mining would be used if the nest site is above and not in direct line of site of the activity.

CRITERION 14 - Conflicts were identified with the golden eagle and the prairie falcon. These two species were addressed under Criteria 11 and 13.

CRITERION 15 - After applying the underground mining exemption, the following habitat areas were found unsuitable for surface mining operations:

Crucial-Critical Bison Winter	14,771 ac.
Crucial-Critical Bison Summer	50 ac.
Crucial-Critical Bison Yearlong	131 ac.
Crucial-Critical Deer Winter	5,324 ac.
Riparian Habitat Areas	751 ac.
*Total	17,268 ac.

*Total excludes overlap areas and state sections and does not equal total of the column.

CRITERION 16 - After applying the underground mining exemptions and exceptions, no lands were found unsuitable for surface or underground coal mining operations.

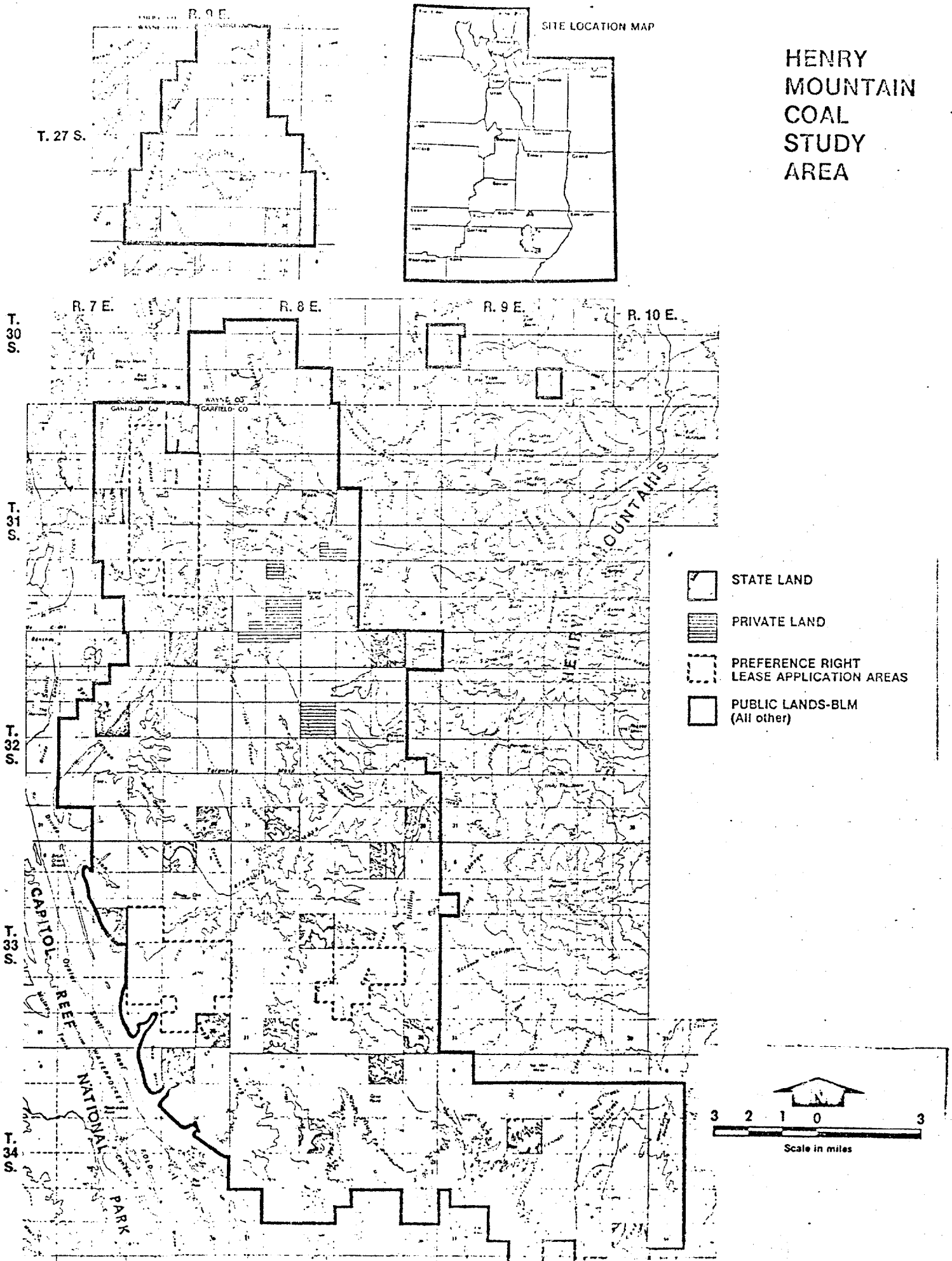
CRITERION 17 - No Conflicts.

CRITERION 18 - No Conflicts.

CRITERION 19 - No Conflicts.

CRITERION 20 - No Conflicts.

HENRY MOUNTAIN COAL STUDY AREA



Henry Mountain Coal Unsuitability Study

INTRODUCTION

The Bureau of Land Management (BLM) in accordance with the Federal Land Policy and Management Act of 1976 (FLPMA) and the Surface Mining Control and Reclamation Act of 1977 (SMCRA) has the responsibility to "...assess the unsuitability or the acceptability of Federal lands for coal leasing and development..."

This effort is being conducted in conjunction with the revision of the Management Framework Plan (MFP) for the Henry Mountain Planning Area, scheduled for completion in early 1982.

Specific objectives to be accomplished regarding coal leasing in this planning effort include:

a) Revise and update data on all resources that could be affected by future coal leasing activity.

b) Apply the coal unsuitability criteria as outlined in Federal Register, Vol. 44, No. 140, July 19, 1979 to all unleased Federal coal areas. These areas make up the coal leasing study area and include:

1. 41,098 acres in the Henry Mountain Known Recoverable Coal Resource Area (KRCRA).

2. 102,702 additional acres identified from coal outcrop data supplied by U.S. Geological Survey (USGS) and the Utah Geologic and Mineral Survey (UGMS). Potential strippable land in the coal study area amounts to approximately 44,701 acres on BLM administered public lands, 4,982 acres on State lands, and 670 acres on private lands for a total of 50,353 acres. This strippable coal is found in the Emery and Ferron Sandstone members of the Mancos Shale (see Map 1).

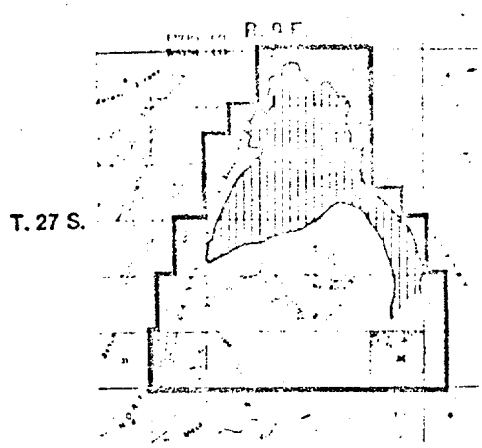
3. Three Preference Right Lease Application (PRLA) areas are proposed for development by Meadowlark Farms, Inc. This involves 11,360 acres included in the totals for numbers 1 and 2 above. Approximately 6,170 acres in the PRLAs have been identified as strippable. No State lands are located in the PRLAs.

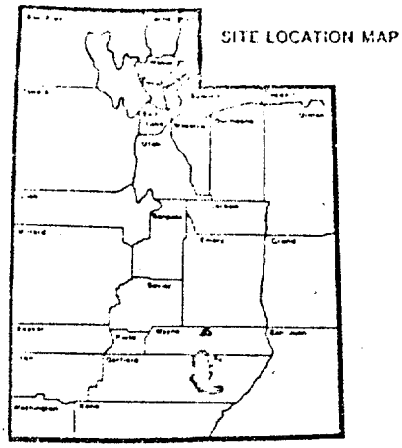
c) Develop MFP decisions defining all public lands within the coal leasing study area that are suitable for all or stipulated methods of coal mining.

Note: The term 'coal study area' actually refers to four geographically separate areas as shown on the maps. In order to eliminate duplication of discussion in applying the Unsuitability Criteria, these four areas are considered as one 'study area'. In the few instances where there are resource differences between the four areas, they are described geographically.

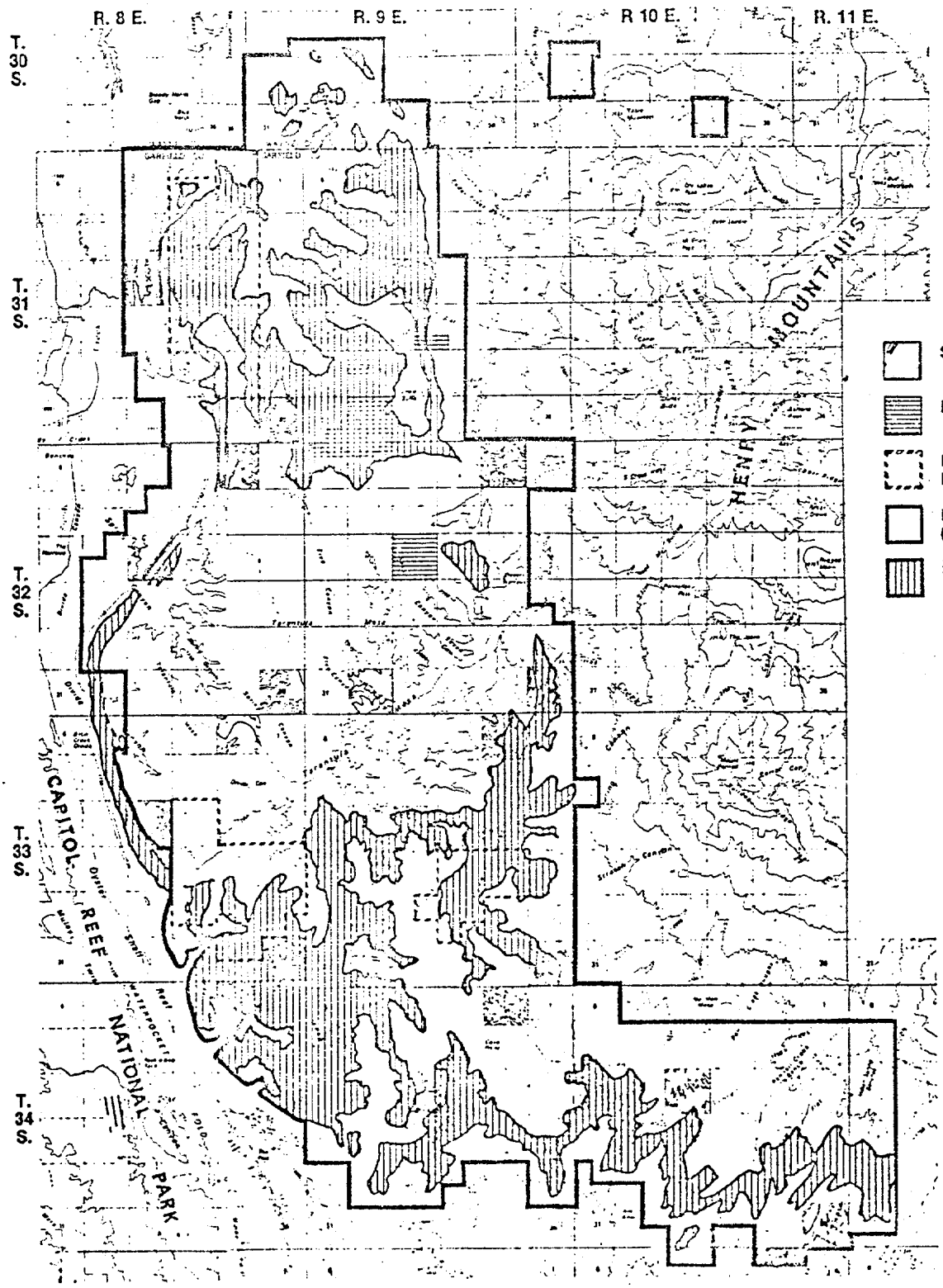
The Henry Mountain Planning Area lies within the eastern boundaries of Wayne and Garfield Counties. The coal areas are situated in the Henry Mountain

HENRY MOUNTAIN COAL STUDY AREA





MAP 1



Basin, a structural basin 48 miles long and up to 18 miles wide. The average width of the coal-bearing portion of the Basin is 12 miles and the area underlain by coal includes 450 square miles.

This structural basin is characterized by a steep area to the west, the Waterpocket Fold, which marks the west boundary of the coal field. Along the Fold, rock inclinations are 20 to 30 degrees. A mile or two east of the Fold the coal beds are nearly horizontal and two miles further the major axis of the Basin is reached. The east side of the Basin is gentle and the beds rarely exceed 10 degrees. The Henry Mountains intrusions mark the east boundary of the coal field. Some of the Cretaceous coal-bearing beds extend to the east side of the mountains, but the area of outcrop is small and broken by the deformation related to the intrusive activity. A few faults occur on the north and east side of the coal field, but they are of small displacement and extend for only a short distance.

COAL AVAILABILITY IN THE STUDY AREA

Doelling (1972) estimated at least 890 million tons of coal exist in the Henry Mountains coal fields (in all beds and thicknesses exceeding 1 foot). Using a 4-foot mineable thickness, Doelling estimated that 230.9 million tons were recoverable.

The USGS established the Henry Mountain KRCRA within the coal field. KRCRA boundaries are established by the Director of the USGS and include lands which meet minimum standards for recoverable coal deposits in accordance with acceptable mining practices. The KRCRA is used to define areas where the coal unsuitability criteria will be applied in order to determine which areas are suitable for all or stipulated methods of coal mining.

In addition to the KRCRA, other public lands within the coal field have been added to the coal study area. This addition resulted from (1) a proposal made by Meadowlark, Farms, Inc. to develop three PRLAs, of which 4,240 acres were identified as being outside the KRCRA; and (2) the present configuration of the KRCRA does not correspond well to the coal resource limits of the coal field. USGS indicated that if industry expressions of interest or future drilling data results in tract delineations outside the present KRCRA, the boundary could be readily adjusted.

The additional public land making up the coal study area includes all lands underlain by the Emery Sandstone coals with the exception of that underlying North and South Caineville Mesas. Also included within the study area are those Ferron Sandstone coals which underlie the Emery coals in the south end of the field and the Ferron coals that underlie the northern portion of the coal field. Much of the deep-lying Ferron coal in the central portion of the field is not included in the study because of the total lack of data on the coal.

The coal study area has been expanded to a total of 143,800 acres and includes all areas where logical mining units could be established based on present data and all areas that are potentially strippable within the coal field. These expanded boundaries of the coal study area should negate the necessity to have additional study amendments in the area over the next several years. A more detailed discussion of the coal field and its recoverable resources can

be found in the minerals portion of the Unit Resource Analysis (URA) for the Henry Mountain Planning Area.

Table 1 identifies the mineral estate of those lands that lie within the boundaries of the coal study area. The 20 unsuitability criteria are only applied to those lands there the Federal government has retained the mineral estate.

TABLE 1

Mineral Estate of Henry Mountain Coal Study Area

Surface/Mineral Status	Acreage
Federal Surface/Federal Minerals	126,669.50
Private Surface/Federal Minerals	520.00
Private Surface/Private Minerals	1,440.00
State Surface/State Minerals	15,170.50
Total Acreage Within Study Area	143,800.00

Source: BLM Mineral Use Plats

There are no existing coal leases on public lands administered by the BLM in the coal study area. Leases have been issued by the State of Utah on many of its tracts lying within the study area. Table 2 identifies these leases and the acreages involved.

TABLE 2

Leasing Status of all Lands in the Henry Mountain Coal Study Area

Lease Type	Acreage
Federal Lands with Coal Leases	0.00
Preference Right Lease Applications (Meadowlark Farms, Inc.)	11,360.00
State Lands with Coal Leases	14,780.46

Source: BLM Mineral Use Plats and State Land Commission Leasing Documents.

The Department of Interior has developed 20 criteria to guide whether or not a tract of land is suitable or unsuitable for coal leasing and development. These criteria are referred to as unsuitability criteria and are used in the land use planning assessment of public lands where recoverable coal is known to exist. These unsuitability criteria were developed to insure the protection of various resource values and to eliminate conflicting land use goals.

The unsuitability criteria generally apply to only surface mining activities. Federal lands with coal deposits that would be mined by underground methods would be exempted from an unsuitability designation if there would be no surface mining operations. However, if underground mining operations could cause surface disturbances the unsuitability criteria would be applied to these affected areas as well.

APPLICATION OF THE COAL UNSUITABILITY CRITERIA ON THE COAL STUDY AREA

Each criterion as defined in the Federal Register, Vol 44, No. 140, July 19, 1979, is presented first, followed by the analysis. Exceptions are discussed where applicable.

CRITERION NO. 1:

All Federal lands included in the following land systems or categories shall be considered unsuitable: National Park System, National Wildlife Refuge System, National System of Trails, National Wilderness Preservation System, National Wild and Scenic Rivers System, National Recreation Areas, lands acquired with money derived from the Land and Water Conservation Fund, National Forests, and Federal lands in incorporated cities, towns, and villages. All Federal lands which are recommended for inclusion in any of the above systems or categories shall be considered unsuitable.

None of the Federal land systems listed above are found in the coal study area; therefore, there are no conflicts with this criterion.

CRITERION NO. 2:

Federal lands that are within rights-of-way or easements or within surface leases for residential, commercial, industrial, or other public purposes, or for agricultural crop production on Federally owned surface shall be considered unsuitable.

There are no conflicts with this criterion. Rights-of-way, easements or other types of surface leases do not cross public lands within the coal study area.

Two types of road systems have been identified in the coal study area. Approximately 25 miles of county maintained roads cross the study area. None of the county roads have rights-of-way nor have they been paved or graveled and are not expected to cause any problems in terms of the criterion. If the need arose, these roads could be realigned to accomodate mining operations. Several other dirt roads cross the study area which are maintained by the BLM. These roads could also be realigned to accommodate mining operations.

CRITERION NO. 3:

Federal lands affected by Section 522(e)(4) and (5) of the Surface Mining Control and Reclamation Act of 1977 shall be considered unsuitable. This includes lands within 100 feet of the outside line

of the right-of-way of a public road or within 100 feet of a cemetery, or within 300 feet of any public building, school, church, community or institutional building or public park or within 300 feet of an occupied dwelling.

The Federal Government has retained the mineral estate on two areas where the surface is owned by a private party. These private lands are located in the following areas:

Location			Acres
T. 31 S., R. 9 E.,	Sec. 21	NW¼SE¼, S½SE¼	120
	Sec. 22	SW¼SW¼	40
	Sec. 31	S½SE¼	80
	Sec. 33	W½SW¼SW¼	20
T. 32 S., R. 9 E.,	Sec. 5	N½NE¼NE¼, NW¼NE¼, N½NW¼	140
	Sec. 6	N½NE¼, NE¼NW¼	120
		Total	520

In accordance with Instruction Memorandum No. 79-537, "Surface Owner Consultation in the Bureau Planning System," the owner of the private land has been contacted and has indicated a preference not to have coal leases issued for any of these particular parcels of land. Therefore, those private lands with strippable coal where the Federal government retains the mineral estate (430 acres) within the coal study area are found to be unsuitable for surface coal mining operations (see Map 2).

Exceptions or Exemptions

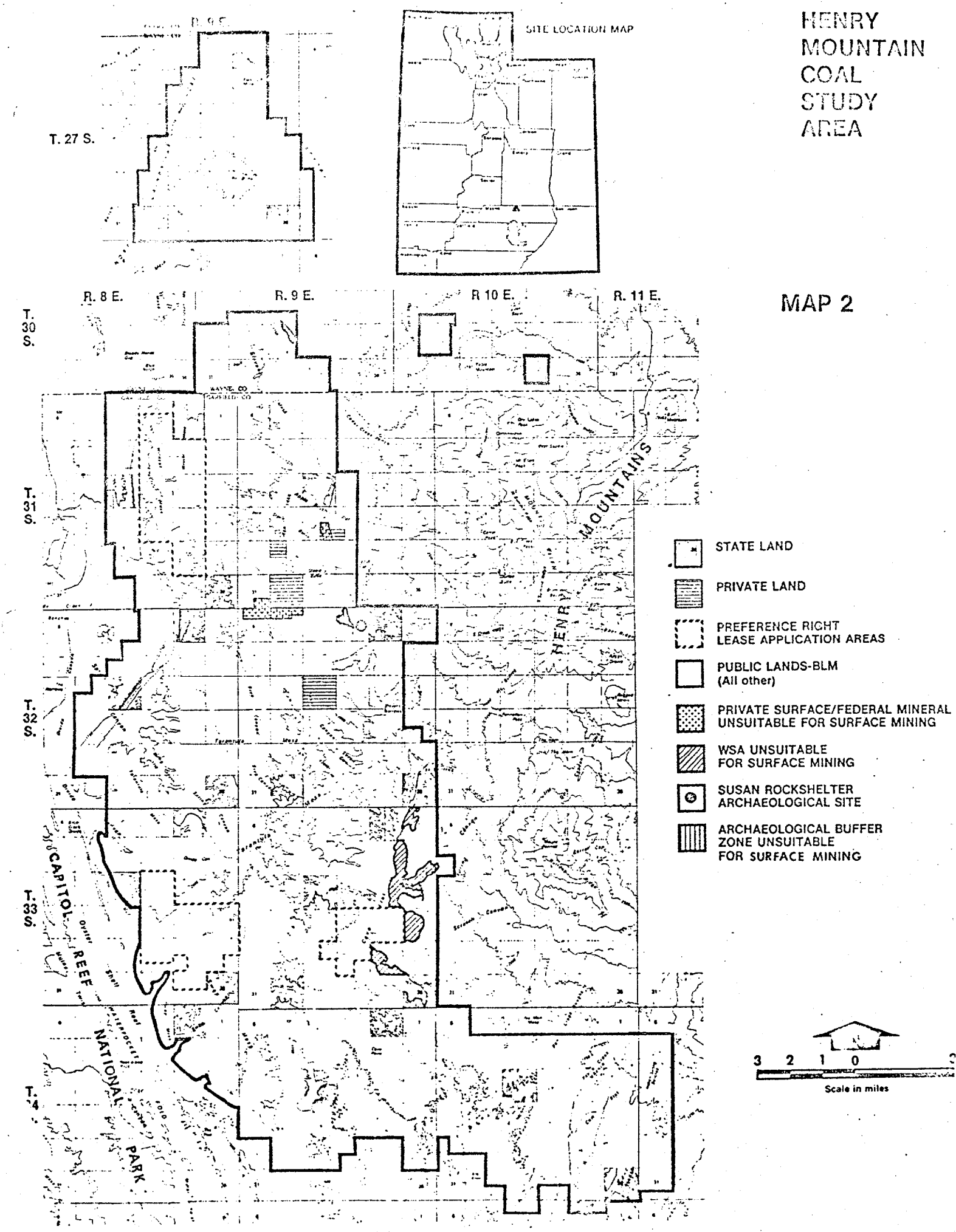
Portions of these private lands where the Federal government retains the mineral estate are mineable by underground methods and, therefore, the underground mining exemption (43 CFR 3461.2) is applicable on these areas. Should expressions of interest be received for underground mining proposals on adjacent Federal coal lands, and the USGS determines that the coal underlying this private surface should be developed as part of a logical mining unit, lease stipulations will be developed that would restrict coal removal from beneath dwellings to prevent subsidence.

CRITERION NO. 4:

Federal lands designated as wilderness study areas shall be considered unsuitable while under review by the Administration and the Congress for possible wilderness designation. For any Federal land which is to be leased or mined prior to completion of the wilderness inventory by the surface management agency, the environmental assessment or impact statement on the lease sale or mine plan shall consider whether the land possesses the characteristics of a wilderness study area. If the finding is affirmative, the land shall be considered unsuitable unless issuance of noncompetitive coal leases and mining on leases is authorized under the Wilderness Act and the Federal Land Policy and Management Act of 1976.

HENRY MOUNTAIN COAL STUDY AREA

MAP 2



Small portions of three designated wilderness study areas (WSAs) lie within the coal study area. These areas are considered unsuitable for future coal mining operations until a final determination for wilderness preservation is made by Congress. These areas include:

Wilderness Study Area	Acreage
WSA 238 Mt. Ellen-Blue Hills	600
WSA 248 Mt. Pennell	4,542*
WSA 249 Mt. Hillers	600
Total	6,200

*This figure excludes 458 acres of a preference right lease application (PRLA) which lies inside the WSA. PRLAs were determined to be valid existing rights in a lawsuit (NRDC v. Berklund 458 F Supp. 925, 1978). Further clarification was given on the implementation of the nonimpairment stipulation concerning valid existing rights in a solicator's opinion dated October 5, 1981, entitled The BLM Wilderness Review and Valid existing Rights.

There is also an appeal on public lands which were not carried forward as WSAs by the BLM. These appeal areas encompass most of the coal study area. While these areas are under appeal, they will be managed so as not to impair their suitability for wilderness designation and to prevent unnecessary or undue degradation to the lands (FLPMA, Sec. 603 (c)). Application of the "nonimpairment standard" will be subject to valid existing rights (FLPMA, Sec. 701(h)).

Exceptions or Exemptions

Portions of these wilderness study areas (4,113 ac.) are mineable by underground methods and therefore the underground mining exemption (43 CFR 3461.2) is applicable in these areas. However, special stipulations precluding surface disturbance or occupancy will be applied subject to the non-impairment provisions of the Interior Management Policy and Guidelines for lands under wilderness review.

After the underground mining exemption is applied, the following strippable acreage is determined to be unsuitable for surface mining operations (see Map 2):

Wilderness Study Area	Approximate Strippable Acreage in WSA Total
WSA 238 Mt. Ellen-Blue Hills	25
WSA 248 Mt. Pennell	1,604
WSA 249 Mt. Hillers	0
Total	1,629

CRITERION NO. 5

Scenic Federal lands designated by visual resource management (VRM) analysis as Class I (an area of outstanding scenic quality or high visual sensitivity) but not currently on the National Register of Natural Landmarks shall be considered unsuitable. A lease may be issued if the surface management agency determines that surface coal mining operations will not significantly diminish or adversely affect the scenic quality of the designated area.

There are no lands listed as VRM Class I within the coal study area. There are no conflicts with this criterion.

CRITERION NO. 6:

Federal lands under permit by the surface management agency and being used for scientific studies involving food or fiber production, natural resources, or technology demonstrations and experiments shall be considered unsuitable for the duration of the study, demonstration or experiment, except where mining could be conducted in such a way as to enhance or not jeopardize the purposes of the study, as determined by the surface management agency, or where the principal scientific user or agency gives written concurrence to all or certain methods of mining.

There is no conflict with this criterion. No public lands within the coal study area are being used for scientific studies involving food or fiber production, natural resource or technology demonstrations.

CRITERION NO. 7:

All districts, sites, buildings, structures, and objects of historic, architectural, archaeological, or cultural significance on Federal lands which are included in or eligible for inclusion in the National Register of Historic Places, and an appropriate buffer zone around the outside boundary of the designated property (to protect the inherent values of the property that makes it eligible for listing in the National Register) as determined by the surface management agency, in consultation with the Advisory Council on Historic Preservation and the State Historic Preservation Office shall be considered unsuitable.

The Utah State Historical Society, Division of State History, is in the process of nominating the Susan Rockshelter for inclusion in the National Register of Historic Places (Dykeman, 1981). This site is an undisturbed dry rockshelter with potential for additional cultural discoveries below the surface. The site contains pithouses of either the Fremont or the Anasazi cultures which would make it unusual. It also may have Archaic material below the present day layer. Since it is a dry site, preserved vegetal matter may be present. This site is very important because it can supply information on prehistoric cultures that cannot be obtained elsewhere.

The site is approximately 120' x 60' with the potential for being much larger. It is located in T. 32 S., R. 9 E. An 0.8-kilometer (2,640 ft.) buffer zone is needed around the site to prevent any direct negative effects from surface mining operations. The lands in the buffer zone, totaling approximately 700 acres, are considered unsuitable for future coal mining operations.

Exceptions or Exemptions:

The site is located on the dividing line between the area that is potentially mineable by surface methods and underground methods. Therefore, the underground mining exemption can be applied to a portion of the site and the 700 acre buffer zone.

After the exemption is applied, 100 acres are determined to be unsuitable for surface mining (see Map 2). The remaining 600 acres are suitable for underground mining operations with the stipulation that no surface occupancy or disturbance will occur within these 600 acres in accordance with the requirements of 30 CFR, Parts 211 and 779.

The BLM, in consultation with the Division of State History (Dykeman, 1981), has determined that surface mining operations can be authorized if the archaeological site were excavated first.

CRITERION NO. 8:

Federal lands designated as natural areas or National Natural Landmarks shall be considered unsuitable.

There is no conflict with this criterion. No Federal lands are designated as natural areas or as National Natural Landmarks within the coal study area.

CRITERION NO. 9

Federally designated critical habitat for threatened or endangered plant and animal species, and habitat for Federal threatened or endangered species which is determined by the U.S. Fish and Wildlife Service (USFWS) and the surface management agency to be of essential value and where the presence of threatened or endangered species has been scientifically documented, shall be considered unsuitable.

There is no conflict with this criterion. There are no Federally designated critical habitats for threatened and endangered plants and animal species identified in the coal study area (Bolwahn, 1981) (Welsh, 1976 and 1979), (Neese, 1980).

Even though no threatened or endangered plant species were identified in the strippable portions of the coal study area, the Wright's fishhook cactus (*Sclerocactus wrightiae*) is known to exist in the vicinity of Factory Butte (T. 27 S., R. 9 E.). Prior to authorization for coal development, a site specific inventory shall be conducted to determine the existence of any T&E plants. If such plants are located and the habitat is determined to be of essential value, appropriate buffer zones will be established around small

groups of plants; or the plants will be propagated in suitable off-site habitat to insure the continuation of the species and for reintroduction to the original site upon the restoration of the overburden as determined through consultation with the U.S. Fish and Wildlife Service.

CRITERION NO. 10:

Federal lands containing habitat determined to be critical or essential for plant or animal species listed by a state pursuant to state law as endangered or threatened shall be considered unsuitable.

The State of Utah, Division of Wildlife Resources (UDWR), does not maintain a threatened and endangered species list for plants and animals. The UDWR considers the Federal threatened and endangered list to be adequate (Livesay, 1981).

CRITERION NO. 11:

A bald or golden eagle nest or site on Federal lands that is determined to be active and an appropriate buffer zone of land around the nest site shall be considered unsuitable. Consideration of availability of habitat for prey species and of terrain shall be included in the determination of buffer zones. Buffer zones shall be determined in consultation with the USFWS.

There are four active golden eagle (*Aquila chrysaetos*) nest sites within the coal study area. These nest sites are located in the following areas:

Site No.	Location
1.	T. 31 S., R. 8 E.
2.	T. 31 S., R. 8 E.
3.	T. 32 S., R. 8 E.
4.	T. 33 S., R. 9 E.

These nest sites and a 1-kilometer (3,280 ft.) radius buffer zone totaling approximately 795 acres per site (3,180 acres total) are considered as being of critical value to the maintenance of the golden eagle population (Livesay, 1981) and are unsuitable for future coal mining operations. Sites 1, 2, and 4 are partially on Meadowlark Farms Preference Right Lease Application Areas.

Exceptions or Exemptions:

Through consultation with the USFWS it has been determined that underground mining would not jeopardize the continued existence of these golden eagle nests as long as there is no surface disturbance or subsidence within the buffer zone (Johnson, 1981). Therefore, the underground mining exemption applies to 1,704 acres within the buffer zone with the stipulation that no surface disturbance or surface facilities be allowed in accordance with the requirements of 30 CFR, Parts 211 and 779.

After the underground mining exemption is applied, the following strippable acreage is determined to be unsuitable for surface mining operations (see Map 3):

Site		Approximate Strippable Acreage in Buffer Zone (1-Kilometer Radius)		
		Located In PRLA	Located Outside PRLA	Total*
1.	T. 31 S., R. 8 E.	247	103	350
2.	T. 31 S., R. 8 E.	407	109	516
3.	T. 32 S., R. 8 E. (subsurface mining area, underground exemption applied)	0	0	0
4.	T. 33 S., R. 9 E.	163	447	610
	Totals	817	659	1,476

*State lands have been excluded from total.

Further exceptions may be allowed if the nests are situated above and not in direct line of site of the mining disturbance. In this case, a 0.5-kilometer (1640 ft.) radius buffer zone totaling approximately 196 acres per site would satisfy the protection requirements (Livesay, 1981).

Both buffer zones would be contingent on an on-site inspection of the nest and the proposed mining area. Unforeseen conditions could require an adjustment to the buffer zone in order to provide adequate protection. The 1-kilometer and 0.5-kilometer buffer zones will be used as base figures until a mining plan is submitted and an inspection of the area can be made (Johnson, 1981).

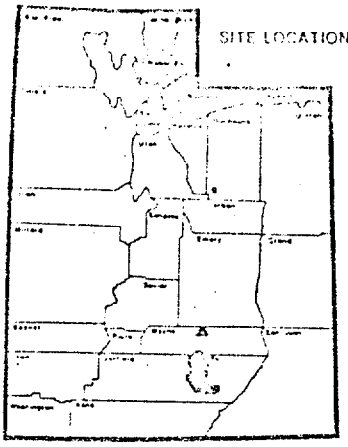
It is important to realize that since there is an abundance of suitable nesting habitat, other active golden eagle nests could exist within the Henry Mountain coal study area (Livesay, 1981). Therefore, prior to coal development, the developer will be required to provide an intensive baseline inventory of golden eagle breeding territories and identification of aeries within a 1-kilometer (3,280 feet) radius of any surface disturbing activity that would result in a continual or significant disturbance during the raptor breeding season (February through June). Cliff areas associated with golden eagle nests are essential habitat where no surface disturbances will be allowed.

The surface management agency, in consultation with the U.S. Fish and Wildlife Service, will review the developer's mining and reclamation plan to insure that the requirements of 30 CFR 779.20 concerning fish and wildlife resources have been met before giving consent for coal development.

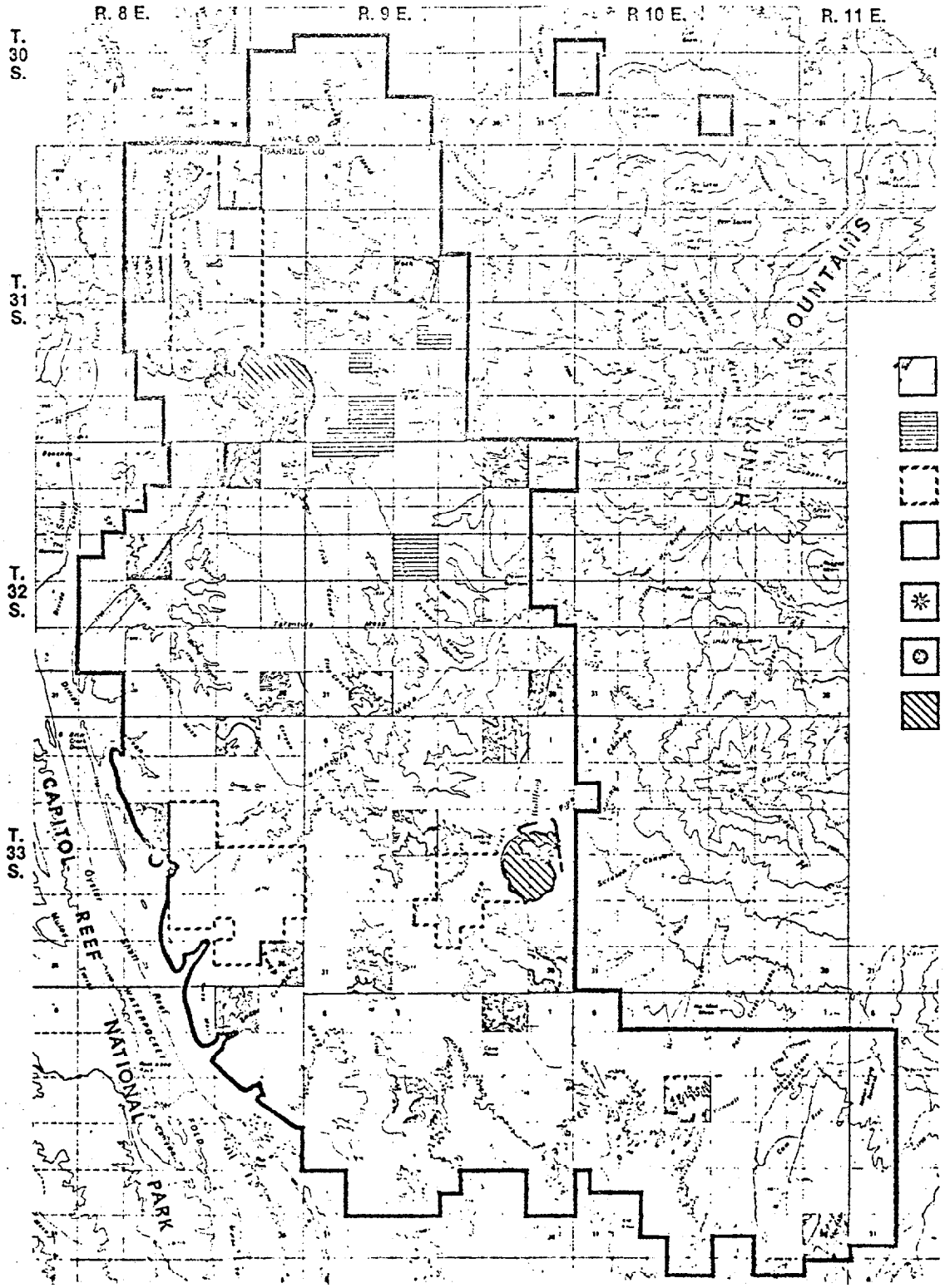
CRITERION NO. 12:

Bald and golden eagle roost and concentration areas on Federal lands used during migration and wintering shall be considered unsuitable.

HENRY MOUNTAIN COAL STUDY AREA



MAP 3



There are no conflicts with this criterion. There are no known high-priority concentration areas or critical-valued roost trees for either the bald or golden eagle within the coal study area (Livesay, 1981).

CRITERION NO. 13:

Federal lands containing a falcon (excluding kestrel) cliff nesting site with an active nest and a buffer zone of Federal land around the nest site shall be considered unsuitable. Consideration of availability of habitat for prey species and of terrain shall be included in the determination of buffer zones. Buffer zones shall be determined in consultation with the USFWS.

There are two known prairie falcon (*Falco mexicanus*) nests in the coal study area. These nests sites are located in the following areas:

Site No.	Location
1.	T. 31 S., R. 8 E.
2.	T. 33 S., R. 8 E.

These nest sites and a 1-kilometer (3,280 ft.) radius buffer zone totaling approximately 795 acres per site (1,590 acres total) are considered as being of critical value to the maintenance of the prairie falcon population and are unsuitable for future coal mining operations (Livesay, 1981).

Exceptions or Exemptions:

Through consultation with the U.S. Fish and Wildlife Service it has been determined that underground mining would not jeopardize the continued existence of these prairie falcon nests as long as there is no surface disturbance or subsidence within the designated buffer zone (Johnson, 1981). Therefore, the underground mining exemption applies to 736 acres within the buffer zone with the stipulation that no surface disturbance or surface facilities be allowed in accordance with the requirements of 30 CFR, Parts 211 and 779.

After the underground mining exemption is applied, the following strippable acreage is determined to be unsuitable for surface mining operations (see Map 3):

	Approximate Strippable Acreage In Buffer Zone (1-Kilometer Radius)		
Site	Located In PRLA	Located Outside PRLA	Total*
1. T. 31 S., R. 8 E.	29	0	29
2. T. 33 S., R. 8 E.	105	720	825
Total	134	720	854

*State lands have been excluded from total.

Further exceptions may be allowed if the nests are situated above and not in direct line of site of the mining disturbance. In this case, 0.5-kilometer (1,640 ft.) radius buffer zone totaling approximately 196 acres per site would satisfy the protection requirements (Livesay, 1981).

Both buffer zones would be contingent on an on-site inspection of the nest and the proposed mining area. Unforeseen conditions could require an adjustment to the buffer zone in order to provide adequate protection. The 1-kilometer and 0.5-kilometer buffer zones will be used as base figures until a mining plan is submitted and an inspection of the area can be made (Johnson, 1981).

It is important to realize that since there is an abundance of suitable nesting habitat, other active falcon nests could exist within the Henry Mountain coal study area (Livesay, 1981). Therefore, prior to coal development, the developer will be required to provide an intensive baseline inventory of falcon breeding territories and identification of aeries within a 1-kilometer (3,280 feet) radius of any surface disturbing activity that would result in a continual or significant disturbance during the raptor breeding season (February through June). Cliff areas associated with falcon nests are essential habitat where no surface disturbances will be allowed.

The surface management agency, in consultation with the U.S. Fish and Wildlife Service, will review the developer's mining and reclamation plan to insure that the requirements of 30 CFR 779.20 concerning fish and wildlife resources have been met before giving consent for coal development.

CRITERION NO. 14:

Federal lands which are high priority habitat for migratory bird species of high Federal interest on a regional or national basis, as determined jointly by the surface management agency and the USFWS, shall be considered unsuitable.

Twenty-two migratory bird species of high Federal interest have been identified within the Uinta-Southwestern Utah Coal Production Region--a geographic region in which the Henry Mountain coal study area is located (WO I.M. 80-38). However, suitable habitat for eleven of these species is not found in the coal study area.

TABLE 3

A Listing of Migratory Birds of High Federal Interest in the Uintah-Southwestern Utah Coal Production Region

Common Name	Scientific Name
Great Blue Heron*	*Ardea herodias*
Cooper's Hawk	*Accipiter cooperii*
Ferruginous Hawk	*Buteo regalis*
Golden Eagle	*Aquila chrysaetos*
Bald Eagle*	*Haliaeetus leucocephalus*
Osprey	*Pandion haliaetus*
Prairie Falcon	*Falco mexicanus*
Peregrine Falcon	*Falco peregrinus*
Merlin	*Falco columbarius*
Long-billed Curlew*	*Numenius americanus*
Band-tailed pigeon*	*Columba fasciata*
Flammulated Owl*	*Otus flammedus*
Burrowing Owl*	*Speotyto cunicularia*
Spotted Owl	*Strix occidentalis*
Black Swift	*Cypseloides niger*
Pileated Woodpecker*	*Dryocopus pileatus*
Lewis' Woodpecker*	*Asyndesmus lewis*
Williamson's Sapsucker*	*Sphyrapicus thyroideus*
Western Bluebird	*Sialia mexicana*
Grace's Warbler*	*Dendroica graciae*
Scott's Oriole	*Icterus parisorum*

*No suitable habitat for these species is located in the coal study area.

The following species may occur in the coal study area, but no critical or high-priority habitats are known to exist:

Common Name
Cooper's Hawk
Ferruginous Hawk
Peregrine Falcon
Merlin
Osprey

The pinyon-juniper and wooded canyons in the coal study area are potentially high priority habitats for the following species; however, but there is no scientific evidence that any of the following species are currently using these habitats:

Common Name
Western Bluebird
Scott's Oriole
Spotted Owl
Black Swift

High priority habitats and appropriate buffer zones were addressed under Criteria No. 11 and 13 for the following species:

Common Name
Golden Eagle
Prairie Falcon

Because critical and/or high priority habitat for species other than golden eagles or prairie falcons has not been specifically identified, the developer will be required to conduct a site specific inventory of the area proposed for coal development. Special attention should be given to riparian habitat as well as cliff areas. The inventory should encompass an area within 1-kilometer of any surface disturbing coal mining activity.

The surface management agency, in consultation with the U.S. Fish and Wildlife Service, will review the developer's mining and reclamation plan to insure that the requirements of 30 CFR 779.20 concerning fish and wildlife resources have been met before giving consent for coal development.

CRITERION NO. 15:

Federal lands which the surface management agency and the state jointly agree are fish and wildlife habitat for resident species of high interest to the state and which are essential for maintaining these priority wildlife species shall be considered unsuitable. Examples of such lands which serve a critical function for the species involved include:

(i) Active dancing and strutting grounds for sage grouse, sharp-tailed grouse, and prairie chicken;

(ii) Winter ranges most critical for deer, antelope, and elk; and

(iii) Migration corridors for elk. A lease may be issued if, after consultation with the state, the surface management agency determines that all or certain stipulated methods of coal mining will not have a significant long-term impact on the species being protected.

There are a total of 62 wildlife species classified as high interest to the State of Utah which are known to inhabit the Henry Mountain Planning Area during various times of the year. UDWR identifies "High Interest Wildlife" as all wildlife species classified as game species, any economically important species (from either a consumptive or non-consumptive perspective) and any species of special aesthetic, scientific or educational significance, which may include all protected wildlife (Dalton et al., 1977).

UDWR identifies crucial-critical habitat as being necessary to sustain the existence and/or perpetuation or introduction of one or more species of historic or existing "high interest wildlife" during critical periods of their life cycle. This classification includes all habitats judged to be "highly

sensitive" to surface disturbance or areas where fish or wildlife management considerations dictate that no disturbance could be tolerated by the members of the ecological assemblage present on the site.

Table 4 identifies these species and whether they are likely to occur in the coal study area.

The following high interest species and a portion of their habitat has been identified as crucial-critical and is considered unsuitable for future coal mining operations.

Habitat Type	PRLA	Approx. Acreage Coal Study Area	Total*
Crucial-Critical Bison Winter	3,252	20,885	24,137
Crucial-Critical Bison Summer		2,739	2,739
Crucial-Critical Bison Yearlong		1,895	1,895
Crucial-Critical Deer Winter	1,672	13,378	15,050
Crucial-Critical Deer Summer		269	269

*Acreage figures exclude all state land. Private lands are included in total where the Federal government has retained the mineral estate.

There are a total of approximately 36,691 acres, excluding overlap and state lands, of crucial-critical habitat in the coal study area. This crucial-critical habitat is essential to (1) the maintenance of the only hunted, free-roaming bison herd in the contiguous United States; and (2) to sustain the existing mule deer herd inhabiting the area. This crucial-critical habitat is also important in terms of preventing a potential conflict with other resource users that could result if the bison herd was to migrate into a new location. The bison were transplanted to the San Rafael Desert in 1941 and migrated onto the Burr Desert in 1942. The herd eventually located on the northern and western part of the Henry Mountains in the early 1960's where they have remained. Bison are sensitive to surface-disturbing activities on their crucial-critical habitat. Surface mining operations and its man-related activities could cause the herd to migrate into new areas, cause a signficant decline in their numbers, or could eventually cause the herd to die out.

Mule deer are also sensitive to any surface disturbing activities on their winter range. Deer numbers for the Henry Mountains decreased significantly from those of the 1940's and 1950's and any negative impacts to their crucial-critical habitat could seriously affect the current population. All precautions must be taken to assure adequate protection of this habitat.

The following perennial and ephemeral water sources and their riparian areas have been identified as essential habitat because of their dependent use by those high interest species listed in Table 4 and are considered unsuitable for future coal mining operations.

TABLE 4

State of Utah High Interest Wildlife Species
Found in the Henry Mountain Planning Area (HMPA)

Class	Common Name	Likely to Occur in Coal Study Area Yes	No	Status[1]	Riparian[2] Dependent	Reference[3]
Amphibians	Tiger Salamander	x		K	x	UDWR
	Chuckwalla	x		L		UDWR
	Utah Night Lizard	x		L		UDWR
Fish	Leatherside Chub		x	C		UDWR
Birds	Great Blue Heron		x	K	x	USFWS, UDWR
	Mallard		x	C	x	SVIM, UDWR
	Gadwall		x	C	x	SVIM, UDWR
	Green-winged Teal		x	C	x	SVIM, UDWR
	Cinnamon Teal		x	C	x	SVIM, UDWR
	Turkey Vulture	x		C		SVIM, UDWR
	Goshawk	x		U	x	SVIM, UDWR
	Sharp-shinned Hawk	x		U	x	SVIM, UDWR
	Cooper's Hawk	x		C	X	SVIM, UDWR
	Red-tailed Hawk	x		C	x	SVIM,UDWR,USFWS,
	Swainson's Hawk		x	U		UDWR
	Rough-legged Hawk	x		C		UDWR
	Ferruginous Hawk		x	U		UDWR
	Golden Eagle	x		C	x	USFWS, UDWR
	Bald Eagle		x	E	x	USFWS,UDWR,SVIM
	Marsh Hawk	x		C	x	UDWR, SVIM
	Prairie Falcon	x		C		USFWS,UDWR,SVIM
	Peregrine Falcon	x		E	x	USFWS,UDWR,SVIM
	Merlin		x	K		UDWR
	American Kestrel	x		C	x	UDWR,USFWS,SVIM
	Blue Grouse		x	C		UDWR
	Chukar	x		C		UDWR, SVIM
	Common Snipe	x		C	x	UDWR
	Band-tailed Pigeon	x		U		UDWR, USFWS
	Mourning Dove	x		C	x	UDWR, SVIM
	Yellow-billed Cuckoo	x		K	x	UDWR,SVIM
	Barn Owl		x	K		UDWR
	Screech Owl	x		U	x	UDWR,
	Flammulated Owl	x		K		UDWR, USFWS
	Great-Horned Owl	x		C	x	UDWR, SVIM
	Pygmy Owl	x		K	x	UDWR
	Spotted Owl		x	L		UDWR
	Short-eared Owl	x		C	x	UDWR
	Long-eared Owl	x		C	x	UDWR
	Saw-whet Owl	x		K		UDWR
	Black Swift		x	U		UDWR,USFWS

E 4 (concluded)

Class	Common Name	Likely to Occur in Coal Study Area Yes	No	Status[1]	Riparian[2] Dependent	Reference[3]
Birds (cont.)	Belted Kingfisher		x	K	x	UDWR
	Western Bluebird	x		K		UDWR,USFWS
	Mountain Bluebird		x	K	x	UDWR
	Grace's Warbler	x		U		UDWR, USFWS
	Scott's Oriole	x		U	x	USFWS, UDWR
	Grasshopper Sparrow	x		K		UDWR
Mammals	Dwarf Shrew	x		L		UDWR
	Gray Shrew	x		L		UDWR,SVIM
	Red Bat	x		L		UDWR
	Western big-eared Bat	x		C		UDWR
	Raccoon		x	K	x	UDWR
	Long-tailed Weasel	x		C	x	UDWR
	Badger	x		C		UDWR
	Spotted Skunk	x		C	x	UDWR,SVIM
	Striped Skunk	x		C	x	UDWR,SVIM
	Gray Wolf		x	E		UDWR
	Red Fox		x	K		UDWR,
	Kit Fox		x	K		UDWR
	Cougar	x		C		UDWR
	Bobcat	x		L	x	UDWR
	Desert Cottontail	x		C	x	UDWR,SVIM
	Mule Deer	x		C		UDWR,SVIM
	Bison	x		C		UDWR,SVIM
	Desert Bighorn Sheep		x	L		UDWR

[1]C = Common (Species are widespread and abundant in HMPA).
U = Uncommon (These species are widespread but not abundant on HMPA).
K = Status unknown (Species are present in HMPA but little is known of population dynamics.
L = Limited (The species are common but restricted to certain areas in HMPA).
E = Endangered species.

[2]Riparian habitat is essential to existence of species in coal study area.

[3]UDWR = Utah Division of Wildlife Resources
SVIM = BLM's Soil, Vegetation Inventory Method
USFWS = U.S. Fish & Wildlife Service

Riparian Habitat Areas	Condition	Type Water Source	(Approx.) Acres
Seven Canyon	No Survey	Intermittent	140
North Fork Bullfrog Creek	Poor	Perennial	202
Pipe Spring Canyon	Good	Intermittent	45
Muley Creek (Steele Butte Allot.)	No Survey	Perennial	77
Lower Sweetwater Creek	Poor	Perennial	487
Five Canyon Creek	No Survey	Intermittent	217
Dugout Creek	Poor	Perennial	139
South Creek	Poor	Perennial	110
Divide Canyon	No Survey	Intermittent	208
Bitter Spring Creek	No Survey	Intermittent	40
Spring Canyon Creek	No Survey	Perennial	230
Swap Canyon	No Survey	Intermittent	158
Bitter Creek	No Survey	Intermittent	125
Blind Trail Wash	Good	Intermittent	302
Little Divide	No Survey	Intermittent	53
Mud Creek	No Survey	Intermittent	82
Bullfrog Creek	Poor	Perennial	172
Scratch Canyon Creek	Good	Intermittent	16
Muley Creek (Bullfrog Allotment)	Poor	Perennial	307
Pennell Creek	Fair	Intermittent	145
Pennell Creek Roughs	No Survey	Intermittent	51
Squaw Spring (wash)	Poor	Intermittent	109
Saleratus Wash	No Survey	Intermittent	170
		Total	3,585

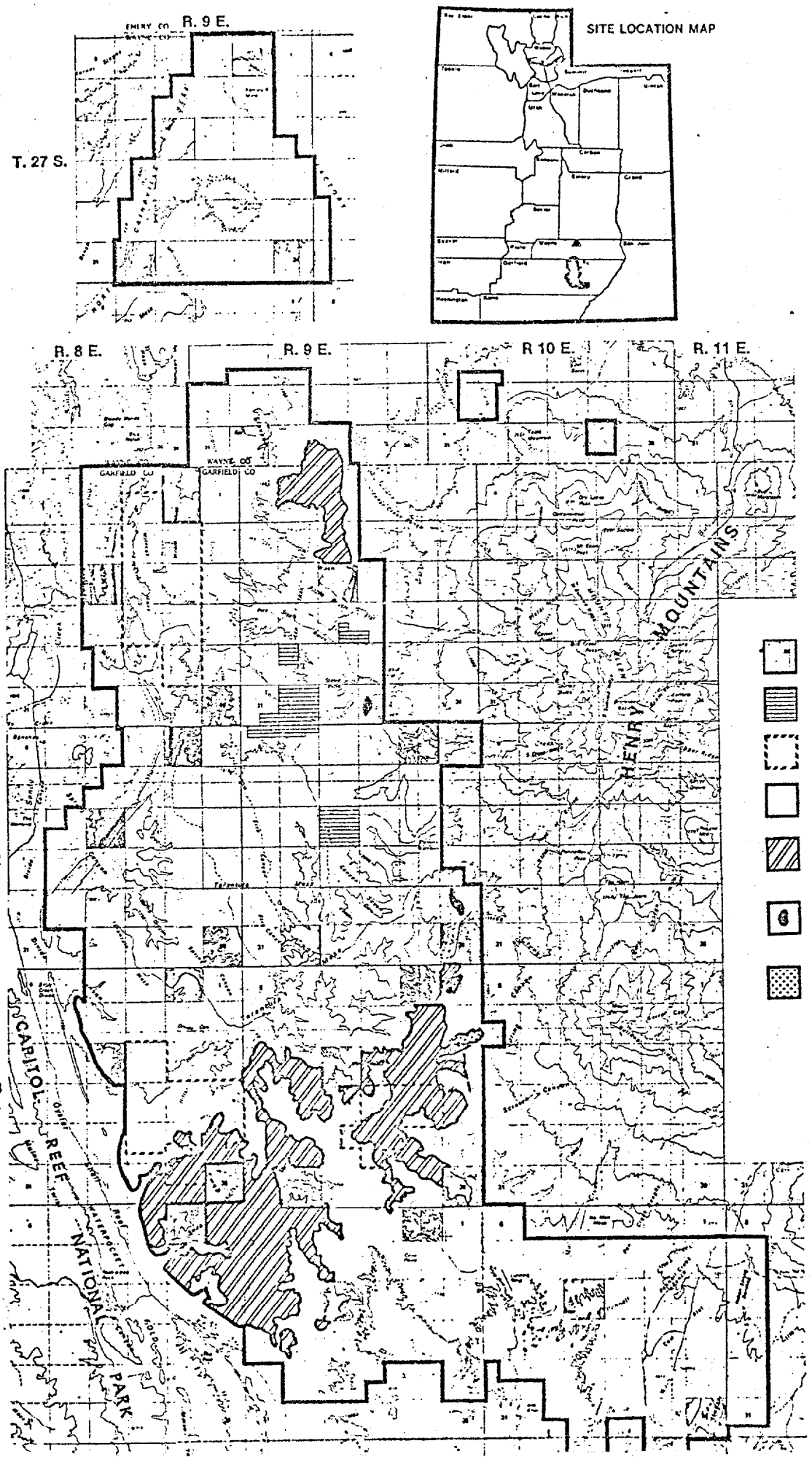
Exceptions or Exemptions:

Through consultation between the BLM and the UDWR, it was determined that underground mining would not have a significant adverse, long-term impact on the high interest species identified. Therefore, the underground mining exemption applies to 23,008 acres, excluding overlap areas and State lands, with surface disturbing activities being subject to special stipulations on crucial-critical habitat for bison and deer in accordance with the requirements of 30 CFR, Parts 211 and 779.

After the underground mining exemption is applied, the following 17,268 acres of strippable land, excluding overlap areas and State lands, are determined to be unsuitable for surface mining operations (see Maps 4 and 5):

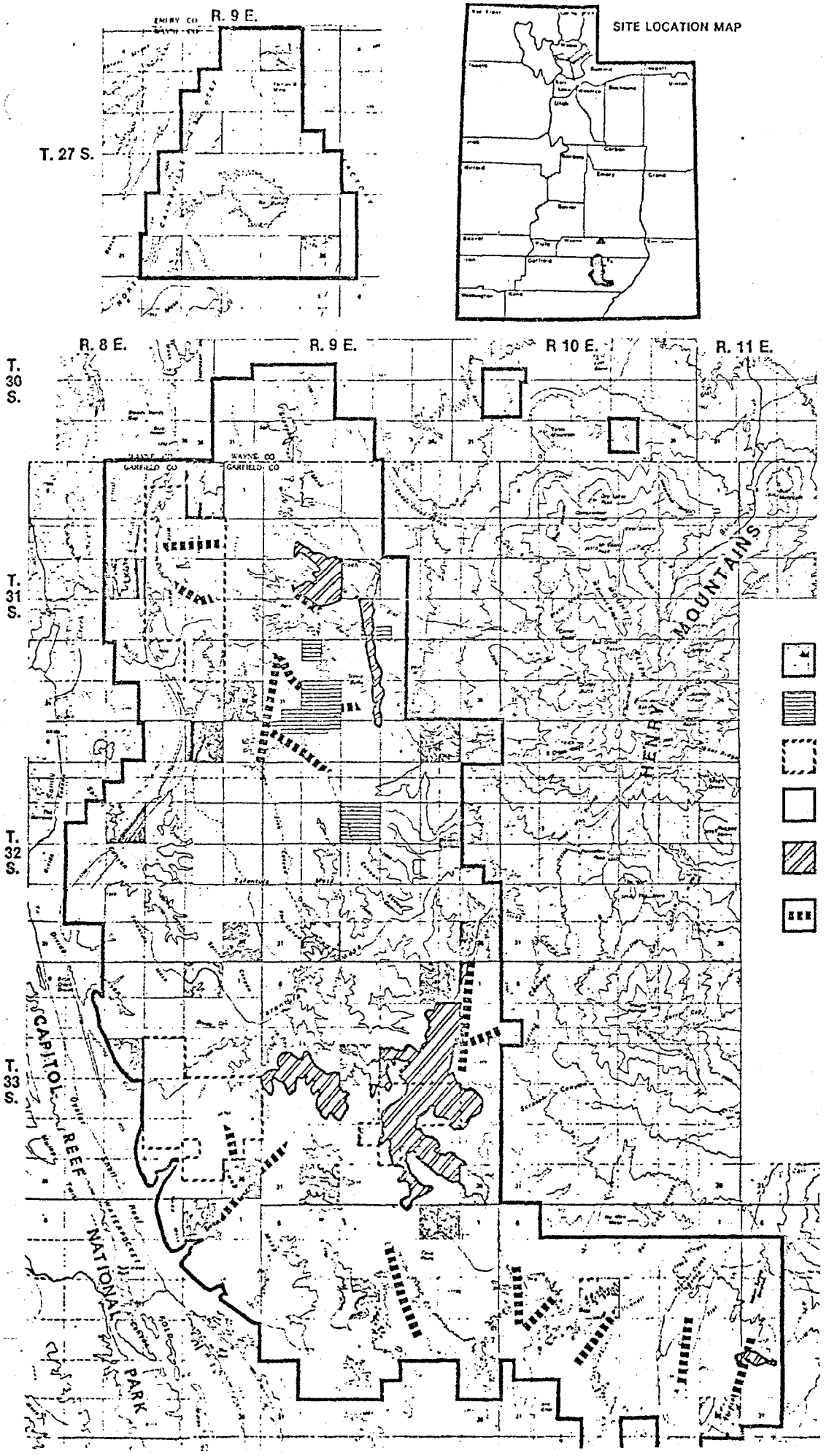
HENRY MOUNTAIN COAL STUDY AREA

MAP 4



HENRY MOUNTAIN COAL STUDY AREA

MAP 5



Habitat Type	Approximate Strippable Acreage On Crucial-Critical Habitat: Located in PRLA	Located Outside PRLA	Total*
Crucial-Critical Bison Winter	2,404	12,367	14,771
Crucial-Critical Bison Summer	0	50	50
Crucial-Critical Bison Yearlong	0	131	131
Crucial-Critical Deer Winter	1,370	3,954	5,324
Crucial-Critical Deer Summer	0	0	0

*State lands have been excluded from totals. Private lands are included in totals where the Federal government has retained the mineral estate.

Riparian Habitat Areas	Approximate Strippable Acreage In Riparian Habitat Areas: Inside PRLA	Outside PRLA	Total
Seven Canyon	0	56	56
No. Fork Bullfrog Creek	0	20	20
Pipe Spring Canyon	0	22	22
Muley Creek (Steele Butte Allot.)	5	7	12
Lower Sweetwater Creek	0	0	0
Five Canyon Creek	0	54	54
Dugout Creek	0	35	35
South Creek	0	77	77
Divide Canyon	0	0	0
Bitter Spring Canyon	9	0	9
Spring Canyon Creek	0	0	0
Swap Canyon	48	70	118
Bitter Creek	7	81	88
Blind Trail Wash	0	0	0
Little Divide	0	0	0
Mud Creek	0	20	20
Bullfrog Creek	0	17	17
Scratch Canyon Creek	0	0	0
Muley Creek (Bullfrog Allot.)	0	92	92
Pennell Creek	0	65	65
Pennell Creek Roughs	0	0	0
Squaw Spring (Wash)	0	32	32
Saleratus Wash	0	34	34
	69	682	751

Although protection has been provided for essential habitat for bison, deer, and riparian-dependent species, other high-interest species also inhabit the coal study area (Table 4). There is insufficient information available to identify those habitats essential to the continued existence of these other high-interest species. Therefore, prior to any surface-disturbing mining activities and/or developments, an on-site inventory of the area will be

conducted and protective stipulations developed in consultation with UDWR to assure adequate protection for any of those other high interest species. Appropriate State and Federal permits, along with reclamation plans will be required for any planned mining operations that could alter or destroy any riparian vegetation or discharge effluents into any perennial streams, reservoirs, lakes or ponds. Prior to coal development, the developer will be required to provide an intensive baseline inventory of raptor breeding territories and identification of aeries within a 1-kilometer (3,280 feet) radius of any proposed portal facilities, load-out sites, or any other facility development that would result in a continual or significant disturbance during the raptor breeding season (February through June). Cliff areas associated with raptor nests are essential habitat and no surface disturbances will be allowed.

In consultation with the State of Utah, the Governor has indicated his support for the unsuitability determinations resulting from the application of this criterion.

CRITERION NO. 16:

Federal lands in riverine, coastal, and special floodplains (100-year recurrence interval) shall be considered unsuitable unless, after consultation with USGS, the surface management agency determines that all or certain stipulated methods of coal mining can be undertaken without substantial threat of loss to people or property, and to the natural and beneficial values of the floodplain on the lease tract and downstream.

Lands in special floodplains were identified by using Housing and Urban Development Flood Hazard Boundary maps, from aerial photography, and from on-the-ground study by BLM watershed specialists. The following areas (100-year floodplains) have been identified as unsuitable for future coal mining operations.

Location	Approx. Acreage
Bullfrog Creek	460
Muley Creek	60
Swap Canyon	90
Spring Canyon	440
Divide Creek	80
Dugout Creek	290
South Creek	260
Stevens Narrows	520
Sweetwater Creek	1,070
Total	3,270

Exception and Exemptions:

The BLM has determined that surface mining may be undertaken without substantial threat of loss to people, property, or the natural and beneficial

values of the floodplain in the coal study area and downstream. However, no surface facilities or overburden storage will be allowed within the 3,270 acres identified above. No unsuitability determination has been made on the basis of this criterion.

CRITERION NO. 17:

Federal lands which have been committed by the surface management agency to use as municipal watersheds shall be considered unsuitable.

There is no conflict with this criterion. There are no Federal lands that have been committed by the BLM to be used as municipal watersheds.

CRITERION NO. 18:

Federal lands with National Resource Waters, as identified by states in their water quality management plans, and a buffer zone of Federal lands 1/4 mile from the outer edge of the far banks of the water, shall be unsuitable.

There is no conflict with this criterion. The Utah Division of Water Resources has not identified any Federal lands that have National Resource Waters (Austin, 1981).

CRITERION NO. 19:

Federal lands identified by the surface management agency, in consultation with the state in which they are located, as alluvial valley floors according to the definition in § 3400.0-5(a) of this title, the standard in 30 CFR Part 822, the final alluvial valley floor guidelines of the Office of Surface Mining Reclamation and Enforcement when published and approved state programs under the Surface Mining Control and Reclamation Act of 1977, where mining would interrupt, discontinue, or preclude farming, shall be considered unsuitable. Additionally, when mining Federal land outside an alluvial valley floor would materially damage the quantity or quality of water in surface or underground water systems that would supply alluvial valley floors, the land shall be considered unsuitable.

There is no conflict with this criterion. No alluvial valley floors are located within the coal study area (Daniels, 1980).

CRITERION NO. 20:

Federal lands in a state to which is applicable a criterion (i) proposed by that state, and (ii) adopted by rulemaking by the Secretary, shall be considered unsuitable.

The State of Utah has not proposed nor adopted any other criteria.

TABLE 5

Henry Mountain Coal Study Area Analysis
(see Map 6)

1.

Study Area	Acres
KRCRA	41,098
Additional Land	102,702
Coal Study Area	143,800 (Includes PRLAs totaling 11,360 ac.)

2.

Strippable Land*	(Acres) Coal Study Area	(Acres) PRLA
Federal	44,701**	6,170
State	4,982	0
Private	670	0
Total	50,353	6,170

*Strippable land includes all lands which have the potential to be surface mined.

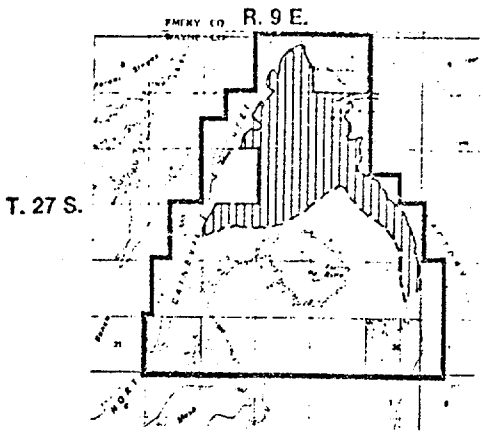
**These 44,701 acres of Federal lands are the only lands in the coal study area where the unsuitability criteria were applied and includes 430 acres of strippable private land where the Federal government has retained the mineral estate.

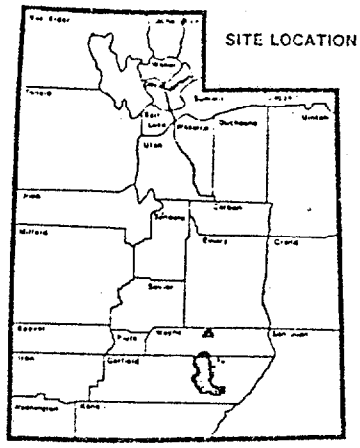
3.

Unsuitable for Surface Mining	Acres: Inside PRLAs		Acres: Remaining Coal Study Area		Acres: Total	
Private Surface/Fed. Minerals	0	(0)*	430	(360)	430	(360)
WSAs	0	(0)	1,629	(25)	1,629	(25)
Cultural Site	0	(0)	100	(100)	100	(100)
Raptor Nest Sites	951	(683)	1,379	(819)	2,330	(1,502)
Crucial-Critical Habitat	3,774	(2,404)	16,502	(14,113)	20,276	(16,517)
Riparian Habitat	69	(69)	682	(682)	751	(751)
Total	4,794	(3,156)	20,722	(16,099)	25,516	(19,255)

*( ) Figures in parenthesis represent potential strippable public and private lands that have been found unsuitable for surface mining operations. These figures may differ from those identified under the criteria because all overlapping acreage has been included under crucial-critical habitat. State lands are excluded from all acreage figures in the table.

HENRY MOUNTAIN COAL STUDY AREA





MAP 6

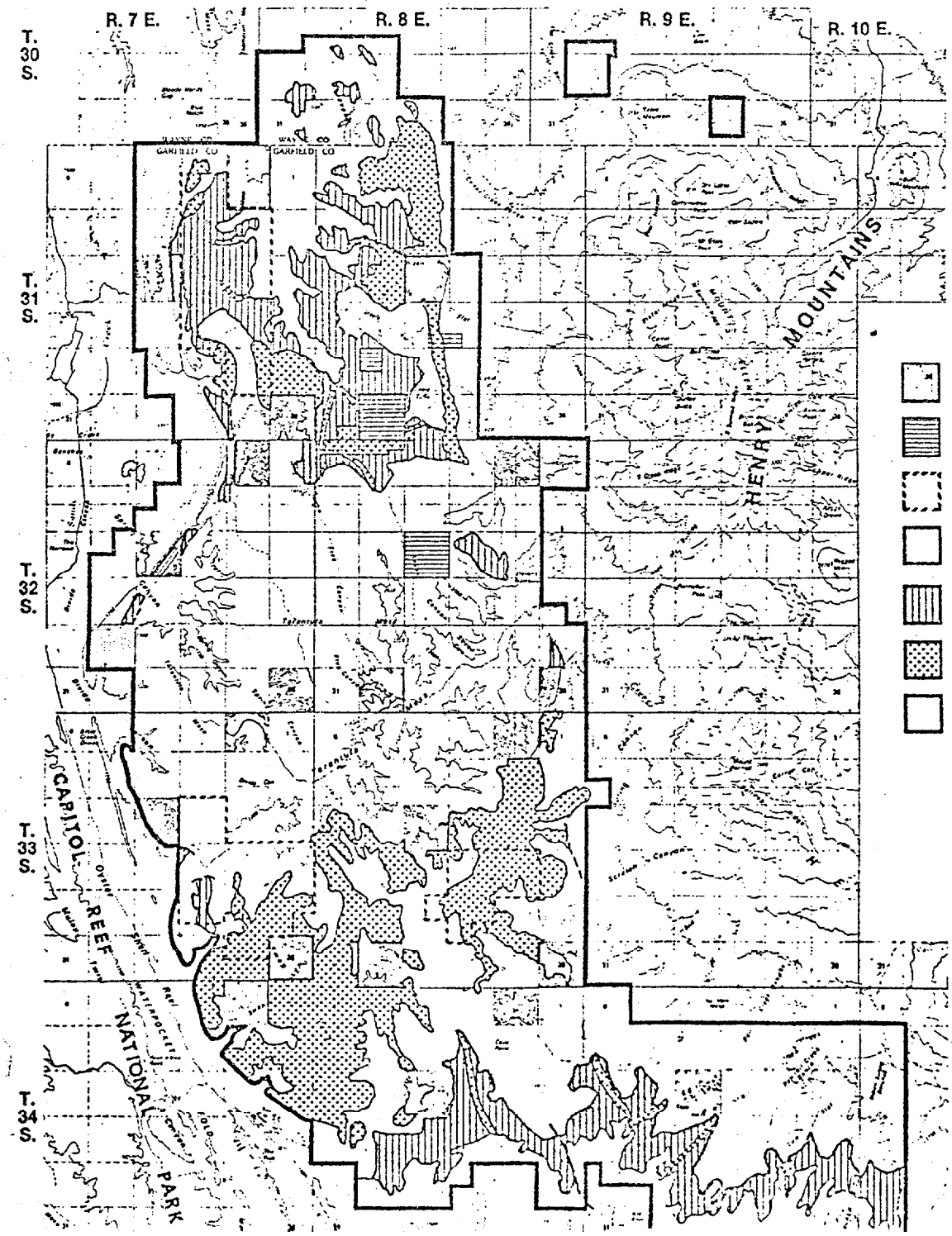


TABLE 5 (concluded)

4. Study Area	Acres	% of Total Strippable on Public Lands	% of Total Public Land* in Coal Study Area
Public Lands Suitable for Surface Mining.	25,446	57%	20%
Public Lands Unsuitable for Surface Mining.	19,255	43%	15%

*Public land includes the following acreages where the Federal government retains the mineral estate:

126,699 ac. Federal Surface/Federal Mineral
520 ac. Private Surface/Federal Minerial (includes 430 acres of strippable land)
127,189 ac. Total public and private lands in the coal study area where the Federal government has retained the mineral estate.

Multiple Use Recommendation

In accordance with the findings of the coal unsuitability analysis, implement the conditions of the exemptions and exceptions and apply coal lease stipulations which exclude surface mining operations on those public lands in the Henry Mountain coal study area found unsuitable for this type of coal development (see Map 6).

Rationale

Public lands excluded from surface mining operations and various surface disturbing activities were determined through the application of the coal unsuitability criteria as defined in the Federal Register, Vol. 44, No. 140, July 19, 1979.

MULTIPLE USE ANALYSIS

The following analysis is based on the findings of the application of the coal unsuitability criteria as defined in 43 CFR 3461 to public lands located in the Henry Mountain coal study area. Map 6 identifies those public lands found suitable and unsuitable for surface mining operations and other surface disturbing coal related activities.

LANDS - There is a potential conflict with state lands lying adjacent to or in the vicinity of those public lands identified as being unsuitable for surface mining operations. If the bulk of the public lands in an area are identified as unsuitable for surface coal mining operations, adjacent state sections could also be negatively impacted because of the economic unfeasibility of mining small areas and the need to have access across those same unsuitable public lands. Management objectives for state lands require the greatest economic return on the use of these lands. This is inimical to resource protection goals sometimes applied to certain public lands. This conflict

could be mitigated through an exchange program handled either on a section for section trade or as a component part of PROJECT BOLD which would block state school sections into large manageable areas.

The State of Utah has made such a proposal regarding those state school sections on Cave Flat and Swap Mesa where public lands have been identified as unsuitable for surface mining. The State has indicated an interest in exchanging these school sections for public land on Wildcat Mesa which was found suitable for strip mining. This proposal will receive further consideration as the State moves forward with its exchange proposal program.

MINERALS - Through the application of the coal unsuitability criteria, 19,255 acres of public land have been identified as unsuitable for surface mining operations. As a result, approximately 138 million tons of in-place coal would not be recoverable by strip mining methods. In-place coal (measured, estimated, inferred, and potential reserves) is the total coal determined to underlie an area based on existing drill data and known geologic features. Surface mining operations usually have a 90-95 percent recovery rate while under ground operations are limited to a 45-55 percent recovery rate.

Based on current market conditions, the estimated 138 million tons of in-place coal which would not be recoverable could have an economic value of more than $3 billion. Coal generated revenues are usually based on the amount of BTUs per ton. Coal that has a 12,000 BTU value has been averaging $25 per ton delivered at railroad distribution points near Price, Utah. Coal in the Henry Mountain coal field has been estimated at 11,000 BTUs. After adjusting for the difference between BTU values, it is estimated that the Henry Mountain coal would be worth approximately $22 per ton delivered at the railroad at Green River, Utah. This estimated worth does not take into consideration tax or royalty revenues which would be lost to Federal, State, and county governments.

The in-place coal quantities discussed in this section are based on average coal thicknesses reported in Doelling and Graham's, Eastern and Northern Utah Coal Fields (see Bibliography for full title). The authors have identified the Henry Mountain coal field as among the most lenticular in Utah. Therefore, the calculated coal tonnage is an approximation which could vary considerably when/if new exploratory drilling is conducted.

In calculating coal quantities, 1 ton of coal was assumed to be equivalent to 0.93 cubic yards in volume. No tonnage estimates are given for state lands involved in the unsuitable areas. This could amount to approximately 5 to 10 percent more coal than is stated. While the degree of impact on coal resources may vary between criteria, there would be an overall significant negative impact to the minerals resource development program for the Henry Mountain Planning Area.

Estimated coal tonnage determined to be unrecoverable by surface mining operations has been calculated on the basis of the following criteria:

Criterion 3:

The Federal government has retained the mineral estate on 430 acres of private land that has potential to be surface mined. As a result of consultation with

the owner of these private lands, the 430 acres have been found unsuitable for strip mining. The average thickness of the coal beds underlying this property is 4.8 feet. This would involve roughly 3,595,230 tons of coal which would not be mineable by surface methods.

Criterion 4:

This criteria involves lands found unsuitable for surface mining because of their designation as wilderness study areas (WSAs). The WSAs involved are Mt. Ellen-Blue Hills 238, and Mt. Pennell 248. Portions of the WSAs (4,113 acres) were found to be suitable for mining by underground methods; however, special stipulations would prevent any surface disturbance or occupancy. As a result, there would be a negative impact to underground mining because surface facilities such as ventilation fans, electrical lines, access roads, portals, and other ancillary facilities are needed in various locations for proper mining operation. However, the coal under these lands could still conceivably be mined by underground methods.

Total in-place coal which would be unrecoverable by surface mining methods because of the WSA designation include:

WSA 238: Mt. Ellen-Blue Hills

Average coalbed thickness of three feet under 25 acres represents 130,641 tons of coal. This coal is located outside the PRLAs.

WSA 248: Mt. Pennell

Average coalbed thickness of six feet under 1,604 acres, represents 16,763,895 tons of coal. This coal is located outside the PRLAs.

Criterion 7:

This criterion involves lands found unsuitable for surface mining because of the existence of a potential National Register archaeological site. The buffer zone requiring protection involves 700 acres. However, 600 of these acres were found suitable for mining by underground methods as long as no surface occupancy or disturbance would occur within the buffer zone. This would be a negative impact to any future coal development because underground mines require certain surface facilities at various locations for access, ventilation and power.

The 100 acres found unsuitable for surface mining involves coalbeds with an average thickness of five feet. This would make approximately 870,942 tons unavailable for future development. All of this coal is located outside the PRLAs.

Criterion 11:

This criterion involves lands found unsuitable for surface mining due to the presence of bald or golden eagle nesting sites. Four sites have been identified and involve in-place coal tonnages as follows:

Site 1

This site would preclude surface mining on 350 acres with an average coalbed thickness of 4.8 feet, representing 2,926,366 tons. Approximately 2,065,178 tons are within portions of the PRLAs, and 861,188 tons are outside the PRLAs.

Site 2

This site would preclude surface mining on 516 acres with an average coalbed thickness of 4.8 feet, representing 4,314,299 tons. Approximately 3,402,945 tons are within portions of the PRLAs, and 911,354 tons are outside the PRLAs.

Site 3

The buffer zone around this site was found to be mineable by underground methods. However, negative impacts are possible because underground mines require certain surface facilities at various locations for access, ventilation, and power. The lease for this coal would stipulate no surface occupancy or disturbance. These stipulations could hinder future underground mining operations.

Site 4

This site would preclude surface mining on 610 acres with an average coalbed thickness of 6.5 feet, representing 6,906,572 tons. Approximately 1,845,527 tons are within portions of the PRLAs, and 5,061,045 tons are outside the PRLAs.

Criterion 13:

This criterion involves lands found unsuitable for surface mining due to the presence of falcon nesting sites. Two sites have been identified and involve coal tonnage as follows:

Site 1

This site would preclude surface mining on 29 acres with an average coalbed thickness of 4.8 feet, representing 242,470 tons. This coal is located within the PRLA.

Site 2

This site would preclude surface mining on 875 acres with an average coalbed thickness of 5.0 feet, representing 7,185,273 tons. Approximately 914,489 tons are within portions of the PRLAs, and 6,270,784 tons are outside the PRLAs.

Seven hundred and thirty-six acres within the nesting site buffer zones were found suitable for underground mining provided there is no surface occupancy

or surface disturbance. This would cause a negative impact to coal development because underground mines require certain surface facilities at various locations for access, ventilation and power. The underlying coal could be removed without need for any such facilities on the surface within the buffer zone. However, if the support facilities would be needed within the buffer zone, underground mining methods could be prohibited.

Criterion 15:

This criterion involves lands found unsuitable for surface mining because of the existence of critical wildlife habitat and riparian zones. Under this criterion, four different types of critical habitats were identified and involve the following losses of coal tonnages:

1: Crucial-Critical Bison Winter Range

This habitat area would preclude surface mining on 14,771 acres with an average coalbed thickness of four feet, representing 102,917,498 tons. Approximately 16,749,960 tons are located within the two southern most PRLA areas, and 86,167,538 tons are located outside the PRLA areas.

2: Crucial-Critical Bison Summer Range

This habitat area would preclude surface mining on 50 acres with an average coalbed thickness of 2 feet, representing 174,188 tons. This coal is located outside the PRLA areas.

3: Crucial-Critical Bison Yearlong Range

This habitat area would preclude surface mining on 131 acres with an average coalbed thickness of 6.5 feet, representing 1,483,215 tons. This coal is located outside the PRLAs.

4: Crucial-Critical Deer Winter Range

This habitat area would preclude surface mining on 5,324 acres with an average coalbed thickness of 4 feet. This represents 37,095,170 tons of coal. Approximately 9,545,526 tons are located within portions of the PRLAs, and 27,549,644 tons are located outside the PRLAs.

An additional 23,008 acres of big game habitat was found to be suitable for underground mining. In these areas, surface disturbing activities would be subject to special stipulations to protect crucial-critical habitat for bison and deer. Special stipulations could be so restrictive that they would preclude the underground mining of any underlying coal, especially the no surface occupancy stipulation (the reasons being cited under several previous criteria discussions).

In addition to protection of habitat, this criterion also provides protection for riparian habitat zones. In total, 751 acres of riparian zones were identified. An average of four feet of coal underlies these areas which would

Summary of Minerals Impacts From Coal Unsuitability Criteria

Criterion No.	Tons of In-Place Coal Suitable For Underground Mining With Special Stipulations			Tons of In-Place Coal Unsuitable for Recovery By Strip Mining Methods*					
				Within PRLAs			Outside PRLAs		
	Acres	Average Coal Thickness	Tons	Acres	Average Coal Thickness	Tons	Acres	Average Coal Thickness	Tons
3. Private Surface/-Federal Mineral	Data unavailable - coalbeds are thin and lenticular.			--	--	--	430	4.8'	3,595,230
4. WSAs									
Mt. Ellen	575	3'	3,004,751	--	--	--	25	3'	130,641
Mt. Pennell	2,938	4'	20,470,625	--	--	--	1,604	6'	16,763,895
Mt. Hillers	600	3'	3,135,392	--	--	--	--	--	--
7. Archaeological Sites	600	5'	5,225,653	--	--	--	100	5'	870,942
11. Bald Eagle Sites	1,704	4'	11,872,684	--	--	--	--	--	--
Site 1	--	--	--	247	4.8'	2,065,178	103	4.8'	861,188
Site 2	--	--	--	407	4.8'	3,402,945	109	4.8'	911,354
Site 3	--	--	--	--	--	--	--	--	--
Site 4	--	--	--	163	6.5'	1,845,527	447	6.5'	5,061,045
13. Falcon Sites	736	4'	5,128,107	--	--	--	--	--	--
Site 1	--	--	--	29	4.8'	242,470	--	--	--
Site 2	--	--	--	105	5.0'	914,489	720	5.0'	6,270,784
15. Big Game Habitat	23,008	4'	166,310,000	--	--	--	--	--	--
Crucial-Critical Buffalo Winter	--	--	--	2,404	4.0'	16,744,960	12,367	4.0'	86,167,538
Crucial-Critical Buffalo Summer	--	--	--	--	--	--	50	2.0'	174,188
Crucial-Critical Buffalo Yearlong	--	--	--	--	--	--	131	6.5'	1,483,215
Crucial-Critical Deer Winter	--	--	--	1,370	4.0'	9,545,526	3,954	4.0'	27,549,644
Crucial-Critical Deer Summer	--	--	--	--	--	--	--	--	--
Riparian	--	--	--	69	4.0'	480,760	682	4.0'	4,751,861
TOTALS	30,161		215,147,212	4,797		35,241,855	20,722		151,104,988
TOTAL IN-PLACE COAL UNSUITABLE FOR RECOVERY BY STRIP MINING METHODS AFTER ACCOUNTING FOR OVERLAP AMONG CRITERIA.									138,003,941

*This in-place coal lies under less than 200 feet of overburden and is not considered recoverable with present underground mining technology. However, deeper Ferron Sandstone coals that are potentially recoverable by underground mining techniques are known to underlie these strippable areas.

involve 5,232,621 tons of coal being unavailable for future leasing. Of this total, 490,760 tons are located within the PRLA areas and 4,751,861 tons are located outside of the PRLAs.

RANGE - The areas that are identified as suitable for surface mining operations affect grazing in four allotments: Cathedral, Steele Butte, Sandy 2, and Bullfrog. The impacts of strip mining on rangeland values and livestock are generally the same. However, each allotment will be discussed separately to identify specific information. These four allotments have winter grazing from October 15 to May 31.

Cathedral Allotment consists of 104,645 acres with a total livestock allocation of 3,302 active AUMs. There are six permittees grazing 460 cattle. The strippable areas as identified on Map 6 comprise approximately 4,805 acres or 5 percent of this allotment, representing a loss of approximately 120 AUMs. Other than a few small reservoirs constructed by the permittees, there are no range improvements in the immediate vicinity of the strippable area.

Steele Butte Allotment consists of 74,132 acres with a total livestock allocation of 5,640 active AUMs. There are nine permittees grazing a total of 731 cattle. The strippable area covers approximately 13,675 acres or 18 percent of the allotment and involves both productive and non-productive sites, representing a loss of approximately 390 AUMs. There are two springs and two reservoirs in the strippable area that could be disturbed or made unavailable for livestock use during the mining activity.

Sandy 2 Allotment consists of 45,602 acres with a total livestock allocation of 2,228 active AUMs. One permittee grazes 374 cattle. The strippable area covers approximately 315 acres or 1 percent of the allotment, representing a loss of approximately 10 AUMs. There are several range improvements, including 1/2 mile of fence and a spring, that could be disturbed by mining activities. This allotment is being managed under a two pasture rest rotation system. The area of concern is so small that it would have an insignificant impact on the livestock operation.

Bullfrog Allotment consists of 82,546 acres with a total livestock allocation of 3,442 active AUMs. There are five permittees grazing a total of 437 cattle and 1,075 sheep. The strippable portion, as identified, covers approximately 10,540 acres or 13 percent of the allotment, representing a loss of approximately 265 AUMs. There are several range improvements, including a spring and approximately one mile of pipeline used to distribute water to several locations, which could be disturbed or made unavilable during the mining activity. In addition, this allotment has a two pasture grazing system. The management of this area could be changed since the mining area covers approximately 1/4 to 1/2 of the north pasture.

Based on the preceding data, impacts to the livestock industry in terms of lost AUMs would be low when compared to the economic value of the recoverable coal. The economic value of an AUM in the planning area has been estimated at around $11.00. A total of approximately 785 AUMs would be lost for a total value of almost $8,700. The amount of coal estimated to be recoverable could easily have a economic value of more than $3 billion. This does not include the new employment opportunities or the increased tax revenues that would benefit local government units. Any impacts from lost AUMs could be mitigated

by purchasing the lost AUMs from the affected permittees and rehabilitating the rangeland to increase or sustain its former grazing capacity.

A more serious impact would result to rangeland resources in terms of lost plant cover, soil erosion, and the potential of the area to be reclaimed. The coal study area, especially those portions identified as suitable for strip mining, is noted for its harsh environment. The climate of the area is considered arid because of the low annual precipitation (averages approximately 7-9 inches) and is highly variable. Extended drought periods of three years or more are common. The peak precipitation usually occurs during July and August as high intensity storms. This is also the period with the highest temperature and the greatest potential for evapotranspiration. The greatest limitation to establishment of plant cover is this low precipitation. The effects of limited rain in the area are reflected in the minimal development of soils to sustain plant growth.

There are a variety of soils in the area, but the majority of them are considered poor (i.e., shale rock outcrops, shallow sandy loam, and shallow silty clay) in terms of supporting a vigorous, healthy plant community or attempting rehabilitation projects. The potential for establishing vegetation exists if problems of limited and infertile soil, scarce precipitation, high summer temperatures, and animal utilization during the early stages can be overcome.

Some of the areas at the higher elevations (6,000 ft. or above) with good soils have good potential for revegetation as shown by the crested wheat seeding on Tarantula Mesa. Forage production has been as high as two acres/-AUM in moist years to as low as 29 acres/AUM during dry years. Prior to the revegetation, it took approximately 39 acres to produce 1 AUM on Tarentula Mesa. Therefore, some of these areas, especially the Sandy 2 and Steele Butte Allotments (north end) could have improved grazing capacities in the long term.

Due to the harsh environment of the region, rehabilitation work on strip-mined lands would have to be accomplished with considerable care and appropriate methods. Existing methodology may be inadequate to meet the harsh conditions of the area. New methods or information may have to be developed through site-specific studies.

EMRIA Report No. 15, a study conducted within the boundaries of the coal study area to simulate rehabilitation results after strip mining, showed that many plants appeared to regress after the second and third year of establishment. Even with the use of irrigation on the seedlings, the potential for false starts is high because of the great variation in precipitation from year to year. Therefore, the desired revegetation of an area under natural conditions may take from 10 to 20 years. There is evidence from observing the vegetation that natural plant establishment does occur, but ideal conditions to start this process are infrequent and the probability of having a follow-up good year to insure successful establishment is even more unlikely.

Accomplishing any effective rehabilitation work in the coal study area will require a considerable investment of time and money. EMRIA Report 15 identifies various steps that should be taken to properly reclaim disturbed areas. These recommendations include the creation of a suitable soil profile for plant growth, surface mulching, the reshaping of spoils to original contour,

the use of water harvesting techniques, the development of "safe sites" for plant establishment, and the use of fertilizers and irrigation on revegetated areas. These concerns should be addressed in accordance with the Surface Mining Permit Application - Minimum Requirements for Information on Environmental Resources regulations as defined in 30 CFR Part 779. A more detailed description of these rehabilitation recommendations can be found in EMRIA Report No. 15, listed in the reference section of this analysis.

WATERSHED - Soils in the area found suitable for strip mining range in character from rock outcrops to sandy loams to silty clays. These soils have been identified as moderately susceptible to wind and water erosion. A BLM contracted water study of the Henry Mountain coal field conducted by Uintex Corporation (see reference listing) identified present sediment yield in the Sweetwater drainage area at approximately 1,250 tons/sq. mile/year. Once coal production began, permeability and infiltration could be negatively impacted causing increased runoff and sedimentation which could exceed 1,440 tons/sq. mile/year because of the fine sandy loam type soils. Wind action on uncovered and unprotected soil could cause a significant increase in airborne dust particles and a degradation in air quality.

Changes in the texture and structure of soils in the disturbed areas could be expected as the overburden is moved about. The mixing of thin topsoils and lower strata would probably produce a stoney and difficult medium for preparing seed beds. Beneficial microorganisms in the topsoil could be lost when the soils are stockpiled or buried and then redistributed. It would not be unreasonable to expect these disturbed soils to lose up to 10 percent of their productivity in terms of supporting vegetation.

Mining operations would bring in large numbers of workers and their families which would put additional stress on the soils in terms of surface disturbing activities such as ORV use. New access roads and the construction of permanent facilities would negatively impact the soils.

Impacts on the hydrology of the area depend on which water source is tapped. The major aquifer in the area occurs in the Navajo formation. A study conducted by Hood (1979) of the USGS indicated that drawdown near pumped wells would be large and the effects of pumping would extend to distances of 20 miles or more. Hood's study showed that water extracted from the Navajo would exceed normal recharge quantities, adversely affecting the discharge at natural sites for many years. Collapse of parts of the aquifer is also a possibility if recharge cannot keep pace with withdrawal.

If surface sources such as springs and perennial streams are utilized, negative impacts would be more noticeable because of the scarcity of water in this arid environment. Use of these surface sources in the quantities needed for coal mining operations could lead to a reduction of flows in these waters and a reduction of associated riparian habitat. Wildlife, livestock, and vegetation already struggling to survive in this dry climate (rainfall averages 7-9 inches a year) could be significantly impacted unless provisions are made to assure an adequate supply for their use. Impacts could be magnified when these drought conditions exist and the health and survival of wildlife and livestock hinge on the availability of surface water (streams, springs, creeks, etc.) and riparian zones.

The Uintex study indicated that water quality (salinity) would only be slightly degraded in the long term. This indication is based on the following assumptions: (1) adequate measures are used to protect disturbed soils and proper reclamation methods are used; (2) use of slurry lines could remove from the area an estimated 25,000 to 77,000 tons of salt per year (water from the Navajo aquifer has salinity concentrations of 1,000 to 3,000 mg/ℓ and approximately 19,000 acre-feet of water per year is needed to process and transport coal) and without the use of slurry lines, 800 tons per year; (3) leaching of redistributed soils would be minimal because of the limited amount of precipitation in the area; and (4) underground operations intercepting and removing slow moving underground water would actually be lowering the exposure time of this water to salinity yielding formations, thus reducing the overall salinity.

Water quality in the short run could be expected to decrease until adequate safeguards against surface disturbing activities could be implemented. The Uintex study showed that strip mining activities would impact surface drainages, infiltration rates, hydraulic conductivity of shallow aquifers, erodibility of soils, vegetation patterns, flow and possible relocations or depletion of springs.

To lessen these impacts, road construction should be well planned to minimize problems of dust, wildlife migration, and water degradation. Back filling and rough grading should not be delayed beyond the actual time needed for the mining activity. The feasibility of creating a suitable soil profile for plant growth should be determined. Surface mulching, the reshaping of spoils to original contour, water harvesting techniques, the use of "safe sites" for plant establishment, and the collection and removal of mine wastes (i.e., oil, grease, dangerous chemicals, and solid wastes) would all be needed to reduce the impacts that could result from mining operations. These concerns should be addressed in accordance with the Surface Mining Permit Applications - Minimum Requirements for Information On Environmental Resources regulations as defined in 30 CFR Part 779.

WILDLIFE - Through the application of the coal unsuitability criteria, several areas have been found unsuitable for surface mining operations. These areas have been determined to be essential for the survival of various species that could not tolerate the type of surface disturbance usually associated with strip mining activities. Declaring these areas unsuitable for surface mining will have a positive impact on these species and will help maintain adequate habitat to sustain their continued existence in the area.

Although protection has been provided for essential habitat for known Federal and State high interest wildlife species (bald eagles and prairie falcon, bison, deer, and riparian-dependent species), it is important to realize that other essential habitat and high interest species could exist in the coal study area. There are insufficient data available to conclude that no other essential habitat exists and that surface mining could proceed without concern for this potential. Therefore, prior to any surface disturbing mining activities and/or developments, an on-site inventory of the area should be conducted to assure adequate habitat protection for any additional high interest or threatened and endangered species in accordance with 30 CFR Part 779 and as described in the unsuitability analysis.

Coal strip mining on Wildcat Mesa would not result in the loss of critical bison and/or deer habitat, but it would increase human activity in the area. One potential activity which could have a serious impact on the bison and deer populations would be harassment. Harassment could cause death, increased susceptibility to disease and accidents, displacement from preferred habitat and reproductive impairment (i.e., abortions, lower calve/fawn survivability and growth rates).

ORV, including snowmobile use, could be expected to increase significantly with a large influx of coal workers and their families. Two major impacts associated with ORV and snowmobile use include increased habitat disturbance and possible bison and deer herd displacement. Such disturbance and displacement, especially during crucial seasons (i.e., calving and/or fawning, winter foraging) could significantly affect the well-being of these animals. Other potential negative wildlife impacts associated with increased human activity include: illegal hunting, habitat destruction, littering and contamination of water sources.

Possible mitigating measures which could help reduce these impacts include: (1) the use of a full-time wildlife biologist to study and monitor the bison habitat; (2) strict enforcement of hunting and ORV restrictions on bison habitat; (3) the closing of roads where they are no longer needed for administrative purposes; and (4) the dissemination of information through brochures, education workshops, etc., to help make people aware of the need to protect these animals.

RECREATION - If the suitable strip mining areas are developed, the on-site workforce would generate significant demands for new recreation resources. New demand for dispersed recreation activities such as ORV use could lead to conflicts with wildlife, range, watershed, cultural, and visual resources.

Impacts to visual resources would vary depending on location. Much of the suitable strip mine area is in VRM Management Classes III and IV. There are two exceptions. Approximately 3,000 acres of VRM Class II area is both suitable and strippable north of Factory Butte. Impacts to visual resources would be insignificant because this area is not visible from any major travel route.

Another area in VRM Management Class II that is suitable for surface coal mining operations is the Pete Steele Butte/Applebrush Bench area containing approximately 3,600 acres. This area would be visible from a travel route between Sandy Ranch Junction and the Henry Mountains. There is no traffic counter data available for the area, but recreational sightseeing is estimated at under 50 visitor days a year. Some of the strip mining operations could be mitigated, but it is doubtful that VRM Class II objectives could be met.

Those areas found suitable for surface mining operations would not be directly visible from the Notom Road or the Strike Valley/Waterpocket Fold overlook in Capitol Reef NP. However, fugitive dust from the operation would probably be visible. This dust could be mitigated to some extent by spraying the disturbed areas with water on a regular basis during the mining operation. Due to distance involved, noise from mining operations is unlikely to be a major factor.

The recreation and scenic values of Capitol Reef NP would be impacted by any type of coal mining, regardless of location or method because the most likely access route is via Notom Road. This road would need to be paved and widened; mine workers would use this road to reach the mine sites and heavy truck traffic would be probable during both construction and mine operation phases. Impacts could be mitigated to some extent if coal hauling was restricted to evening hours. The improved access would lead to increased camping, littering, ORV use, and other management problems in the southern district of the Park which would require more intensive management efforts by Park personnel if Park values were to be preserved.

The proposed designation of the identified lands as unsuitable for surface mining would have a beneficial impact on recreation in the following areas:

a. Susan's Rock Shelter, an archaeology site being nominated to the National Register of Historic Places.

b. Portions of two wilderness study areas.

c. Important habitat for deer and buffalo. Although the actual hunting activity can, in fact, take place anywhere on the Henry Mountains, this habitat directly contributes to as much as 182 visitor days for buffalo hunting, and 342 visitor days for deer hunting per year.

d. Swap Mesa and portions of Cave Flat which are directly visible from the Strike Valley/Waterpocket Fold Overlook in adjacent Capitol Reef NP and the Burr Trail. Both these locations are considered key observation points.

Impact of Unsuitability Designations on the Socioeconomic Conditions of Wayne and Garfield Counties

The Henry Mountain Planning Area comprises more than 1.9 million acres of public, state and private lands located in the eastern portions of Wayne and Garfield Counties. The Planning Area has resource values relating to ranching, mining and recreation activities that are very important to both counties in terms of future growth and development. Both counties have rural populations which have historically relied on agriculture to provide a way of life. This heavy dependence on agriculture is one reason why both counties have a low per capita income in relation to other counties within the State of Utah. Both counties have a population density estimated to be 0.6 persons per square mile over a total of 7,706 square miles. Population growth, when it does occur, is very small in terms of absolute numbers.

TABLE 7

Population Trends for Wayne and Garfield Counties

Year	Garfield	Percent Change	Wayne	Percent Change	State	Percent Change
1900	3,400		1,907		276,749	
1910	3,660	7.6	1,749	-8.3	373,351	34.9
1920	4,769	30.3	2,097	19.9	449,396	20.4
1930	4,642	-2.6	2,067	-1.4	507,847	13.0
1940	5,253	13.2	2,394	15.8	550,310	8.6
1950	4,151	-30.0	2,205	-7.9	688,862	25.2
1960	3,577	-13.8	1,728	-21.6	890,627	29.3
1970	3,157	-11.7	1,483	-14.2	1,059,273	18.9
1980*	3,360	6.4	1,918	29.3	1,454,630	37.3

Source: 1979 Utah Statistical Abstract, Bureau of Economic and Business Research, University of Utah.

*Preliminary 1980 United States Census of Utah.

Table 7 reflects a general decrease in population for both counties beginning in 1940. This declining trend continued until the early 1970's. Historically, agriculture has been the main source of income and employment in both counties. Trends toward urbanization and mechanization during the 1940's and 1950's played a significant part in the declining population. Economic hardships and better employment opportunities elsewhere encouraged a population shift from rural to metropolitan areas outside the two counties while improved agricultural techniques and equipment increased the output per farm or ranch without the need for additional employees. This movement has also been instrumental in the resulting trend towards large and more mechanized farm operations, replacing the small family operation.

The lack of well developed wholesale, retail, and service economies in Wayne County is probably the result of the local population which is considered too small to generate the need for trade and service centers capable of providing a full array of services.

Unemployment rates for Garfield County are exceptionally high in comparison to Wayne County and Utah in general as shown in Table 8. Continuing high rates only lead to further migrations out of the county for those age groups that make up the work force. Wayne County, on the other hand, appears to have a low unemployment rate indicating that, even though economic conditions are not the best in terms of a diversified and growing economy, out-migration and employment opportunities have balanced each other. As populations began to increase in the early 1970's, unemployment rates in both counties rose above the state average. These higher rates were probably the result of early energy-related resource development projects that were not successful.

TABLE 8

Unemployment Statistics

		Total Civilian Work Force	Average Unemployed Persons	Unemployment Rate (Percent)
Garfield	1950	1,263	126	9.9
	1970	1,073	97	9.0
	1978	1,750	140	8.0
Wayne	1950	650	10	1.5
	1970	573	19	3.5
	1978	1,020	60	6.0
State	1950	256,300	14,000	5.5
	1970	414,200	25,200	6.1
	1978	587,800	27,000	4.6

Source: 1976 and 1979 Utah Statistical Abstract, Bureau of Economic and Business Research, University of Utah. Wayne and Garfield Economic Profile, Bureau of Economic and Business Research, University of Utah.
1980 Statistical Review of Government in Utah, Utah Foundation.

Total personal income for both counties has increased dramatically over the past 20 years. However, most of this increase is a result of inflated dollars as shown in Table 9. When the total personal income for each county is adjusted using the appropriate cost of living index, adjusted personal income shows a small increase for both counties. Mining activities have provided the greatest increase in personal income in Garfield County. The service, manufacturing, trade and government sectors are the other major sources of personal income in the counties.

Employment in Garfield County has taken a new direction over the past 20 years (See Table 10). In 1950, agriculture provided almost 38 percent of the jobs in the county. By 1977, this number had been reduced to 10 percent, indicating the effect modern agricultural technology has had on employment in the farming industry. Construction, trade, and service industries also played a large role in employment within the county in 1950. But by 1977, the government, manufacturing, and service industries provided for more than 50 percent of the employment in Garfield County. This shift from heavy reliance on agricultural employment to other industries will help provide a diversified economic base resulting in a greater need for manpower resources. This is shown by the more than 40-percent increase in total employment since 1950.

Agricultural employment in Wayne County continues to provide a significant number of jobs in comparison to the other industry groups. Almost 59 percent of the total employment in 1950 was generated by the agricultural sector. Even though this percentage has decreased over the years, agriculture continued to provide over 20 percent of the total employment in the county for

TABLE 9

Distribution of Personal Income by Source ($1000's)

Income Source	Garfield County 1970	Garfield County 1974	Garfield County 1978	Wayne County 1970	Wayne County 1974	Wayne County 1978	State of Utah 1970	State of Utah 1974	State of Utah 1978
Farm	$ 347	$ 782	$ 1,398	$ 445	$ 595	$1,106	$ 77,511	$ 94,567	$ 134,911
Non-Farm	5,883	8,008	14,143	1,737	2,769	6,428	2,701,440	4,151,707	6,867,637
Mining	(b)	358	2,213	(b)	(b)	(b)	127,666	191,257	358,896
Contract Construction	360	501	702	(b)	358	525	155,756	323,809	608,532
Manufacturing	(b)	1,453	2,516	(b)	91	187	454,673	719,904	1,180,669
Trans. & Public Utilities	(b)	657	(b)	(b)	115	149	226,077	359,867	605,633
Wholesale/Retail Trade	684	981	1,311	259	443	489	477,303	763,299	1,230,732
Finance, Ins., Real Estate	(b)	(b)	(b)	(b)	(b)	(b)	117,276	185,940	349,564
Services and Misc.	946	1,108	1,912	88	132	294	368,297	578,363	1,010,864
Government	2,168	2,838	4,196	1,030	1,423	2,166	768,265	1,020,798	1,509,147
Resident Adjustment	-240	-311	-589	130	195	-306	3,197	2,148	3,208
Property Income	839	1,489	2,267	548	965	1,318	467,889	638,485	995,470
Transfer Payments	1,191	2,050	3,517	484	1,020	1,587	323,352	609,940	1,020,907
Less: Personal Contributions for Social Insurance	287	462	847	84	167	393	133,605	235,084	400,627
Total Personal Income (Real)	$ 7,733	$11,556	$19,889	$3,260	$5,377	$9,740	$ 3,439,784	$5,261,763	$8,621,506
(Adjusted)*	6,649	7,824	10,178	2,803	3,640	4,984	2,957,682	3,562,466	4,412,234
Per Capita Income (Real) in dollars	$ 2,450	$ 3,399	$ 5,234	$2,198	$3,360	$5,126	$ 3,247	$ 4,463	$ 6,546
(Adjusted)*	2,106	2,371	2,678	1,890	2,275	2,623	2,792	3,022	3,350

Source: 1976 Utah Statistical Abstract, Bureau of Economic and Business Research, University of Utah and Regional Economic Information System, Bureau of Economic Analysis.

(b)Data not shown to avoid disclosure, but included in totals.

*Adjusted for Inflation: 1967 = 100, 1970 = 116.3, 1974 = 147.7, 1978 = 195.4.

TABLE 10

Labor Market Data By County

Industry Group	Garfield 1950	Garfield 1960	Garfield 1970*	Garfield 1977**	Wayne 1950	Wayne 1960	Wayne 1970*	Wayne 1977**
A. Total Civilian Work Force	1,263	1,400	1,073	1,773	653	501	537	880
B. Total Non-Agricultural Employment	661	943	818	1,305	259	291	360	625
Mining	8	61	24	65	16	31	0	55
Contract Construction	105	102	102	45	37	32	67	50
Manufacturing	60	182	163	250	22	14	29	30
Trans. & Public Utilities	48	17	40	70	24	24	17	@
Wholesale/Retail Trade	146	212	146	180	47	52	44	50
Finance, Ins., Real Estate	4	12	21	15	4	3	11	@
Services & Misc.	188	250	250	305	71	64	143	30
Government	64	96	72	375	30	71	49	215
Industry Not Reported	38	11	-	155	8	0	0	2
C. Agricultural Employment	476	242	158	173	384	189	158	192

Source: Wayne and Garfield Economic Profile, Bureau of Economic and Business Research, University of Utah.

@Data withheld to avoid disclosure, but included in total.

*1970 Census of Population, Utah, February, 1972.

**UTAH: County Economic Facts 1978 Edition, Utah Industrial Development Information Systems.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Range Management
Objective Number	RM-1

ISSUE

Past forage allocations do not reflect current needs on the rangeland resource. Proper use of the rangeland forage has not been made and this has resulted in overutilization on portions of most allotments. Competition between livestock and wildlife has become more evident and wild burros, now protected by the "Wild Horse and Burro Act of 1971", must also be considered. The forage allocation process must place all grazing animals on an equal basis for immediate allocation to insure the existence of these animals and yet allow for proper utilization of the rangeland resources. Land treatment projects should be implemented on public lands to increase the productivity and allow for improved grazing use.

OBJECTIVE

To maintain or improve rangeland conditions, to implement grazing management use levels that does not exceed the capacity of the rangeland to support the allocation of forage to livestock and big game on 22 allotments and five unallotted areas totaling 1,704,738 acres of BLM, NP, and NRA lands. Presently, approximately 29 percent of the area is improving, approximately 53 percent is stable, and approximately 18 percent is declining (see Table 3-3 in the Henry Mountain Grazing EIS for acreage data).

RATIONALE

The Federal Land Policy and Management Act of 1976 establishes the fact that a balance be achieved, as much as possible in the use of public lands. The Act states in part that: Public lands will be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmosphere, water resource, and archaeological values; that will provide food and habitat for fish and wildlife and domestic animals; and which recognizes the nation's need for domestic sources of minerals, food, timber, and fiber from the public lands.

The Grazing Management Policy of the BLM also establishes goals and objectives for rangeland resources:

1. Livestock are to be grazed on public rangelands under the guiding principles of multiple use and sustained yield;

2. Rangeland resources are to be improved by making and implementing equitable and supportable decisions about land-use, resource management, and grazing authorization in a timely fashion and through the resource management planning process;

3. Conduct monitoring studies and soil and vegetation inventories necessary to provide data in establishing resource use levels;

4. Increase and encourage cooperation, consultation, and coordination with rangeland users and intermingled landowners as part of the land-use and grazing management decisions-making process;

ACTIVITY OBJECTIVE CONTINUED:

5. Determine the appropriate number of livestock and seasons of use based on the best available information. Authorize livestock use according to studies and other information available.

6. Initiate rangeland improvements that are cost effective and will help improve the condition of the lands for grazing of livestock, wildlife, and wild horse/burros, and watershed improvement.

7. Monitor rangelands to help in determining the effectiveness of management actions in achieving resource management objectives.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION.

Name (MFP)	Henry Mountain P.A.
Activity	Range Management
Reference Number	RM-1

RECOMMENDATION RM-1

Manage for optimum livestock production on public lands.

Adjust active preferences for livestock grazing and periods of use for each allotment to the indicated grazing capacity as shown in MFP I, Table 2; catagorize as shown.

Provide rangelands and forage for existing numbers of wild burros.

Provide rangelands and forage for current numbers of deer and antelope; allot to bighorn sheep rangelands and forage for which there is no competition with livestock.

Provide no forage for bison and remove them from the range.

Detailed recommendations by allotment with rationale have been prepared for each allotment. These are available in the 1982 URA 3 and 4 and will be used as guides in preparing Allotment Management Plans.

RATIONALE

Livestock would be given priority in forage use. Levels of use would be adjusted to estimated grazing capacity, based on the recent soil-vegetation inventory and ongoing monitoring studies. Grazing capacities would be firmed up over time with monitoring studies (including records of actual use).

Recommendations given on an allotment basis in Table 1 have been made to meet the needs in management unique to each allotment. These recommendations have, however, several management objectives in common. These are to:

1. Establish proper levels of stocking based on the long-term grazing capacity of the range.

2. Establish proper periods of use based on the physiological needs of key forage species.

3. Obtain proper distribution of use in order to obtain optimum livestock production without overgrazing key areas.

4. Establish grazing systems, where practicable, to provide rest for key forage plants and key areas thus compensating for any lack of uniformity in the use of these forage plants and area.

5. Develop each allotment through land treatment and the installation of management facilities such that the full long-term potential of the range to produce livestock may be realized in keeping with maintaining the basic soil and vegetative resource.

TABLE 1

MFP I: Manage for Optimum Livestock Production

	Livestock				Bison	Mule Deer	Antelope	Bighorn Sheep	Burros
LLOTMENTS	Kind of Livestock	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Alternative Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
100 Blue Bench (Category I)	Cattle	2,756	9/1-5/31	No change	0	34	0	0	0
101 Bullfrog[a] (Category M)	Cattle Sheep	2,192 1,302	10/1-5/31 10/1-5/31	No change No change	0	62	0	0	0
102 Burr Point (Category M)	Cattle Sheep	2,957 919	9/1-5/31 10/1-5/5	No change No change	0	29[e] (35)[b]	18	0	0
500 Cathedral[c] (Category C)	Cattle	2,366 B 1,871 P 495	10/1-5/31	No change	0	121	0	0	0
103 Cedar Point (Category I)	Cattle	1,334	9/1-5/3	9/1-4/30	0	55	19	0	0
104 Crescent Creek (Category I)	Cattle	205	6/1-9/15	5/1-9/15	0	81	0	0	0
107 Hanksville (Category M)	Cattle Sheep	6,348 4,331	9/1-5/31 10/1-5/31	No change No change	0	44	19	0	0
603 Hartnet[c] (Category C)	Cattle	2,884 B 967 P 1,917	11/1-6/15	No change	0	103	0	0	0
108 Nasty Flat (Category I)	Cattle	958	6/1-9/30	No change	0	71 (73)	0	0	0
610 North Bench (Category M)	Cattle	306	9/1-3/31	9/1-6/30	0	39	0	0	0
09 Pennell (Category I)	Cattle Sheep	2,471 1,228	6/1-10/31 6/1-10/31	No change No change	0	204	0	0	0

ALLOTMENTS	Livestock: Kind of Livestock	Livestock: Alternative Grazing Use (AUMs)	Livestock: Period of Use Current	Livestock: Period of Use Proposed	Bison: Alternative Grazing Use (AUMs)	Mule Deer: Alternative Grazing Use (AUMs)	Antelope: Alternative Grazing Use (AUMs)	Bighorn Sheep: Alternative Grazing Use (AUMs)	Burros: Alternative Grazing Use (AUMs)
0900 Robbers Roost[a] (Category M)	Cattle	6,902	3/1-2/28	No change	0	392	31	22	100
0110 Rockies[a] (Category I)	Cattle	3,725	10/1-5/31	No change	0	69	0	16[d]	0
	Sheep	2,655	10/1-5/31	No change		(75)			
0111 Sandy 1[c] (Category I)	Cattle	938	10/1-4/15	No change	0	33	0	0	0
	B	656							
	P	282							
	Sheep	210	10/1-4/15	No change					
112 Sandy 2 (Category I)	Cattle	885	10/16-4/15	No change	0	29	0	0	0
0113 Sandy 3[c] (Category C)	Cattle	981	10/16-4/15	No change	0	12	0	0	0
	B	301							
	P	680							
011[illegible] Sawmill Basin (Category I)	Cattle	153	7/16-8/31	No change	0	95	0	0	0
0902 Sewing Machine[a] (Category M)	Cattle	2,681	11/1-4/15	No change	0	167	0	925[d]	0
0115 Steele Butte (Category I)	Cattle	2,022	10/16-5/31	No change	0	110	0	0	0
16 Trachyte (Category I)	Cattle	1,066	9/1-5/31	No change	0	59	0	17[d]	0
	Sheep	1,453	10/1-5/5	No change					
0117 Waterpocket[a,c] (Category C)	Cattle	3,090	10/1-5/31	10/1-4/15	0	31	0	0	0
	B	2,926							
	P	164							
	Sheep	771	10/1-5/31	10/1-4/15					
	B	753							
	P	18							
0613 Wild Horse (Category M)	Cattle	1,495	12/1-6/30	9/1-6/30	0	128	0	0	0
Sweetwater[e]									
Fremont River[e]									
Subtotal		B 45,177 C			0	1,968	87	980	100
		P 3,538 C				(1,982)			
		B 12,851 S							
		P 18 S							

3

ALLOTMENTS	Livestock: Kind of Livestock	Livestock: Alternative Grazing Use (AUMs)	Livestock: Period of Use Current	Livestock: Period of Use Proposed	Bison: Alternative Grazing Use (AUMs)	Mule Deer: Alternative Grazing Use (AUMs)	Antelope: Alternative Grazing Use (AUMs)	Bighorn Sheep: Alternative Grazing Use (AUMs)	Burros: Alternative Grazing Use (AUMs)
Unallotted Areas									
Dry Lakes (Category M)	Cattle	83	None	7/15-8/30	0	57	0	0	0
Flint Trail[a] (Category M)	Cattle	1,332	None	10/1-4/15	0	166	0	808	0
Little Rockies[a] (Category M)	Cattle	85	None	9/15-3/30	0	112	0	548	0
North Caineville Mesa (Category M)	No Livestock grazing		None	None	0	8	0	0	0
South Caineville Mesa (Category M)	No Livestock grazing		None	None	0	12	0	0	0
Subtotal		1,500			0	355	0	1,356	0
TAL		B 46,677 C P 3,538 C B 12,841 S P 18 S 63,084[e]			0	2,323 (2,337)	87	2,336	100

[a]Includes both BLM and NRA lands.

[b]N[illegible]s in ( ) indicate current wildlife use. Number above is the amount of forage available for wildlife with alternative grazing use proposed.

[c]These allotments have both BLM and National Park Lands. B = BLM AUMs and P = National Park AUMs.

[d]Domestic and bighorn sheep compatibility conflict in these allotments.

[e]BLM and National Park total AUMs. The 18 sheep AUMs would not be allocated because sheep use has been excluded from Capitol Reef National Park since 1976 as stipulated in the Waterpocket Allotment Agreement and Management Plan.

MFPI - TABLE 3

Allotment and Grazing System	Land Treatments	Administrative Needs and Rangeland Developments
Blue Bench - Continue/revise existing system.	None	1. Adjust allotment boundary to accomodate new Sweetwater Allota volving approximately 27,445 acres and 436 AUMs. Implement F 2. Reconstruct four reservoirs. 3. Construct two reservoirs.
Bullfrog - Continue/revise existing system.	Apply vegetation manipulation on potential treatment area, 2,000 acres, to increase carrying capacity by 250 AUMs.	1. Construct pipeline extension (approximately 12 miles). 2. Develop two springs. 3. Construct one reservoir. 4. Reconstruct four reservoirs. 5. Troughs at four locations.
Burr Point - Continue/revise existing system.	None.	1. Construct 1 pipeline (approximately 10 miles). 2. Develop one spring. 3. Construct three reservoirs. 4. Reconstruct two reservoirs. 5. Develop two wells. 6. Troughs in four locations.
Cathedral - Implement grazing system.	None.	1. Construct two reservoirs. 2. Reconstruct four reservoirs. 3. Adjust allotment boundary with North Bench.
Cedar Point - Continue season-long	None.	1. Develop two springs. 2. Develop two horizontal wells. 3. Construct five reservoirs. 4. Reconstruct two reservoirs. 5. Troughs in four locations.
›cent Creek - ontinue/revise grazing system.	Apply vegetation manipulation on potential treatment area, 1,100 acres, increase carrying capacity by 150 AUMs. Interseed 1,100 acres of existing grass seeding with forbs (alfalfa, clovers, etc.) to increase carrying capacity by 160 AUMs.	1. Redevelop one spring. 2. Construct pipeline extension (approximately 1.0 mile). 3. Boundary fence - 3 miles. 4. Trough in one location.
Hanksville - Implement Grazing system.	None	1. Develop one spring. 2. Develop two wells. 3. Construct five reservoirs. 4. Reconstruct three reservoirs. 5. Construct fence (approximately 10 miles). 6. Construct pipeline (1 mile). 7. Troughs at four locations.
Hartnet - Continue/revise existing system.	None.	1. Adjust allotment boundary to accommodate new Fremont River All involving approximately 1,121 acres and 53 AUMs. Implement FY 2. Reconstruct four reservoirs.
Nasty Flat - Implement grazing system.	Apply vegetation manipulation on potential treatment areas, 1,200 acres, to increase carrying capacity by 225 AUMs.	1. Construct pipeline extension (approximately 1.0 mile). 2. Troughs at one location.
North Bench - Continue existing system.	None.	1. Formally consolidate the North Bench Allotment with the Wild H Allotment. Implement FY 1983. 2. Adjust allotment boundary to the Skyline Rim south to the Fremo River involving 5,876 acres and 60 AUMs. Implement FY 1983. 3. Reconstruct three reservoirs.

MFP I - TABLE 3 (Cont'd)

Allotment and Grazing System	Land Treatments	Administrative Needs and Rangeland Developments
Pennell - Continue existing system	Apply vegetation manipulation on potential treatment areas, 4,700 acres, to increase carrying capacity by 675 AUMs. Interseed 1,400 acres of existing Coyote Bench burn grass seeding with forbs (alfalfa, clovers, etc.) to increase carrying capacity by 200 AUMs.	1. Adjust allotment boundary to include approximately 80 acres at Turn of Bullfrog (transfer from Steele Butte to Pennell). 2. Develop three springs. 3. Construct one reservoir. 4. Construct fence (approximately 1 mile). 5. Construct pipeline extension (approximately 1 mile). 6. Boundary fence - see Crescent Creek Allotment. 7. Troughs at four locations.
Robbers Roost - Implement grazing system.	None.	1. Construct seven reservoirs. 2. Reconstruct two reservoirs.
Rockies - Continue existing system.	Apply vegetation manipulation on potential treatment areas, 4,400 acres, to increase carrying capacity by 300 AUMs.	1. Redevelop one spring. 2. Develop two springs. 3. Develop two wells. 4. Construct three reservoirs. 5. Reconstruct eight reservoirs. 6. Construct fence (approximately 1 mile). 7. Construct pipeline (approximately 6 miles). 8. Troughs - ten locations.
Sandy #1 Continue season-long.	None.	1. Adjust allotment boundary to accommodate new Sweetwater Allotme involving approximately 3,565 acres and 0 AUMs. Implement FY 1 2. Adjust allotment boundaries to accomodate new Fremont River All involving approximately 1,430 acres and 91 AUMs. Implement FY 3. Construct four reservoirs. 4. Reconstruct three reservoirs. 5. Construct fence (approximately 2 miles). 6. Construct one cattleguard.
S[illegible] #2 - Continue existing system.	Apply vegetation manipulation on potential treatment areas, 1,250 acres, to increase carrying capacity by 150 AUMs.	1. Develop one spring. 2. Construct three reservoirs. 3. Reconstruct two reservoirs. 4. Troughs at one location.
Sandy #3 - Continue season-long.	None.	1. Reconstruct three reservoirs. 2. Construct one trail corral.
Sawmill Basin - Implement grazing system.	Apply vegetation manipulation on potential treatment areas, 750 acres to increase carrying capacity by 110 AUMs. Interseed 500 acres of existing grass seedings with forbs (alfalfa, clovers, etc.) to increase carrying capacity 40 AUMs.	1. Redevelop one spring. 2. Construct one reservoir. 3. Troughs at one location.
Sewing Machine - Implement grazing system.	None.	1. Construct three reservoirs. 2. Reconstruct ten reservoirs. 3. Develop one new spring.
Steele Butte - Implement grazing system.	Apply vegetation manipulation on potential treatment areas 4,000 AUMs, to increase carrying capacity by 480 AUMs.	1. Develop one new spring. 2. Construct seven reservoirs. 3. Reconstruct one reservoir.

MFPI - TABLE 3 (Concluded)

Allotment and Grazing System	Land Treatments	Administrative Needs and Rangeland Developments
Trachyte - Continue season-long grazing	Apply vegetation manipulation on potential treatment areas 600 acres, to increase carrying capacity by 75 AUMs.	1. Construct five reservoirs. 2. Reconstruct two reservoirs. 3. Construct one pipeline (approximately 5.0 miles). 4. Troughs at two locations. 5. Construct one cattleguard.
Waterpocket - Continue/revise existing system.	None.	1. Redevelop one spring. 2. Construct six reservoirs. 3. Reconstruct three reservoirs. 4. Troughs at one location.
Wild Horse - Continue existing system.	None.	1. Formally consolidate the Wild Horse Allotment with the North Bench Allotment.
Sweetwater - Implement grazing system.	None.	1. Establish new allotment in FY 1983.
Fremont River - Implement grazing system.	None.	1. Establish new allotment in FY 1983.
Dry Lakes - Implement management system	Apply vegetation manipulation on potential treatment areas, 1,300 acres, to increase carrying capacity by 160 AUMs.	1. Use it in conjunction with Sawmill Basin.
Flint Trail - None (unallotted).	None	1. Construct two reservoirs. 2. Reconstruct two reservoirs.
[illegible]le Rockies - [illegible]e (unallotted).	None	
North Caineville Mesa - None (unallotted).	None	
South Caineville Mesa - None (eliminate livestock grazing)	None	

6. Provide forage use on BLM and NRA lands as follows:

	AUMs
Livestock	59,518
Bison	0
Deer	2,323
Antelope	87
Bighorn sheep	2,336
Burros	100

7. Provide forage, in the long term, on each allotment sufficient to meet or exceed active livestock preference with amounts in excess of these needs for big game animals.

MFP I, Table 2 shows the calculated potential of each allotment for increased grazing capacity: (1) from natural response to improved grazing management only and, (2) in response to land treatments and rangeland developments.

For the resource area, a total of 3,616 AUMs additional forage may be realized from natural potential and 2,975 AUMs from land treatments.

The basis for estimating the natural potential through grazing management is referenced to the ecological potential of the various range sites.

The potential from land treatments is based on soils, climatic records, natural vegetation, and suitability for grazing.

Procedures for estimating the natural and land treatment potentials in terms of increased AUMs is given the 1982 URA 3 and 4. Basic data used and calculations were retained with allotment files.

The full potential of each allotment, present, short term (within 5 years), and long term (20 or more years) is shown in Table 11 of the 1982 URA 3 and 4.

M I C Categories

Grazing allotments were grouped into three categories based on ecological condition and trend, potential for improvement, resource use conflicts, positive return on investments, and effectiveness of present management:

Potential Additional AUMs With Grazing Management and Proposed Land Treatments and Rangeland Improvements

	Grazing Management[a]		Land Treatments[b]		Rangeland Developments										
					Springs		Reservoirs								
Allotments	Grazing Systems	Potential Additional AUMs	Acres	Additional AUMs	Redev.	New	Recon.	New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
Blue Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	--
Bullfrog	Continue/revise	250	2,000	250	--	2	4	1	12	4	--	--	--	--	--
Burr Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	--
Cathedral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	--
Cedar Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	--
Crescent Creek	Continue/revise	--	1,100 1,100[c,e]	150 160[c,e]	1	--	--	--	1	1	--	--	--	3	--
Hanksville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	--
Hartnet	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	--
Nasty Flat	Implement	31	1,200	225	--	--	--	--	1	1	--	--	--	--	--
North Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	--
Pennell	Continue	16	4,700 1,400[c,e]	675 200[c,e]	--	3	--	1	1	4	--	--	--	1	--
Robbers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	--
Rockies	Continue	427	4,400	300	1	2	8	3	6	10	2	--	--	1	--
Sandy 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
Sandy 2	Continue	35	1,250	150	--	1	2	3	--	1	--	--	--	--	--
Sandy 3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	--
Sawmill Basin	Implement	--	750 500[c,e]	110 40[c,e]	--	1	--	1	--	1	--	--	--	--	--
Sewing Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	--
Steele Butte	Implement	18	4,000	480	--	1	1	7	--	1	--	--	--	--	--
Trachyte	Continue season-long	798	600	75	--	--	2	5	5	2	--	--	--	--	1
Waterpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	--
Wild Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	--
	Interseeding		3,000[c,e]	400[c,e]											
	Other Land Treatments		20,000	2,415											
Unallotted Areas															
Dry Lakes	Implement	--	1,300[e]	160[e]	--	--	--	--	--	--	--	--	--	--	--
Flint Trail	d	--	0	0	--	--	2	2	--	--	--	--	--	--	--
Little Rockies		--	0	0	--	--	--	--	--	--	--	--	--	--	--
North Cainesville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
South Cainesville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
Total Big Game		--	4,300[e]	560[e]											
Total Livestock		3,616	20,000	2,415											
GRAND TOTAL		3,616	24,300	2,975	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

[a]Proposals include: Continue (or Continue with minor revisions present grazing system; Implement a new grazing system; Implement or Continue Season-Long grazing; and No Grazing of livestock. Potential additional AUMs for livestock from grazing management only (long term 20+ years). A - indicates inability to determine AUM potential from data given.

[b]Proposed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. Potential may be realized within short term (5-years).

[c]Interseeding only with forbs and/or browse, as needed.

[d]Flint Trail is not scheduled for livestock grazing but may be used on a temporary as needed basis while other allotments are being rehabilitated or under an emergency situation.

[e]Allocate to big game.

M (Maintain)	I (Improve)	C (Custodial)
Bullfrog	Nasty Flat	Cathedral
Burr Point	Pennell	Hartnet
Hanksville	Sandy 2	Sandy 3
North Bench	Sawmill Basin	Waterpocket
Robbers Roost	Crescent Creek	
Sewing Machine	Steele Butte	
Wild Horse	Rockies	
	Trachyte	
(Unallotted Areas)	Cedar Point	
	Sandy 1	
Dry Lake	Blue Bench	
Flint Trail		
Little Rockies		
North Caineville Mesa		
South Caineville Mesa		

Allotments are in order of priority for implementation of rangeland improvements, subject to the availability of funds.

These categories and objectives are:

Category M (Maintain): No special management needs noted - allotments are in satisfactory condition and no major conflicts are evident. Permittees will be encouraged to invest in rangeland improvement projects which would enhance their use of the allotment.

Category I (Improve): This category will receive first priority for rangeland improvements as funding becomes available. Special management actions are needed - major resource conflicts and/or other grazing problems exist, but allotments have potential for improved productivity and positive return on investments. Permittees will be encouraged to invest in rangeland improvement projects which would enhance their use of the allotments.

Category C (Custodial): No special management actions feasible - allotments have no or limited improvement or investment potential. Present management appears satisfactory or is the only logical practice under existing resource conditions. Permittees will be encouraged to invest in rangeland improvement projects which would enhance their use of the allotment.

Allotments placed under one of the above categories can be shifted to another category if survey data, monitoring, public comment, or other pertinent facts warrant the change.

SUPPORT NEEDS

Administrative and other Rangeland developments are listed along with land treatment for each allotment in MFP I Table 2 and in summary form in MFP I. MFP I, Table 3 details the support needs.

MULTIPLE USE ANALYSIS

Alternatives and impacts will be fully addressed in the Henry Mountain Grazing Environmental Impact Statement (GEIS) scheduled for completion in 1982. In summary:

Vegetation - No adverse impacts were identified from this action for vegetation.

Watershed - Soil and water resources are expected to be temporarily impacted on a localized basis on sites scheduled for land treatment (i.e., chaining and seeding). Otherwise, no unavoidable adverse impacts are expected for soils or water.

Wildlife - Big game populations would remain well below their biotic potential. This would be true in particular for bison which would not be provided for and, to a lessor extent, for bighorn sheep.

Visual Resources - Visual resources could be adversely affected under this action where rangeland improvements are planned. This would affect 16 allotments and one unallotted area where VRM management class objectives could be violated, affecting 2 percent of the planning area.

Wilderness - Because construction of proposed rangeland improvements must meet BLM IMP criteria, no unavoidable impacts to WSAs would occur.

Recreation - Recreational values would be adversely impacted since hunting and sight seeing for wildlife would be reduced. Likewise rangeland improvements on 16 allotments and one unallotted area would affect sightseeing and primitive values.

Livestock Grazing - Livestock grazing would be affected adversely in that 20 permittees would receive reductions in active preferences. In the long run, however, improvement in range condition and forage production would result in increased livestock production. Rangeland improvements, including land treatments, water developments, and fencing would result in 6,591 AUMs (3,616 AUMs from grazing management and 2,975 AUMs from land treatments) of additional grazing.

Socio Economics - The over-all impact to the regions economy from this action is positive in respect to livestock production. Active preference reductions affecting 20 permittees would result in reduced capitol values of their property. Permittees suffering actual cuts in the number of animals grazed would experience lost income. Reduced big game numbers, would lower the income to the local economy from hunters.

ALTERNATIVES

Five alternatives will be analyzed completely in the Henry Mountain GEIS. These include:

Alternative A: Proposed Action; No change - permit livestock/big game grazing at current average levels of use.

Alternative B: No Action - maintain existing forage allocations.

Alternative C: (Wildlife, MFP Step 1) manage for optimum big game production.

Alternative D: (Livestock MFP Step 1) manage for optimum livestock production.

Alternative E: Preferred alternative - MFP Step 2, planning recommendation.

Each of these alternatives will be fully analyzed in the GEIS in respect to Multiple Use values.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Range Management
Reference Number	RM-1

MULTIPLE USE RECOMMENDATION (RM-1)

Reject the specialists recommendation and manage rangelands to provide the best mix of livestock and big game that will maintain or increase the production of forage and maintain and improve rangeland condition and trend. This would be done by reviewing utilization records, trend studies, weather records, and soil and vegetation inventory information as a basis for analyzing the rangeland use.

The administrative needs (New Fremont River and Sweetwater Allotments) will not be implemented, also the implementation of the boundary change between the North Bench allotment and the Cathedral allotment (along Skyline Rim) will be deferred for further analysis.

The livestock and big game forage use recommendation is a compromise in forage use and periods of use for livestock and big game and is shown on MFP II Table 1. Categorization for allotments from MFP I were accepted.

The following is a summary of the proposed forage use on BLM and NRA lands:

Livestock	54,043 AUMS (includes 3,556 AUMs on Capitol Reef NP)
Bison	2,088 AUMs
Deer	5,641 AUMs
Antelope	695 AUMs
Bighorn sheep	3,930 AUMs
Burros	100 AUMs

To enhance rangeland productivity or to correct situations on poor watersheds or areas of poor vegetation conditions, land treatments, rangeland developments, and implementation of grazing systems would be undertaken as shown in MFP I Table 3.

Planning Recommendation for Big Ga 'vestock Forage Allocations

ALLOTMENTS	Livestock[a] Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Bison Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)
Blue Bench	Cattle	4,598	2,161	2,753	9/1-5/31	No change	5	5	4	0	4	0
							(14)[c]	(8)	(8)		(8)	
Bullfrog[d]	Cattle	3,120	2,106	2,356[e]	10/1-5/31	No change	74	74	45	45	0	0
	Sheep	322	120[f]	679	10/1-5/31	No change	(85)	(97)				
Burr Point	Cattle	2,138	1,691	1,091[g]	9/1-5/31	No change	28	15	15	0	15	0
	Sheep	2,279	No Use	1,174[g]	10/1-5/5	No change						
Cathedral	Cattle	2,998	1,638	2,366	10/1-5/31	No change	0	0	0	0	0	0
		B 2,503	B 1,360	B 1,871								
		P 495	P 278	P 495								
Cedar Point	Cattle	1,892	839	1,273	9/1-5/31	9/1-4/30	5	8	6	0	6	0
							(27)	(15)	(9)		(9)	
Crescent Creek	Cattle	332	333	187	6/1-9/15	5/1-9/15	159	65	55	0	55	0
Hanksville	Cattle	4,538	2,848	6,159[h]	9/1-5/31	No change	35	18	18	0	18	0
	Sheep	1,462	No Use	4,056	10/1-5/31	No change						
Hartnet	Cattle	2,938	1,710	2,884	11/1-6/15	No change	0	0	0	0	0	0
		B 1,021	B 599	B 967								
		P 1,917	P 1,111	P 1,917								
Nasty Flat	Cattle	474	468	399	6/1-9/30	No change	870	685	576	0	348	228
							(1,455)					
North Bench	Cattle	456	45	306	9/1-11/30	9/1-6/30	0	0	0	0	0	0
Pennell	Cattle	2,420	1,960	2,330[e]	6/1-10/31	No change	1,971	952	829	0	456	373
	Sheep	174	No Use	231	6/1-10/31	No change	(1,995)	(958)	(835)	(6)		
Robbers Roost[d]	Cattle	5,288	2,882	6,439[h]	3/1-2/28	No change	0	0	0	0	0	0
Rockies[d]	Cattle	5,600	3,762	3,968[e]	10/1-5/31	No change	0	0	0	0	0	0
	Sheep	272	128[f]	875	10/1-5/31	No change						
Sandy 1	Cattle	1,209	1,096	938	10/1-4/15	No change	0	0	0	0	0	0
		B 927	B 844	B 656[e]								
		P 282	P 252	P 282								
	Sheep	B 51	No Use	210	10/1-4/1	No change						
Sandy 2	Cattle	2,228	1,257	707	10/16-4/15	No change	138	122	122	105	17	0
							(309)	(155)	(155)	(138)		
Sandy 3	Cattle	965	875	981	10/16-1/15	No change	0	0	0	0	0	0
		B 305	B 271	B 301								
		P 680	P 604	P 680								
Sawmill Basin	Cattle	166	33	95	7/16-8/31	No change	133	146	114	0	114	0
							(309)					
Sewing Machine[d]	Cattle	1,600	998	2,646	11/1-4/15	No change	0	0	0	0	0	0
Steele Butte	Cattle	5,034	2,672	1,874	10/16-5/31	No change	219	202	202	178	17	7
							(590)	(288)	(296)	(257)		(22)
Trachyte	Cattle	2,110	1,542	1,164[e]	9/1-5/31	No change	20	20	14	0	14	0
	Sheep	743	84[f]	800[e]	10/1-5/5	No change						
Waterpocket[d]	Cattle	3,025	1,813	3,116	10/1-5/31	10/1-4/15	0	0	0	0	0	0
		B 2,861	B 1,715	B 2,952[e]								
		P 164	P 98	P 164								
	Sheep[f]	322	133[f]	474	10/1-5/31	10/1-4/15						
		B 322	B 108	B 456								
		P 0	P 0	P 18								
Wild Horse	Cattle	1,067	104	1,491	12/1-6/30	9/1-6/30	0	0	0	0	0	0
Subtotal[f]		59,841	33,298	54,043			3,657	2,312	2,000	328	1,064	608
	Cattle	54,216	32,833	45,544			(5,026)	(2,470)	(2,140)	(446)	(1,071)	(623)
		B 50,678	B 30,490	B 42,006								
		P 3,538	P 2,343	P 3,538								
	Sheep	5,625	469	8,499								
		B 5,607	B 458	B 8,481								
		P 18	P 7	P 18								

Allotted Areas.										
Little Rockies										
[illegible]es	None	0	0	No livestock	111 (432)	100 (226)	88 (190)	0	52	[illegible]
Flint Trail[k]	Cattle	0	0	[j]	0	0	0	0	0	0
Little Rockies[d]	None	0	0	No livestock grazing	0	0	0	0	0	0
North Caineville Mesa	None	0	No use	No livestock grazing	0	0	0	0	0	0
South Caineville Mesa	None	0	No use	No livestock grazing	0	0	0	0	0	0
Subtotal		0	0	0	111 (432)	100 (226)	88 (190)	0	52	36 (138)
TOTAL[l]		59,841	33,298[l]	54,043[l]	3,768 (5,458)	2,412 (2,696)	2,088 (2,330)	328 (446)	1,116 (1,123)	644 (761)

Bison

[a]AUM active preference, average licensed use, and proposed grazing use are for BLM-administered lands (including Glen Canyon NRA lands; see footnote b) only except on those allotments containing both BLM and NPS lands: B = BLM, P = Park. Average licensed use numbers have been changed in this Final EIS because of errors in data used to complete the Draft EIS.

[b]Total deer AUMs are comprised of crucial summer and crucial winter ranges only.

[c]Numbers in ( ) are actual AUMs needed from BLM-administered lands (as per BLM/UDWR distribution agreement); however, forage is not available to meet these needs.

[d]Includes both BLM and Glen Canyon NRA lands.

[e]Forage may be non-competitive between cattle and sheep on some allotments where the stocking rate is relatively low for one kind of animal. No advantage can be shown for making proportionate changes in stocking since the removal of 1 AUM of sheep use does not make available equivalent increases in cattle forage, as shown below.

		Alternative Grazing Use			
	Active Preference	Full Utilization		Maintain Preference Proportions	
Bullfrog	Percent Allocation	AUMs	Percent	AUMs	Percent
Cattle	90.6	2,356	78	2,356	90.6
Sheep	9.4	679	22	243	9.4
Total	100.0	3,035	100	2,599	100.0

Thus reducing the number of sheep to keep the same proportion as the active preference would not increase the forage available for cattle. Non-competitive forage 679-243 = 436 AUMs (sheep).
Other allotments in this category include Rockies, Pennell, Waterpocket, Sandy 1, and Trachyte.

[f]Intermittent use.

[g]The proposed change from active preference is based on BLM regulations requiring that changes in active preference among permittees be equitable. The equitable division of the range use may not, however, result in the most efficient use of forage. Several combinations of use with cattle and sheep are possible and subject to negotiation among permittees, which could result in more desirable combination for forage use. For example, a more efficient combination for Burr Point Allotment is cattle 2,143 AUMs and sheep 620 AUMs.

[h]Allotments such as Hanksville and Robbers Roost show grazing capacity potentials in excess of active preference. There are several combinations for stocking with cattle and sheep that could make efficient use of the forage. This is contingent on the development of these allotments for grazing use including a wi distribution of reliable water sources and other means of controlling and distributing livestock grazing.

[i]These AUMs would not be allocated because sheep use has been excluded from Capitol Reef National Park since 1975, as stipulated in the Waterpocket Allotment Agreement and Management Plan.

[j]period of use would be 10/1-4/15 if use as described in k below.

[k]Although Flint Trail unallotted area has no grazing scheduled, it could be used on a temporary, as-needed basis for livestock grazing while other allotments were being rehabilitated or in an emergency situation.

[l]Includes 3,556 AUMs active preference and 2,037 AUMs average licensed use in Capitol Reef National Park. Before any livestock grazing is allowed, coordination with UDWR and Glen Canyon NRA would be initiated.

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior Stable (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[b]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
179	34	179	5	0	0	0	0	0	0	0	0	0
375	62	375	143	0	0	0	0	0	0	0	0	0
179	32	175	0	1	277	18	18	0	0	0	0	0
(204)	(35)	(178)		(4)								
222	121	222	0	0	0	0	0	0	0	0	0	0
180	55	161	34	0	174	19	174	0	0	0	0	0
(331)												
288	81	282	0	247	0	0	0	0	0	0	0	0
(478)												
240	44	240	0	0	129	19	129	0	0	0	0	0
128	103	128	0	0	0	0	0	0	0	0	0	0
248	71	210	5	131	0	0	0	0	0	0	0	0
(530)	(73)	(213)	(8)									
52	39	51	0	0	0	0	0	0	0	0	0	0
1,050	205	824	167	363	0	0	0	0	0	0	0	0
(1,300)												
392	392	392	0	0	374	31	374	819	22	819	100	100
392	69	289	0	5	0	0	0	832	16	794	0	0
439)	(75)	(292)		(8)								
92	33	92	0	0	0	0	0	0	0	0	0	0
62	29	62	0	0	0	0	0	0	0	0	0	0
21	12	21	0	0	0	0	0	0	0	0	0	0
256	95	181	0	138	0	0	0	0	0	0	0	0
(586)												
167	167	167	0	0	0	0	0	897	21	897	0	0
488	112	488	188	0	0	0	0	0	0	0	0	0
(709)												
343	59	327	148	25	0	0	0	64	16	64	0	0
206	31	206	0	0	0	0	0	0	0	0	0	0
128	128	128	0	0	0	0	0	0	0	0	0	0
5,688	1,974	5,200	690	910	954	87	695	2,612	75	2,574	100	100
(7,184)	(1,985)	(5,200)	(603)	(916)								

	59	143	0	125	0	0		0	0	0	0	0
166	166	166	0	0	0	0	0	808	0	808	0	0
112	16	112	0	0	0	0	0	548	0	548	0	0
8	8	8	0	0	0	0	0	0	0	0	0	0
12	12	12	0	0	0	0	0	0	0	0	0	0
439 (635)	261	441	0	125	0	0	0	1,356	0	1,356	0	0
6,127 (7,819)	2,235 (2,246)	5,641 (5,650) Prer	690 (693)	1,035 (1,041)	954	87	695	3,968	75	3,930	100	100

RATIONALE

Livestock and big game would be provided forage, grazing lands and habitat to give the most advantageous use of the rangelands.

MFP II Table 2 compares the Livestock MFP Step I recommendations for the planning area with the Planning Recommendation, MFP Step II showing the livestock tradeoffs between the two recommendations. It compares livestock grazing use and periods of use under the livestock recommendation, MFP I and the planning recommendation, MFP II.

The impact to the various multiple use values would, except for livestock and big game, be much the same should the Livestock Recommendations or the Multiple Use Planning Recommendations be implemented. The advantage in the Planning Recommendation is primarily in that it more nearly meets the present and future needs of livestock and big game animals. This is especially true for bison. In the future, active preference for livestock, suspended by this recommendation would be restored as much as possible. MFP II. Table 3 gives the rationale for accepting, rejecting or modifying the MFP I recommendation.

MFP II TABLE 3

Allotment	MFP 1 Recommended AUMs for Use	Season Proposed	MFP 2 Recommended Aums for Use	Season Proposed	Rationale
Blue Bench	C 2,756	9/1-5/31	2,753	Same	No change, forage is available and rangelands can be improved at this level of use by livestock and big game, through effective management and facility development.
Bull Frog	C 2,192 S 1,302	10/1-5/31 10/1-5/31	2,356 679	Same Same	MFP 2 is best mix of year-long and big game forage for use based on forage type and availability. Rangelands can also be improved under this level of use, through, effective management, land treatment, and facility development.
Burr Point	C 2,957 S 919	9/1-5/31 10/1-5/5	1,091 1,174	Same Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would also improve under this level of use, through effective management and facility development.

Allotment	MFP 1 Recommendated AUMs for Use	Season Proposed	MFP 2 Recommended Aums for Use	Season Proposed	Rationale
Cathedral	C 2,366	10/1-5/31	2,366	Same	No change. Forage is available and rangelands would improve at this level of use by livestock and big game, through effective management and facility development.
Cedar Point	C 1,334	9/1-4/30	1,273	Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this level of use, through effective management, land treatments, and facility developments.
Crescent Creek	C 205	5/1-9/15	187	Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this level of use, through effective management, land treatments, and facility developments.
Hanksville	C 6,348 S 4,331	9/1-5/31 10/1-5/31	6,159 4,056	Same Same	MFP 2 is best mix of livestock and big game proposed use based on forage type and availability. Rangelands would improve under this level of use, through effective management and facility development.
Hartnet	C 2,884	11/1-6/15	2,884	11/1-5/31	No change. Forage is available for livestock and big game use. Rangelands would also improve at this use level through effective management and facility development.

Allotment	MFP 1 Recommendated AUMs for Use		Season Proposed	MFP 2 Recommended Aums for Use	Season Proposed	Rationale
Nasty Flat	C	958	6/1-9/30	399	Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this level of use through effective management, land treatment, and facility development.
North Bench	C	306	9/1-6/30	306	Same	No change, forage is available for livestock and big game use. Rangelands would also improve at this level of use through effective management and facility development.
Pennell	C S	2,471 1,228	6/1-10/31 6/1-10/31	2,330 231	Same Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this recommendation through effective management, land treatments, and facility development.
Robbers Roost	C	6,902	3/1-2/28(YL)	6,439	Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this recommendation through effective management and facility development.
Rockies	C S	3,725 2,655	10/1-5/31 10/1-5/31	3,988 875	Same Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this recommendation through effective management, land treatments, and facility development.

Allotment	MFP 1 Recommendated AUMs for Use		Season Proposed	MFP 2 Recommended Aums for Use	Season Proposed	Rationale
Sandy 1	C S	938 210	10/1-4/15 10/1-4/15	930 210	Same Same	No change, forage is available for livestock and big game use. Rangelands would improve at this level of use through effective management and facilities development.
Sandy 2	C	885	10/16-4/15	707	Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this recommendation through effective management, land treatments, and facilities development.
Sandy 3	C	981	10/16-4/15	981	Same	No change, forage is available for livestock and big game use. Rangelands would improve at this level of use through effective management and facilities development.
Sawmill Basin	C	153	7/16-8/31	96	Same	MFP 2 is best mix of livestock and big game proposed use based on forage type and availability. Rangelands would improve under this level of use through effective management, land treatment, and facilities development.
Sewing Machine	C	2,681	11/1-4/15	2,646	Same	Essentually, no change; however, MFP 2 is best mix of livestock and big game proposed use based on forage type and availability. Rangelands would improve under this level of use through effective management and facilities development.

Allotment	MFP 1 Recommendated AUMs for Use	Season Proposed	MFP 2 Recommended Aums for Use	Season Proposed	Rationale
Steele Butte	C 2,022	10/16-5/31	1,874	Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this level of use through effective management, land treatments, and facility development.
Trachyte	C 1,066 S 1,453	9/1-5/31 10/1-5/5	1,164 800	Same Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this level of use through effective management, land treatment, and facility development.
Waterpocket	C 3,090 S 771	10/1-4/15 10/1-4/15	3,116 474	Same Same	MFP 2 is best mix of livestock and big game use based on forage type and availability. Rangelands would improve under this level of use through effective management and facility development.
Wild Horse	C 1,495	9/1-6/30	1,491	Same	No change, forage is available for livestock and big game use. Rangelands would improve at this level of use through effective management.
Dry Lakes	C 83	7/15-8/30	No livestock grazing	NA	Grazing preference on this area were purchased from permittees by UDWR for big game. No livestock use is necessary to maintain the area for wildlife. Rangeland treatments are necessar to improve rangeland and forage condition.

Allotment	MFP 1 Recommendated AUMs for Use	Season Proposed	MFP 2 Recommended Aums for Use	Season Proposed	Rationale
Flint Trail	C 1,332	10/1-4/15	Intermittent or emergency use.	Same if used	This area would be used on a temporary, intermittent basis, when other areas are being rehabilitated or as an emergency during extremes in climate conditions. Any use would be coordinated with NRA and UDNR officials. Rangeland conditions are expected to be maintained and improved through intermittent use and management.
Little Rockies	C 85	9/15-3/30	No livestock grazing.	NA	Because of ruggedness and unsuitability of this area, it is not within an allotment for grazing use.
North Cainevile Mesa	No livestock grazing.	NA	No livestock grazing.	NA	No change, area is unaccessable thus unsuitable for livestock use.
South Cainevile Mesa	No livestock grazing.	NA	No livestock grazing.	NA	No change, area is unsuitable for use by livestock.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Range Managemc
Reference Number	RM-1

DECISION RM-1

Accept the Multiple-Use recommendation on 9 allotments and reject and/or modify the multiple-use recommendation on 17 allotments. The details or decisions and rational are shown in MFP 3 Table 1. Also accept the Multiple-Use recommendation for administrative needs and rangeland developments.

Adjustments, either upward or downward, will be made in three increments beginning with preference unless other agreements can be made. These adjustments, as needed, will be made at year 1, 3, and 5. The following displays and example of how this would be done.

BLUE BENCH ALLOTMENT

Preference	=	4,598 AUMs
Grazing Capacity	=	2,753 AUMs
Difference	=	1,845 AUMs

Adjust 1/3 in first increment 0.33 X 1,845 AUMs = 615 AUMs

Year 1 allowable grazing use	=	4,598 AUMs - 615 AUMs	= 3,985 AUMs	(87% of Pref.
Year 3 allowable grazing use	=	4,598 AUMs - 2(615)	= 3,368 AUMs	(73% of Pref.
Year 5 allowable grazing use	=	4,598 AUMs - 3(615)	= 2,753 AUMs	(60% of Pref.

MFP 2 - Table 2

Comparison of MFP 1 and MFP 2 Showing Tradeoffs and Conflicts Resolution

Livestock MFP Step 1 Recommendation	Recommendations that Conflict with the Livestock Recommendation	MFP Step 2 Planning Recommendation	Trade-Off
Proposed Forage Use			
Manage for optimum livestock production within existing allotments and other potential areas, using utilization, trend, climate, and soil-vegetation inventory as a basis and providing forage for wild burros and big game where use is compatible with livestock.		Manage rangeland to provide the best mix of livestock and big game to maintain or increase the forage available, using utilization, trend climate, and soil-vegetation inventory as a basis.	Forage would be provided to allow for the most advantageous use.
1. Give livestock priority for forage use as follows:	1. Give big game priority for forage use as follows:	1. Optimize big game and livestock forage use as follows:	1. Livestock would not receive priority in forage use.
a. Provide 100 AUMs for wild burros as required by the Wild Horse and Burro Act on Robbers Roost Allot.	a. No conflict.	a. Provide 100 AUMs for wild burros as required by the Wild Horse and Burro Act.	a. No change.
b. Provide 45,177 AUMs for cattle and 12,841 AUMs for sheep within established allotments (58,018 AUMs).	b. Provide forage not required for optimum big game production for livestock (35,722 AUMs for cattle and 4,082 AUMs for sheep). Eliminate sheep use on Rockies and Trachyte Allotments (39,804 AUMs).	b. Provide 42,006 AUMs for cattle and 8,481 AUMs for sheep within established allotments and use 1,332 AUMs on Flint Trail area on an as-needed basis for cattle (50,487 AUMs). Does not include 3,556 AUMs on CRNP.	b. Livestock use would be limited. 7,541 AUMs would be foregone.
c. Provide 1,500 AUMs for cattle in unallotted Dry Lakes, Flint Trail, and Little Rockies Allotments.	c. Reserve unallotted areas for big game.	c. Reserve unallotted areas for big game except as specified above on Flint Trail.	c. Use of Dry Lakes and Little Rockies unallotted areas would be foregone.
d. Provide 980 AUMs for bighorn sheep [illegible] cattle allotments and 1,356 AUMs [illegible] unallotted areas where conflicts with domestic sheep are not expected. Eliminate bighorn sheep use on Rockies and Trachyte Allotments.	d. Provide 2,612 AUMs for bighorn sheep on allotments and 1,356 AUMs on unallotted areas.	d. Provide 2,574 AUMs for bighorn sheep on allotments and 1,356 AUMs on unallotted areas to meet long-term objectives.	d. Bighorn sheep would be allowed to graze on allotments with domestic sheep at 1,594 AUMs more than the livestock recommendation.
e. Provide 87 AUMs for antelope where established herds exist	e. Provide 960 AUMs for antelope on established rangeland.	e. Provide 695 AUMs for antelope on allotments with existing herds to allow for 500 to 1,000 percent increases.	e. Antelope numbers would be more than that proposed in the livestock recommendation.
f. Provide 2,323 AUMs of excess forage to deer.	f. Provide optimum deer use of 5,688 AUMs on allotments and 439 AUMs on unallotted areas.	f. Provide 5,200 AUMs for deer on allotments and 441 AUMs on unallotted areas to approach prior stable numbers on all allotments where forage is sufficient and there is no conflict with other big game numbers.	f. Deer would be allowed to increase 2,877 AUMs more than the livestock recommendation.
g. Remove all bison from the range.	g. Provide 3,557 AUMs for bison on allotments and 111 on Dry Lakes (unallotted area) to optimize the use of available forage in bison habitat.	g. Provide 2,000 AUMs for bison on allotments and 88 AUMs (current capacity) on Dry Lakes (unallotted area) to provide for 200 mature animals and replacement needs.	g. Forage would be provided for 200 mature bison and replacements (2,088 AUMs).
2. Change the period of use on Cedar Point, Crescent Creek, North Bench, Waterpocket, and Wild Horse Allotments to increase the useability of livestock forage.	2. Maintain existing livestock periods of use which are more compatible with big game needs.	2. Change periods of use as proposed in the livestock recommendation.	2. None.
3. Implement rangeland developments and land treatments where beneficial to livestock use, if compatible with big game.	3. Implement rangeland developments and land treatments where beneficial to big game	3. Implement rangeland developments and land treatments from both recommendations at a compatible level for livestock and big game	3. Rangeland improvements would be compatible with big game use.

MFP 3 TABLE 1

Wildlife/Range

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Livestock Alternative Selected	Agrees With MFP 2	Decision and Rationale
Blue Bench (I)	C	2,753	[b]NC	9/1-5/31	NC	Yes	E	Yes	See Page 3.
	B	4	NC						
	D	179	NC						
Bullfrog (I)	C	2,356	3,120	10/1-5/31	NC	No	B	No	See Page 3.
	~~S~~	679	~~322~~ 0 6/9/95	10/1-5/31	NC				
	B	45	NC						
	D	375	NC						
Burr Point (I)	C	1,091	1,691	9/1-5/31	NC	Yes	A	No	See Page 3.
	S	1,174	0	10/1-5/5	NC				
	B	15	NC						
	D	175	35						
	A	18	NC						
Cathedral (I)	C	2,366	2,998	10/1-5/31	NC	No	B	No	See Page 3.
	D	222	NC						
Cedar Point (I)	C	1,273	NC	9/1-4/30	NC	Yes	E	Yes	See Page 3.
	B	6	NC						
	D	161	NC						
	A	174	NC						
Crescent Creek (I)	C	187	NC	5/1-9/15	NC	Yes	E	Yes	See Page 3.
	B	55	NC						
	D	282	NC						
"anksville (M)	C	6,159	NC	9/1-5/31	NC	Yes	E[b]	Yes	See Page 4.
	S	4,056	NC	10/1-5/31	NC				
	B	18	NC						
	D	240	NC						
	A	129	NC						
Hartnet (I)	C	2,884	2,938	11/1-5/31	11/1-6/15	Yes	B	No	See Page 4.
	D	128	NC						
Nasty Flat (I)	C	399	474	6/1-9/30	NC	Yes	B	No	See Page 4.
	B	576	NC						
	D	210	248						
North Bench/Wild Horse (M)	C	1,797	1,523	9/1-6/30	NC	Yes (North Bench)	B	No	See Page 4.
	D	179	180			No Studies (Wild Horse)			
Pennell (I)	C	2,330	2,420	6/1-10/31	NC	Yes	B	No	See Page 4.
	S	231	174	6/1-10/31	NC				
	B	829	835						
	D	824	1,050						
Robbers Roost (M)	C	6,439	NC	Yearlong	NC	Yes	E	Yes	See Page 4.
	BU	100	NC						
	D	392	NC						
	A	374	NC						
	BS	819	NC						
Rockies (I)	C	3,988	5,600	10/1-5/31	NC	No	B	No	See Page 4.
	S	875	~~272~~ 0 4/9/95	10/1-5/31	NC				
	D	289	439						
	BS	794	832						

MFP 3 TABLE 1 (continued)

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Livestock Alternative Selected	Agrees With MFP 2	Decision and Rat
Sandy 1 (I)	C	938	1,096	10/1-4/15	NC	Yes	A	No	Go to Page 5.
	S	210	0	10/1-4/15	NC				
	D	92	33						
Sandy 2 ~~(I)~~ M See RPS	C	707	2,228	10/16-4/15	NC	No	B	No	Go to Page 5.
	B	122	155						
	D	62	NC						
Sandy 3 (C)	C	981	985	10/16-4/15	NC	Yes	B	No	Go to Page 5.
	D	21	NC						
Sawmill Basin (I)	C	96	NC	7/16-8/31	NC	No	E	Yes	Go to Page 5.
	B	114	NC						
	D	184	NC						
Sewing Machine (M)	C	2,646	1,600	11/1-4/15	NC	No studies	B	No	Go to Page 5.
	D	167	NC						
	BS	897	NC						
Steele Butte (I)	C	1,874	NC	10/16-5/31	NC	Yes	E[b]	Yes	Go to Page 5.
	B	202	NC						
	D	488	NC						
Trachyte (I)	C	1,154	2,110	9/1-5/31	NC	No studies	B	No	Go to Page 5.
	S	800	743	10/1-5/5	NC				
	B	14	NC						
	D	327	343						
	BS	64	NC						
Waterpocket (C)	C	3,116	3,025	10/1-5/31	10/1-4/15	No	B	No	Go to Page 6.
	S	474	322						
	D	206	NC						
Little Rockies[c] (Partially allotted)	C	0	70	10/1 - 4/30	NC	No studies	E[b]	No	Go to Page 6.
	S	0	NC						
	D	112	NC						
	BS	548	NC						
Dry Lakes (unallotted)	C	0	NC	Unallotted	NC	No studies	E	Yes	Go to Page 6.
	B	88	NC						
	D	141	NC						
Flint Trail (unallotted)	C	0	NC	May vary	NC	Yes	E	Yes	Go to Page 6.
	D	166	NC						
	BS	808	NC						
North Caineville Mesa (Unallotted)	C	0	NC	Unallotted	NC.	Inventory	E	Yes	Go to Page 6.
South Caineville Mesa (unallotted)	C	0	NC	Unallotted	NC	completed, no studies conducted.	E	Yes	Go to Page 6.
	D	20	NC						

[a]Animal Key

A Antelope
B Bison
BS Bighorn Sheep
BU Burros
C Cattle
S Sheep

Note in Area Manager Book about allocation to Steel Butt and Pennell

[b]With some modifications.

[c]New name "Slick Rock Allotment".

MRP 3 Table 1 (continued)

Allotment	Decision	Rationale
Blue Bench	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS. South Caineville Mesa will become unallotted. Grazing use on South Caineville Mesa will be authorized only as outlined in the ACEC Management Plan.	Inventory (SVIM) and studies agree as to grazing capacity. South Caineville Mesa has marginal grazing value due to access and water and high scientific value for the same reasons.
Bullfrog	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS. Change category from M to I.	Studies are not complete enough to support changes in preference. Monitoring would be intensified over a 5-year period to gather sufficient data to determine proper grazing levels.
Burr Point	Reject the multiple-use recommendation and accept No Change--No Change From Current Average Levels of Use (Alternative A) as evaluated in the EIS. Change the category from M to I.	Through the forage inventory (SVIM) shows that additional forage is available (3,865 AUMs in total), water must be developed before this can be used. Range studies show that use on currently used range should not be increased. Livestock operators could apply for some temporary use on the Flint Trail Allotment pending additional water development. This allotment has priority for the development of a cooperative grazing agreement to accelerate potential grazing increases.
Cathedral	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS. Change category from C to I.	Studies are not complete enough to support changes in preference. Monitoring would be intensified over a 5-year period to gather sufficient data to determine proper grazing levels.
Cedar Point	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	In addition to the rationale given in MFP-2, a cooperative agreement will be prepared to eliminate the currently authorized May use. The agreement will involve the Crescent Creek Allotment which would allow cattle to move directly to the Crescent Creek Allotment from the Cedar Point Allotment in the spring. Elimination of May use will greatly benefit the range as plants will be given an extra month of growth during the critical period.
Crescent Cr.	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	In addition to the rationale given in MFP-2, a cooperative grazing agreement will be prepared to allow spring use to begin on 5/1 instead of the currently authorized 6/1. This agreement will involve the Cedar Point Allotment which would allow cattle to move directly from the Cedar Point Allotment to the Crescent Creek Allotment in the spring. The Eagle Bench seeding (mostly crested wheatgrass) provides a majority of the forage. This grass will have made sufficient growth by 5/31 so that earlier controlled grazing will not be detrimental.

MFP 3 Table 1 (continued)

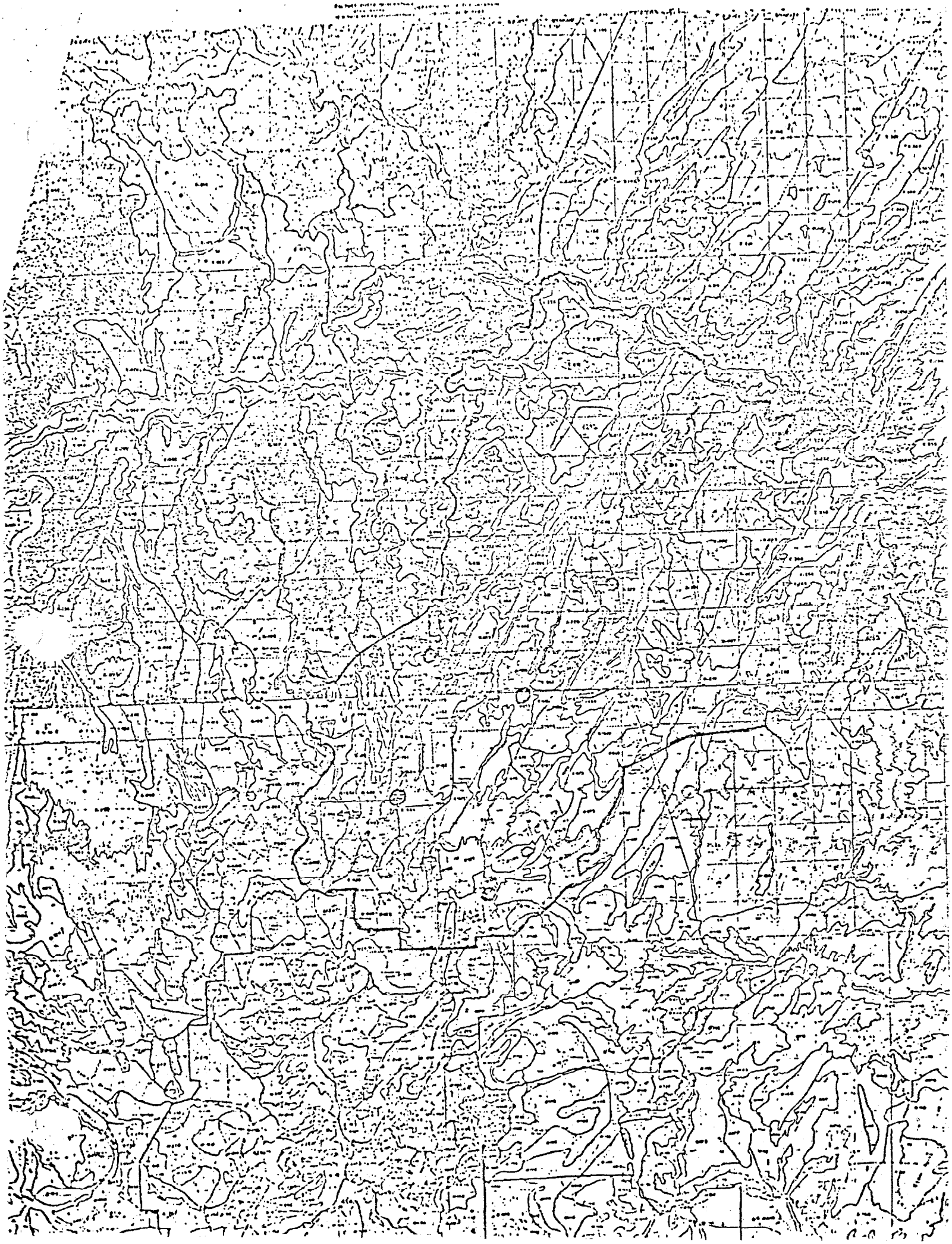
Allotment	Decision	Rationale
Hanksville	Modify the multiple-use recommendation (Alternative E) as evaluated in the EIS, to limit initial use to preference levels.	Initial grazing would not be allowed to exceed preference until additional water is developed. Range studies show that currently used rangelands are being used about right. Additional use, on currently grazed areas, would result in a deterioration of the current range trend.
Hartnet	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS. Change category C to I.	Though range studies support a level of 2,884 AUMs, this is only 54 AUMs less than preference. This allotment is to be studied by the National Academy of Sciences (NAS) for the next few years. After the NAS has completed their studies and monitoring is further evaluated, a subsequent grazing capacity can be determined.
Nasty Flat	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	Though studies indicate 399 AUMs of forage are available for livestock, the 75 AUMs difference between this and preference could be allowed, as this allotment has priority for development. Range condition deterioration is not expected to occur because of development and continued monitoring and evaluation.
North Bench/ Wild Horse	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS. In addition, these two allotments will be combined and a common period of use allowed for each (9/1 through 6/30).	Though inventory (SVIM) shows that 1,797 AUMs of forage are available for livestock; use will be held at preference (456 AUMs North Bench; 1,067 AUMs Wild Horse) as range studies are not adequate to show that the range could support an increase. These two contiguous allotment are used by the same livestock operator, same livestock and dates. No fencing exists so it is only reasonable that they be combined and used as one allotment.
Pennell	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	The difference between the forage available as per studies (2,561 AUMs) and the preference (2,594 AUMs) is so small, and the fact that this allotment has priority for development, it is felt this level of use would not adversely affect the condition of the range.
Robbers Roost	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	See rational in MFP 2. Furthermore, initial grazing would be held to preference levels (5,288 AUMs) pending development of additional water. Though inventory (SVIM) shows that additional forage is available, the range monitoring studies show that areas with sufficient water are currently being grazed at proper levels.
Rockies	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	Studies are not complete enough to support changes in preference. Monitoring will be intensified over a period of 5 years to gather sufficient data to determine proper grazing levels.

MFP 3 Table 1 (continued)

Allotment	Decision	Rationale
Sandy 1	Reject the multiple-use recommendation and accept No Change--Continue Current Use Levels (Alternative A) as evaluated in the EIS.	Though inventory (SVIM) and other range studies show a current grazing capacity of 949 AUMs, is felt that the difference of 147 between current use and grazing capacity is so small that range condition deterioration is not expected. Monitoring will be carefully evaluated to determine if this grazing level can continue without damage to the rangeland resource.
Sandy 2	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	Inventory (SVIM) and range studies are inconclusive. Some areas of the allotment are showing improvement with current use. This allotment has priority for implementation of a Cooperative Management Agreement. It is felt that through the agreement and continued monitoring, proper grazing levels and range condition can be achieved.
Sandy 3	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	The difference between the 981 AUMs shown by inventory and 985 preference is negligible.
Sawmill Basin	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	A cooperative grazing agreement will be prepared to limit use immediately to 100 AUMs. Monitoring will be intensified to determine future stocking rates.
Sewing Machine	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	Though inventory (SVIM) indicates that 2,646 AUMs of forage is available, there are no monitoring studies to support the increase.
Steele Butte	Modify the multiple-use recommendation (Alternative E) as evaluated in the EIS so as to eliminate all livestock grazing (except for authorized trailing from the turn-of-Bullfrog south to allotment boundary (includes all of Cave Flat). Should bison change areas of use, so that Cave Flat is no longer considered crucial, then resumption of livestock use in in this area would be re-evaluated.	Both the inventory and monitoring studies show that use should not be allowed in excess of 1,874 AUMs. The permittee has agreed to formulate a very aggressive cooperative grazing agreement. The agreement is to be complete by the middle of June 1984 for presentation to the Advisory Board at that time. Unless the agreement can show some definite alternatives to the adjustments BLM will proceed as indicated. Livestock use on Cave Flat is too competitive with wildlife use. The land treatments on Tarantula Mesa will be used as much as possible to alleviate any hardships resultant from elimination of the Cave Flat area from livestock use.
Trachyte	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS.	No studies are available to support changes in preference. Monitoring would be intensified over a 5-year period to gather sufficient information to determine proper grazing levels.

MFP 3 Table 1 (concluded)

Allotment	Decision	Rationale
Waterpocket	Reject the multiple-use recommendation and accept No Action--Maintain Existing Forage Allocation (Alternative B) as evaluated in the EIS, except for a change in the use period as explained in the rationale.	Though inventory (SVIM) supports a higher grazing level, the monitoring studies do not. Therefore, no justifiable reason exists to increase use levels. Continued monitoring would provide sufficient data for future adjustments. The use period would be shortened from 5/31 to 4/15 in the spring except for preference currently controlled by Kasey King which would be allowed to continue, by agreement, with a deferred rotation system from 4/15 to 5/31 each spring.
Little Rockies (partially allotted)	Modify the multiple-use recommendation (Alterntive E) as evaluated in the EIS to allow for an area of livestock use in some side canyons of North Wash. Change the name of the allotment to Slick Rock Allotment.	In addition to MFP-2 rationale, it seems consistent to allow some use in North Wash. This area has been used historically and is a good place to put a few animals during the winter season. The name Little Rockies is misleading as none of the Little Rockies (combined name for Mt. Holmes and Mt. Ellsworth) is located within the allotment. A very high percentage of the area is slick rock in character; therefore, the name would alleviate some misunderstandings and be more descriptive.
Dry Lakes (unallotted)	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	Same as MFP-2.
Flint Trail (unallotted)	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	Same as MFP-2.
North Caineville Mesa (unallotted)	Accept the multiple-use recommendation (Alternative E) as evaluated in the EIS.	Same as MFP-2.
South Caineville Mesa (unallotted	Modify the multiple-use recommendation (Alternative E) as evaluated in the EIS.	Do not allocate to livestock grazing, but allow livestock use for scientific purposes. Use may be allowed as directed in the ACEC Management Plan.



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.
Activity	Watershed
Objective Number	W-1

ISSUE

Watershed instability with resulting erosion and deterioration in both range production and water quality are occurring on various portions of the planning area. What measures should be taken to mitigate the problem?

OBJECTIVE

Improve those watershed and soil condition classes which can be improved by at least one condition class over the next 10 to 20 years.

RATIONALE

There is evidence that overall watershed conditions are improving within the Henry Mountain Resource Area. Studies show that 34,683 acres are in stable condition; 573,555 acres are in slight condition; 750,480 acres are in moderate condition; 251,294 acres are in critical condition; and 12,640 acres are in severe condition. Most of the critical and severe areas are geologic erosion areas and not much improvement can be expected.

BLM objectives are to restore, maintain and improve soil productivity to enhance on-site resource use (BLM Manual 1603.E3a), and to conduct BLM programs with the understanding of complete ecosystems as they are affected by other agencies, organizations and individuals whose responsibilities and activities affect the condition and use of the public lands and other lands nearby (BLM Manual 1602.C2c).

RECOMMENDATION W-1.1

Identify watershed needs and implement land treatments, water control structures, and/or grazing systems through the development of AMPs and HMPs. Establish a monitoring program in conjunction with the rangeland program which together will evaluate and guide management actions to improve watershed condition.

RATIONALE

All watershed improvement projects should be coordinated with the range and wildlife programs. Watershed problems resulting from overgrazing will be addressed in the Henry Mountain Grazing EIS and adjustments will be determined and implemented through the revision or development of AMPs and HMPs.

Watershed areas with severe condition classifications should be closed to ORV use. An ORV program will be implemented to monitor the planning area for existing and potential problem areas.

SUPPORT NEEDS

-Allotment Management Plans
-Habitat Management Plans
-Rangeland Monitoring Plan
-ORV Monitoring Plan
-ORV closure on severe erosion condition areas

MULTIPLE USE ANALYSIS

Alternatives and impacts will be addressed in the Henry Mountain Grazing Environmental Impact Statement scheduled for completion in October 1982.

MULTIPLE USE RECOMMENDATION W-1.1

Accept the specialist recommendation as written.

RATIONALE

Effective watershed maintenance and improvement requiring land treatment or grazing systems in addition to water control structures should be identified and developed in coordination with AMP and HMP development. A coordinated effort will assure that all users as well as the watershed resources will benefit from any management actions.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION W-1.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
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MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.
Activity	Watershed
Objective Number	W-2

ISSUE

Soil erosion and gully development have been occurring at the headwaters of South Creek in the Nasty Flat allotment. What steps should be taken to reverse this watershed problem?

OBJECTIVE

Stabilize the developed gullies and restore and maintain the vegetation on the steep slopes on the east side of the Nasty Flat allotment.

RATIONALE

Soil erosion has been identified on an area located on the west side of Mt. Ellen proper just inside the Nasty Flat allotment boundary. This area has been given a critical soil erosion condition classification and special management action is needed to correct the situation. The main factor contributing to this condition has been the livestock overgazing permitted on the steep slopes which characterize the area.

BLM objectives are to restore, maintain and improve soil productivity to enhance on-site resource uses (BLM Manual 1603.3a), and to achieve, on public lands taken as a whole over time, a balanced use of ecosystems considering the need for protection of environmental values, production and use consistent with sustained productive capacity (BLM Manual 1602.C(2b)).

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Watershed
Reference Number	W-2.1

RECOMMENDATION W-2.1

Develop a special management plan for an area located on the west side of Mt. Ellen proper from Nasty Flat south to South Creek Ridge and east to the ridge line (see attached map). Emphasize (1) the elimination of livestock grazing, and, (2) hand seeding and raking in the more critical erosion areas. Apply full fire suppression on the area until the critical areas are stabilized. Establish a monitoring program to evaluate the success of the rehabilitation effort. Develop and begin implementation of this plan by the end of FY 1983.

RATIONALE

A recent survey of the area showed a critical erosion condition class. The area is characterized by steep slopes and shallow soils, which both contribute to a runoff problem.

In the past, the entire area was heavily grazed by sheep which has resulted in an erosion problem. Presently, the area is grazed primarily by Buffalo with occasional cattle use. The change from sheep to cattle has resulted in some improvement. However, buffalo will continue to be a concern until the revegetation is completed because their use can not be completely controlled. The only other controlling grazing factor is the elimination of cattle use. The monitoring program will indicate if further management actions are needed (e.g., fencing in particular areas).

SUPPORT NEEDS

-Develop Nasty Flat Watershed Management Plan by the end of FY 1983
-Coordination with AMP and HMP development
-Hand seeding and raking
-Rangeland Monitoring Plan
-ORV Monitoring Plan and ORV restrictions

MULTIPLE USE Analysis

RANGE - This action would have an insignificant negative impact to livestock in the area. Based on observations made by BLM range personnel, livestock use in the area is practically non-existent. Most use in area is made by buffalo.

Improving the vegetative cover in the area would be a positive benefit to rangeland resources. Reduced sediment loss, soil stabilization and a balanced use of vegetation to maintain and enhance the range resource is a management goal for all public lands.

WATERSHED - This action would have a positive impact to the watershed in the area. Seeding and hand raking are needed on some areas where runoff and continued grazing disturbance have prevented a natural revegetation in the gullies. Use of this type of special management plan will provide visible benefits over a longer time period (10 to 15 years).

WILDLIFE - This action would have a long term positive impact on wildlife habitat because the area would receive protection from livestock grazing in conjunction with hand seeding and raking in the more critical erosion areas. Improvement to watershed which increase vegetative cover and improve key forage species will naturally benefit wildlife. Eliminating livestock grazing will reduce the competitive pressure for forage on an area identified as crucial-critical summer habitat for deer. The monitoring program will help identify any deteriorating conditions which could occur if concentrated use develops.

RECREATION - This action would benefit recreation and visual resources because gullying would be prevented on a road which is used for recreation access.

ALTERNATIVE 1

Develop a special management plan similar to the recommendation and incorporate the following modifications:

a. Construct approximately 5 to 6 miles of fence to eliminate all grazing use.
b. Contour trench and/or furrow in the critical areas.
c. Construct gully plugs where appropriate.

MULTIPLE USE ANALYSIS

This alternative would have the same impact as those identified in the multiple-use analysis for the recommendation (W-2.1). The major positive impact from this alternative is the reduced time it would take for the rehabilitation effort to succeed. Implementing the above modifications should produce improvements to the watershed area within 3 to 5 years.

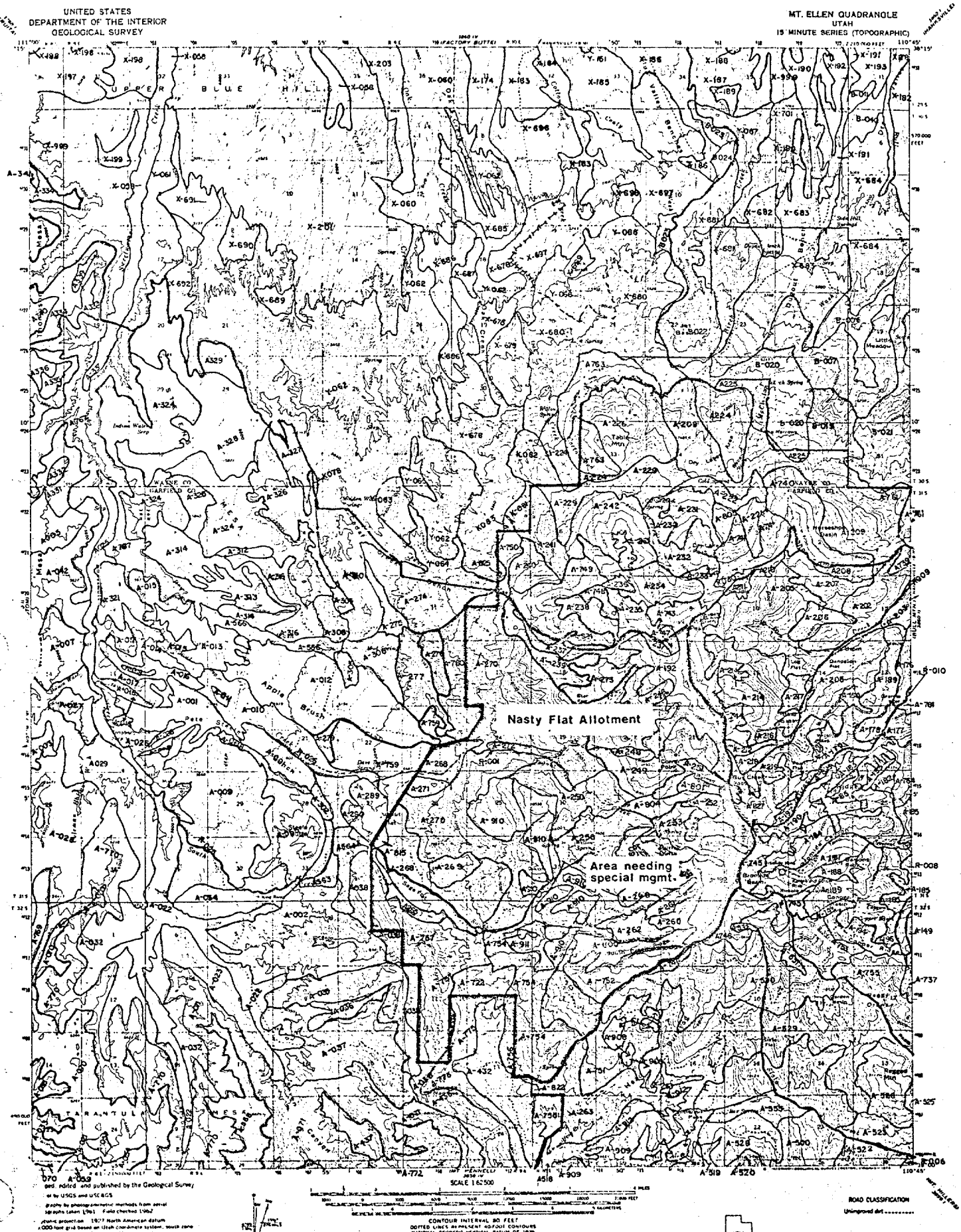
The fencing would assure the elimination of all livestock grazing and ORV use on the steep slopes. Contour trenching and/or furrowing would be constructed to retain precipitation on-site to reduce runoff and sediment yield, and to increase soil moisture. Gully plugs would also provide a means of retaining the on site water and help prevent the loss of soil from runoff erosion.

The major drawback with this alternative is the cost associated with the added modifications. The following per unit costs would have to be dealt with if the alternative is implemented:

1. Per unit cost of constructing gully plugs
   $900 + 1/4 WM ($625) = $1,525

2. Per mile cost of constructing fence (includes survey, design and contract supervision).
   $3,760 + 1/2 WM ($1,250) = $5,010

3. Per mile cost to maintain fence = $376.


UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY
MT. ELLEN QUADRANGLE
UTAH
15' MINUTE SERIES (TOPOGRAPHIC)
UPPER BLUE HILLS
Nasty Flat Allotment
Area needing special mgmt.
SCALE 1:62500
CONTOUR INTERVAL 80 FEET
DOTTED LINES REPRESENT 40-FOOT CONTOURS
NATIONAL GEODETIC VERTICAL DATUM OF 1929
ROAD CLASSIFICATION
Unimproved dirt
QUADRANGLE LOCATION
MT. ELLEN, UTAH
THIS MAP COMPLIES WITH NATIONAL MAP ACCURACY STANDARDS
FOR SALE BY U.S. GEOLOGICAL SURVEY DENVER COLORADO 80225, OR RESTON, VIRGINIA 22092
A FOLDER DESCRIBING TOPOGRAPHIC MAPS AND SYMBOLS IS AVAILABLE ON REQUEST

4. Cost to construct 2 contour trenches across treatment area
$6,000 + 1/2 WM ($1,250) = $7,250

ALTERNATIVE 2 (No Action)

Take no action to create a special management plan to address the watershed problem on the west side of Mt. Ellen.

MULTIPLE USE ANALYSIS

RANGE/WATERSHED - This alternative would have a negative impact to rangeland and watershed resources because no action would be taken to correct the gullying, sediment loss and lack of vegetation in the critical areas. Runoff in the area has been a problem because of steep slopes and shallow soils. Grazing by both livestock and wildlife could put pressure on the existing vegetation, resulting in an aggravation of the existing situation. No action would be contrary to good rangeland/watershed management.

WILDLIFE - This alternative would have a significant negative impact to wildlife since this area has been identified as crucial-critical summer habitat for deer. This impact would occur if grazing competition increases and vegetative cover is reduced. Because crucial-critical habitat is essential for the continued existence of that dependent species, every effort should be taken to enhance this habitat. The no action alternative fails to protect the habitat.

RECREATION - This alternative would have a negative impact to recreation. A recreation road which crosses the watershed could eventually become impassible requiring additional costs to upgrade and maintain it. Visual resources would continue to diminish in a VRM Class II area. These conditions could be expected to deteriorate if no action is taken to prevent them.

MULTIPLE USE RECOMMENDATION W-2.1

Accept the specialist recommendation with the following modifications:

a. Place emphasis on the construction of check dams and the hand raking and seeding of critical erosion areas.

RATIONALE

See the rationale for the specialist recommendation.

Heavy sheep use in the past has been identified as one of the major contributors to the area's poor condition. Presently, most use in the area is by bison with only occasional use by cattle. The area's watershed condition has improved slowly since the change in use. However, the cost of eliminating the occasional cattle use is not justified when compared to the expected degree of watershed improvement. Implementation of the support needs should improve the critical areas and mitigate the gullying.

Alternative 1 was not chosen because the construction and maintenance costs for the gully plugs, contour trenches, and fence needed to restrain the bison are not economically justifiable. The specialist recommendation will accomplish the same results over a longer period time and the monitoring program will assure that these improvements are occurring.

Alternative 2 was not chosen because the BLM is required by legislation, Executive Order and regulations to improve, protect and maintain water and soil resources. Since there are still critically rated erosion areas in the watershed, management actions must be developed to correct these problems if BLM is to meet its responsibilities.

SUPPORT NEEDS:

Implement the support needs identified under the specialist recommendation.

- -

DECISION W-2.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Watershed
Objective Number	W-3

ISSUE

Increased stream flow velocity, a high rate of stream bank erosion and an unstabilized stream bed have been identified on Bull Creek. What management actions are needed to correct these deteriorating situations?

OBJECTIVE

Reduce the stream flow velocity, stabilize the stream bed and reduce the current rate of stream bank erosion in the Bull Creek drainage.

RATIONALE

A recent analysis of Bull Creek and the surrounding resources was conducted during the summer of 1980. The analysis showed an accelerated rate of erosion caused by road construction through Sawmill Basin. This road construction was responsible for the removal of stream meanders, causing an increased stream gradient and stream velocity. Severe channel cutting has occurred in many segments of the creek.

One severely affected area is the segment of the creek running beside the Lonesome Beaver campground. The aesthetic quality of the area has been degraded and safety hazards exist because of steep 10 to 15 foot banks cut along the stream.

BLM objectives are to reduce and control flood and sediment damage, both on and off public lands (BLM Manual 1603.E3c).

Additional authority for BLM involvement in water resources include:

1. Water Protection and Flood Prevention Act (P.L. 566) of August 4, 1954, authorizing watershed improvements to prevent damage from erosion, floodwater, and sediment.

2. Federal Land Policy and Management Act of 1976. Section 102 declares that "the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmosphere, water resources and archaeological values...".

3. Executive Order 11507 of February 4, 1970.

4. Executive Order 11514 of March 5, 1970.

5. National Environmental Policy Act of 1969 (83 Stat. 852).

RECOMMENDATION W-3.1

Develop a special area management plan for the Bull Creek drainage that recognizes the existing stream channel problems and emphasizes the use of gabions, trash collectors, and large rock flow energy dissipators (see attached map). Eliminate grazing in the drainage or, at a minimum, exclude grazing by fencing along those stream segments of Bull Creek where damage is occurring. Apply full fire suppression with options to use fire management to enhance vegetation and restrict ORV use to existing roads. Develop and implement this management plan by the end of FY 1983.

RATIONALE

This area is recognized as needing special management and treatment to solve the accelerated erosion and destruction in the Bull Creek drainage. Some "stop gap" measures were initiated in an attempt to slow down the stream velocities, but these actions have not proved to be sufficient and additional measures are needed to address the overall drainage problem.

A study completed in 1980 identified the drainage problems resulting from the road construction. Many stream segments were straightened which increased the flow velocity and streambank erosion. In some cases, there has been so much channel damage that restoration of past stable conditions is impossible. The stream has cut to a rocky subsurface depth in many segments and is considered to have a fairly stable stream bottom. Therefore reducing stream velocity appears to be the only solution to reducing bank sloughing and cutting.

Use of gabions and trash collectors will increase the water holding capacity of the stream, help stabilize the streambed, and reduce stream gradient and velocity. Large boulders strategically placed in the stream will help reduce or eliminate much of the bank cutting and erosion caused by high spring runoff. Elimination of grazing along the more serious erosion areas will provide an opportunity to establish much needed vegetation.

Unless these actions are implemented, flow velocity and stream gradient will continue to increase and the Lonesome Beaver campground will eventually be washed away. In the meantime, a safety hazard exists to the campground visitor.

SUPPORT NEEDS

-Develop Bull Creek Drainage Watershed Management Plan by the end of FY 1983
-ORV Monitoring Plan and restrictions
-Allotment Management Plan for Sawmill Basin
-Habitat Management Plans for buffalo and fisheries in this drainage
-Determine water rights from Bull Creek
-Complete Utah State Application to Alter a Natural Stream - Form 93R
-Complete Corps of Engineer's General Permit - Form 015

MULTIPLE USE ANALYSIS

RANGE - This action would have a positive impact on the rangeland resources by improving vegetation cover and decreasing the annual loss of soil by slowing the water velocity.

Restricting livestock grazing would have a negative impact. The degree of impact would depend on the acres involved and the AUMs lost. No large areas are expected to be fenced so most impacts would be minor.

WATERSHED - This action would have a significant positive impact if the special management plan was able to accomplish the stated objective. The area has been disturbed by road construction and the natural stream channel has been changed causing accelerated erosion and excessive down stream sedimentation. The management plan would provide direction for stream improvement and engineering expertise to control rapid stream discharge. This would help stabilize stream bank erosion and help slow the stream velocity.

WILDLIFE - This action would have a positive impact on riparian habitat used by all wildlife species in the area and would help create the potential for a cold water fishery. These improvements would result in a greater diversity of wildlife which would enhance both the biological environment and the recreation opportunities. This recommendation complements Wildlife recommendation WL-1.1, (reintroducion of beaver) because the construction of small dams help slow stream velocity and stabilize the Bull Creek Drainage.

RECREATION - This action would have a significant positive impact on the Lonesome Beaver campground and Dandelion Flat picnic area. If the accelerated streambank erosion is not checked, both recreation areas could be lost. There is also a significant positive impact to public safety. Unstabilized streambanks are dangerous to recreationists using the campground and picnic areas. Adults and children not familiar with the risks of fast moving streams or the potential for the streambank to give way could be seriously injured or killed.

SOCIOECONOMIC - Costs associated with the recommendation include construction of gabions, fencing to restrict livestock grazing and perhaps fencing along the campgrounds for public safety, and the reinsertion of meanders which could include bridges and culverts. Average per unit costs for these structures are as follows:

1. Estimated per unit cost of gabions, trash collectors and large rock placement $1,950 (including labor).

2. Estimated per mile cost to survey, design, and construct fencing including material - $3,800 (including labor).

Sawmill Basin
Allotment
Drainage Area

3. Approximate cost per bridge - $2,500 (including labor).

4. Approximate cost per culvert - $1,575 (including labor).

5. Reinsertion of meanders (1/2 mile per day - $720.)

ALTERNATIVE 1 (No Action)

Take no action to correct the existing situation in the Bull Creek drainage.

MULTIPLE USE ANALYSIS

If no action is taken, streambank stability would continue to deteriorate and stream velocity would continue to increase, adding to the overall degredation of the watershed. Safety hazards would significantly increase each year in the adjacent campground and picnic areas.

MULTIPLE USE RECOMMENDATION

Accept the specialist recommendation as written.

RATIONALE

See the rationale for the specialist recommendation.

This recommendation provides BLM with management options t responsibility for preventing damage from erosion, floodwa t. Safety hazards would be reduced through a positive program stability.

SUPPORT NEEDS

Implement the support needs identified under the specialis n.

- -

DECISION W-3.1

Accept the multiple use recommendation and the identified

RATIONALE

The rationales for the specialist and multiple use recomme ely discuss and support the desirability and need for this act

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Watershed
Objective Number	W-4

ISSUE

Executive Order 11988 directs BLM to identify and consider all sensitive areas (i.e., wetlands and floodplains) in acquiring, managing and disposing of public lands. What management actions are needed to insure compliance with this Executive Order?

OBJECTIVE

Reduce the risk of flood loss and minimize the impact of floods on human safety, health and welfare.

RATIONALE

Every year floods cause millions of dollars of damage to private property which has been developed along the nation's waterways. Vast sums of money have been spent on a wide variety of engineering measures intended to reduce flood crests and to retain flood waters within specified bounds. Loss of life and property could be precluded if proper land use planning measures are undertaken.

BLM objectives are to reduce and control flood and sediment damage, both on and off the public lands (BLM Manual 1603.E3c), and provide the public an environment safe and free from avoidable hazard while on public lands (BLM Manual 1602.G2).

RECOMMENDATION W-4.1

Designate all public lands in the Henry Mountain planning area lying within the 100 year floodplain as unsuitable for disposal, coal mining, or any other development unless it is determined through consultation with BLM and other appropriate government agencies that the land use can be undertaken without substantial threat of loss to people, property, and beneficial values of the floodplain area.

RATIONALE

Various land use activities must be limited in those areas where there is a one percent or greater chance of a flood occurring in any given year. Flash floods are a particular concern in the planning area.

Executive Order 11988 of May 24, 1977 directs each agency "to reduce the risk of flood loss, to minimize the impact of floods on human safety, health and welfare, and to restore and preserve the natural and beneficial values served by floodplains in carrying out its responsibilities for 1) acquiring, managing, and disposing of Federal lands and facilities; 2) providing Federally undertaken, financed, or assisted construction and improvements; and 3) conducting Federal activities and programs affecting land use, including but not limited to water and related land resources planning, regulating, and licensing activities."

The Executive Order also directs each agency to develop either (1) appropriate restrictions and/or stipulations when property on floodplains is proposed for leasing, easements, rights-of-way or disposal to non-federal public or private parties, or (2) withhold such properties from conveyance.

SUPPORT NEEDS

-Delineate 100 year floodplains and develop mitigating measures when necessary to prevent threat of loss to people, property and beneficial values of the floodplain area.

MULTIPLE USE ANALYSIS

This action could have a negative impact to mineral resources if mining activities are precluded from extracting any valuable minerals in the floodplains.
In most cases, the only restrictions which would be placed on the mining company would be to restrict the location of any permanent surface facilities and storage of overburden in the floodplain.

The major benefit would be associated with property protection. Every year millions of dollars are lost to flood damage. Reducing this risk through sound land use management policies benefits all levels of government as well as the private property of the general public.

MULTIPLE USE RECOMMENDATION

Accept the recommendation as written.

RATIONALE

See the rationale for the specialist recommendation.

There is a geologic potential for development of mineral resources (coal, uranium, oil and gas) in the Henry Mountain Planning area where thunderstorms and flash floods are known to occur. Identification of these floodplains provides BLM an opportunity to evaluate the potential for downstream damage and apply necessary stipulations on the mining activities.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION W-4.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Watershed
Objective Number	W-5

ISSUE

An extremely large headcut is moving up Meadow Gulch. Each year thousands of tons of productive soil is being lost annually to this uncontrolled gully.

OBJECTIVE

Reduce the loss of soil from the site into the Dirty Devil River and subsequently into Lake Powell. Also the productivity of the gulch above the headcut can be improved considerably.

RATIONALE

Periodic floods cause soil to erode from the Meadow Gulch site. This results in a lack of storage capacity and life to Lake Powell. The gulch itself is a lounging area for cattle in the Hanksville allotment and is producing far below its potential. By implementing erosion control and improved livestock management it is possible to make great improvements within realistic budgets.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Watershed
Reference Number	W-5

RECOMMENDATION - W-5

Eliminate domestic stock grazing in the Meadow Gulch area of the Hanksville Allotment by means of constructing a fence approximately 1 mile long by 200 yards wide above the headcut (encloses approximately 50 acres).

Provide engineering analysis during FY 83 of an erosion control structure designed to control water flow and soil movement in Meadow Gulch Wash.

Plant shrub and tree species at the headcut site with adequate protection from grazing to allow for plant establishment.

RATIONALE

The Meadow Gulch headcut is moving up the drainage basin 25' to 100' per year eliminating the entire bottom as the erosion process moves up the wash gradient. The headcut is approximately 330 feet from bank to bank, and 25 feet deep. At least 9,000 cu. yds. of soil are estimated to be lost each year.

Preliminary data shows the Meadow Gulch area above the headcut involves a 26 square mile flood plain producing a 25 year storm with a water depth of 8.8 ft. and a flow of 4,649 cfs. A 100 year storm would involve a water depth of 9.7 ft. and flow of 8,448 cfs.

In addition to actual soil loss, this heaductting process also lowers the water table that underlies the wash. This may involve the entire drainage basin, depending on soil porosity and underlying bedrock structure of the area.

SVIM data shows the site is capable of producing approximately 740 lbs/acre of grass. The site presently produces 77 lbs/acre of grass. SVIM data also shows the site is capable of producing approximately 40% grass, 10% forbs and 25% shrubs, while the site is presently producing 6% grass, 3% forbs and 91% shrubs.

Present season of use for cattle is September 1 to May 31, and for sheep is October 1 to May 5. Present actual use for cattle is October 1 to May 31, and for sheep is December 16 to March 31. This late spring grazing through May 31 each year by cattle prevents perennial plants such as Indian ricegrass, sand dropseed and alkali sacaton from establishing. Annuals are now the basic grazing resource.

An existing well and reservoir in Meadow Gulch Wash just above the headcut provide a water source that concentrates use on this badly deteriorated rangeland.

Planting shrub species such as spreading rabbit brush (c. linifolius), and four-wing saltbush at the headcut site will provide additional soil loss control and stabilization.

Fencing an area approximately one half mile wide by two miles long (640 acres) to exclude grazing, in an attempt to stop a headcut the size of Meadow Gulch would be largely experimental. The objective is a) to establish shrubs and trees at and around the headcut to hold the soil and stop the sloughing and movement of the headcut, and b) to reduce the intensity of grazing in the surrounding area by including the stock water near the headcut within the fenced area. Studies have shown that runoff can be reduced by 30% and sediment yield can be reduced by 45% within two years by eliminating grazing (*Lusby 1970). If fencing the stock water effectively eliminates or significantly reduces grazing in the immediate area it could be expected that ground cover would increase and runoff and sediment yield would decrease. Therefore; the headcut would be subject to less surface associated erosion. It has also been speculated that the headcutting action comes from subsurface saturation of the soil, resulting in the sloughing of soil into the wash. If this is the case, establishment of trees and shrubs would aid in holding the soil and siphoning water from the saturated area thus possibly stabilizing the headcut.

Data prepared for the Meadow Gulch headcut in support of MFP recommendations is site-specific. A broader over-view of the watershed shows a deteriorated situation on all major wash bottom sites (strata 0916) in the Hanksville Allotment. Along with Meadow Gulch, this strata includes Dry Valley Wash, Collie Wash, and Cow Wash.

The poor condition of the vegetation shows these wash bottoms are ideal livestock use areas due to gentle terrain, shelter from wind and close proximity to five (5) water sources. Cattle will continue to use these areas unless prevented from doing so. Under these conditions, even a small number of animals will be sufficient to keep the area from reaching its range site potential.

The significance of the current situation in this strata can be seen in the following data: In total, the wash bottom strata (0916) in the Hanksville Allotment involves 806 acres and produces 14.7 AUM's. However, this strata is capable of producing around 370 AUM's. The entire strata is now considered unsuitable for livestock use due to grazing capacity of more than 32 acres/AUM. Approximately 30% of this wash bottom strata is in Meadow Gulch above the headcut.

Grazing management alone may not meet the objective. Some type of erosion control structure should also be considered. This would involve a water spreading facility or headcut retaining structure.

Since the meadow Gulch issue was only recently identified, necessary data for a specific recommendation on an erosion control structure is lacking. An engineering analysis is needed to identify project cost and determine effectiveness of several possible construction alternatives.

BLM has the obligation of reducing watershed damage such as occurs on the Meadow Gulch area. Benefits to watershed include decreased soil erosion, increased vegetative cover, improved plant composition, better forage quality, and a stabilized water table.

MULTIPLE USE RECOMMENDATION W-5

Accept the specialists recommendation as written. However, provide the engineering analysis during FY 84 (instead of FY 83) because current schedules have given priority to watershed plans for Bull Creek and Nasty Flat. Request funds for fencing and revegetation during preparation of FY 84 AWP.

RATIONALE

The specialists recommendation adequately discusses the need for this action. These steps will be monitored and reevaluated as new data becomes available.

SUPPORT NEEDS

Implement the support needs identified under the specialists recommendation according to the time frames developed in the Multiple Use Recommendation.

DECISION

Accept the Multiple-Use Recommendation.

SUPPORT NEEDS

-Implement grazing management which will allow natural restoration of site to vegetative potential and provide protection to plantings.
-Obtain engineering analysis of erosion control structure.

Multiple Use Analysis

No significant impacts were identified in lands, recreation, minerals, forestry or wildlife. Impacts to watershed were described in the rationale for the recommendation. Other identified impacts are shown as follows:

RANGE

No impacts to livestock, livestock operations or permittees have been identified that would result from this proposal, assuming that grazing continues at about average licensed use (2,499 AUMs).

Average licensed use is 42% of preference on Hanksville Allotment and the amount of forage available to livestock exceeds preference by 13% (BLM 1982). The amount of forage available is based on the use of all livestock waters on the allotment. Therefore; if grazing use should increase, alternate water sources would need to be developed.

Fencing livestock access to water at Meadow Gulch will increase the intensity of grazing and trailing at other waters on the allotment.

Alternative 1

Take no action to reduce headcutting along Meadow Gulch.

Multiple Use Analysis

No significant impacts were identified in lands, minerals, forestry, recreation or wildlife. Identified impacts include:

WATERSHED

Headcutting will continue until the soil mantle in Meadow Gulch is gone. This will permanently damage the watershed and eliminate any chance of restoring vegetative production. This will cause loss of livestock grazing capability on an area that has provided the major source of forage on a sizable portion of the Hanksville Allotment.

RANGE

It has been calculated from aerial photos that the Meadow Gulch headcut has moved 700 feet in 26 years (BLM 1982). The headcut is 330 feet wide, therefore it can be calculated that about 5 acres of rangeland is lost every 25 years. With no action, the rate of loss would continue, and the loss of this rangeland would be irreversible.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain
Activity	Wildlife
Objective Number	WL-3

ISSUE

To increase the number of big game animals, especially bison and mule deer, by increasing the number of AUMs reserved for wildlife.

OBJECTIVE

Maintain and improve rangeland conditions and implement big game use levels which do not exceed the carrying capacity of the range.

RATIONALE

An ever increasing number of the local and regional public is demanding that their pursuit of big game animals be improved by an increased hunter percent success ratio. As this demand continues to increase, the public will become aware that an increase in big game numbers is primarily dependent upon available AUMs given to big game via the forage allocation process. At the present time, it is easy for big game to overpopulate their "share" of the range because that share is so low when compared to that which has been allocated to livestock. As shown in the PAA, there is a need for and a public demand for increased numbers of big game animals for recreational purposes (see Recreation section of this MFP). The impacts on the natural environment would be minimal if this objective is obtained. There would, however, be considerable impact on some local livestock users. This would be compensated for by the greater benefits to a greater number of other public land users.

Replaced Area Copy

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Wildlife
Reference Number	WL-3.1

Decision Amended 3/4/93

RECOMMENDATION WL-3.1

Provide the following forage allocations on crucial bison/mule deer range and substantial value antelope and desert bighorn sheep ranges (See MFP 1 Table 1).

RATIONALE

The Henry Mountain Planning Area (HMPA) was originally divided into the East Mountain, West Mountain and Mountain Proper Units. The 1964-67 adjudication process reserved wildlife AUMs according to these Units rather than by allotment (BLM, 1964). These reservations took into consideration former cooperative agreements with the Utah Division of Wildlife Resources (UDWR) for a 1940 elk transplant and a 1941 bison transplant.

The adjudication process reserved a total of 7,495 AUMs for wildlife, 4,500 for deer, 1050 for bison and 1,945 unidentified AUMs for any specific wildlife species. It is important to note that the reservation of wildlife AUMs by allotment has never been completed.

On the West Mountain Unit, a total of 883 AUM's were reserved for wildlife in the following areas:

1. East part of Apple Brush Bench below the P-J line.
2. Tarantula Mesa.
3. Pennell Creek Benches and Pennell Roughs.
4. Coyote and Wolverton Benches, south of Trachyte Creek and east of Coyote.
5. The P-J belt all the way around the mountain in the West Mountain Unit.
6. Cedar Mesa.
7. Indian Spring Benches.
8. Black Hole and Cat Ranch area.
9. Little Rockies.
10. Swap Mesa.

Of the total AUMs reserved for wildlife on this Unit, 139 deer AUMs were reserved on Swap Mesa. The Bureau of Land Management (1964) assured the UDWR that only 120 AUMs of livestock use would be allowed in those areas reserved for wildlife on this Unit.

On the Mountain Proper Unit, a total of 5,550 AUMs, 4,500 and 1,050 for deer and bison respectively, were reserved for wildlife. Table 1 shows the breakdown of these AUMs by allotment. The Dry Lakes allotment was declared as unsuitable for livestock and all the AUMs in this allotment were subsequently reserved for bison. The 1962-63 Range survey, upon which the original adjudication was based, indicated there was 417 livestock AUMs (District files) and 499 wildlife AUMs in this allotment.

On the East Mountain Unit, a total of 1,062 AUMs were reserved for wildlife.

Within the three Units mentioned above most of the P-J zone was reserved for wildlife. This included the area around King Ranch, Apple Brush Bench, Stevens Narrows, Turn of Bullfrog, Pipehole springs, Scratch Canyon, Black Hole, Cat Ranch

hole Springs, Scratch Canyon, Black Hole, Cat Ranch, Coyote Bench, Eagle Benches, Horseshoe Basin, Birch Spring (North end of mountain), Dry Lakes, Lost Spring, Oak Springs, Cedar Creek, Tarantula Mesa, one half of Swap Mesa, Cedar Mesa, North Wash, most of Trachyte Wash and the Little Rockies.

Since the adjudication there have been numerous projects undertaken to increase wildlife AUMs. For instance, the UDWR was involved in the planning, funding and maintenance of many habitat improvement projects. In addition, the UDWR has also leased thirteen state sections, seven of which are in crucial bison habitat, specifically for wildlife. The UDWR also retired the AUMs in the Dry Lakes allotment entirely for wildlife.

A Management Framework Plan for the Henry Mountain Planning Area was completed in 1974. This plan did not break down wildlife AUMs by allotments. Although the plan provided a total of 7,200 AUMs, 2,400 for bison and 4,800 for deer, it actually reduced the total number of wildlife AUMs authorized in the 1964-67 adjudication. In addition, no AUMs were specifically allocated for bighorn sheep or antelope.

Considering the past MFP decisions, the past cooperative agreements, the past wildlife reservations, the extensive development of habitat, the current criteria for livestock suitability, the current leasing of state lands by UDWR in crucial-critical bison habitat, the extensive range survey through SVIM and ongoing habitat improvement projects, there should be considerable more AUMs available for wildlife over that authorized in the 1964-67 adjudication or allocated in the 1974 MFP. Currently, livestock preference accounts for approximately 85 percent of the available forage on the planning unit. This is a disproportionate share of the forage and is not in the best interest of multiple use resource management.

The impacts to big game populations from this imbalance in forage allocation as well as poorly managed grazing systems are severe. Current big game population estimates indicate that since the adjudication; (1) mule deer populations have declined far below pre 1964 levels and (2) antelope and desert bighorn sheep numbers have remained static at levels well below what would reasonably be expected to occur. The bison is the only big game species showing any increase in numbers, approximately 125 head, since the adjudication process.

Under this recommendation, livestock active preference would be cut to 43,360 AUMs, or approximately 75 percent of the available forage, while wildlife would be allocated 14,923 AUMs or approximately 25 percent of the available forage. In addition, no livestock grazing would be allowed on the mountain proper allotments. This reallocation would result in a more equitable distribution of forage without severely impacting livestock operations (Note: Implementation of this alternative would result in the loss of only 6 percent of the total available forage to livestock) while at the same time insuring healthier and larger herds of big game animals.

MFP I - TABLE I

Manage For Optimum Big Game Production

	Livestock				Bison				Mule Deer			Antelope	Bighorn Sheep	Burros
	Kind of Livestock	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[a]	Crucial Summer (AUMs)[a]	Alternative Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Alternat Grazing Use (AUM
OTMENTS														
e Bench	Cattle	2,737	9/1-5/31	No change.	5 (14)[b]	0	5 (14)	0	179	5	0	0	0	0
lfrog[c]	Cattle Sheep	2,123 1,229	10/1-5/31 10/1-5/31	No change No change	74 (85)	74 (85)	0	0	375	143	0	0	0	0
r Point	Cattle Sheep	1,725 488	9/1-5/31 10/1-5/5	No change No change	28	0	28	0	179 (204)	0	0 (25)	277	0	0
hedral[d]	Cattle	2,366 B 1,871 P 495	10/1-5/31	No change	0	0	0	0	222	0	0	0	0	0
Cedar Point	Cattle	1,029	9/1-5/31	No change	5 (27)	0	5 (27)	0	180 (331)	54 (205)	0	180	0	0
scent Ck.	No livestock grazing			(None)	159	0	159	0	288 (478)	0	253 (443)	0	0	0
ksville	Cattle Sheep	4,538 1,462	9/1-5/31 10/1-5/31	No change No change	35	0	35	0	240	0	0	129	0	0
tnet[d]	Cattle	2,884 B 967 P 1,917	11/1-6/15	No change	0	0	0	0	128	0	0	0	0	0
Nasty Flat	No livestock grazing			(None)	870 (1,455)	0	652 (977)	218 (478)	248 (530)	6 (50)	165 (403)	0	0	0
th Bench	Cattle	306	9/1-3/31	No change	0	0	0	0	52	0	0	0	0	0
nell	No livestock grazing			(None)	1,971 (1,995)	0 (24)	1,194	777	1,050 (1,300)	303 (553)	458	0	0	0

:MENTS	Livestock: Kind of Livestock	Livestock: Alternative Grazing Use (AUMs)	Livestock: Period of Use Current	Livestock: Period of Use Proposed	Bison: Alternative Grazing Use (AUMs)	Bison: Crucial Winter (AUMs)	Bison: Crucial Summer (AUMs)	Bison: Crucial Yearlong (AUMs)	Mule Deer: Alternative Grazing Use (AUMs)	Mule Deer: Crucial Winter (AUMs)[a]	Mule Deer: Crucial Summer (AUMs)[a]	Antelope: Alternative Grazing Use (AUMs)	Bighorn Sheep: Alternative Grazing Use (AUMs)	Burros: Alternative Grazing Use (AUMs)
›ers ›ost[c]	Cattle	6,439	3/1-2/28	No change	0	0	0	0	392	0	0	374	819	100
‹ies[c]	Cattle Sheep	2,858 0[e]	10/1-5/31	No change (None)	0	0	0	0	392 (439)	0	6 (53)	0	832	0
‹y 1[d]	Cattle	938 B 656 P 282	10/1-4/15	No change	0	0	0	0	92	0	0	0	0	0
	Sheep	210	10/1-4/15	No change										
›y 2	Cattle	701[f]	10/16-4/15	No change[f]	138 (309)	105 (276)	33	0	62	0	0	0	0	0
›y 3[d]	Cattle	981 B 301 P 680	10/16-4/15	No change	0	0	0	0	21	0	0	0	0	0
›ill Basin	No livetock grazing			(None)	133 (309)	0	133 (309)	0	256 (586)	0	212 (542)	0	0	0
›ng ›chine[c]	Cattle	2,646	11/1-4/15	No change	0	0	0	0	167	0	0	0	897	0
›le Butte	Cattle	1,862[g]	10/16-5/31	No change	219 (590)	178 (512)	34	7 (44)	488 (709)	189 (410)	0	0	0	0
›hyte	Cattle Sheep	978 0[e]	9/1-5/31	No change (None)	20	0	20	0	343	165	28 (96)	0	64	0
›rpocket[c,d]	Cattle	3,082 B 2,918 P 164	10/1-5/31	No change	0	0	0	0	206	0	0	0	0	0
	Sheep	711 B 693 P 18	10/1-5/31	No change										
Horse	Cattle	1,067	12/1-6/30	No change	0	0	0	0	128	0	0	0	0	0
otal[h]	Cattle	B 35,722 P 3,538			3,657	357	2,298	1,002	5,688	865	1,122	960	2,612	100
	Sheep	B 4,082 P 18			(5,026)	(897)	(2,830)	(1,299)	(7,184)	(1,531)	(2,020)			

OTMENTS	Livestock: Kind of Livestock	Livestock: Alternative Grazing Use (AUMs)	Livestock: Period of Use Current	Livestock: Period of Use Proposed	Bison: Alternative Grazing Use (AUMs)	Bison: Crucial Winter (AUMs)	Bison: Crucial Summer (AUMs)	Bison: Crucial Yearlong (AUMs)	Mule Deer: Alternative Grazing Use (AUMs)	Mule Deer: Crucial Winter (AUMs)[a]	Mule Deer: Crucial Summer (AUMs)[a]	Antelope: Alternative Grazing Use (AUMs)	Bighorn Sheep: Alternative Grazing Use (AUMs)	Burros: Alternat Grazing Use (AUM
llotted Areas														
Lakes	No livestock grazing				111 (432)	0	100 (132)	11 (300)	141 (337)	0 0	123 (319)	0	0	0
nt Trail[c]	No livestock grazing				0	0	0	0	166	0	0	0	808	0
tle Rockies[c]	No livestock grazing				0	0	0	0	112	0	0	0	548	0
th Caine-ille Mesa	No Livestock grazing (except for research)				0	0	0	0	8	0	0	0	0	0
th Caine-ille Mesa	No Livestock grazing (except for research)				0	0	0	0	12	0	0	0	0	0
ubtotal					111 (432)	0	100 (132)	11 (300)	439 (635)	0	123 (319)	0	1,356	0
AL		43,360			3,768 (5,458)	357 (897)	2,398 (2,962)	1,013 (1,599)	6,127 (7,819)	865 (1,531)	1,245 (2,339)	960	3,968	100

tal deer AUMs are comprised of crucial summer and crucial winter ranges only.

mbers in ( ) are actual AUMs needed from BLM-administered lands to meet UDWR's long-range goals; however, forage is not available to meet these needs.

cludes both BLM and NRA lands.

e otments have both BLM and National Park Lands. B = BLM AUMs, P = National Park AUMs.

mestic and bighorn sheep compatibility conflicts on these allotments.

livestock grazing proposed on Swapp Mesa.

livestock grazing proposed on Cave Flat.

M and NRA lands only, does not include National Park.

SUPPORT NEEDS

MFP I Table 2 shows the recommended livestock grazing systems as well as land treatments and other rangeland developments for each grazing allotment. The table also shows the potential that could be realized by implementing the support needs.

MFP I Table 3 details the support needs.

MFP I Table 2

Potential Additional AUMs With Grazing Management and Proposed Land Treatment and Rangeland Improvements
Under Management for Optimum Wildlife Production

	Grazing Management[a]		Land Treatments[b]		Rangeland Developments										
					Springs		Reservoirs								
otments	Grazing Systems	Potential Additional AUMs	Acres	Big Game AUMs	Redev.	New	Recon.	New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
e Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	-
lfrog	Continue/revise	250	2,000	167	--	2	4	1	12	4	--	--	--	--	-
r Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	-
hedral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	-
ar Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	-
scent Creek	No Livestock Grazing	--	1,100 1,100[c]	150 160[c]	1	--	--	--	1	1	--	--	--	3	-
ksville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	-
tnet	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	-
ty Flat	No Livestock Grazing	31	1,200	225	--	--	--	--	1	1	--	--	--	--	-
th Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	-
nell	No Livestock Grazing	15	4,700 1,400[c]	675 200[c]	--	3	--	1	1	4	--	--	--	1	-
bers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	-
kies	Continue	427	4,400	200	1	2	8	3	6	10	2	--	--	1	-
dy 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
2	Continue[d]	35	1,250	100	--	1	2	3	--	1	--	--	--	--	-
3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	-
mill Basin	No Livestock Grazing	--	750 500[c]	110 40[c]	--	1	--	1	--	1	--	--	--	--	-
ing Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	-
ele Butte	Implement[e]	18	4,000	320	--	1	1	7	--	1	--	--	--	--	-
chyte	Continue season-long	798	600	50	--	--	2	5	5	2	--	--	--	--	1
erpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	-
d Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	-
	Interseeding		3,000[c]	400[c]											
	Other Land Treatments		20,000	1,998											
llotted Areas															
Lakes	No Livestock Grazing	--	1,300	160	--	--	--	--	--	--	--	--	--	--	-
nt Trail	No Livestock Grazing	--	0	0	--	--	2	2	--	--	--	--	--	--	-
tle Rockies	No Livestock Grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	-
th Caine-lle Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	-
th Caine-ille Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	-
GRAND TOTAL		3,616	24,300	2,558	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

posals include: Continue (or Continue with minor revisions)present grazing system; Implement a new grazing system; Implement or Continue Season-Long azing; and No Livestock Grazing.

posed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. tential may be realized within short term (5-years).

terseeding only with forbs and/or browse, as needed.

livestock grazing on Swap Mesa.

livestock grazing on Cave Flat

MFP I - TABLE 3

Allotment Grazing System	Land Treatments	Rangeland Developments
Blue Bench Continue/revise existing system.	None	1. Reconstruct four reservoirs. 2. Construct two reservoirs.
Bullfrog Continue/revise existing system.	Apply vegetation manipulation on potential treatment area, 2,000 acres, to increase carrying capacity by 167 AUMs.	1. Construct pipeline extention (approximately 12 miles). 2. Develop two springs. 3. Construct one reservoir. 4. Reconstruct four reservoirs. 5. Troughs at four locations.
Burr Point Continue/revise existing system.	None.	1. Construct 1 pipeline (approximately 10 miles). 2. Develop one spring. 3. Construct three reservoirs. 4. Reconstruct two reservoirs. 5. Develop two wells. 6. Troughs in four locations.
Cathedral Implement grazing system.	None.	1. Construct two reservoirs. 2. Reconstruct four reservoirs.
Cedar Point Continue season-long.	None.	1. Develop two springs. 2. Develop two horizonal wells. 3. Construct five reservoirs. 4. Reconstruct two reservoirs. 5. Troughs in four locations.
Crescent Creek No livestock grazing.	Apply vegetation manipulation on potential treatment area, 1,100 acres, increase carrying capacity by 150 AUMs. Interseed 1,100 acres of existing grass seeding with forbs (alfalfa, clovers, etc.) to increase carrying capacity by 160 AUMs.	1. Redevelop one spring. 2. Construct pipeline extention (approximately 1.0 mile). 3. Trough in one location.
Hanksville Implement grazing system.	None.	1. Develop one spring. 2. Develop two wells. 3. Construct five reservoirs. 4. Reconstruct three reservoirs. 5. Construct fence (approximately 10 miles). 6. Construct pipeline (1 miles). 7. Troughs at four locations.
Hartnet Continue/revise existing system.	None.	1. Reconstruct four reservoirs.
Nasty Flat Livesock grazing	Apply vegetation manipulation on potential treatment area, 1,200 acres, to increase carrying capacity by 225 AUMs.	1. Construct pipeline extention (approximately 1.0 mile). 2. Troughs at one location.
North Bench Continue existing system.	None.	1. Reconstruct three reservoirs.
Pennell No livestock grazing.	Apply vegetation manipulation on potential treatment areas, 4,700 acres, to increase carrying capacity by 675 AUMs. Interseed 1,400 acres of existing Coyote Bench burn grass seeding with forbs (alfalfa, clovers, etc.) to increase carrying capacity by 200 AUMs.	1. Adjust allotment boundary to include approximately 80 acres at the Turn of Bullfrog (transfer from Steele Butte to Pennell). 2. Develop three springs. 3. Construct one reservoir. 4. Donstruct fence (approximately 1 mile). 5. Construct pipeline extention (approximately 1 mile). 6. Boundary fence - see Crescent Creek Allotment. 7. Troughs at four locations.

Allotment ızing System	Land Treatments	Rangeland Developments
obbers Roost ɔlement grazing system.	None.	1. Construct seven reservoirs. 2. Reconstruct two reservoirs.
ackies ntinue existing system.	Apply vegetation manipulation on potential treatment areas, 4,400 acres, to increase carrying capacity by 200 AUMs.	1. Redevelop one spring. 2. Develop two springs. 3. Develop two wells. 4. Construct three reservoirs. 5. Reconstruct eight reservoirs. 6. Construct fence (approximately 1 mile). 7. Construct pipeline (approximately 6 miles). 8. Troughs - ten locations.
andy I ntinue season-long	None.	1. Construct four reservoirs. 2. Reconstruct three reservoirs.
ndy 2 livestock grazing on Swap Mesa.	Apply vegetation manipulation on potential treatment areas, 1,250 acres, to increase carrying capacity by 100 AUMs.	1. Develop one spring. 2. Construct three reservoirs. 3. Reconstruct two reservoirs. 4. Troughs at one location.
Sandy 3 nue season-long	None.	1. Reconstruct three reservoirs.
awmill Basin livestock grazing.	Apply vegetation manipulation on potential treatment areas, 750 acres to increase carrying capacity by 110 AUMs. Interseed 500 acres of existing grass seedings with forbs (alfalfa, clovers, etc.) to increase carrying capacity 40 AUMs.	1. Redevelop one spring. 2. Construct one reservoir. 3. Troughs at one location.
e. ıchine plement grazing system.	None.	1. Construct three reservoirs. 2. Reconstruct ten reservoirs.
teele Butte livestock grazing on Cave Flat.	Apply vegetation manipulation on potential treatment areas 4,000 acres, to increase carrying capacity by 320 AUMs.	1. Redevelop one spring. 2. Construct seven reservoirs. 3. Reconstruct one reservoir.
rachyte ntinue season-long grazing.	Apply vegetation manipulation on potential treatment areas, 600 acres, to increase carrying capacity by 50 AUMs.	1. Construct five reservoirs. 2. Reconstruct two reservoirs. 3. Construct one pipeline (approximately 5.0 miles). 4. Troughs at two locations.
aterpocket -tinue/revise existing system.	None.	1. Redevelop one spring. 2. Construct six reservoirs. 3. Reconstruct three reservoirs. 4. Troughs at one location.
ild Horse ntinue existing system.	None.	

Allotment Grazing System	Land Treatments	Rangeland Developments
Dry Lakes No livestock grazing	Apply vegetation manipulation on potential treatment areas, 1,250 acres, to increase carrying capacity by 160 AUMs.	None
Flint Trail Temporary Livestock grazing	None	1. Construct two reservoirs. 2. Reconstruct two reservoirs.
Little Rockies No livestock grazing	None	None
North Caineville Mesa No livestock grazing	None	None
South Caineville Mesa No livestock grazing	None	None

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP): Henry Mountain P.A.
Activity: Wildlife
Reference Number: WL-2

MULTIPLE USE RECOMMENDATION WL-~~2~~3.1

Reject the specialist recommendation and manage rangelands to provide the best mix of livestock and big game to maintain or increase the forage available, using the soil-vegetation inventory, use records and trend studies as a basis.

Optimize big game and livestock forage use by allotting forage use and periods of use to livestock and big game as indicated in Table 1 MFP 2, implement grazing systems and undertake land treatments and rangeland developments as recommended by the specialist.

Provide rangelands and forage for existing wild burros (100 AUMs in Robbers Roost). See MFP 2 Table 1.

RATIONALE

Livestock and big game would be provided forage, grazing lands and habitat to give the most advantageous use of the rangelands. MFP 2 Table 2 shows the increased AUMs that could be realized from implementation of grazing system, land treatments, and rangeland developments.

MFP 2, Table 3 compares the big game MFP step 1 recommendations with the Planning Recommendation, MFP step 2 showing the wildlife tradeoffs between the two recommendations.

The impact to the various multiple use values would, except for livestock and big game, be much the same should the Wildlife Recommendations or the Multiple Use Planning Recommendations be implemented. The advantage in the Planning Recommendation is primarily in that it more nearly meets the present and future needs of big game animals. This is especially true for bison.

SUPPORT NEEDS

Administrative and other support needs are listed, along with land treatment, for each allotment in Table 1 and in summary form in MFP I Table 2.

MULTIPLE USE ANALYSIS

Alternatives and impacts will be fully addressed in the Henry Mountain Grazing Environmental Impact Statement (GEIS) scheduled for completion in 1982. In summary:

Vegetation - No adverse impacts were identified from this action for vegetation.

Watershed - Soil and water resources are expected to be temporarily impacted on a localized basis on sites scheduled for land treatment (i.e., chaining and seeding). Otherwise, no unavoidable adverse impacts are expected for soils or water.

Wildlife - Big game populations would remain well below their biotic potential. This would be true in particular for bison which would not be provided for and, to a lessor extent, for bighorn sheep.

Visual Resources - Visual resources could be adversely affected under this action where rangeland improvements are planned. This would affect 16 allotments and one unallotted areas where VRM management class objectives could be violated, affecting 2 percent of the planning area.

Wilderness - Because construction of proposed rangeland improvements must meet BLM IMP criteria, no unavoidable impacts to WSAs would occur.

Recreation - Recreational values would be adversely impacted since hunting and sightseeing for wildlife would be reduced. Likewise rangeland improvements on 16 allotments and one unallotted area would affect sightseeing and primitive values.

Livestock Grazing - Livestock grazing would be affected adversely in that 20 permittees would receive reductions in active preferences. In the long run, however, improvement in range condition and forage production would result in increased livestock production. Rangeland improvements, including land treatments, water developments, and fencing would result in 6,591 AUMs (3,616 AUMs from grazing management and 2,975 AUMs from land treatments) of additional grazing (Table 2).

Socioeocnomics - The overall impact to the region's economy from this action is positive in respect to livestock production. Active preference reductions affecting 20 permittees would result in reduced capitol values of their property. Permittees suffering actual cuts in the number of animals grazed would experience lost income. Reduced big game numbers, would lower the income to the local economy from hunters.

1

MFP 2 TABLE 1

Manage for Multiple Use Values

ALLOTMENTS	Livestock[a]						Bison					
	Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)
Blue Bench	Cattle	4,598	2,161	2,753	9/1-5/31	No change	5 (14)[c]	5 (8)	4 (8)	0	4 (8)	0
Bullfrog[d]	Cattle Sheep	3,120 322	2,106[f] 120[f]	2,356[e] 679	10/1-5/31 10/1-5/31	No change No change	74 (85)	74 (97)	45	45	0	0
Burr Point	Cattle Sheep	2,138 2,279	1,691 No Use	1,091[g] 1,174[g]	9/1-5/31 10/1-5/5	No change No change	28	15	15	0	15	0
Cathedral	Cattle	2,998 B 2,503 P 495	1,638 B 1,360 P 278	2,366 B 1,871 P 495	10/1-5/31	No change	0	0	0	0	0	0
Cedar Point	Cattle	1,892	839	1,273	9/1-5/31	9/1-4/30	5 (27)	8 (15)	6 (9)	0	6 (9)	0
Crescent Creek	Cattle	332	333	187	6/1-9/15	5/1-9/15	159	65	55	0	55	0
Hanksville	Cattle Sheep	4,538 1,462	2,848 No Use	6,159[h] 4,056	9/1-5/31 10/1-5/31	No change No change	35	18	18	0	18	0
Hartnet	Cattle	2,938 B 1,021 P 1,917	1,710 B 599 P 1,111	2,884 B 967 P 1,917	11/1-5/31	No change	0	0	0	0	0	0
Nasty Flat	Cattle	474	468	399	6/1-9/30	No change	870 (1,455)	685	576	0	348	228
North Bench	Cattle	456	45	306	9/1-11/30	9/1-6/30	0	0	0	0	0	[illegible]
Pennell	Cattle Sheep	2,420 174	1,960 No Use	2,330[e] 231	6/1-10/31 6/1-10/31	No change No change	1,971 (1,995)	952 (958)	829 (835)	0 (6)	456	37

	Livestock[a]						Bison					
	Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucia Yearlon (AUMs)
Robbers Roost[d]	Cattle	5,288	2,882	6,439[h]	3/1-2/28	No change	0	0	0	0	0	
Rockies[d]	Cattle	5,600	3,762	3,988[e]	10/1-5/31	No change	0	0	0	0	0	
	Sheep	272	128[f]	875	10/1-5/31	No change						
Sandy 1	Cattle	1,209	1,096	938	10/1-4/15	No change	0	0	0	0	0	
		B 927	B 844	B 656[e]								
		P 282	P 252	P 282								
	Sheep	B 51	No Use	210	10/16-4/15	No change						
Sandy 2	Cattle	2,228	1,257	707	10/16-4/15	No change	138 (309)	122 (155)	122 (155)	105 (138)	17	
Sandy 3	Cattle	985	875	981	10/16-4/15	No change	0	0	0	0	0	
		B 305	B 271	B 301								
		P 680	P 604	P 680								
ill Basin	Cattle	166	33	96	7/16-8/31	No change	133 (309)	146	114	0	114	
Sewing Machine[d]	Cattle	1,600	998	2,646	11/1-4/15	No change	0	0	0	0	0	
Steele Butte	Cattle	5,034	2,672	1,874	10/16-5/31	No change	219 (590)	202 (287)	202 (296)	178 (257)	17	(2
hyte	Cattle	2,110	1,542	1,164[e]	9/1-5/31	No change	20	20	14	0	14	
	Sheep	743	84[f]	800[e]	10/1-5/5	No change						
Waterpocket[d]	Cattle	3,025	1,813	3,116	10/1-5/31	10/1-4/15	0	0	0	0	0	
		B 2,861	B 1,715	B 2,952[e]								
		P 164	P 98	P 164								
	Sheep	322	133[f]	474	10/1-5/31	10/1-4/15						
		B 304	B 108	B 456								
		P 18	P 0	P 18								
Wild Horse	Cattle	1,067	104	1,491	12/1-6/30	9/1-6/30	0	0	0	0	0	
Subtotal[i]		59,841	33,298	B 42,006(C) P 3,538(C) B 8,481(S) P 18(S)			3,657 (5,026)	2,312 (2,469)	2,000 (2,140)	328 (446)	1,064 (1,071)	6C (62

ALLOTMENTS	Livestock[a] Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Bison Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucia Yearlon (AUMs)
Unallotted Areas												
Dry Lakes	None	0	0	No livestock grazing			111 (432)	100 (226)	88 (190)	0	52	3 (13
Flint Trail[d]	Cattle	0	0	j			0	0	0	0	0	
Little Rockies[d]	None	0	0	No livestock grazing			0	0	0	0	0	
North Caineville Mesa	None	0	No use	No livestock grazing			0	0	0	0	0	
South Caineville Mesa	None	0	No use	No livestock grazing			0	0	0	0	0	
Subtotal		0	0	0			111 (432)	100 (226)	88 (190)	0	52	3 (13
TOTAL[i]		59,841	33,298	54,043			3,768 (5,458)	2,112 (2,695)	2,088 (2,330)	328 (446)	1,116 (1,123)	64 (76

[a]AUM active preference, average licensed use, and proposed grazing use are for BLM-administered lands (including NRA lands) only except on those allotments containing both BLM and National Park lands: B = BLM, P = Park.

[i]al deer AUMs are comprised of crucial summer and crucial winter ranges only.

[c]Numbers in ( ) are actual AUMs needed from BLM-administered lands (as per BLM/UDWR distribution agreement); however, forage is not available to meet these needs.

[d]Includes both BLM and NRA lands.

[e]Forage may be non-competitive between cattle and sheep on some allotments where the stocking rate is relatively low for one kind of animal. No advantage c be shown for making proportionate changes in stocking since the removal of 1 AUM of sheep use does not make available equivalent increases in cattle forage as shown below.

Bullfrog	Active Preference AUMs	Active Preference Percent	Alternative Grazing Use A AUMs	Alternative Grazing Use A Percent	Alternative Grazing Use B AUMs	Alternative Grazing Use B Percent
Cattle	3,120	90.6	2,356	78	2,356	90.6
Sheep	322	9.4	679	22	243	9.4
Total	3,442	100.0	3,035	100	2,599	100.0

Non-competitive forage 679-243 = 436 AUMs (sheep).
Other allotments in this category include Rockies, Pennell, Waterpocket, Sandy 1, and Trachyte.

[f]Intermittent use.

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior Stable (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[b]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
179	34	179	5	0	0	0	0	0	0	0	0	0
375	62	375	143	0	0	0	0	0	0	0	0	0
179 (204)	32 (35)	175 (178)	0	1 (4)	277	18	18	0	0	0	0	0
222	121	222	0	0	0	0	0	0	0	0	0	0
180 - (331)	55	161	34	0	174	19	174	0	0	0	0	0
288 (478)	81	282	0	247	0	0	0	0	0	0	0	0
240	44	240	0	0	129	19	129	0	0	0	0	0
128	103	128	0	0	0	0	0	0	0	0	0	0
248 (530)	71 (73)	210 (213)	5 (8)	131	0	0	0	0	0	0	0	0
52	39	51	0	0	0	0	0	0	0	0	0	0
1,050 (1,300)	205	824	167	363	0	0	0	0	0	0	0	0

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior ble (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[a]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
392	392	392	0	0	374	31	374	819	22	819	100	100
392 439)	69 (75)	289 (292)	0	5 (8)	0	0	0	832	16	794	0	0
92	33	92	0	0	0	0	0	0	0	0	0	0
62	29	62	0	0	0	0	0	0	0	0	0	0
21	12	21	0	0	0	0	0	0	0	0	0	0
256 586)	95	181	0	138	0	0	0	0	0	0	0	0
167	167	167	0	0	0	0	0	897	21	897	0	0
488 (709)	112	488	188	0	0	0	0	0	0	0	0	0
343	59	327	148	25	0	0	0	64	16	64	0	0
206	31	206	0	0	0	0	0	0	0	0	0	0
128	128	128	0	0	0	0	0	0	0	0	0	0
5,688 (7,184)	1,974 (1,985)	5,200 (5,209)	690 (693)	910 (916)	954	87	695	2,612	75	2,574	100	100

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior Stable (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[b]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
141 (337)	59	143	0	125	0	0	0	0	0	0	0	0
166	166	166	0	0	0	0	0	808	0	808	0	0
112	16	112	0	0	0	0	0	548	0	548	0	0
8	8	8	0	0	0	0	0	0	0	0	0	0
12	12	12	0	0	0	0	0	0	0	0	0	0
139 (535)	261	441	0	125	0	0	0	1,356	0	1,356	0	0
6,127 (7,819)	2,235 (2,246)	5,641 (5,650)	690 (693)	1,035 (1,041)	954	87	695	3,968	75	3,930	100	100

[g]The proposed change from active preference is based on BLM regulations requiring that changes in active preference among permittees be equitable. The equi division of the range use may not, however, result in the most efficient use of forage. Several combinations of use with cattle and sheep are possible and ject to negotiation among permittees, which could result in more desirable combination for forage use. For example, a more efficient combination for Bu nt is cattle 2,143 AUMs and sheep 620 AUMs.

[h]Allotments such as Hanksville and Robbers Roost show grazing capacity potentials in excess of active preference. There are several combinations for stocki with cattle and sheep that could make efficient use of the forage. This is contingent on the development of these allotments for grazing use including a w distribution of reliable water sources and other means of controlling and distributing livestock grazing.

[i]Includes 3,556 AUMs active preference and 2,037 AUMs average licensed use in Capitol Reef National Park.

[j]Although Flint Trail Allotment has no grazing scheduled, it could be used on a temporary, as-needed basis for livestock grazing while other allotments were being rehabilitated or in an emergency situation.

MFP 2 TABLE 2

Potential Additional AUMs With Grazing Management and Proposed Rangeland Improvements Under Management

Allotments	Grazing Management[a] Grazing Systems	Potential Additional AUMs	Land Treatments[b] Acres	Land Treatments[b] Additional AUMs	Rangeland Developments: Springs Redev.	Springs New	Reservoirs Recon.	Reservoirs New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
Blue Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	--
Bullfrog	Continue/revise	250	2,000	250	--	2	4	1	12	4	--	--	--	--	--
Burr Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	--
Cathedral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	--
Cedar Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	--
Crescent Creek	Continue/revise	--	1,100 1,100[c,e]	150 160[c,e]	1	--	--	--	1	1	--	--	--	3	--
Hanksville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	--
Hartnet	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	--
Hasty Flat	Implement	31	1,200	225	--	--	--	--	1	1	--	--	--	--	--
North Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	--
Pennell	Continue	16	4,700 1,400[c,e]	675 200[c,e]	--	3	--	1	1	4	--	--	--	1	--
Robbers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	--
Rockies	Continue	427	4,400	300	1	2	8	3	6	10	2	--	--	1	--
Sandy 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
Sandy 2	Continue	35	1,250	150	--	1	2	3	--	1	--	--	--	--	--
Sandy 3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	--
Sawmill Basin	Implement	--	750 500[c,e]	110 40[c,e]	--	1	--	1	--	1	--	--	--	--	--
Sewing Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	--
Steele Butte	Implement	18	4,000	480	--	1	1	7	--	1	--	--	--	--	--
Trachyte	Continue season-long	798	600	75	--	--	2	5	5	2	--	--	--	--	1
Waterpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	--
Wild Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	--
	Interseeding		3,000[c,e]	400[c,e]											
	Other Land Treatments		20,000	2,415											
Unallotted Areas															
Dry Lakes	Implement	--	1,300[e]	160[e]	--	--	--	--	--	--	--	--	--	--	--
Flint Trail	d	--	0	0	--	--	2	2	--	--	--	--	--	--	--
Little Rockies		--	0	0	--	--	--	--	--	--	--	--	--	--	--
North Cainer-ville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
South Caine-ville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
Total Big Game		--	4,300[e]	560[e]											
Total Livestock		3,616	20,000	2,415											
GRAND TOTAL		3,616	24,300	2,975	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

[a]Proposals include: Continue (or Continue with minor revisions present grazing system; Implement a new grazing system; Implement or Continue Season-Long grazing; and No Grazing of livestock. Potential additional AUMs for livestock from grazing management only (long term 20+ years).

[b]Proposed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. Potential may be realized within short term (5-years).

[c]Interseeding only with forbs and/or browse, as needed.

[d]See Rangeland Improvement section. Flint Trail is not scheduled for livestock grazing but may be used on a temporary as needed basis while other allotments are being rehabilitated or under an emergency situation.

MFP 2 - Table 3

Comparison Table Showing the Trade-offs Between
the Big Game MFP Step 1 and the MFP Step 2 Planning Recommendations

Big Game MFP Step 1 Recommendation	MFP Step 2 Planning Recommendation	Trade-Off
Proposed Forage Use	Proposed Forage Use	
Manage for optimum big game production within existing allotments and other potential areas, using the soil-vegetative inventory as a basis and providing forage for wild burros and livestock where use is compatible with big game.	Manage rangeland to provide the best mix of livestock and big game to maintain or increase the forage available, using the soil-vegetative inventory as a basis.	Forage would be provided to allow for the most advantageous use of the range.
1. Give big game priority for forage on crucial ranges as follows:	1. Optimize big game and livestock forage use as follows:	1. Big game would not receive priority on crucial ranges.
a. Provide 100 AUMs (on Robber's Roost) for wild burros as required by the Wild Horse and Burro Act.	a. Provide 100 AUMs for wild burros.	a. No change.
b. Provide 3,768 AUMs for bison, 6,127 AUMs for deer, 960 AUMs for antelope, and 3,968 AUMs for bighorn sheep (14,823 AUMs).	b. Provide 2,088 AUMs for bison, 5,641 AUMs for deer, 695 AUMs for Antelope, and 3,930 AUMs for bighorn sheep (12,354 AUMs).	b. Bison numbers would be reduced and 2,469 big game AUMs foregone.
c. Provide 111 AUMs for bison, 439 AUMs for deer, and 1,356 AUMs for bighorn sheep in the Dry Lakes, Flint Trail, Little Rockies, North Caineville, and South Caineville unallotted areas.	c. Same as MFP Step 1.	c. No change.
d. Eliminate livestock grazing on the Crescent Creek, Nasty Flat, Pennell, and Sawmill Basin allotments.	d. Livestock would be provided 187 AUMs on Crescent Creek, 399 AUMs on Pennell, and 96 AUMs on Sawmill Basin allotments.	d. Livestock would be allocated 3,203 AUMs more than that proposed in the Wildlife Recommendation. Bison would be cut by 1,559 AUMs and deer would be cut by 345 AUMs.
e. Eliminate livestock grazing on Cave Flat and Swaps Mesa.	e. Livestock can graze Cave Flat and Swaps Mesa.	e. Current livestock use on these areas is light. However, competition for forage could occur between livestock and big game.
f. Eliminate livestock grazing on the Dry Lake, Flint Trail, and Little Rockies unallotted areas.	f. Livestock can graze Flint Trail on a temporary, as needed, basis.	f. No livestock grazing on Dry Lakes or Little Rockies unallotted areas.
g. Allow livestock grazing on the North and South Caineville Mesas for research purposes only.	g. Same as MFP Step 1.	g. No change.
h. Provide 35,722 AUMs for cattle and 4,082 AUMs for sheep on allotted areas.	h. Provide 42,006 AUMs for cattle and 8,481 AUMs for sheep on allotted areas.	h. Livestock would be allocated 10,683 AUMs more than that proposed in the wildlife recommendation.

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Sandy 2	Reject the multiple use recommendation and accept No Change - Continue Current Use Levels (Alternative A) for bison and manage for optimum big game production (Alternative C) for deer.	Inventory and range studies both indicate that this allotment is over used. However, as the two do not agree on the degree of over-allocation, livestock use will be allowed at preference levels. In order for all competing uses to start from a common base, initial allocation for bison use will be recognized at current grazing levels, and deer at prior stable levels. This allotment has priority for implementation of a Cooperative Management Agreement. It is felt that through the agreement and continued monitoring, proper grazing levels and range condition can be achieved.
Sandy 3	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Inventory and range studies show that sufficient forage is available to meet livestock preference grazing levels and prior stable deer numbers.
Sawmill Basin	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	A Cooperative Management Agreement will be prepared to limit livestock use immediately to 100 AUMs. Bison will be allocated to support objective numbers. Though forage does not exist to satisfy prior stable deer numbers, the allocation is nearly double current deer use.
Sewing Machine	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Though inventory (SVIM) indicates that 2,646 AUMs of forage is available, there are no range studies to support the increase. Livestock preference levels will be allocated along with prior stable deer numbers and long-term objective numbers for Big Horn Sheep.
Steele Butte	Modify the multiple use recommendation (Alternative E) as evaluated in the EIS to reserve the Cave Flat area for wildlife use only.	Inventory and range studies agree on proper grazing levels. The livestock permittee and BLM have agreed to prepare a management plan for livestock grazing in 1984. This allotment has high priority for improvement. The allotment is short 94 AUMs of meeting current bison forage needs and 221 AUMs short of meeting prior stable deer use. Land treatment on Tarantula Mesa has been accomplished to alleviate impacts from elimination of livestock on Cave Flat.
Trachyte	Accept the multiple use recommendation (Alternative E) for bison and accept Manage For Optimum Big Game Production (Alternative C) for deer and Big Horn Sheep.	As no studies are available to support changes in livestock preference the current use for bison and prior stable levels for deer will be allocated to assure a common base for all competing uses.
Waterpocket	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Range studies support grazing use levels to be allowed at preference levels for deer. The season of use for a majority of the livestock use will be shortened for 45 days in the spring. This will allow key forage species to increase in density and vigor.

MFP 2 TABLE 2

Potential Additional AUMs With Grazing Management and Proposed Rangeland Improvements Under Management

Allotments	Grazing Management[a]		Land Treatments[b]		Rangeland Developments										
	Grazing Systems	Potential Additional AUMs	Acres	Additional AUMs	Springs Redev.	Springs New	Reservoirs Recon.	Reservoirs New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
Blue Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	--
Bullfrog	Continue/revise	250	2,000	250	--	2	4	1	12	4	--	--	--	--	--
Burr Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	--
Cathedral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	--
Cedar Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	--
Crescent Creek	Continue/revise	--	1,100 1,100[c,e]	150 160[c,e]	1	--	--	--	1	1	--	--	--	3	--
Hanksville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	--
Hartnet	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	--
Nasty Flat	Implement	31	1,200	225	--	--	--	--	1	1	--	--	--	--	--
North Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	--
Pennell	Continue	16	4,700 1,400[c,e]	675 200[c,e]	--	3	--	1	1	4	--	--	--	1	--
Robbers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	--
Rockies	Continue	427	4,400	300	1	2	8	3	6	10	2	--	--	1	--
Sandy 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
Sandy 2	Continue	35	1,250	150	--	1	2	3	--	1	--	--	--	--	--
Sandy 3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	--
Sawmill Basin	Implement	--	750 500[c,e]	110 40[c,e]	--	1	--	1	--	1	--	--	--	--	--
Sewing Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	--
Steele Butte	Implement	18	4,000	480	--	1	1	7	--	1	--	--	--	--	--
Trachyte	Continue season-long	798	600	75	--	--	2	5	5	2	--	--	--	--	1
Waterpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	--
Wild Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	--
	Interseeding		3,000[c,e]	400[c,e]											
	Other Land Treatments		20,000	2,415											
Unallotted Areas															
Dry Lakes	Implement	--	1,300[e]	160[e]	--	--	--	--	--	--	--	--	--	--	--
Flint Trail	d	--	0	0	--	--	2	2	--	--	--	--	--	--	--
Little Rockies		--	0	0	--	--	--	--	--	--	--	--	--	--	--
North Cainerville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
South Cainerville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
Total Big Game		--	4,300[e]	560[e]											
Total Livestock		3,616	20,000	2,415											
GRAND TOTAL		3,616	24,300	2,975	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

[a]Proposals include: Continue (or Continue with minor revisions present grazing system; Implement a new grazing system; Implement or Continue Season-Long grazing; and No Grazing of livestock. Potential additional AUMs for livestock from grazing management only (long term 20+ years).

[b]Proposed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. Potential may be realized within short term (5-years).

[c]Interseeding only with forbs and/or browse, as needed.

[d]See Rangeland Improvement section. Flint Trail is not scheduled for livestock grazing but may be used on a temporary as needed basis while other allotments are being rehabilitated or under an emergency situation.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP) Henry Mountain P.A.
Activity Wildlife
Reference Number 3 WL-~~2~~.1

DECISION WL-2.1

Accept the multiple-use recommendation on 14 allotments and reject and/or modify the multiple-use recommendations on 12 allotments. The details on decisions and rationale are shown in MFP 3 Table 1.

Implement the land treatments and administrative needs and rangeland developments as identified in MFP I Table 2.

Decision amended 3/4/93 to allow new allocations between bison (wildlife) and livestock up to listed levels. By relinquishment 480 AUMs on Steele Butte and 320 AUMs Bennett are assigned to Wildlife. ~~Table~~ MFP 3 - Table 1 is maintained to show the changes. 7/23/93

MFP 3 - TABLE 1
WILDLIFE/RANGE

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Wildlife Alternative Selected	Decision Agrees with MFP 2	Decision a Rational
Blue Bench (I)	C	2,753	NC[b]	9/1-5/31	NC	Yes	E	Yes	See Page 4
	B	4	NC						
	D	179	NC						
Bullfrog (I)	C	2,356	3,120	10/1-5/31	NC	No	E	Yes	See Page 4
	S	679	322	10/1-5/31	NC				
	B	45	NC						
	D	375	NC						
Burr Point (M)	C	1,091	1,691	9/1-5/31	NC	Yes	A	No	See Page 4
	S	1,174	0						
	B	15	NC						
	D	175	35						
	A	18	NC						
Cathedral (I)	C	2,366	2,998	10/1-5/31	NC	No	C	Yes[c]	See Page 4
	D	222	NC						
Cedar Point (I)	C	1,273	NC	9/1-4/30	NC	Yes	E	Yes	See Page 4
	B	6	NC						
	D	161	NC						
	A	174	NC						
Crescent Creek (I)	C	187	NC	5/1-9/15	NC	Yes	E	Yes	See Page 4
	B	55	NC						
	D	282	NC						
Hanksville (M)	C	6,159	NC	9/1-5/31	NC	Yes	E	Yes	See Page 4
	S	4,056	NC	10/1-5/31	NC				
	B	18	NC						
	D	240	NC						
	A	129	NC						
Hartnet (C)	C	2,684	2,938	11/1-6/31	NC	Yes		Yes[c]	See Page 5
	D	128	NC				C		
Nasty Flat (I)	C	399	474	6/1-9/30	NC	Yes	E	Yes	See Page 5
	B	576	NC						
	D	210	248						

MFP 3 - TABLE 1

WILDLIFE/RANGE

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Wildlife Alternative Selected	Decision Agrees with MFP 2	Decision and Rationale
North Bench/Wild Horse (M)	C D	1,797 179	1,523 180	9/1-6/30	NC	Yes (North Bench) No studies (Wild Horse)	C	Yes	See Page 5.
Pennell (I)	C S B D	2,330 231 829 824	2100 ~~2,420~~ 174 ~~836~~ 1155 1,050	6/1-10/31 6/1-10/31	NC NC	Yes	E Bison C Deer	No	See Page 5.
Robbers Roost (M)	C BU D A BS	6,439 100 392 374 819	NC NC NC NC NC	Yearlong	NC	Yes	E	Yes	See Page 5.
Rockies (I)	C S D BS	3,988 875 289 794	5,600 272 439 832	10/1-5/31 10/1-5/31	NC NC	No	C	No	See Page 5.
Sandy 1 (I)	C S D	938 210 92	1,096 Ø 33	10/1-4/15 10/1-4/15	NC NC	Yes	A	No	See Page 5
Sandy 2 (I)	C B D	707 122 62	2,228 155 NC	10/10-4/15	NC	No	A Bison C Deer	No	See Page 6
Sandy 3 (C)	C D	981 21	985 NC	10/16-4/15	NC	Yes	C	Yes[c]	See Page 6
Sawmill Basin (I)	C B D	96 114 181	NC NC NC	7/16-8/31	NC	No	E	Yes	See Page 6

MFP 3 - TABLE 1

WILDLIFE/RANGE

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Wildlife Alternative Selected	Decision Agrees with MFP 2	Decision Rational
Sewing Machine (M)	C	2,646	1,600	11/1-4/15	NC	No studies	C	Yes[c]	See Page
	D	167	NC						
	BS	897	NC						
Steele Butte (I)	C	~~1,874~~ 1394	NC	10/16-5/31	NC	Yes	E	Yes[d]	See Page
	B	~~202~~ 682	NC						
	D	488	NC						
Trachyte (I)	C	1,164	2,110	9/1-5/31	NC	No studies	E Bison	Yes[c]	See Page
	S	800	743	10/1-5/5	NC		C Deer, Bighorn Sheep		
	B	14	NC						
	D	327	343						
	BS	64	NC						
Waterpocket	C	3,116	3,025	10/1-5/31	10/1-4/15	No	C	Yes[c]	See Page
	S	474	322						
	D	206	NC						
Little Rockies[e]	C	0	70	10/1-4/30	NC	No studies	E[d]	Yes[c]	See Page
	S	0	NC						
	D	112	NC						
	BS	548	NC						
Dry Lakes	C	0	NC	Unallotted	NC	No Studies	E	Yes	See Pag
	B	88	NC						
	D	141	NC						
Flint Trail	C	0	NC	May vary	NC	Yes	E	Yes	See Pag
	D	166	NC						
	BS	808	NC						
North Caineville Mesa	C	0	NC	Unallotted	NC	Inventory completed, no studies.	E	Yes	See Pag
South Caineville Mesa	C	0	NC	Unallotted	NC	Inventory completed, no studies.	E	Yes	See Pag
	D	20	NC						

[a] Animal Key

A Antelope	C Cattle
B Bison	D Mule Deer
BS Bighorn Sheep	S Sheep
BU Burros	

[b] NC = No Change

[c] Though the alternative selected is different than MFP 2, the wildlife recommendation is the same.

[d] With modifications.

[e] New name "Slick Rock Allotment".

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Blue Bench	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS. South Caineville Mesa will remain unallotted for livestock. Livestock grazing use on South Caineville Mesa will be authorized only as outlined in the ACEC Management Plan.	Both range studies and inventory agree that only enough forage exists to satisfy 2,753 AUMs of livestock use. Though bison are currently using 8 AUMs annually, only 4 are available as per studies. Though 8 AUMs represent use of 200 percent of availability, it is felt that 4 AUMs is so small that a significant effect on the forage resource due to bison use would be undetectable. Because of terrain and food preference of deer, the 179 AUMs of prior stable use can be allowed as this forage is non-competitive with other uses.
Bullfrog	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Studies and inventory do not agree in this area. The proper grazing levels cannot be determined at this time. Monitoring would be intensified over a 5-year period to gather sufficient data to determine proper grazing levels. In order for all competing uses to begin at a common base, the level for livestock will be allowed along with current need for 200 (post hunt) mature bison and prior stable deer use.
Burr Point	Reject the multiple use recommendation and accept no change. No Change From Current Average Levels Of Use (Alternative A) as evaluated in the EIS.	Though the forage inventory (SVIM) shows that additional forage is available, water must be developed before this can be used. Range studies show the use on currently used range not be increased over present levels.
Cathedral	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Studies are not complete enough to support changes in preference. In order for all competing uses to begin at a common base, the prior stable deer number will be used. Monitoring would be intensified over a 5-year period to gather sufficient data to determine proper grazing levels.
Cedar Point	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and range studies agree on the allowable grazing levels. Cattle use will be eliminated during the month of May.
Crescent Creek	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and range studies agree on the allowable grazing levels.
Hanksville	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and range studies agree that additional forage could be allocated, however, until water can be developed and new range areas opened up, grazing use will not exceed preference or prior stable numbers.

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Hartnet	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Inventory and studies agree that there is sufficient forage present in the allotment to support livestock grazing levels at preference and deer numbers at prior stable levels.
Nasty Flat	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	The inventory and range studies agree that a grazing level of 210 AUMs for deer and 576 AUMs for bison is available The studies also indicate that 399 AUMs are available for cattle; however, 474 for livestock will be allowed. This allotment is scheduled for early development. Range condition deterioration is not expected to occur because of the development and continued monitoring and evaluation. As development occurs, first priority for additional forage will be allocated to deer until prior stable levels are reached (530 total AUMs)
North Bench/ Wild Horse	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Though inventory (SVIM) shows that 1,797 AUMs of forage are available for livestock, the use will be limited to preference as studies are not adequate to allow the increase. In order for all competing uses to begin at a common base, deer use will be allocated at prior stable levels.
Pennell	Accept the multiple use recommendation (Alternative E) for bison but reject the multiple use recommendation (Alternative E) for deer and accept Manage For Optimum Big Game Production (Alternative C) for deer as evaluated in the EIS.	Inventory and studies show that not enough forage exists to meet preference and existing bison use. As this allotment has priority for development, it is felt the deficit (96 AUMs) will quickly be realized through improvement. Current numbers can be satisfied. As development occurs, first priority for additional forage will be allocated to deer until prior stable levels are reached (1300 total AUMs).
Robbers Roost	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and studies show that more than sufficient forage exists to meet the demands in this allotment. Livestock use will be held to preference; however, pending development of additional water resources.
Rockies	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Studies are not complete enough to support changes in livestock preference. In order for all competing uses to begin from a common ase prior stable deer numuse levels, and long-term objectives for Big Horn Sheep will be allocated. Monitoring will be intensified over a 5-year period to gather sufficient data to determine proper grazing levels.
Sandy 1	Reject the multiple use recommendation and accept no change - Continue Current Use Levels (Alternative A) as evaluated in the EIS.	Though inventory (SVIM) and other range studies show a current grazing capacity below current use levels, this difference is only about 9 percent. It is felt that this difference is so small that range deterioration will not occur. In order for competing uses to start from an even base, the wildlife use will be held at current levels. Monitoring will be carefully evaluated to determine if this grazing level can continue without damage to the rangeland resource.

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Sandy 2	Reject the multiple use recommendation and accept No Change - Continue Current Use Levels (Alternative A) for bison and manage for optimum big game production (Alternative C) for deer.	Inventory and range studies both indicate that this allotment is over used. However, as the two do not agree on the degree of over-allocation, livestock use will be allowed at preference levels. In order for all competing uses to start from a common base, initial allocation for bison use will be recognized at current grazing levels, and deer at prior stable levels. This allotment has priority for implementation of a Cooperative Management Agreement. It is felt that through the agreement and continued monitoring, proper grazing levels and range condition can be achieved.
Sandy 3	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Inventory and range studies show that sufficient forage is available to meet livestock preference grazing levels and prior stable deer numbers.
Sawmill Basin	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	A Cooperative Management Agreement will be prepared to limit livestock use immediately to 100 AUMs. Bison will be allocated to support objective numbers. Though forage does not exist to satisfy prior stable deer numbers, the allocation is nearly double current deer use.
Sewing Machine	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Though inventory (SVIM) indicates that 2,646 AUMs of forage is available, there are no range studies to support the increase. Livestock preference levels will be allocated along with prior stable deer numbers and long-term objective numbers for Big Horn Sheep.
Steele Butte	Modify the multiple use recommendation (Alternative E) as evaluated in the EIS to reserve the Cave Flat area for wildlife use only.	Inventory and range studies agree on proper grazing levels. The livestock permittee and BLM have agreed to prepare a management plan for livestock grazing in 1984. This allotment has high priority for improvement. The allotment is short 94 AUMs of meeting current bison forage needs and 221 AUMs short of meeting prior stable deer use. Land treatment on Tarantula Mesa has been accomplished to alleviate impacts from elimination of livestock on Cave Flat.
Trachyte	Accept the multiple use recommendation (Alternative E) for bison and accept Manage For Optimum Big Game Production (Alternative C) for deer and Big Horn Sheep.	As no studies are available to support changes in livestock preference the current use for bison and prior stable levels for deer will be allocated to assure a common base for all competing uses.
Waterpocket	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Range studies support grazing use levels to be allowed at preference levels for deer. The season of use for a majority of the livestock use will be shortened for 45 days in the spring. This will allow key forage species to increase in density and vigor.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Wildlife
Objective Number	WL-1

ISSUE

Beaver and the Desert Bighorn sheep were formerly prominent wildlife species within the planning area. Is there adequate forage, water and habitat to support a reintroduction of these species and where in the planning area could this re-introduction take place?

OBJECTIVE

Reestablish indigenous wildlife to the Henry Mountains.

RATIONALE

Section 6820.01 establishes the Bureau of Land Management's policy for the re-establishment of native wildlife species formerly indigenous to an area.

Authority for such re-establishment programs can be found in the following sources:

1. National Environmental Policy Act (83 Stat. 852).
2. Taylor Grazing Act of 1934 (48 Stat. 1269) as amended.
3. Public Land Administration Act of 1960 (74 Stat. 506).
4. Endangered Species Act of 1973 (80 Stat. 926).
5. Wild and Scenic Rivers Act of 1968 (82 Stat. 906 and 907).
6. Federal Land Policy and Management Act of 1976 (90 Stat. 2743).
7. Presidential Order 11514, Protection and Enhancement of Environmental Quality.
8. Departmental Regulation, Cooperation on Wildlife (43 CFR Subtitle A, Part 24).
9. Departmental Policy established and approved by the Secretary of the Interior in August of 1966.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Wildlife
Reference Number	WL-1.1

RECOMMENDATIONS WL-1.1

Initiate a program with the Utah Division of Wildlife Resources (UDWR) to re-introduce beaver into the Bull Creek and/or North Fork of Mt. Ellen Creek areas by the end of FY 1985.

RATIONALE

For several years BLM and UDWR have discussed the possibility of reestablishing beaver on the Henry Mountains. The two areas identified as having the most potential are the north fork of Mt. Ellen Creek and the headwaters of Bull Creek. There is ample evidence (i.e., beaver-cut trees and the remains of beaver dams) that at one time these areas provided suitable habitat for many beaver. In addition, the rejuvenation of aspen in the Mt. Ellen Creek burn area should provide ample food and lodge building materials to keep the beaver in these areas for quite some time.

The reestablishment of beaver in these areas will: 1) provide a form of natural flood control that will help protect the watershed by reducing runoff, 2) provide a more dependable water supply to wildlife species, especially during drought years, and 3) generally improve the qualities of these riparian habitats. In addition, Mt. Ellen Creek and Bull Creek both have the potential for being cold water fisheries. The reestablishment of beaver in these areas would provide a perennial water source that would improve these riparian corridors to the point that a sport fisheries may be established on the mountain.

Water diversions from irrigation systems have sometimes been attributed to beaver. This is true only until the beaver pond is filled, at which time the natural flow of the stream is once again obtained. The only real loss of water is a small amount to evaporation and riparian plants. This loss of water is more than offset by the water that is conserved by beaver dams during flash floods.

The improvement, enhancement, and maintenance of riparian ecosystems for fish and wildlife habitat is a major objective of the Bureau's long-range management plan. The re-establishment of beaver into this area is one management action that will help meet this objective.

SUPPORT NEEDS

-Place the Bull Creek drainage area in Category 2 for oil and gas with special stipulations to restrict activity in riparian zones

MULTIPLE USE ANALYSIS

WATERSHED - If the beaver are properly managed, their reintroduction into the two drainages could have a significant positive impact to watershed resources. Bull Creek has been identified as having a high flow velocity and streambank erosion. Beaver dams would help stabilize this stream. Their dams would also provide a natural form of flood control that would protect the watershed by acting as a buffer in reducing erosive runoff. The animals would construct and maintain their dams at little cost to management. These dams would also provide a more reliable water supply to wildlife and other water users.

The beaver must be managed correctly to prevent over-population which could result in a denuding of the surrounding vegetation and the probable loss of the dams.

RECREATION - This action would have a positive impact to recreation. Benefits for the recreation program could include general sightseeing for beaver and deer, new cold water fisheries, and improved habitats for game species.

SOCIOECONOMIC - This action could have negative impact to existing irrigation ditches and canals if the beaver are not properly managed. Repair and maintenance costs would increase for these systems and this could cause additional problems between the BLM and the rangeland user.

ALTERNATIVE 1 (No Action)

Do not take any action to reintroduce beaver into the Bull Creek and North Fork of Ellen Creek areas and continue with existing management.

MULTIPLE USE ANALYSIS

No adverse watershed, recreation, or socioeconomic impacts were identified with no action. Those opportunities identified in the multiple-use analysis for the recommendation (WL-1.1) would be lost. There would not be any conflict with the rangeland users since there would be no damage to irrigation canals as a result of the beaver.

WILDLIFE - Failure to identify and provide habitat for a beaver re-introduction program would result in opportunities foregone to: (1) enhance and improve riparian ecosystems as specified under wildlife recommendation WL-3.1; (2) establish a cold water sport fishery; (3) reduce stream flow velocity and stream bank erosion on the Bull Creek drainage as outlined in watershed recommendation W-3.1; (4) protect and enhance watershed values through the use of water control structures (W-1.1) and (5) provide a more dependable water supply to wildlife, especially during drought years. The no action alternative is in direct opposition to the proposed recommendation and would have an adverse impact on fish and wildlife as well as watershed planning objectives.

MULTIPLE USE RECOMMENDATION WL-1.1

Accept the specialist recommendation as written.

RATIONALE

See the rationale for the specialist recommendation.

The reestablishment of beaver will improve the watershed, riparian vegetation, and general aesthetics of the area. Improved habitat would also be created for a potential cold water fishery. Both the responding public and the Multiple-Use Advisory Council favored this proposal.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation. In addition:

-Determine water rights for Bull Creek
-Conduct literature search on Beaver introduction to determine impacts on existing flow

- -

DECISION WL-1.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION WL-1.2

Coordinate a desert bighorn sheep reintroduction program with the Utah Division of Wildlife Resources to transplant a herd of approximately 12 to 16 sheep within the boundaries of the Little Rockies Wilderness Study Area (LRWSA) by 1983 (see ACEC/WL-1.5 recommendation).

RATIONALE

The desert bighorn sheep *Ovis canadensis nelsoni* is one of the most sought after big game trophy animals in North America (Wishart, 1978). Desert bighorn populations have declined drastically since the latter half of the nineteenth century. It is currently estimated that there are fewer than 15,000 desert bighorn in the United States (Wishart, 1978). The population in Utah is estimated to be approximately 300 with most of these animals located in southeastern Utah (UDWR, 1980). The major reasons for this decline have been loss of wilderness habitat, livestock overgrazing, and illegal hunting.

The desert bighorn sheep is, by all definitions, a wilderness animal (Leopold, 1933). There are only a few areas left that can satisfy their habitat needs (Gallizioli, 1977). The Utah Division of Wildlife Resources (UDWR) has identified the Little Rockies region of the planning area as a potential site for reestablishing these animals. This area lies within the Little Rockies Wilderness Study Area (LRWSA) and includes parts of the Rockies and Trachyte allotments as well as the Little Rockies National Natural Landmark. The LRWSA is of special importance because it represents one of the last areas of historic range for desert bighorn. This area is characterized by rough terrain and precipitous slopes which would provide ideal shelter, escape and reproductive cover for the desert bighorn. In addition, there is ample forage to meet the animals dietary requirements. One possible limiting factor is a lack of water.

Most of the LRWSA was set aside as unavailable for grazing in the original adjudication and is considered marginal, at best, for livestock use. Therefore, there should be no serious conflict with livestock operations. It is one of BLM's long-range objectives to provide a variety of wildlife to meet the recreational needs of the public.

SUPPORT NEEDS

-Retain LRWSA in Category 4 (No leasing for oil and gas)
-Limit ORV use to existing roads
-Develop water sources
-Withdraw from mineral entry
-Exclude livestock grazing

MULTIPLE USE ANALYSIS

MINERALS - The support needs identified for this recommendation would continue to carry the area with a Category 4 "no lease" designation for oil and gas. The no lease designation would negatively impact oil and gas exploration and development in the area. According to geologic data and characteristics, the LRWSA area shows a favorable potential for deposits of oil and gas. This assumption is based on the location of the LRWSA within the Paradox Basin, which is noted for its bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock). There is also geologic evidence that there is potential for oil and gas accumulations associated with the Little Rockies intrusive bodies. No wells have been drilled in the immediate vicinity of the Henry Mountain intrusions to verify the real potential of this geologic formation. Keeping the LRWSA in a no lease designation would negatively impact the option to drill in the future if other significant discoveries are made in the immediate vicinity. A Category 2 oil and gas designation would provide protection for wildlife and watershed values while still providing the oil and gas industry the option to do exploratory drilling in the area. Drilling will be the only true way of determining the worth of the area for oil and gas.

The mineral withdrawal support need recommended for the area would have a significant negative impact on potential future mining claims. The withdrawal would have no effect on the mining claims that currently exist within the LRWSA area. No commercial quantities of the locatable minerals, gold and copper, have been found in the area. Texas Gulf Corporation has been involved with exploratory drilling for uranium in Four Mile Canyon. Since 1978, 16 holes have been drilled with five showing considerable quantities of uranium and silver. Based on these findings, Texas Gulf Corporation estimates the area has commercial deposits of the two minerals (estimated amount withheld for confidentiality).

The mineral withdrawal could have a significant negative impact to the locatables mineral program on the remaining portion of the LRWSA area where claims have not already been filed. The extent of the area's geologic potential for other deposits cannot be determined without exploratory drilling.

WATERSHED - The implementation of the support needs for the proposed ACEC wildlife recommendation, ACEC/WL-1.5, area would have a positive impact on the watershed. This impact would be based on the restriction of surface disturbing activities which are contrary to good watershed management. This is especially true in the case of ORV use since rehabilitation of these ways is usually left to nature. Under the new 3809 regulations, rehabilitation of disturbed areas from mineral entry will negate long term impacts, but short term negative impacts will still occur on those areas where claims already exist.

RECREATION - This action would have a positive impact to the recreation program. This assumption is based on an identifiable change that could be measured in terms of increased sightseeing opportunities and the potential for additional hunting opportunities for a species which is currently not hunted in the area. In 1981, a desert bighorn sheep permit was put up for bid and the final offer received amounted to $22,000.

SOCIOECONOMIC - There could be a negative impact to Garfield County if mineral development is restricted. The county could lose employment and taxes if mineral exploration and development did not occur because of the sensitivity of the desert bighorn sheep to human related activities. Since many other portions of the planning area with geologic potential are still open to mineral activity, this impact would have to be considered insignificant unless it is somehow determined that valuable minerals actually do exist in the LRWSA where claims have not already been made.

There would be a positive impact to the county because of the increased recreation and hunting activities and associated revenue that would result from the desert bighorn sheep reintroduction. These recreation revenues would not necessarily mitigate the lost potential tax revenues the county might accrue from mineral production. However, the Little Rockies have not been given much attention from a mineral exploration standpoint over the last ten years. Although Texasgulf Inc. has recently identified uranium deposits in the Little Rockies, most of their exploration is taking place on the southern part of the mountain. Since these claims have already been made in the area, they would supercede any mineral withdrawal made if the recommendation and support needs were implemented. Therefore, Texasgulf Inc. could legally mine the area and still provide benefits to the County in terms of employment and resource development.

ALTERNATIVE 1 (No Action)

Discourage the reintroduction of Desert Bighorn sheep into the Little Rockies and provide no support needs to enhance the habitat for the sheep.

MULTIPLE USE ANALYSIS

Under this alternative, the National Natural Landmark (NNL) designation would remain intact. According to a 1972 Memorandum of Agreement, the BLM agreed to take appropriate steps to protect the important natural features of each site designated as a Registered Natural Landmark. Existing management guidelines for the area are limited to having the NNL and a portion of the Little Rockies to the north of the NNL classified in a Category 4"no lease" status for oil and gas. The area has never been identified or designated through the MFP (although a primitive area designation was recommended in the 1974 MFP). Therefore, impacts from this no action alternative will be based on the assumption

that the oil and gas Category 4 classification would be the only restriction placed on land uses in the area.

MINERALS - This no action alternative would continue to have a negative impact on oil and gas development in the area. This adverse impact is based on the location of the proposed area in the Paradox Basin, which is noted for its formations of bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock) that have the potential for large deposits of oil and gas. If the area remains in a no lease classification, exploratory drilling will be excluded from the area and potential production data cannot be obtained.

This area could still be provided protection if a Category 2 with special stipulations (i.e., no drilling on slopes in excess of 25%) was implemented. This would mitigate the adverse impact of no leasing and provide the oil and gas industry an opportunity to determine the actual geologic potential for oil and gas deposits.

WATERSHED - This alternative would have a positive impact to the watershed in the area. The Category 4 "no leasing" classification would continue to prevent a proliferation of access roads associated with oil and gas exploration and development. Surface disturbance from mineral development would be kept to a minimum and loss of vegetation would not occur.

ORV use would continue to pose a threat to the stability of the watershed. Even though natural features act as a restriction to ORV use at the higher elevations, public lands on the lower levels of Mt. Holmes and Mt. Ellsworth could be negatively impacted from such use. Steep hills, fragile soils and limited vegetation make the area sensitive to the type of surface disturbance associated with ORV use. From a watershed stability standpoint, ORV use should be restricted or limited to those existing roads in the area. Access roads from earlier mineral exploration which have been or are in various stages or rehabilitation from natural processes should be closed. Only those roads needed for management purposes should be identified for future use. This would reduce the amount of sediment yield and gullying which usually results from uninhabitated roads.

WILDLIFE - The LRWSA is one of the last large areas of historic range suitable for the reintroduction of desert bighorn sheep. Failure to provide and protect suitable habitat for the reintroduction program would result in benefits and opportunities foregone to: (1) meet the Bureau's long-range objectives of providing a variety of wildlife especially rare species and (2) enhance the recreational activities (hunting and wildlife observations) that these animals would provide. As such, the no action alternative is in direct opposition to the proposed recommendation and would have a high adverse impact on wildlife planning objectives.

RECREATION - If the desert bighorn sheep are not introduced into the Little Rockies, recreational benefits as described under the multiple use analysis for the recommendation (WL-1.2) would not occur. Hunting opportunities for bighorn sheep as well as those for sightseeing and photographing the animal would be lost. The opportunity to use the WSA for the sheep reintroduction could be lost.

SOCIOECONOMIC - Both positive and negative impacts would result to Garfield County. Hunting and recreation benefits associated with the sheep would be lost, but there would be less need to apply surface disturbing restrictions on mineral development if the area is not approved as a wilderness area by Congress and the sheep are not introduced into the area.

MULTIPLE USE RECOMMENDATION WL-1.2

Coordinate a desert bighorn sheep reintroduction program with the Utah Division of Wildlife Resources and provide the needed habitat for the sheep within the Little Rockies WSA boundary by 1983-84.

RATIONALE

See the rationale for the specialist recommendation.

One of the Bureau's long-range objectives is to provide a variety of wildlife to meet the recreational needs of the public. Providing habitat and supporting UDWR's plan of re-establishing desert bighorn sheep into the Little Rockies WSA help meet this objective. The public and the District Multiple Use Advisory Council both support this recommendation.

If the BLM adopts this recommendation, adequate protection should be provided for the habitat because of the species' sensitivity to human related activities. Therefore, the following support needs should be implemented if the reintroduction is to be successful.

SUPPORT NEEDS

-Mineral withdrawal on crucial-critical ranges once established if area is not designated as wilderness
-Retain in Category 4 (no leasing for oil and gas)
-Exclude livestock grazing
-Develop water sources
-Exchange out state sections
-Limit ORV use to existing roads as defined in the Wilderness Inventory Handbook

- -

DECISION WL-1.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P
Activity	Wildlife
Objective Number	WL-2

ISSUE

Stream bank instability and changes in vegetation composition have been observed along perennial streams in the planning area. Which streams need attention and what management actions are needed to improve the riparian habitat?

OBJECTIVE

Enhance, improve, maintain and protect riparian areas on the Henry Mountain Planning Area.

RATIONALE

The Bureau of Land Management as a Federal agency, has been mandated to identify, protect, maintain, manage, enhance and improve riparian areas (wetlands and floodplains) on BLM administered lands. Authority for these actions can be found in the following laws, Executive Orders (EO), BLM Manual Sections and BLM Instruction Memoranda:

Legislation:
1. Sikes Act of 1974 as amended
2. Public Rangelands Improvement Act of 1978
3. National Environmental Protection Act of 1969 as amended.

Executive Orders
1. EO 11990 (Wetlands)
2. EO 11988 (Floodplains)

BLM Manual Sections
1. 1605/1608
2. 6740
3. 7221

BLM Instruction Memoranda
1. IM No. 78-410
2. IM No. 79-445
3. IM No. 79-713

RECOMMENDATION WL-2.1

a) Improve those riparian areas in poor and fair condition (see attached condition table on next page) by implementing plans which could include eliminating livestock grazing in critical areas, reducing periods of use and/or amount of use, changing kinds of livestock use, establishment of buffer strips, modification of road and trail alignments, modification of spring development and maintenance specifications or a combination of the above. Implement these riparian management actions as needed on the following streams which were surveyed during the SVIM inventory through the revision or development of AMPs and HMPs.

b) On the remaining unsurveyed streams, conduct a survey of the riparian ecosystem and implement management actions to improve poor and fair condition riparian areas as the AMPs and HMPs are revised or developed.

c) Maintain the status quo of those streams in good condition.

RATIONALE

Riparian areas are an important asset in terms of natural resources because they are a crucial source of biological diversity. They provide popular recreational opportunities, are highly valued by livestock for grazing, watering sites and resting areas, prevent soil erosion on stream banks and are used by wildlife more proportionally than any other habitat type.

In the semiarid west, such areas are extremely scarce and make up a relatively small portion of the land resources. Riparian area degradation has resulted in conditions which adversely influence water quality and quantity, recreational fisheries, area aesthetics, and a wide range of fish and wildlife values, including many endangered, threatened and sensitive species.

The BLM has been mandated to enhance, maintain and protect riparian ecosystems by laws such as: 1) the Federal Land Policy and Management Act of 1976; 2) Executive Order 11988 (Floodplain Management); and 3) Executive Order 11990 (Protection of Wetlands). This latter order clarifies Bureau policy on protection of these very important ecological areas.

Wetland-Riparian Area Protection and Management (6740) published in the Federal Register (Vol. 45, No. 25) outlines the BLM's management goals and objectives for riparian areas which are to implement a management system to protect, maintain, and enhance all wetland-riparian areas administered by BLM and ensure that all wetland-riparian areas, their unique characteristics and their ecological requirements (biological, chemical, and physical) are managed in accordance with legislative, Executive, Departmental, and Secretarial directions.

STREAM CONDITION

Allotment	Stream Name	Acreage	Condition
Blue Bench	Birch Creek	222	Fair
	Cedar Creek	Riparian area not sampled	
	Cottonwood Creek	Riparian area not sampled	
	Sweetwater	2,442	Poor
Bullfrog	Bullfrog Creek	50	Poor
	Bullfrog Creek	446	Poor
	Bullfrog Creek	1,189	Poor
	Clay Canyon	58	Poor
	4-Mile Canyon Cr.	Riparian area not sampled	
	Mud Creek	Riparian area not sampled	
	Muley Creek	297	Poor
	Pennell Creek	115	Fair
	Scratch Canyon Cr.	2	Good
	Squaw Creek	81	Poor
	Tom Canyon Creek	Riparian area not sampled	
Burr Point	Beaver Canyon	87	Good
	Beaver Canyon	29	Fair
	Granite Creek	5	Poor
	Poison Spring Canyon	Riparian area not sampled	
	Poison Spring Wash	Riparian area not sampled	
Cathedral	Fremont River	152	Poor
	Fremont River	1,103	Poor
Cedar Point	Crescent Creek	Riparian area not sampled	
	Dirty Devil River	16	Fair
Crescent Creek	Copper Creek	6	Poor
	Crescent Creek	5	Poor
	Granite Creek	6	Poor
Dry Lakes	Birch Creek	Riparian area not sampled	
	Cottonwood Creek	Riparian area not sampled	
Hanksville	Birch Creek	Riparian area not sampled	
	Cottonwood Creek	Riparian area not sampled	
Hartnet	Fremont River	98	Fair
Nasty Flat	Cedar Creek	Riparian area not sampled	
	No. Fork Pistol Cr.	Riparian area not sampled	
	No. Fork So. Cr.	Riparian area not sampled	
	So. Fork Pistol Cr.	Riparian area not sampled	
North Bench	Muddy River	121	Poor

STREAM CONDITION (Conditioned)

Allotment	Stream Name	Acreage	Condition
Pennell	Benson Creek	Riparian area not sampled	
	Black Creek	Riparian area not sampled	
	Browns Creek	Riparian area not sampled	
	Bulldog Creek	Riparian area not sampled	
	Cass Creek	Riparian area not sampled	
	Coyote Creek	Riparian area not sampled	
	Dark Canyon Cr.	Riparian area not sampled	
	Mud Creek	Riparian area not sampled	
	Pennell Creek	Riparian area not sampled	
	Pennell Roughs Fork of Pennell Cr.	Riparian area not sampled	
	Pipe Spring Cr.	Riparian area not sampled	
	Saleratus Creek	Riparian area not sampled	
	Scratch Canyon Cr.	Riparian area not sampled	
	Slate Creek	Riparian area not sampled	
	Straight Cr. Pipeline and Troughs	12	Poor
	Straight Creek	2	Poor
	Straight Creek	4	Poor
Rockies	Copper Creek	92	Fair
	Copper Springs Cr.	59	Fair
	Fair Mile Canyon Cr.	33	Fair
	Gold Creek	Riparian area not sampled	
	Hansen Creek	189	Fair
	Middle Fork Ticaboo Cr.	Riparian area not sampled	
	Milk Creek	12	Poor
	No. Fork Ticaboo Cr.	Riparian area not sampled	
	Seven Mile Creek	Riparian area not sampled	
	Shitamarine Creek	Riparian area not sampled	
	Smith Fork	Riparian area not sampled	
	So. Fork Ticaboo Cr.	Riparian area not sampled	
	Squaw Creek	92	Fair
	Star Creek	Riparian area not sampled	
	Swett Creek	10	Fair
	Ticaboo Creek	30	Fair
	Two Mile Canyon Cr.	10	Fair
	Warm Spring Creek	Riparian area not sampled	
Sandy 1	Cottonwood Creek	Riparian area not sampled	
	Pleasant Creek	37	Poor
	Sandy Creek	296	Good
	Sandy Creek	270	Poor
Sandy 2	Bitter Creek	Riparian area not sampled	
	Bitter Spring Cr.	Riparian area not sampled	
	Blind Trail Cr.	3,257	Good
	Divide Canyon Cr.	Riparian area not sampled	

SUPPORT NEEDS

-Allotment Management Plans
-Habitat Management Plans
-Riparian inventory
-Environmental Assessment for adjustments needed on unsurveyed riparian areas

MULTIPLE USE ANALYSIS

Alternatives and impacts will be addressed in the Henry Mountain Grazing Environmental Impact Statement scheduled for completion in October 1982.

MULTIPLE USE RECOMMENDATION WL-2.1

Accept the specialist recommendation as written.

RATIONALE

Riparian area maintenance and improvement actions should be identified and implemented through the development of AMPs and HMPs. This coordinated effort will assure the proper management of riparian areas through a program which addresses both wildlife and livestock's use of such areas.

AMP and HMP development or revisions which identify and incorporate riparian area assessments and improvement strategies is the most effective way to assure the Bureau's objective to "Provide and protect habitat for fish and wildlife to ensure stability and natural diversity; enhance streamside, shoreline, emergent, and submergent vegetation; and provide water of a quantity and quality necessary for fish, other acquatic organisms, and waterfowl." (Managing the Public Lands).

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION WL-2.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain
Activity	Wildlife
Objective Number	WL-3

ISSUE

To increase the number of big game animals, especially bison and mule deer, by increasing the number of AUMs reserved for wildlife.

OBJECTIVE

Maintain and improve rangeland conditions and implement big game use levels which do not exceed the carrying capacity of the range.

RATIONALE

An ever increasing number of the local and regional public is demanding that their pursuit of big game animals be improved by an increased hunter percent success ratio. As this demand continues to increase, the public will become aware that an increase in big game numbers is primarily dependent upon available AUMs given to big game via the forage allocation process. At the present time, it is easy for big game to overpopulate their "share" of the range because that share is so low when compared to that which has been allocated to livestock. As shown in the PAA, there is a need for and a public demand for increased numbers of big game animals for recreational purposes (see Recreation section of this MFP). The impacts on the natural environment would be minimal if this objective is obtained. There would, however, be considerable impact on some local livestock users. This would be compensated for by the greater benefits to a greater number of other public land users.

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Wildlife
Reference Number	WL-3.1

Decision Amended 3/4/93

RECOMMENDATION WL-3.1

Provide the following forage allocations on crucial bison/mule deer range and substantial value antelope and desert bighorn sheep ranges (See MFP 1 Table 1).

RATIONALE

The Henry Mountain Planning Area (HMPA) was originally divided into the East Mountain, West Mountain and Mountain Proper Units. The 1964-67 adjudication process reserved wildlife AUMs according to these Units rather than by allotment (BLM, 1964). These reservations took into consideration former cooperative agreements with the Utah Division of Wildlife Resources (UDWR) for a 1940 elk transplant and a 1941 bison transplant.

The adjudication process reserved a total of 7,495 AUMs for wildlife, 4,500 for deer, 1050 for bison and 1,945 unidentified AUMs for any specific wildlife species. It is important to note that the reservation of wildlife AUMs by allotment has never been completed.

On the West Mountain Unit, a total of 883 AUM's were reserved for wildlife in the following areas:

1. East part of Apple Brush Bench below the P-J line.
2. Tarantula Mesa.
3. Pennell Creek Benches and Pennell Roughs.
4. Coyote and Wolverton Benches, south of Trachyte Creek and east of Coyote.
5. The P-J belt all the way around the mountain in the West Mountain Unit.
6. Cedar Mesa.
7. Indian Spring Benches.
8. Black Hole and Cat Ranch area.
9. Little Rockies.
10. Swap Mesa.

Of the total AUMs reserved for wildlife on this Unit, 139 deer AUMs were reserved on Swap Mesa. The Bureau of Land Management (1964) assured the UDWR that only 120 AUMs of livestock use would be allowed in those areas reserved for wildlife on this Unit.

On the Mountain Proper Unit, a total of 5,550 AUMs, 4,500 and 1,050 for deer and bison respectively, were reserved for wildlife. Table 1 shows the breakdown of these AUMs by allotment. The Dry Lakes allotment was declared as unsuitable for livestock and all the AUMs in this allotment were subsequently reserved for bison. The 1962-63 Range survey, upon which the original adjudication was based, indicated there was 417 livestock AUMs (District files) and 499 wildlife AUMs in this allotment.

On the East Mountain Unit, a total of 1,062 AUMs were reserved for wildlife.

Within the three Units mentioned above most of the P-J zone was reserved for wildlife. This included the area around King Ranch, Apple Brush Bench, Stevens Narrows, Turn of Bullfrog, Pipehole springs, Scratch Canyon, Black Hole, Cat Ranch

hole Springs, Scratch Canyon, Black Hole, Cat Ranch, Coyote Bench, Eagle Benches, Horseshoe Basin, Birch Spring (North end of mountain), Dry Lakes, Lost Spring, Oak Springs, Cedar Creek, Tarantula Mesa, one half of Swap Mesa, Cedar Mesa, North Wash, most of Trachyte Wash and the Little Rockies.

Since the adjudication there have been numerous projects undertaken to increase wildlife AUMs. For instance, the UDWR was involved in the planning, funding and maintenance of many habitat improvement projects. In addition, the UDWR has also leased thirteen state sections, seven of which are in crucial bison habitat, specifically for wildlife. The UDWR also retired the AUMs in the Dry Lakes allotment entirely for wildlife.

A Management Framework Plan for the Henry Mountain Planning Area was completed in 1974. This plan did not break down wildlife AUMs by allotments. Although the plan provided a total of 7,200 AUMs, 2,400 for bison and 4,800 for deer, it actually reduced the total number of wildlife AUMs authorized in the 1964-67 adjudication. In addition, no AUMs were specifically allocated for bighorn sheep or antelope.

Considering the past MFP decisions, the past cooperative agreements, the past wildlife reservations, the extensive development of habitat, the current criteria for livestock suitability, the current leasing of state lands by UDWR in crucial-critical bison habitat, the extensive range survey through SVIM and ongoing habitat improvement projects, there should be considerable more AUMs available for wildlife over that authorized in the 1964-67 adjudication or allocated in the 1974 MFP. Currently, livestock preference accounts for approximately 85 percent of the available forage on the planning unit. This is a disproportionate share of the forage and is not in the best interest of multiple use resource management.

The impacts to big game populations from this imbalance in forage allocation as well as poorly managed grazing systems are severe. Current big game population estimates indicate that since the adjudication; (1) mule deer populations have declined far below pre 1964 levels and (2) antelope and desert bighorn sheep numbers have remained static at levels well below what would reasonably be expected to occur. The bison is the only big game species showing any increase in numbers, approximately 125 head, since the adjudication process.

Under this recommendation, livestock active preference would be cut to 43,360 AUMs, or approximately 75 percent of the available forage, while wildlife would be allocated 14,923 AUMs or approximately 25 percent of the available forage. In addition, no livestock grazing would be allowed on the mountain proper allotments. This reallocation would result in a more equitable distribution of forage without severely impacting livestock operations (Note: Implementation of this alternative would result in the loss of only 6 percent of the total available forage to livestock) while at the same time insuring healthier and larger herds of big game animals.

MFP I - TABLE I

Manage For Optimum Big Game Production

	Livestock				Bison				Mule Deer			Antelope	Bighorn Sheep	Burros
OTMENTS	Kind of Livestock	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[a]	Crucial Summer (AUMs)[a]	Alternative Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Alternati Grazing Use (AUMs
e Bench	Cattle	2,737	9/1-5/31	No change.	5 (14)[b]	0	5 (14)	0	179	5	0	0	0	0
lfrog[c]	Cattle Sheep	2,123 1,229	10/1-5/31 10/1-5/31	No change No change	74 (85)	74 (85)	0	0	375	143	0	0	0	0
Point	Cattle Sheep	1,725 488	9/1-5/31 10/1-5/5	No change No change	28	0	28	0	179 (204)	0	0 (25)	277	0	0
edral[d]	Cattle	2,366 B 1,871 P 495	10/1-5/31	No change	0	0	0	0	222	0	0	0	0	0
Cedar Point	Cattle	1,029	9/1-5/31	No change	5 (27)	0	5 (27)	0	180 (331)	54 (205)	0	180	0	0
cent Ck.	No livestock grazing			(None)	159	0	159	0	288 (478)	0	253 (443)	0	0	0
sville	Cattle Sheep	4,538 1,462	9/1-5/31 10/1-5/31	No change No change	35	0	35	0	240	0	0	129	0	0
et[d]	Cattle	2,884 B 967 P 1,917	11/1-6/15	No change	0	0	0	0	128	0	0	0	0	0
Nasty Flat	No livestock grazing			(None)	870 (1,455)	0	652 (977)	218 (478)	248 (530)	6 (50)	165 (403)	0	0	0
Bench	Cattle	306	9/1-3/31	No change	0	0	0	0	52	0	0	0	0	0
ll	No livestock grazing			(None)	1,971 (1,995)	0 (24)	1,194	777	1,050 (1,300)	303 (553)	458	0	0	0

:MENTS	Livestock: Kind of Livestock	Livestock: Alternative Grazing Use (AUMs)	Livestock: Period of Use Current	Livestock: Period of Use Proposed	Bison: Alternative Grazing Use (AUMs)	Bison: Crucial Winter (AUMs)	Bison: Crucial Summer (AUMs)	Bison: Crucial Yearlong (AUMs)	Mule Deer: Alternative Grazing Use (AUMs)	Mule Deer: Crucial Winter (AUMs)[a]	Mule Deer: Crucial Summer (AUMs)[a]	Antelope: Alternative Grazing Use (AUMs)	Bighorn Sheep: Alternative Grazing Use (AUMs)	Burros: Alternative Grazing Use (AUMs)
ers ost[c]	Cattle	6,439	3/1-2/28	No change	0	0	0	0	392	0	0	374	819	100
ies[c]	Cattle Sheep	2,858 0[e]	10/1-5/31	No change (None)	0	0	0	0	392 (439)	0	6 (53)	0	832	0
y 1[d]	Cattle	938 B 656 P 282	10/1-4/15	No change	0	0	0	0	92	0	0	0	0	0
	Sheep	210	10/1-4/15	No change										
/ 2	Cattle	701[f]	10/16-4/15	No change[f]	138 (309)	105 (276)	33	0	62	0	0	0	0	0
/ 3[d]	Cattle	981 B 301 P 680	10/16-4/15	No change	0	0	0	0	21	0	0	0	0	0
:ll Basin	No livetock grazing			(None)	133 (309)	0	133 (309)	0	256 (586)	0	212 (542)	0	0	0
g hine[c]	Cattle	2,646	11/1-4/15	No change	0	0	0	0	167	0	0	0	897	0
e Butte	Cattle	1,862[g]	10/16-5/31	No change	219 (590)	178 (512)	34	7 (44)	488 (709)	189 (410)	0	0	0	0
yte	Cattle Sheep	978 0[e]	9/1-5/31	No change (None)	20	0	20	0	343	165	28 (96)	0	64	0
ocket[c,d]	Cattle	3,082 B 2,918 P 164	10/1-5/31	No change	0	0	0	0	206	0	0	0	0	0
	Sheep	711 B 693 P 18	10/1-5/31	No change										
lorse	Cattle	1,067	12/1-6/30	No change	0	0	0	0	128	0	0	0	0	0
:al[h]	Cattle	B 35,722 P 3,538			3,657	357	2,298	1,002	5,688	865	1,122	960	2,612	100
	Sheep	B 4,082 P 18			(5,026)	(897)	(2,830)	(1,299)	(7,184)	(1,531)	(2,020)			

)TMENTS	Livestock: Kind of Livestock	Livestock: Alternative Grazing Use (AUMs)	Livestock: Period of Use Current	Livestock: Period of Use Proposed	Bison: Alternative Grazing Use (AUMs)	Bison: Crucial Winter (AUMs)	Bison: Crucial Summer (AUMs)	Bison: Crucial Yearlong (AUMs)	Mule Deer: Alternative Grazing Use (AUMs)	Mule Deer: Crucial Winter (AUMs)[a]	Mule Deer: Crucial Summer (AUMs)[a]	Antelope: Alternative Grazing Use (AUMs)	Bighorn Sheep: Alternative Grazing Use (AUMs)	Burros: Alternati Grazing Use (AUMs
llotted Areas														
Lakes	No livestock grazing				111 (432)	0	100 (132)	11 (300)	141 (337)	0 0	123 (319)	0	0	0
ıt Trail[c]	No livestock grazing				0	0	0	0	166	0	0	0	808	0
tle ɔckies[c]	No livestock grazing				0	0	0	0	112	0	0	0	548	0
:h Caine- lle Mesa	No Livestock grazing (except for research)				0	0	0	0	8	0	0	0	0	0
h Caine- lle Mesa	No Livestock grazing (except for research)				0	0	0	0	12	0	0	0	0	0
:btotal					111 (432)	0	100 (132)	11 (300)	439 (635)	0	123 (319)	0	1,356	0
ıL		43,360			3,768 (5,458)	357 (897)	2,398 (2,962)	1,013 (1,599)	6,127 (7,819)	865 (1,531)	1,245 (2,339)	960	3,968	100

al deer AUMs are comprised of crucial summer and crucial winter ranges only.

bers in ( ) are actual AUMs needed from BLM-administered lands to meet UDWR's long-range goals; however, forage is not available to meet these needs.

ludes both BLM and NRA lands.

se ɔtments have both BLM and National Park Lands. B = BLM AUMs, P = National Park AUMs.

estic and bighorn sheep compatibility conflicts on these allotments.

livestock grazing proposed on Swapp Mesa.

livestock grazing proposed on Cave Flat.

and NRA lands only, does not include National Park.

SUPPORT NEEDS

MFP I Table 2 shows the recommended livestock grazing systems as well as land treatments and other rangeland developments for each grazing allotment. The table also shows the potential that could be realized by implementing the support needs.

MFP I Table 3 details the support needs.

MFP I Table 2

Potential Additional AUMs With Grazing Management and Proposed Land Treatment and Rangeland Improvements
Under Management for Optimum Wildlife Production

	Grazing Management[a]		Land Treatments[b]		Rangeland Developments										
					Springs		Reservoirs								
tments	Grazing Systems	Potential Additional AUMs	Acres	Big Game AUMs	Redev.	New	Recon.	New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	-
frog	Continue/revise	250	2,000	167	--	2	4	1	12	4	--	--	--	--	-
Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	-
edral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	-
r Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	-
cent Creek	No Livestock Grazing	--	1,100 1,100[c]	150 160[c]	1	--	--	--	1	1	--	--	--	3	-
sville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	-
net	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	-
y Flat	No Livestock Grazing	31	1,200	225	--	--	--	--	1	1	--	--	--	--	-
h Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	-
ell	No Livestock Grazing	15	4,700 1,400[c]	675 200[c]	--	3	--	1	1	4	--	--	--	1	-
ers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	-
ies	Continue	427	4,400	200	1	2	8	3	6	10	2	--	--	1	-
y 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
2	Continue[d]	35	1,250	100	--	1	2	3	--	1	--	--	--	--	-
3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	-
ill Basin	No Livestock Grazing	--	750 500[c]	110 40[c]	--	1	--	1	--	1	--	--	--	--	-
ng Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	-
le Butte	Implement[e]	18	4,000	320	--	1	1	7	--	1	--	--	--	--	-
hyte	Continue season-long	798	600	50	--	--	2	5	5	2	--	--	--	--	1
rpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	-
Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	-
	Interseeding		3,000[c]	400[c]											
	Other Land Treatments		20,000	1,998											
lotted Areas															
Lakes	No Livestock Grazing	--	1,300	160	--	--	--	--	--	--	--	--	--	--	-
t Trail	No Livestock Grazing	--	0	0	--	--	2	2	--	--	--	--	--	--	-
le Rockies	No Livestock Grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	-
h Caine-le Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	-
h Caine-lle Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	-
GRAND TOTAL		3,616	24,300	2,558	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

posals include: Continue (or Continue with minor revisions)present grazing system; Implement a new grazing system; Implement or Continue Season-Long zing; and No Livestock Grazing.

posed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. ential may be realized within short term (5-years).

erseeding only with forbs and/or browse, as needed.

livestock grazing on Swap Mesa.

livestock grazing on Cave Flat

MFP I - TABLE 3

llotment azing System	Land Treatments	Rangeland Developments
Blue Bench ntinue/revise existing system.	None	1. Reconstruct four reservoirs. 2. Construct two reservoirs.
Bullfrog ntinue/revise existing system.	Apply vegetation manipulation on potential treatment area, 2,000 acres, to increase carrying capacity by 167 AUMs.	1. Construct pipeline extention (approximately 12 miles). 2. Develop two springs. 3. Construct one reservoir. 4. Reconstruct four reservoirs. 5. Troughs at four locations.
Burr Point ntinue/revise existing system.	None.	1. Construct 1 pipeline (approximately 10 miles). 2. Develop one spring. 3. Construct three reservoirs. 4. Reconstruct two reservoirs. 5. Develop two wells. 6. Troughs in four locations.
athedral plement grazing system.	None.	1. Construct two reservoirs. 2. Reconstruct four reservoirs.
Cedar Point inue season-long.	None.	1. Develop two springs. 2. Develop two horizonal wells. 3. Construct five reservoirs. 4. Reconstruct two reservoirs. 5. Troughs in four locations.
rescent Creek livestock grazing.	Apply vegetation manipulation on potential treatment area, 1,100 acres, increase carrying capacity by 150 AUMs. Interseed 1,100 acres of existing grass seeding with forbs (alfalfa, clovers, etc.) to increase carrying capacity by 160 AUMs.	1. Redevelop one spring. 2. Construct pipeline extention (approximately 1.0 mile). 3. Trough in one location.
anksville plement grazing system.	None.	1. Develop one spring. 2. Develop two wells. 3. Construct five reservoirs. 4. Reconstruct three reservoirs. 5. Construct fence (approximately 10 miles). 6. Construct pipeline (1 miles). 7. Troughs at four locations.
artnet ntinue/revise existing system.	None.	1. Reconstruct four reservoirs.
Nasty Flat ivesock grazing	Apply vegetation manipulation on potential treatment areas, 1,200 acres, to increase carrying capacity by 225 AUMs.	1. Construct pipeline extention (approximately 1.0 mile). 2. Troughs at one location.
North Bench ntinue existing system.	None.	1. Reconstruct three reservoirs.
Pennell livestock grazing.	Apply vegetation manipulation on potential treatment areas, 4,700 acres, to increase carrying capacity by 675 AUMs. Interseed 1,400 acres of existing Coyote Bench burn grass seeding with forbs (alfalfa, clovers, etc.) to increase carrying capacity by 200 AUMs.	1. Adjust allotment boundary to include approximately 80 acres at the Turn of Bullfrog (transfer from Steele Butte to Pennell). 2. Develop three springs. 3. Construct one reservoir. 4. Donstruct fence (approximately 1 mile). 5. Construct pipeline extention (approximately 1 mile). 6. Boundary fence - see Crescent Creek Allotment. 7. Troughs at four locations.

Allotment ing System	Land Treatments	Rangeland Developments
bbers Roost lement grazing system.	None.	1. Construct seven reservoirs. 2. Reconstruct two reservoirs.
ckies tinue existing system.	Apply vegetation manipulation on potential treatment areas, 4,400 acres, to increase carrying capacity by 200 AUMs.	1. Redevelop one spring. 2. Develop two springs. 3. Develop two wells. 4. Construct three reservoirs. 5. Reconstruct eight reservoirs. 6. Construct fence (approximately 1 mile). 7. Construct pipeline (approximately 6 miles). 8. Troughs - ten locations.
ndy 1 tinue season-long	None.	1. Construct four reservoirs. 2. Reconstruct three reservoirs.
dy 2 livestock grazing on Swap Mesa.	Apply vegetation manipulation on potential treatment areas, 1,250 acres, to increase carrying capacity by 100 AUMs.	1. Develop one spring. 2. Construct three reservoirs. 3. Reconstruct two reservoirs. 4. Troughs at one location.
Sandy 3 nue season-long	None.	1. Reconstruct three reservoirs.
wmill Basin livestock grazing.	Apply vegetation manipulation on potential treatment areas, 750 acres to increase carrying capacity by 110 AUMs. Interseed 500 acres of existing grass seedings with forbs (alfalfa, clovers, etc.) to increase carrying capacity 40 AUMs.	1. Redevelop one spring. 2. Construct one reservoir. 3. Troughs at one location.
wi achine lement grazing system.	None.	1. Construct three reservoirs. 2. Reconstruct ten reservoirs.
eele Butte livestock grazing on Cave Flat.	Apply vegetation manipulation on potential treatment areas 4,000 acres, to increase carrying capacity by 320 AUMs.	1. Redevelop one spring. 2. Construct seven reservoirs. 3. Reconstruct one reservoir.
achyte tinue season-long grazing.	Apply vegetation manipulation on potential treatment areas, 600 acres, to increase carrying capacity by 50 AUMs.	1. Construct five reservoirs. 2. Reconstruct two reservoirs. 3. Construct one pipeline (approximately 5.0 miles). 4. Troughs at two locations.
terpocket inue/revise existing system.	None.	1. Redevelop one spring. 2. Construct six reservoirs. 3. Reconstruct three reservoirs. 4. Troughs at one location.
ld Horse tinue existing system.	None.	

Allotment Grazing System	Land Treatments	Rangeland Developments
Dry Lakes No livestock grazing	Apply vegetation manipulation on potential treatment areas, 1,250 acres, to increase carrying capacity by 160 AUMs.	None
Flint Trail Temporary Livestock grazing	None	1. Construct two reservoirs. 2. Reconstruct two reservoirs.
Little Rockies No livestock grazing	None	None
North Caineville Mesa No livestock grazing	None	None
South Caineville Mesa No livestock grazing	None	None

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP): Henry Mountain P.A.
Activity: Wildlife
Reference Number: WL-2 3.1

MULTIPLE USE RECOMMENDATION WL-~~2~~3.1

Reject the specialist recommendation and manage rangelands to provide the best mix of livestock and big game to maintain or increase the forage available, using the soil-vegetation inventory, use records and trend studies as a basis.

Optimize big game and livestock forage use by ~~allotting~~ forage use and periods of use to livestock and big game as indicated in Table ~~1 MFP 2~~, implement grazing systems and undertake land treatments and rangeland developments as recommended by the specialist.

Provide rangelands and forage for existing wild burros (100 AUMs in Robbers Roost). See MFP 2 Table 1.

RATIONALE

Livestock and big game would be provided forage, grazing lands and habitat to give the most advantageous use of the rangelands. MFP 2 Table 2 shows the increased AUMs that could be realized from implementation of grazing system, land treatments, and rangeland developments.

MFP 2, Table 3 compares the big game MFP step 1 recommendations with the Planning Recommendation, MFP step 2 showing the wildlife tradeoffs between the two recommendations.

The impact to the various multiple use values would, except for livestock and big game, be much the same should the Wildlife Recommendations or the Multiple Use Planning Recommendations be implemented. The advantage in the Planning Recommendation is primarily in that it more nearly meets the present and future needs of big game animals. This is especially true for bison.

SUPPORT NEEDS

Administrative and other support needs are listed, along with land treatment, for each allotment in Table 1 and in summary form in MFP I Table 2.

MULTIPLE USE ANALYSIS

Alternatives and impacts will be fully addressed in the Henry Mountain Grazing Environmental Impact Statement (GEIS) scheduled for completion in 1982. In summary:

Vegetation - No adverse impacts were identified from this action for vegetation.

Watershed - Soil and water resources are expected to be temporarily impacted on a localized basis on sites scheduled for land treatment (i.e., chaining and seeding). Otherwise, no unavoidable adverse impacts are expected for soils or water.

Wildlife - Big game populations would remain well below their biotic potential. This would be true in particular for bison which would not be provided for and, to a lessor extent, for bighorn sheep.

Visual Resources - Visual resources could be adversely affected under this action where rangeland improvements are planned. This would affect 16 allotments and one unallotted areas where VRM management class objectives could be violated, affecting 2 percent of the planning area.

Wilderness - Because construction of proposed rangeland improvements must meet BLM IMP criteria, no unavoidable impacts to WSAs would occur.

Recreation - Recreational values would be adversely impacted since hunting and sightseeing for wildlife would be reduced. Likewise rangeland improvements on 16 allotments and one unallotted area would affect sightseeing and primitive values.

Livestock Grazing - Livestock grazing would be affected adversely in that 20 permittees would receive reductions in active preferences. In the long run, however, improvement in range condition and forage production would result in increased livestock production. Rangeland improvements, including land treatments, water developments, and fencing would result in 6,591 AUMs (3,616 AUMs from grazing management and 2,975 AUMs from land treatments) of additional grazing (Table 2).

Socioeocnomics - The overall impact to the region's economy from this action is positive in respect to livestock production. Active preference reductions affecting 20 permittees would result in reduced capitol values of their property. Permittees suffering actual cuts in the number of animals grazed would experience lost income. Reduced big game numbers, would lower the income to the local economy from hunters.

1

MFP 2 TABLE 1

Manage for Multiple Use Values

ALLOTMENTS	Livestock[a] Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Bison Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)
Blue Bench	Cattle	4,598	2,161	2,753	9/1-5/31	No change	5 (14)[c]	5 (8)	4 (8)	0	4 (8)	0
Bullfrog[d]	Cattle	3,120	2,106	2,356[e]	10/1-5/31	No change	74	74	45	45	0	0
	Sheep	322	120[f]	679	10/1-5/31	No change	(85)	(97)				
Burr Point	Cattle	2,138	1,691	1,091[g]	9/1-5/31	No change	28	15	15	0	15	0
	Sheep	2,279	No Use	1,174[g]	10/1-5/5	No change						
Cathedral	Cattle	2,998	1,638	2,366	10/1-5/31	No change	0	0	0	0	0	0
		B 2,503	B 1,360	B 1,871								
		P 495	P 278	P 495								
Cedar Point	Cattle	1,892	839	1,273	9/1-5/31	9/1-4/30	5 (27)	8 (15)	6 (9)	0	6 (9)	0
Crescent Creek	Cattle	332	333	187	6/1-9/15	5/1-9/15	159	65	55	0	55	0
Hanksville	Cattle	4,538	2,848	6,159[h]	9/1-5/31	No change	35	18	18	0	18	0
	Sheep	1,462	No Use	4,056	10/1-5/31	No change						
Hartnet	Cattle	2,938	1,710	2,884	11/1-5/31	No change	0	0	0	0	0	0
		B 1,021	B 599	B 967								
		P 1,917	P 1,111	P 1,917								
Nasty Flat	Cattle	474	468	399	6/1-9/30	No change	870 (1,455)	685	576	0	348	228
North Bench	Cattle	456	45	306	9/1-11/30	9/1-6/30	0	0	0	0	0	0
Pennell	Cattle	2,420	1,960	2,330[e]	6/1-10/31	No change	1,971	952	829	0	456	373
	Sheep	174	No Use	231	6/1-10/31	No change	(1,995)	(958)	(835)	(6)		

	Livestock[a]						Bison					
LOTMENTS	Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)
Robbers Roost[d]	Cattle	5,288	2,882	6,439[h]	3/1-2/28	No change	0	0	0	0	0	0
Rockies[d]	Cattle	5,600	3,762	3,988[e]	10/1-5/31	No change	0	0	0	0	0	0
	Sheep	272	128[f]	875	10/1-5/31	No change						
Sandy 1	Cattle	1,209	1,096	938	10/1-4/15	No change	0	0	0	0	0	0
		B 927	B 844	B 656[e]								
		P 282	P 252	P 282								
	Sheep	B 51	No Use	210	10/16-4/15	No change						
Sandy 2	Cattle	2,228	1,257	707	10/16-4/15	No change	138 (309)	122 (155)	122 (155)	105 (138)	17	0
Sandy 3	Cattle	985	875	981	10/16-4/15	No change	0	0	0	0	0	0
		B 305	B 271	B 301								
		P 680	P 604	P 680								
ill Basin	Cattle	166	33	96	7/16-8/31	No change	133 (309)	146	114	0	114	0
Sewing Machine[d]	Cattle	1,600	998	2,646	11/1-4/15	No change	0	0	0	0	0	0
Steele Butte	Cattle	5,034	2,672	1,874	10/16-5/31	No change	219 (590)	202 (287)	202 (296)	178 (257)	17	7 (2
hyte	Cattle	2,110	1,542	1,164[e]	9/1-5/31	No change	20	20	14	0	14	0
	Sheep	743	84[f]	800[e]	10/1-5/5	No change						
Waterpocket[d]	Cattle	3,025	1,813	3,116	10/1-5/31	10/1-4/15	0	0	0	0	0	0
		B 2,861	B 1,715	B 2,952[e]								
		P 164	P 98	P 164								
	Sheep	322	133[f]	474	10/1-5/31	10/1-4/15						
		B 304	B 108	B 456								
		P 18	P 0	P 18								
Wild Horse	Cattle	1,067	104	1,491	12/1-6/30	9/1-6/30	0	0	0	0	0	0
Subtotal[i]		59,841	33,298	B 42,006(C) P 3,538(C) B 8,481(S) P 18(S)			3,657 (5,026)	2,312 (2,469)	2,000 (2,140)	328 (446)	1,064 (1,071)	608 (62

ALLOTMENTS	Livestock[a]						Bison					
	Kind of Livestock	Active Preference (AUMs)	Average License Use (AUMs)	Alternative Grazing Use (AUMs)	Period of Use Current	Period of Use Proposed	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)	Crucial Summer (AUMs)	Crucial Yearlong (AUMs)
Unallotted Areas												
Dry Lakes	None	0	0	No livestock grazing			111 (432)	100 (226)	88 (190)	0	52	36 (138)
Flint Trail[d]	Cattle	0	0	j			0	0	0	0	0	0
Little Rockies[d]	None	0	0	No livestock grazing			0	0	0	0	0	0
North Caineville Mesa	None	0	No use	No livestock grazing			0	0	0	0	0	0
South Caineville Mesa	None	0	No use	No livestock grazing			0	0	0	0	0	0
Subtotal		0	0	0			111 (432)	100 (226)	88 (190)	0	52	36 (138)
TOTAL[f]		59,841	33,298	54,043			3,768 (5,458)	2,412 (2,695)	2,088 (2,330)	328 (446)	1,116 (1,123)	644 (761)

[a]AUM active preference, average licensed use, and proposed grazing use are for BLM-administered lands (including NRA lands) only except on those allotments containing both BLM and National Park lands: B = BLM, P = Park.

[b]al deer AUMs are comprised of crucial summer and crucial winter ranges only.

[c]Numbers in ( ) are actual AUMs needed from BLM-administered lands (as per BLM/UDWR distribution agreement); however, forage is not available to meet these needs.

[d]Includes both BLM and NRA lands.

[e]Forage may be non-competitive between cattle and sheep on some allotments where the stocking rate is relatively low for one kind of animal. No advantage ca be shown for making proportionate changes in stocking since the removal of 1 AUM of sheep use does not make available equivalent increases in cattle forage, as shown below.

Bullfrog	Active Preference AUMs	Active Preference Percent	Alternative Grazing Use A AUMs	Alternative Grazing Use A Percent	Alternative Grazing Use B AUMs	Alternative Grazing Use B Percent
Cattle	3,120	90.6	2,356	78	2,356	90.6
Sheep	322	9.4	679	22	243	9.4
Total	3,442	100.0	3,035	100	2,599	100.0

Non-competitive forage 679-243 = 436 AUMs (sheep).
Other allotments in this category include Rockies, Pennell, Waterpocket, Sandy 1, and Trachyte.

[f]Intermittent use.

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior Stable (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[b]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
179	34	179	5	0	0	0	0	0	0	0	0	0
375	62	375	143	0	0	0	0	0	0	0	0	0
179 (204)	32 (35)	175 (178)	0	1 (4)	277	18	18	0	0	0	0	0
222	121	222	0	0	0	0	0	0	0	0	0	0
180 (331)	55	161	34	0	174	19	174	0	0	0	0	0
288 (478)	81	282	0	247	0	0	0	0	0	0	0	0
240	44	240	0	0	129	19	129	0	0	0	0	0
128	103	128	0	0	0	0	0	0	0	0	0	0
248 (530)	71 (73)	210 (213)	5 (8)	131	0	0	0	0	0	0	0	0
52	39	51	0	0	0	0	0	0	0	0	0	0
1,050 (1,300)	205	824	167	363	0	0	0	0	0	0	0	0

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior ble (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[b]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
392	392	392	0	0	374	31	374	819	22	819	100	100
392 439)	69 (75)	289 (292)	0	5 (8)	0	0	0	832	16	794	0	0
92	33	92	0	0	0	0	0	0	0	0	0	0
62	29	62	0	0	0	0	0	0	0	0	0	0
21	12	21	0	0	0	0	0	0	0	0	0	0
256 586)	95	181	0	138	0	0	0	0	0	0	0	0
167	167	167	0	0	0	0	0	897	21	897	0	0
488 (709)	112	488	188	0	0	0	0	0	0	0	0	0
343	59	327	148	25	0	0	0	64	16	64	0	0
206	31	206	0	0	0	0	0	0	0	0	0	0
128	128	128	0	0	0	0	0	0	0	0	0	0
5,688 (7,184)	1,974 (1,985)	5,200 (5,209)	690 (693)	910 (916)	954	87	695	2,612	75	2,574	100	100

Mule Deer					Antelope			Bighorn Sheep			Burros	
Prior Stable (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Crucial Winter (AUMs)[b]	Crucial Summer (AUMs)[b]	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Long Term Objective (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)	Current Grazing Use (AUMs)	Alternative Grazing Use (AUMs)
141 (337)	59	143	0	125	0	0	0	0	0	0	0	0
166	166	166	0	0	0	0	0	808	0	808	0	0
112	16	112	0	0	0	0	0	548	0	548	0	0
8	8	8	0	0	0	0	0	0	0	0	0	0
12	12	12	0	0	0	0	0	0	0	0	0	0
139 (35)	261	441	0	125	0	0	0	1,356	0	1,356	0	0
6,127 (7,819)	2,235 (2,246)	5,641 (5,650)	690 (693)	1,035 (1,041)	954	87	695	3,968	75	3,930	100	100

[g]The proposed change from active preference is based on BLM regulations requiring that changes in active preference among permittees be equitable. The equitat division of the range use may not, however, result in the most efficient use of forage. Several combinations of use with cattle and sheep are possible and ject to negotiation among permittees, which could result in more desirable combination for forage use. For example, a more efficient combination for Burr nt is cattle 2,143 AUMs and sheep 620 AUMs.

[h]Allotments such as Hanksville and Robbers Roost show grazing capacity potentials in excess of active preference. There are several combinations for stockig with cattle and sheep that could make efficient use of the forage. This is contingent on the development of these allotments for grazing use including a wid distribution of reliable water sources and other means of controlling and distributing livestock grazing.

[i]Includes 3,556 AUMs active preference and 2,037 AUMs average licensed use in Capitol Reef National Park.

[j]Although Flint Trail Allotment has no grazing scheduled, it could be used on a temporary, as-needed basis for livestock grazing while other allotments were being rehabilitated or in an emergency situation.

MFP 2 TABLE 2

Potential Additional AUMs With Grazing Management and Proposed Rangeland Improvements
Under Management

Allotments	Grazing Management[a] Grazing Systems	Potential Additional AUMs	Land Treatments[b] Acres	Additional AUMs	Rangeland Developments: Springs Redev.	Springs New	Reservoirs Recon.	Reservoirs New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
Blue Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	--
Bullfrog	Continue/revise	250	2,000	250	--	2	4	1	12	4	--	--	--	--	--
Burr Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	--
Cathedral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	--
Cedar Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	--
Crescent Creek	Continue/revise	--	1,100 1,100[c,e]	150 160[c,e]	1	--	--	--	1	1	--	--	--	3	--
Hanksville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	--
Hartnet	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	--
Nasty Flat	Implement	31	1,200	225	--	--	--	--	1	1	--	--	--	--	--
North Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	--
Pennell	Continue	16	4,700 1,400[c,e]	675 200[c,e]	--	3	--	1	1	4	--	--	--	1	--
Robbers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	--
Rockies	Continue	427	4,400	300	1	2	8	3	6	10	2	--	--	1	--
Sandy 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
Sandy 2	Continue	35	1,250	150	--	1	2	3	--	1	--	--	--	--	--
Sandy 3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	--
Sawmill Basin	Implement	--	750 500[c,e]	110 40[c,e]	--	1	--	1	--	1	--	--	--	--	--
Sewing Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	--
Steele Butte	Implement	18	4,000	480	--	1	1	7	--	1	--	--	--	--	--
Trachyte	Continue season-long	798	600	75	--	--	2	5	5	2	--	--	--	--	1
Waterpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	--
Wild Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	--
	Interseeding		3,000[c,e]	400[c,e]											
	Other Land Treatments		20,000	2,415											
Unallotted Areas															
Dry Lakes	Implement	--	1,300[e]	160[e]	--	--	--	--	--	--	--	--	--	--	--
Flint Trail	d	--	0	0	--	--	2	2	--	--	--	--	--	--	--
Little Rockies		--	0	0	--	--	--	--	--	--	--	--	--	--	--
North Caineville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
South Caineville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
Total Big Game		--	4,300[e]	560[e]											
Total Livestock		3,616	20,000	2,415											
GRAND TOTAL		3,616	24,300	2,975	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

[a]Proposals include: Continue (or Continue with minor revisions present grazing system; Implement a new grazing system; Implement or Continue Season-Long grazing; and No Grazing of livestock. Potential additional AUMs for livestock from grazing management only (long term 20+ years).

[b]Proposed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. Potential may be realized within short term (5-years).

[c]Interseeding only with forbs and/or browse, as needed.

[d]See Rangeland Improvement section. Flint Trail is not scheduled for livestock grazing but may be used on a temporary as needed basis while other allotments are being rehabilitated or under an emergency situation.

[e]Allocate to big g- e.

MFP 2 - Table 3

Comparison Table Showing the Trade-offs Between
the Big Game MFP Step 1 and the MFP Step 2 Planning Recommendations

Big Game MFP Step 1 Recommendation	MFP Step 2 Planning Recommendation	Trade-Off
Proposed Forage Use	Proposed Forage Use	
Manage for optimum big game production within existing allotments and other potential areas, using the soil-vegetative inventory as a basis and providing forage for wild burros and livestock where use is compatible with big game.	Manage rangeland to provide the best mix of livestock and big game to maintain or increase the forage available, using the soil-vegetative inventory as a basis.	Forage would be provided to allow for the most advantageous use of the range.
1. Give big game priority for forage on crucial ranges as follows:	1. Optimize big game and livestock forage use as follows:	1. Big game would not receive priority on crucial ranges.
a. Provide 100 AUMs (on Robber's Roost) for wild burros as required by the Wild Horse and Burro Act.	a. Provide 100 AUMs for wild burros.	a. No change.
b. Provide 3,768 AUMs for bison, 6,127 AUMs for deer, 950 AUMs for antelope, and 3,968 AUMs for bighorn sheep (14,823 AUMs).	b. Provide 2,088 AUMs for bison, 5,641 AUMs for deer, 695 AUMs for Antelope, and 3,930 AUMs for bighorn sheep (12,354 AUMs).	b. Bison numbers would be reduced and 2,469 big game AUMs foregone.
c. Provide 111 AUMs for bison, 439 AUMs for deer, and 1,356 AUMs for bighorn sheep in the Dry Lakes, Flint Trail, Little Rockies, North Caineville, and South Caineville unallotted areas.	c. Same as MFP Step 1.	c. No change.
d. Eliminate livestock grazing on the Crescent Creek, Nasty Flat, Pennell, and Sawmill Basin allotments.	d. Livestock would be provided 187 AUMs on Crescent Creek, 399 AUMs on Pennell, and 96 AUMs on Sawmill Basin allotments.	d. Livestock would be allocated 3,203 AUMs more than that proposed in the Wildlife Recommendation. Bison would be cut by 1,559 AUMs and deer would be cut by 345 AUMs.
e. Eliminate livestock grazing on Cave Flat and Swap Mesa.	e. Livestock can graze Cave Flat and Swap Mesa.	e. Current livestock use on these areas is light. However, competition for forage could occur between livestock and big game.
f. Eliminate livestock grazing on the Dry Lake, Flint Trail, and Little Rockies unallotted areas.	f. Livestock can graze Flint Trail on a temporary, as needed, basis.	f. No livestock grazing on Dry Lakes or Little Rockies unallotted areas.
g. Allow livestock grazing on the North and South Caineville Mesas for research purposes only.	g. Same as MFP Step 1.	g. No change.
h. Provide 35,722 AUMs for cattle and 4,082 AUMs for sheep on allotted areas.	h. Provide 42,006 AUMs for cattle and 8,481 AUMs for sheep on allotted areas.	h. Livestock would be allocated 10,683 AUMs more than that proposed in the wildlife recommendation.

MFP 2 - Table 3

Comparison Table Showing the Trade-offs Between
the Big Game MFP Step 1 and the MFP Step 2 Planning Recommendations

Big Game MFP Step 1 Recommendation	MFP Step 2 Planning Recommendation	Trade-Off
Proposed Forage Use	Proposed Forage Use	
Manage for optimum big game production within existing allotments and other potential areas, using the soil-vegetative inventory as a basis and providing forage for wild burros and livestock where use is compatible with big game.	Manage rangeland to provide the best mix of livestock and big game to maintain or increase the forage available, using the soil-vegetative inventory as a basis.	Forage would be provided to allow for the most advantageous use of the range.
1. Give big game priority for forage on crucial ranges as follows:	1. Optimize big game and livestock forage use as follows:	1. Big game would not receive priority on crucial ranges.
a. Provide 100 AUMs (on Robber's Roost) for wild burros as required by the Wild Horse and Burro Act.	a. Provide 100 AUMs for wild burros.	a. No change.
b. Provide 3,768 AUMs for bison, 6,127 AUMs for deer, 950 AUMs for antelope, and 3,968 AUMs for bighorn sheep (14,823 AUMs).	b. Provide 2,088 AUMs for bison, 5,641 AUMs for deer, 695 AUMs for Antelope, and 3,930 AUMs for bighorn sheep (12,354 AUMs).	b. Bison numbers would be reduced and 2,469 big game AUMs foregone.
c. Provide 111 AUMs for bison, 439 AUMs for deer, and 1,356 AUMs for bighorn sheep in the Dry Lakes, Flint Trail, Little Rockies, North Caineville, and South Caineville unallotted areas.	c. Same as MFP Step 1.	c. No change.
d. Eliminate livestock grazing on the Crescent Creek, Nasty Flat, Pennell, and Sawmill Basin allotments.	d. Livestock would be provided 187 AUMs on Crescent Creek, 399 AUMs on Pennell, and 96 AUMs on Sawmill Basin allotments.	d. Livestock would be allocated 3,203 AUMs more than that proposed in the Wildlife Recommendation. Bison would be cut by 1,559 AUMs and deer would be cut by 345 AUMs.
e. Eliminate livestock grazing on Cave Flat and Swaps Mesa.	e. Livestock can graze Cave Flat and Swaps Mesa.	e. Current livestock use on these areas is light. However, competition for forage could occur between livestock and big game.
f. Eliminate livestock grazing on the Dry Lake, Flint Trail, and Little Rockies unallotted areas.	f. Livestock can graze Flint Trail on a temporary, as needed, basis.	f. No livestock grazing on Dry Lakes or Little Rockies unallotted areas.
g. Allow livestock grazing on the North and South Caineville Mesas for research purposes only.	g. Same as MFP Step 1.	g. No change.
h. Provide 35,722 AUMs for cattle and 4,082 AUMs for sheep on allotted areas.	h. Provide 42,006 AUMs for cattle and 8,481 AUMs for sheep on allotted areas.	h. Livestock would be allocated 10,683 AUMs more than that proposed in the wildlife recommendation.

MFP 2 TABLE 2

Potential Additional AUMs With Grazing Management and Proposed Rangeland Improvements Under Management

Allotments	Grazing Management[a]		Land Treatments[b]		Rangeland Developments										
	Grazing Systems	Potential Additional AUMs	Acres	Additional AUMs	Springs Redev.	Springs New	Reservoirs Recon.	Reservoirs New	Pipelines (miles)	Troughs Locations	Vertical Wells	Horizontal Wells	Corral	Fences (miles)	Cattle Guards
Blue Bench	Continue/revise	50	0	0	--	--	4	2	--	--	--	--	--	--	--
Bullfrog	Continue/revise	250	2,000	250	--	2	4	1	12	4	--	--	--	--	--
Burr Point	Continue/revise	--	0	0	--	1	2	3	10	4	2	--	--	--	--
Cathedral	Implement	303	0	0	--	--	4	2	--	--	--	--	--	--	--
Cedar Point	Continue season-long	--	0	0	--	2	2	5	--	4	--	2	--	--	--
Crescent Creek	Continue/revise	--	1,100 1,100[c,e]	150 160[c,e]	1	--	--	--	1	1	--	--	--	3	--
Hanksville	Implement	922	0	0	--	1	3	5	1	4	2	--	--	10	--
Hartnet	Continue/revise	2	0	0	--	--	4	--	--	--	--	--	--	--	--
Nasty Flat	Implement	31	1,200	225	--	--	--	--	1	1	--	--	--	--	--
North Bench	Continue	70	0	0	--	--	3	--	--	--	--	--	--	--	--
Pennell	Continue	16	4,700 1,400[c,e]	675 200[c,e]	--	3	--	1	1	4	--	--	--	1	--
Robbers Roost	Implement	384	0	0	--	--	2	7	--	--	--	--	--	--	--
Rockies	Continue	427	4,400	300	1	2	8	3	6	10	2	--	--	1	--
Sandy 1	Continue season-long	85	0	0	--	--	3	4	--	--	--	--	--	2	1
Sandy 2	Continue	35	1,250	150	--	1	2	3	--	1	--	--	--	--	--
Sandy 3	Continue season-long	--	0	0	--	--	3	--	--	--	--	--	1	--	--
Sawmill Basin	Implement	--	750 500[c,e]	110 40[c,e]	--	1	--	1	--	1	--	--	--	--	--
Sewing Machine	Implement	24	0	0	--	1	10	3	--	--	--	--	--	--	--
Steele Butte	Implement	18	4,000	480	--	1	1	7	--	1	--	--	--	--	--
Trachyte	Continue season-long	798	600	75	--	--	2	5	5	2	--	--	--	--	1
Waterpocket	Continue/revise	169	0	0	1	--	3	6	--	1	--	--	--	--	--
Wild Horse	Continue	32	0	0	--	--	--	--	--	--	--	--	--	--	--
	Interseeding		3,000[c,e]	400[c,e]											
	Other Land Treatments		20,000	2,415											
Unallotted Areas															
Dry Lakes	Implement	--	1,300[e]	160[e]	--	--	--	--	--	--	--	--	--	--	--
Flint Trail	d	--	0	0	--	--	2	2	--	--	--	--	--	--	--
Little Rockies		--	0	0	--	--	--	--	--	--	--	--	--	--	--
North Cainer-ville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
South Cainer-ville Mesa	No grazing	--	0	0	--	--	--	--	--	--	--	--	--	--	--
Total Big Game		--	4,300[e]	560[e]											
Total Livestock		3,616	20,000	2,415											
GRAND TOTAL		3,616	24,300	2,975	3	15	62	60	37	38	6	2	1	17	2
No. of Allotments		17	10	10	3	10	18	17	8	13	3	1	1	5	2

[a]Proposals include: Continue (or Continue with minor revisions present grazing system; Implement a new grazing system; Implement or Continue Season-long grazing; and No Grazing of livestock. Potential additional AUMs for livestock from grazing management only (long term 20+ years).

[b]Proposed land treatments include chain and seed, plow and seed, contour and seed, burn and seed, spray, burn only, seed only, and interseed with forbs. Potential may be realized within short term (5-years).

[c]Interseeding only with forbs and/or browse, as needed.

[d]See Rangeland Improvement section. Flint Trail is not scheduled for livestock grazing but may be used on a temporary as needed basis while other allotments are being rehabilitated or under an emergency situation.

[e]Allocate to big game.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP) Henry Mountain P.A.
Activity Wildlife
Reference Number WL-~~2~~ 3.1

DECISION WL-2.1

Accept the multiple-use recommendation on 14 allotments and reject and/or modify the multiple-use recommendations on 12 allotments. The details on decisions and rationale are shown in MFP 3 Table 1.

Implement the land treatments and administrative needs and rangeland developments as identified in MFP I Table 2.

Decision amended 3/4/93 to allow new allocations between bison (wildlife) and livestock up to listed levels. By relinquishment 480 AUMs on Steele Butte and 320 AUMs Bennell are assigned to Wildlife. ~~Table~~ MFP 3-Table 1 is maintained to show the changes. 7/23/93

MFP 3 - TABLE 1

WILDLIFE/RANGE

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Wildlife Alternative Selected	Decision Agrees with MFP 2	Decision and Rationale
Blue Bench (I)	C	2,753	NC[b]	9/1-5/31	NC	Yes	E	Yes	See Page 4.
	B	4	NC						
	D	179	NC						
Bullfrog (I)	C	2,356	3,120	10/1-5/31	NC	No	E	Yes	See Page 4.
	S	679	322	10/1-5/31	NC				
	B	45	NC						
	D	375	NC						
Burr Point (M)	C	1,091	1,691	9/1-5/31	NC	Yes	A	No	See Page 4.
	S	1,174	0						
	B	15	NC						
	D	175	35						
	A	18	NC						
Cathedral (I)	C	2,366	2,998	10/1-5/31	NC	No	C	Yes[c]	See Page 4.
	D	222	NC						
Cedar Point (I)	C	1,273	NC	9/1-4/30	NC	Yes	E	Yes	See Page 4
	B	6	NC						
	D	161	NC						
	A	174	NC						
Crescent Creek (I)	C	187	NC	5/1-9/15	NC	Yes	E	Yes	See Page 4
	B	55	NC						
	D	282	NC						
Hanksville (M)	C	6,159	NC	9/1-5/31	NC	Yes	E	Yes	See Page 4
	S	4,056	NC	10/1-5/31	NC				
	B	18	NC						
	D	240	NC						
	A	129	NC						
Hartnet (C)	C	2,884	2,938	11/1-6/31	NC	Yes		Yes[c]	See Page 5
	D	128	NC				C		
Nasty Flat (I)	C	399	474	6/1-9/30	NC	Yes	E	Yes	See Page 5
	B	576	NC						
	D	210	248						

MFP 3 - TABLE 1

WILDLIFE/RANGE

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Wildlife Alternative Selected	Decision Agrees with MFP 2	Decision and Rationale
North Bench/Wild Horse (M)	C D	1,797 179	1,523 180	9/1-6/30	NC	Yes (North Bench) No studies (Wild Horse)	C	Yes	See Page 5.
Pennell (I)	C S B D	2,330 231 829 824	2100 ~~2,420~~ 174 ~~836~~ 1155 1,050	6/1-10/31 6/1-10/31	NC NC	Yes	E Bison C Deer	No	See Page 5.
Robbers Roost (M)	C BU D A BS	6,439 100 392 374 819	NC NC NC NC NC	Yearlong	NC	Yes	E	Yes	See Page 5.
Rockies (I)	C S D BS	3,988 875 289 794	5,600 272 439 832	10/1-5/31 10/1-5/31	NC NC	No	C	No	See Page 5.
Sandy 1 (I)	C S D	938 210 92	1,096 Ø 33	10/1-4/15 10/1-4/15	NC NC	Yes	A	No	See Page 5.
Sandy 2 (I)	C B D	707 122 62	2,228 155 NC	10/10-4/15	NC	No	A Bison C Deer	No	See Page 6.
Sandy 3 (C)	C D	981 21	985 NC	10/16-4/15	NC	Yes	C	Yes[c]	See Page 6.
Sawmill Basin (I)	C B D	96 114 181	NC NC NC	7/16-8/31	NC	No	E	Yes	See Page 6.

MFP 3 - TABLE 1

WILDLIFE/RANGE

Allotment/Category	Animal[a]	Allocation MFP 2	Allocation MFP 3	Season of Use MFP 2	Season of Use MFP 3	Inventory Studies Agree	EIS Wildlife Alternative Selected	Decision Agrees with MFP 2	Decision and Rationale
Sewing Machine (M)	C	2,646	1,600	11/1-4/15	NC	No studies	C	Yes[c]	See Page 6.
	D	167	NC						
	BS	897	NC						
Steele Butte (I)	C	~~1,874~~ 1394	NC	10/16-5/31	NC	Yes	E	Yes[d]	See Page 6.
	B	~~202~~ 682	NC						
	D	488	NC						
Trachyte (I)	C	1,164	2,110	9/1-5/31	NC	No studies	E Bison C Deer, Bighorn Sheep	Yes[c]	See Page 6.
	S	800	743	10/1-5/5	NC				
	B	14	NC						
	D	327	343						
	BS	64	NC						
Waterpocket	C	3,116	3,025	10/1-5/31	10/1-4/15	No	C	Yes[c]	See Page 6
	S	474	322						
	D	206	NC						
Little Rockies[e]	C	0	70	10/1-4/30	NC	No studies	E[d]	Yes[c]	See Page 7
	S	0	NC						
	D	112	NC						
	BS	548	NC						
Dry Lakes	C	0	NC	Unallotted	NC	No Studies	E	Yes	See Page
	B	88	NC						
	D	141	NC						
Flint Trail	C	0	NC	May vary	NC	Yes	E	Yes	See Page
	D	166	NC						
	BS	808	NC						
North Caineville Mesa	C	0	NC	Unallotted	NC	Inventory completed, no studies.	E	Yes	See Page
South Caineville Mesa	C	0	NC	Unallotted	NC	Inventory completed, no studies.	E	Yes	See Page
	D	20	NC						

[a] Animal Key

A Antelope	C Cattle
B Bison	D Mule Deer
BS Bighorn Sheep	S Sheep
BU Burros	

[b] NC = No Change

[c] Though the alternative selected is different than MFP 2, the wildlife recommendation is the same.

[d] With modifications.

[e] New name "Slick Rock Allotment".

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Blue Bench	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS. South Caineville Mesa will remain unallotted for livestock. Livestock grazing use on South Caineville Mesa will be authorized only as outlined in the ACEC Management Plan.	Both range studies and inventory agree that only enough forage exists to satisfy 2,753 AUMs of livestock use. Though bison are currently using 8 AUMs annually, only 4 are available as per studies. Though 8 AUMs represent use of 200 percent of availability, it is felt that 4 AUMs is so small that a significant effect on the forage resource due to bison use would be undetectable. Because of terrain and food preference of deer, the 179 AUMs of prior stable use can be allowed as this forage is non-competitive with other uses.
Bullfrog	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Studies and inventory do not agree in this area. The proper grazing levels cannot be determined at this time. Monitoring would be intensified over a 5-year period to gather sufficient data to determine proper grazing levels. In order for all competing uses to begin at a common base, the level for livestock will be allowed along with current need for 200 (post hunt) mature bison and prior stable deer use.
Burr Point	Reject the multiple use recommendation and accept no change. No Change From Current Average Levels Of Use (Alternative A) as evaluated in the EIS.	Though the forage inventory (SVIM) shows that additional forage is available, water must be developed before this can be used. Range studies show the use on currently used range not be increased over present levels.
Cathedral	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Studies are not complete enough to support changes in preference. In order for all competing uses to begin at a common base, the prior stable deer number will be used. Monitoring would be intensified over a 5-year period to gather sufficient data to determine proper grazing levels.
Cedar Point	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and range studies agree on the allowable grazing levels. Cattle use will be eliminated during the month of May.
Crescent Creek	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and range studies agree on the allowable grazing levels.
Hanksville	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and range studies agree that additional forage could be allocated, however, until water can be developed and new range areas opened up, grazing use will not exceed preference or prior stable numbers.

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Hartnet	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Inventory and studies agree that there is sufficient forage present in the allotment to support livestock grazing levels at preference and deer numbers at prior stable levels.
Nasty Flat	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	The inventory and range studies agree that a grazing level of 210 AUMs for deer and 576 AUMs for bison is available The studies also indicate that 399 AUMs are available for cattle; however, 474 for livestock will be allowed. This allotment is scheduled for early development. Range condition deterioration is not expected to occur because of the development and continued monitoring and evaluation. As development occurs, first priority for additional forage will be allocated to deer until prior stable levels are reached (530 total AUMs)
North Bench/ Wild Horse	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Though inventory (SVIM) shows that 1,797 AUMs of forage are available for livestock, the use will be limited to preference as studies are not adequate to allow the increase. In order for all competing uses to begin at a common base, deer use will be allocated at prior stable levels.
Pennell	Accept the multiple use recommendation (Alternative E) for bison but reject the multiple use recommendation (Alternative E) for deer and accept Manage For Optimum Big Game Production (Alternative C) for deer as evaluated in the EIS.	Inventory and studies show that not enough forage exists to meet preference and existing bison use. As this allotment has priority for development, it is felt the deficit (96 AUMs) will quickly be realized through improvement. Current numbers can be satisfied. As development occurs, first priority for additional forage will be allocated to deer until prior stable levels are reached (1300 total AUMs).
Robbers Roost	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	Inventory and studies show that more than sufficient forage exists to meet the demands in this allotment. Livestock use will be held to preference; however, pending development of additional water resources.
Rockies	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Studies are not complete enough to support changes in livestock preference. In order for all competing uses to begin from a common ase prior stable deer numuse levels, and long-term objectives for Big Horn Sheep will be allocated. Monitoring will be intensified over a 5-year period to gather sufficient data to determine proper grazing levels.
Sandy 1	Reject the multiple use recommendation and accept no change - Continue Current Use Levels (Alternative A) as evaluated in the EIS.	Though inventory (SVIM) and other range studies show a current grazing capacity below current use levels, this difference is only about 9 percent. It is felt that this difference is so small that range deterioration will not occur. In order for competing uses to start from an even base, the wildlife use will be held at current levels. Monitoring will be carefully evaluated to determine if this grazing level can continue without damage to the rangeland resource.

MFP-3 Table 1 (Cont'd)

Allotment	Decision	Rationale
Sandy 2	Reject the multiple use recommendation and accept No Change - Continue Current Use Levels (Alternative A) for bison and manage for optimum big game production (Alternative C) for deer.	Inventory and range studies both indicate that this allotment is over used. However, as the two do not agree on the degree of over-allocation, livestock use will be allowed at preference levels. In order for all competing uses to start from a common base, initial allocation for bison use will be recognized at current grazing levels, and deer at prior stable levels. This allotment has priority for implementation of a Cooperative Management Agreement. It is felt that through the agreement and continued monitoring, proper grazing levels and range condition can be achieved.
Sandy 3	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Inventory and range studies show that sufficient forage is available to meet livestock preference grazing levels and prior stable deer numbers.
Sawmill Basin	Accept the multiple use recommendation (Alternative E) as evaluated in the EIS.	A Cooperative Management Agreement will be prepared to limit livestock use immediately to 100 AUMs. Bison will be allocated to support objective numbers. Though forage does not exist to satisfy prior stable deer numbers, the allocation is nearly double current deer use.
Sewing Machine	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Though inventory (SVIM) indicates that 2,646 AUMs of forage is available, there are no range studies to support the increase. Livestock preference levels will be allocated along with prior stable deer numbers and long-term objective numbers for Big Horn Sheep.
Steele Butte	Modify the multiple use recommendation (Alternative E) as evaluated in the EIS to reserve the Cave Flat area for wildlife use only.	Inventory and range studies agree on proper grazing levels. The livestock permittee and BLM have agreed to prepare a management plan for livestock grazing in 1984. This allotment has high priority for improvement. The allotment is short 94 AUMs of meeting current bison forage needs and 221 AUMs short of meeting prior stable deer use. Land treatment on Tarantula Mesa has been accomplished to alleviate impacts from elimination of livestock on Cave Flat.
Trachyte	Accept the multiple use recommendation (Alternative E) for bison and accept Manage For Optimum Big Game Production (Alternative C) for deer and Big Horn Sheep.	As no studies are available to support changes in livestock preference the current use for bison and prior stable levels for deer will be allocated to assure a common base for all competing uses.
Waterpocket	Reject the multiple use recommendation and accept Manage For Optimum Big Game Production (Alternative C) as evaluated in the EIS.	Range studies support grazing use levels to be allowed at preference levels for deer. The season of use for a majority of the livestock use will be shortened for 45 days in the spring. This will allow key forage species to increase in density and vigor.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain
Activity	Wildlife
Objective Number	WL-3.2

ISSUE

The naturalness of the Henry Mountain bison herd.

OBJECTIVE

Insure that the Henry Mountain bison herd remains wild and free roaming and that it not be restricted/or turned into a semi-domesticated herd that is moved from pasture to pasture as are some of the herds found in the United States.

RATIONALE

The Henry Mountain bison herd is unique in that it is the only wild, free-roaming bison herd that is hunted on an annual basis by permit. The national, regional and local demand for this type of hunting recreation is well established by the numbers of applicants for the few available permits. This high interest greatly stimulates the local and state economy by increased revenues from hunters, as well as expenditures made by non-consumptive users such as travel expenses, eating, and lodging expenses.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP) ~~Henry Mountain P.A.~~
Activity Wildlife
Reference Number WL-3.2

RECOMMENDATION - WL-3.2

Give the bison habitat top priority for habitat management in the planning area and insure that the herd remains wild and free roaming and that it not be restricted so that it is turned into a semi-domesticated herd, moved from pasture to pasture as are some of the herds found in United States.

RATIONALE

The national, regional and local demand for a free roaming bison herd from which surplus animals can be harvested by hunting under wild conditions is well established by numbers of applicants for available permits. This demand is also true for those great numbers of perople who are interested in having a free roaming herd for non-comsumptive use.

This herd is unique, and one of the most outstanding reatures it has is being able to roam completely free and able to carry out its life functions as its instincts demand. This is not true in any other bison herd in the United States.

As such, the primary management goal should be to manage this planning unit primarily for bison. The local and state economy will benefit by increased revenues from hunters, as well as expenditures made by non-consumptive users such as travel expenses, eating and lodging expenses.

SUPPORT NEEDS

-District and State Office Resource Divisions
-Utah Division of Wildlife Resources

MULTIPLE-USE ANALYSIS

Wildlife - only two bison herds in the contiguous 48 States are wild and free roaming - the Henry Mountain herd and the Yellowstone herd.

Livestock - The bison in the Henry Mountains have a history as carriers of Brucellosis (infecteous abortion) and have been suspected of infecting cattle using the same ranges. As a result bison must be carefully monitored to assure that timely and proper action can be taken to protect the livestock resource. Bison are hard on livestock fences. Maintenance cost will be high with a wild-free roaming herd. Livestock

Recreation - Harvesting of approximately 25 to 30 bison through sport hunting provides approximately 600 high value hunting days annually (based on an estimate of 7 day and 3 persons per permit). In addition sight-seers come internationally to observe the bison. The magnitude of this activity is unknown; but unquestionably exceeds hunting days by many times. The demand for permits to hunt the bison exceeds availability by approximately 80 times.

Economics - Based on very unspecific data gathered from buffalo hunters it appears that about $2,000.00 is being expended per permit for the hunt. This does not

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain
Activity	Wildlife
Objective Number	WL-3.4

ISSUE

Existing and future water developments for wildlife.

OBJECTIVE

Modify all water facilities (both existing and proposed) under Bureau control to make water available to all species of wildlife on a yearlong basis.

RATIONALE

Water facilities which are unavailable to wildlife or which are available to wildlife only during the periods of time livestock are present, are detrimental to wildlife and are not in accord with the Bureau's long-range objectives and multiple-use management principles.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP): Henry Mountain P.A.
Activity: Wildlife
Reference Number: WL-3.4

RECOMMENDATIONS - WL-3.4

All water development projects will be constructed to provide water for wildlife on a yearlong basis (See MFP I Table 2 for list of water development projects).

RATIONALE

A year-long water source is important to most wildlife species. In the past, water developments have been made which did not consider wildlife needs. Wildlife needs are (1) water left at a spring source, (2) bird ramps installed in stock tansk, (3) fenced area in stock pond development, (4) agreements to keep wells pumped on a year-long basis, and/or water in troughs etc. year-long where feasible.

SUPPORT NEEDS:

-District Staff Specialists
-Operation Division Chief

MULTIPLE-USE ANALYSISIS

Wildlife - Several species of wildlife would benefit from permanent water sources. Of particular benefit would be birds, small mammals, and reptiles. If waters were made available additional feeding and breeding habitat would become available. Conversely if free-flowing water were developed and piped away from a current source crucial habitat could be lost.

Economics - Costs would be high and logistics would be very difficult to keep all pipelines and wells going year-around. Exact costs are not known but to gain commitment and funding would most likely not be possible.

MULTIPLE-USE RECOMMENDATION

Reject the specialists recommendation but provide water wherever free-flowing water is developed and evaluate on a case-by-case the feasibility of providing year-long, or at least during frost-free periods, water on pipelines and wells.

DECISION

Accept the multipe-use recommendation.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain
Activity	Wildlife
Objective Number	WL-3.5

ISSUE

Forage allocation for wild burros.

OBJECTIVE

Provide sufficient AUMs to maintain a burro population of approximately 20 animals.

RATIONALE

The Wild Horse and Burro Act of 1971 mandates that BLM consider wild burros equally with other resource values in developing resource management plans. This includes providing sufficient forage to maintain a healthy population at the level determined desireable through the multiple-use planning system. It is estimated that the allocation of 100 AUMs in the Robbers Roost Allotment will maintain a healthy burro population with little or no impacts to other rangeland resources.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Wildlife
Reference Number	WL-3.5

RECOMMENDATION WL-3.5

Provide 100 AUMs in the Robbers Roost allotment for wild burros.

RATIONALE

The Wild Horse and Burro Act of 1971 mandates that BLM consider wild burros equally with other resource values in developing resource management plans. This includes providing sufficient forage to maintain a healthy population at the level determined desirable through the multiple-use planning system.

Wild burro herd Unit 5 is located in the northeast section of the planning area in the Robbers Roost allotment. Based upon a 1981 inventory, there are approximately 20 animals in this herd unit. The herd builds up to about 35 animals quite fast but apparently dies back every few years. It is estimated that allocation of 100 AUMs for wild burros in the Robber's Roost allotment will provide sufficient forage to sustain the current herd.

For Multiple-Use Analysis, Recommendation, and Decision on Wild Burros see WL-3.1.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain
Activity	Wildlife
Objective Number	WL-3.6

ISSUE

The status and ecology of the Henry Mountain bison herd.

OBJECTIVE

Develop on-going research programs regarding the status and ecology of the Henry Mountain bison herd so that proper forage allocations on crucial areas can be determined.

RATIONALE

Although there have been numerous aerial and ground observations, there have been only three in-depth studies, conducted since 1964, on the status, ecology, and distribution of the Henry Mountain bison herd. Because of the paucity of data, many conflicting opinions, between BLM and UDWR personnel as well as local livestock operators, regarding the number of bison, what they eat, impacts to the range, and competition with livestock have occurred. These conflicting opinions have made management of the herd extremely difficult. On-going research programs designed to provide answers to these conflicting opinions will greatly assist in the wise management of the bison herd.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Wildlife
Reference Number	WL-3.6

RECOMMENDATION WL-3.6

Develop a comprehensive management plan in coordination with the UDWR for monitoring bison numbers as well as habitat condition and trend on crucial bison use areas. Major areas of concern include; calf mortality and herd composition data; the role that 2½ year olds (cows and bulls) play in reproduction; the delineation of major seasonal use areas and winter diets.

RATIONALE

There has been a great deal of controversy between local livestock operators, the UDWR and the BLM regarding the population status of the Henry Mountain bison herd. As such, a coordinated monitoring plan between the BLM and UDWR, aimed at collecting more accurate data regarding the status, distribution and ecology of the herd would help resolve much of the controversy as well as insure the health and welfare of the herd.

SUPPORT NEEDS

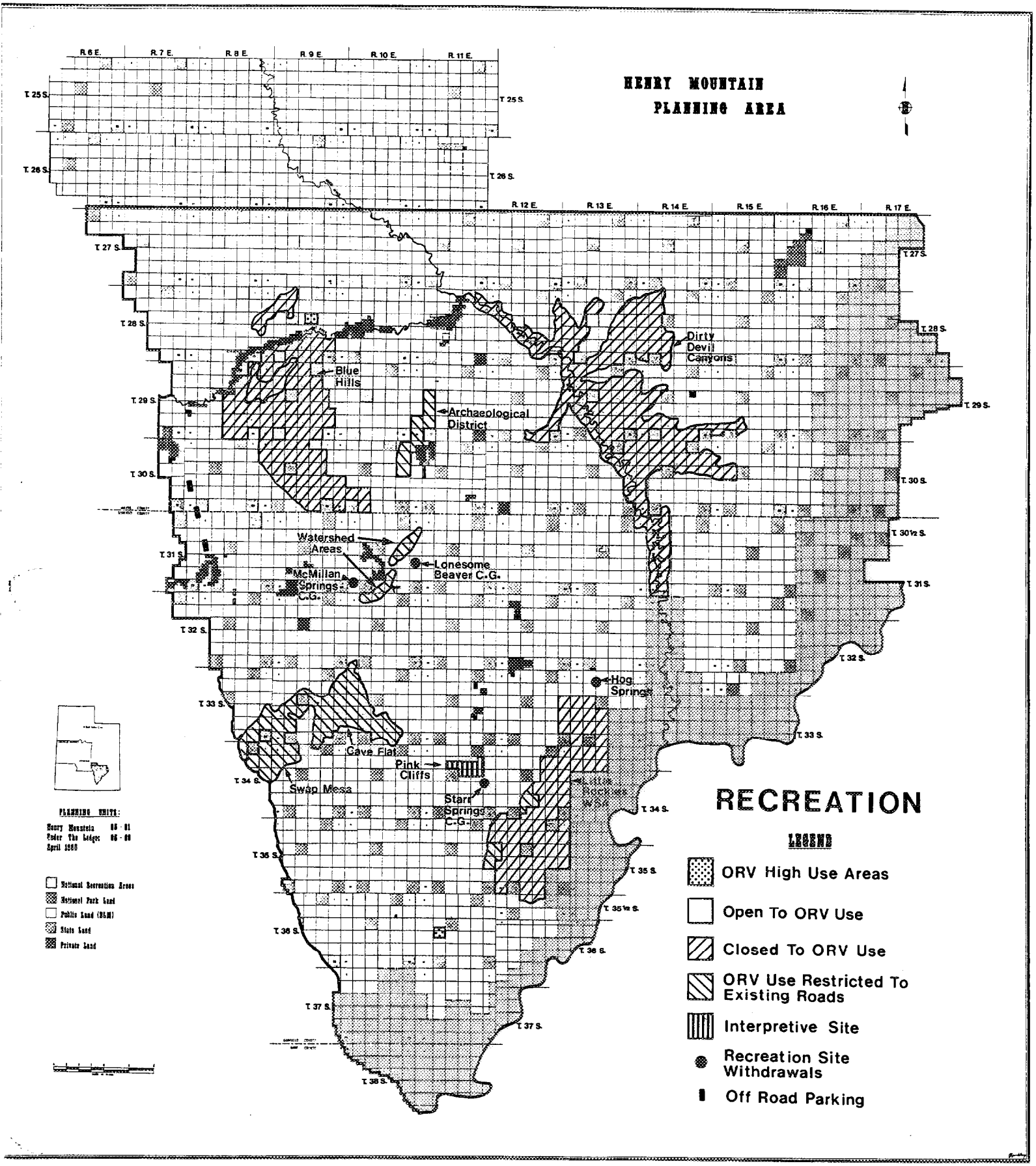
-Utah Division of Wildlife Resources
-Livestock Operators
-Advisory Board Committee
-District and Area Resource Staffs

MULTIPLE-USE Recommendation

Accept the specialists recommendation.

DECISION

Modify the multiple-use recommendation to develop a habitat plan within realistic budgets. Encourage UDWR to gather the needed research information. Investigate the possibility for a research grant to conduct the studies and analysis needed..


HENRY MOUNTAIN
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Dirty Devil Canyons
Blue Hills
Archaeological District
Watershed Areas
Lonesome Beaver C.G.
McMillan Springs C.G.
Hog Springs
Cave Flat
Pink Cliffs
Swap Mesa
Starr Springs C.G.
Little Rockies W.S.
RECREATION
LEGEND
ORV High Use Areas
Open To ORV Use
Closed To ORV Use
ORV Use Restricted To Existing Roads
Interpretive Site
Recreation Site Withdrawals
Off Road Parking
PLANNING UNITS:
Henry Mountain 86-81
Under The Ledges 86-80
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Objective Number	R-1

ISSUE 1

Population shifts due to energy related developments in and around the planning area have caused an additional demand for recreational facilities. What additional recreational facilities should be developed to meet this increased demand?

OBJECTIVE

Provide recreational facilities where needed.

RATIONALE

Recreation is an important use of the public lands in the planning area, where there are four developed recreation sites. Where facilities have become overcrowded, site deterioration has occurred leading to vandalism and increased maintenance costs. The BLM can promote a positive public image when it can meet established demand for recreation developments. Also, as user patterns change and population shifts occur, it becomes necessary to develop new facilities.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Reference Number	R-1.1

RECOMMENDATION R-1.1

Expand the developed camping facilities in the Starr Springs area.

RATIONALE

This campground is usually filled to capacity throughout the summer. Deterioration due to overuse in the campground and to the surrounding area is leading to vegetation and soil destruction and sanitation problems. Further, the site attracts use from the Ticaboo area and has become in effect a "city park" during the summer, diminishing the recreation opportunities and experience of other visitors. The unfinished activity plan should be completed to give guidance to the management of present facilities.

The Starr Springs area has long been identified as having capacity for additional developed space and the URA has identified adjacent Cowboy Springs as having development potential. The previous MFP (1974) also recommended that additional development was necessary in this area. Even though recreation development projects have not been funded under existing budgets, the studies recommended should be undertaken so that a cost estimate is on hand when funds become available.

SUPPORT

- Conduct a survey to determine specific site location, capacity, and costs of expansion and complete an activity plan by the end of FY 1982
- Finalize mineral withdrawal (see R-8.1)
- Develop maintenance program

MULTIPLE USE ANALYSIS

WILDLIFE - Expanding and developing camping facilities at Starr Spring would increase human activity in this area. The impact from this activity would be to riparian habitats (i.e., littering, water pollution). However, this impact should not cause any measurable change in habitat quality. This recommendation could conflict with wildlife recommendation WL 3.1.

No other impacts were identified from this action.

ALTERNATIVE 1 (No Action)

Take no action to expand the Starr Springs camping facilities.

MULTIPLE USE ANALYSIS

RECREATION - Adverse impacts from this alternative were outlined in the recommendation's rationale and include continued overcrowding, soil and veg-destruction, reduced visitor satisfaction, and deterioration of existing facilities. Delays in developing plans and cost estimates will increase the time needed to respond to any future funding increases. These delays could mean that other recreation developments elsewhere in the State would get the money instead.

No other impacts were identified from this alternative.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Reference Number	R-1.1

MULTIPLE USE RECOMMENDATION R-1.1

Accept the specialist recommendation as written.

RATIONALE

This recreation site has an identified need for additional development. Overcrowding and site deterioration will continue unless additional management efforts are taken. Although funding is currently restricted, site planning and cost estimates can be made so that development can be quickly initiated when funding becomes available. This recommendation received support from the District Multiple Use Advisory Council and the general public. There are no significant adverse effects from this recommendation on other resources.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation.

- -

DECISION R-1.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION R-1.2

Construct parking space for three to four cars by the end of FY 1982 at the following locations along the Notom Road: Sheets Gulch, Five Mile Wash and Burro Wash.

RATIONALE

These creeks serve as access points for people exploring the canyons in Capitol Reef National Park. A safety hazard exists because the Notom Road is deeply graded through sandy areas at the three creeks, making it impossible to pull off the road. On one occasion in the spring of 1981, four cars were observed parked at one time on the road of Sheets Gulch. The NPS estimates over 5,000 people use portions of this road during the year. This need was also identified during the development of the Capitol Reef Master Plan and will be recommended as part of the preferred alternative to be announced in May of 1982. Since these parking areas are on BLM administered land, interagency cooperation is desirable.

SUPPORT NEEDS:

-Identify areas in field by staking
-Cooperative agreement with Wayne County and Garfield County Road Departments
-Coordination and cooperation with Capitol Reef National Park

MULTIPLE USE ANALYSIS

RECREATION - A positive impact would result from the elimination of the safety hazard described in the rationale.

No conflicts were identified to other resource values from this action.

ALTERNATIVE 1 (No Action)

Take no action to construct parking space along the Notom road.

MULTIPLE USE ANALYSIS

RECREATION - There would be an adverse impact to recreation because the safety hazard described under the rationale would continue to exist.

No other impacts were identified for this alternative.

MULTIPLE USE RECOMMENDATION R-1.2

Accept the specialist recommendation as written.

RATIONALE

This recommendation will eliminate a safety hazard and provide an opportunity for cooperation with the development proposals in the new Capitol Reef National Park Master Plan. Costs are expected to be minimal. No adverse effects for other resources were identified. The recommendation was supported by the general public.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation.

- -

DECISION R-1.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist recommendations and the multiple use recommendation adequately discuss the desirability and need for this action.

RECOMMENDATION R-1.3

Develop an interpretive site at the Pink Cliffs (T. 34 S., R. 11 E. Secs. 9, 10, 11, 13, 14) and manage 1,760 acres to protect recreational, educational and scenic values.

RATIONALE

The Pink Cliffs are actually several geologic formations (Navajo, Chinle, Morrison, and Windgate) which were tilted completely on end and then gradually eroded as Mt. Hillers was uplifted. They represent one of the most dramatic examples of the geologic forces for which the Henry Mountains are noted by geologists.

The area is easily accessible by the public and adjacent to the most popular developed recreation site in the planning area, Starr Springs.

Special management of the area and the development of an activity plan (including hiking and interpretation) would be consistent with Bureau policy to provide protection for significant natural features as well as call attention to the geologic processes for which the Henry Mountains are famous.

Due to budget constraints and the time needed to obtain the State section by exchange, only the signing, easement, and trail development are probable for the immediate future. However, management recognition of the recreational, scenic, educational and interpretive values will assure the availability of this area for future development. It should be noted that acquisition of State section 16 would provide an excellent area for future camping or picnicking development.

SUPPORT NEEDS

-Develop an activity plan by the end of FY 1984
-Obtain section 16 through the exchange process (see lands recommendation L-3.1)
-Improve access from Starr Springs (obtain an easement from the State of Utah for an access road; regrade and/or gravel this road)
-Construct trail and post signs
-Close to ORV use
-Place in category 2 with no surface occupancy stipulations for oil and gas leasing
-Identify area on new HMRA recreation brochure.

MULTIPLE USE ANALYSIS

MINERALS - Although the support needs recommend a Category 2 with "No Surface Occupancy" stipulation, the area is small and the geologic formations do not indicate a likelihood of oil and gas deposits. Therefore the support need would have an insignificant negative impact on the minerals program for the planning area.

WATERSHED - Providing surface protection for this area would have a positive impact on watershed resources. Most of this area is classified in a moderate erosion condition class. Not allowing ORV use or oil and gas activity would help maintain this classification and prevent any increased sediment load into nearby streams.

WILDLIFE - The Pink Cliffs area sits on the boundary of crucial-critical and high priority deer summer range. Any management actions taken to restrict surface disturbing activities would have a positive impact to wildlife resources.

RECREATION - Benefits derived from this recommendation have been addressed in the rationale.

No other impacts have been identified from this action.

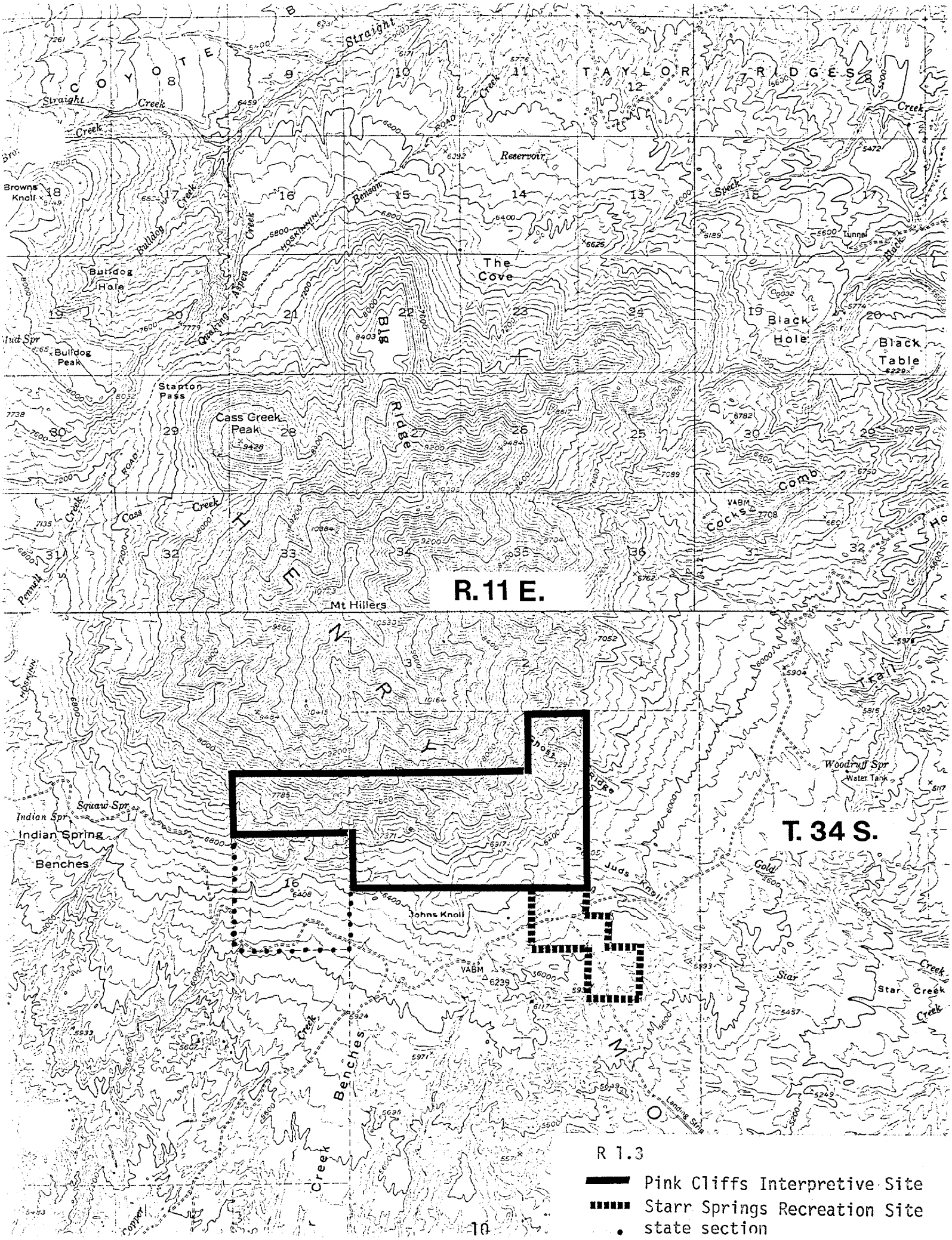
ALTERNATIVE 1 (No Action)

Take no action to develop an interpretive site at the Pink Cliffs.

MULTIPLE USE ANALYSIS

RECREATION - Benefits described in the recommendation's rationale would be forgone, including an opportunity to interpret the geology and provide additional recreation opportunities in an area with an identified need. The recreational, scenic, and educational values would remain unrecognized and could be lost as other activities occur in the area.

No impacts to other resources were identified from this alternative.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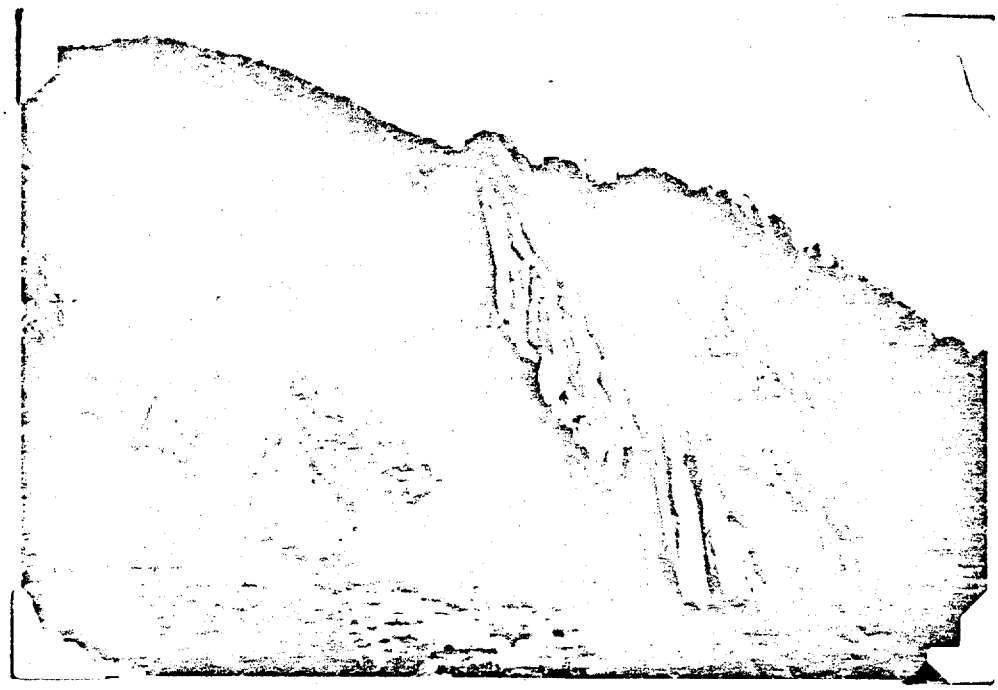
T. 34 S.
COYOTE
TAYLOR RIDGES
Straight Creek
Reservoir
Browns Knoll
Bulldog Hole
Bulldog Peak
Stanton Pass
Cass Creek Peak
The Cove
Black Hole
Black Table
Comb
Cocks
Mt Hillers
Indian Spr
Indian Spring
Squaw Spr
Benches
Johns Knoll
Woodruff Spr
Water Tank
Star Creek
Landing Strip
R 1.3
Pink Cliffs Interpretive Site
Starr Springs Recreation Site
state section



The Pink Cliffs, on the south side of Mt. Hillers, offer an excellent opportunity to interpret the geologic forces which formed the Henry Mountains in an area adjacent to a developed recreation site. Several small trails in the area could eventually be expanded. State section 16 offers excellent potential for both developed and undeveloped camping.

MULTIPLE USE RECOMMENDATION R-1.3

Accept the specialist recommendation as written.

RATIONALE

The Pink Cliffs area offers an excellent opportunity to provide interpretation of the geologic features of the Henry Mountains. The cliffs are adjacent to Starr Springs,, one of the most popular developed recreation sites in the resource area. Management recognition of the scenic, educational and recreation values would assure these values are maintained for future development. This recognition will further support acquisition of a State section with desirable recreational values. No adverse effects to other resources were identified.

This recommendation received support from the general public.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-1.3

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendation adequately discuss and support the desirability and the need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Objective Number	R-2

ISSUE 2

Unhealthy and unsightly conditions have been identified in the McMillin Springs and Airplane Springs picnic/campgrounds from livestock use. Should livestock grazing be excluded from these areas and how should this be accomplished? Also, contamination of public drinking water in picnic areas and campgrounds from other resource uses must be prevented. What steps should be taken to protect these water sources?

OBJECTIVE

Develop a management policy for existing recreation sites and determine the level of development needed to provide for visitor health and safety.

RATIONALE

BLM is required to provide a safe source of drinking water at all developed recreation sites.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P. A.
Activity	Recreation
Reference Number	R-2.1

RECOMMENDATION R-2.1

Construct fencing around the McMillan Springs campground area and provide a safe water source. Maintain the existing fence around Airplane Springs water source.

RATIONALE

Cattle grazing within developed recreation sites is an inappropriate activity and conflicts with BLM management objectives for these areas by promoting an unfavorable image of the agency in the minds of the general public. Fencing will reduce user conflicts and protect public drinking water from contamination. BLM has an obligation to provide safe drinking water sources at developed recreation facilities. Since there are only one picnic table and one outhouse at Airplane Springs and use is low, no additional fencing is now warranted.

SUPPORT NEEDS

Design and include fencing project proposal for FY 1983 AWP.

MULTIPLE USE ANALYSIS

No conflicts were identified from this recommendation. Negative impacts to the campground and picnic area described in the rationale would be negated as a result of this recommendation.

ALTERNATIVE 1 (No Action)

Take no action to construct a fence around McMillin Springs campground and Hog Springs picnic area.

MULTIPLE USE ANALYSIS

RECREATION - Conflicts between recreational activities and cattle grazing would continue. A safe water source would not be available for public use at a developed camping area.

This alternative would not impact other resources or uses.

MULTIPLE USE RECOMMENDATION R-2.1

Accept the specialist recommendation as written.

RATIONALE

This recommendation would solve an identified problem in a developed recreation site. No adverse effects on other resources were identified. The recommendation received support from the public and District Multiple Use Advisory Council.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation.

- -

DECISION R-2.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Objective Number	R-3

UT-050-82-052

ISSUE 3

Executive Order 11644 has directed the BLM to make off-road vehicle (ORV) designations on all public lands administered by them. What designations should be applied to public lands in the planning area?

OBJECTIVE: PURPOSE AND NEED

Designate ORV use categories for all public lands in the HMPA.

RATIONALE

The BLM ORV designation process (43 CFR 8340) provides the framework for implementing Executive Order 11644. BLM has been directed to classify public lands to accommodate ORV use and minimize adverse impacts on other resources.

Under the guidelines of the "Management of Off-road Vehicle Use on Public Lands" as published in the Federal Register, June 15, 1979, off-road vehicle means any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding: (1) any nonamphibious registered motorboat; (2) any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; (3) any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved; (4) vehicles in official use; and (5) any combat or combat support vehicle when used in times of national defense emergencies.

The ORV designation process allows areas of potential resource conflicts to be identified through the Bureau planning process. After this identification is made, various levels of management response are possible including educating the public, printing brochures, and signing problem areas. These minimum management efforts should be adequate in this planning area because of the current low levels of ORV use. However, these efforts are still important because ORV use patterns can be directed away from sensitive areas before they develop. It is much more difficult to close areas later when they have received heavy use and have developed their own user clientele.

In many cases, state sections will be located within designated restricted or closed ORV use area. Access to these state sections will be provided on an as needed basis through consultation between the BLM, the applicable state agency and the state section leasee or resource user. When access is warranted, specific route (s) can be designated by the authorized BLM officer (see second paragraph of this rationale, item [3]).

SUMMARY OF PROPOSED ACTIONS AND ALTERNATIVES

A. Proposed Actions

R-3.1 Designate special ORV high use areas at Ticaboo and Caineville.

R-3.2 Restrict ORV use to designated roads in Bull Creek Archaeological District.

R-3.3 Restrict ORV use to existing maintained roads in the Nasty Flat and Bull Creek watershed problem areas.

R-3.4 Close hiking trails to ORV use at Mt. Ellen Summit, Angels Point, Panorama Point, Hog Springs, Dandelion Flat and the Caineville Mesas.

R-3.5 Close the Blue Hills to ORV use.

R-3.6 Close the east side of the Little Rockies to ORV use and restrict general recreation ORV use on the west side of the Little Rockies National Natural Landmark to existing roads and ways.

R-3.7 Close the canyons of the Dirty Devil River to ORV use.

R-3.8 Close Cave Flat and Swap Mesa to ORV use from December 21 to March 20.

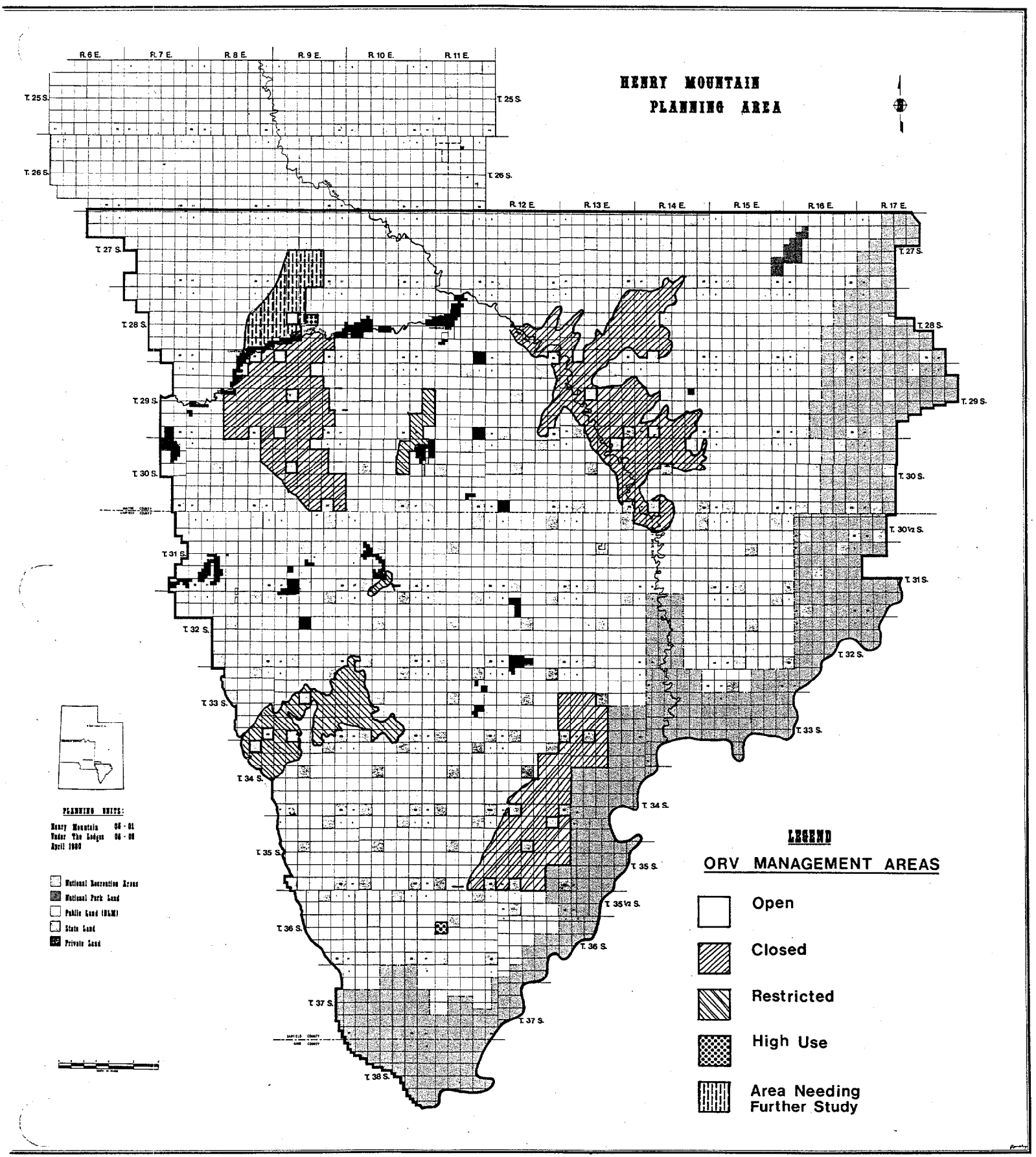
R-3.9 Designate the remaining public lands in the planning area open to ORV use.

B. Alternative

No action - Maintain open ORV use status for all public lands in planning area.

DESCRIPTION OF EXISTING ENVIRONMENT

A description of the existing environment can be found in the Unit Resource Analysis (URA) for the Henry Mountain Planning Area and other portions of the MFP as indicated in the analysis.


HENRY MOUNTAIN
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PLANNING UNITS:
Henry Mountain 06 - 01
Under The Ledges 06 - 08
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land
LEGEND
ORV MANAGEMENT AREAS
Open
Closed
Restricted
High Use
Area Needing Further Study

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Reference Number	R-3.1

RECOMMENDATION R-3.1

Provide special ORV high use areas at Ticaboo (South ½ of Sections 17 and North ½ of Section 20, T. 36 S., R. 11 E.) and Caineville (Section 14, T. 28 S., R. 9 E.).

RATIONALE

As the Ticaboo townsite develops, ORV use can be expected to increase. Residents have indicated a desire for a designated area for their ORV use. Directing use to a specific site will minimize use in more sensitive areas, such as adjacent to Glen Canyon NRA and Highway U-276. Use in these two areas is increasing in intensity and will need to be monitored.

The Caineville area currently receives intensive ORV use, especially during the spring, and unsightly scars along highway U-24 are increasing. Use has reached the point where "undue and unnecessary degradation" (prohibited by FLPMA) may now be occurring. Complaints from Caineville residents have been received and critical newspaper articles have been published. This area must now either be closed, in which case use will merely move elsewhere, or managed to control use. Since ORV use has been recognized as a legitimate recreational activity and a need for a designated area obviously exists, the latter action is preferable. A designated ORV play area with an activity plan will meet current recreation needs and also assist BLM in preserving the scenic quality of U-24 and the Blue Hills. There will be moderate beneficial impacts to recreation because there will be a significant improvement in the level of management for these activities.

SUPPORT NEEDS

- Coordinate with Garfield County and Ticaboo to identify the ORV area, develop or review an activity plan, process an R&PP application, and determine maintenance responsibility
- Coordinate with Wayne County and Richfield ORV user groups to develop and implement an activity plan and determine boundaries for the ORV high use area by the end of FY 1983
- ORV monitoring plan
- Watershed monitoring
- Post signs as needed

MULTIPLE USE ANALYSIS

RANGE - This action would have a slight negative impact on grazing use and rangeland resources, resulting from the destruction of surface vegetation. Cattle would no longer be able to graze in the designated ORV high use areas. However, positive impacts would result from the localization of the ORV use which would make other areas suitable for grazing. Both areas are small and on public lands which are not rated as highly productive forage areas.

Since there is a potential for the existence of threatened and endangered plant species, there is also a potential for these plants to be impacted. Use in these areas has been heavy in the past and there is a high probability that this use has already impacted any such plants located in the area.

WATERSHED - Negative impacts in the ORV high use areas will occur in terms of watershed damage. Vegetation will be practically none existent and soil compaction will result. Fortunately, these areas are in a low rainfall zone and are not very large. Positive impacts would indirectly occur to other public lands surrounding the high use areas if the ORV use is contained on the designated areas.

WILDLIFE - Restriction of ORV use to a localized area will help reduce habitat destruction and human disturbance. This action would result in a discernable improvement of wildlife resources outside high use areas and have a beneficial impact on wildlife objectives.

RECREATION - This action would have a positive impact on that portion of the general public interested in ORV use as described in the rationale. Designating certain public lands as ORV high use areas will eliminate conflicts with other resource users. This recommendation conflicts to some extent with R-3.5 and ACEC/R-1.1 which recommends closing most of the Blue Hills to ORV use. Although this high use area is outside the recommended Blue Hills closure area, the increased recreation use can be expected to "spill over" into sensitive areas. This recommendation should not be adopted if recommendation R-3.5 is not adopted.

No other impacts were identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to control ORV activity by concentrating use in specified areas would enhance the long-term productivity of natural resources outside these areas.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

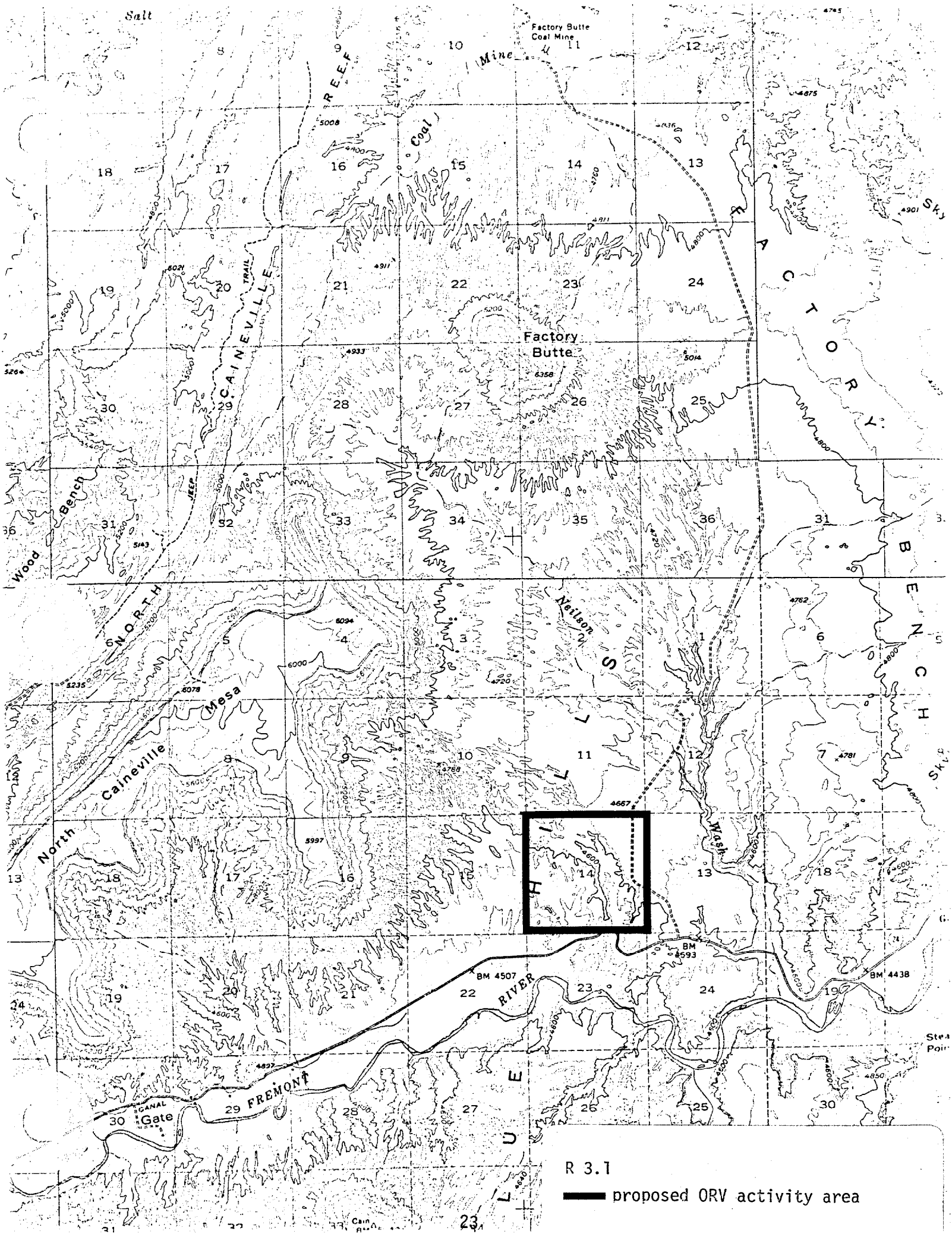
Natural and human caused erosion would continue to displace soils.

ALTERNATIVE 1 (No Action)

Take no action to designate ORV high use areas.

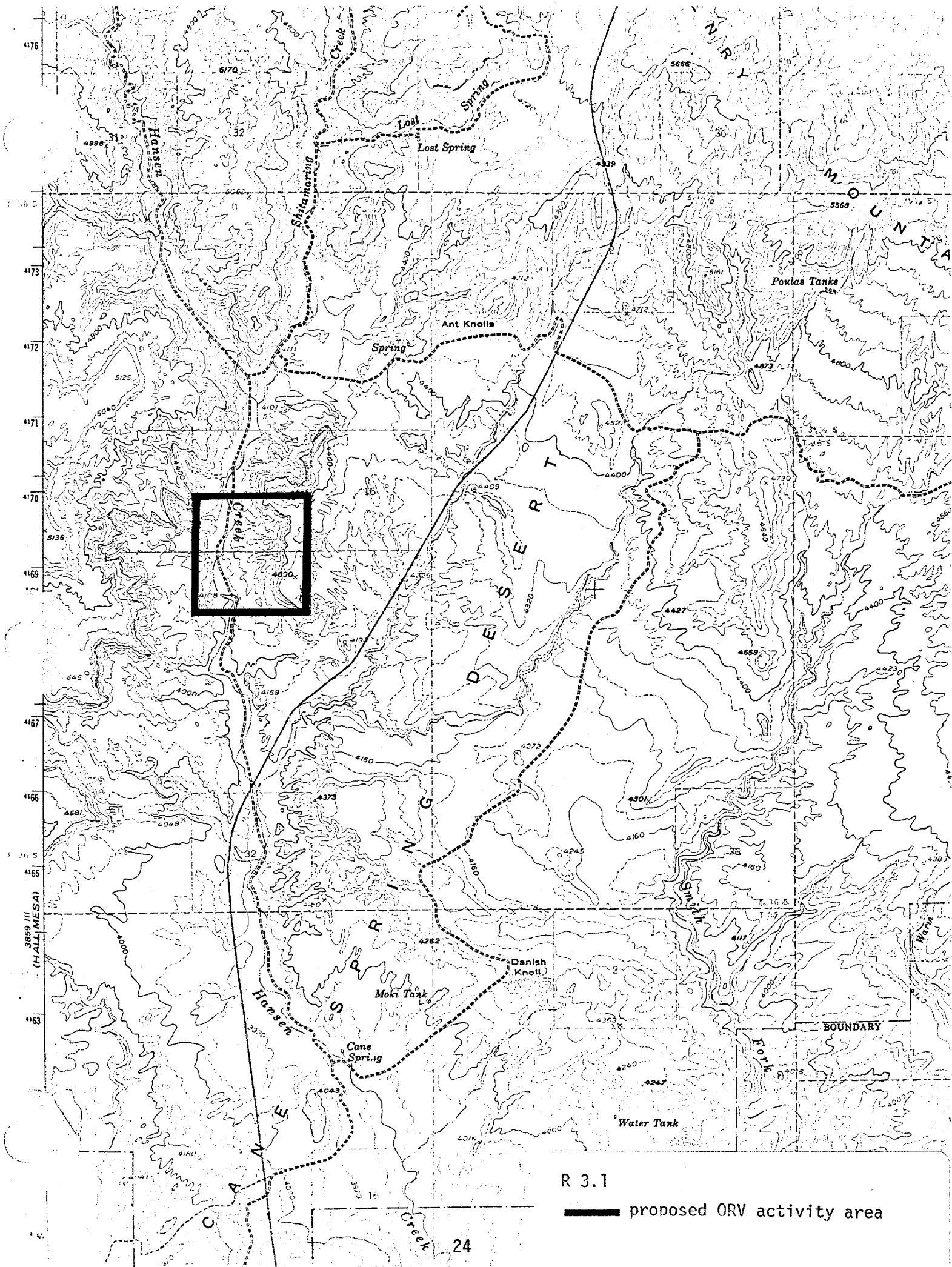
MULTIPLE USE ANALYSIS

RANGE - By continuing to allow uncontrolled use by off-road vehicles, this alternative would cause rangelands to suffer additional soil erosion and loss of vegetation. Livestock harassment and fence cutting have been known to occur

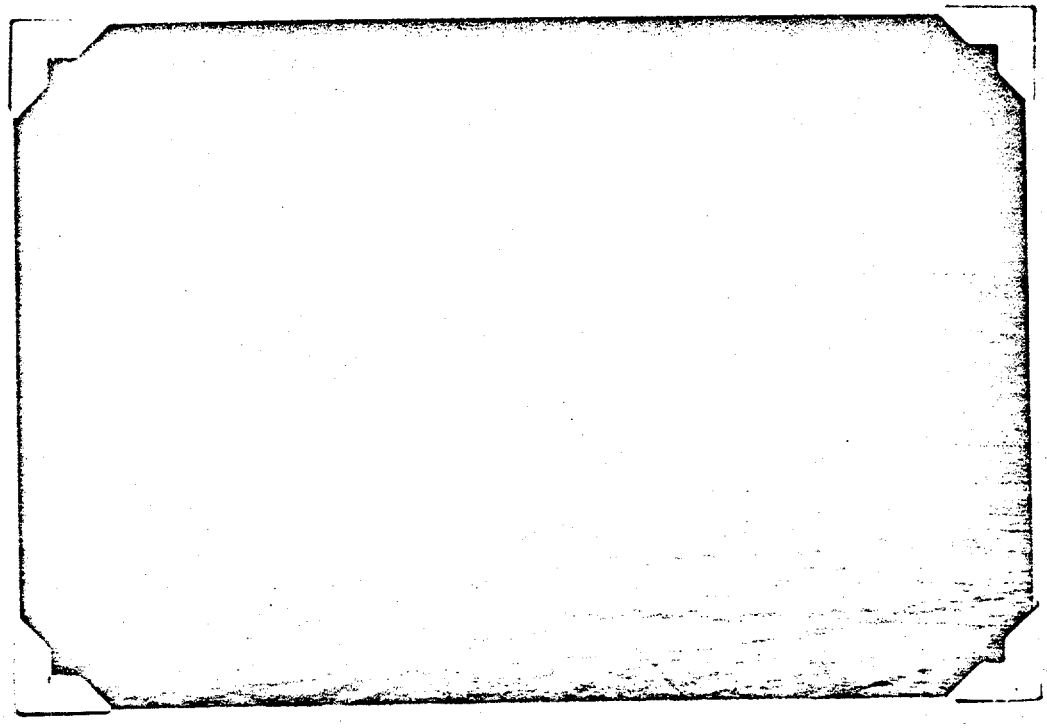


R 3.1

proposed ORV activity area



proposed ORV activity area



Examples of heavy ORV use occurring approximately ¼ mile north of highway U-24. North Caineville Mesa is in the background. Intensive management is suggested to keep use from spreading.

occasionally in the planning area as a result of ORV use. Without designated ORV use areas, problems identified above will continue to occur and rangeland resources will be impacted.

WATERSHED - Unrestricted ORV use on public lands can have a detrimental effect on vegetative cover, soil compaction and sediment yield. The degree of impact depends on the amount of ORV use, the vegetation density and the rate of regrowth. In those areas where the use is high and the vegetation density is low there will be a significant adverse effect on the watershed. Revegetation in the low, dry areas is a slow process. When rain storms occur, topsoils are easily carried away into the various creeks and drainages. From a watershed standpoint, it is important to restrict those fragile public lands which cannot tolerate the type of surface disturbance usually associated with heavy ORV use.

WILDLIFE - ORV use does not necessarily impact wildlife resources adversely. If use is dispersed and is not conducted on crucial-critical habitat during those seasons when wildlife need this habitat, impacts would be slight. Serious impacts would not occur unless ORV use in any particular area began to destroy the vegetation to the point that revegetation would be impossible and habitat loss resulted. This would be especially true on public lands identified as crucial-critical habitat.

RECREATION - As stated in the recommendation's rationale, random ORV use continue and adversly affect two scenic highways (U-24 and U-276). BLMs efforts to maintain scenic values will be hindered. Littering may increase due to a lack of management attention and BLM will not have responded to public requests to deal with the situation. It will become increasingly difficult to prevent ORV use in the Blue Hills, an area recommended to be closed to ORV use. This alternative conflicts with recommendation ACEC/R 1.1.

No other impacts were identified from this alternative.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

Same as those described for the recommendation.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Same as those described for the recommendation.

MULTIPLE USE RECOMMENDATION R-3.1

Accept the specialist recommendation as written.

RATIONALE

The fact that ORV use occurs in these areas and may spread to other more sensitive areas, warrants an intensive management effort. Guiding ORV use to specific sites will benefit range, watershed, and wildlife resources by concentrating use. A finding of no significant impact was determined as a result of the multiple use analysis. This recommendation was supported by the District Multiple Use Advisory Council.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation.

- -

DECISIONS R-3.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.2

Restrict ORV use in the Bull Creek Archaeological District to designated roads.

RATIONALE

43 CFR 8342.1 directs BLM to designate ORV areas "....to minimize damage to soil, watershed, vegetation, air, or other resources."

"The National Historic Preservation Amendments Act 1980" requires that Federal agencies assure that National Register Sites are not "....substantially altered, or allowed to deteriorate significantly...."

This area has significant cultural features which are highly sensitive to ORV disturbance. The area was nominated as an Archaeological District in 1980. There are more than 113 sites which include chipping sites, campsites, and pit houses. These sites are susceptible to damage when vehicles drive over or through them. ORV use has been increasing and many new paths and trails in the area are developing randomly. This recommendation would have positive impacts to recreation and cultural resources because there would be a significant improvement in the management of the area. Currently the area is open to unrestricted ORV use and damage to sites is occurring. Most of the soils in the Archaeological District were classified in the moderate, critical, and severe erosion condition classes. This is the least restrictive action which can be taken to provide adequate protection for the identified resource value.

SUPPORT NEEDS

-ORV monitoring plan
-Post signs as needed

MULTIPLE USE ANALYSIS

RANGE - This action would have a positive impact on rangeland resources and livestock grazing from this recommendation. ORV use on roads impacts rangeland resources through loss of vegetation and soil erosion. One mile of road uses approximately 3/4 of an acre of land which is no longer productive in terms of forage for livestock use. Restricting use to existing roads will help prevent future loss of forage and unnecessary soil erosion.

WATERSHED - This action would have a positive impact on vegetative cover and soil condition. As described under range impacts, soil erosion and a loss of vegetation usually result from ORV use. The degree of impact is dependent on the type of soils disturbed, the amount of disturbance and the vegetation density of the affected area. Most of the low desert lands surrounding the Henry Mountains are not highly productive and have low vegetation density.

Disturbances on these lands are usually more significant than on the higher elevation areas where moisture and revegetation potential are high. Any recommendation that keeps ORV use to existing roads would have a beneficial impact to watershed.

WILDLIFE - This action would have a positive impact on wildlife resources for the same reasons described under range and watershed. Impacts would be limited to established roads, which would be especially significant in crucial-critical habitat areas.

RECREATION - Impacts are covered under the rationale for the recommendation.

No other impacts have been identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to control ORV activity would enhance the long-term preservation of cultural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion and ORV use of existing roads would continue to displace soils.

ALTERNATIVE 1 (No Action)

Take no action to restrict ORV use in and around the Bull Creek Archaeological District.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the "No Action" alternative for recreation recommendation, R-3.1. The unregulated ORV activities would continue to be a potential and serious threat to the 113 cultural sites in the Archaeological District.

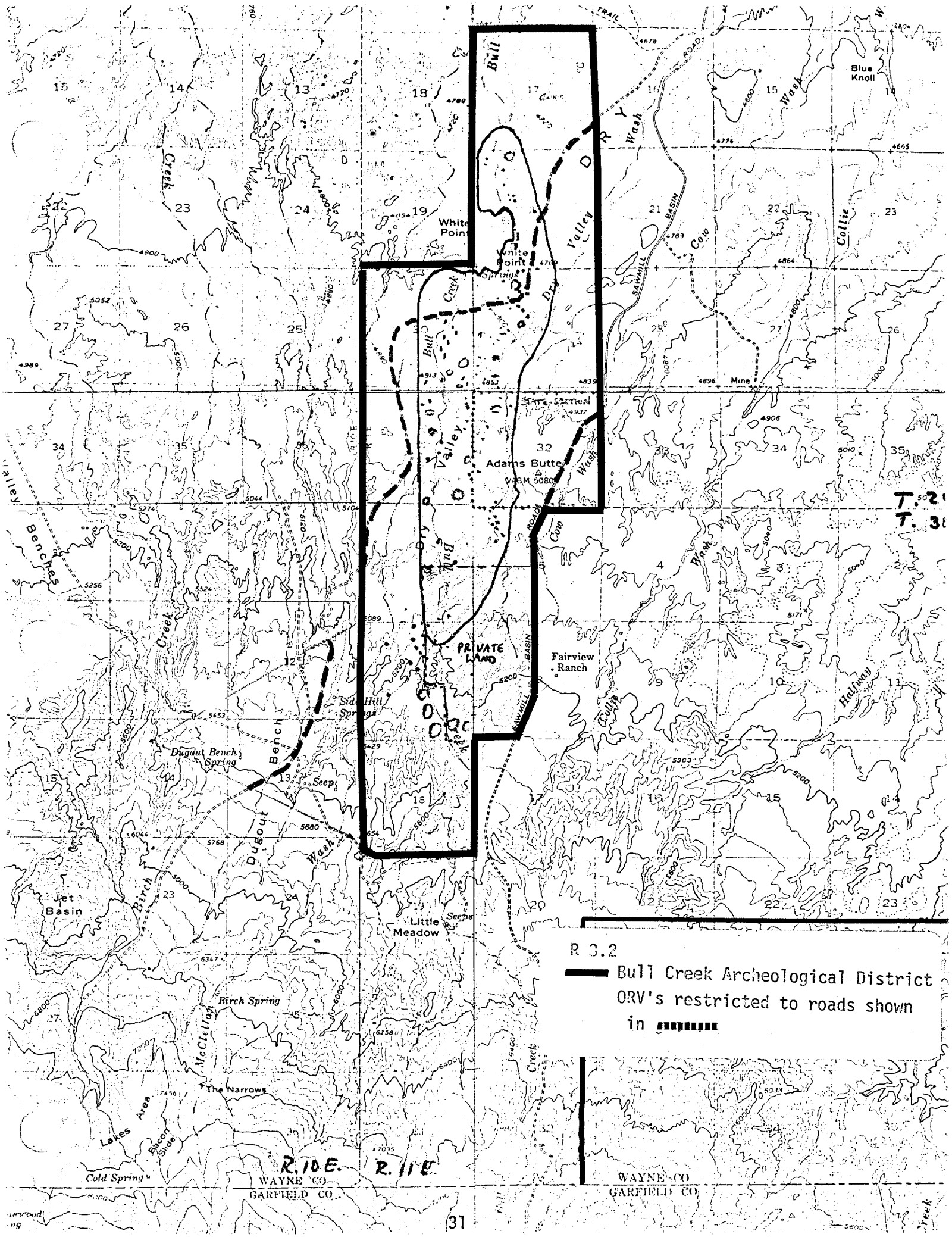
No other impacts have been identified from this alternative.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would negatively impact the long-term productivity (enhancing, understanding, and preserving) of the cultural resource values in the archaeological district.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activity would continue to displace soils and result in a potential loss of cultural resource values.


R 3.2
Bull Creek Archeological District
ORV's restricted to roads shown
in
Blue Knoll
White Point
White Point Spring
Bull Creek
Dry Valley
DRY Wash
Cow Wash
Collie Wash
Sawmill Basin
Mine
State Section
Adams Butte
WBM 5080
Valley
Bull Creek
PRIVATE LAND
Fairview Ranch
Halfway
Side Hill Springs
Dugout Bench Spring
Dugout Bench
Seep
Dugout Wash
Jet Basin
Birch
Little Meadow
Seeps
Birch Spring
McClellan
The Narrows
Lakes Area
Bacon Slide
Cold Spring
R.10 E.
R.11 E.
WAYNE CO
GARFIELD CO
T.2
T.3

MULTIPLE USE RECOMMENDATION R-3.2

Accept the specialist recommendation as written.

RATIONALE

ORV damage is occurring in the Archaeological District and more intensive management is both needed and desirable to protect the cultural resources. Benefits would occur to range, wildlife, and watershed resources. There would be no adverse impacts from this recommendation. This is the least restrictive action which can be taken to provide adequate protection for the resource value. This recommendation was supported by the public and the District Multiple Use Advisory Council.

SUPPORT NEED

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-3.2

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicite public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Reference Number	R-3.3

RECOMMENDATION R-3.3

Restrict ORV use in the Nasty Flat and Bull Creek watershed problem areas (see Watershed recommendations, W-2.1 and 3.1) to existing maintained roads.

RATIONALE

43 CFR 8342.1 directs BLM to designate ORV areas "to minimize damage to soil, watershed, vegetation, air, or other resources".

Both areas are in a VRM Management Class II area with Class A scenery; the worst erosion conditions are clearly visible from several important travel routes.

The Nasty Flat area has an erosion problem on steep slopes (over 70%) and portions have been classified in critical and severe condition. ORV use in this area would conflict with BLM's current efforts to restore the area to a more stable condition as outlined in watershed recommendation, W-2.1.

The Bull Creek area has a high rate of erosion caused by road construction. This construction was also responsible for the removal of stream meanders resulting in increased stream gradients and stream velocity. ORV use in and around the creek could negate watershed management actions designed to stabilize the creek channel and would be in conflict with watershed recommendation, W-3.1.

This is the least restrictive measure which can be applied to adequately protect the resource values identified in this rationale and the rationales for watershed recommendations, W-2.1 and W-3.1. Anything less restrictive would be in conflict with the management goals to improve watershed condition.

SUPPORT NEEDS

-ORV monitoring plan
-Post signs as needed

MULTIPLE USE ANALYSIS

RANGE/WATERSHED/WILDLIFE - Impacts from this recommendation would be the same as those described under recreation recommendation, R-3.2. In addition, these areas have been identified as needing special management attention to eliminate watershed problems. These areas are characterized by steep hillsides which would be very sensitive to ORV use. The areas have also been identified as lying in crucial-critical summer and/or winter habitat for deer and bison. This recommendation is a logical extension of watershed recommendations, W-2.1 and 3.1 which were to correct erosion problems resulting from gullying and past overgrazing and to stabilize the creek channel. Restricting ORV use will prevent compounding the problem which special management is trying to resolve. ORV closure has been listed as a support need for W-2.1 and 3.1.

RECREATION - Impacts are covered under the rationale For this recommendation.

WILDERNESS - This action would have a positive impact because no new off-road vehicle disturbances would occur in those portions of the proposed restricted areas lying in the wilderness study areas.

No other impacts were identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to control ORV activity would enhance the long-term productivity of the two watersheds.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion and ORV use of existing roads would continue to displace soils.

ALTERNATIVE 1 (No Action)

Take no action to restrict ORV use in the Nasty Flat and Bull Creek watershed problem areas.

MULTIPLE USE ANALYSIS

Impacts from this recommendation on range, watershed and wildlife would be the opposite of those described under the multiple use analysis for the recommendation (R-3.3). Even though ORV use is not currently occurring in the area, watershed damage from any use could be significant and eliminate the overall beneficial improvements that have resulted over time. This alternative would be in conflict with the special management plans (see W-2.1 and W-3.1) recommended to improve the watershed condition of both areas. The wilderness study area could also be negatively impacted if ORV use were to occur.

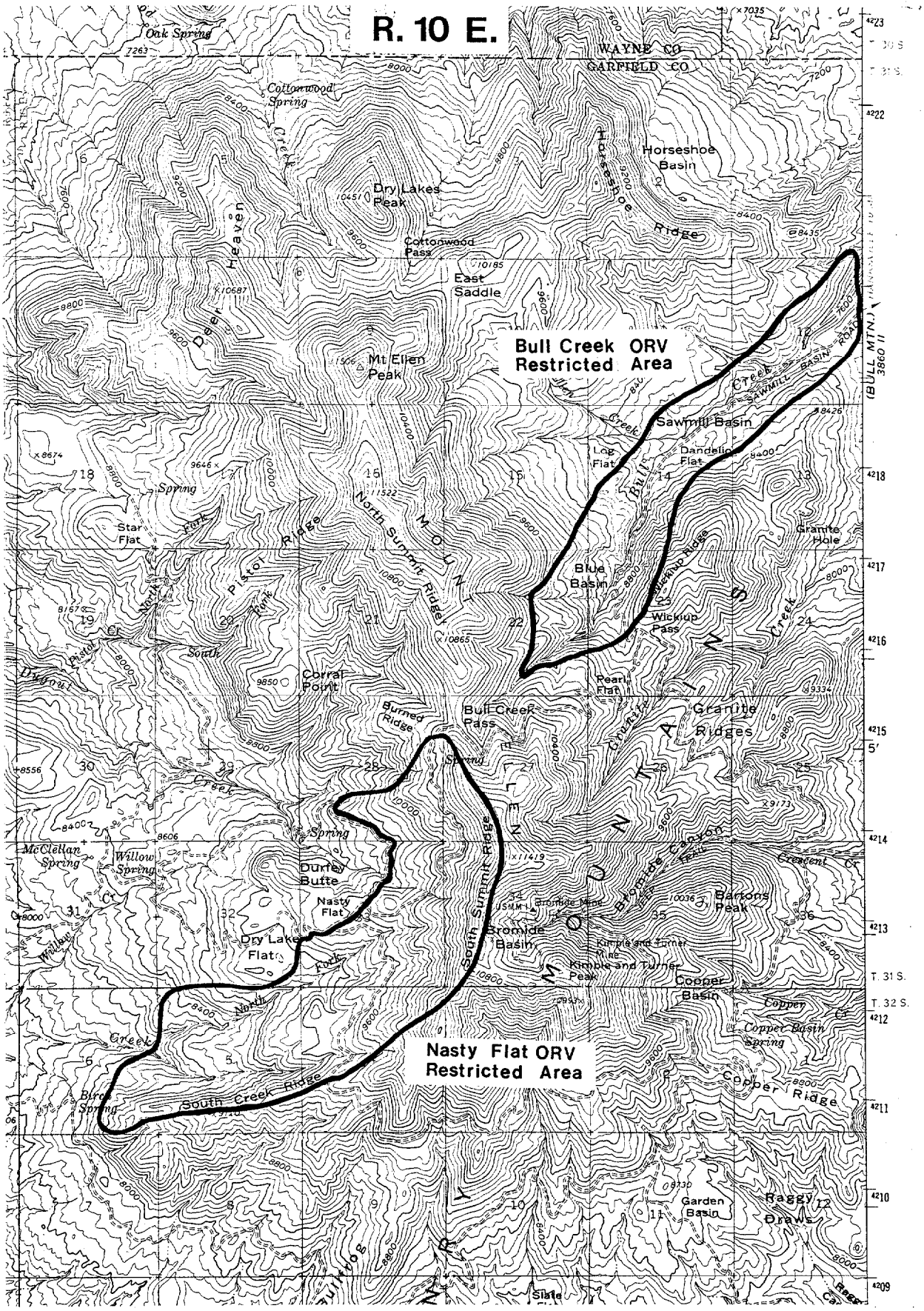
No other impacts were identified from this alternative.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would impact (lessen) the long-term productivity of the watershed values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activity would continue to displace soils.


R. 10 E.
WAYNE CO
GARFIELD CO
Oak Spring
Cottonwood Spring
Horseshoe Basin
Horseshoe Ridge
Dry Lakes Peak
Cottonwood Pass
East Saddle
Deer Heaven
Mt Ellen Peak
Bull Creek ORV Restricted Area
Sawmill Basin
Log Flat
Dandelion Flat
Star Flat
Pistol Ridge
North Summit Ridge
Granite Hole
Blue Basin
Wickiup Ridge
Wickiup Pass
Corral Point
Pearl Flat
Bull Creek Pass
Burned Ridge
Granite Ridges
South Summit Ridge
Dunley Butte
Nasty Flat
McClellan Spring
Willow Spring
Dry Lake Flat
Bromide Basin
Bromide Canyon
Barrons Peak
Kimble and Turner Mine
Kimble and Turner Peak
Copper Basin
Copper Basin Spring
Nasty Flat ORV Restricted Area
South Creek Ridge
Copper Ridge
Garden Basin
Raggy Draws
Bird Spring
Slate
(BULL MTN.)
T. 31 S.
T. 32 S.

MULTIPLE USE RECOMMENDATION R-3.3

Accept the specialist recommendation as written.

RATIONALE

This recommendation is a necessary support need to watershed recommendations W-2.1 and W-3.1. ORV use must be restricted in these areas to aid BLM's efforts to rehabilitate damaged portions of the Nasty Flat and Bull Creek problem areas. This is the least restrictive action which can be taken to adequately protect the watershed values. A finding of no significant impact was determined as a result of the multiple use recommendation. This recommendation was supported by the public and the District Multiple Use Advisory Council.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-3.3

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use alternative.

- -

COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.4

Close designated hiking trails to ORV use at Mt. Ellen Summit, Angels Point, Panorama Point, Hog Springs, Dandelion Flat, and the Caineville Mesas.

RATIONALE

43 CFR 8342.1 directs BLM to designate ORV areas to "minimize conflicts between off road vehicle use and other existing or proposed recreational uses of the same or neighboring public lands...."

ORV use in these areas is in direct conflict with the values for which these trails were established. In all cases, steep terrain would be easily disturbed by ORV use and a safety hazard exists between pedestrians and motorized vehicles. In most cases, the trails can be negotiated by motorcycles. Currently these areas are open to ORV use. This is the least restrictive action which can be taken to adequately protect the hiking trails and the public using them.

SUPPORT NEEDS

-ORV monitoring plan
-Post signs as needed

MULTIPLE USE ANALYSIS

Impacts from this recommendation would be the same as those described under the multiple use analysis for recreation recommendations R-3.2 and R-3.3.

RELATIONSHIP BETWEEN SHORT-TERM USE

The short-term use which is to control ORV activity would enhance the long term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion and the public's use of the hiking trails would continue to displace soils.

ALTERNATIVE 1 (No Action)

Take no action to close designated hiking trails to ORV use.

MULTIPLE USE ANALYSIS

RECREATION - A safety hazard would continue to exist between ORV users and pedestrains on these trails. If BLM personnel observed people driving motorcycles on these trails, they would have no legal basis for asking them to move elsewhere.

No impacts to other resources have been identified from this alternative.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles on hiking trails would impact (lessen) the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Same as those identified for the recommendation.

MULTIPLE USE RECOMMENDATION R-3.4

Accept the specialist recommendation as written.

RATIONALE

The recommendation's rationale correctly points out ORV use on these trails is inappropriate and contrary to the reason these trails were constructed. Although ORV use has not been a problem on these trails to date, it is preferable to identify these areas as closed to ORV use at this time to establish a legal basis for enforcement. Identification will also allow for a more rapid response time if signing should prove necessary rather than using the longer and more costly "emergency closure" procedures. Benefits to range, wildlife, and watershed were also identified. This is the least restrictive measure which can be taken to adequately protect the hiking trails. A finding of no significant impact was determined as a The recommendation was supported by the public and the District Multiple Use Advisory Council.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-3.4

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant action was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.5

Close the Blue Hills to ORV use.

RATIONALE

ORV use in this area conflicts with the recognized geologic, historic, scientific, scenic, and recreational values of the Blue Hills. These values have led to the area being considered for both Wilderness and ACEC designation.

Most ORV use in the area occurs in the spring while soils are saturated causing unsightly scars for several months along a key travel route. This condition has resulted in newspaper articles, letters to the editor, and input into the planning system from local residents.

Portions of the area are highly susceptible to natural erosion which would be increased by ORV activity. URA soils data concluded that "it should be the Bureaus objective to keep surface disturbance to a minimum in all areas where the Mancos Shale outcrops, especially in areas where overland flow is apparent". Phase I watershed data indicates that over 10,000 acres in the upper Sweetwater Creek drainage are in severe (the worst rating possible) condition. Over 15,000 acres are in moderate condition. 43 CFR 8342.1 directs BLM to locate ORV areas so as to "minimize damage to soil, watershed, vegetation, air, or other resources....."

The Blue Hills also have important scientific values which date back to 1875. (See the ACEC recommendations for a more complete discussion). This is the least restrictive action which can be taken on the WSA portion to adequately protect the resource values.

The 1974 MFP recommended closure of portions of the Blue Hills to ORV use and was approved.

The proposal to develop an ORV high use area near Caineville (R-3.2) may attract additional users to the area. Some ORV use can be expected to "spill over" into portions of the Blue Hills, particularly near Caineville. Therefore the boundary between the high use area and the other portions of the Blue Hills must be clearly identified, monitored, and enforced.

SUPPORT NEEDS

-ORV monitoring plan
-Signing as needed

MULTIPLE USE ANALYSIS

Impacts to range, watershed and wildlife resources will be the same as those described under the multiple use analyses for recreation recommendations, R-3.2 and R-3.3. In addition, this area is one of the most important research natural areas where natural erosion processes have been studied since 1875. Any accelerated erosion or damage to soil or earth surface areas would result in studies being less effective regarding the natural processes. The soil and its geomorphic character in the area make it highly sensitive to the type of surface disturbance associated with ORV use. Any restrictions to ORVs will be a positive benefit to the on-going scientific studies and the watershed in general.

RECREATION - Impacts from this action are covered under the rationale for the recommendation.

WILDERNESS - This action would have a positive impact because no new off-road vehicle disturbances would occur in those portions of the Blue Hills proposed for ORV closure lying in the wilderness study area.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to control ORV use would enhance the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion would continue to displace soils.

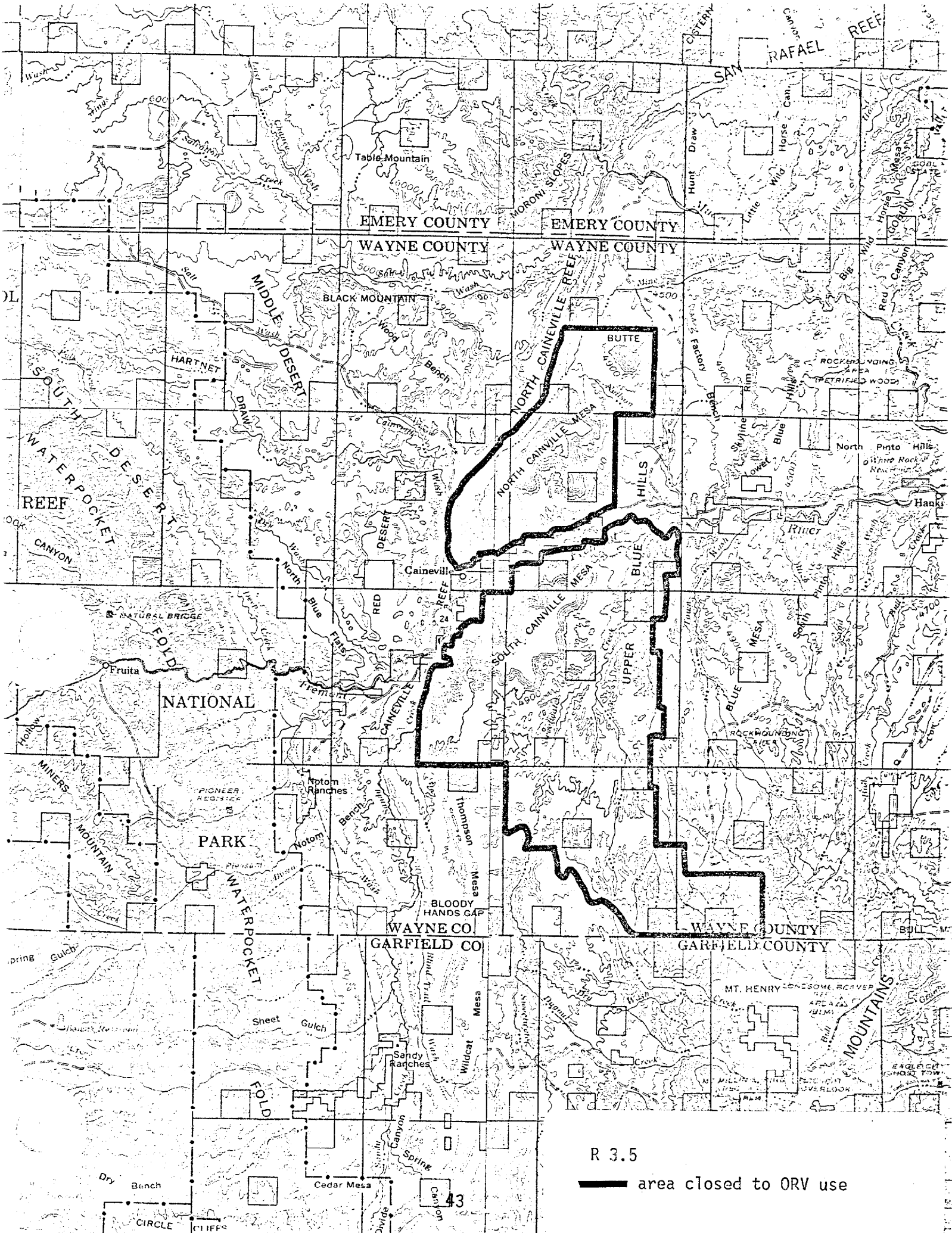
ALTERNATIVE 1 (No Action)

Take no action to close the Blue Hills to ORV use.

MULTIPLE USE ANALYSIS

Impacts to range, watershed, wildlife and wilderness would be just the opposite of those described under the multiple use analysis for the recommendation (R-3.5).

RECREATION - This action would have a negative impact on recreation resources. The Blue Hills have both high scenic values and on-going scientific studies. These values would be negatively impacted from ORV use especially if this use were to become more intensive in the future. As indicated in the rationale for the specialist recommendation, ORV use causes unsightly scars that are long lasting and could impair and/or negate the worth of the watershed studies currently being conducted.


SAN RAFAEL REEF
Table Mountain
EMERY COUNTY
EMERY COUNTY
WAYNE COUNTY
WAYNE COUNTY
BLACK MOUNTAIN
MIDDLE DESERT
NORTH CAINEVILLE REEF
BUTTE
HARTNET
SOUTH WATERPOCKET DESERT
REEF
CANYON
NORTH CAINVILLE MESA
BLUE HILLS
North Pinto Hills
Caineville
RED REEF
SOUTH CAINVILLE MESA
UPPER BLUE MESA
NATURAL BRIDGE
FOLD
Fruita
NATIONAL
PARK
Notom Ranches
Notom
Thompson Mesa
BLOODY HANDS GAP
WAYNE CO.
GARFIELD CO.
WAYNE COUNTY
GARFIELD COUNTY
WATERPOCKET
MINERS MOUNTAIN
Sheet Gulch
Sandy Ranches
Wildcat Mesa
MT. HENRY
MOUNTAINS
FOLD
Cedar Mesa
Dry Bench
CIRCLE CLIFFS
R 3.5
area closed to ORV use

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would impact (lessen) the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activities would continue to displace soils.

MULTIPLE USE RECOMMENDATION R-3.5

Accept the specialist recommendation as written.

RATIONALE

This recommendation will assist in protecting an area with unstable soils and high scenic and scientific values that has been subject to increasing ORV use. The ORV closure is necessary to protect on-going erosion studies in that portion of the Blue Hills south of state highway U-24. In addition, recreation recommendation R-3.1 will create an ORV concentration area that lies adjacent to the Blue Hills. Closing this area will help contain ORV use to the concentration areas and identify to the public the restricted areas before unwanted user patterns take hold. A finding of no significant impact was determined as a result of the multiple use analysis.

This recommendation has been identified as a support need for other resource recommendations and received support from the majority of general public comments.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-3.5

Accept the multiple use recommendation with the following modification: Do not designate that portion of the Blue Hills north of highway U-24 as closed to ORV use. Conduct a study to determine if and to what extent ORV use occurs in the area and if a closure is warranted on all or any part of the area.

RATIONALE

There is a management concern that ORV use is presently occurring in and around Neilson Wash between North Caineville Mesa and Factory Butte in that portion of the Blue Hills lying to the north of state highway U-24. The extent of damage this use is causing to the recreational scenic values or the watershed itself is questionable. A study of this area will be conducted in conjunction with an activity plan scheduled for completion in FY 1983 for an approved ORV high use area adjacent to the Blue Hills proposal area (see R-3.1). This study will provide a better basis for determining the need and boundary should an ORV closure designation be warranted. A finding of no significant impact was determined as a result of the multiple use analysis.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation
-Conduct a study to determine the need and closure boundary in conjunction with the development of an activity plan scheduled for completion in FY 1983 for an ORV high use area adjacent to the Blue Hills area north of state highway U-24.

- -

COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.6

Close the east side of the Little Rockies to ORV use. Restrict general recreation ORV use on the west side of the Little Rockies National Natural Landmark to existing roads and "ways". Close and rehabilitate roads and ways on the west and south sides of the Little Rockies NNL where access is no longer necessary for mining and ranching operations.

RATIONALE

The Little Rockies were designated as a National Natural Landmark in 1975 in recognition of their national significance as a type locality for the geological processes for which the Henry Mountains are famous. As the principal land managing agency for this landmark, BLM has the responsibility to manage the area to preserve the values for which the landmark was established. (The BLM and NPS issued a cooperative agreement for NNL management in 1972).

Unregulated ORV use in this area, especially on the steep slopes and loose soils on the upper slopes would diminish the recreational, scenic, and scientific values of the area. Approximately 10,000 acres included in this proposal were found to be in the critical erosion condition class.

Portions of this area were at one time considered for Primitive Area status and are now being considered for wilderness status.

The east side of the Little Rockies contains desert bighorn sheep habitat which requires special management attention, including ORV restrictions. This recommendation complements a support need identified in ACEC/WL-1.5 and ACEC/R-1.3. These are the least restrictive actions which can be taken to adequately protect the resource values.

The 1974 MFP also approved ORV restrictions in this area.

SUPPORT NEEDS

-ORV monitoring plan
-Post signs as needed
-Road inventory to determine which routes are no longer needed by the end of FY 1982; construct berms, water bars, and other rehabilitation measures as needed

MULTIPLE USE ANALYSIS

Impacts to range and watershed would be the same as those described under the multiple use analysis for recreation recommendations, R 3.2 and R 3.3.

WILDLIFE - The Little Rockies has been identified as desirable habitat for the Utah Division of Wildlife Resources' desert bighorn sheep reintroduction scheduled for 1982-83. Studies have shown that desert bighorn sheep are truly wilderness animals that cannot tolerate man or his related activities. The east side of the Little Rockies has a maze of steep walled canyons and slick rock cliffs that are ideal for desert bighorn sheep lambing and rutting grounds. Closing the Little Rockies to ORV use would be a beneficial action and would complement the reintroduction program. This recommendation also complements wildlife recommendation ACEC/WL-1.5 and mineral recommendation (M-2.2) Alternative 1, which proposes to keep the Little Rockies in a "No Lease" category for oil and gas exploration. This recommendation would help maintain the high quality habitat necessary for the successful reestablishment of bighorn sheep into the Little Rockies. This is the least restrictive action which can be taken to adequately protect the resource values.

RECREATION - Impacts from this action are covered under the rationale for the recommendation.

WILDERNESS - This action would have a positive impact because no new off-road vehicle disturbances would occur in the wilderness study area.

No other impacts were identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use which is to control ORV use would enhance the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with ORV use of existing roads would continue to displace soil.

ALTERNATIVE 1 (No Action)

Take no action to close the Little Rockies to ORV use.

MULTIPLE USE ANALYSIS

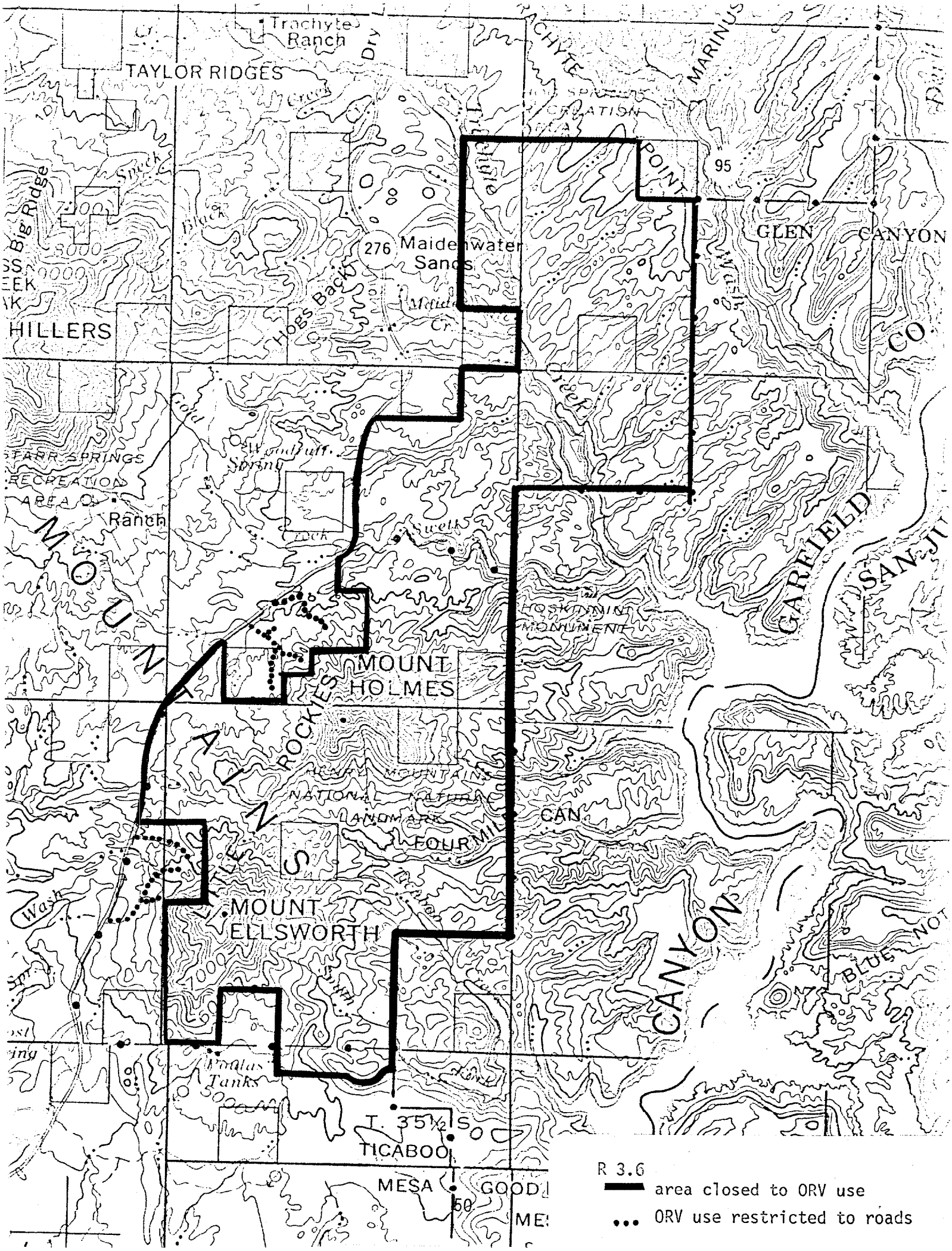
Impacts from this alternative would be the same as those described under the multiple use analysis for the "no action" alternative for recreation recommendation, R-3.1. In addition, impacts would be the opposite of those described under the multiple use analysis for the recommendation (R-3.6).

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would impact (lessen) the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activities would continue to displace soils.


Trachyte Ranch
TAYLOR RIDGES
Big Ridge
HILLERS
Maidenwater Sands
276
Hogs Back
95
GLEN
CANYON
CO.
STARR SPRINGS RECREATION AREA
Ranch
MOUNT HOLMES
ROCKIES
HENRY MOUNTAINS NATIONAL NATURAL LANDMARK
FOUR MILE
CAN
MOUNT ELLSWORTH
CANYONS
GARFIELD
BLUE
Tanks
TICABOO
MESA
GOOD
50
R 3.6
area closed to ORV use
ORV use restricted to roads

MULTIPLE USE RECOMMENDATIONS

Accept the specialist recommendation as written. Extend the ORV closure to include the Trachyte Creek drainage within the WSA boundary.

RATIONALE

This recommendation is an important support need to two other recommendations which suggest intensive management for the Little Rockies. This recommendation will also assist BLM in preserving the recreational, scientific and geologic values recognized through the National Natural Landmark designation. No new information was developed which showed why the previous MFP decision to close the area should be changed. Benefits to watershed, range, and recreation were identified. Also this recommendation is important if wildlife recommendation WL-1.2 is to be implemented. Extending the closure to the Trachyte Creek drainage will preserve important big horn sheep habitat. This is the least restrictive measure which can be taken to adequately protect the resource values. A finding of no significant impact was determined as a result of the multiple use analysis. The recommendation was supported by the public and the District Multiple Use Advisory Council.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION R-3.6

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.7

Close the canyons of the Dirty Devil River to recreational ORV use and begin rehabiliation measures for roads north of Happy Canyon (see map location).

RATIONALE

43 CFR 8342.1 directs BLM to locate ORV areas so as to "...minimize damage to soil, watershed, vegetation, air, or other resources....".

The canyons of the Dirty Devil River have long been identified as having high scenic, geologic, historic, cultural, and recreational values. The area is currently under study for wilderness designation and has been identified as having qualities deserving ACEC designation. This recommendation complements recommendation ACEC/R-1.2.

Beaver Canyon has been identified as having important biological values which could be lost or diminished if any ORV use occurred. This recommendation is an identified support need for recommendations ACEC/WL 1.4 and ACEC/R 1.2.

Over 75% of the land included in this recommendation is classified in the critical erosion condition class.

Any recreational ORV use in this area conflicts with the values identified above, particularly the recreational opportunities related to solitude and primitive recreation. Although ORV use is currently low, it is preferable to guide ORV use away from this area by minimal management actions before user patterns become established.

Several old "ways" were improved by Cotter Corporation after 1976 to provide access to drilling operations on state sections. These roads are clearly visible from Burr Point, a major scenic overlook. To date, no rehabilitation has been done by other than natural processes. These roads invite new ORV activity in an area that has high recreation values related to solitude and also has soil susceptible to erosion; therefore, they should be closed to all use. The roads should be rehabilitated because they are no longer needed for mineral exploration. This recommendation will have a positive impact to recreation because there will be a significant improvement in the quality of the management of the area. Currently, the area is open to unrestricted ORV use. ORV use on these roads could damage the natural revegetation that has occurred and increase rehabilitation costs. Closing the area to ORV use is the least restrictive measure which can be taken to adequately protect the area's resource values.

SUPPORT NEEDS

-ORV monitoring plan
-Post signs in the following three locations by the end of FY 1982:
  a. Angels Point
  b. Rim where Cotter road decends into canyon
  c. Junction of Dirty Devil River and Happy Canyon

MULTIPLE USE ANALYSIS

RANGE/WATERSHED - Impacts from this alternative would be the same as those described under the multiple use analysis for recreation recommendations, R-3.2, R-3.3 and R-3.5.

WILDLIFE - This action would have a positive impact on the riparian habitat located in Beaver Wash Canyon. Beaver Wash canyon has been identified as a cold desert riparian ecosystem that provides much needed riparian habitat in an otherwise desert environment. The canyon contains beaver dams which provide a year-round source of water and sanctuary for numerous species especially during drought years. The canyon is an ecological refuge that has preserved suitable environmental conditions for those plant and animal communities adapted to it. This cold desert riparian habitat could easily be seriously damaged if ORV use occurred, especially if use were intensive. This recommendation complements wildlife ACEC recommendation ACEC/WL-1.4 and mineral recommendation (M-2.2) Alternative 1, which proposes to keep the Beaver Wash Canyon in a "No Lease" category for oil and gas exploration.

RECREATION - Impacts from this action are covered under the rationale for the recommendation.

WILDERNESS - This action would have a positive impact because no new off-road vehicle disturbances would occur in the wilderness study area.

No other impacts have been identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

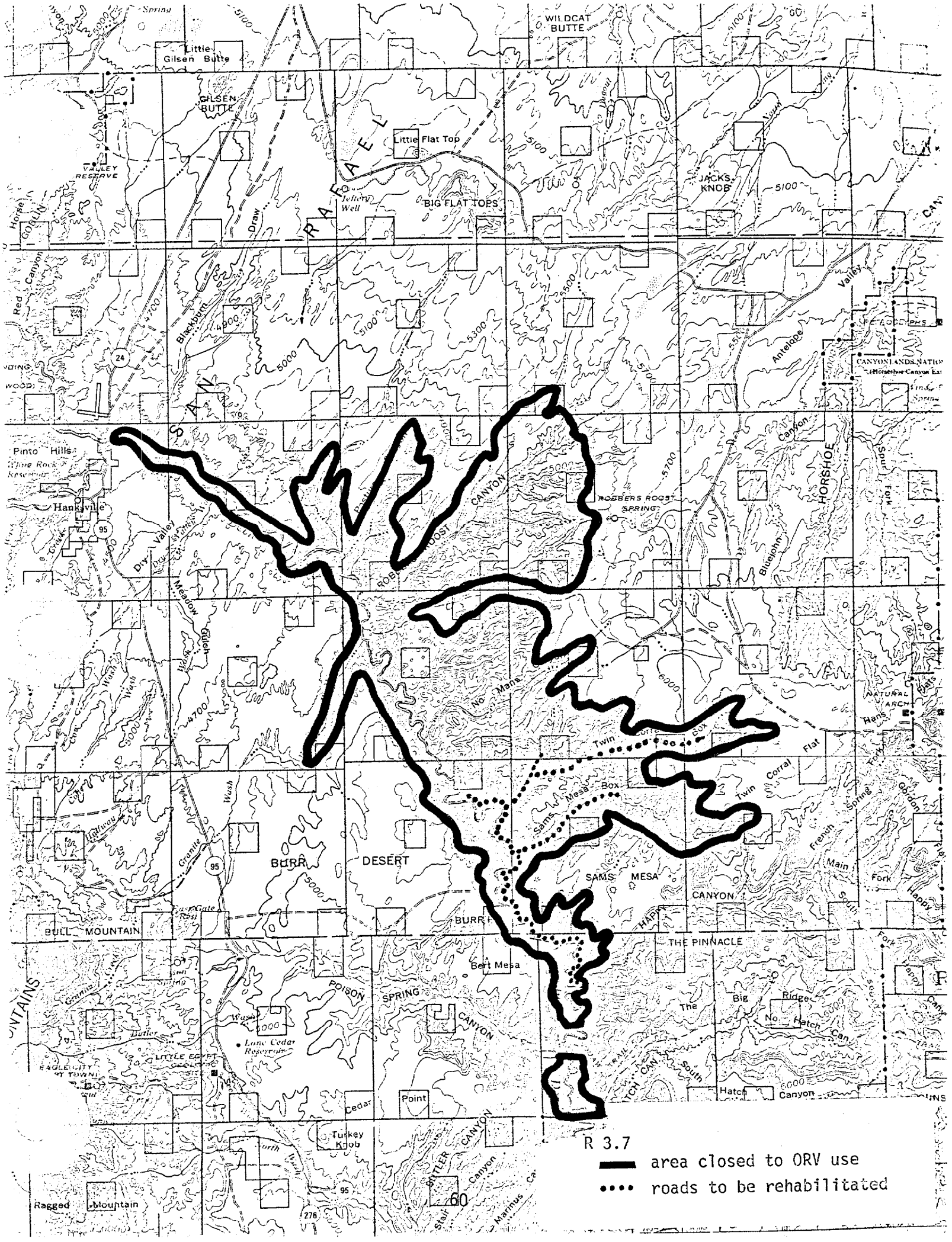
The short-term use which is to control ORV use would enhance the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion would continue to displace soils.

ALTERNATIVE 1

Close Beaver Wash Canyon to ORV use. Leave the remaining areas open to ORV use.



R 3.7

area closed to ORV use

roads to be rehabilitated

MULTIPLE USE ANALYSIS

The benefits described under the multiple use analysis for the recommendation would occur only in the Beaver Wash Canyon area. Adverse impacts would occur to other resources similar to those described in the No Action Alternative for R-3.1, 3.2, 3.3 and 3.5.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would impact (lessen) the long-term productivity of natural resource values outside Beaver Wash Canyon. The long-term productivity (natural resource values) in Beaver Wash Canyon would be enhanced.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activities would continue to displace soils in the canyons of the Dirty Devil. Beaver Wash Canyon would continue to have soils displaced by natural erosion.

ALTERNATIVE 2 (No Action)

Take no action to close the canyons of the Dirty Devil River to ORV use.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the "No Action" alternative for recreation recommendations, R-3.1, R-3.2, R-3.3 and R-3.5. In addition, there would be a serious negative impact to wildlife resources (riparian habitat, a relatively undisturbed cold desert ecosystem) if ORV use developed and increased in Beaver Wash Canyon. This canyon has been identified as having a riparian ecosystem which is sensitive to any adverse change. ORV use would create a conflict and would definitely impact the existing resources in the canyon. Access should be limited to foot trails to prevent soil erosion and denuding of the vegetation. Noise from these vehicles would also disrupt the solitude and tranquility that makes the area's habitat desirable for primitive, unconfined recreational activities and for a variety of wildlife species.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would impact (lessen) the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activities would continue to displace soils.

MULTIPLE USE RECOMMENDATION R-3.7

Accept the specialist recommendation as written.

RATIONALE

The recommendation's rationale correctly points out that ORV activity in this area conflicts with other resource values, particularly soils, wildlife (Beaver Canyon), and primitive recreation. Benefits of this recommendation were identified for recreation, wildlife, soils, watershed, cultural resources, and visual resources. This is the least restrictive measure which can be taken to adequately protect the resource values. A finding of no significant impact was determined as a result of the multiple use analysis. This recommendation was supported by the general public.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION R-3.7

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.8

Close Cave Flat and Swap Mesa to all ORV use from December 21 to March 20.

RATIONALE

This recommendation is an identified support need for recommendation ACEC/WL-1.2 and is necessary to prevent human activity from disturbing bison and deer during a time when they are under stress from winter temperatures or from calving or fawning. 43 CFR 8342.1 directs that BLM locate ORV use areas so as to "minimize harassment of wildlife or significant disruption of wildlife habitats." Also, over 90% of the area was classified in the moderate or critical erosion condition classes by the watershed inventory. (Boundaries were adjusted to roads or cliff lines for ease of identification). 43 CFR 8342.1 also directs that BLM locate ORV use areas so as "to minimize damage to soil, watershed, vegetation, air, or other resources of the public lands..." This is the least restrictive measure which can be taken to adequately protect the crucial winter range used by bison and deer.

It should be noted that 43 CFR 8340.0-5 allows ORV use in closed areas under certain conditions, including "official use" and any other vehicle "approved by the authorized officer". Therefore, this designation will meet the BLMs obligation to protect wildlife, vegetation and soils without unnecessarily complicating management of the area.

SUPPORT NEEDS

-ORV monitoring plan
-Post signs as needed

MULTIPLE USE ANALYSIS

WATERSHED/WILDLIFE - Impacts from this alternative would have a positive impact on these resource values. Bison and deer would not be disturbed during that part of the year when calving or fawning occurs. Stress as a result of any past ORV use during this critical time period would be eliminated. Watershed values would also benefit by reducing the amount of surface disturbance which could impact the soils especially during the wet time of year. This impact would be negligible since ORV use would still be allowed at other times of the year.

No other impacts were identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

Seasonal control of ORV use in the short-term would have a long term benefit on the productivity of natural resources (bison, deer).

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activities would continue to displace soils.

ALTERNATIVE 1 (No Action)

Take no action to close Cave Flat or Swap Mesa to ORV use from December 21 to March 20.

MULTIPLE USE ANALYSIS

Impacts to range and watershed would be the same as those described under the multiple use analysis for the "No Action" alternative for recreation recommendation R-3.1

WILDLIFE - This alternative could have a serious negative impact on the ability of the bison herd to survive severe winter conditions. Cave Flat and Swap Mesa have been identified as crucial-critical winter habitat. Eliminating unnecessary human disturbance from December 21 to March 20 will reduce the stress which could be placed on the herd during a critical time in their life cycle. This alternative would not benefit any other resource user and could cause a significant negative impact on the herd's ability to survive. This alternative is in direct conflict with the support need identified under the ACEC wildlife recommendation, ACEC/WL-1.2.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country could impact (lessen) the long-term productivity of bison and deer in the planning area.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activities would continue to displace soils.

MULTIPLE USE RECOMMENDATION R-3.8

Accept the specialist recommendation as written.

RATIONALE

It was determined through the coal unsuitability analysis that critical winter range for the bison herd must be protected from surface disturbing activities which could damage this habitat. These critical habitats are essential to the maintenance of the herd especially during severe winters when the animals are under considerable stress. Restricting ORV use will still allow access to Cave Flat and Swap Mesa for on-the-ground management and bison hunters, but will provide protection during the animal's life cycle when human disturbance should be kept to a minimum. This is the least restrictive measure which can be taken to adequately protect the resource value. A finding of no significant impact was determined as a result of the multiple use analysis.

This recommendation has been identified as a support need in another resource recommendation (see ACEC/WL-1.2).

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-3.8

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

RECOMMENDATION R-3.9

Designate the remaining public lands in the Henry Mountain Planning Area as "open" to ORV use and close or restrict ORV use on an as needed basis to protect resource values where necessary.

RATIONALE

All areas requiring ORV restrictions were identified in the previous recommendations. These restrictions will meet the Bureau's responsibilities to "minimize damage to soil, watershed, vegetation, air or other resources," as defined in 43 CFR 8342. No other areas in the Planning Area were identified as requiring additional ORV restrictions at this time. 43 CFR 8342.3 directs the authorized officer to monitor ORV use. It also provides for changes,"... designations may be amended, revived, revoked or other actions taken pursuant to the regulations...."

SUPPORT NEEDS

-Develop ORV monotiring plan by the end of FY 1983
-Post signs as needed

MULTIPLE USE ANALYSIS

MINERALS - This recommendation would have a positive impact on the mineral resource development program for the planning area. Mineral development (oil and gas, locatables and saleables, etc.) is dependent on having access to the deposited material. Keeping the majority of the planning area open to ORV use will provide the opportunity to establish claims and/or conduct test drilling for resource development.

RANGE - This recommendation would have both positive and negative impacts to the rangeland program. Positive impacts include allowing livestock operators to use off-road vehicles on public land to conduct day to day range activities involving livestock and/or range maintenance. Negative impacts could result from livestock harassment, fence cutting and loss of vegetation and increased soil erosion. Threatened and endangered plant species could be negatively impacted but such species are usually dispersed and unless ORV use is concentrated the impacts should not be significant. The amount of past ORV use causing these negative impacts has been minimal and is not expected to increase to any significant degree.

WATERSHED - This recommendation will have a negative impact on watershed resources. The degree of impact depends on the amount of ORV use, the vegetation density and the rate of regrowth. In those areas where use would be concentrated or the amount of use increased and the vegetation density low or soil erosion has been a concern, there could be a significant adverse effect to watershed. Revegetation on the low, dry areas is a slow process and spring runoff can exasperate soil erosion on the higher elevation areas

where tire tracks remain. From a watershed standpoint, it would be more beneficial to limit ORV use, but such use in the past has not been identified as a major factor in reducing watershed quality in the areas to be left open. Through the implementation of an ORV monitoring plan, areas showing a marked decrease in watershed quality will be noted and appropriate steps could be taken to correct the use.

WILDLIFE - ORV use does not necessarily impact wildlife resources. If use is dispersed and is not conducted on crucial-critical habitat during those seasons wildlife needs this habitat, impacts would be insignificant. Serious impacts would not occur unless ORV use in any particular area began to destroy the vegetation to the point that revegetation would be impossible and habitat loss resulted. This would be especially true on public lands identified as crucial-critical habitat. An ORV monitoring plan designed to recognize these possibilities and to carefully monitor such areas would help prevent any loss of valuable habitat and identify corrective actions needed.

RECREATION - Impacts to the recreation program have been identified in the rationale for the recommendation.

WILDERNESS - This action would have a negative impact on existing wilderness study areas not covered by specific closures or restrictions. Vehicular use in these areas could cause surface disturbance, vegetative deterioration, and soil erosion, negatively impacting the area's wilderness suitability potential. Since many of these WSAs are characterized by rugged topographic features and because of the remoteness of the planning area to densely populated areas, ORV use has been low in the past and is not expected to increase significantly in the near future. Therefore, these impacts are not considered significant.

SOCIOECONOMIC - This recommendation would have a positive impact on the general public and those local businesses which benefit from ORV use. Recreationists desiring this type of recreation opportunity would continue to have access to public land in the planning area which has not been specifically restricted or closed to ORV use.

No other impacts were identified from this recommendation.

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

The short-term use of off-road vehicles cross-country would impact (lessen) the long-term productivity of natural resource values.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Natural erosion combined with cross-country off-road vehicle activity would continue to displace soils.

ALTERNATIVE 1 (No Action)

Take no action to designate open areas for ORV use in the Henry Mountain Planning Area.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described for the multiple use analysis for recommendation, R-3.9. The no action alternative would not meet the mandate of Executive Order 11644 as described in the Objective (R-3).

RELATIONSHIP BETWEEN SHORT-TERM USE AND LONG-TERM PRODUCTIVITY

Same as those identified for the recommendation.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Same as those identified for the recommendation.

MULTIPLE USE RECOMMENDATION R-3.9

Accept the specialist recommendation as written.

RATIONALE

This recommendation helps BLM meet its obligation under Executive Order 11644 by designating appropriate public lands open to ORV use. None of these lands have been identified as needing any special protection from ORV use and no serious adverse affects are expected from the open designation. Implementation of an ORV monitoring program will help insure that adverse impacts will be noted and corrective steps taken. A finding of no significant impact was determined as a result of the multiple use analysis.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation.

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DECISION R-3.9

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action. A finding of no significant impact was determined as a result of the multiple use analysis.

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COORDINATION AND CONSULTATION

Public response to the off-road vehicle designations was solicited throughout the development of the Henry Mountain MFP. The first public comment opportunity was during May, 1980, when over 400 public involvement guidebooks were distributed to solicit public issues and concerns. In August, 1981, BLM mailed over 400 briefing guides and held public workshops in Hanksville and Salt Lake City for public comments on alternatives, including off-road vehicle designations. All public comment opportunities were announced in state-wide and local news media.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Objective Number	R-4

ISSUE 4

The Henry Mountain planning area has been identified as having some outstanding visual resources. What visual resource management classes should be designated in the area and how should this area be managed?

OBJECTIVE 4

Designate Visual Resource Management classes for all lands in the Resource Area.

RATIONALE

The Bureau of Land Management has developed the VRM system to determine the various scenic qualities of public lands (BLM Manual 4800). This procedure takes into consideration the feelings and concerns of those who simply view the land, as well as those who use it for development of powerlines, mining operations, roads, timber harvest, and various agricultural and recreational purposes. It will be utilized by those who administer and manage BLM lands as a guide in making land use decisions which will have a lasting effect on the scenic quality of the study areas.

BLM must determine the scenic qualities of the land so that future planning can allow a harmonious balance between the preservation of the visual and environmental land values and the needs of resource development. Impacts on visual resources are one of many factors considered in the environmental analysis of proposed projects.

RECOMMENDATION R-4.1

Adopt the VRM categories as determined by the VRM system with the following exceptions:

a) change the portion of Unit 18 (Starr Creek Benches) west of highway 276 to Class III instead of Class II

b) change portions of Units 58 (San Raphael Desert), 59 (Antelope Valley) 60 (The Spurs) and 70 (Hatch Canyon) that are in the foreground distance zone to Class III instead of Class IV.

c) change units 32, (So. Caineville Mesa) 48 (No. Caineville Mesa) and 71 (The Block) to Class II instead of Class IV.

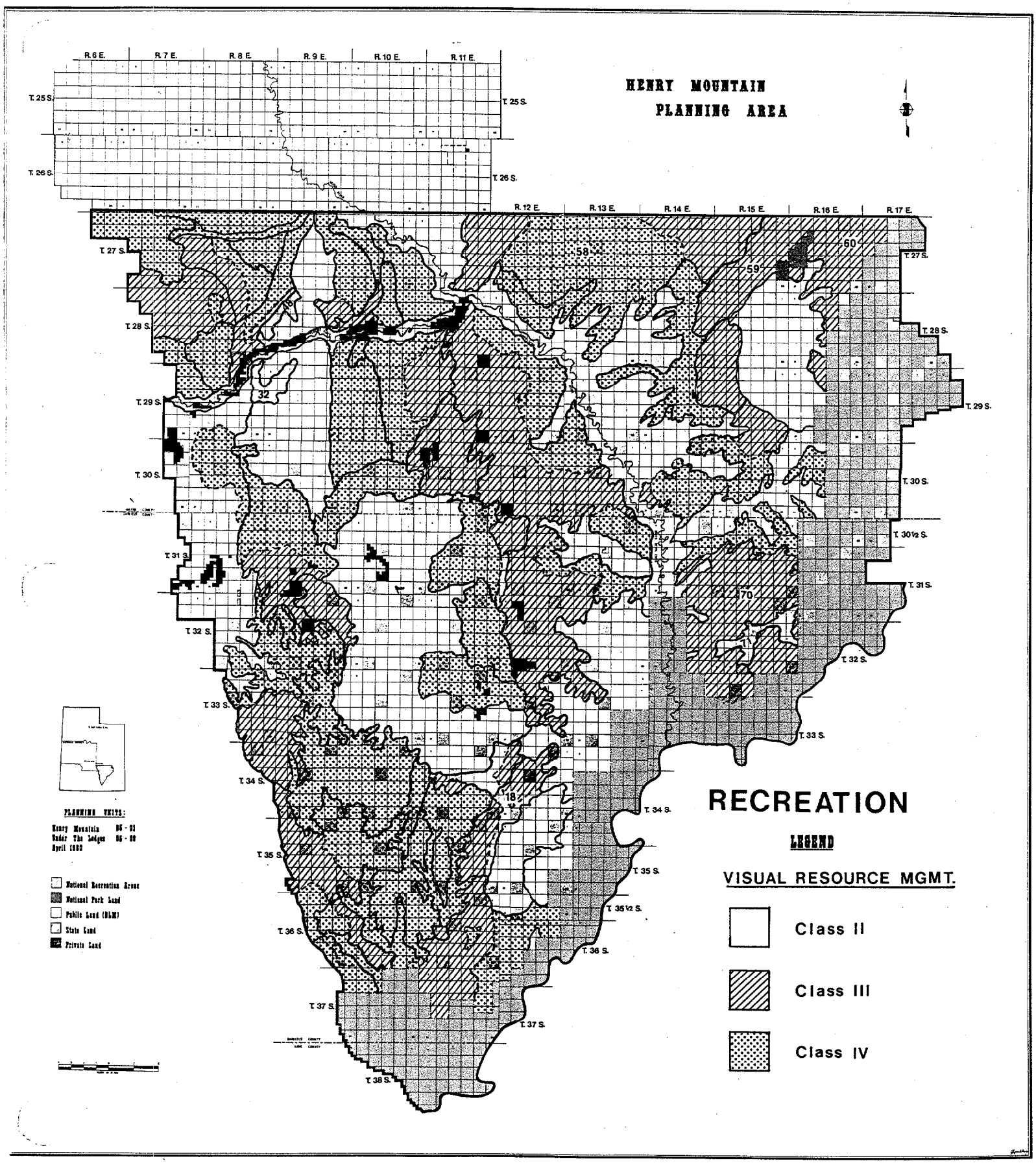
RATIONALE

The initial VRM categorization for the planning area was conducted by Roy Mann and Associates. Numerous errors were discovered in the original report and there were no VRM classifications made for the Under-the-Ledges planning unit. The following class changes will be more appropriate to the visual resources existing in the planning area:

a) Management Class II areas are found in Class B scenery areas with high sensitivity and a foreground distance zone. Unit 18 would have been class C scenery were it not for the colorful rocks adjacent to the Little Rockies, east of the highway. The less restrictive Management Class III is more appropriate to the lands west of the road and better conforms to the management classes determined both north and south of this location.

b) The roads in units 58, 59, 60 and 70 are of high recreational value because they serve as the primary access routes to Canyonlands National Park. All of these travel routes are accessible by two-wheel drive vehicles, except Unit 70. The VRM system placed these areas in Management Class IV because visitor sensitivity cannot be further refined without a high level survey. It is desirable to take extra care in designing projects in areas where recreational values are high. Unit 70 offers a high quality four-wheel drive recreational experience for people using the Sunset Pass entrance to Canyonlands National Park and Glen Canyon NRA. Although the rugged topography of the unit restricts views in many places through South Hatch Canyon, there are numerous scenic overlooks, particularly on the road south of Big Ridge. The goals of Management Class III in the foreground distance zone would preserve this quality experience.

c) Units 32, 48 and 71 pose special problems of analysis which the VRM system was unable to resolve. These units can only be rated as Class B scenery unless they are combined with a surrounding, larger unit. However, since each mesa is over 5,000 acres each was rated independently. The flat mesa tops


HENRY MOUNTAIN
PLANNING AREA
R. 6 E.
R. 7 E.
R. 8 E.
R. 9 E.
R. 10 E.
R. 11 E.
R. 12 E.
R. 13 E.
R. 14 E.
R. 15 E.
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T. 25 S.
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T. 30½ S.
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T. 32 S.
T. 33 S.
T. 34 S.
T. 35 S.
T. 35½ S.
T. 36 S.
T. 37 S.
T. 38 S.
58
59
60
32
70
18
RECREATION
LEGEND
VISUAL RESOURCE MGMT.
Class II
Class III
Class IV
PLANNING UNITS:
Henry Mountain 06 - 01
Under The Ledges 06 - 00
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land

were determined to have medium sensitivity and are seldom seen due to poor access. However, in recognition of their potential to provide high quality recreational experiences for those who choose to visit them, Management Class II guidelines are more appropriate in the event that a project may be proposed on these mesa tops.

MULTIPLE USE ANALYSIS

No impacts of any consequence were identified from this recommendation except the positive impacts to sightseeing values.

Recreation plays an important part in the local economy; there are several major recreational travel routes which pass through the planning area connecting various National Parks, Forests, and Recreational Areas. Up to 190,000 people a year travel portions of these routes.

ALTERNATIVE 1 (No Action)

Take no action to adopt the VRM categories proposed in the recommendation.

MULTIPLE USE ANALYSIS

No impacts were identified from this alternative except to recreation.

RECREATION - It is BLM policy to consider visual resource values when evaluating impacts of proposed projects. Under this alternative, the HMRA would continue to use the existing VRM inventory done by Roy Mann Associates in 1976. This report contains numerous errors and in many cases overestimates VRM values.

MULTIPLE USE RECOMMENDATION R-4.1

Accept the specialist recommendation as written.

RATIONALE

The information developed by the VRM system is needed to evaluate impacts on visual resources in environmental assessments. The existing Mann Study contains numerous errors and did not cover the Under-the-Ledges Planning Unit. Since the Mann Study was completed, the VRM system has been refined. The new VRM overlay incorporates the new changes.

SUPPORT NEEDS

None identified

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DECISION R-4.1

Accept the multiple use recommendation.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Objective Number	R-5

ISSUE 5

An interagency corridor study involving state and federal agencies concluded that recognition of the visual resource values along State highways U-95, U-276 and the Notom Road "is critical to the preservation of the integrity of the area and the inherent scenic beauty and recreational potential." What management actions are needed to protect the visual resources along these highways?

OBJECTIVE

Develop a management policy for the visual corridor of the recreational highways in the planning area.

RATIONALE

The HMPA is located between two National Parks and one National Recreation Area. A state park, two other National Parks, and one National Forest are nearby. Therefore, the paved highways in the planning area are intensively used by recreation-oriented visitors. Since over 70% of the land in the planning area is in public ownership, most of the land is still in a natural condition. The recreation-oriented public is sensitive to activities along the travel routes. Up to 190,000 people a year travel on these routes.

Part of Highway U-95 has been designated Utah's "Bicentennial Highway". An interagency team studied management opportunities in 1974 for highway U-95, as well as Highways U-261, U-263, U-276 and Notom Road, and concluded that "recognition of the visual resource values in the management, use, and/or development of the lands and resources along the road network corridors and within the area is critical to the preservation of the integrity of the area and its inherent scenic beauty and recreational potential." A formally adopted and specific management policy would aid in accomplishing this objective.

RECOMMENDATION R-5.1

Adopt the following guidelines to help manage the areas adjacent to the Notom Road, U-95, U-276, and U-24, and for all public lands.

a. The VRM system will be used as the basis for evaluating the visual impacts of all proposed activities.

b. No commercial signing (i.e., advertizing) will be allowed on public lands.

c. Mineral exploration of a temporary nature can be allowed within the guidelines of VRM management system along the above identified highway corridors.

d. New powerline corridors should be located away from highways and their visual impact minimized in accordance with the guidance of the VRM system.

e. The BLM should coordinate VRM management with the State Land Board to avoid future developments which conflict with the VRM objectives.

RATIONALE

The VRM system provides a quick, easy, and flexible method to determine visual impacts of proposed projects. Each project is rated on a case by case basis and modifications are proposed to reduce visual impacts where necessary.

Commercial signing would be allowed under all VRM classifications so this additional restriction is necessary to preserve the visual character of the area. Commercial signing would detract from the recreation values of these highways and be contrary to the state of Utah's intent to maintain the visual integrity of the area as shown in the U-95 corridor study.

There has been some confusion to date as to what types of activities can be allowed in highway corridors. This recommendation should cover most, if not all, situations which could arise. This recommendation would integrate the goals of the U-95 Corridor Study with the MFP and be a substantial improvement in the management for this area.

SUPPORT NEEDS

-Develop special stipulations for Oil and Gas Category 2 lands along these travel routes
-Restrict ORV use where and when necessary

MULTIPLE USE ANALYSIS

LANDS - There could be a negative impact to lands recommendation, L-1.1 if the powerline corridor deviates significantly beyond what Garkane Power has recommended. This impact would result from any additional costs that would be incurred if stipulations require special construction techniques (i.e., buried cables, long detours to avoid scenic conflicts, etc.).

RECREATION - As shown in the recommendation's rationale, this recommendation clarifies management goals for these areas and integrates the conclusions of previous interagency studies into the MFP to assist managers in decision making.

No consequential impacts to range, watershed or wildlife were identified from this recommendation. Any activity which disturbs the surface would have a short term negative impact to watershed, but with proper management these impacts would be mitigated through reclamation of disturbed areas.

ALTERNATIVE 1 (No Action)

Take no action to adopt the guidelines to help manage the areas adjacent to the identified highways.

MULTIPLE USE ANALYSIS

No measurable impacts were identified from this alternative. Even if the recommendation were not adopted, steps would be taken on a case-by-case basis to insure resource protection (i.e., oil and gas category restrictions, VRM values, etc.). The major disadvantage from not adopting the plan would be the lack of a coherent corridor management plan which identifies those resource activities which would be closely controlled to prevent conflicts with the recreational values realized by the general public using the roads. Resource users desiring to use the corridors could plan accordingly if BLM management objectives were identified in advance.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)
Henry Mountain P.A.
Activity
Recreation
Reference Number
R-5.1

MULTIPLE USE RECOMMENDATION R-5.1

Accept the specialist recommendation with item (d) to read as follows:

(d) Place those road sections (Notom road, U-24, U-276, U-95) lying within VRM class II in a category 2 for oil and gas leasing and apply special standard stipulation #5 to read as follows:

No drilling or storage facilities will be allowed within 1,320 feet (1/4 mile) from the roadway centerline unless drilling equipment is not visible from the road.

RATIONALE

Adoption of these guidelines will provide the present and future area managers with a clear management objective for land uses adjacent to any of these roads. Since scenic recreation values are sensitive to surface disturbing activities along the travel routes, precautions are necessary to assure these values are not permanently impaired. This recommendation is in line with the U-95 corridor study which identified a need to recognize the visual values in the management, use and/or development of public lands located adjacent to travel routes located in the planning area.

SUPPORT NEEDS

-Designate corridor sections lying within VRM class II as Category 2 with special standard stipulation #5 for oil and gas leasing (see minerals recommendations, M-2.1 and M-2.2)
-Restrict ORV use where and when necessary

- -

DECISION R-5.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Cultural Resources
Objective Number	R-6

ISSUE 6

Several culturally sensitive areas are known to exist in the planning area. Do any of these sites qualify for nomination to the National Register and should application be made to have them included?

OBJECTIVE 6

Identify and nominate cultural resources which qualify for the National Register of Historic Places.

RATIONALE

The 1980 amendments to the National Historic Preservation Act states that each Federal agency shall establish a program to locate, inventory, and nominate to the Secretary all properties under the agency's ownership or control. Each Federal agency must assure that any such property that might qualify for inclusion is not inadvertently transferred, sold, demolished, substantially altered, or allowed to deteriorate significantly.

RECOMMENDATION R-6.1

Test the Susans Rock Shelter (42 Ga775) for significance and nominate to the National Register if warranted by the end of FY 1983.

RATIONALE

This site can contribute valuable information on the prehistory of the area for three reasons:

(1) The site is a large rockshelter with rock outlines of pithouses present on the surface. Pithouse construction is associated with either the Fremont culture or the Kayenta Anasazi. The site has tentatively been identified as Kayenta Anasazi which is unusual. The Kayenta Anasazi heartland is actually far to the south of this area. If the site is Kayenta Anasazi it would be one of the most northern sites of this culture. The only other documented northern site of the Kayenta Anasazi is Coombs Village near Boulder, Utah. Otherwise the sites of this culture cluster down south of the Colorado River.

Actually, this site can address important questions in the Kayenta Anasazi-Fremont interaction. It is known that the Anasazi culture which lies to the south and east of this area has heavily influenced the Fremont, but the degree of influence is unknown. The Bull Creek area, which was intensivly excavated in 1976 and 1977 by the University of Utah, was defined as part of the Fremont culture but actually had 30 to 40% Kayenta Anasazi ceramics associated with the site. This find indicates a history of trade between the Fremont and the Anasazi. The rockshelter, may actually be Fremont with some Kayenta Anasazi traits.

(2) In addition to the Fremont and Kayenta Anasazi, it is probable that an Archaic culture is represented as well by deposits underlying the pithouse structures. The excavated Cowboy Cave yielded evidence of occupation dating back 8,000 years. The Susan's rockshelter, while perhaps not used as long as Cowboy Cave, could have deposits underneath the pithouse structures. These deposits could indicate how long this particular area has been used by the Archaic people, as well as the later Fremont/Anasazi cultures.

(3) Finally, the rockshelter can yield valuable information on the subsistence-settlement patterns of the area. Open sites tend not to be datable and hard to relate to other sites in the vicinity. Rockshelters are unique because the confined spaces force the cultural layers to stack up on each other, thus giving good chronological control. This in turn can indicate when corn agriculture started in the area, and when certain types of projectile points were introduced.

This information can be correlated with open sites that have the same type of points and the dates these open sites were occupied can be approximated. A whole pattern of settlement can be demonstrated by this knowledge.

Since rockshelters are dry sites, a wealth of preserved vegetal matter is also often seen. These sites can have preserved baskets, sandals, and twine ropes as well as seeds and animal bones, all of which can give clues about the types of plants and animals that these cultures utilized.

This site is very important because it can supply information on prehistoric cultures that cannot be obtained elsewhere.

SUPPORT NEEDS

-Submit test funding request in the AWP for 1983 and consecutive years until approved
-Submit appropriate application material for addition to the National Register
-Limit surface disturbing activities to outside a 1/2 mile radius buffer zone (700 acres) around the site until the site is excavated
-Place the buffer zone in oil and gas leasing Category 2 with a no surface occupancy stipulation until an excavation of the site is completed

MULTIPLE USE ANALYSIS

No impacts to other resources were identified from this recommendation. Under minerals recommendation M-1.1, approximately 100 acres including the site and an appropriate buffer zone (listed above as a support need) were identified as unsuitable for coal strip mining. This action would have positive impacts because the site's values would be protected until excavation.

ALTERNATIVE 1 (No Action)

Take no action to nominate or protect the Susan Rockshelter Archaeological Site.

MULTIPLE USE ANALYSIS

RECREATION - The no action alternative would be in direct violation to the National Historic Preservation Act which states that each Federal agency shall establish a program to locate, inventory, and nominate to the Secretary all properties under the agency's ownership or control. There is always the potential for cultural sites to be negatively impacted, and adequate protection should be applied on those areas where such sites are known to exist.

No impacts were identified to the other resource programs from this alternative.

MULTIPLE USE RECOMMENDATION R-6.1

Accept the specialist recommendation as written.

RATIONALE

The Susan's Rock Shelter site is of significant archaeological value and warrants the protection associated with National Register status. The location is sufficiently well known and testing for significance is desirable before any vandalism occurs. No adverse effects were identified from this recommendation. The recommendation was supported by the general public and the District Multiple Use Advisory Council.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-6.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Objective Number	R-7

ISSUE 7

The public has expressed a desire to do rock hunting in the planning area. Which public lands should be reserved and protected for this purpose?

OBJECTIVE 7

Provide opportunities for rock hounding and collection of the semi-precious gem stone material that occurs within the planning area.

RATIONALE

Many members of the general public, including some who live within the planning area are interested in rock hounding. Several areas in the planning area are well known for high quality collectible materials and the locations are published in national rock collecting magazines and guidebooks. Recognition of these areas and management to preserve collecting opportunities are consistent with Bureau policy of providing for a wide variety of recreational opportunities on the public lands.

RECOMMENDATION R-7.1

Recognize the following lands as collecting areas for the semi-precious gem stone material:

T. 30 S., R. 8 E. Sec. 18 - Agate
T. 27 S., R. 9 E. Sec. 19 and 30 - Agate
T. 36 S., R. 10 E. All - Agate
T. 35 S., R. 10 & 11 E. All - Petrified Bone and Wood
T. 35 S., R. 9 E., Sec. 27-29, 33-35 - Petrified Bone and Wood
T. 36 S., R. 9 E., Sec. 2-4, 10-12 - Petrified Bone and Wood

RATIONALE

The above listed material is known to exist on the described lands. Access is available to the areas and the general public currently utilizes the areas for collecting. No attempt should be made to withdraw the areas or limit access to them.

SUPPORT NEEDS

-Signing
-Identify selected areas on new HMPA recreation map

MULTIPLE USE ANALYSIS

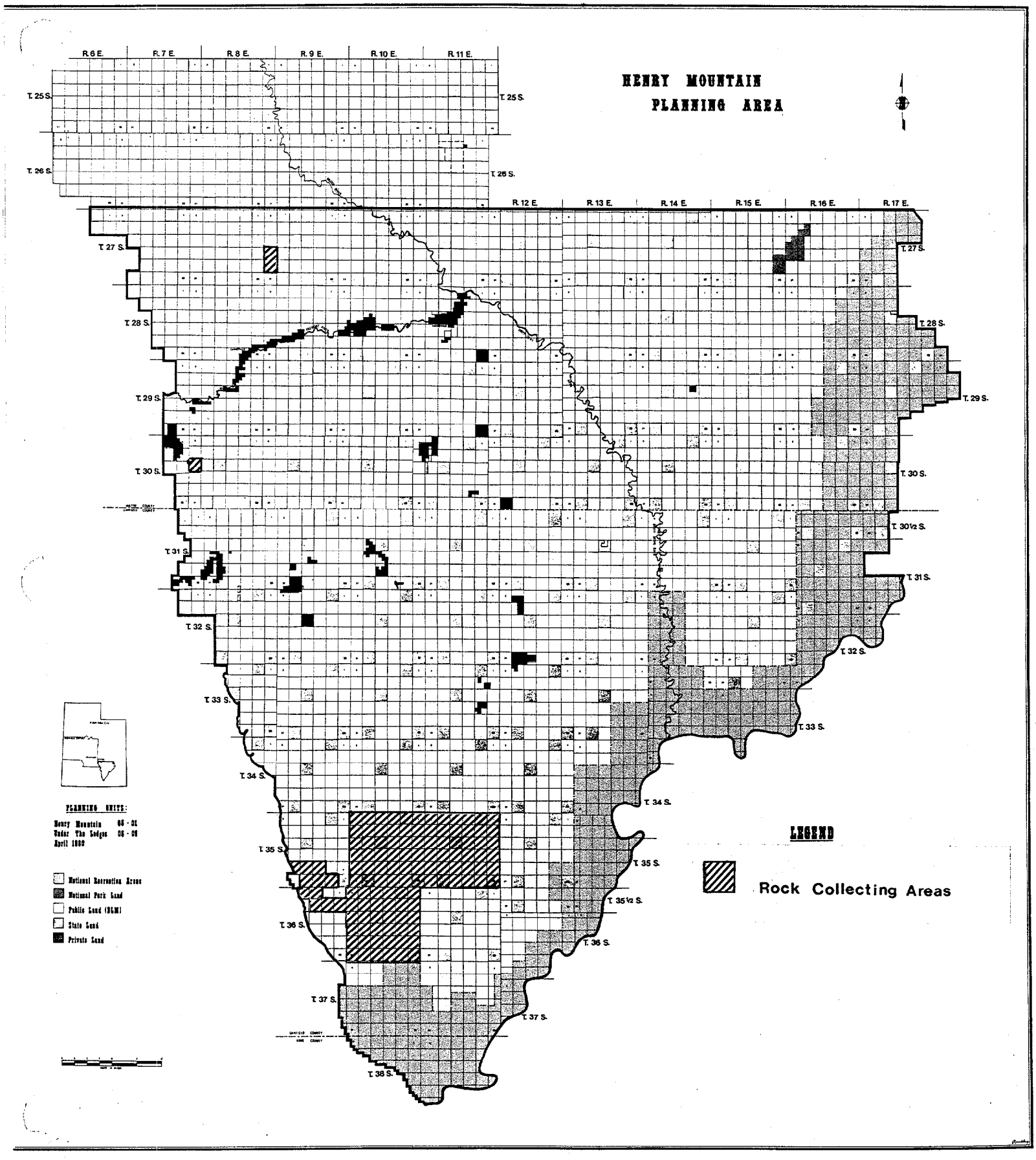
There are no conflicts with other resource recommendations from this action. There are no measurable impacts except the benefits to the recreation program and the general public from providing the collection area.

ALTERNATIVE 1 (No Action)

Take no action to recognize or provide a gem stone collection area for public use.

MULTIPLE USE ANALYSIS

This alternative would not cause any impacts to other resource programs. Even though the site would not be recognized by management, the general public could still collect gem stones in the area. The major disadvantage would be that the general public would not be directed to the area nor would the area be signed. This alternative is not consistent with BLM policy to provide recreational opportunities for the benefit of the general public.


HENRY MOUNTAIN
PLANNING AREA
R. 6 E.
R. 7 E.
R. 8 E.
R. 9 E.
R. 10 E.
R. 11 E.
R. 12 E.
R. 13 E.
R. 14 E.
R. 15 E.
R. 16 E.
R. 17 E.
T. 25 S.
T. 26 S.
T. 27 S.
T. 28 S.
T. 29 S.
T. 30 S.
T. 30½ S.
T. 31 S.
T. 32 S.
T. 33 S.
T. 34 S.
T. 35 S.
T. 35½ S.
T. 36 S.
T. 37 S.
T. 38 S.
PLANNING UNITS:
Henry Mountain 06 - 01
Under The Sedges 06 - 08
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land
LEGEND
Rock Collecting Areas

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.A.
Activity	Recreation
Reference Number	R-7.1

MULTIPLE USE RECOMMENDATION R-7.1

Accept the specialist recommendation as written.

RATIONALE

These portions of the resource area are well known to collectors as containing significant deposits of petrified wood and agate. This recommendation will assist in preserving these areas for public use. No adverse effects were identified from this recommendation. It received support from the general public and District Multiple Use Advisory Council.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-7.1

Accept the multiple use recommendation and identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

RECOMMENDATION R-7.2

Preserve the paleontological values at Jet Basin (SE¼ of Sec. 22, T. 30 S., R. 10 E., Wayne County).

RATIONALE

Jet is a highly unusual fossil mineral that occurs in the form of coalified branches encased in Upper Cretaceous clay and clay stone. Jet logs up to six inches in diameter are present. The cell structure resembles a taxodiaceous conifer wood, and was mined as a gemstone at this location during 1919 to 1925 (Doelling, Mineral Deposits of the Henry Mountains, 1975). The U.S. Geological Survey (Mineral and Water Resources of Utah, Bulletin 73, 1964) states that this deposit is the most important source of jet in North America. There are numerous references to jet in literature; however, its petrologic nature has never been satisfactorily explained. The problem of the origin of Henry Mountains Jet is important for studies of the origin and diagenesis of coal (Traverse and Kolvoord, Science, Vol. 159, No. 3812, 1968). The mining in Jet Basin has been quite limited and generally the deposits and basin are in an undisturbed condition. Mineral withdrawal is not desirable because the publicity could lead to further destruction of the resource.

SUPPORT NEEDS

-No new road construction which would improve access
-No commercial sales allowed (non-commercial rockhounding will remain unaffected)
-No publicity of the area, no special designation, and no mineral withdrawal
-Category 2 oil and gas leasing with no surface occupancy stipulation

MULTIPLE USE ANALYSIS

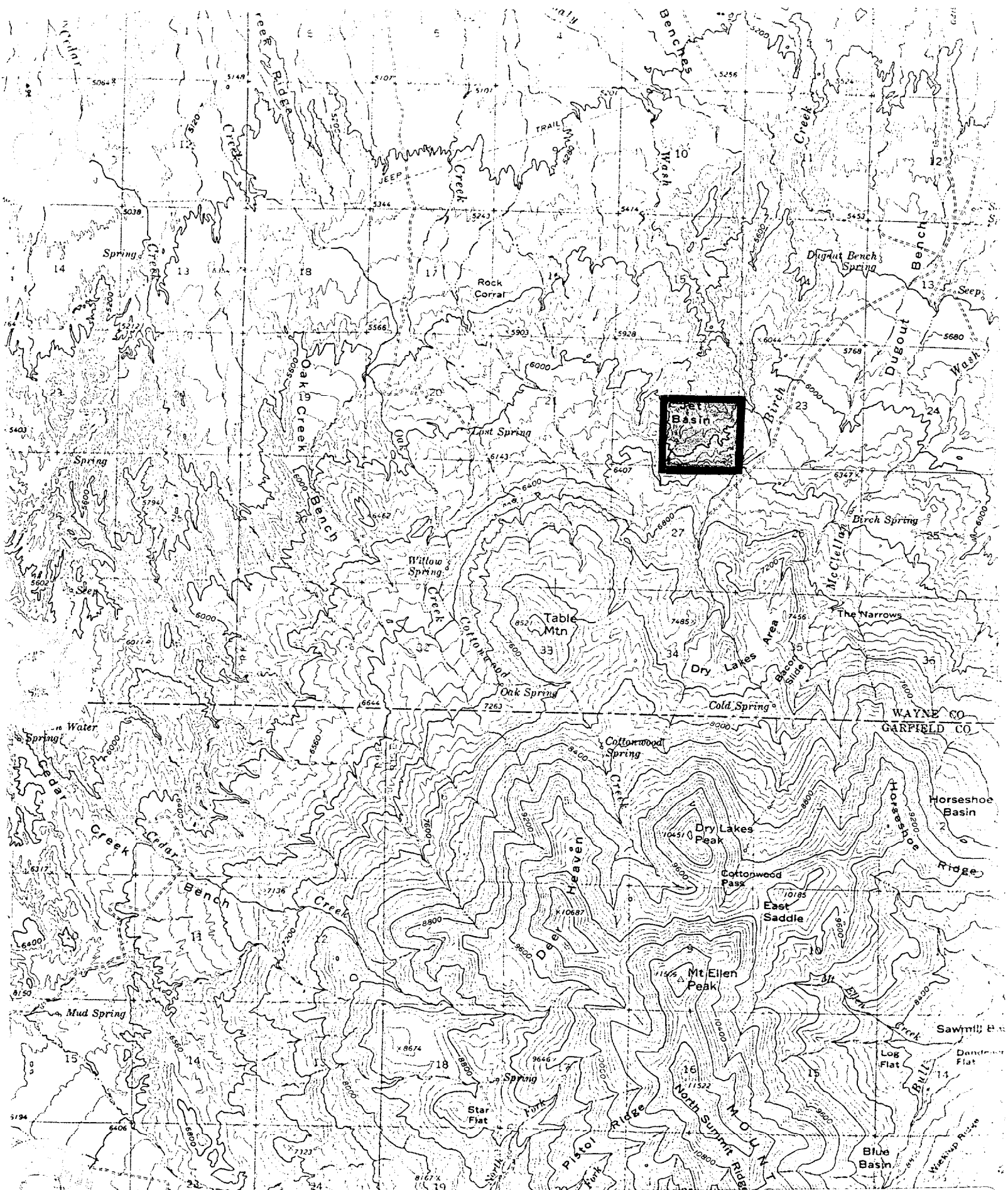
The major beneficial impacts from this recommendation would result from the support needs identified. Having no new road construction and placing the area in a Category 2, with a "No Surface Occupancy" stipulation would benefit watershed resources by restricting surface disturbing activities. The area is small (40 acres) and would not have any measurable impact on mineral activities. Oil and gas potential in the area is considered low based on geologic formations.

ALTERNATIVE 1 (No Action)

Take no action to preserve the paleontological values at Jet Basin.

MULTIPLE USE ANALYSIS

No impacts have been identified from this alternative except the negative impacts which could result if the area loses its value in terms of scientific study. If full scale development of the Jet minerals occurred, those impacts that are usually associated with surface disturbance could be expected for range, watershed and wildlife resources.



R 7.2

Paleontological site

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RECOMMENDATION R-8.1

Finalize the mineral withdrawal on existing developed recreation sites (Hog Springs, Starr Springs, McMillan Springs, and Lonesome Beaver). Do not withdraw remaining recreation sites from mineral entry. Begin process in FY 1983.

RATIONALE

The original application for withdrawal was made in 1972. At that time, this was determined to be the best way to protect these 20 sites from conflicting land uses between recreation and minerals. The passage of FLPMA in 1976 and the surface management guidelines (43 CFR 3809) in 1980 have now established adequate procedures and regulations for protecting the recreation values at the 16 undeveloped recreation areas. Mining claimants proposing to undertake surface disturbing activities on less than five acres are required to inform BLM through a notice and to rehabilitate the area upon completion of their actions. Disturbances over five acres are regulated under an approved plan of operations. Where recreation use is low and no developed facilities exist, there is no current need to pursue the withdrawal.

However, finalizing the mineral withdrawal is still the best method for protecting the developed recreation sites. This is desirable because:

1. These sites are used throughout the year by the general public seeking a specific recreational experience. Any mining related surface disturbances in the four developed recreation sites are contrary to user expectations and could, detract from their experience (e. g., increased noise). Also, excavations could increase dust or pose a safety hazard.

2. The BLM has invested considerable money, material, and time in developing these sites for public use and enjoyment. Any mining related surface disturbing activities could damage these facilities. Note that under both FLPMA and 3809 regulations, the authority is to limit "undue and unnecessary" degradation of the environment. Surface disturbing activities in the development of mineral claims are a normal occurrance and, although not "undue and unnecessary", are still inappropriate at these sites. The Bureau can best minimize conflicts in these recreation areas by finalizing the withdrawal.

SUPPORT NEEDS

-Realty specialist to process withdrawals
-Area office staff (agressively monitor mineral activity near recreation sites)

MULTIPLE USE ANALYSIS

MINERALS - This action would have a positive impact because public lands currently withdrawn from mineral entry would be available for mineral exploration.

This impact would be insignificant since the areas are small and have not been identified as having much potential for valuable minerals.

RANGE/WATERSHED/WILDLIFE - There would be a negative impact to these resources in terms of any new surface disturbances which would result from increased mining activity. If the areas are properly rehabilitated, these impacts would be negated in the long term. 3809 regulations will help provide a safeguard to prevent serious degradation of public lands, as long as the lands do not go to patent.

ALTERNATIVE 1 1

Finalize the mineral withdrawal applications on all 20 recreation sites in the Henry Mountain Planning Area.

MULTIPLE USE ANALYSIS

There would be no measurable impacts to other resource programs from this recommendation. These sites are small (average between 20-40 acres) and have not been identified as having any valuable mineral resources. These sites have been managed as withdrawals since the applications were made in 1972. No conflicts were identified with this management and it can be assumed that none would be forth coming if all 20 sites had their withdrawals finalized. Recreation opportunities to meet the demand for future recreation sites would be better enhanced and maintained if all the sites were withdrawn.

ALTERNATIVE 2 (No Action)

Take no action to complete the withdrawals on any of the recreation site withdrawal applications.

MULTIPE USE ANALYSIS

Taking no action on the withdrawal applications would have the same effect as a finalized withdrawal in terms of managing the sites. Impacts would be the same as those described under the multiple use analysis for Alternative 1 (R-8.1). These impacts would not change until action was taken to complete the withdrawal applications.

MULTIPLE USE RECOMMENDATION R-8.1

Accept the specialist recommendation as written.

RATIONALE

This recommendation will protect developed recreation sites from conflicts with mineral activities without adversely affecting the mineral industry.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

- -

DECISION R-8.1

Accept the multiple use recommendation and identified support needs.

RATIONALE

The rationales for the specialist and multiple use recommendations adequately discuss and support the desirability and need for this action.

ividuals who are HTLV-III positive.

ject No. III

1. To determine the frequency of and risk factors for HTLV-III/LAV transmission in infants born to infected mothers.
2. To determine possible modes of transmission from mother to infant and the frequency with which these occur.
3. To determine the effects of pregnancy and HTLV-III/LAV infection on immune function of the infected mothers.

Authority

This program is authorized under Section 301(a) of the Public Health Service Act, as amended.

Availability of Funds

Approximately $1,270,000 is available in Fiscal Year 1986 to continue 8 noncompeting continuation cooperative agreements. No new applications will be accepted. Continuation awards within the project period will be made on the basis of satisfactory progress in meeting project objectives and on the availability of funds. The funding estimate indicated above may vary and is subject to change, depending upon the ·ailability of funds.

ılications

1. Copies—Place of Submission

The original and two copies of the application should be submitted on Form PHS 5161-1 (revised 3-79) on or before *July 28, 1986:* Grants Management Branch, Procurement and Grants Office, Centers for Disease Control, Room 321, 255 East Paces Ferry Road, Atlanta, Georgia 30305.

Applications forms should be available in the institution's business office or from the above address.

2. Deadlines

Applications shall be considered as meeting the deadline if they are either:

a. Received on or before the deadline date.

b. Sent on or before the deadline date and received in time for submission to the independent review group. (Applicants should request a legibly-dated U.S. Postal Service postmark or obtain a legibly-dated receipt from a commercial carrier or U.S. Postal Service. Private metered postmarks shall not be acceptable as proof of timely mailing.)

Late Applications

Applications which do not meet the ıteria in either paragraph 2.a. or b. ımmediately above are considered late applications and will not be considered in the current competition and will be returned to the applicant.

Reviews

Applications are not subject to review as governed by Executive Order 12372.

Information

Information on application procedures, copies of application forms, and other material may be obtained from Marsha Driggans, Grants Management Branch, Procurement and Grants Office, Centers for Disease Control, 255 East Paces Ferry Road NE., Room 321, Atlanta, Georgia 30305, or by calling (404) 262-6575 or FTS 236-6575.

Technical assistance may be obtained from the following individuals: Project No. I, William W. Darrow, Ph.D.; Project No. II, Alan R. Lifson, M.D.; Project No. III, Martha F. Rogers, M.D.; AIDS Program, Center for Infectious Diseases, Centers for Disease Control, Atlanta, Georgia 30333, telephone (404) 329-3162 or FTS 236-3162.

Dated: July 14, 1986.

Robert L. Foster,

Acting Director, Office of Program Support Centers for Disease Control.

[FR Doc. 86-16285 Filed 7-18-86; 8:45 am]

BILLING CODE 4160-18-M

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

[UT-050-06-4410-08]

Environmental Assessment (EA) Availability and Amendment of the Management Framework Plan (MFP) for the Henry Mountain Planning Unit

AGENCY: Bureau of Land Mangement, Interior.

ACTION: Notice of comment period for the Gilbert Badlands Research Natural Area (RNA) Draft EA ending 30 days from publication of this notice and notice of intent to amend Henry Mountain MFP.

SUMMARY: A draft RMP plan and EA has been prepared for the proposed Gilbert Badlands RNA which falls within the Mt. Ellen-Blue Hills Wilderness Study Area (UT-050-238). The proposed RNA encompasses 3,680 acres located just south of South Caineville Mesa and 13 miles southwest of Hanksville, Utah.

The major issue involves the protection and preservation of scientific and research values. Disciplines represented on the interdisciplinary team include wilderness specialists, range specialists, land and mineral interests.

Anticipated public participation includes review of the draft EA, personal contract, and notification of the effective date of the plan amendment.

The draft EA is available at the Richfield District Office, 150 East 900 North, Richfield, Utah 84701. For additional information, contact Roy Edmonds, Environmental Coordinator, at the above address or call 801-896-8221.

Donal L. Pendleton,

District Manager.

July 2, 1986.

[FR Doc. 86-16321 Filed 7-18-86; 8:45 am]

BILLING CODE 4310-DQ-M

[NM-010-06-4111-09; NM-010-0117]

Office Relocation; Albuquerque, NM

AGENCY: Bureau of Land Management, Department of the Interior.

ACTION: Notice of office relocation—Albuquerque, New Mexico.

SUMMARY: All offices of the Bureau of Land Management currently located in Albuquerque, New Mexico, at the following locations, 505 Marquette NW., and 3540 and 3550 Pan American Freeway NE., will be moved to a new location between July 15 and July 31, 1986. During this period, services to the public may be curtailed to the extent necessary to complete the move as quickly as possible.

All Albuquerque BLM offices will be located at 435 Montano Road NW., effective July 15, 1986. The new mailing address for all offices will be: Bureau of Land Management, 435 Montano Road NW., Albuquerque, New Mexico 87107.

All telephone numbers currently listed in the Albuquerque phone directory will remain unchanged. Other phone numbers to individual offices or specialists may be changed.

FOR FURTHER INFORMATION CONTACT: Lois Meadors, Branch of Administrative Services, (505) 766-2076 or FTS 474-2076.

L. Paul Applegate,

District Manager.

[FR Doc. 86-16273 Filed 7-18-86; 8:45 am]

BILLING CODE 4310-FB-M

[NV-060-4312-02]

Battle Mountain District Advisory Council Meeting; Eureka, NV

SUMMARY: Notice is hereby given in accordance with Pub. L. 94-579 and 43 CFR Part 1780 that a meeting of the Battle Mountain District Advisory Council will be held on Tuesday and

ADDRESS: To obtain a copy of the draft EA, request additional information, or submit comments, contact Brent Spackman, Bureau of Land Management, P.O. Box 225, Escalante, Utah 84726 or telephone (801) 826-4291.

Dated: July 2, 1987.

Morgan S. Jensen,

District Manager.

[FR Doc. 87-15565 Filed 7-8-87; 8:45 am]

BILLING CODE 4310-DQ-M

[UT-050-06-4410-08]

Amendment of the Management Framework Plan (MFP) for the Henry Mountain Planning Unit

AGENCY: Bureau of Land Management, Richfield, Utah, Interior.

ACTION: Notice is hereby given that the Utah BLM State Director has decided to implement a planning amendment to the Henry Mountain MFP.

SUMMARY: The amendment is in response to the Gilbert Badlands Resource Natural Area/Area of Critical Environmental Concern designation (RNA/ACEC). Pursuant to the authority in the Federal Land Policy and Management Act of 1982 [Sec. 202(c)(3)] and 43 CFR Part 1601, the following area is designated as a RNA/ACEC: The area lies in portions of sections 10, 11, 14, 15, 22, 23, 24, 25, 26, and 27 of T. 29 S., R. 9 E., Salt Lake Base Meridian (3,680 acres) as described in the Gilbert Badlands RNA/ACEC environmental assessment.

Any person who participated in the planning process and has an interest which may be adversely affected by the amendment of the MFP may protest approval of the amendment. A protest may raise only those issues which were submitted for the record to the BLM during the planning process. The protest shall be filed with the Director of BLM, Interior Building, 18th and C Street NW., Washington, DC 20240, within 30 days of publication of this notice. The protest shall contain: (1) The name, mailing address, telephone number, and interest of the person filing the protest; (2) a statement of the issue or issues being protested; (3) a statement of the part or parts of the plan being protested; (4) a copy of all documents addressing the issue or issues that were submitted during the planning process by the protesting party or an indication of the date the issue or issues were discussed for the record; and (5) a short concise statement explaining why the protestor believes that the State Director's decision is wrong. The Director will issue a decision in writing on the protest.

The planning amendment is available at the Richfield District Office, 150 East 900 North, Richfield, Utah 84701.

For further information contact Duane DePaepe at (801) 896-8221.

Donald L. Pendleton,

District Manager.

July 1, 1987.

[FR Doc. 87-15527 Filed 7-8-87; 8:45 am]

BILLING CODE 4310-DQ-M

[WY-920-07-4111-15; W-105554]

Proposed Reinstatement of Terminated Oil and Gas Lease

July 2, 1987.

Pursuant to the provisions of Pub. L. 97-451, 96 Stat. 2462-2466, and Regulation 43 CFR 3108.2-3 (a) and (b)(1), a petition for reinstatement of oil and gas lease W-105554 for lands in Weston County, Wyoming, was timely filed and was accompanied by all the required rentals accruing from the date of termination.

The lessee has agreed to the amended lease terms for rentals and royalties at rates of $5 per acre, or fraction thereof, per year and 16⅔ percent, respectively.

The lessee has paid the required $500 administrative fee and $125 to reimburse the Department for the cost of this **Federal Register** notice. The lessee has met all the requirements for reinstatement of the lease as set out in section 31 (d) and (e) of the Mineral Lands Leasing Act of 1920 (30 U.S.C. 188), and the Bureau of Land Management is proposing to reinstate lease W-105554 effective June 1, 1987, subject to the original terms and conditions of the lease and the increased rental and royalty rates cited above.

Andrew L. Tarshis,

Chief, Leasing Section.

[FR Doc. 87-15564 Filed 7-8-87; 8:45 am]

BILLING CODE 4310-22-M

[CA-060-07-7122-10-1018; CA 20255]

Exchange of Public and Private Lands Riverside County, CA

AGENCY: Bureau of Land Management, Interior.

ACTION: Notice of realty action CA 20255.

SUMMARY: The following described land in Riverside County has been determined to be suitable for disposal by exchange under section. 206 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1716):

San Bernardino Meridian, California.

T. 3S., R. 1E.

Sec. 30: SE¼SE¼NE¼, S½NE¼SE¼NE¼, E½SW¼SE¼NE¼, SW¼SW¼SE¼NE¼, SE¼SE¼SW¼NE¼, SE¼, E½SW¼.

Containing 265 acres of public land, more or less.

In exchange for these lands, the United States will acqure the following described lands in Riverside County from the Nature Conservancy:

San Bernardino Meridian, California

T. 4S., R. 6E.

Sec. 13: E½, NW¼, NE¼SW¼, NE¼NW¼SW¼.

Containing 530 acres of non-Federal lands, more or less.

SUPPLEMENTARY INFORMATION: The purpose of the exchange is to acquire a portion of the non-Federal land within the proposed 13,030 acre preserve for the Coachella Velly Fringe-toed lizard. The lizard is federally lised as threatened and State listed as endangered. The Bureau of Land Management's goal is to acquire approximately 6,700 acres within the preserve. The land being acquired does not constitute habitat for the lizard, but provides a sand source required for the continuing production of active sand dune areas that are critical habitat for the lizard. Other State or Federal agencies will acquire the remaining portion of the preserve. The public interest will be well served by this exchange.

The values of the lands to be exchanged are approximately equal; full equalization of value will be achieved through acreage adjustment, or by cash payment in an amont not to exceed 25 per cent of the value of the lands being transferred out of federal ownership..

Lands to be transferred from the United States will be subject to the following:

A reservation to the United States of a Right-of-Way for ditches and canals constructed by the authority of the United States; Act of August 30, 1890 (26 Stat. 391, 43 U.S.C. 945).

All mineral resources and related rights shall be reserved to the United States, together with the right to prospect for, mine and remove the minerals. A more detailed description of this reservation, which will be incorporated in the patent document is available for review at this BLM office.

Publication of this notice in the

submitted to the Assistant Adminsitrator for Fisheries, National Marine Fisheries Service, U.S. Department of Commerce, Washington, D.C. 20235, on or before June 25, 1982. Those individuals requesting a hearing should set forth the specific reasons why a hearing on this particular application would be appropriate. The holding of such hearing is at the discretion of the assistant administator for Fisheries. Comments, views or requests for a public hearing on that portion of the application dealing with walrus should be submitted to the Director, Fish and Wildlife Service, U.S. Department of the Interior, Washington, D.C. 20240.

All statements and opinions contained in the application are summaries of those of the Applicant and do not necessarily reflect the views of the National Marine Fisheries Service or the Fish and Wildlife Service.

Documents submitted in connection with the above application are available for review in the following offices:

Asssistant Administrator for Fisheries, National Marine Fisheries Service, 3300 Whitehave Street, N.W., Washington, D.C.;

Regional Director, National Marine Fisheries Service, Alaska Region, P.O. Box 1668, Juneau, Alaska 99802; and

Director, Fish and Wildlife Service, U.S. Department of the Interior, 1000 Glebe Road, North Arlington, Virginia.

Dated: May 20, 1982.

Richard B. Roe,

Acting Director, Office of Marine Mammals and Endangered Species, National Marine Fisheries Service.

[FR Doc. 82-14354 Filed 5-25-82; 8:45 am]

BILLING CODE 3510-22-M

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Henry Mountain Resource Area, Utah; Designation of Areas of Critical Environmental Concern

AGENCY: Bureau of Land Management, Interior.

ACTION: Designation of certain public lands in the Henry Mountain Resource Area, Richfield District, Utah, as Areas of Critical Environmental Concern.

SUMMARY: Pursuant to the authority in the Federal Land Policy and Management Act of 1976 (Sec. 202(c)(3)) and 43 CFR 1601 the following areas are designated as areas of critical environmental concern:

North Cainville Mesa

All Federal lands above the Mesa Rim located in:

T. 28 S., R. 8 E. SLBM,
Secs. 12, 13, and 24.
T. 28 S., R 9 E. SLBM,
Secs. 4, 5, 7, 8, 9, 18, and 19.
Approximate acreage 2,200.

South Cainville Mesa

All Federal lands above the Mesa Rim located in:

T. 28 S., R. 9 E. SLBM,
Sec. 33.
T. 29 S., R. 8 E. SLBM,
Secs. 1, 12, 13, 14, and 24.
T. 29 S., R 9 E. SLBM,
Secs. 5, 6, 7, 8, 17, 18, and 19.
Approximate acreage 4,200.

Beaver Wash Canyon

All Federal lands located below the Canyon Rim located in:

T. 29 S., R. 12 E. SLBM,
Secs. 13, 24, 25, 26, 34, and 35.
T. 29 S., R. 13 E. SLBM,
Secs. 7, 18, and 19.
Approximate acreage 4,800.

The three designated areas total approximately 11,200 acres in Wayne and Garfield Counties, Utah. The identification and designation of the areas listed above were done in conjunction with the preparation of a management framework plan for the Henry Mountain Planning Area. Following this designation, the Bureau of Land Management will prepare special management plans which will contain protective stipulations needed to safeguard the special resource values identified for each area. The multiple use management concept will still be employed to identify allowable compatible resource uses within the defined ACEC boundaries. Revision of the ACEC designation will require a plan amendment, including environmental analysis and public comment, through the planning process.

A copy of the Henry Mountain MFP is available at the Richfield District Office 150 East 900 North, Richfield, Utah 84701.

FOR FURTHER INFORMATION CONTACT: Donald L. Pendleton at the above address or telephone (801)896-8221.

Effective date: June 1, 1982.

Dated: May 18, 1982.

Roland G. Robison,

State Director.

[FR Doc. 82-14263 Filed 5-25-82; 8:45 am]

BILLING CODE 4310-84-M

[Serial No. I-09518]

Idaho; Termination of Proposed Withdrawal and Reservation of Lands

May 17, 1982.

Notice of an application, serial number I-09518, for withdrawal and reservation of lands was published as Federal Register Document No. 58-6671 on page 6379 of the issue for August 20, 1958. The applicant agency has cancelled its application insofar as it involved the lands described below. Therefore, pursuant to the regulations contained in 43 CFR, Subpart 2091, such lands will be at 7:45 a.m., on June 21, 1981, relieved of the segregative effect of the above mentioned application.

The lands involved in this notice of termination are:

Boise Meridian

Kaniksu National Forest

T. 60 N., R. 1 E.,
Sec. 19, lots 1 and 2.

The area described aggregates 79.53 acres in Bonner County.

Eugene E. Babin,

Acting Chief, Lands Section.

[FR Doc. 82-14103 Filed 5-25-82; 8:45 am]

BILLING CODE 4310-84-M

Office of Surface Mining Recelamation and Enforcement

Determination of Valid Existing Rights Within Monongahela National Forest

AGENCY: Office of Surface Mining Reclamation and Enforcement, Interior.

ACTION: Interim final findings on extent of Mower Lumber Company's valid existing rights to conduct underground coal mining operations in the Upper Shavers Fork Subunit of the Monongahela National Forest in West Virginia.

SUMMARY: The Director, Office of Surface Mining Reclamation and Enforcement (OSM) has found that the Mower Lumber Company ("Mower") possesses valid existing rights (VER), and to that extent, its proposed underground coal mining operations in the Monongahela National Forest are not prohibited or limited by section 522(e) of the Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1272(e)). 45 FR 52467 (August 7, 1980) and 45 FR 61798 (September 17, 1980). The notice of that finding did not include a determination of the geographical extent of Mower's VER. Today's notice defines the geographical extent of Mower's VER.

DATES: Effective Date: May 26, 1982. Written comments: Accepted until 5:00 p.m. E.D.T. on June 25, 1982.

ADDRESSES: Written comments must be mailed to: Administrative Record R&I-34, Office of Surface Mining, Room 5315-L, South Interior Building, 1951 Constitution Avenue NW., Washing' D.C. 20240.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	ACEC
Objective Number	ACEC-1

ISSUE

Public Law 94-579 (Federal Land Policy and Management Act) mandates the identification of Areas of Critical Environmental Concern through the planning process. Are there any resources which should be protected through this special designation and what protective measures are needed?

OBJECTIVE

Identify, designate, and manage all areas of critical environmental concern in the Henry Mountain Planning Area.

RATIONALE

The Federal Land Policy and Management Act of 1976 (FLPMA) specifically directs the Secretary of Interior through the use of the Department of Interior's public land managing agencies under Section 201(a) to ...prepare and maintain on a continuing basis an inventory of all public lands and their resource and other values (including, but not limited to, outdoor recreation and scenic values), giving priority to areas of critical environmental concern.... Section 202(c) of the Act defines the need for development and revision of Land Use Plans and specifically states that "the Secretary shall give priority to the designation and protection of areas of critical environmental concern."

According to Federal Register Vol. 45, No. 168, Wednesday, August 27, 1980, the Department of Interior interpreted these two sections as follows:

> "a) Section 201(a) of the Act that requires the identification of ACEC type values, resources, or hazards during the inventory of public lands is an identification or a finding by a BLM District Manager that a particular area contains environmental resources or natural hazards that meet the criteria of RELEVANCE and IMPORTANCE and this makes the area eligible for subsequent consideration for designation as an ACEC. This identification is a matter for professional evaluation, and will be made on the basis of the values or qualities of the resource or hazard itself, without consideration of alternative potential uses.
>
> b.)The designation phase is developed from Section 202(c) of the Act, which requires that priority be given to the designation of ACEC's during the development and revision of land-use plans. "Designation" of an ACEC is a management decision that is made after weighing the public interest to be served by (1) ACEC designation and by (2) potential alternative uses for the resource or combination of resources involved."

BLM guidelines for ACEC designation as outlined in the above Federal Register have defined ACEC's and identified the two criteria (Relevance and Importance) derived from the Act which must be met in every case before an area can qualify

as an ACEC. These criteria are to be applied through a professional evaluation based on the inherent or intrinsic qualities of resources or hazards, either singly or in combination, without consideration of alternative possible uses for the resource or resources. The following definitions will be used to identify ACEC's in this planning process:

Area of Critical Environmental Concern is an area "within the public lands where special management attention is required (when such areas are developed or used, or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources or other natural systems or processes, or to protect life and safety from natural hazards" (Section 103, FLMPA).

Relevance is defined as an environmental resource or natural hazard that is one of the kinds of resources, values, systems, processes, or hazards included in the Act's definition of ACEC.

Importance is defined as a environmental resource that has qualities that give it (a) special worth, consequence, meaning, distinctiveness or cause for concern especially when compared to any like or similar resources, and, generally, (b) more-than-local significance.

Congress, through the initiation of FLPMA, not only mandated identification and designation, but also the protection of ACEC's. This makes the ACEC process more than a recognition program. It is a process for (1) determining what special management important environmental resources or natural hazards require; (2) providing commitment that this special management will continue to be provided on a priority basis in accord with Section 202(c)(3) of the Act; and (3) providing such management. Therefore, the main purpose of these special management areas is to give special management attention to areas containing important natural and cultural resources and natural hazards, areas with combinations of significant resource values, and areas with certain significant public recreation opportunities.

The ACEC regulations specifically point out that "areas of the public lands with important natural or cultural resource values--such as previously designated Research Natural Areas and Outstanding Natural Areas--shall be considered for ACEC designation." Furthermore, the regulations state that "an area designated by Congress for special management, such as a National Conservation Area, a National Wild or Scenic River, or a Wilderness Area, may contain one or more ACECs. Conversly, public lands given a designation that is recognition oriented, that is, they constitute a recognition of the significance of certain types of important environmental resources but do not constitute a commitment to provide special management protection for the resource (e. g., National Natural Landmarks), should be considered for ACEC designation.

The ACEC concept, like other forms of special management designations, is a management tool to help identify and protect the continuity of those public lands where important natural and cultural resources exist. ACEC designation reminds public land managers that important resource values exist in an area so that these values are not lost as these lands come under more intensive use.

The Senate Committee Report on FLPMA (Senate Report 94-583) stated, "Unlike wilderness areas, ACEC's are not necessarily areas in which no development can occur. Quite often, limited development, when wisely planned and properly managed, can take place in these areas without unduly risking life or safety or permanent damage to historic, cultural or scenic values or natural systems or processes." This provides the public land manager the flexibility to permit a range of multiple-use activities, including specified kinds and degrees of development and commodity production activities, provided that the important environmental resources within the area are not damaged or endangered.

Examples of some of the characteristics or qualities of the kinds of environmental resources or natural hazards that conceivably could meet these criteria include:

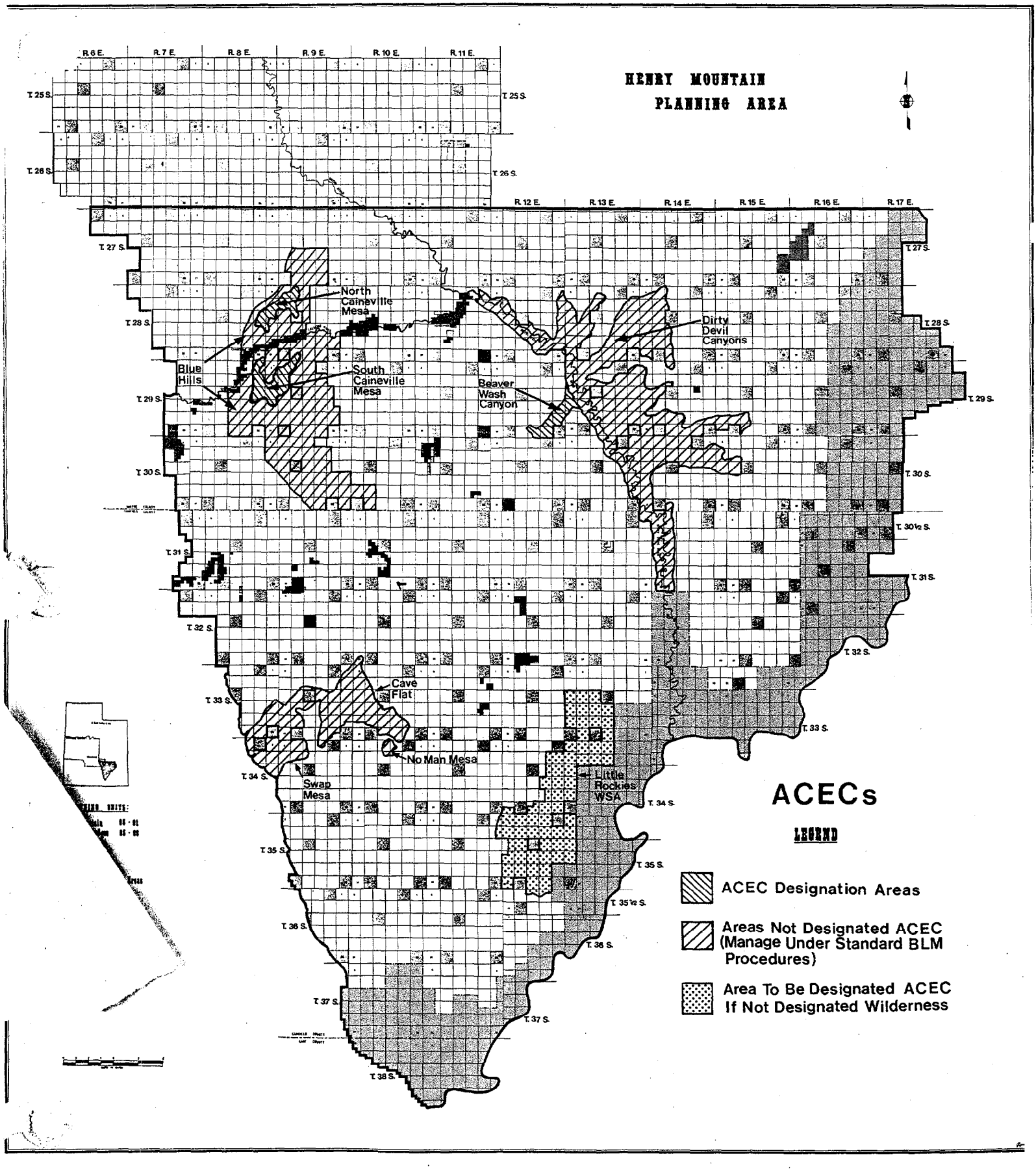
1. Cultural Value or Resource: Could be an archaeologically significant area of prehistoric Indian habitation that is vulnerable to loss or damage because of easy assessibility; or physical evidence of an historically significant event or period in American history.

2. Scenic Value or Resource: Could be an area that combines outstanding scenic quality, relative scarcity, and/or high visual sensitivity that requires special attention if protection of these qualities is to be assured.

3. Fish or Wildlife Resource: Could include an important or critical habitat for a species that is endangered, threatened, sensitive, or of special importance; an important area of historic range suitable for reintroduction of such a species, or an area necessary for reproduction, rearing, or seasonal use in order to maintain a viable population level of such a species.

4. Natural System or Process: Could be a significant natural system or process that is being subjected to decisive adverse change or alteration, or that without special management attention is susceptible to significant change in its natural condition or functioning. Also could include a key component essential to the life cycle or survival of such a living natural system or process; an important habitat for a plant species or community, particularly one that is endangered, threatened, sensitive, or of special importance; or an important occurrence of a rare or relict resource, or a nonliving geological feature, paleontological phenomena or land form that exemplifies a natural system or process.

5. Natural Hazard: Kinds of hazards that conceivably could be appropriate for ACEC designation include significant avalanche areas, areas subject to periodic dangerous flooding, areas with unstable soil mantles such as steep slopes vulnerable to landslides, seismic zones, dangerous cliffs or other unsafe areas, particularly where human visitation is likely. Some types of hazards, such as abandoned mine shafts, are not relevant for ACEC identification because they are manmade rather than natural. However, a hazard caused initially or triggered by human action may be considered "natural" for ACEC purposes if it subsequently has become part of a natural process and subsequently has become part of a natural process and significantly endangers human life, health or property.


HENRY MOUNTAIN
PLANNING AREA
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R.7 E.
R.8 E.
R.9 E.
R.10 E.
R.11 E.
R.12 E.
R.13 E.
R.14 E.
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R.16 E.
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T.35½ S.
T.36 S.
T.37 S.
T.38 S.
North Caineville Mesa
Blue Hills
South Caineville Mesa
Beaver Wash Canyon
Dirty Devil Canyons
Cave Flat
No Man Mesa
Swap Mesa
Little Rockies WSA
ACECs
LEGEND
ACEC Designation Areas
Areas Not Designated ACEC (Manage Under Standard BLM Procedures)
Area To Be Designated ACEC If Not Designated Wilderness

RECOMMENDATION ACEC/WL-1.1

Designate North and South Caineville Mesas containing approximately 6,400 acres as Areas of Critical Environmental Concern and manage these Mesas to preserve their natural systems which support a diversity of ecological associations for scientific and educational purposes.

RATIONALE

The Caineville Mesas are located in Wayne County, Utah approximately 14 miles due west of the town of Hanksville in the northeast sector of the Henry Mountain Planning Area. These mesas rise abruptly from the desert floor and are geologically typical of mesas in southeastern Utah. North Caineville Mesa encompasses approximately 3.5 square miles (2,200 acres) and has an elevation of 6,000 feet. South Caineville Mesa covers approximately 6.5 square miles and has an average elevation of 5,850 feet. These mesas are approximately 2 miles apart at their nearest points and constitute only 0.3 percent of the total acreage in the planning area.

North and South Caineville Mesas meet the ACEC designation criteria of relevance and importance and require special management attention to "protect and prevent irreparable damage to important.....natural systems or processes...." These mesas represent some of the last natural areas of cold-desert shrubland in the planning area and satisfy the ACEC criterium of relevance in that they contain undisturbed natural systems which support a diversity of ecological associations.

Cold desert shrublands are characterized by hot, dry summers, cold winters and poor soils. Rainfall over much of this desert is less than 10 inches per year with most of this occurring during the winter months. The predominant vegetation types are sagebrush and saltbush. These desert shrublands constitute much of the southwest rangelands and are valuable to wildlife and livestock.

Meinke (1975) identified 145 plant species, representing 39 families, growing on the tops of the Caineville Mesas. One of the cactus species (*Sclerocactus sp*) has been classified as a threatened species. The mesas are dominated by species of saltbush (Atriplex), sagebrush (*Artemesia*) and two bunchgrass species, galleta (*Hilaria jamesii*) and Indian ricegrass (*Oryzopsis hymenoides*). The major vegetal divisions occurring on these mesas include the grass-saltbush and sagebrush-juniper communities.

Meinke (1975) found the Caineville Mesas to be "ecologically diverse and their vegetational composition to be in exceptionally good condition."

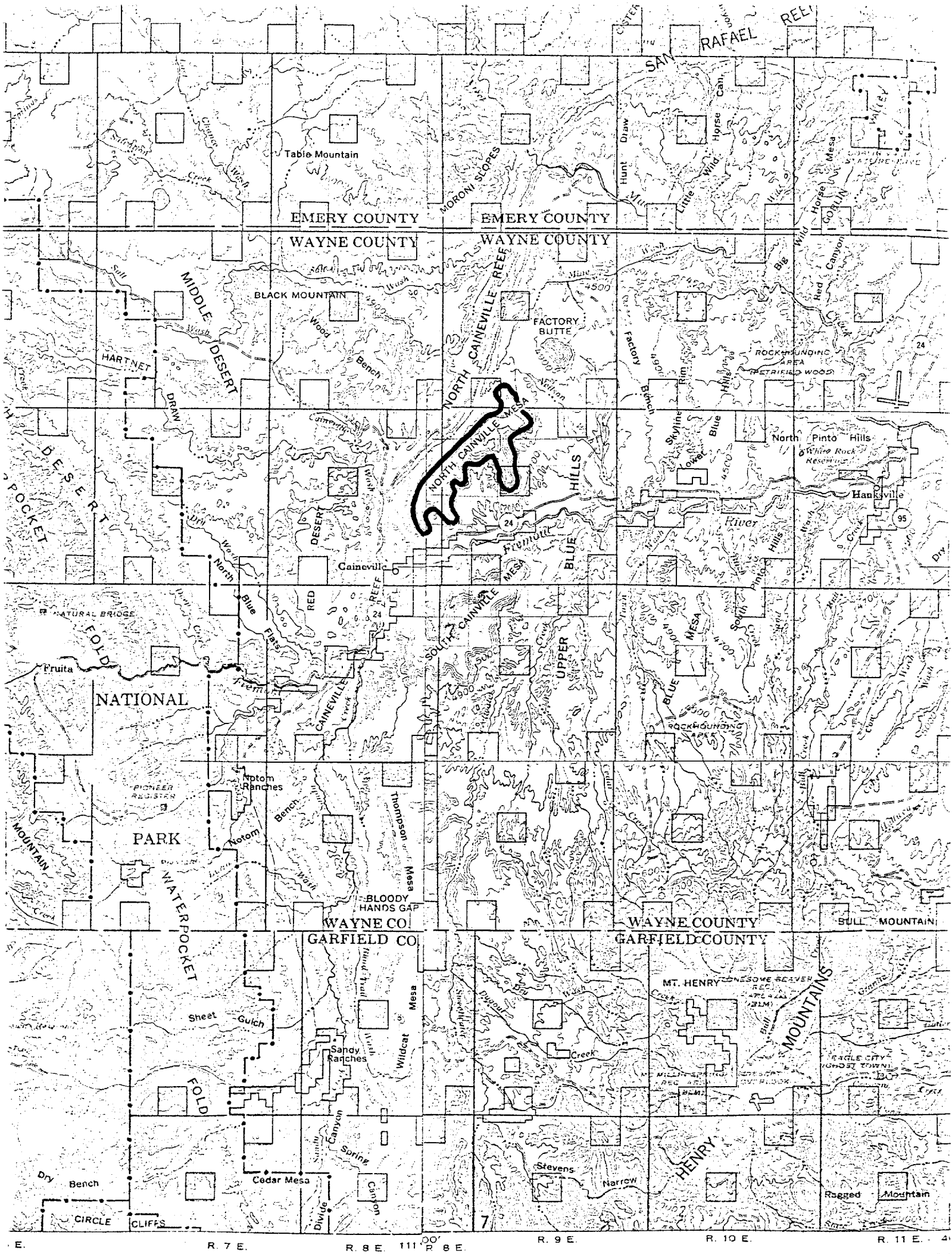
In addition, after conducting a vegetational comparison with Little Thompson Mesa (of the same region), Meinke found that the Caineville Mesas not only had a greater amount of palatable forbs and browse, but also a much higher percent of ground cover than did Little Thompson Mesa. This led Meinke to conclude that ".... while the (Caineville) Mesas themselves appear similar they are biologically unique from much of the surrounding area...." He recommended that both mesas be designated Research Natural Areas.

The Caineville Mesas satisfy the ACEC criterium of importance in that they have special worth when compared to like or similar resources. These mesas have never been subjected to any major surface disturbance activities that would have altered either their natural biological and ecological character or those naturally occurring physical processes which formed them. Another feature that gives these mesas special worth when compared to like or similar resources is their size. The only other natural sites, within the Henry Mountain Planning Area, are relic areas or exclosures. However, most of these sites are less than 1 acre in size and while they are adequate for reference or comparison purposes they are not suitable for on-the-ground research. The Caineville Mesas are large enough to conduct simultaneous long term research projects and as such are extremely valuable "field laboratories" where baseline research can be conducted to evaluate the impacts of human-related activities on cold desert plant and animal communities.

Still another feature that gives these mesas special worth is their location. These mesas are in close proximity to heavily grazed areas of similar terrain and as such would be useful in determining what effects grazing has had on the range. The scientific and educational values of these mesas have more than local significance in that baseline information collected from these areas can be applied to other cold-desert shrublands throughout the southwest. Resource managers as well as scientists can use such information for rangeland comparison purposes as well as determining range condition, trend and production potential for a specific site. In addition, such knowledge can be applied to determine how various land treatments and land use practices influence plant and animal communities and their ecological associations.

The importance of natural areas and the need for special management attention was discussed fully by E. William Anderson in a paper presented to the Society of Range Management in 1975. He identified the following reasons for establishing and protecting natural areas:

1. Because natural biological and physical processes occur unhindered in natural areas, these areas serve as a baseline or standard against which the effects of man's intervention in the natural environment can be studied and evaluated.


SAN RAFAEL REEF
Table Mountain
MORONI SLOPES
EMERY COUNTY
EMERY COUNTY
WAYNE COUNTY
WAYNE COUNTY
BLACK MOUNTAIN
MIDDLE DESERT
HARTNET
DRAW
NORTH CAINEVILLE REEF
NORTH CAINEVILLE MESA
FACTORY BUTTE
ROCKHOUNDING AREA
PETRIFIED WOOD
North Pinto Hills
White Rock Reservoir
Hanksville
BLUE HILLS
Fremont River
Caineville
RED REEF
SOUTH CAINEVILLE MESA
UPPER BLUE MESA
ROCKHOUNDING
NATURAL BRIDGE
FOLD
Fruita
NATIONAL
PARK
WATERPOCKET
MOUNTAIN
Notom Ranches
PIONEER REGISTER
Thompson Mesa
BLOODY HANDS GAP
WAYNE CO
GARFIELD CO
WAYNE COUNTY
GARFIELD COUNTY
BULL MOUNTAIN
MT. HENRY
LONESOME BEAVER REC. AREA (BLM)
HENRY MOUNTAINS
EAGLE CITY (GHOST TOWN)
Sheet Gulch
Sandy Ranches
Wildcat Mesa
FOLD
Cedar Mesa
Stevens
Narrow
Rugged Mountain
Dry Bench
CIRCLE CLIFFS
R. 7 E.
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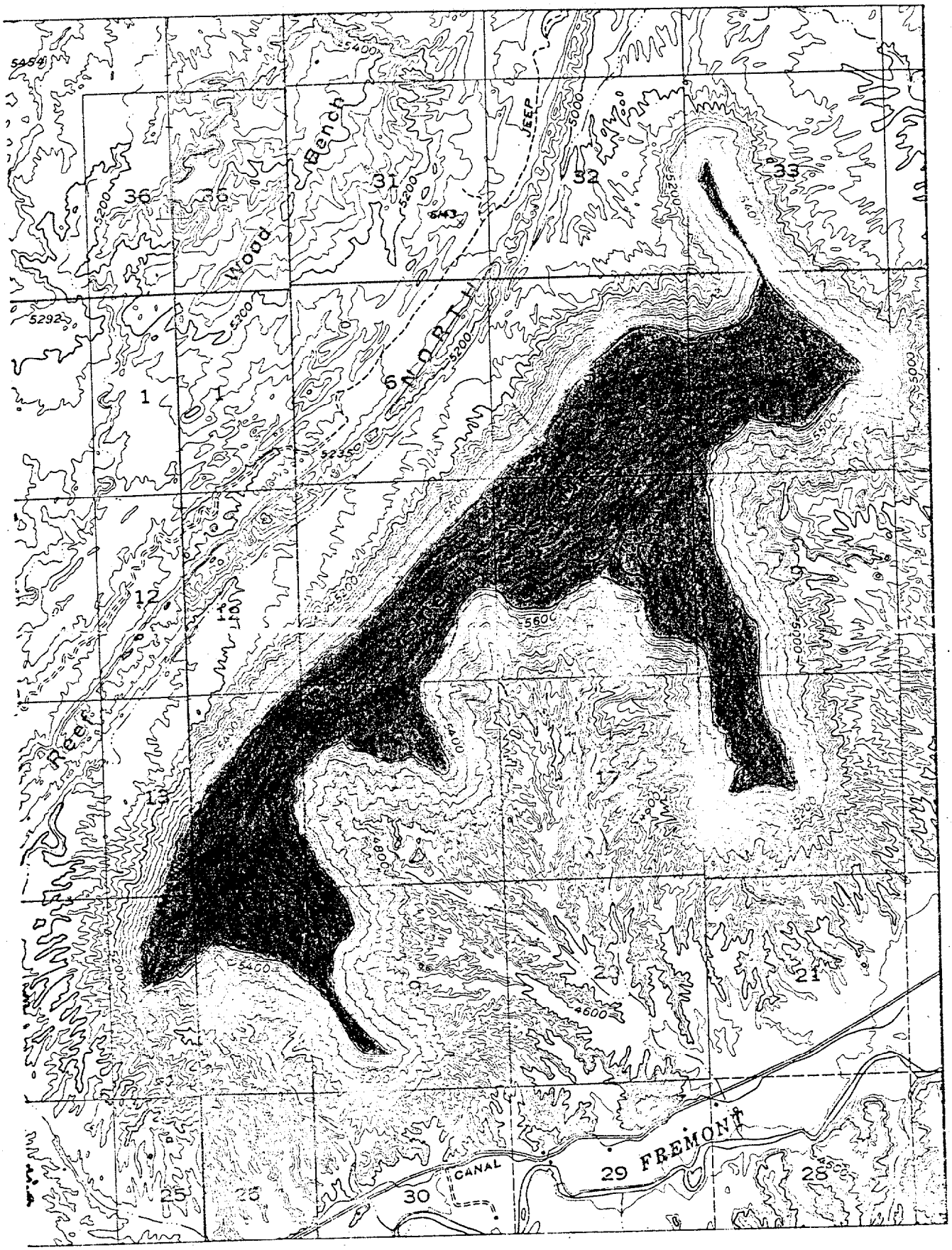
R. 9 E.
R. 10 E.
R. 11 E.

Map 2


Wood Bench
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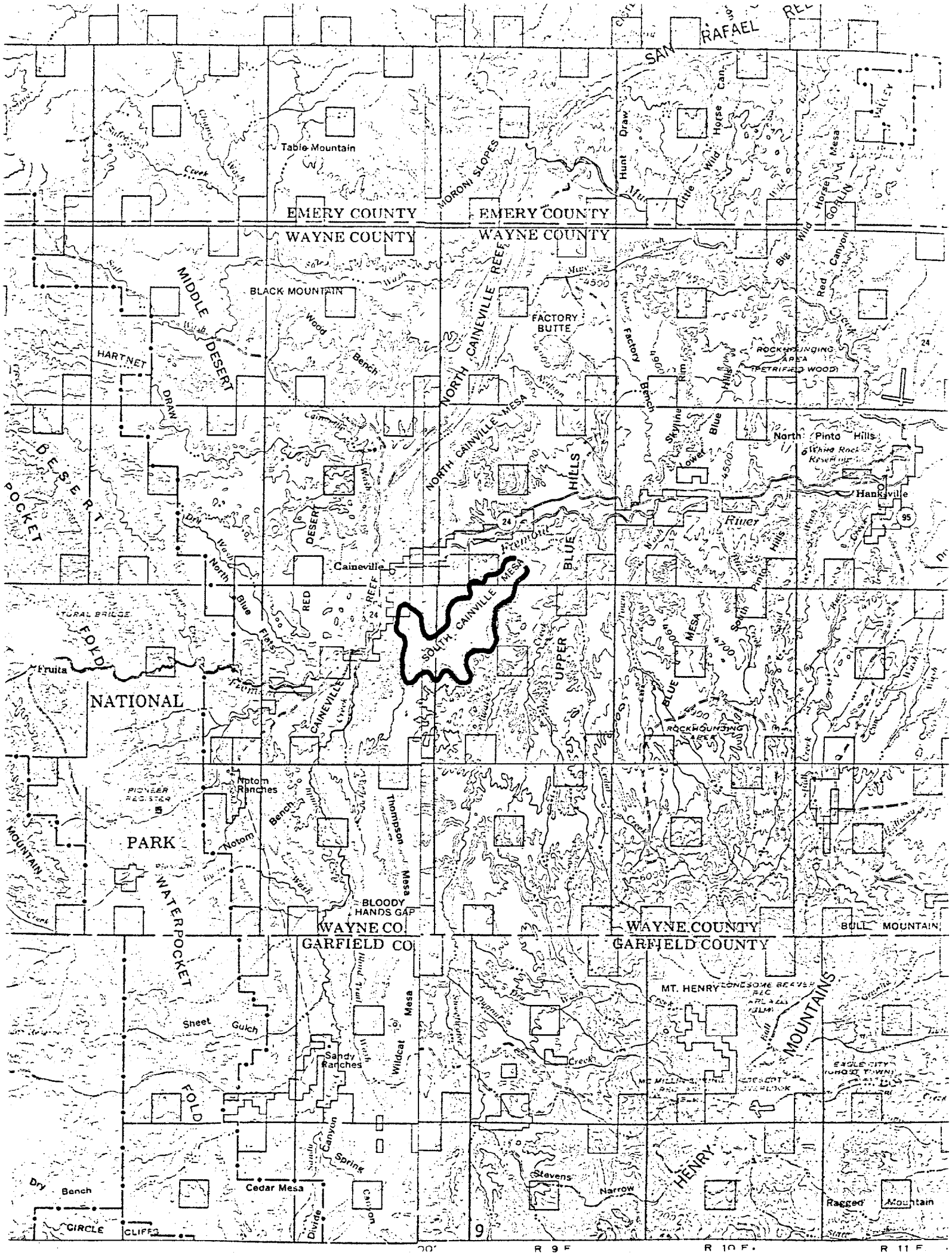
SAN RAFAEL REEF
Table Mountain
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Hanksville
BLUE HILLS
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RED DESERT
SOUTH CAINVILLE MESA
UPPER BLUE MESA
Fruita
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Thompson Mesa
BLOODY HANDS GAP
WAYNE CO
GARFIELD CO
WAYNE COUNTY
GARFIELD COUNTY
BULL MOUNTAIN
MT. HENRY
LONESOME BEAVER REC AREA
HENRY MOUNTAINS
WATERPOCKET FOLD
Sheet Gulch
Sandy Ranches
Wildcat Mesa
Cedar Mesa
Stevens Canyon
Narrow
Ragged Mountain
Dry Bench
CIRCLE CLIFFS
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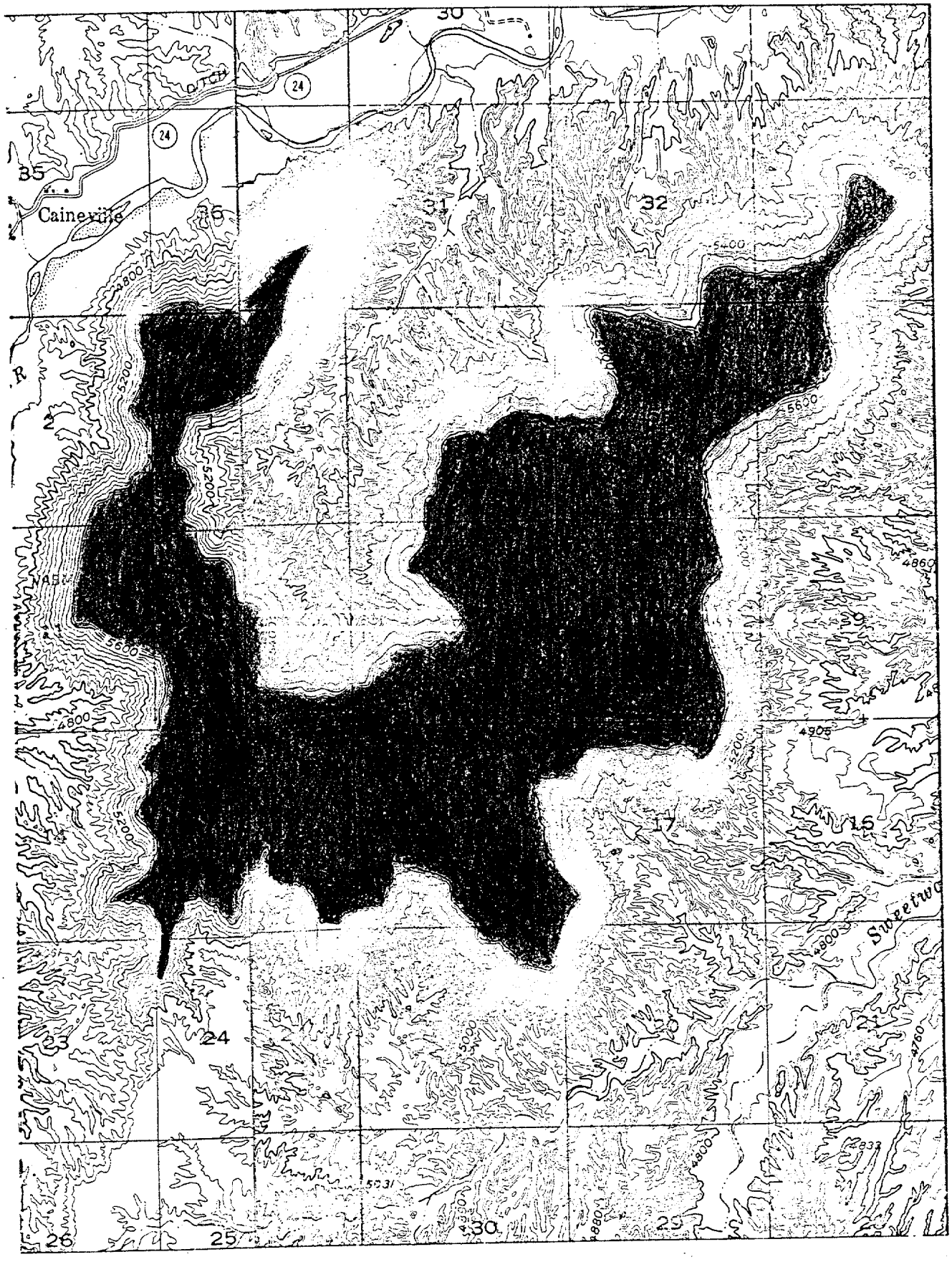
Map 3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Caineville
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2. Natural areas are the cornerstone of the sciences of resource management. In respect to range science, they provide the basis for (a) defining range sites; (b) determining range conditions; and (c) determining the trend of range condition under grazing and other uses of the resource, all of which are fundamentally the ecological basis for range resource management.

3. Natural areas provide representative plant communities or ecosystems which serve as outdoor laboratories where we can increase our knowledge about ecological dynamics, the specific effects of herbivores on the ecosystem, and the impacts of man's ever-increasing manipulations of the landscape.

4. Present-day knowledge is not adequate to meet the increasing demands on our resources and problems of land use. An adequate number of suitable natural areas is needed to help educate the public through informal nature tours and structured class and research activities in outdoor education, conservation, natural history, and universities.

5. If suitable areas are not designated as natural areas, they likely will be lost as land comes under more intensive use. Even designated natural areas can be lost as land is diverted to other uses unless their scientific and educational values are brought to the attention of the land owners and managers and those responsible for land use planning and zoning. The fewer natural areas we have, the more important that they be preserved, or future generations will be denied a richness of experience by our unwise actions.

6. Natural areas are vital sanctuaries for the individual species, both flora and fauna, of the complex biological community. Natural areas provide essential genetic reservoirs of native fauna and flora. All domesticated crops spring from the pool of wild genes. Preserving this source of wild genes is actually preserving our future supplies of food and fiber. Furthermore, none of us can predict the benefits that may be found tomorrow from research on some obscure native organism, or the difficulties that might follow the destruction of some biological element of nature whose function we do not now fully understand.

7. Comprehensive knowledge of existing natural areas, species habitat, important geological, phenomenal, and natural features of special interest is necessary if we are to preserve a complete spectrum of our natural heritage.

8. The economic welfare of a region is largely based upon the strength and soundness of its resource-oriented enterprises and the propriety of its resource use. Primary beneficiaries of research, education, and

resource management studies are those who make their living directly from the resources. In each locality, however, there also is a business community, which is dependent for its livelihood on the local resources industries. Such spin-off benefits go even farther, affecting the general public, until the whole list of valid reasons why natural areas are needed becomes deeply involved in the eventual economic welfare of communities, states, and nations.

Current management plans for the Caineville Mesas are inadequate because they do not recognize the scientific and educational values of these natural areas. Although the 1974 Management Framework Plan (MFP) for the Henry Mountain Planning Area recommended that South Caineville Mesa be identified as a Research Natural Area no formal designation was ever adopted. In addition, the 1974 MFP made no specific management recommendations for North Caineville Mesa.

Designation provides a means of identifying to other government agencies (especially the State Lakd commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all state school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated state sections where resource preservation is desired, the potential for conflicting resource uses (similar to the Cotter Corp. problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

One problem with current management for these mesas involves livestock grazing. South Caineville Mesa is included in the grazing preference for the Bluebench Allotment while North Caineville Mesa is a separate allotment (Maxfield, personal communication). Although these mesas have not been grazed since 1950 (Meinke, 1975) they could be subject to livestock grazing if access trails are improved and water sources developed.

One of the permittees in the Blue Bench Allotment has indicated a desire to do this. Economically, this could be a costly proposition for the government and not economically feasible for the permittee.

The trail leading to the top of South Caineville Mesa is steep and has been eroded away in many places. Construction costs for this trail could be as low as $3,000 if nothing more is done to the trail than to make it passable for livestock. This would require yearly maintenance costs and would probably not resolve the problem of providing adequate access for equipment to construct water holding tanks. If the trail was widened to allow enough room to handle construction equipment, the following itemized costs could be expected.

Road/Trail Construction to Top of Mesa

1. Relief difference (base of mesa to top) = approx. 1,160 ft.
2. Desired grade should not exceed 10% which would require a trail/road approximately 2.2 miles long.
3. Equipment needs and costs: D-6 Cat or equivalent @ $65.00/hr.
4. Estimated time to construct: 1/8 mile/8 hr. day = 18 working days (18 x 8 = 144 hours x $65/hr. = $9,360).
5. Compressor work in rim rock = $1,000.
6. Total cost to construct trail/road = $10,360.

Water Catchments for Mesa Top

500-gal. storage tank	-	$4,000
Lumber for apron	-	500
Metal Sheeting	-	500
Pipe & misc. supplies	-	200
	Total	$6,200
Labor for installation		2,000
Equip. rental for excavation		500
	Total Cost	$7,700

It has been estimated that there is a little more than 100 AUMs on the top of South Caineville Mesa. It is questionable whether livestock grazing could justify the $17,000 investment needed to make the mesa usable. In any case, resumption of livestock grazing could significantly alter the vegetation composition of these mesas and destroy their values as natural areas. It is important to note that there is nothing in the 1974 MFP that would exclude livestock grazing on these mesas.

Another problem with current management concerns ORV activities. Although these mesas are currently inaccessible, the improvement of access trails could open them to ORV use. ORV activity is expected to increase significantly if such proposed land use projects as the Fremont River Dam and a Salt Wash Power Plant are constructed. The 1974 MFP makes no recommendations on how to manage for this anticipated increase in ORV activity.

There are currently no formally recognized natural areas in the Henry Mountain Planning Area. ACEC designation of North and South Caineville Mesas would identify the resource values of these mesas for current and future resource managers. In addition, scientific organizations, such as the Federal Committee on Research Natural Areas, the U.S. International Biological Program, the Nature Conservancy, the Society of American Foresters and the Society for Range

Management, are actively engaged in the identification, acquisition, and protection of natural areas. As stewards of the public lands, BLM also has a responsibility to identify and protect lands which qualify as natural areas for the benefit of the general public and the scientific community. ACEC designation would also remind future managers of the scientific and educational values of these mesas and insure that future land use activities did not destroy these values.

SUPPORT NEEDS

-Category 2 oil and gas leasing (No surface occupancy)
-Closed to ORV use
-Limited livestock grazing (for scientific purposes only)
-Develop management plan by the end of F Y 1983
-Exchange out State section

MULTIPLE USE ANALYSIS

MINERALS - Impacts from this recommendation on the mineral development program would be negligible. No commercial quantities of coal, oil and gas or locatable minerals are known to exist on or under the Caineville Mesas.

RANGE - This recommendation compliments the range ACEC recommendation (see ACEC/RM-1.1) and would have a positive impact on the reference areas located on the two mesas. Both reference areas need protection from surface disturbing activities, especially from grazing use, and this would be accomplished by this recommendation.

WATERSHED - This recommendation compliments the watershed ACEC recommendation (see ACEC/W-1.1) and would have a positive impact on watershed values by restricting surface disturbing activities which could remove vegetation and add to the sediment yield of the area.

RECREATION - This recommendation compliments the recreation ACEC recommendation (see ACEC/R-1.1) and would have a positive impact on preserving important biological and botanical values known to exist on the mesas as indicated by the rationales for this wildlife recommendation and ACEC/RM-1.1.

ALTERNATIVE 1

Designate the two mesas as Research Natural Areas.

RATIONALE

In addition to those reasons identified in the rationale for the ACEC recommendation, designation of these two areas as Research Natural Areas will provide procedures for the management and protection of public lands having natural characteristics that are unusual or that are of scientific or other special

interests. 43 CFR 8823.0-5 defines a "Research Natural Area" as an area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics: (1) a typical representation of a common plant or animal association; (2) an unusual plant or animal association; (3) a threatened or endangered plant or animal species; (4) a typical representation of common geologic, soil, or water features; or (5) outstanding or unusual geologic, soil, or water features.

South Caineville Mesa was recommended for designation as a Research Natural Area in the 1974 MFP, but no formal designation was ever made even though the decision authorized the designation after completion of a study of the area to be done by the end of FY 1976. Both North and South Caineville Mesas could be easily managed because of their isolated and remote nature.

SUPPORT NEEDS

Same as those listed for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the wildlife ACEC recommendation (ACED/WL-1.1).

ALTERNATIVE 2

Take no action to designate the mesas identified in the ACEC recommendation (ACEC/WL-1.1).

MULTIPLE USE ANALYSIS

Both mesas have been given a Category 3 "no surface occupancy" classification for oil and gas leasing under the old MFP. No action impacts will be analyzed assuming this condition to exist.

MINERALS - There would be a negative impact to the minerals program from this alternative in terms of not allowing surface occupancy for oil and gas exploration and development activity. No real mineral interest has been shown for the mesa's in the past and it is unlikely this situation will change in the future, so the impact should be negligible.

RANGE - This recommendation is in conflict with the range ACEC recommendation (see ACEC/RM-1.1) and could have a negative impact on the two reference areas on the mesas if disturbing activities were to occur on them. This is especially true if grazing was permitted on the mesas. Both reference areas would need to be fenced if the impacts were to be prevented.

WATERSHED - Impacts from this alternative would be neglibigle on watershed resources.

WILDLIFE - This alternative could have a significant adverse impact on the mesas natural characteristics and their use as natural areas for scientific and educational purposes. Current management plans for the Caineville Mesas are inadequate because they do not recognize the scientific and educational values of these natural areas. Although the 1974 Management Framework Plan (MFP) for the Henry Mountain Planning Area recommended that South Caineville Mesa be identified as a Research Natural Area no formal designation was ever adopted. In addition, the 1974 MFP made no specific management recommendations for North Caineville Mesa.

Public lands are coming under increased development pressures and without a formal committment and management guidance through the planning document, resource values can inadvertently be lost. These mesas are ideal for being managed as natural areas because of there isolated and remote locations. But this management should be guided through a designation process which clearly identifies the importance of the area to future land managers, the general public and other resource users. Failure to do so could result in a loss of a resource value which is becoming more scarce as public lands come under intense land use pressures.

RECREATION - This alternative is in conflict with the recreation ACEC recommendation (see ACEC/R-1.1). Both mesas are important to the recreation program in the planning area in terms of their natural characteristics and their use as vantage points for highly picturesque views of prominent land features in the planning area (Factory Butte, Waterpocket Fold, San Raphael Swell, the Blue Hills, the Henry Mountains, etc). The impact from development of the mesas on the recreation values would depend on the kind and intensity of development. In some respects, improved access would enhance the potential recreational use of the mesas and provide a positive impact. But if this improved access involved livestock use, drilling rigs, mineral extraction or a general disturbance of the mesas' surface there could be a negative impact to the recreation values (hiking, camping, solitude and scenic quality) which would detract from their current appeal. Management guidelines and the use of one of BLM's designation management tools are needed to prevent a conflict of use.

MULTIPLE USE RECOMMENDATION ACEC/WL-1.1

Accept the specialist recommendation with the following modification:

a) exclude South Caineville Mesa from the ACEC designation.

RATIONALE

The mesas have similar vegetation for study purposes, however, South Caineville Mesa has been grazed by domestic livestock in the past and its value as a relic area is questionable. North Caineville Mesa has never been grazed by domestic livestock. Other values on South Caineville Mesa can be protected through multiple use management.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation for North Caineville Mesa.

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DECISION ACEC/WL-1.1

Reject the multiple use recommendation as written.

Accept the specialist recommendation and the identified support needs as written.

RATIONALE

The rationale for the specialist recommendation clearly identifies those resource values which meet the ACEC criteria of relevance and importance and supports the need for the designation and the development of a special management plan.

ACEC designation was determined to be appropriate for this recommendation because (1) special resource values as identified by the specialist rationale could be lost if certain surface disturbing activities were to occur, (2) it will enable those natural systems an opportunity to reach their full potential, (3) the public was generally in favor of the area being designated, (4) public lands are being subjected to increased land use pressures and lack of activity on the mesas in the past cannot be assumed for the future, and (5) designation provides defined boundaries and a clear management objective so both public land managers and resource users can plan accordingly.

ACEC designation is a management tool, which when properly used, can provide flexibility to allow compatible development to occur while still safeguarding those valued resources needing special management. ACEC designation provides a special management plan which considers multiple use activities while research natural areas are specifically established and maintained for the primary purpose

of research and education.

ACEC designation for these mesas represents a notification to all potential resource users that these particular public lands located within the defined boundaries have resource values which the Bureau is committed to protecting. Designation is a tool which cautions land managers that special management is needed and that no activity should be authorized until the impacts are known and mitigation developed. Designation cautions potential resource users that a particular area is sensitive to various surface disturbing activities and because the areas are defined, these resource users can plan accordingly.

Without the designation and the defined boundaries; resource users and new land managers have no way of knowing if or why an area is being provided special management. Difficulties often arise because a resource user has invested time and money in a resource development plan only to find that a particular area has resource values the managing agency is trying to protect. As a result, both parties suffer and resource management is accomplished by confrontation rather than cooperation.

Designation of these mesas constitutes a management commitment. This is an important element of the ACEC process. Designation as an ACEC is followed by the development of a special management plan which will control BLM's management program for the areas. No activity incompatible or inconsistent with the special management plan will be allowed or undertaken by the BLM unless the activity would be in public's interest and the plan is amended. BLM planning and management activities on public lands outside of but affecting an ACEC should also be supportive and consistent with the ACEC objective as far as possible.

This management commitment reinforces the BLM's recognition of the special resource values in the defined area and provides up-front notification to resource users of what activities are consistent with the management goals for the area. State director concurrence adds strength to the District's management commitment by assuring full support for the designation at the highest BLM management level in the State.

ACEC designation provides a sound basis for implementing protective stipulations on proposed activities that will take place in the defined areas. Many times, the Bureau's protective management is litigated to the Interior Board of Land Appeal (IBLA) as being too restrictive and without merit (e.g., oil and gas categories, withdrawals, etc.). Past IBLA decisions have reflected how well BLM was able to justify its actions. ACEC designation would add credence to BLM's position because (1) designation is based on the identification of resource values or hazards which meet the ACEC criteria of relevance and importance (Areas of Critical Environmental Concern; Policy and Procedures

Guidelines, Federal Register, August 27, 1980), (2) designation was conducted through the BLM planning process where public input was solicitated on the proposed ACEC area (Planning; Rules and Regulations, Federal Register, August 7, 1979), (3) designation was approved only after an evaluation of the proposed area's need for special management (4) development of special management plans (protective stipulations) are mandated by FPLMA, Section 102, (11), (5) a multiple use analysis was conducted on the various support needs (protective management recommendations) identified for the specialist recommendation and the alternatives, thereby justifying the various protective measures, and (6) the ACEC designation procedures represent "due process," and the delineation of the ACEC boundary and the development of the special management plan will provide a clear, concise statement to all potential public land users of BLM's management goals for the area, something protective stipulations without the designation and a clearly defined boundary fail to do.

RECOMMENDATION ACEC/WL-1.2

Designate approximately 36,000 acres, (2 percent of the total planning area) including most of Swap Mesa and Cave Flat of the Henry Mountain Planning Area, as an Area of Critical Environmental Concern and manage this area to protect and prevent irreparable damage to its wildlife resources.

RATIONALE

In 1941, as part of a nationwide effort to increase American bison numbers, the Department of the Interior-Grazing Service, the Utah State Department of Fish and Game, the San Rafael Grazing District Advisory Board and the Carbon-Emery Fish and Game Association jointly participated in establishing a free-roaming herd in southeastern Utah. Although the herd was originally introduced into the San Rafael region of southeastern Utah, by 1949 it had moved into the Burr Desert Grazing District (Greenland, 1949). The herd ranged in this area until 1964 when it moved to the west side of the Henry Mountains. It was at this time that the herd began to show a seasonal altitudinal migration pattern summering on the mountain and wintering on the desert areas to the southwest (Cave Flat and Swap Mesa). It is believed that the major reasons for these sudden shifts in range use patterns were forage conditions and human disturbances. Today, the Henry Mountains provide range for approximately 200 mature bison.

The Cave Flat-Swap Mesa area satisfies the ACEC designation criteria of relevance and importance and requires special management attention to "protect and prevent irreparable damage to important ....natural systems or processes....". This region of the planning area meets the ACEC criterium of relevance in that it is important wildlife habitat that requires special management to protect and prevent irreparable damage to it. For approximately the last 15 years, Cave Flat and Swap Mesa have provided suitable winter range for the bison herd. These mesas constitute approximately 92 percent (36,000 acres) of the current bison winter range and are heavily used during severe winters when the bison are forced from their higher intermediate ranges. Because of their remoteness and poor access, these mesas also provide escape cover and seclusion from man and his related activities.

The Cave Flat-Swap Mesa area satisfies the ACEC criterium of importance in that this area has special worth when compared to similar or like resources. The Utah Division of Wildlife Resources has classified both Cave Flat and Swap Mesa as crucial-critical bison winter range and Cave Flat as crucial-critical deer winter range. The UDWR identifies crucial-critical habitat as being necessary to sustain the existence and/or perpetuation or introduction of one or more species of historic or existing, high interest wildlife during critical periods of their life cycle. This classification includes all habitats judged to be highly sensitive to surface disturbance or areas where fish or wildlife management considerations dictate that no disturbance

could be tolerated by the plants and animals present on the site. Professional opinion is that disturbance to highly sensitive habitats will result in irreversible changes in species composition and/or biological productivity of the area.

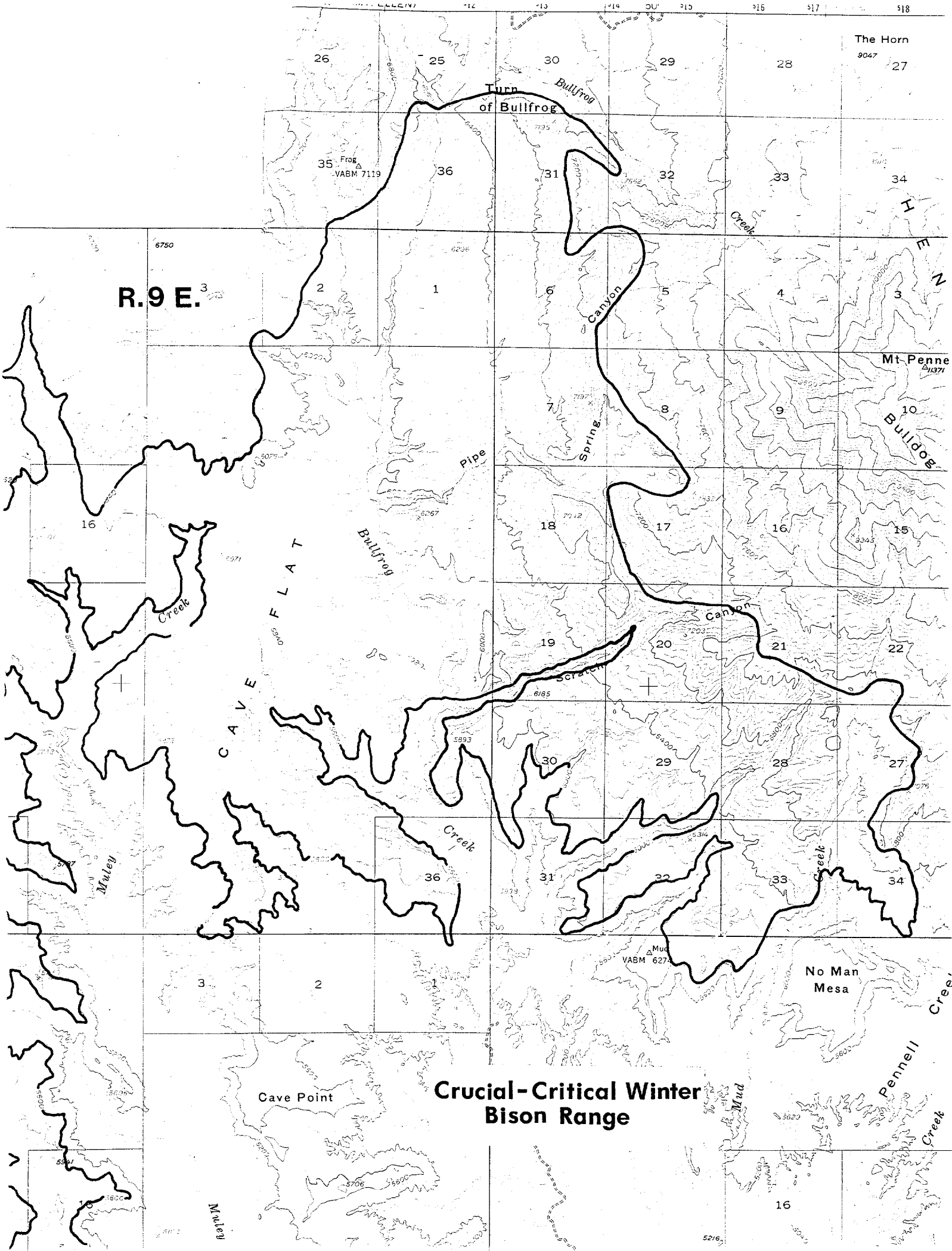
Another feature that gives Cave Flat and Swap Mesa special worth is that this area provides crucial-critical winter range for a sensitive species. Based upon sensitive species selection criteria set forth in BLM Manual Section 6840.34 (B)(4), which states: "Plants and animals whose populations are consistently small and widely dispersed, or whose ranges are restricted to a few localities within a given state, such that any appreciable reduction in numbers, habitat availability, or habitat condition might lead toward local extirpation or extinction may be designated sensitive...." the Henry Mountain bison herd qualifies as a candidate for sensitive species designation.

The Henry Mountain bison herd is the only hunted, free-roaming herd in the 48 contiguous states. As such, this herd and the habitat which supports it constitute important wildlife resources of state and national significance.

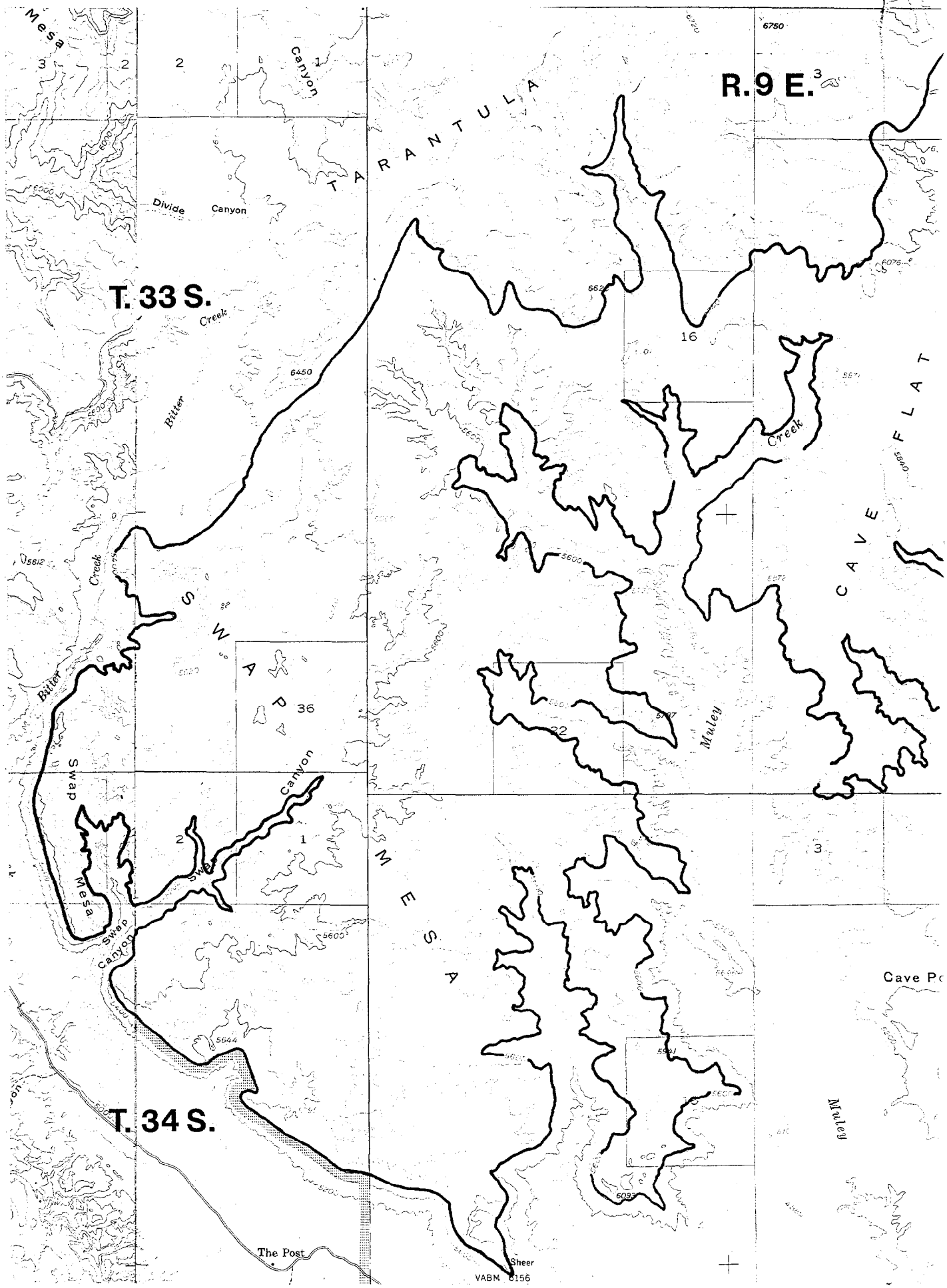
The current management plans for the area are inadequate because they (1) do not recognize that the area is crucial to the existence of the bison herd; (2) do not designate the area to protect wildlife values; (3) do not provide sufficient safeguards to preserve and protect the unique values present; or (4) do not recognize the importance of the Cave Flat area to the Henry Mountain deer herd.

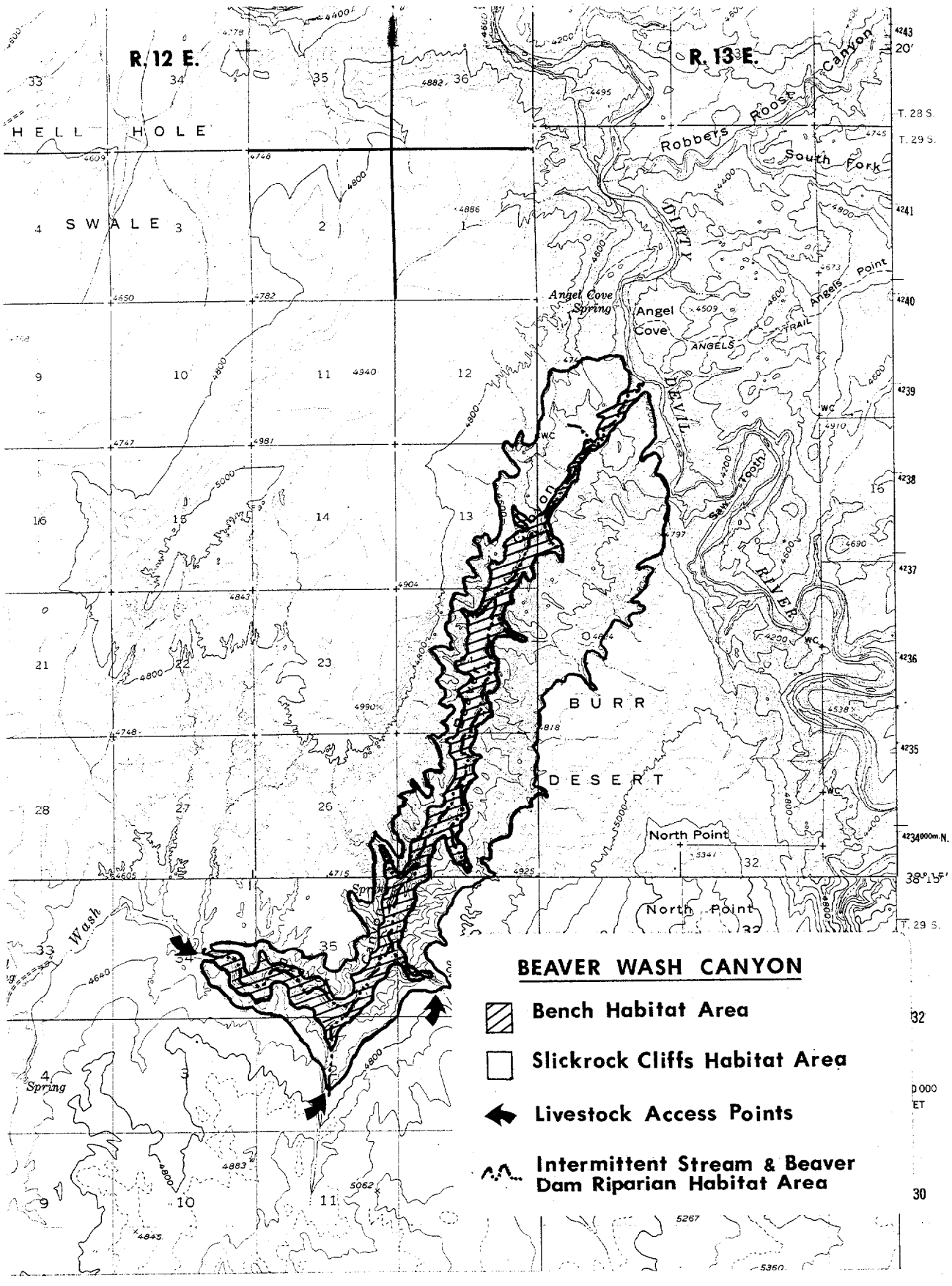
These management plan deficiencies are especially significant because the potential for energy exploration and development in the area is high. The Cave Flat and Swap Mesa areas contain high grade coal deposits. Meadowlark Farms, a subsidiary of AMAX Coal, has submitted a proposal to strip mine over 6,000 acres on Cave Flat and Swap Mesa. In addition the proposal calls for construction and operation of a conveyor system, powerline and access roads to/through the areas. These activities would obviously disturb and disrupt the bison and deer life cycles and possibly cause changes in patterns of range use. This would/could cause conflicts with other land uses (e.g., livestock grazing), cause a significant decline in bison/deer herd numbers, and precipitate movement to other areas. In addition developments/improvements would improve access to the area. This would increase ORV use of the area which would increase the potential for habitat destruction and harrasment of the herds (including illegal hunting, etc.).

Any surface disturbing activities that caused the bison to change their pattern of range use could significantly affect their numbers. For example, during the period of time the herd ranged on the Burr Desert region of the planning area it grew at an average annual rate of about 4 percent. However, during the period the herd has utilized its present range it has grown from 63 to estimated 290 animals (including calves and yearlings) or an average annual



Crucial-Critical Winter Bison Range


R.9 E.
T. 33 S.
T. 34 S.
TARANTULA
MESA
SWAP
CAVE FLAT
Divide Canyon
Bitter Creek
Swap Mesa
Swap Canyon
Muley Creek
Cave Po
The Post
Sheer
VABM 6156


R. 12 E.
R. 13 E.
HELL HOLE
SWALE
Robbers Roost Canyon
South Fork
DIRTY DEVIL
Angel Cove Spring
Angel Cove
ANGELS TRAIL
Angels Point
Saw Tooth
RIVER
BURR
DESERT
North Point
North Point
Wash
Spring
T. 28 S.
T. 29 S.
BEAVER WASH CANYON
Bench Habitat Area
Slickrock Cliffs Habitat Area
Livestock Access Points
Intermittent Stream & Beaver Dam Riparian Habitat Area

increase of 9 percent. These data suggest that the present range provides the bison with much more suitable habitat. This herd growth has permitted a legal hunting harvest of 27 animals annually for the past 3 years.

Designation provides a means of identifying to other government agencies (especially the State Land Commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all state school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated State sections where resource preservation is desired, the potential for conflicting resource uses (similar to the Cotter Corp. problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

Designating Cave Flat and Swap Mesa as an ACEC would provide the special management needed to protect this crucial-critical bison and deer winter range. Designation would insure that bison habitat was managed on a priority basis and that other land use activities included stipulations and mitigation measures adequate to protect this valuable wildlife resource. ACEC designation for the Bison habitat was also proposed by the general public.

SUPPORT NEEDS

-Activity Management Plan
-Close area to ORV use from December 21 to March 20
-Habitat improvement projects (burning or chaining)
-Water developments
-Oil and gas: Category 2 with stipulations on season and distance from riparian zones
-Exchange out all State sections

MULTIPLE USE ANALYSIS

A small portion of Cave Flat lies within wilderness study area (WSA) 248. While this area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and support needs:

MINERALS - Impacts relating to coal development can be found under the coal unsuitability analysis of this document.

Impacts to the oil and gas development program will be negligible since oil and gas exploration can continue to occur with stipulations.

RANGE - The support needs for this recommendation request that livestock grazing be excluded from Swap Mesa and Cave Flat except for research purposes. Livestock grazing on these areas in the past has been limited to stray cows which work their way up to Cave Flat. Although there was never a formal agreement with the livestock permittees, most of the operators have generally kept their livestock off Cave Flat and Swap Mesa. Since livestock grazing has been limited in the proposed ACEC area, no serious impacts would result from a continuation of this practice.

There could be a more serious negative impact if the area is dropped from the allotments and suitable forage is not counted toward meeting the overall preference of the livestock operators. Not grazing an area but keeping it as part of an allotment could be considered preferable to actually removing the area from the allotment and having it declared off-bounds to any future livestock use. This could lead to an appeal if the permittees were adverse to setting aside specific habitat for single use and their preference was significantly reduced. These concerns could probably be alleviated if bison use is not allowed to occur on other areas within the affected allotments.

WATERSHED - There would be no identifiable impacts from this recommendation unless grazing use caused a significant deterioration in vegetative cover. Excluding livestock use would significantly reduce the possibility for over grazing to occur at least in terms of direct competition between livestock and bison. Restricting ORV use to existing roads will also be beneficial in helping to maintain existing plant cover.

RECREATION - There would be a positive impact to the recreation program from this recommendation. The annual buffalo hunt is an important recreational activity in the resource area and this recommendation would help in preserving habitat essential to the survival of the herd. Current use data indicates that 26 hunters spend a week in the area and bring 3 to 4 assistants with them. In addition, sightseeing trips are made by the general public to take advantage of the herd's location in the planning area. This is important in terms of the herd's familiarity region wide and the potential for out-of-state hunters to obtain a bison permit.

ALTERNATIVE 1 (No Action)

Take no action to designate Cave Flat or Swap Mesa as an ACEC for bison crucial-critical habitat.

MULTIPLE USE ANALYSIS

Currently, the only protection provided for Cave Flat and Swap Mesa is a Category 4 "no lease" classification on a portion of both areas. The remainder

of the two areas is in a Category 1 "open lease" status. Impacts will be analyzed assuming these conditions to exist.

MINERALS - There would be a negative impact to the oil and gas exploration and development program from those areas still classified in a Category 4 situation. This adverse impact is based on the location of Swap Mesa and Cave Flat in the Paradox Basin which is noted for its formations of bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock) that have the potential for large deposits of oil and gas resources. If the area remains in a no lease classification, exploratory drilling will be excluded from the area and potential production data cannot be obtained.

Keeping the remainder of the area in a Category 1 status would positively benefit the oil and gas exploration program by allowing the opportunities to drill in the future. Actual on-the-ground drilling operations is the only way to acturately determine the real worth of the area for oil and gas deposits.

WATERSHED - No impacts of any consequence would result to the watershed values from this alternative if land use continues at the same level it has occurred in the past. Use in the area has been minimal (ORV use usually associated with the annual buffalo hunt and BLM administration) and impacts to the watershed have been insignificant. If future land use pressures (oil and gas drilling, increased level of ORV use, etc.) increase, watershed conditions could be seriously effected on those areas where these activities are not controlled. Because of the limited annual rainfall (7-10 inches), and fragile soils, surface disturbing activities leave scars that are not easily rehabilitated by nature or man. Rainfall, when it does occur, usually comes in cloudbursts which can carry off large amounts of exposed soils. Limiting the amount of disturbed areas requires the control of those activities which are the most harmful (ORV use, oil and gas drilling, overgrazing). This no action alternative fails to adequately address these potential problems.

WILDLIFE - The rationale for the ACEC recommendation addresses the potential impacts which could occur without designation and implementation of the support needs.

RECREATION - Adverse impacts could result to recreation, specifically hunting and wildlife observation. Failure to designate crucial critical habitat for buffalo as an ACEC could result in the herd moving to a different location in response to man-caused environmental changes that ACEC recognition would otherwise prohibit. Herd numbers could decline, depending on the carrying capacity of the new area, resulting in a reduction of the quality of hunting opportunities and recreational sightseeing.

Designation also cautions area managers, present and future, of the resource values which need special management attention. In this case, bison habitat has been identified as a resource value which needs protection both in terms of managing and enhancing the bison herd and maintaining the recreation benefits (hunting and sightseeing the free roaming herd) that results from having the bison in the area. Failure to designate leaves no clear signals to other resource users as to what other types of resource uses would be permissible within the area and resource use conflicts will continue to occur.

MULTIPLE USE RECOMMENDATION ACEC/WL-1.2

Accept the specialist recommendation as written.

RATIONALE

Bison crucial-critical habitat has been identified as needing special management attention. The Henry Mountain bison herd can be considered a sensitive species because of its limited numbers and low distribution on public lands in the western states. Any activities which would disturb their critical winter habitat could lead to an extinction of the herd in the Henry Mountain or cause a migration into a new area causing a whole new set of resource use conflicts.

In addition to the specialist recommendation, the general public suggested ACEC designation for the bison habitat at the issue identification phase and a majority of the comments received, favored the designation.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION ACEC/WL-1.2 (See State Director Concurrence section)

Accept the multiple use recommendation and the identified support needs as written.

RATIONALE

The rationale for the specialist recommendation clearly identifies those resource values which meet the ACEC criteria of relevance and importance and supports the need for the designation and the development of a special management plan.

ACEC designation was determined to be appropriate for this recommendation because (1) special resource values as identified by the specialist rationale could be lost if certain surface disturbing activities were to occur, (2) according to sensitive species selection criteria set forth in BLM manual, Section 6840.34(B) (4), the bison herd qualifies as a candidate for sensitive species designation which compels the use of special management to protect and enhance their critical winter range, (3) designation would enable the development of this habitat to its full potential for the bison herd (4) the herd has a regional popularity and the public recommended and approved the area being designated, (5) public lands are being subjected to increased land use pressures (recreational, mineral development, grazing, etc.) and a lack of activity in the proposed area in the past cannot be assumed for the

future, and (6) designation provides defined boundaries and a clear management objective so both public land managers and resource users can plan accordingly.

ACEC designation is a management tool, which when properly used, can provide flexibility to allow compatible development to occur while still safeguarding those valued resources needing special attention. Without special management, resource use conflicts and human harassment could develop which could cause (1) the herd to decline or eventually die out, (2) a migration of the herd onto other public and/or private lands resulting in renewed management problems, (3) increased susceptibility to disease and accidents, and (4) reproductive impairment (i.e. abortions, lower calve survivability and growth rates).

ACEC designation for Cave Flat and Swap Mesa represents a notification to all potential resource users that these particular public lands located within the defined boundaries have resource values which the Bureau is committed to protecting. Designation is a tool which cautions land managers that special management is needed and that no activity should be authorized until the impacts are known and mitigation developed. Designation cautions potential resource users that a particular area is sensitive to various surface disturbing activities and because the areas are defined, these resource users can plan accordingly.

Without the designation and the defined boundaries, resource users and new land managers have no way of knowing if or why an area is being provided special management. Difficulties often arise because a resource user has invested time and money in a resource development plan only to find that a particular area has resource values the managing agency is trying to protect. As a result, both parties suffer and resource management is accomplished by confrontation rather than cooperation.

Designation constitutes a management commitment. This is an important element of the ACEC process. Designation as an ACEC is followed by the development of a special management plan which will control BLM's management program for the area. No activity incompatible or inconsistent with the special management plan will be allowed or undertaken by the BLM unless the activity would be in public's interest and the plan is amended. BLM planning and management activities on public lands outside of but affecting an ACEC should also be supportive and consistent with the ACEC objective as far as possible.

This management commitment reinforces the BLM's recognition of the special resource values in the defined area and provides up-front notification to resource users of what activities are consistent with the management goals for the area. State Director concurrence adds strength to the District's management commitment by assuring full support for the designation at the highest BLM management level in the State.

ACEC designation provides a sound basis for implementing protective stipulations on proposed activities that will take place in the defined area. Many times, the Bureau's protective management is litigated to the Interior Board of Land Appeal (IBLA) as being too restrictive and without merit (e.g., oil and gas categories, withdrawals, etc.). Past IBLA decisions have reflected how well BLM was able to justify its actions. ACEC designation would add credence to BLM's position because (1) designation is based on the identification of resource values or hazards which meet the ACEC criteria of relevance and importance, (Areas of Critical Environmental Concern; Policy and Procedures Guidelines, Federal Register, August 27, 1980,) (2) designation was conducted through the BLM planning process where public input was solicited on the proposed ACEC area (Planning; Rules and Regulations, Federal Register, August 7, 1979), (3) designation was approved only after an evaluation of the proposed area's need for special management, (4) development of special management plans (protective stipulations) are mandated by FPLMA, Section 102, (11), (5) a multiple use analysis was conducted on the various support needs (protective management recommendations) identified for the specialist recommendation and the alternatives, thereby justifying the various protective measures, and (6) the ACEC designation procedures represent "due process", and the delineation of the ACEC boundary and the development of the special management plan will provide a clear, concise statement to all potential public land users of BLM's management goals for the area, something protective stipulations without the designation and a clearly defined boundary fail to do .

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State Director concurrence was not given for this proposed decision. See State Director Concurrence section for further discussion. As a result, Cave Flat and Swap Mesa were not designated ACEC's.

RECOMMENDATION ACEC/WL-1.3

Designate No Man Mesa containing approximately 360 acres as an Area of Critical which supports a diversity of ecological associations for scientific study.

RATIONALE

No Man Mesa is located in Garfield County, Utah approximately 33 miles due south of the town of Hanksville in the southwest sector of the Henry Mountain Planning Area. This mesa rises abruptly from the desert floor and is geologically typical of the mesas in southeastern Utah. The nearly vertical slopes make access to the mesa impossible except by helicopter. This mesa covers approximately .5 square mile (320 acres) and constitutes less than 0.01 percent of the planning area.

No Man Mesa meets the ACEC designation criteria of relevance and importance relic and requires special management attention to "protect and prevent irreparable damage to its important natural systems....".

No Man Mesa satisfies the ACEC criterium of relevance because it represents an area of cold-desert shrubland which contains natural systems that support a diversity of ecological associations. In addition, although there has never been any formal biological or ecological surveys conducted on this mesa, it is not unrealistic to believe that this area may contain "new" findings on the biology and ecology of cold-desert shrublands. As such, this area is of premium value for scientific research and should not be subjected to any consumptive use that would alter either its physical or biological character.

No Man Mesa satisfies the ACEC criterium of importance in that it has special worth when compared to like or similar resources. This mesa has never been subjected to any major man-related activity that would have altered its biological or ecological character or those naturally occurring physical processes which formed them. As such, this mesa is an ecological refuge that has preserved suitable environmental conditions for those plant and animal communities adapted to it. Such natural areas are extremely rare and require special management attention to insure that their natural qualities are preserved. Another feature that gives this mesa special worth when compared to similar resources is its size. Most relic areas in the Henry Mountain Planning Area are less than 1 acre. Although these areas are adequate for reference or comparison purposes they are not large enough for scientific study. No Man Mesa is large enough to conduct simultaneous long term research projects and as such is an important "field laboratory" where baseline research can be conducted to evaluate the impacts of human-related activities on cold desert plant and animal communities.

Still another feature that gives this mesa special worth is its location. This mesa is in close proximity to heavily grazed areas of similar terrain and as such would be useful in determining what effects grazing has had on the

range. The scientific and educational values of this mesa have more than local significance because baseline information collected from this area can be applied to other cold-desert shrublands throughout the Southwest. Resource managers as well as scientists can use such information for rangeland comparison purposes as well as determining range condition, trend and production potential for a specific site. In addition, such knowledge can be applied to determine how various land treatments and land use practices influence plant and animal communities and their ecological associations.

The importance of natural areas and the need for special management attention was discussed fully by E. William Anderson in a paper presented to the Society of Range Management in 1975. He identified the following reasons for establishing and protecting natural areas:

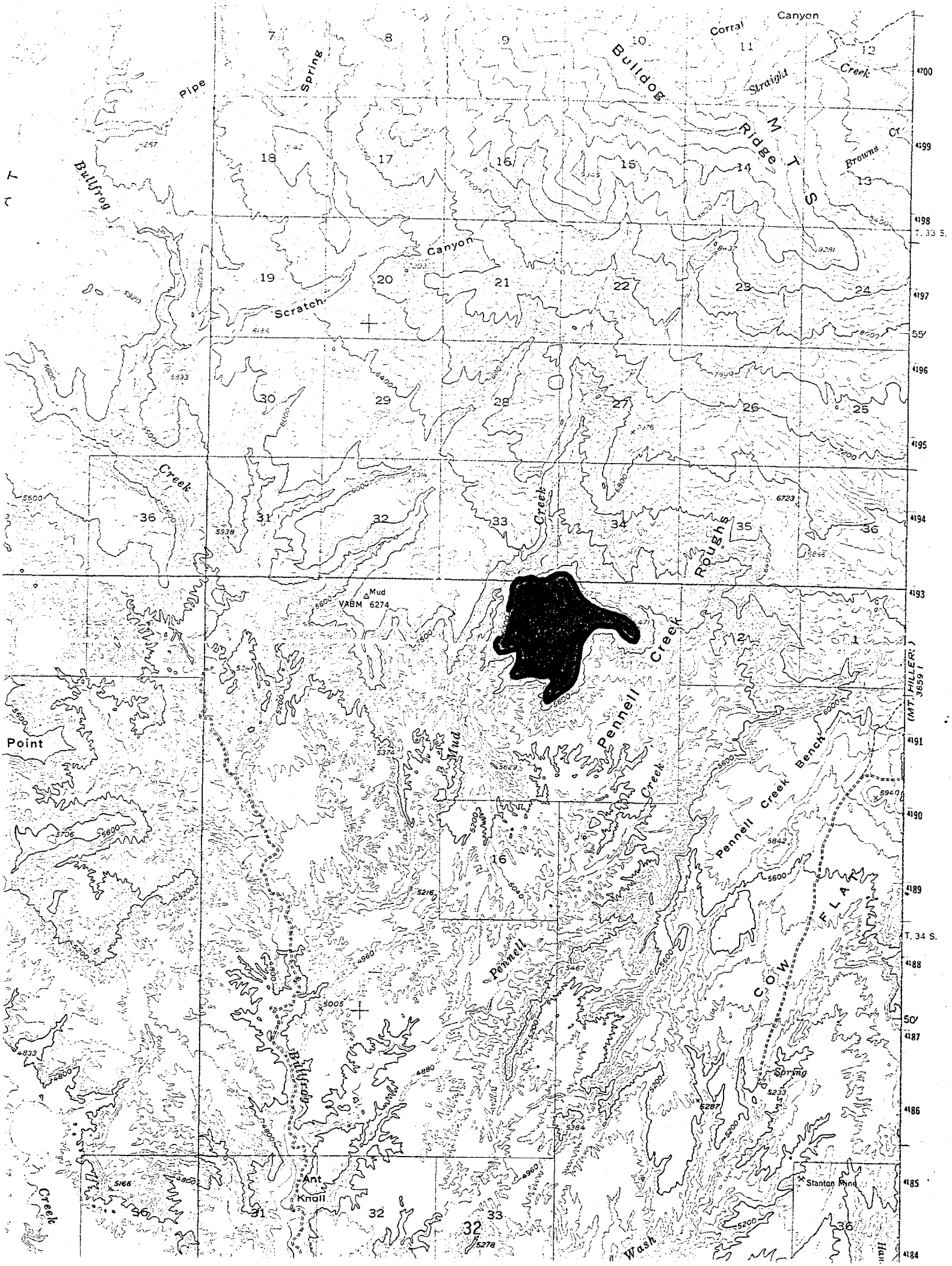
1. Because natural biological and physical processes occur unhindered which the effects of man's intervention in the natural environment can be studied and evaluated.

2. Natural areas are the cornerstone of the sciences of resource management. In respect to range science, they provide the basis for (a) defining range sites; (b) determining range conditions; and (c) determining the trend of range condition under grazing and other uses of the resource, all of which are fundamentally the ecological basis for range resource management.

3. Natural areas provide representative plant communities or ecosystems which serve as outdoor laboratories where we can increase our knowledge about ecological dynamics, the specific effects of herbivores on the ecosystem, and the impacts of man's ever-increasing manipulations of the landscape.

4. Present-day knowledge is not adequate to meet the increasing demands on our resources and problems of land use. An adequate number of suitable natural areas is needed to help educate the public through informal nature tours and structured class and research activities in outdoor education, conservation, natural history, and universities.

5. If suitable areas are not designated as natural areas, they likely will be lost as land comes under more intensive use. Even designated natural areas can be lost as land is diverted to other uses unless their scientific and educational values are brought to the attention of the land owners and managers and those responsible for land use planning and zoning. The fewer natural areas we have, the more important that they be preserved, or future generations will be denied a richness of experience by our unwise actions.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6. Natural areas are vital sanctuaries for the individual species, both flora and fauna, of the complex biological community. Natural areas provide essential genetic reservoirs of native fauna and flora.

All domesticated crops spring from the pool of wild genes. Preserving this source of wild genes is actually preserving our future supplies of food and fiber. Furthermore, none of us can predict the benefits that may be found tomorrow from research on some obscure native organism, or the difficulties that might follow the destruction of some biological element of nature whose function we do not now fully understand.

7. Comprehensive knowledge of existing natural areas, species habitat, important geological, phenomenal, and natural features of special interest is necessary if we are to preserve a complete spectrum of our natural heritage.

8. The economic welfare of a region is largely based upon the strength and soundness of its resource-oriented enterprises and the propriety of its resource use. Primary beneficiaries of research, education, and resource management studies are those who make their living directly from the resources. In each locality, however, there also is a business community, which is dependent for its livelihood on the local resources industries. Such spin-off benefits go even farther, affecting the general public, until the whole list of valid reasons why natural areas are needed becomes deeply involved in the eventual economic welfare of communities, states, and nations.

Current management plans for No Man Mesa are inadequate because they do not recognize the scientific and educational values of this area or insure that such values are enhanced and protected for the public good. Although the 1974 Management Framework Plan (MFP) for the Henry Mountain Planning Area recommended that No Man Mesa be identified as a Research Natural Area, no formal designation was ever adopted.

There are currently no formally recognized natural areas in the Henry Mountain Planning Area. ACEC designation of No Man Mesa would identify the resource values of this mesa for scientific organizations such as: the Federal Comittee on Research Natural Areas, the U.S. International Biological Program, the Nature Conservancy, the Society of American Foresters and the Society for Range Management. These organizations are actively engaged in the identification, acquisition, protection and scientific investigation of these natural areas. As stewards of the public lands, BLM also has a responsibility to identify and protect lands which qualify as natural areas for the benefit of the general public and the scientific community. ACEC designation would remind future BLM resource managers of the scientific and educational values of these mesas and insure that future land use activities did not destroy these values.

SUPPORT NEEDS

-Category 4 oil and gas leasing.
-Develop management plan recognizing scientific values of No Man Mesa.
-Exclude livestock grazing.

MULTIPLE USE ANALYSIS

No Man Mesa lies within wilderness study area (WSA) 248. While the area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and its support needs:

MINERALS - Although there is a geologic potential for oil and gas deposits in the No Man Mesa area, oil and gas exploration activity in the past has been minimal and no serious impacts would result from the ACEC designation. Even though the Mesa would be put into a Category 4 "no lease" situation, the top of the mesa is only approximately 320 acres. It is highly unlikely that an oil or gas deposit of commercial quantity would conform exactly to the shape of the mesa thereby preventing the extraction of the resource. No other negative impacts would result to the minerals program from this designation.

RANGE/WATERSHED/RECREATION - No impacts were identified to these resources from the recommendation and its support needs because there is currently no established access trail to the top of the Mesa.

ALTERNATIVE 1

Designate No Man Mesa as a Research Natural Area.

RATIONALE

In addition to those reasons identified in the rationale for the ACEC recommendation, designation of this area as a Research Natural Area will provide procedures for the management and protection of public lands having natural characteristics that are unusual or that are of scientific or other special interests. 43 CFR 8823.0-5 defines a "Research Natural Area" as an area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics: (1) a typical representation of a common plant or animal association; (2) an unusual plant or animal association; (3) a threatened or endangered plant or animal species; (4) a typical representation of common geologic, soil, or water features; or (5) outstanding or unusual geologic, soil, or water features.

No Man Mesa was recommended for designation as a Research Natural Area in the 1974 MFP, but no formal designation was ever made. The decision authorized the

designation after the completion of a study of the area to be done by the end of FY 1976. Even though this study was never conducted, the mesa because of its isolated nature and absence of man related disturbances makes an ideal candidate for designation as a natural area. The manageability of the Mesa as a natural area is very favorable because of its isolated and remote features.

SUPPORT NEEDS

Same as those listed for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the wildlife ACEC recommendation (ACEC/WL-1.3).

ALTERNATIVE 2 (No Action)

Take no action to designate No Man Mesa.

MULTIPLE USE ANALYSIS

Currently, No Man Mesa has no restrictive stipulations for surface disturbing activities which could occur there. Impacts will be analyzed from this condition of no stipulations.

MINERALS - There would be a positive impact to the minerals program if no restrictive stipulations were placed on exploration and development activities. This would be a slight impact since the potential for any valuable commercial quantities of various types of mineral products is not considered to be very good. The benefit is a result of having the option to explore or drill some time in the future.

RANGE/WATERSHED/WILDLIFE - This alternative is in conflict with the Range ACEC recommendation (ACEC/RM-1.1) to designate and preserve reference areas. Impacts from this alternative could range from none to a significant adverse effect. Reference areas/natural areas serve as outdoor laboratories for the study of range sites, natural systems, and/or plant associations. If this Mesa is not adequately identified and protected, surface disturbing activities could easily destroy the baseline vegetation and ecological associations which are used as a comparison for resource management. The whole concept of reference area/natural area has no meaning or substance if these areas cannot be preserved in their natural state. Any activity which could disturb the surface of this Mesa (i.e., grazing, mining, ORV use, etc.) must be restricted if the reference area/natural area is to serve as a viable tool for rangeland management. Designation and protection is needed so that this mesa will not be lost to other uses because the land manager was unaware of its value. More intensive land use occurs on public lands each year, and

because of this, the potential to lose these valuable areas is very high. Failure to designate and incorporate adequate protective stipulations in the MFP could easily result in the loss of mesa's value as a natural area. As the rationale for the ACEC pointed out, natural areas can be just as valuable a resource for public use as other types of resources which can be measured in dollars and cents.

MULTIPLE USE RECOMMENDATION ACEC/WL-1.3

Reject the specialist recommendation.

RATIONALE

No Man Mesa should not be considered as an ACEC at this time. No study or findings have shown that this mesa has ecological or biological characteristics that would support the designation. If any of these characteristics are discovered at a later date, the area could again be considered for designation. In the mean time adequate protection will be maintained through multiple use management.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation except for the special management plan.

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DECISION ACEC/WL-1.3

Accept the multiple use recommendation with the following modification:

a) Initiate funding request through the Annual Work Plan (AWP) to contract a study to determine the ecological and biological significance of No Man Mesa.

RATIONALE

The rationale for the specialist recommendation provides evidence of the potential for the mesa to have unique ecological and biological associations. This mesa is presumed to be in a near untouched state because of there being no access to the top. There is a belief that several mining claims exist on the top which may have been established with the use of a helicopter. A contracted study of the mesa will determine if there are any unique resource values which require special management. Because of its small size and isolated nature, protective stipulations (i.e., Category 2, "no surface occupancy" for oil and gas) and its inaccessibility for livestock grazing will provide adequate protection until the study is completed and the mesa can be reevaluated.

RECOMMENDATION ACEC/WL 1.4

Designate Beaver Canyon as an Area of Critical Environmental Concern and manage this ecological refuge area so that its natural character is preserved.

RATIONALE

Beaver Canyon is a cold desert riparian ecosystem, located on the west side of the Dirty Devil River opposite Angel Cove, in the Burr Desert region of the Henry Mountain Planning Area. This canyon is approximately 6 miles long, 1 mile wide and from 50 to 600 feet deep. Beaver Canyon encompasses about 4,800 acres and constitutes only 0.2 percent of the planning area. The stream flows northeasterly and drains into the Dirty Devil River.

In 1978, Beaver Canyon was surveyed according to procedures outlined in the Integrated Habitat Inventory Classification System (BLM Manual Sec. 6002) and was classified as being in good condition. Based upon this method, two distinct habitat types were identified: intermittent stream riparian habitat and bench habitat.

The intermittent stream riparian habitat is a narrow band of vegetation along the streambed which covers approximately 430 acres and provides very good habitat for beaver (Castor canadensis) and waterfowl. The major plant species occurring on this habitat site include tamarisk (Tamarix pentandra), willow (Salix spp.), cattails (Typha sp.), sedge (Carex sp.) and rush (Juncus sp.).

The major factor determining habitat quality and wildlife utilization of the intermittent stream habitat type is the presence of water. The first 2 miles of the canyon do not have any surface water and do not provide suitable habitat for beaver. In Section 35, T. 29 S., R. 12 E. water from a spring fills a large pond created by a beaver dam. This water flows through a series of 18 beaver dams and ponds before it sinks below the surface of the ground. Aerial photos and erosion along the streambed indicate that water very often flows at the surface throughout the entire streambed downstream from the spring in Section 35. Vegetation growth is dense and lush along this section of stream. Beaver use along these sections of the intermittent stream habitat is extensive. In nearly every beaver pond, beaver trails through submerged aquatic vegetation are visible. Many of these trails angle off to the banks on the steep bench walls and probably lead to beaver dens in these streambanks. Willows and tamarisk are the dominant woody vegetation that provide food as well as building materials for the beaver.

In addition to beaver, the intermittent stream riparian habitat site provides suitable habitat for mule deer (Odocoileus hemionus), coyotes (Canes latrans),

wood rats (Neotoma Sp.), Cottontail rabbits (Sylvilagus audubonii) and numerous small mammal species. These small mammals provide a food source for predator and raptor species.

Beaver Canyon provides excellent mourning dove (Zenaidura macroura) habitat. The beaver ponds provide a reliable source of water and the cliffs and tamarisk provide abundant nesting sites. Food sources are adequate and the isolated location of the canyon keeps human disturbance to a minimum.

Two species of waterfowl are commonly found in the canyon. They are mallard ducks (Anas platychynchos) and blue-winged teal (Anas discolor). The American coot (Fulica americana) has been observed in nearly all the large beaver ponds. Red-winged blackbirds are very common yearlong residents of the beaver ponds. The willows, tamarisk and brookgrass (Catabrosa aquatica) provide excellent feeding, nesting and reproductive habitat for these birds.

Western leopard frogs (Rana pipiens) and Woodhouse toads (Bufo woodhousei) also occupy the intermittent stream habitat site. Toads utilize the dry streambeds near running water while the frogs live in the pools formed by the beaver dams.

Two species of fish, the sand shiner and the warmouth (Chaenobrythus gulosus) were identified in the beaver ponds and stream sections at the mouth of the canyon in Section 7, T. 29 S., R. 13 E.

The bench habitat site is made up of benchlands about 50 feet above the intermittent stream riparian habitat site. It covers about 2,200 acres when including the area covered by the slickrock cliffs, a special habitat feature. The stream has eroded its way through material, leaving a very dry habitat site. The dominant vegetation in this habitat is four-wing saltbush (Atriplex canescens), greasewood (Sarcobatus vermiculatus), Mormon tea (Ephedra sp.) and Russian thistle (Solsola kali).

Mammals verified by sight and sign in the bench habitat site were mule deer, coyote, Ord Kangaroo rat (Dipodomys ordii), woodrats and Audubon cottontails. Mourning doves, Says phoebe (Sayonis Saya saya), loggerhead shicke (Lanius ludovicianus), rock wrens (Salpinctes obsoletus) and the American kestrel (Falco sparverius) are bird species identified in the bench habitat site. Three species of lizard: the side-blotched lizard (Uta stansburiana), long-nosed leopard lizard (Crotaphytus wislizni) and the plateau whiptail (Cnemidophorus velox) have been verified as living in this habitat.

The sandstone cliffs, identified as a special habitat feature for this site, provide excellent sites for raptor nesting and roosting. Although no evidence of raptor use was observed during the inventory, small whitewash markings near holes in the cliffs indicate that raptors are actively utilizing the canyon habitat.

Riparian areas are an important asset in terms of natural resources because they are a crucial source of biological diversity. They provide popular recreational opportunities, are highly valued by livestock for grazing, watering sites and resting areas, prevent soil erosion on streambanks and are used by wildlife more proportionally than any other habitat type.

In the semi-arid West, such areas are extremely scarce and make up a relatively small portion of the land resources. Riparian area degradation has resulted in conditions which adversely influence water quality and quantity, recreational fisheries, area aesthetics, and a wide range of fish and wildlife values, including many endangered, threatened, and sensitive species.

Beaver Canyon meets the ACEC designation criteria of relevance and importance and requires special management to protect and prevent irreparable damage to its natural systems. This canyon meets the ACEC criterium of relevance because it is a unique natural system that requires special management to protect its resource values. Beaver Canyon is a cold desert riparian ecosystem that provides much needed riparian habitat in an otherwise desert environment. In addition to providing suitable beaver and other mammalian habitats, this riparian ecosystem also provides ideal habitat for migrating and nesting waterfowl as well as some fish, amphibian and reptilian species (as described in the previous paragraphs).

Beaver Canyon satisfies the ACEC criterium of importance in that it has special worth when compared to similar resources. Located in the Burr Desert region of the Henry Mountain Planning Area, this canyon is an ecological refuge that has maintained suitable environmental conditions for those plant and animal species adapted to it. This cold desert riparian ecosystem is one of the few riparian systems in the planning area that is in good ecological condition and as such is a very rare environmental resource.

Beaver Canyon is one of the few areas in the planning area that supports beaver. Although a few beaver may still be found along Halls, Ticaboo, Four Mile, Two Mile, Trachyte and Cresent Creeks, the Beaver Canyon population is unique in that it has constructed several dams using typical desert vegetation rather than willows or cottonwoods. As such, these animals may qualify as candidates for sensitive species designation as outlined in Section 6840.33 of the BLM Manual.

Still another factor that gives Beaver Canyon special worth when compared to like or similar resources is its size. This drainage system encompasses approximately 4,800 acres making it one of the largest riparian ecosystems in good condition in the planning area.

Designation provides a means of identifying to other government agencies (especially the State Land Commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all state

school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated state sections where resource preservation is desired, the potential for conflicting resource uses (similar to the Cotter Corporation problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

Current management plans for Beaver Canyon are inadequate because the existing MFP does not recognize the biological and ecological values of this unique riparian habitat or make recommendations on how these values are to be protected. One problem with current management for this area involves livestock grazing.

Beaver Canyon is in the Burr Point Allotment which is grazed between November 1 to May 31. Although there are three access points to the canyon, the poor quality of these trails and the dense vegetation has greatly restricted livestock grazing. However, cattle have been observed throughout the canyon. Upgrading these trails could greatly increase livestock use of this area especially along the intermittent stream riparian habitat. This habitat is extremely sensitive to any surface disturbance activity. Livestock grazing in this habitat type could result in damaged streambanks, increased soil erosion, reduced water quality, and native vegetation such as willows and cottonwoods being replaced by dense tamarisk stands that would not allow reestablishment of native riparian vegetation.

Another problem with current management regards energy exploration and development. Although this area has been characterized by slow growth and development, there is a potential for energy development based on known geologic formations in the area. Beaver Canyon, particularly the area near the mouth of the canyon, is an active (i.e., averaging 25 claims per acre) uranium exploration region. Cotter Corporation has extensive claims in Beaver Canyon as well as to the north and the south of the canyon. Although there is no uranium currently being mined in Beaver Canyon, a rise in future demand could create such activity. Assessment work to maintain validity of claims can occur at any time. Uranium mining and its related activities, especially in the intermittent riparian zone would destroy the unique biological and ecological qualities of this ecosystem.

Beaver Canyon is currently in Category 4 for oil and gas exploration. However, the District Geologist has recommended that this area be reevaluated for Category 2 classification. Because of the vulnerable character of riparian ecosystems to surface disturbance activity, it is doubtful that special stipulations would mitigate all damage from oil and gas exploration activities.

Still another problem with current management is that Beaver Canyon is open to ORV use. Such activity, especially along the fragile intermittent stream riparian habitat, would seriously degrade the quality of this habitat type. Although not currently used by ORV users, ORV activity is expected to increase significantly if such proposed land use projects as the Fremont River Dam and Salt Wash Power Plant are constructed. The 1974 MFP makes no recommendations on how to manage for this anticipated increase in ORV activity.

In summary, Beaver Canyon is an ecological refuge that is very rare and vulernable to surface disturbance activities. This canyon represents one of the few riparian ecosystems in good condition in the planning area. In addition, this canyon supports a unique beaver population as well as a variety of other wildlife species. The Bureau of Land Management, as a Federal agency, has been mandated by legislation and executive orders to identify, protect, maintain, manage, enhance and improve riparian areas on BLM administered lands. ACEC designation is one management action that would help meet this mandate.

SUPPORT NEEDS

-Category 4 oil and gas leasing
-Mineral withdrawal
-Close to ORV use
-Develop management plan
-Exchange out state section
-Exclude livestock grazing

MULTIPLE USE ANALYSIS

Beaver Wash Canyon lies within the boundaries of wilderness study area (WSA) 236A. While the area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and its support needs:

MINERALS - Beaver Wash Canyon is currently in a Category 4 "no lease" situation and continuation of this oil and gas classification will have a negative impact to the oil and gas exploration and development program. The area is small (approximately 4,800 acres) in relation to the rest of the planning area. Past drilling of wells around the periphery of the canyon has shown oil and gas deposits in the Pennsylvanian and Permian formations but not enough to encourage further exploration or development by companies holding the leases.

Geologic formations indicate a good potential for oil and gas deposits but this is dependent on whether bioherms (porous caverns which act as repositories for hydro carcon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock) exist underground. This geologic potential is based on the Canyon's location within the Paradox Basin where such bioherms and structural traps were discovered.

No commercial quantities of locatable minerals have been discovered in the area. Geologic data indicates the potential for uranium but no active drilling has taken place on claims in the canyon to substantiate the worth of this potential. ACEC designation or mineral withdrawal would not preclude entry into the canyon on those claims already in existence (80% of the canyon) but there could be a negative impact if the ACEC management plan hindered access and limited the degree of disturbance allowed for exploration and/or production.

RANGE - This recommendation would have a negative impact to the livestock grazing use in the Burr Point allotment. This impact would be insignificant since grazing use in the Canyon has been limited to a few stray cows from year to year. Access is the major reason why livestock have not been able to take greater advantage of the Canyon's lush vegetation. Past treks through the canyon by BLM personnel have noted several dead cows that were trapped by soft mud on the wash bottom. Since grazing use in the past has been minimal and no identifiable negative impacts have resulted to the permittees (other than the dead cows), no serious impacts should occur to the grazing operations in the allotment by closing off this area.

WATERSHED - This recommendation and its support needs would have a positive impact to the watershed values, especially as they relate to riparian zone protection. Restriction of grazing use, ORV use, oil and gas exploration and development and mineral entry would prevent any potential watershed damage usually associated with these types of uses. The riparian habitat (the essence of the ACEC recommendation) would positively benefit if all the surface disturbing activities were prohibited. This would be in conformance with BLM's policy to enhance, maintain and protect all such areas.

RECREATION - There would be a positive impact to the recreation program from this recommendation. This area has potential for future recreation use and is part of a larger area (the canyons of the Dirty Devil River) which have high recreational values related to hiking, camping, and sightseeing. This recommendation compliments the recreation ACEC recommendation (see ACEC/R-1.2) and would help preserve the natural values which make this area attractive from a recreational aspect.

In addition to the manditory criteria for wilderness study area (WSA) designation (size, naturalness in relation to absence of human intrusions, and outstanding opportunities) the canyon was also identified as having supplemental values (scarce cold desert riparian ecosystem in a semi-arid region rated in good condition) which gave it high values as a WSA and should be preserved through designation and implementation of protective stipulations through a special management plan.

ALTERNATIVE 1

Designate Beaver Wash Canyon (4,800 acres) as a Research Natural area.

RATIONALE

In addition to those reasons identified in the rationale for the ACEC recommendation, designation of this area as Research Natural Area will provide procedures for the management and protection of public lands having natural characteristics that are unusual or that are of scientific or other special interests. 43 CFR 8823.0-5 defines a "Research Natural Area" as an area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics: (1) a typical representation of a common plant or animal association; (2) an unusual plant or animal association; (3) a threatened or endangered plant or animal species; (4) a typical representation of common geologic, soil, or water features; or (5) outstanding or unusual geologic, soil, or water features.

Current management plans for Beaver Wash Canyon are inadequate because the existing MFP does not recognize the biological and ecological values of this unique riparian habitat or make recommendations on how these values are to be protected. Research Natural Area designation would resolve this problem and indicate to future land managers the resource values in the canyon.

SUPPORT NEEDS

Same as those listed for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the wildlife ACEC recommendation (ACEC/WL-1.4).

ALTERNATIVE 2 (No Action)

Take no action to designate Beaver Wash Canyon as identified in the ACEC recommendation (ACEC/WL-1.4).

MULTIPLE USE ANALYSIS

Beaver Wash Canyon is currently in a Category 4 "no lease" situation for oil and gas. Impacts will be analyzed assuming this same classification will be in effect.

MINERALS - Impacts on oil and gas leasing would be the same as those described under the multiple use analysis for the ACEC recommendation. There would be a positive impact to the locatable minerals program but the impact would be slight. Mining claims have already been made on most of Beaver Canyon so withdrawing the area would not have had any effect on these claims. Therefore, having no mineral withdrawal does not really add to the positive benefits for mineral entry and the impact would be considered slight.

RANGE - This alternative would not impact the range program in the Burr Point allotment to any noticeable degree. BLM administered public lands in the Burr Point allotment total 63,294 acres while Beaver Wash Canyon has an estimated 110 acres of riparian habitat. Based on the new SVIM inventory, there is approximately 3,421 AUMs for cattle use in the allotment and an additional 14 AUMs would be available if grazing was to occur in the canyon. This is less than one percent of the total available forage in the allotment. This would be an insignificant amount of additional forage capacity in relation to total capacity in the allotment. There is also a problem with cattle getting stuck in the soft muddy bottom of the wash. Opening up access to the canyon could increase the mortality rate of livestock.

WATERSHED - This alternative could result in impacts ranging from none to a significant adverse on the watershed values in the canyon. If by chance no surface disturbing activities occur in the canyon, watershed values especially as they relate to the riparian zone should remain in good condition. But if livestock grazing, ORV use, mineral exploration and development occurs singely or in combination, potential impacts to the current condition rating could easily cause a deterioration in vegetation, streambank and water quality. The value of the canyon as a natural area would be put in jeopardy without a designation and management plan.

Soil erosion could be expected to increase because of vegetation disturbance and the riparian zone could be seriously impacted. BLM policy and regulations mandate that all riparian areas be enhanced, maintained and protected. This can best be achieved through a designation in the MFP which recognizes the Canyon's natural values and provides specific management guidelines which will insure a continuation and preservation of these values.

WILDLIFE - This alternative would have an overall negative impact on the Canyon's resource values. This impact could range from low (if minimal surface use of the Canyon continues) to a significant adverse (if this rare cold desert ecosystem currently rated in good condition is seriously effected by surface disturbing activities). Two resource values could be easily lost. The first deals with the potential to loose or degrade wildlife habitat and the riparian ecosystem in the canyon. These impacts are discussed in the rationale for the recommendation.

The other pertains to the potential loss of the area as a research and scientific study area. The 1974 MFP does not recognize the biological and ecological values of this unique riparian habitat or make recommendations on how the "natural area" values are to be protected. Natural areas serve as outdoor laboratories for the study of range sites, natural systems and/or plant associations. If the canyon is not adequately identified and protected, surface disturbing activities (ORV use, mineral drilling operations, livestock grazing) could easily destroy the baseline vegetation and ecological associations which are used as comparison data for resource management. The whole concept of

natural area has no meaning or substance if these areas cannot be preserved in their natural state. In this case, a rare cold desert riparian ecosystem rated in good condition could easily be lost to increased land use pressures. Existing as well as future land use managers must be made aware of these values through designation in the MFP and management guidance provided to assure the natural area's protection.

RECREATION - This alternative could have a slight to a readily identifiable negative impact to the recreation values in the canyon. As the recreation section in the multiple use analysis under the recommendation points out, recreation values (hiking, camping and wildlife observation) and WSA values are both present in the canyon. Failure to designation and preserve these biological values could result in diminished recreational opportunities. This would most likely occur from surface disturbing activities (ORV use and mineral exploration and development) which should and can be restricted.

MULTIPLE USE RECOMMENDATION ACEC/WL-1.4

Accept the specialist recommendation as written.

RATIONALE

Those areas lying south of Section 25 are needed by livestock for watering purposes and no beaver habitat is known to exist. The topography in this area would act as a natural barrier to potential intrusions.

SUPPORT NEEDS

-Implement the support needs identified under the specialist recommendation.
-Maintain livestock watering access existing in those areas south of section

- -

DECISION ACEC/WL-1.4

Accept the multiple use recommendation and identified support needs as written.

RATIONALE

The rationale for the specialist recommendation clearly identifies those resource values which meet tht ACEC criteria of relevance and importance and supports the need for the designation and the development of a special management plan.

ACEC designation was determined to be appropriate for this recommendation because (1) special resource values as identified by the specialist rationale could be lost if certain surface disturbing activities were to occur, (2) according to sensitive species selection criteria set forth in BLM manual, section 6840.34(B)(5), "Plants and animals that inhabit ecological refugia (i.e. an isolated habitat that has preserved suitable environmental conditions for those species adapted to it and is unique in its ecological and geographical position in the region) may be considered sensitive..." qualifies those plants and animals adapted to Beaver Wash Canyon as candidates for sensitive species designation which compels the use of special management to protect and maintain this ecological refugia, (3) designation would enable the development of this riparian habitat to its full potential, (4) a majority of the comments received from the general public favored the designation, (5) this canyon and the surrounding public lands are being subjected to increased land use pressures (mineral exploration, grazing, ORV use, etc.) and lack of activity in the area in the past cannot be assumed for the future, and (6) designation provides defined boundaries and a clear management objective so both public land managers and resource users can plan accordingly.

ACEC designation is a management tool, which when properly used, can provide flexibility to allow compatible development to occur while still safeguarding those valued resources needing special management. ACEC designation provides a special management plan which considers multiple use activities while Research Natural Areas are specifically established and maintained for the primary purpose of research and education.

ACEC designation for Beaver Wash Canyon represents a notification to all potential resource users that these particular public lands located within the defined boundaries have resource values which the Bureau is committed to protecting. Designation is a tool which cautions land managers that special management is needed and that no activity should be authorized until the impacts are known and mitigation developed. Designation cautions potential resource users that a particular area is sensitive to various surface disturbing activities and because the areas are defined, these resources users can plan accordingly.

Without the designation and the defined boundaries, resource users and new land managers have no way of knowing if or why an area is being provided special management. Difficulties often arise because a resource user has invested time and money in a resource development plan only to find that a particular area has resource values the managing agency is trying to protect. As a result, both parties suffer and resource management is accomplished by confrontation rather than cooperation.

Designation constitutes a management commitment. This is an important element of the ACEC process. Designation as an ACEC is followed by the development of a special management plan which will control BLM's management program for the area. No activity incompatible or inconsistent with the special management plan will be allowed or undertaken by the BLM unless the activity would be in public's interest and the plan is amended. BLM planning and management activities on public lands outside of but affecting an ACEC should also be supportive and consistent with the ACEC objective as far as possible.

This management commitment reinforces the BLM's recognition of the special resource values in the defined area and provides up-front notification to resource users of what activities are consistent with the management goals for the area. State director concurrence adds strength to the District's management commitment by assuring full support for the designation at the highest BLM management level in the State.

ACEC designation provides a sound basis for implementing protective stipulations on proposed activities that will take place in the defined area. Many times, the Bureau's protective management is litigated to the Interior Board of Land Appeal (IBLA) as being too restrictive and without merit (e.g., oil and gas

categories, withdrawals, etc.). Past IBLA decisions have reflected how well BLM was able to justify its actions. ACEC designation would add credence to BLM's position because (1) designation is based on the identification of resource values or hazards which meet the ACEC criteria of relevance and importance (Areas of Critical Environmental Concern; Policy and Procedures Guidelines, Federal Register, August 27, 1980), (2) designation was conducted through the BLM planning process where public input was solicited on the proposed ACEC area (Planning; Rules and Regulations, Federal Register, August 7, 1979), (3) designation was approved only after an evaluation of the proposed areas need for special management, (4) development of special management plans (protective stipulations) are mandated by FPLMA, Section 102, (11), (5) a multiple use analysis was conducted on the various support needs (protective management recommendations) identified for the specialist recommendation and the alternatives, thereby justifying the various protective measures, and (6) the ACEC designation procedures represent "due process", and the delineation of the ACEC boundary and the development of the special management plan will provide a clear, concise statement to all potential public land users of BLM's management goals for the area, something protective stipulations without the designation and a clearly defined boundary fail to do.

RECOMMENDATION ACEC/WL-1.5

Designate the Little Rockies Wilderness Study Area (LRWSA) containing approximately 39,000 acres as an ACEC for the reintroduction of desert bighorn sheep.

RATIONALE

The desert bighorn sheep is one of the most sought after big game trophy animals in North America (Wishart, 1978). In addition, no other animal typifies the wilderness character of any area more than bighorn sheep (Leopold, 1936). Bighorn sheep populations, especially the desert bighorn sheep, have declined drastically since the latter half of the 19th Century. Today, it is estimated there are fewer than 15,000 desert bighorn sheep in the wild (Wishart, 1978). The total population in Utah is estimated to be approximately 300, with most of these animals located in southeastern Utah (UDWR, 1980). The major reason for the decline in desert bighorn populations is a loss of suitable habitat mainly due to livestock overgrazing (Gallizioli, 1977). In fact, it is extremely difficult to find an area of several thousand acres of desert bighorn historic range that has not been or is not presently being severely overgrazed by domestic livestock. Although there are some small sites on mesa tops, inaccessible to livestock, that are suitable, there is no adjacent habitat into which the bighorn can expand. The need to preserve suitable habitat is urgent if we are to maintain viable populations of these animals. UDWR has shown interest in reintroducing desert bighorn sheep into the Henry Mountains. In a letter from Douglas F. Day, Director of UDWR, to Gary Wicks, BLM State Director, was enclosed a priority list for big game transplant sites in Utah. The Little Rockies was selected for a proposed desert bighorn transplant in 1982-83.

The LRWSA meets the ACEC designation criteria of relevance and importance and require special management attention to "protect and prevent irreparable damage to important....natural systems or processes....". This area meets the ACEC criterium of relevance in that it is an area that has retained much of its natural character and provides suitable habitat for numerous wildlife species that are adapted to it. The significance of the Little Rockies as a natural area has been confirmed by its designation as a National Natural Landmark. In addition, this area was identified as a BLM Wilderness Study Area in 1980 because of its size, naturalness and outstanding opportunities for both solitude and primitive, unconfined recreation.

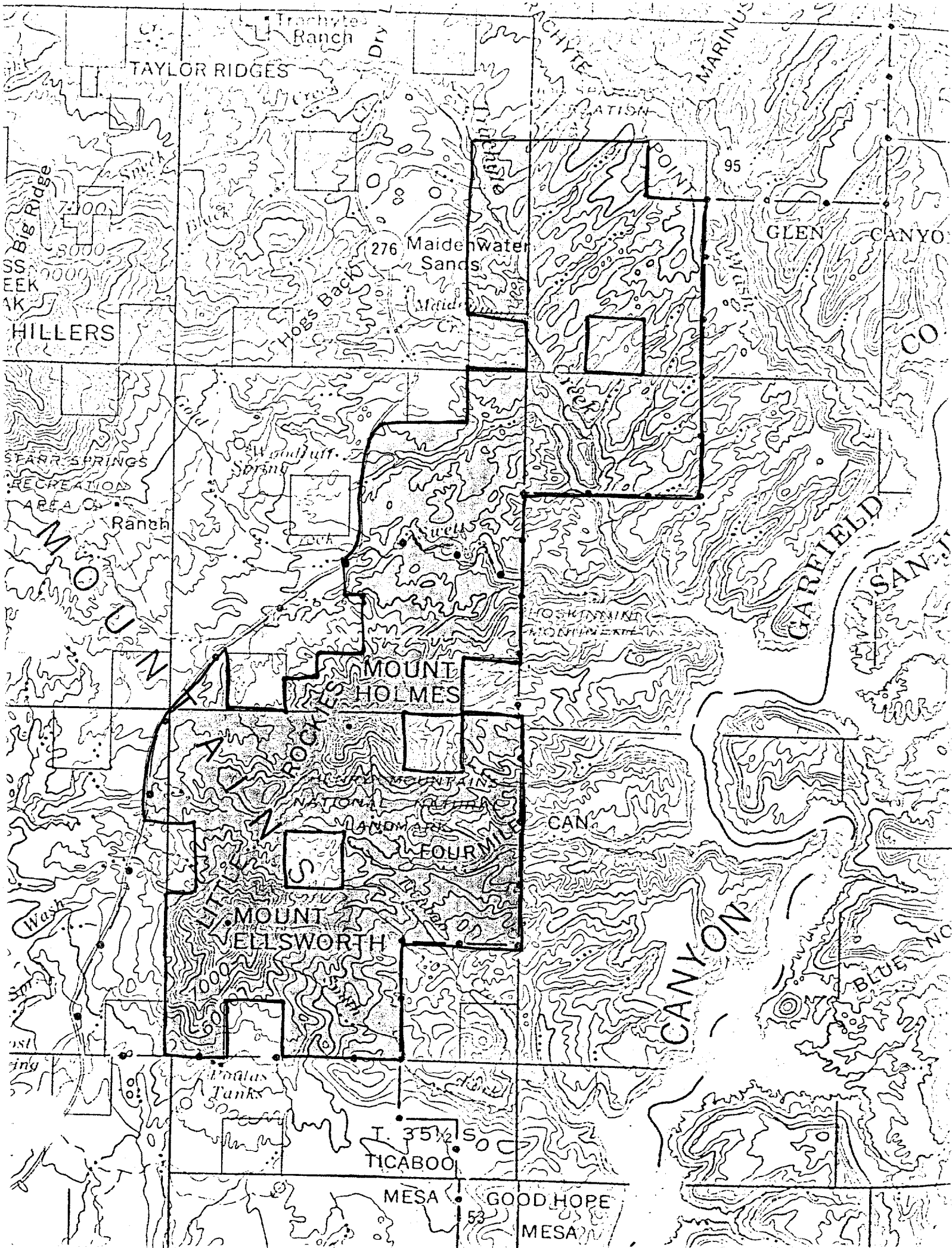
The LRWSA satisfies the ACEC of importance in that it has special worth when compared to like or similar resources. Because of its wilderness character, this area represents one of the few remaining areas of historic range for the reestablishment of desert bighorn sheep. Another feature that gives this area special worth when compared to like or similar resources is its size. In many cases, reintroduction sites are small mesa tops that have not been subjected to livestock grazing or other surface disturbance activity. These sites, however, are usually bordered by lands where such activities are occurring. As such the sheep are confined to a relatively small area. Such confinement

can lead to range overutilization, especially around available water, inbreeding, increased incidence of disease and intense competition for lambing grounds and other important habitat types. Conversely, the LRWSA is large enough to allow the sheep to expand their range from the original reintroduction site. This will provide for a much larger and healthier herd and a more evenly distributed use of the range.

Existing management plans do not recognize the importance of the Little Rockies as a reintroduction site for the desert bighorn sheep or provide guidance on how impacts from surface disturbance activities associated with energy exploration, livestock grazing or recreation could be mitigated. Although this area has been characterized by slow growth and sparse development, the potential for increased energy exploration is quite high. For example, portions of this area have significant uranium deposits. The Director of the Bureau of Mines has determined that uranium is one mineral of "compelling national significance". Because it is one of the Bureau of Mines' long term objectives to make sure minerals are available for national demand, uranium drilling and its related activities can be expected to increase dramatically in the Little Rockies. Based on results from test holes drilled by the Texas Gulf Company, and the similar geological features associated with the Happy Jack uranium mine located east and across the Colorado River, it is the professional opinion of the Henry Mountain Resource Area's geologist that the Little Rockies have good potential for mineable quantities of uranium. Most, if not all this potential lies in Four Mile Canyon heading in a westerly direction. Conflicts with mining would include extensive surface disturbance, increased access into remote areas, noise and dust pollution, blasting, waste products and potential water contamination.

In meeting the intent of the ACEC designation, the question of being able to prevent "irreparable damage" to the habitat to be used by the big horn sheep from mineral exploration and development and possible patent application must be addressed. According to the "Surface Management of Public Lands under the U.S. Mining Laws" regulations 43 CFR 3809 and 3802, rehabilitation stipulations could be mandated to maintain the resource values as long as these claims are not patented. If the claims are patented, the lands revert to private ownership where no control on surface uses is possible. This could result in a situation of having a contiguous area set aside to preserve certain resource values being impacted by newly created private lands which could adversly affect this continuity.

The problem is not only one of excluding mineral development from an area, but one of retaining ownership to prevent the occurrence of isolated private tracts which could be developed inimically to existing management goals. This would certainly be a negative impact and one which can be mitigated in only two ways: (1) applying a withdrawal to exclude mineral entry; and (2) repurchasing the land if the mining company decides to dispose of it. Realistically, the latter option has not been attempted and no precedent established to guide future options.


Trachyte Ranch
TAYLOR RIDGES
Dry Creek
TRACHYTE
MARINUS
STATION
POINT
95
GLEN
CANYO
Big Ridge
Black
276
Maidenwater Sands
Hogs Back
Maiden Cr.
HILLERS
CO
Gold
Woodruff Spring
STARR SPRINGS RECREATION AREA
Ranch
Lock
Swell
MOUNT
HOLMES
GARFIELD
SAN
MOUNTAINS
NATIONAL
LANDMARK
FOUR MILE
CAN
MOUNT ELLSWORTH
Wash
CANYONS
BLUE
Douglas Tanks
35½
TICABOO
MESA
GOOD HOPE
MESA
53

Designation provides a means of identifying to other government agencies (especially the State Land Commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all State school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated state sections where resource preservation is desired, the potential for conflicting resource uses (similar to the Cotter Corp. problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

In addition to energy exploration and livestock grazing, increased recreational use of this area, especially ORV use, could also adversely impact any reintroduction program. Such seasonal use restrictions on hiking and camping may be needed as well as closing of certain roads and jeep trails.

In summary, the LRWSA is one of the few remaining natural areas suited to the reintroduction of desert bighorn sheep. This area represents only 2 percent (39,000 acres) of the total acreage in the Henry Mountain Planning Area and provides excellent food, shelter, escape and reproductive habitat for desert bighorn sheep. A lack of roads and access trails greatly reduces human activity which is especially important during critical periods of the sheeps' fe cycle such as during lambing and rutting season. Because of the location and topography of the area there is virtually no interspecific competition with domestic livestock. The importance of this area as a reintroduction site is demonstrated by the fact that it was identified as a priority site by the Utah Division of Wildlife Resources.

One of BLM's long range management goals is to provide suitable habitat for the reintroduction of native wildlife formerly indigenous to an area on BLM administered public lands. Section 6820.01 explains the BLM's policy regarding such reintroduction programs. Legistlative authority for such reintroduction programs can be found in the following sources: The National Environmental Policy Act; the Taylor Grazing Act of 1934 as amended; the Public Land Administration Act of 1960; the Endangered Species Act of 1973; the Wild and Scenic Rivers Act of 1968; the Federal Land Policy and Management Act of 1976 and Presidential Order 11514, Protection and Enhancement of Environmental Quality. Designating the LRWSA as an ACEC for the reintroduction of desert bighorn sheep is a management action that would help the BLM meet one of its long range goals. In addition, ACEC designation would provide the special management needed to insure that any future development of the LRWSA would be compatible with the reintroduction and maintenance of desert bighorn sheep populations.

SUPPORT NEEDS
-Mineral withdrawal excluding Four Mile Canyon
-ORV closure
-No forage allocation for livestock
-Water developments
-Category 4 "No Leasing" for oil and gas activities
-Develop management plan
-Exchange out State sections

MULTIPLE USE ANALYSIS

This ACEC recommendation coincides with the boundaries of wilderness study area (WSA) 247. While the area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and its support needs:

MINERALS - The support needs identified for this ACEC recommendation would continue to carry the area with a Category 4 "no lease" designation for oil and gas. The no lease classification would negatively impact the oil and gas exploration and development program in the area. According to geologic data and characteristics, the proposed ACEC area shows a favorable potential for deposits of oil and gas. This assumption is based on the location of the proposed area within the Paradox Basin. This basin is noted for its bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock). There is also geologic evidence that there is potential for oil and gas accumulations associated with the Little Rockies intrusive bodies. No wells have been drilled in the immediate vicinity of the Henry Mountain intrusions to varify the real potential of this geologic formation. Keeping the proposed area in a no lease situation would negatively impact the option to drill in the future if other significant discoveries are made in the immediate vicinity. The proposed area should be placed in a Category 2 with special stipulations on slopes, riparian zones and season. This would provide protection for wildlife and watershed values while still providing the oil and gas industry the option to do exploratory drilling in the area. Drilling will be the only true way of determining the real worth of the area in terms of oil and gas deposits.

The mineral withdrawal support need recommended for the area would have a significant negative impact on potential future mining claims. The withdrawal would have no effect on the mining claims that currently exist within the proposed ACEC area. No commercial quantities of the locatable minerals gold and copper have been found in the area. Texas Gulf Corporation has been involved with exploratory drilling for uranium in Four Mile Canyon. Since 1978, 16 holes have been drilled with five showing considerable quantities of uranium and silver. Based on these findings, Texas Gulf Corporation estimates the area has commercial deposits of the two minerals (estimated amount withheld for confidentiality).

The mineral withdrawal and ACEC designation could have a negative impact on existing claims by hindering access to the area and by requiring costly rehabilitation efforts. There would be a significant negative impact to the locatables mineral program on the remaining portion of the proposed ACEC area where claims have not already been filed. The area has a geologic potential for other deposits of locatables and without being able to do exploratory drilling, the true worth of this potential may never be known.

WATERSHED - The implementation of the support needs in the proposed ACEC area would have a positive impact on the watershed values. This impact would be based on the restriction of surface disturbing activities which are counter to good watershed management. This is especially true in the case of ORV use since rehabilitation of these ways is usually left to nature. Under the new 3809 regulations, rehabilitation of disturbed areas from mineral entry will negate long term impacts but short term negative impacts will still occur on those areas where claims already exist.

RECREATION - There would be a positive impact to the recreation program from implementation of this recommendation. This proposal also compliments the recreation ACEC recommendation (see ACEC/R-1.3) by helping to preserve the natural and geological values which led to that portion of the area being designated as a National Natural Landmark in 1975. This recommendation would enhance and protect thos resource qualities which qualified the area as a wilderness study area. The area has good potential for increased recreational use related to hiking, camping, and sightseeing. These potentials are in addition to the hunting values which will be created if and when the bighorn sheep are introduced into the area.

SOCIOECONOMIC - Restricting this area to oil and gas leasing could have a negative impact on the potential of the county to provide employment opportunities and tax generating activities. The degree of impact would depend on whether there was actually oil and gas to be developed (which is unknown) and the number of actual jobs that would be made available to the local inhabitants. Oil and gas operations usually bring in their own crews which limit the amount of opportunities for locals to gain employment. Most of the benefits result from indirect job opportunities associated with the servicing of these crews (restaurants, welders, mechanicts, etc.). Since a large portion of the planning area remains open to oil and gas exploration activities, and the potential for discoveries is about the same throughout, the impacts of designating the proposed ACEC area as a "no lease" area would be insignificant.

Withdrawing the area from mineral entry would have an insignificant negative impact on the socioeconomic sector. Since the withdrawal would not effect existing claims and the high potential uranium deposits are located where these claims exist, future development could still occur. The major portion of the remaining planning area is open to mineral entry so there should be no identifiable negative impacts to the socioeconomic potential (increased job opportunities, tax generating opportunities, etc.) for the counties.

ALTERNATIVE 1

Designate the proposed ACEC area as an Outstanding Natural Area.

RATIONALE

Designation of this area is needed to provide proper management for the protection of natural resource values as they relate to the desert bighorn sheep reintroduction program. Because of its wilderness character, this area represents one of the few remaining areas of historic range for the reestablishment of desert bighorn sheep. Existing management plans do not recognize the importance of the Little Rockies as a reintroduction site or provide guidance on how impacts from surface disturbing activities associated with energy exploration, livestock grazing or recreation could be mitigated.

If the BLM is committed to the bighorn sheep reintroduction program scheduled to take place in the Little Rockies, a management program will be needed which will properly identify and protect habitat for the species. To allow the sheep to be introduced without establishing clear management guidelines will result in resource conflicts which could jeopardize the use of the area for bighorn sheep.

SUPPORT NEEDS

Same as those described for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the wildlife ACEC recommendation (ACEC/WL-1.5).

ALTERNATIVE 2 (No Action)

Take no action to designate the area identified in the ACEC recommendation (ACEC/WL-1.5).

MULTIPLE USE ANALYSIS

Under this alternative, the National Natural Landmark (NNL) designation would remain in tact. According to a 1972 Memorandum of Agreement, the BLM agreed to take appropriate steps to protect the important natural features of each site designated as a Registered Natural Landmark. Existing management guidelines for the area are limited to having the NNL and a portion of the Little Rockies to the north of the NNL classified in a Category 4 "no lease" status for oil and gas. The area has never been identified or designated through the MFP (although a primitive area designation was recommended in the 1974 MFP). Therefore, impacts from this no action alternative will be based on the assumption that the oil and gas Category 4 classification would be the only restriction placed on land uses in the area.

MINERALS - This no action alternative would continue to have a negative impact on oil and gas resource development in the area. This adverse impact is based on the location of the proposed area in the Paradox Basin which is noted for its formations of bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock) that have the potential for large deposits of oil and gas resources. If the area remains in a no lease classification, exploratory drilling will be excluded from the area and potential production data cannot be obtained.

This area could still be provided protection if a category 2 with special stipulations (i.e., no drilling on slopes in excess of 25%) was implemented. This would mitigate the adverse impact of no leasing and provide the oil and gas industry an opportunity to determine whether there was any substence to the geologic potential for oil and gas deposits.

WATERSHED - There would be a positive impact to the watershed values in the area. The Category 4 "no leasing" classification would continue to prevent a proliferation of access roads usually needed for oil and gas exploration and development. Surface disturbance would be kept to a minimum as it relates to mineral development and loss of vegetation would not occur.

ORV use would continue to pose a threat to the stability of the watershed. Even though natural features act as a restriction to ORV use at the higher elevation levels public lands on the lower levels of Mt. Holmes and Mt. Ellsworth could be negatively impacted from such use. Steep hills, fragile soils and limited vegetation make the area sensitive to the type of surface disturbance associated with ORV use. From a watershed stability standpoint, ORV use should be restricted or limited to those existing roads in the area. Access roads from earlier mineral exploration which have been or are in various stages of rehabilitation from natural processes should be closed. Only those roads needed for management purposes should be identified for future use. This would reduce the amount of sediment yield and gullying which usually results from uninhabitated roads.

WILDLIFE - This area has been identified as a reintroduction are for desert bighorn sheep. These animals are very sensitive to man-related activities. ORV use, mineral development and other types of uses (i.e., powerline construction, access roads, pipeline development, etc.) are inimical to the need to preserve and protect bighorn sheep habitat. If the BLM agrees to the bighorn sheep introduction, land management guidelines are essential and identification and designation need to be developed and incorporated into the Management Framework Plan.

Future land use conflicts will be easier to deal with and the general public and industry will be aware of the resource values which have been singled out for protection.

RECREATION - This alternative would have a negative impact on BLM recreation resource management and not provide adequate guidelines for future land managers. Currently there is no definitive management policy for the Little Rockies in the 1974 MFP other than the recommendations to study the area for primitive area designation (which has now been superceded by the Wilderness program) and to place the area in Category 4 for oil and gas leasing. Note that adopting support needs withour formally identifying the management goals for the area would not bring about several of the benefits described in the rationale for the recommendation.

Failure to recognize the natural values of the Little Rockies and clearly define management objectives for the area in a site specific management activity plan could have several possible results. The NNL identification would remain a "paper designation" without supporting BLM management guidance. Management direction would remain unclear, leading to difficulties in evaluating non-wilderness options by BLM, Congress and the public. Coordination with other land managing agencies and the development of other agency plans would be hindered because of uncertainties regarding BLM intentions. Decisions in support of maintaining natural values would not have the benefit of a Management Framework Plan. (Since the plan would remain silent on the issue, there would be no legal basis for denying requests for activities which could be inconsistent with the NNL values, other than the "undue and unnecessary degradation" requirements of FLPMA). On the other hand, management could inadvertently be too restrictive or not restrictive enough to preserve natural values.

MULTIPLE USE RECOMMENDATION ACEC/WL-1.5

Reject the specialist recommendation.

RATIONALE

The Little Rockies wilderness study area is now protected and will be protected for several years in the future under the interim management policy for WSAs. If the final decision is to not designate the areas as wilderness, an ACEC designation should again be considered.

SUPPORT NEEDS

Enforce the conditions of the interim management policy for WSAs.

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DECISION ACEC/WL-1.5

Reject the multiple use recommendation and accept the specialist recommendation with the following modification:

a) If the Little Rockies WSA is not designated as a wilderness area, then:
   (1) Designate the area as an ACEC, and
   (2) Implement the support needs listed for the specialist recommendation.

RATIONALE

The resource values identified in the rationale for the specialist recommendation would best be protected and enhanced by a wilderness designation of the area. This assumption is based on that portion of the rationale which states, "...no other animal typifies the wilderness character of any area more than the bighorn sheep (Leopold, 1936)". In addition, the rugged topographical characteristics of the WSA have been instrumental in maintaining its relatively undisturbed nature. The Little Rockies WSA has been identified as one of the few remaining areas of historic bighorn sheep range. Since the BLM has agreed to UDWR's bighorn sheep reintroduction proposal for the area, a management commitment is needed to preserve this potential habitat.

Current WSA status will provide adequate protection through the implementation of the Interim Management Policy and Guidelines for Lands Under Wilderness Review. Should the area be found unsuitable or not designated as a wilderness area, ACEC designation would be appropriate for those reasons identified in the decision rationales for the ACEC wildlife recommendations, ACEC/WL-1.2 and 1.4.

RECOMMENDATION ACEC/RM-1.1

Designate the following natural and study range sites as areas of critical environmental concern.

Comparison and Relict Areas Henry Mountain Resource Area Used in SVIM Inventory 1978-80

Name		Location	Acreage
A.	North Caineville Mesa (Factory Butte Quad)	SW¼ NE¼ S 4 T28S R9E	40
		SW¼ SW¼ S 4 T28S R9E	40
		NE¼ NE¼ S 7 T28S R9E	40
		NW¼ NW¼ S 7 T28S R9E	40
		SE¼ NE¼ S 8 T28S R9E	40
		SE¼ SW¼ S 9 T28S R9E	40
		SE¼ S 13 T28S R9E	160
	South Caineville Mesa	NE¼ S 7 T29S R9E	160
B.	Robber's Roost Canyon (Hanksville Quad)	NE¼ NW¼ S 32 T28S R13E	40
		NE¼ NE¼ S 32 T28S R13E	40
C.	South Fork Robbers Roost Canyon (Hanksville Quad)	S½ S 4 T29S R13E	320
D.	No Man's Mesa	SE¼ SE¼ S 15 T29S R13E	40
E.	Bull Pasture Trail	SE¼ SE¼ S 30 T29S R14E	40
F.	Granary Spring (Head Blue John Canyon)	NE¼ SW¼ S 28 T28S R15E	50
G.	Antelope Valley (Head North Spring Wash) (Robbers Roost Quad)	NE¼ S 16 T27S R15E	160
		SW¼ S 8 T27S R15E	160
H.	Twin Corral Box Canyon (Fiddler Butte Quad)	NW¼ SE¼ S 36 T29S R14E	40
I.a.	Sam's Mesa	NW¼ S 21 T30S R14E	160
b.	Sam's Mesa Spring (Fiddler Butte Quad)	SE¼ S 15 T30S R14E	160
J.	Head Sam's Mesa Box Canyon (Fiddler Butte Quad)	SW¼ S 16 T30S R15E	160

K.	Sam's Mesa (Fiddler Butte Quad)	SW¼ SE¼ S 28 T31S R15E	40
Name		**Location**	**Acreage**
L.	Buckacre Point (Near) The Big Ridge (Fiddler Butte Quad)	SW¼ SW¼ S 17 T31S R14E	40
M.	The Block (Fiddler Butte Quad)	SW¼ S 22, T32S R15E	160
N.	Fiddler Between N and S Hatch Canyon (Fiddler Butte Quad)	NW¼ SE¼ S 28 T31S R15E	40
O.	High Spur	NE¼ SE¼ S 10 T28S R16E	
P.	Horseshoe Canyon-Spur Fork Upper Pasture	NE¼ NW¼ S 31 T29S R16E	40
		Total	2,280

Henry Mountain Coal Field Rehabilitation Study Sites EMRIA (Energy Mineral Rehabilitation Inventory and Analysis).

Name		**Location** [1]
A.	Pete Steele Bench	NW¼, Sec. 20, T. S., R. 9 E.
B.	Escarpment on Road to Pete Steele Bench	SE¼, Sec. 19, T. 31 S., R. 9 E.
C.	Pete Steele Bench Escarpment	SW¼, Sec. 19, T. 31 S., R. 9 E.
D.	Base of Pete Steele Bench Escarpment	SW¼, Sec. 19, T. 31 S., R. 9 E.
E.	Wildcat Mesa	SW¼, Sec. 23, T. 31 S., R. 8 E.
F.	Wildcat Mesa	NW¼ Sec. 22 T. 31 S., R. 8 E.

[1] Study sites are small (estimated to be approximately 20' x 40') fenced plots located within the quarter sections as indicated above and in Fig. __. Details as to soils and vegetation for these sites are given in: EMRIA. 1978. Rehabilitation Potential for the Henry Mountain Coal Field U.S.D.I. Bureau of Land Management. EMRIA Report No. 15 Utah State University. 1978.

RATIONALE

These range sites which represent less than one percent of the land in the planning area meet the ACEC designation criteria of relevance and importance and also require special management attention to "protect and prevent irreparable damage to important natural systems or processes...." for which these sites have been established.

These reference areas meet the criteria of relevance because natural biological and physical processes occur unhindered from human related activities. These areas provide representative plant communities or ecosystems which increase our knowledge about ecological dynamics, the specific effects of herbivores on the ecosystem, and the impacts of man's increasing manipulation of the rangelands.

These areas meet the criterium of importance because they have special worth when used in relation to rangeland management. E. William Anderson in a paper presented to the Society of Range Management in 1975, identified reference areas as providing the basis for (a) defining range sites; (b) determining range condition; and (c) determining the trend of range condition under grazing and other uses of the resource, all of which are fundamentally the ecological basis for range resource management.

Rangeland reference areas are useful for studying vegetation and identifying significant differences in kinds, proportions, and amounts of species making up plant communities. They provide the manager with information on the kinds and amounts of species present and the production potential of a specific range site or plant community. These sites indicate the rate of change under grazed and ungrazed conditions and increase our knowledge of the role of large ungulates in the formation and evolution of rangeland vegetation communities. This information is essential for manipulation of plant communities by grazing.

BLM Manual [.14D8a(5)] states that every effort should be made to protect identified comparison areas from future disturbances such as livestock grazing, mining, or other surface disturbing activities. The protection of these areas is necessary for continuing studies.

Current management for these sites is practically non-existent except for a few exclosures that have been constructed. No formal designation has been given to these reference areas nor have they been exclusively protected from surface disturbing activities.

These reference areas are distinct natural areas (except for the revegetated study plots) that have been subjected to very little man-related disturbances. As public lands become more valuable in terms of marketable resources, ACEC designation is a necessity if these values are to be preserved. Undesignated areas may eventually be lost to other uses unless managers are reminded of the

scientific value of the area (hence the need for ACEC designation) and adequate legal protection is applied.

Protective resource stipulations are needed to prevent unnatural encroachments and/or activities which could directly or indirectly modify the ecological processes on the area. This requires resource management stipulations which would prevent any surface disturbing activities on or near the sites which could alter the reference area's natural processes.

These reference areas represent range plant communities that are (1) fairly large areas in climax, near-climax, original, or undisturbed ecological condition, and should be set aside to preserve or maintain this condition; and, (2) smaller areas protected from grazing by exclosures, either to maintain range in good or excellent condition or to show recovery of depleted range. These reference areas are the base of the science of good range management. Without them, no clear differentiation of range sites or determination of range condition and trend on grazed lands would be possible. Based on the importance of preventing irreparable damage to these reference areas, ACEC designation would assure identification and preservation of these valuable range sites.

SUPPORT NEEDS

-Maintain existing fencing.
-Construct fencing as needed.
-Place reference areas in Category 2 "No Surface Occupancy" for oil and gas leasing.
-No new access for vehicles or livestock should be permitted.

MULTIPLE USE ANALYSIS

MINERALS - Impacts from this recommendation would be derived from the support needs identified. It has been recommended that these range sites be put into a category 2, with a "No Surface Occupancy" stipulation. While this will prohibit surface occupancy, most of the range sites involve small acreages (40-160 acre average) and will not seriously effect the oil and gas exploration program. The only real negative impact would result from the necessity to re-route an access road or drill pad to a less desirable location.

WATERSHED - This recommendation would have a positive impact on watershed resources because the support needs call for no surface disturbances within the range sites. Any proposal which limits surface disturbing activities will help maintain the vegetation, reduce the risk of soil erosion and help lessen sediment yield over time.

WILDLIFE - Preserving these range sites would have an overall positive benefit on wildlife management. Reference areas are essential to the science of range

management. They serve as outdoor laboratories as well as standards for differentiation of range sites and for determination of range conditions and trends. Because natural biological and physical processes occur unhindered on these range sites, these areas serve as a baseline or standard against which the effects of man's intervention in the natural environment can be studied and evaluated. Identifying and protecting these sites will enhance management's ability to maintain and increase wildlife species.

ALTERNATIVE 1

Designate the reference areas identified in the recommendation as Research Natural Areas.

RATIONALE

Designation of these areas as Research Natural Areas will provide procedures for the management and protection of public lands having natural characteristics that are unusual or that are of scientific or other special interests. 43 CFR 8823.0-5 defines a "Research Natural Area" as an area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics: (1) a typical representation of a common plant or animal association; (2) an unusual plant or animal association; (3) a threatened or endangered plant or animal species; (4) a typical representation of common geologic, soil, or water features; or (5) outstanding or unusual geologic, soil, or water features.

BLM Manual (.14D8a(5)) states that every effort should be made to protect identified comparison areas from future disturbances such as livestock grazing, mining, or other surface disturbing activities. The protection of these areas is necessary for continuing studies.

SUPPORT NEEDS

Same as those identified for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the range ACEC recommendation (ACEC/RM-1.1).

ALTERNATIVE 2 (No Action)

Take no action to designate the reference areas and range study sites.

MULTIPLE USE ANALYSIS

MINERALS - There would be a positive benefit to the minerals resource development program. This no action alternative would leave the majority of these

areas open to leasing and possible exploration and/or development by the mineral industry. Access and site specific activities would not be hampered by surface restricting stipulations except in WSA's or sites which have already been given a Category 3 or 4 classification for oil and gas leasing.

RANGE/WATERSHED/WILDLIFE - Impacts from this alternative could range from none to a significant adverse effect. Reference areas serve as outdoor laboratories for the study of range sites or plant associations. If these sites are not adequately identified and protected, surface disturbing activities could easily destroy the baseline vegetation which is used as a comparison for resource management. The whole concept of reference area has no meaning or substance if these sites cannot be preserved in their natural state. Any activity which could disturb the surface of these sites (i.e., grazing, mining, ORV use, etc.) must be restricted if the reference area is to serve as a viable tool for rangeland management. Designation and protection is needed so that these areas will not be lost to other uses because the land manager was unaware that they even existed. More intensive land use occurs on public lands each year, and because of this, the potential to lose these valuable sites is very high.

MULTIPLE USE RECOMMENDATION ACEC/RM-1.1

Reject the specialist recommendation except for the range site located on North Caineville Mesa.

RATIONALE

The multiple use recommendation for North Caineville Mesa is that it be designated an ACEC area (see ACEC/WL-1.1) and ACEC/R-1.1). The remaining sites can be protected through the planning system and multiple use management.

SUPPORT NEEDS

See ACEC recommendations ACEC/WL-1.1 and ACEC/R1.1 for support needs to be implemented on North Caineville Mesa.

- -

DECISION ACEC/RM-1.1

Reject the multiple use recommendation and specialist recommendation as written.

a. Use the Wildlife ACEC decision (ACEC/WL-1.1) to protect the resource values identified for North and South Caineville Mesas. Implement the support needs identified in ACEC/WL-1.1.

b. Protect the resource values which were identified in the remaining 18 comparison areas and six study sites by:

1. Implementing the support needs identified in the specialist recommendation ACEC/RM-1.1.

2. Before authorizing any proposed action, conduct an on-site evaluation to determine the impacts which will result to those resource values identified in the rationale for the ACEC recommendation.

3. Require mitigation of any significant impacts to these resource values.

RATIONALE

Most of the comparison and EMRIA study areas are small (approximately 40 acres). ACEC designation constitutes a Bureau commitment that all special management requirements will be strictly adhered to. In some cases, a new adjacent comparison area could be substituted for the original to accommodate a proposed activity. This is possible because many of the areas around the existing sites have not been disturbed by domestic livestock grazing. It would be costly and time consuming to comply with the designation removal process for these small areas if another more beneficial resource use is later identified.

RECOMMENDATION ACEC/R-1.1

Identify approximately 66,000 acres in the area around Factory Butte, North Caineville Mesa, South Caineville Mesa, and the Blue Hills as an Area of Critical Environmental Concern (ACEC) and manage the area to preserve the identified scenic, recreational, scientific, biological, watershed, historical and botanical values.

RATIONALE

This area, which represents about 3% of the land in the planning area meets the ACEC designation criteria of relevance and importance and also requires special management attention to "protect and prevent irreparable damage to important...scenic values, [and]...natural systems..."

The area is relevant because it contains high scenic values and represents natural processes, specifically wind and stream erosion.

Although Mancos shale is found throughout the Colorado Plateau, the erosional patterns displayed in this area are very distinctive and well preserved when compared to other areas. Research has revealed that Mancos shale is more geologically complex than is apparent to the casual observer. There are actually five types, or members, of Mancos Shale and three of these are apparently unique to the Henry Mountains region (Peterson et al, 1980). One of the members contains marine vertebrate fossils.

The VRM system has identified this area as Class A scenery and it was given the highest category rating for the scarcity element. (Factory Butte and the Blue Hills were featured along with Bryce Canyon in a photo essay in Life Magazine in 1968.)

Outstanding scenic views of Factory Butte, the Waterpocket Fold and the San Raphael Swell are possible from the top of North Caineville Mesa. Other outstanding scenic views of the Henry Mountains, the Blue Hills badlands and Capitol Reef National Park are found from the top of South Caineville Mesa. Both mesas can be reached by trail. Both areas are of high scenic and recreational value and yet have significant differences between them.

The area is important because it has more than local significance and also "special worth when compared to like or similar resources."

The importance and significance of this area was confirmed in a survey of potential National Natural Landmarks in the Colorado Plateau (Welsh, et al., 1980). (Note that they specifically address the area north of U-24). The report states:

> "A spectacular monocline is expressed by the dipping Ferron Sandstone beds and the associated lower shales along the Caineville Reef. These beds are exceeding fossiliferous along the south fork of Salt Wash and display one

RATIONALE- cont. R-1.1

of the most continuous and one of the well exposed sequences of Cretaceous marine rocks in the Colorado Plateau. Factory Butte and North Caineville Mesa are capped by massive regressive barrier sandstones that show the typical gradation base but an abrupt crest.

This is one of the most extensive and one of the most spectacular badland sequences on the Cretaceous Mancos Shale in the Colorado Plateau. It is in the general vicinity of the park development of the Golden Circle and thus would be of additional interest."

The Blue Hills have a long history of scientific research. This area was the site of the first major piece of research into landscape processes in the U.S. by G. K. Gilbert in 1875. In 1883 Angustus Ferron surveyed Sweetwater Creek and measured the stream channels for the General Land Office. Later in the 1930's, C. B. Hunt analyzed the geomorphic processes in the area and outlined the role of stream capture in landscape evolution. This research continues today by W. Graff of the University of Arizona and Andrew Godfrey of the US Forest Service. (See the watershed ACEC recommendation for a further discussion of scientific values.)

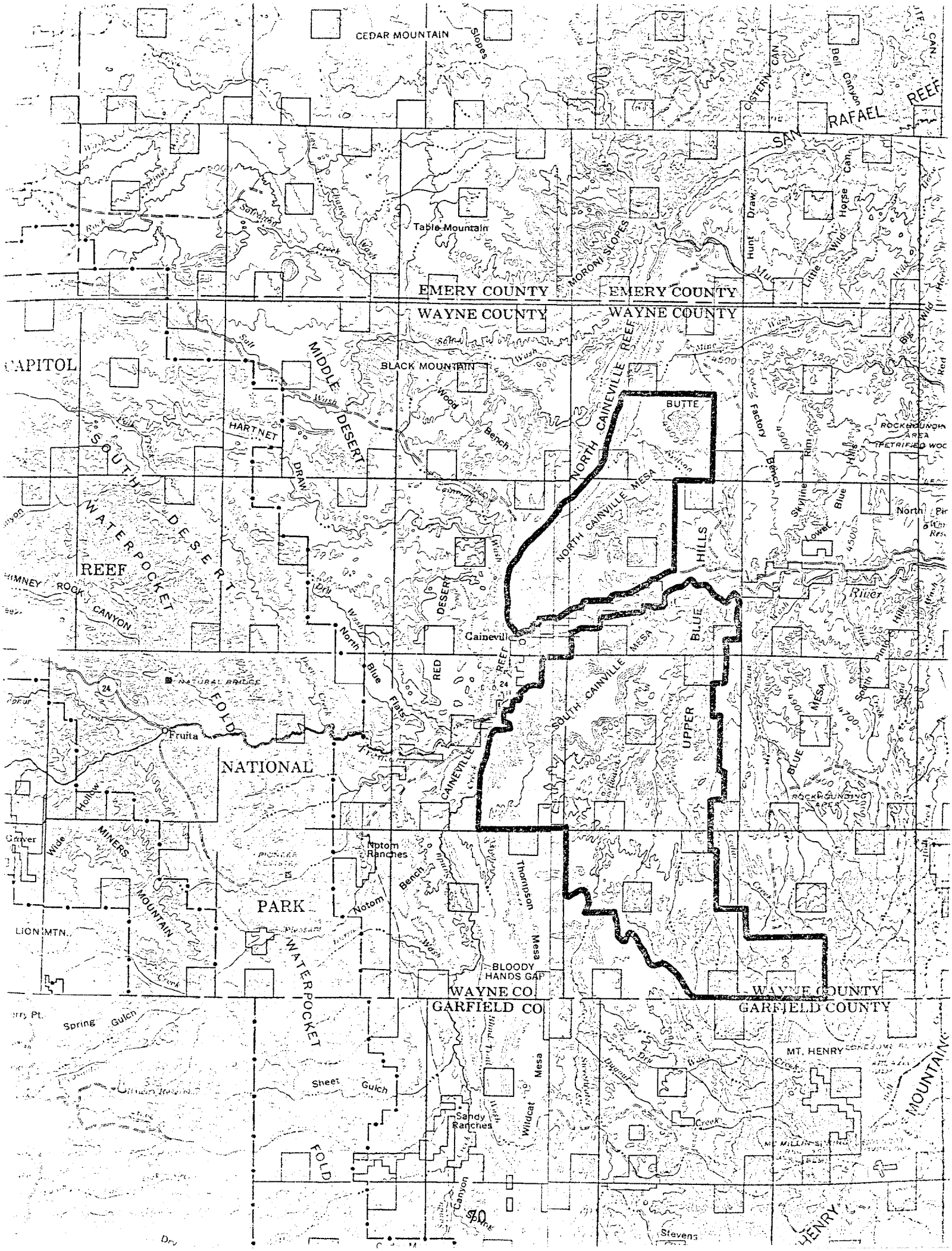
"More than local significance" is also shown by the fact that portions of this area have been designated a Wilderness Study Area. (WSA policy allows overlap with ACEC designations).

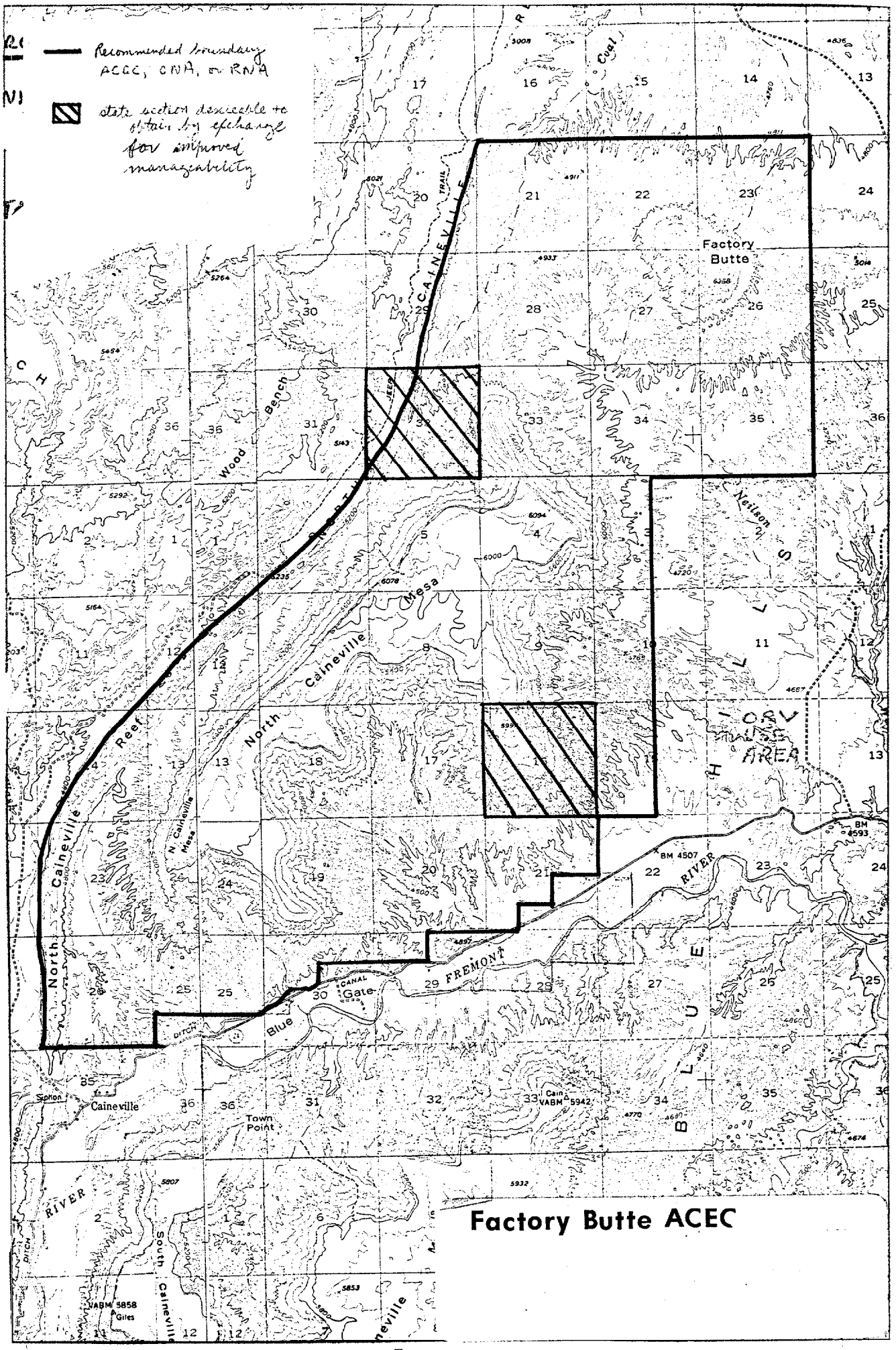
Furthermore, the remoteness and inaccessibility of the Caineville Mesas have preserved important biological and historic botanical values (including threatened and endangered species). A research report completed in 1975 by Robert Meinke recommended the area be given Research Natural Area designation (see further analyses in wildlife ACEC recommendation and the range ACEC recommendation).

A prominent historic feature of South Caineville Mesa is a circa 1920 bi-level stone cabin associated with early area sheep and goat grazing. The Mesa was probably first used for this purpose in the 1880's. The cabin was constructed by Pete Steele, a livestock operator associated with the ghost town of Giles. The well preserved cabin has not been modified since its original construction and displays unusual interior architecture. In association are out building stone walls and two well developed trail head exclosures; one of woven juniper stumps and the other of laid stone. The trail access on to the mesa has rock stacked berms in a deteriorated condition.

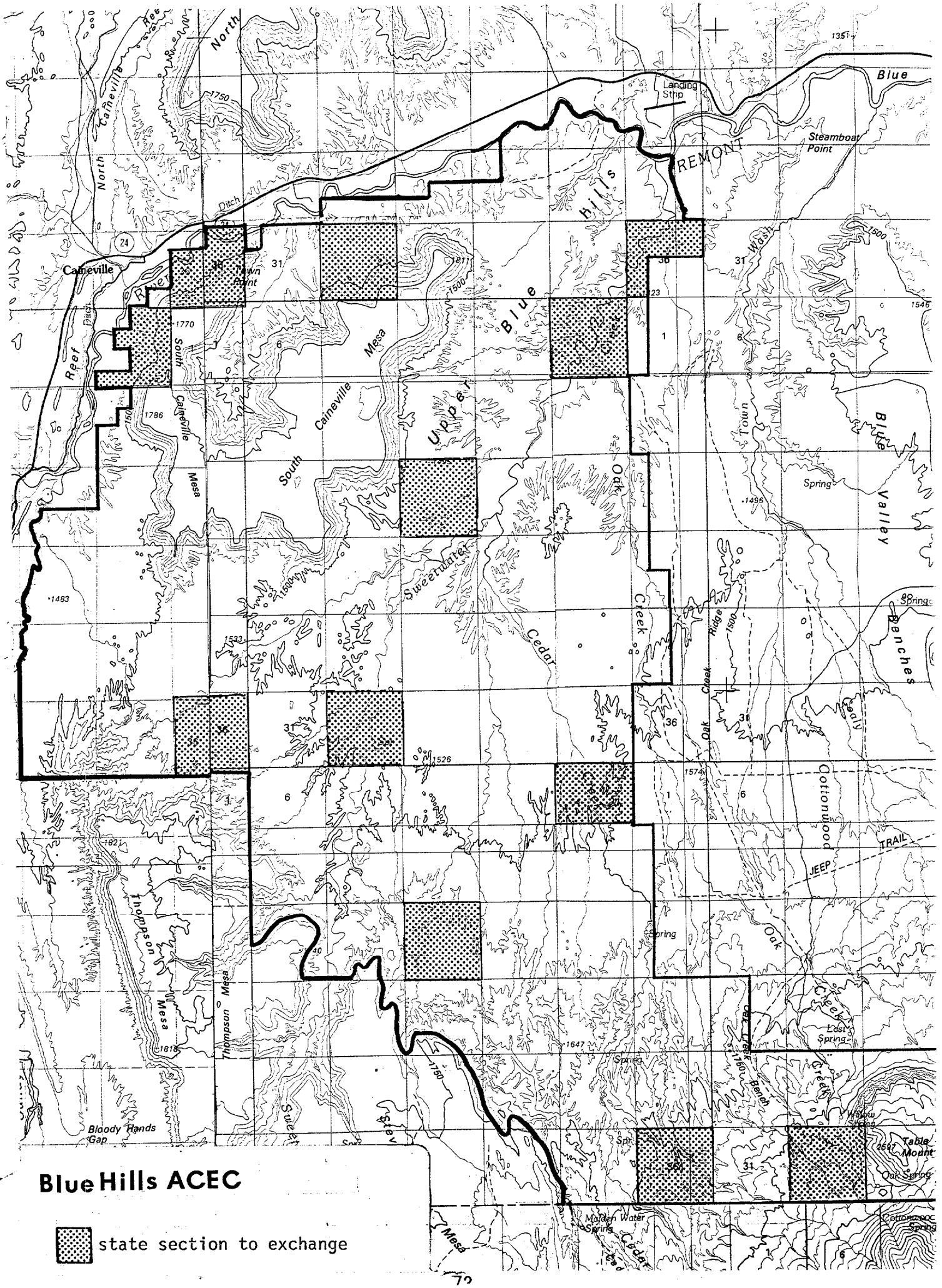
This area requires special management attention for several reasons.

First, most of the area is classified in moderate, critical, and severe erosion classes. If Mancos shale is disturbed during wet soil conditions, visible scars are formed and the natural erosion processes are accelerated. The ORV scars eventually are weathered away but may be visible for several years.


CEDAR MOUNTAIN
Slopes
SAN RAFAEL REEF
Bell Canyon
Table Mountain
MORONI SLOPES
EMERY COUNTY
EMERY COUNTY
WAYNE COUNTY
WAYNE COUNTY
CAPITOL
BLACK MOUNTAIN
MIDDLE DESERT
NORTH CAINEVILLE REEF
BUTTE
HARTNET
SOUTH DESERT
WATERPOCKET
REEF
NORTH CAINVILLE MESA
BLUE HILLS
CHIMNEY ROCK CANYON
Caineville
RED REEF
NATURAL BRIDGE
FOLD
Fruita
NATIONAL
SOUTH CAINVILLE MESA
UPPER BLUE MESA
Notom Ranches
PARK
LION MTN.
BLOODY HANDS GAP
WAYNE CO
GARFIELD CO
WAYNE COUNTY
GARFIELD COUNTY
Spring Gulch
Sheet Gulch
Sandy Ranches
Wildcat Mesa
MT. HENRY
Stevens
40



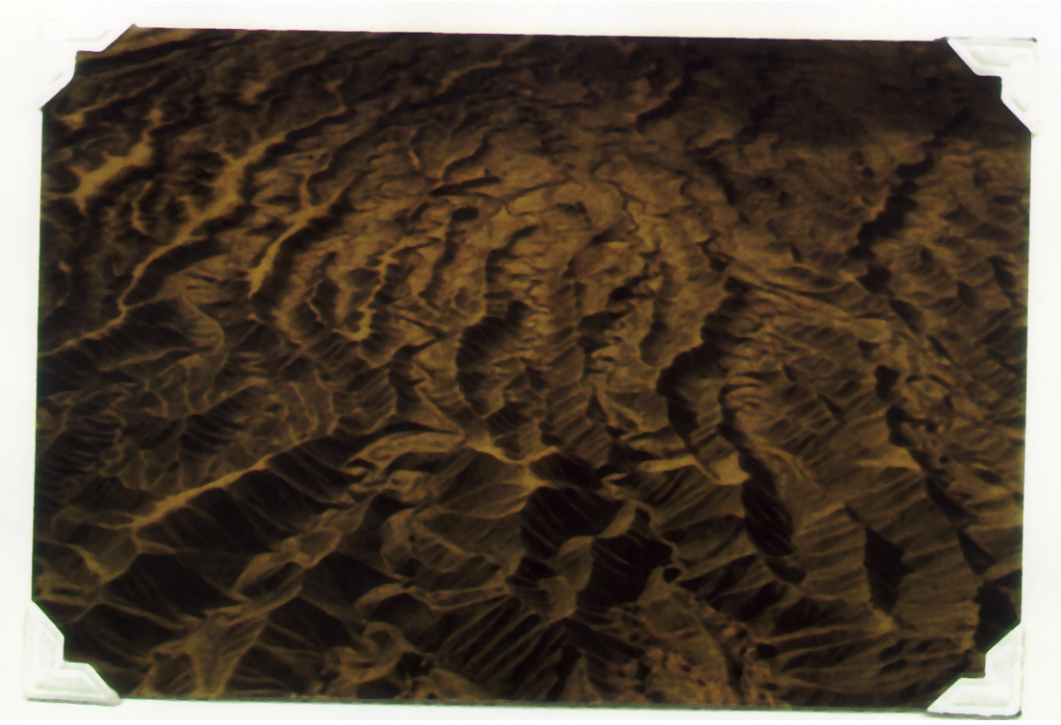
Factory Butte ACEC

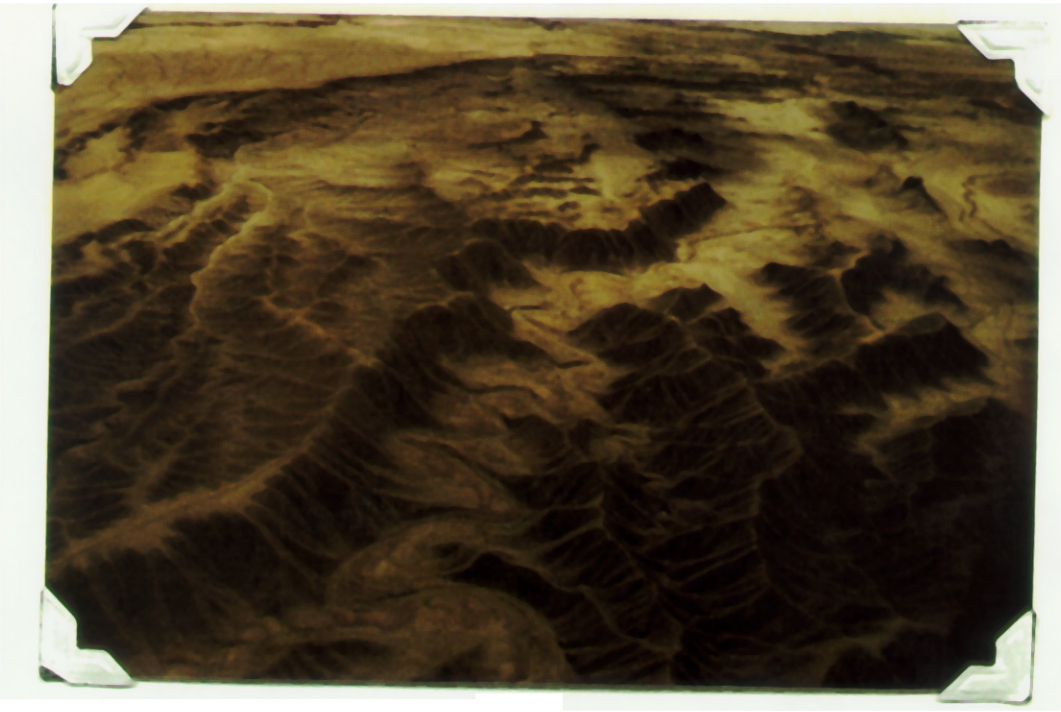

Blue Hills ACEC
state section to exchange
Blue
Landing Strip
Steamboat Point
REMONT
Hills
Caineville
Reef
North Caineville Reef
Ditch
Town Point
South Caineville Mesa
Upper Blue Hills
Mesa
Sweetwater
Cedar
Oak Creek
Ridge
Town Wash
Blue Valley
Spring
Benches
Cottonwood
JEEP TRAIL
Thompson Mesa
Bloody Hands Gap
Sweet
Stev
Oak Creek Bench
Willow Spring
Table Mount
Oak Spring
Cottonwood Spring
Malden Water Spring
Cedar
Mesa
Lost Spring
24

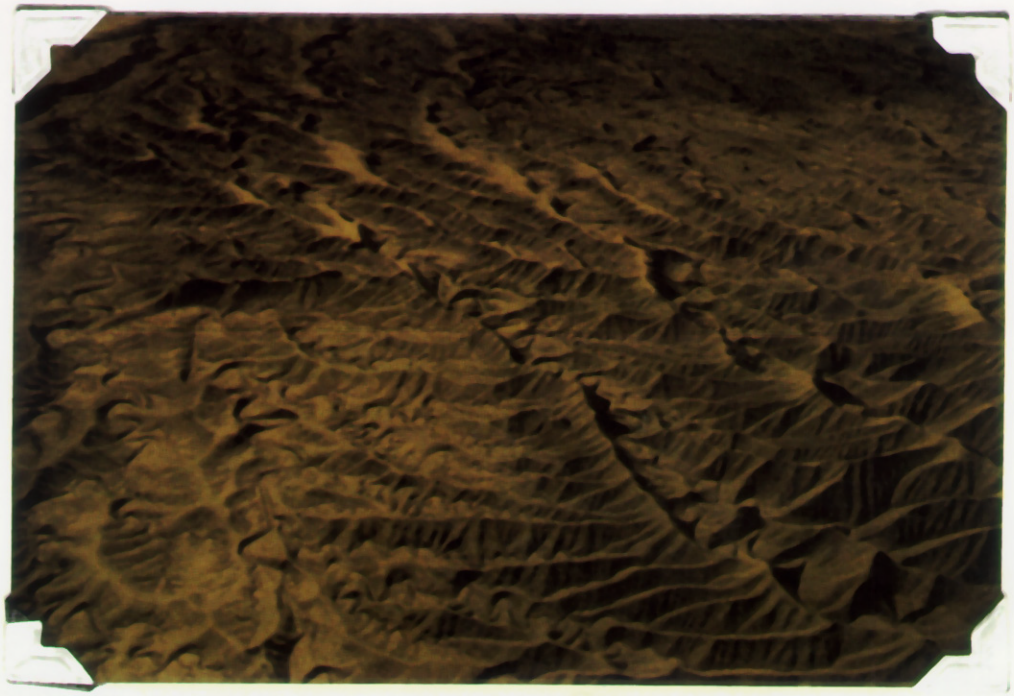
A small cabin, built in the 1930s, is a potential nomination to the National Register of Historic Places. The interior is in excellent condition.

The top of both North and South Caineville Mesas have a wide variety of vegetation in a natural condition and offer excellent research opportunities.

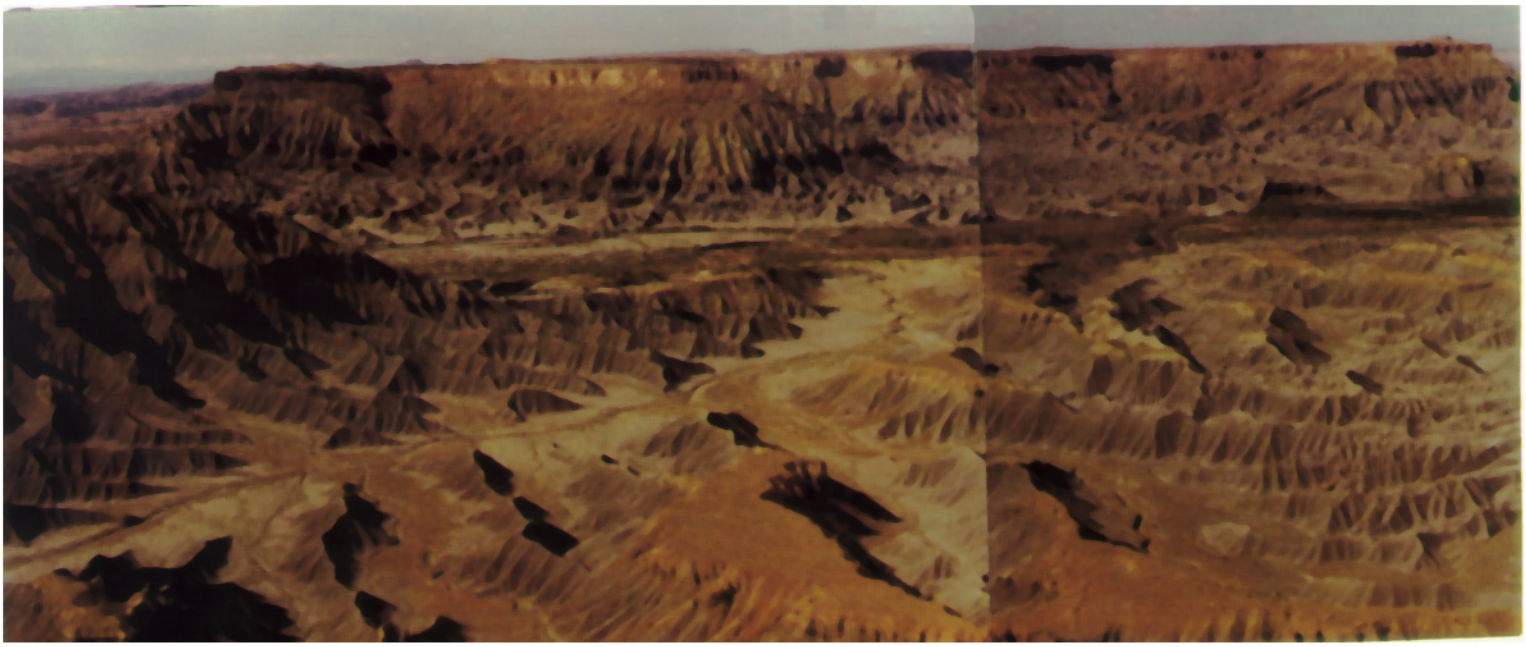
The Blue Hills have been identified as having high scientific values related to geomorphology. The area has a record of research dating back to 1875 and is undoubtedly of "more than local significance."

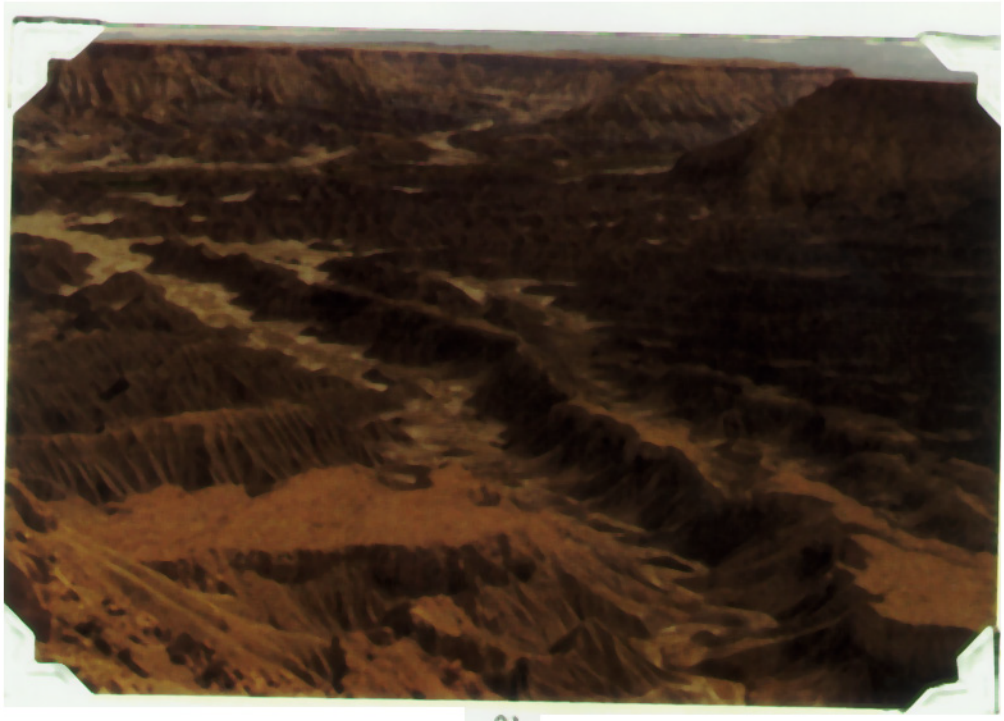


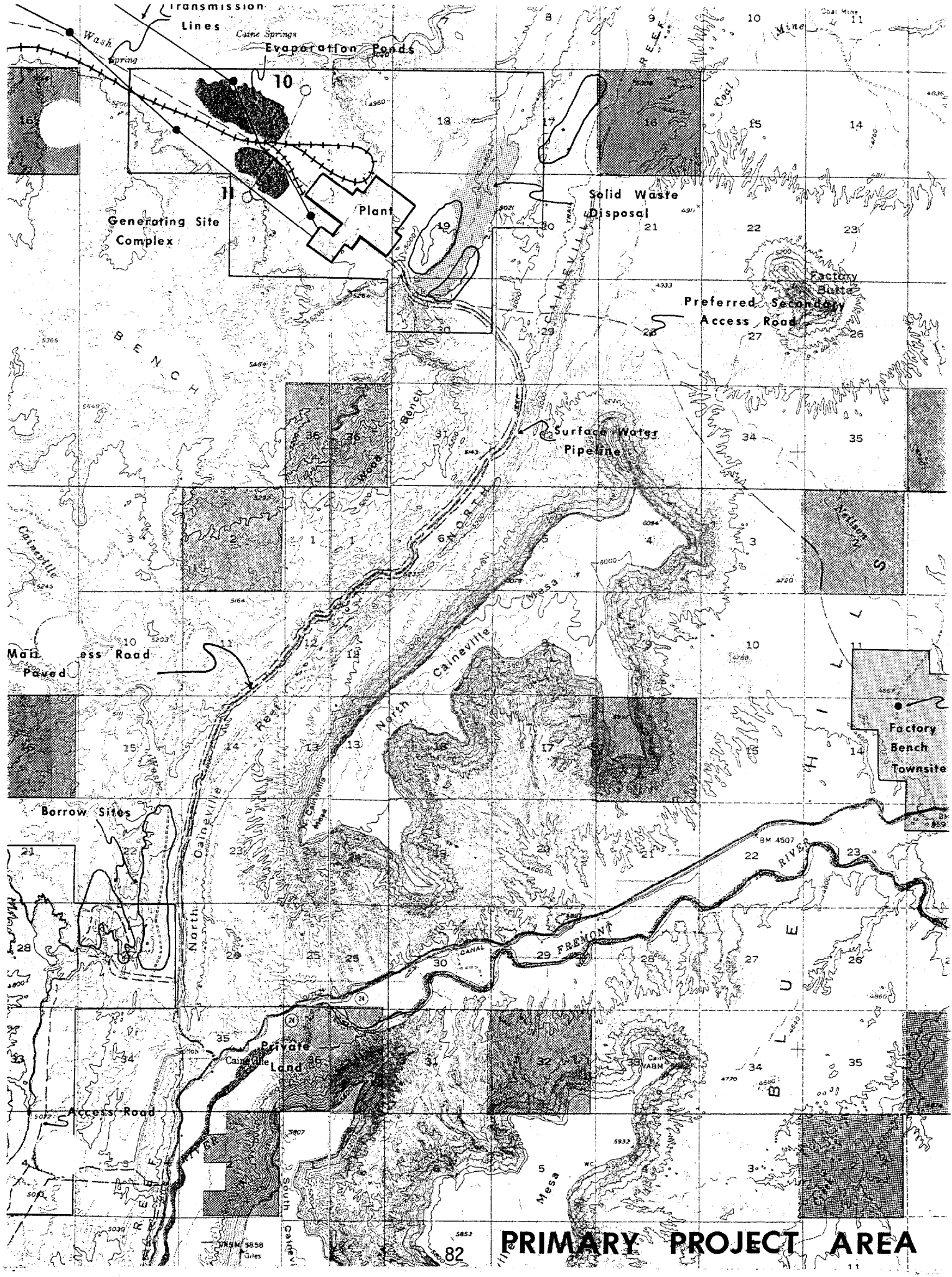




North of highway U-24, Factory Butte is a prominant landmark. Also, North Caineville Mesa has high recreational and scenic values and adjacent Cainevill Reef (not pictured) has geological values. These three features require special management attention to protect their scenic and scientific values from ORV use, oil and gas exploration and coal mining.







PRIMARY PROJECT AREA

Present and projected activities in this area indicate problems exist and will increase.

For example, an ORV high use area has developed on the southeast side of North Caineville Mesa. ORV use occurs primarily in the spring when soil moisture content is high. Scars are visible along portions of Highway U-24, a major scenic highway connecting Capitol Reef National Park with Canyonlands National Park and Glenn Canyon National Recreation Area. This is further discussed in recommendation R 3.1, which recommends that a high use area be designated in a portion of this area. Special management of the remaining area is necessary to prevent increased ORV use from spreading further.

Potential water developments at Caineville and general increased recreation use could account for more ORV use. It is preferable to guide ORV activity before it reaches significant use levels rather than attempt to change user patterns that are highly developed.

Second, Wilderness Study Phase data indicates that there is potential for oil and gas deposits under portions of this area. Scenic, historic, and recreational values could be significantly impaired if new access and drilling activities occurred (e g., if activities occurred during moist soil conditions). Currently the area is in Category 1; Category 2 stipulations are necessary to preserve the ACEC values described.

Third, other resource data indicates that conflicts exist regarding possible coal development. Significant irreparable damage to the scenic (and other) values of the Sweetwater Creek area could occur if the area was used as a transportation corridor to the coal deposits in the Wildcat and Swap Mesa area. Currently, the existing management plan does not recognize these values; ACEC designation would accomplish this. Also, portions of the Henry Mountain coal study area overlap the Factory Butte and N. Caineville Mesa area. The importance and significance of these two landmarks, described above, are not reflected in the existing land use plan either. Coal stripping operations (from an expansion of an existing mine) could reach near the base of Factory Butte. ACEC designation would serve as a basis for regulating (but not prohibiting) this activity while recognizing other resource values. (See the overlays for the relationship of the coal deposits, the coal study area and the ACEC boundaries).

Fourth, studies for the development of a power plant near the existing coal mine are continuing. It is not unreasonable to assume that an actual construction proposal could be made during the life of this MFP which would also involve a variety of support facilities. Recognition of ACEC values at this time will assist power project proponents in designing their proposals to take these values into account.

Fifth, portions of this area are in Wilderness Study Area 238. A determination of ACEC designation would assist in evaluating the no wilderness alternative and no action alternative in the Wilderness EIS. BLM is required by study phase policy

to inform Congress and the public as to what the expected land uses are for the WSA should it not be designated wilderness. Since both wilderness and other resource uses are being determined in this transition MFP, a decision is necessary at this time.

Sixth, there are portions of 14 State school sections in the vicinity. Any new access or development of these sections could have an adverse impact on the scenic, recreation and scientific values of the area. Designation provides a means of identifying to other government agencies (especially the State Land Commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all state school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated state sections where resource preservation is desired, the potential for conflicting resource uses (similar to the Cotter Corp. problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

In view of the proposed energy developments and population increases in Utah it cannot be assumed that because an area has "always been that way" it will remain that way for the next 10 to 15 years.

Historic values on South Caineville currently are unprotected.

Developed new access on to South Caineville Mesa would modify or destroy the historic character of the original rock stacked trail system. Allotted grazing could result in modification of the cabin for use as a bunkhouse, therby imparing its historical and architectural significance. A scenario of total destruction could be realized if the structure would serve as a source of construction materials for range improvements, such as corrals or other enclosures.

In summary, ACEC designation of this area will provide the means for recognizing the identified values of the area (recognition that currently does not exist), serve as a means for integrating this recognition into the Management Framework Plan to remind future managers of the areas values, and serve as a basis for guiding future development proposals and evaluating their impacts. Designation would also serve as a basis for obtaining public ownership of several important State sections in the area.

The above discussion also lends to the conclusion that the area qualifies for designation as an Outstanding Natural Area.

43 CFR 8352 authorizes BLM to designate areas which have unusual scenery, natural wonder or scientific values that merit special attention to insure

preservation in their natural condition as Outstanding Natural Areas. Management objectives are to maximize recreation use without damaging the natural features which set the area apart. 43 CFR 8352.1 states: "No person shall use, occupy, construct or maintain authorized facilities in a manner that unnecessarily detracts from the quality of the outstanding natural features of the area."

Support Needs

-Close area to recreational ORV use (see R-3.5)
-Change from oil and gas category 1 to category 2 with stipulations on slope, season, and distance from riparian zone and highways.
-Develop a detailed management plan, including research needs.
-Close mesa tops to grazing
-Identify areas unsuitable for surface coal mining.
-Exchange out all state sections.
-Nominate cabin on South Caineville Mesa to National Register of Historic Places.

MULTIPLE USE ANALYSIS

A major portion of this recommendation lies in wilderness study area 238. While the area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and its support needs:

MINERALS - Implementation of this recommendation would adversely effect the mineral development program in the planning area. However, this adverse impact would not be serious. The major drawbacks to the minerals program are the protective stipulations called for in the support needs. Placing the area in a Category 2, with stipulations on slope, season and distance from riparian zones for oil and gas exploration would certainly cause some inconvenience, but exploration activities could still occur. This is important since this area lies within the Paradox Basin known for its geologic characteristics for large deposits of oil and gas resources. These geologic formations make the potential for commercial deposits of oil and gas very good. Only additional exploratory drilling will actually determine the true worth of these potential deposits.

Negative impacts on coal production would also have to be identified as insignificant. Coal deposits are known to exist in the area, but are not considered to be commercially recoverable because they are thin seamed and could not be economically recovered to be competitive with other coal producing areas.

RANGE - This recommendation compliments the range ACEC recommendation and would not have any identifiable adverse impact on grazing use in the area (see ACEC/RM-1.1).

There has not been any grazing on tops of South Caineville Mesa or North Caineville Mesa since 1950. It is questionable whether grazing the mesas would be economically feasible. It has been estimated that an initial investment as high as $17,000 (see ACEC/WL-1.1) could be needed to construct a road to the top of the mesa and for construction of water holding structures. Total grazing capacity for both mesas has been estimated at approximately 275 AUMs.

This recommendation would have a positive impact in terms of rangeland resources. Both mesas have reference areas which need to be protected. This recommendation would protect the mesas from any surface disturbing activities which could jeopardize the purpose of having these reference areas.

WATERSHED - This recommendation compliments watershed ACEC recommendation (see ACEC/W-1.1) and would have a positive impact to the resource. This area offers an unusual research opportunity because of a century long history of prior investigation and a wealth of data from present environmental conditions. The Upper Blue Hills deep gully development has been the product of the processes of discontinuous erosion, catastrophic washout, head cut migration, and mass movement.

This recommendation would provide the necessary designation to identify the area as having resource values which need protection and serve as a means for integrating this recognition into the management framework plan to remind future managers of these scientific values. Protective stipulations would help prevent any surface disturbing activities which could significantly impair these resource values.

WILDLIFE - This recommendation compliments the wildlife ACEC recommendation (see ACEC/Wildlife 1.1) and would have a positive impact on those natural processes described in the wildlife recommendation. Any recommendation which would prevent surface disturbing activities would have a positive impact on the mesas use as natural areas for research and comparison purposes. ACEC designation would also positively impact wildlife resources by having these resource values recognized and protected through management plans which give priority to resource protection.

ALTERNATIVE 1

Designate the 66,000 acres identified in the recommendation as an Outstanding Natural Area.

RATIONALE

Designation of this area as an Outstanding Natural Area will provide guidelines for the management and protection of public lands having natural characteristics

and/or outstanding scenic qualities. 43 CFR 2071.1(b)(1) describes recreation designated lands as "a tract of land usually several thousand acres in size where recreation is or is expected to be a major use, and designation will assist the public by making the areas known to them. Some examples of areas which may be designated as recreation lands follow: Scenic areas of natural beauty such as waterfalls; habitat of interesting, rare or unusual plants or animals; gorges; natural lakes; geological areas of outstanding structural or historical features of the earth's development such as caves, glaciers and other phenomena; roadless areas in which the primitive environment is preserved, sometimes referred as wilderness, wild, primitive, roadless or virgin areas."

The Bureau of Outdoor Recreation has adopted six land classes. One or more of these classes must be contained on those lands with recreation values. Outstanding Natural Area is one of these classes that is representative of the recommended area. 43 CFR 2071.1(1)(iv) describes this class as "areas of outstanding scenic splendor, natural wonder, or scientific importance that merit special attention and care in management to insure their preservation in their natural condition. These usually are relatively undisturbed, representative of rare botanical, geological, or zoological characteristics of principal interest for scientific and research purposes."

SUPPORT NEEDS

Same as those identified for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the recreation ACEC recommendation (ACEC/R-1.1).

ALTERNATIVE 2 (No Action)

Take no action to designate the area identified in the ACEC recommendation (ACEC/R-1.1).

MULTIPLE USE ANALYSIS

MINERALS - If those protective stipulations called for under the ACEC recommendation are not implemented there would be a positive impact to the mineral exploration and development program in the planning area. Access and site specific activities would not be hampered by surface restricting stipulations except in that portion of the site given WSA status or on portions of the area which is already in a Category 3 "no surface occupancy" classification for oil and gas leasing.

RANGE - This recommendation is in direct conflict with range ACEC recommendation, ACEC/RM-1.1. There would be a negative impact to the reference areas located on the Mesas if livestock grazing were to occur. This negative impact could be negated by fencing these areas before livestock grazing was permitted.

A positive benefit would result to the rangeland program in terms of forage production if the tops of the Mesas are not closed to livestock use. This impact would be insignificant since grazing the Mesas by livestock does not appear to be economically feasible (see Rationale for Wildlife ACEC recommendation ACEC/WL-1.1).

WATERSHED - This alternative is in direct conflict with watershed ACEC recommendation ACEC/W-1.1. Impacts from this alternative could range from none (if surface disturbing activities do not occur to a significant adverse effect. Any increased surface disturbing activities (i e., grazing, mining, ORV use, etc.) could have an adverse impact on the watershed values located in the Blue Hills portion of the ACEC recommendation. As stated in the watershed ACEC rationale (see ACEC/W-1.1), the upper Blue Hills have been studied since 1877, with research currently being conducted by Andrew Godfrey of the USFS and the University of Arizona, under the sponsorship of the National Science Foundation. Surface disturbing activities could negate these studies or seriously effect the future value of the area as a site with scientific educational values.

In addition; the soils in the Blue Hills area are of a Mancos shale composite and are classified in the moderate to severe erosion condition classes. These soils are highly susceptible to scarring and erosion by surface disturbing vehicles. ORV use and mineral exploration and development could significantly increase the amount of sediment flowing into the Fremont river. Unless mitigation measures such as those identified in the support need of the recommendation are implemented, watershed values and the use of the area as a scientific study area could be seriously jeopardized.

WILDLIFE - This alternative is in direct conflict with wildlife ACEC recommendation, ACEC/WL-1.1. Serious impacts would not occur if the mesas were not disturbed. If surface disturbing activities are authorized, there could be a negative impact which could significantly effect the mesas current natural biological and ecological character and the naturally occurring physical processes which formed them. This impact would result from not being able to use the mesas as reference areas or field laboratories where baseline research could be conducted to evaluate the impacts of human-related activities on cold desert plant and animal communities. Those support needs identified in the recommendation would be necessary if these mesas have any viability as natural areas.

RECREATION - If no action is taken to designate the area and no support needs are implemented those six potential impacts described in the rationale for the recommendation could become a reality. Special management is needed for the area to prevent these negative impacts. Designation and/or the support needs identified for the recommendation are needed to insure those recreation values in the proposed area are not negatively impaired and land management guidelines are implemented to help resource specialists properly manage the area.

MULTIPLE USE RECOMMENDATION ACEC/R-1.1

Accept the specialist recommendation with the following modifications:

a) Exclude South Caineville Mesa from the ACEC designation.

b) Exclude the Blue Hills portion north of the Fremont river from ACEC designation.

RATIONALE

North Caineville Mesa and the Upper Blue Hills south of South Caineville Mesa have the most value for scenic and scientific purposes. The remainder of the areas in the original recommendation can be protected through multiple use management.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation on those areas identified for ACEC designation.

- -

DECISION ACEC/R-1.1

Reject the multiple use recommendation as written. Accept the specialist recommendation with the following modification:

(a) Designate North and South Caineville Mesas as ACECs and implement the support needs identified for wildlife ACEC recommendation, ACEC/WL-1.1.

(b) Do not designate the remaining proposed areas as ACEC. Provide protection for the recreation values identified for that delineated portion of the Blue Hills lying south of State highway U-24 for this recommendation and implement the support needs defined for watershed ACEC decision, ACEC/W-1.1.

RATIONALE

The specialist rationale describes those recreation values related to the mesas which need special management protection. The wildlife rationale and decision rationale for wildlife ACEC recommendation (ACEC/WL-1.1) also describe resource values which need special management and qualify the mesas for designation.

That portion of the Blue Hills lying south of State Highway U-24 has been identified as having both recreation and watershed values (see watershed ACEC recommendation, ACEC/W-1.1). This area was not designated as an ACEC because (1) the values identified are pervasive throughout the defined area (approximately 52,000 acres); (2) these values are not in jeopardy of being lost or

irreparably damaged because of the area's limited resource development potential (oil and gas, locatable minerals, grazing, etc.), and (3) protective management will be implemented through standard BLM procedures to insure full consideration and development of mitigating measures for any proposed action which could significantly impair the special resource values identified within the defined boundary (i.e., oil and gas leasing classifications, ORV closure, etc.). See the watershed ACEC decision, ACEC/W-1.1, for additional comments.

A large portion of the Blue Hills lying south of U-24 has also been given WSA status. While this area is being considered for wilderness designation, additional protection will be provided through the implementation of the Interim Management Policy and Guidelines for Lands Under Wilderness Review.

The portion of the Blue Hills lying to the north of State highway U-24 was not designated as an ACEC. Protective management was limited to a category 2 oil and gas classification with the use of special stipulations (see minerals decision M-2.1). The decision not to designate was based on (1) use in the area has been limited to occasional livestock grazing and some ORV use; no other types of uses are expected in the near future and a study has been authorized to determine if an ORV closure is warranted, and (2) most of the area is not visible from the highway; therefore, most scenic recreation opportunities to view the Mancos shale formations are expected to occur from the top of South Caineville Mesa which overlooks that portion of the Blue Hills being provided protection (see preceding paragraph).

RECOMMENDATION ACEC R-1.2

Designate 64,000 acres as the Dirty Devil ACEC and manage the area to preserve its natural and scenic values.

RATIONALE

This area, which represents about 3% of the land in the planning area, meets the ACEC identification criteria of relevance and significance, and requires special management attention.

This area meets the criteria of relevance because it contains important scenic historic and cultural values and illustrates natural systems and processes.

The VRM inventory rated the scenery as Class A, the highest category. This area is characterized by steep, colorful cliffs of Navajo sandstone in narrow winding canyons. Numerous side canyons enter the main canyon, primarily from the northeast. Scenic vistas are found at Burr Point (which has potential for the development of a major scenic overlook accessible from U-95) and at Angels Point (which has outstanding vistas of not only the canyons but also the entire length of the Henry Mountains).

Historic values are related to the famous outlaw "Butch Cassidy". Robbers Roost Canyon was a major outlaw stronghold on the Outlaw Trail which ran from Canada to Mexico. (There were three major outlaw hideouts on the trail; the other two are Brown's Park, Utah, and Hole-in-the-Rock, Wyoming).

There is a high potential for finding archaeological sites. Several potential National Register nominations are within the proposed ACEC boundaries, including a petroglyph panel, historic trail, and a rockshelter.

Recreation values are related to the outstanding scenery and outstanding opportunities for primitive unconfined recreation and solitude. Hiking, backpacking and exploring are possible via Hanksville and Angels Point.

The area meets the criteria for importance because it has special worth when compared to like or similar resources.

Second, the area is under study by BLM for possible wilderness designation. While one may think this recommendation duplicates the protection afforded by the wilderness interim management policy, an MFP decision is nevertheless needed. The Wilderness Study Phase Policy requires BLM to identify probable land use of the area should wilderness designation not be approved by Congress.

This will assist BLM, Congress and the public in evaluating the no wilderness and no action alternative in the Wilderness EIS. ACEC and wilderness designation can overlap (see Draft Wilderness Management Policy and ACEC regulations). Since it is possible that Congress will act on wilderness decisions before this MFP is revised, a decision on the other land use alternatives for this area is necessary at this time.

Special management is necessary for several reasons. Recreation use will increase as the area receives additional publicity (related to wilderness study) and population increases (especially in Price).

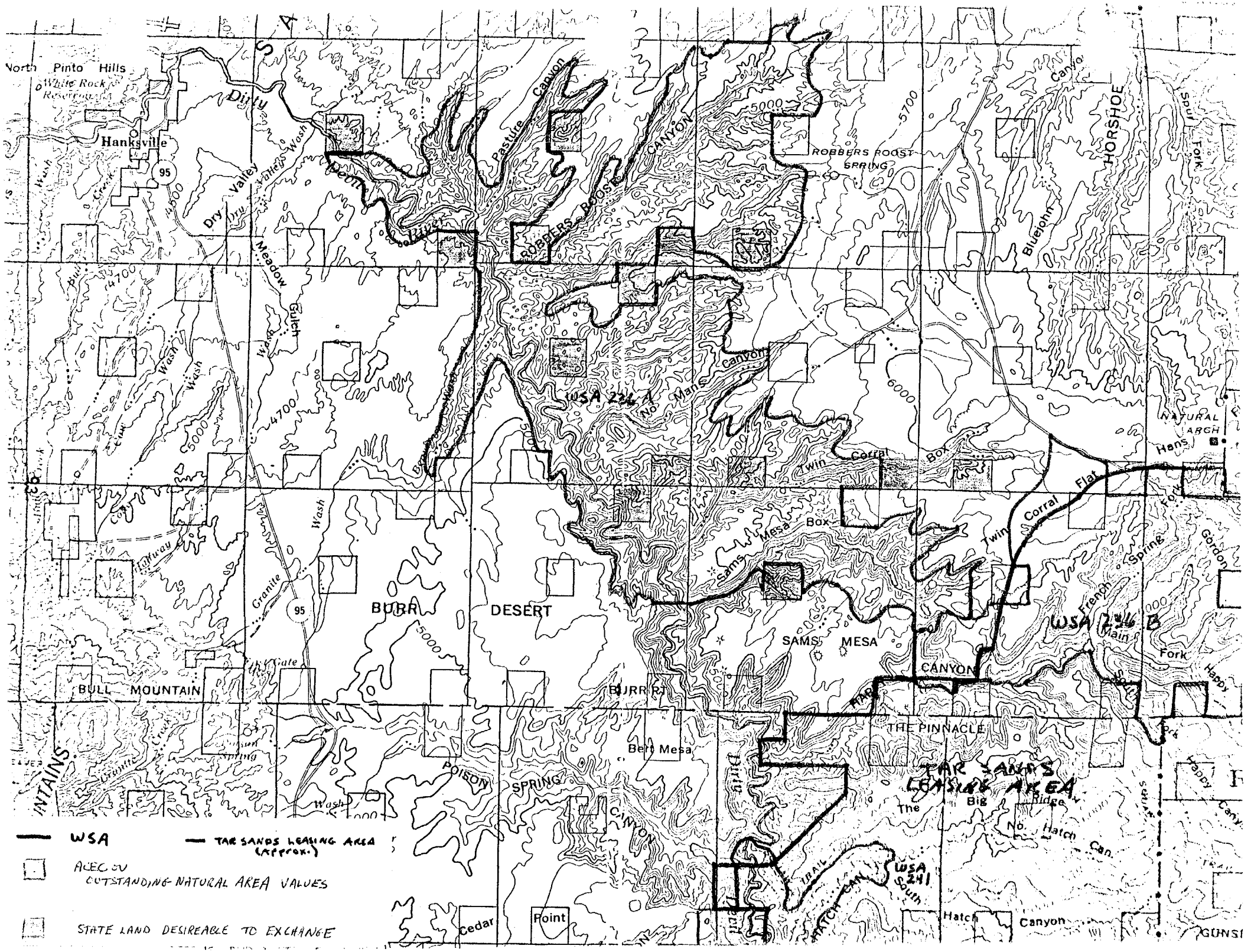
Portions of 14 State school sections are in the area. State land use policy to maximize economic returns is generally inconsistent in areas that have high scenic values. Any new access or development of these sections could jeopardize scenic and recreational values and complicates BLM administration of the area. New data has shown geologic potential for discovery of uranium, oil and gas. BLM will eventually be called upon to analyze the impacts of exploration and new access proposals similar to the recent "Cotter Case".

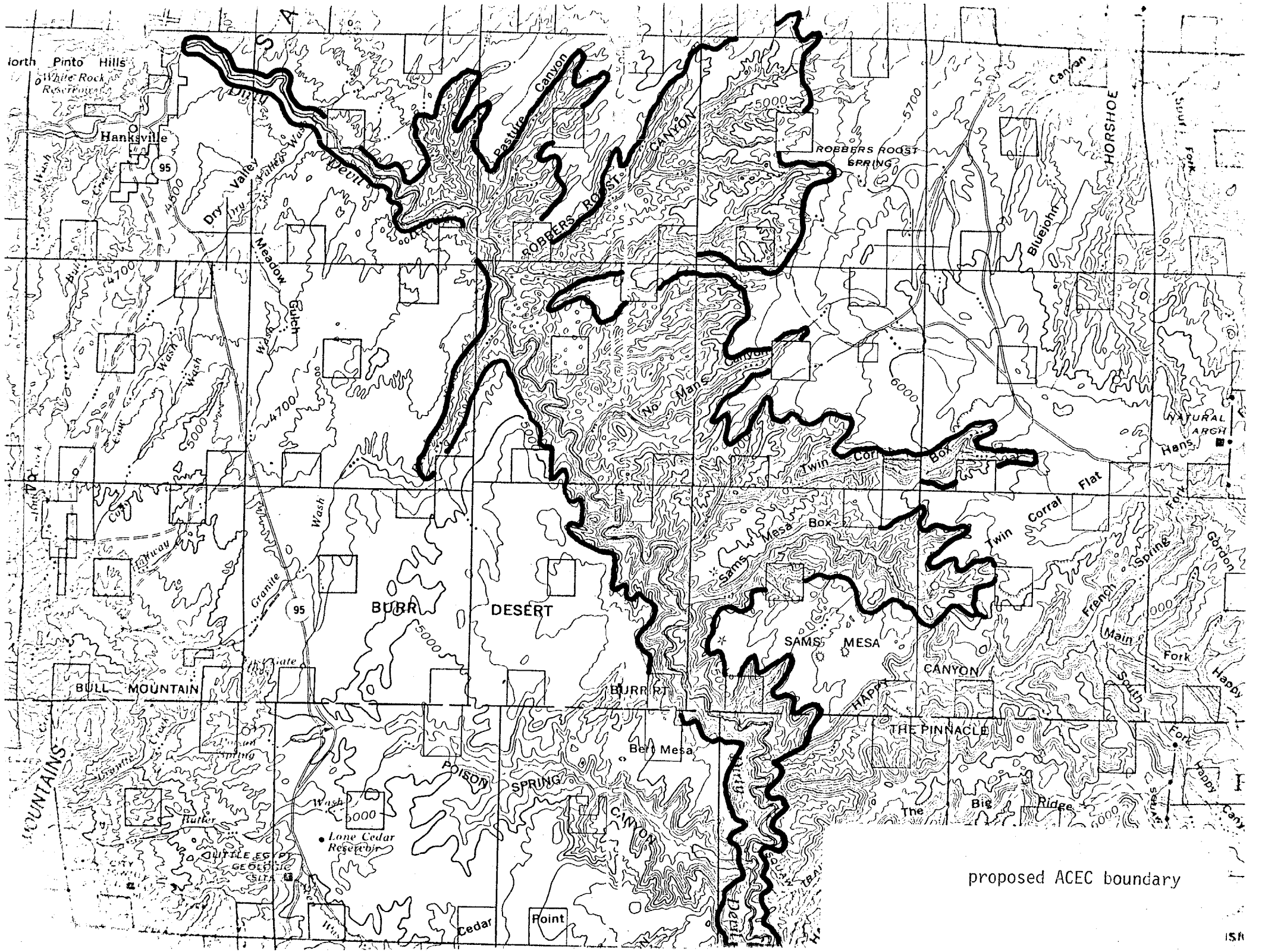
Existing management is inadequate because the 1974 MFP only recognizes the potential WSR values for portions of the area. For example, the east side of the river has Category 1 oil and gas leases while portions of the west side have Category 4. Also HCRS representatives have recently indicated that CEQ consultation requirements regarding protection of WSR values for this river have been rescinded. It will now be up to BLM alone to decide whether to protect these values and how to do so. Third, the area has other values in addition to WSR values (as described above) as well, which are not currently reflected in the MFP. Fourth, note that the area identified with ACEC values is larger than the Dirty Devil WSA. The likelihood of future wilderness designation is unknown and in any case, will not correspond to the area requiring special management attention.

An MFP decision will give management direction to an area with potential for conflicting land uses, as well as aid in the wilderness study (as discussed above). It will also assure that the area's natural, historic, and scenic values are recognized and protected and serve as a basis for evaluating the impacts of future land use proposals.

Formal designation of this area as an ACEC would also serve as a basis for obtaining appropriate State sections in trade and thereby reducing management problems related to access.

Failure to recognize the recreation and scenic values could result in their impairment, especially if tar sands exploration or development occurred. (Portions of the tar sands leasing area are on the Dirty Devil River. Additional exploration and development would have both direct and indirect adverse impacts due to improved access).


North Pinto Hills
White Rock Reservoir
Hanksville
95
Dirty
Dry Valley Wash
Dry Valley Wash
Meadow Gulch
Wash
Pasture Canyon
Dirty River
ROBBERS ROOST
CANYON
ROBBERS ROOST SPRING
5000
5700
HORSHOE
Canyon
Spur
Fork
Bluejohn
4700
4500
5000
6000
WSA 226 A
No Man's Canyon
NATURAL ARCH
Hans
Twin Corral
Box
Flat
Twin Corral
Box
Sams Mesa
Spring
Gordon
Fork
French
Main
Fork
Happy
WSA 226 B
Highway
Granite
95
BURR
DESERT
SAMS MESA
CANYON
BULL MOUNTAIN
BURR RI
THE PINNACLE
Bert Mesa
POISON
SPRING
CANYON
TAR SANDS LEASING AREA
The
Big
Ridge
No. Hatch Can.
WSA 241 South
HATCH CAN
Hatch
Canyon
Cedar
Point
GUNSI
WSA
TAR SANDS LEASING AREA (approx.)
ACEC or OUTSTANDING NATURAL AREA VALUES
STATE LAND DESIREABLE TO EXCHANGE


North Pinto Hills
White Rock Reservoir
Hanksville
95
Dry Valley
Dry Valley Wash
Devil
Pasture Canyon
ROBBERS ROOST CANYON
ROBBERS ROOST SPRING
HORSHOE
Canyon
Bluejohn
Meadow Gulch
Wash
No Mans Canyon
Twin Corral Box
Flat
NATURAL ARCH
Hans
Sams Mesa Box
Twin Corral
Spring
Gordon
French
Main
Fork
South
Happy
Granite
BURR
DESERT
SAMS MESA
CANYON
BULL MOUNTAIN
BURR RI
THE PINNACLE
Bert Mesa
POISON SPRING CANYON
Lone Cedar Reservoir
Butler
QUITTLE EGYPT GEOLOGIC SITE
The Big Ridge
Cedar Point
proposed ACEC boundary

The factors discussed above also lead to the conclusion that the canyons of the Dirty Devil River meet the criteria for designation as an Outstanding Natural Area. 43 CFR 8352 authorizes BLM to designate areas which have unusual scenery, natural wonder or scientific values that merit special attention to insure preservation in their natural condition as Outstanding Natural Areas. Management objectives are to maximize recreation use without damaging the natural features which set the area apart. 43 CFR 8352.1 states: "No person shall use, occupy, construct or maintain authorized facilities in a manner that unnecessarily detracts from the quality of the outstanding natural features of the area."

SUPPORT NEEDS

-Develop activity management plan
-Oil and gas leasing: Category 2 with stipulations on slope and riparian zones.
-Close entire area to ORV use
-Rehab roads
-Exchange out all State sections

MULTIPLE USE ANALYSIS

The major portion of this recommendation lies in wilderness study area (WSA) 236A. While the area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. However, additional acreage outside the WSA also requires special management attention. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation:

MINERALS - Impacts from this recommendation could range from a low negative (based on current activity and exploration data) to a moderate negative (based on resource potential). Eight oil and gas wells have been drilled around the periphery of the proposed ACEC area. None of the wells produced significant finds to encourage production and all were plugged and abandoned. Five of the wells did show that some oil and gas reserves existed in the Pennsylvanian and Permian formations but not enough to encourage further exploration or development by the companies holding the leases.

Potential for oil and gas discoveries could be considered good in the proposed ACEC area. This assumption is based on prehistoric depositions of calcium carbonate sediments which formed mounds or "bioherms" and structural traps which are known to exist in similar formations within Paradox Basin. Exploration drilling in the past few years has discovered these bioherms (repositories for hydrocarbon products) and millions of barrels of oil are being produced from them annually in the Four Corners region of the southern margin of the Paradox Basin. There is also evidence based on stratigraphic and structural measurements and inferences that the proposed ACEC area is situated between two major alignments which could contain structural traps. These structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of permeable rock) have the potential for large hydrocarbon deposits. Additional exploration will be needed to confirm or disclaim these oil and gas potentials

and if the area is put into a Category 2 for oil and gas leasing with stipulations on slope and riparian zones, many areas could be excluded from exploration.

Although no commercial quantities are known to exist, impacts on locatable minerals in the proposed ACEC area would be negative. Cotter Corporation drilled 25 to 30 holes in the Twin Corral Box Canyon in 1979-80 and did not find significant deposits of uranium. However, there is still a geologic potential for the occurrence of commercial quantities of uranium in the Moss Back member of the Chinle formation. ACEC designation would not prevent entry into the area should commercial sources be found at a later date but it could hinder access and the degree of disturbance allowed for exploration and/or production. The same situation could result for tar sands development just south of the proposed ACEC.

WATERSHED - There would be a low positive impact to watershed resources from this recommendation. Limiting oil and gas exploration to protect slopes and riparian zones and closing the area to ORV use would help reduce the amount of surface disturbing activities which could damage the fragile vegetative cover which exists in the area. Since rainfall in the area is less than 10 inches per year, and approximately 75% of the area has been given a critical erosion rehabilitation is difficult to accomplish and watershed values would be better served by keeping surface disturbing activities to a minimum.

WILDLIFE - This recommendation compliments the wildlife ACEC recommendation for Beaver Wash Canyon (see ACEC/WL-1.4). This recommendation would have a significant impact on the protection and enhancement of wildlife habitat and those animal species known to inhabit the area. Beaver Wash Canyon located in the Burr Desert has been identified as a cold desert riparian ecosystem that is in good ecological condition and as such is a very rare environmental resource. Designation of the area as an ACEC would be a major positive benefit to the wildlife program in the planning area. No formal recognition has been given to the area in past MFPs and increased land use pressures could easily destroy those values unless land managers are forewarned through a designation process.

Those support needs identified for the recommendation, although not as encompassing as those called for under wildlife ACEC recommendation (ACEC/WL-1.4), would certainly have a beneficial impact in terms of enhancing and maintaining riparian zones and other wildlife habitat. These protective stipulations would assure a minimum amount of surface disturbing activities which could easily destroy those wildlife values that need special management attention.

ALTERNATIVE 1

Designate the 64,000 acres identified in the recommendation as an Outstanding Natural Area.

RATIONALE

Designation of this area as an Outstanding Natural Area will provide guidelines for the management and protection of public lands having natural characteristics

and for outstanding scenic qualities. 43 CFR 2071.1(b)(1) described recreation designated lands as "a tract of land usually several thousand acres in size where recreation is or is expected to be a major use, and designation will assist the public by making the areas known to them. Some examples of areas which may be designated as recreation lands follow: Scenic areas of natural beauty such as waterfalls; habitat of interesting, rare or unusual plants or animals; gorges; natural lakes; geological areas of outstanding structural or historical features of the earth's development such as caves, glaciers and other phenomena; roadless areas in which the primitive environment is preserved, sometimes, referred as wilderness, wild, primitive, roadless or virgin areas."

The Bureau of Outdoor Recreation has adopted six land classes. One or more of these classes must be contained on those lands with recreation values. Outstanding Natural Area is one of these classes that is representative of the recommended area. 43 CFR 2071.1(b)(1) describes this class as "areas of outstanding scenic spendor, natural wonder, or scientific importance that merit special attention and care in management to insure their preservation in their natural condition. These usually are relatively undisturbed, representative of rare botanical, geological, or zoological, characteristics of principal interest for scientific and research purposes."

SUPPORT NEEDS

Same as those identified for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the recreation ACEC recommendation (ACEC/R-1.2).

ALTERNATIVE 2 (No Action)

Take no action to designate the area identified in the ACEC recommendation (ACEC/R-1.2).

MULTIPLE USE ANALYSIS

MINERALS - If the area is not designated and those protective stipulations called for under the ACEC recommendation are not implemented there would be a positive impact to the mineral exploration and development program in the planning area. Access and site specific activities would not be hampered by surface restricting stipulations and the potential for oil and gas deposits in the area could be determined through a well drilling program. Favorable geologic formations for oil and gas deposits are known to exist in the area and exploratory drilling is the only way to determine the extent and value of this potential.

WATERSHED - If no designation is given or protective stipulations adopted, watershed values could be negatively impacted. This impact could range from a low adverse to a moderate adverse depending on the amount of surface disturbing activities occurring within the area. Fragile soils, sparse vegetation and a limited rainfall (10 inches or less annually) make watershed conditions in the area are very tenuous. A large portion (75%) of this area has been given a critical erosion condition classification attributed to natural causes. Man related disturbances in the area have been relatively minor but this could change and the erosion potential increased if ORV use (which does not require rehabilititation) and oil and gas exploration activities were to increase. Riparian zones could be seriously impacted and a degrading of existing conditions could occur (Beaver Wash Canyon is currently identified as being in good condition).

Without the designation and protective stipulations to maintain the existing condition of the area, management actions could result that would jeopardize watershed values and reduce the sparse vegetation which has taken decades to be established. Surface disturbances are long lasting and rehabilitation potential is very sensitive to the area's low rain fall and poor soils.

WILDLIFE - A portion of the no action alternative is in direct conflict with the wildlife ACEC recommendation for Beaver Wash Canyon (ACEC/WL-1.4). Impacts without the designation would depend on whether Beaver Wash Canyon was to receive special protective stipulations. If not, surface disturbing activities could seriously impair this ecological refuge that is considered very rare. This canyon represents one of the few riparian ecosystems in good condition in the planning area. The existing MFP does not recognize the biological and ecological values of this unique riparian habitat or make recommendations on how these values are to be protected.

Designation is needed to identify the reason for resource protection and to help land managers recognize the need for special management attention. Special protective stipulations must be identified to minimize surface disturbing activities which could be harmful to the riparian habitat.

RECREATION - If the no action alternative is implemented, surface disturbing activities could definitely have a negative impact on the recreation values identified in the recommendation's rationale. Currently, there is no recognition given in the existing MFP to the area's recreation or scenic values. This alternative would continue this failure to identify and protect those scenic and recreation values the area is known to possess. Loss of these recreation values could easily occur if no management guidelines are developed in advance to handle potential resource use conflicts.

Geologic formations in the area indicate a potential for oil, gas and uranium deposits. Past drilling exploration immediately around the proposed ACEC area failed to locate any commercial quantities of oil and gas and Cotter Corporation's

uranium exploration work in Twin Corral Box canyon (located in the proposed ACEC area) also failed to find commercial quantities of this mineral. Since the geologic potential for oil and gas still exists inside the area, additional drilling must be done before a final conclusion can be made as to the quantity of any oil and gas deposits. Tar sands exploration is occurring and commercially recoverable deposits have been estimated to be one billion barrels of oil. It is, therefore, not unreasonable to assume that additional exploration activities will continue to occur in the area resulting in land use conflicts which could diminish or seriously impair the recreational and scenic values in the area. Nearly all of the tar sands leasing area is outside the ACEC boundary, but due to their proximity, indirect impacts such as road construction and ORV use are of particular concern. Virtually all support needs for tar sands development is likely to be routed across the Dirty Devil River at Poison Springs ford.

Even if tar sands development does not occur, special management attention is still necessary. Lack of designation fails to identify to the state land commission those resource values in the area which need special management and/or protection. This alternative makes no provision to exchange out the State sections located in the area. Resource use conflicts (similar to the Cotter Corporation case) can be expected to continue and recreation and scenic resource values could be significantly impaired. BLM's responsibility is to identify and protect certain resource values on public lands which offer the general public outstanding scenic qualities.

Management guidelines need to be developed at this stage of the planning process to assure protection of the recreation and scenic values. Adopting the support needs without recognizing the recreation and scenic values through a formal planning designation would not protect the area from resource conflicts. Unforeseen land use conflicts (new long distance powerlines, conveyer belts, pipelines and new access roads are constantly being proposed as Utah's energy development increases), as well as foreseeable activities (i.e., oil, gas and tar sands exploration and drilling, ORV use) could occur and without identification, designation and management recognition of the area, recreation and scenic resource values could easily be lost or severely diminished.

Due to the likelihood of tar sands development in this area, adopting the support needs without recognizing the recreation and scenic values of this area is considered inadequate protection.

MULTIPLE USE RECOMMENDATION ACEC/R-1.2

Reject the specialist recommendation.

RATIONALE

The major portion of the proposed ACEC area has been identified as a WSA and will be provided protection in the present and into the future under the interim management policy for WSAs. If the final decision is not to designate the area as wilderness, an ACEC designation should again be considered.

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DECISION ACEC/R-1.2

Reject the multiple use recommendation as written. Implement the following decision:

(a) Designate the Beaver Wash Canyon portion as an ACEC and implement the support needs identified for the wildlife ACEC recommendation, ACEC/WL-1.4.

(b) Reject the remaining area as an ACEC. Protect the resource values found within the boundaries defined in this recommendation by:

(1) closing the area to ORV use
(2) Placing the area in a Category 2 for oil and gas leasing with special stipulations on slope and drilling and storage facilities (see minerals decision, M-2.1 and M-2.2).
(3) Exchanging out all State sections.

RATIONALE

The Beaver Wash Canyon portion will be designated an ACEC in conjunction with wildlife ACEC recommendation, ACEC/WL-1.4. Outstanding recreational opportunities for hiking, camping and exploring exist in a unique area identified as a cold desert riparian ecosystem located in an otherwise desert environment. Special management is needed to prevent irreparable damage to the ecological refugia (i.e., an isolated habitat that has preserved suitable environmental conditions for those species adapted to it and is unique in its ecological and geographical position in the region) which could be significantly impaired from certain surface disturbing activities.

The remaining portion of the Dirty Devil area will not be given ACEC designation because (1) the values identified are pervasive throughout the defined area (approximately 58,000 acres), (2) these values are not in jeopardy of being lost or irreparably damaged because of the area's limited resource development potential as determined through past oil

and gas and locatable minerals exploration data, and (3) protective mangement will be implemented through standard BLM procedures to insure full consideration and development of mitigating measures for any proposed action which could significantly impair the special resource values identified within the defined boundary (i.e., oil and gas leasing classifications, ORV closure, etc.).

A portion of the proposed area lies within the boundaries of the Dirty Devil WSA. While this area is being considered for wilderness designation, additional protection will be provided through the implementation of the Interim Management Policy and Guidelines for Lands Under Wilderness Review.

RECOMMENDATION ACEC R-1.3

Designate the 32,640 acres of the Little Rockies National Natural Landmark (NNL) as an Area of Critical Environmental Concern (ACEC).

RATIONALE

The Little Rockies area, representing approximately 2% of the planning area, meets the ACEC criteria for relevance because it contains high scenic values and represents natural processes, specifically the geologic forces which formed the Henry Mountains. The area is important because it has "more than local significance" as shown by its designation as a National Natural Landmark by the Department of the Interior in 1975. The National Natural Landmark recommendation concluded "....there can be little doubt that the site has national and even international significance." The Little Rockies also have "....special worth when compared to like or similar resources". The NNL recommendation states, "The Henry Mountains have the structures, the rocks, and the excellence of exposures that make them textbook illustrations of some fundamental geological phenomena."

Several other factors also illustrate the areas significance and importance. The area is also a high priority site for a Utah Division of Wildlife Resources desert bighorn sheep transplant because of its isolation and unintruded nature. In the previous MFP (1974), the area had been identified as having the potential for Primitive Area designation. The area was identified as a BLM Wilderness Study Area in 1980 because of its size, naturalness, and outstanding opportunities for both solitude and primitive, unconfined recreation.

The area between the Little Rockies NNL and Lake Powell is part of Glenn Canyon NRA. The NPS Master Plan for this area has classified it as a "Natural Zone" with potential for wilderness designation. The management strategy for a natural zone is to maintain the areas isolation and natural processes, and allow the consumption of renewable resources subject to protection of natural values. Mining, utility rights-of-way, and recreational ORV use are prohibited.

The BLM and NPS administered lands are geologically and hydrologically related; the BLM section is the upper portion of several watersheds (e.g., Four Mile Creek, Two Mile Creek, and Ticaboo Creek) which flow through the NRA before reaching Lake Powell. Some surface disturbing activities which occur in the upper watershed could have an impact on the lower end of the watershed.

National Natural Landmark designation and adjacent NPS management do not affect any uses which may occur in the area. However, BLM is under obligation (as the land managing agency) to recognize, manage and protect the values for which this area was established as a National Natural Landmark. Congress has requested that management of national resource lands include "giving special attention to the protection of ACECs for the purpose of insuring that "the most environmentally

important and fragile lands will be given early attention and protection." This can be accomplished only through the BLM planning system.

BLM recognition of the areas significance would offer several benefits:

1) A detailed ACEC management plan would assure that the areas natural values which led to NNL designation would be preserved.

2) Identification of specific values to be preserved would also assure that management would be neither too restrictive nor insufficient. For example, some of the area has a high potential for oil and gas discoveries. A management plan could serve as a basis for allowing leasing under Category 2 stipulations.

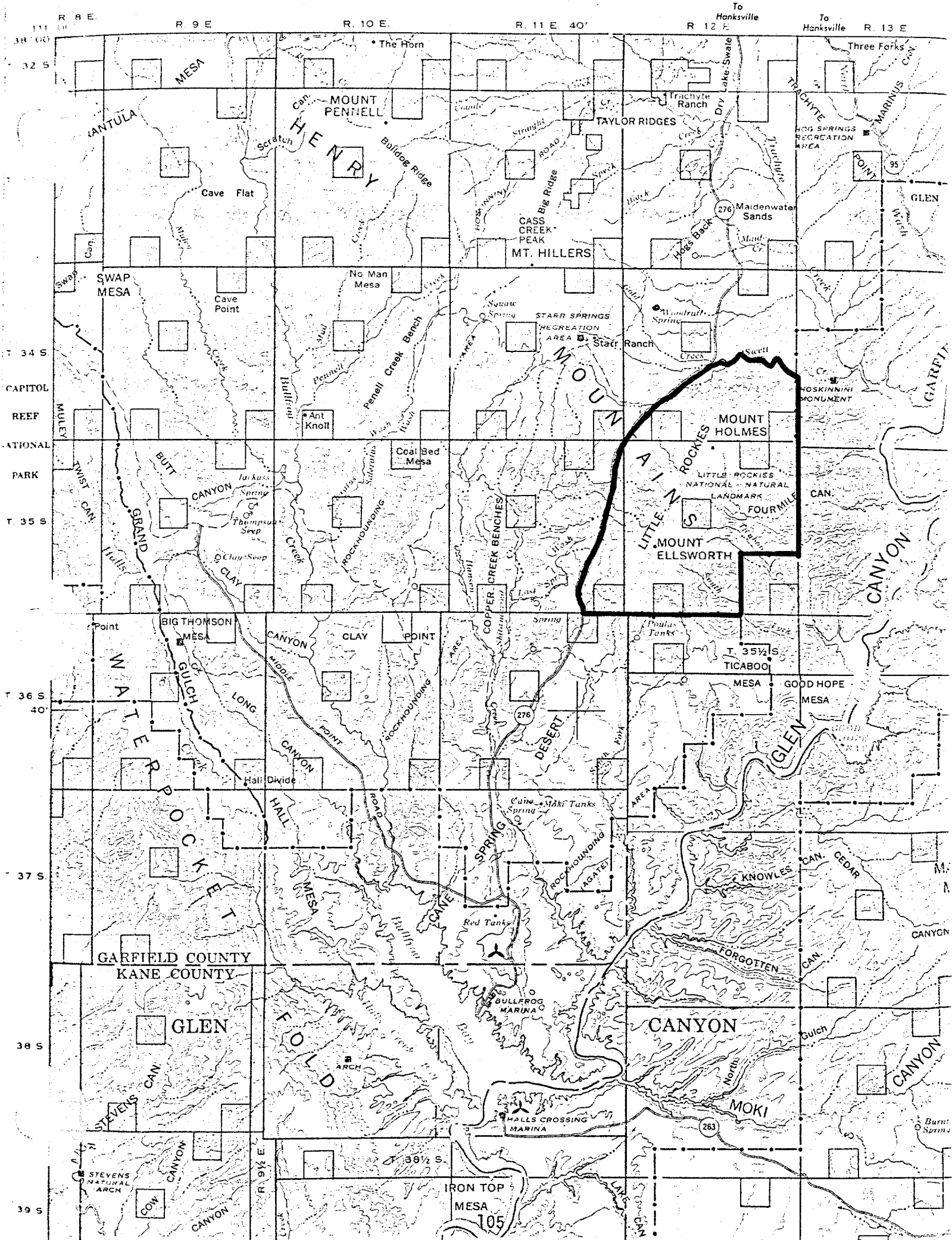
3) ACEC designation would provide a basis for evaluating the impacts of future activities. For example, portions of the NNL may have significant deposits of uranium. Texas Gulf has already drilled 15 exploration holes. This drilling activity can be expected to increase in intensity and BLM will be requested to assess impacts. BLM may also need to evaluate impacts of improved access (up to now, helicopters have been used) for additional exploration or actual development of claims.

4) ACEC designation would minimize the chance of adverse effects on NPS lands in the lower portions of the watersheds.

5) ACEC designation would serve as a basis for coordination of management activities with NPS and UDWR. For example, hiking and wildlife observation activities take place on both sides of the NRA boundary and would benefit if both agencies agreed on similar management objectives. This is particularly important if the bighorn transplant proposal is to occur.

6) ACEC designation would assist in evaluating the no wilderness alternative and no action alternative in the Wilderness EIS. BLM is required by study phase policy to inform Congress and the public as to what the expected land uses are for the WSA should it not be designated wilderness. Since both wilderness and other resource uses are being determined in this transition MFP, a decision is necessary at this time.

7) ACEC designation provides a means of identifying to other government agencies (especially the State Land Commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all state school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated state sections where resource preservation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To Hanksville
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T. 35½ S.
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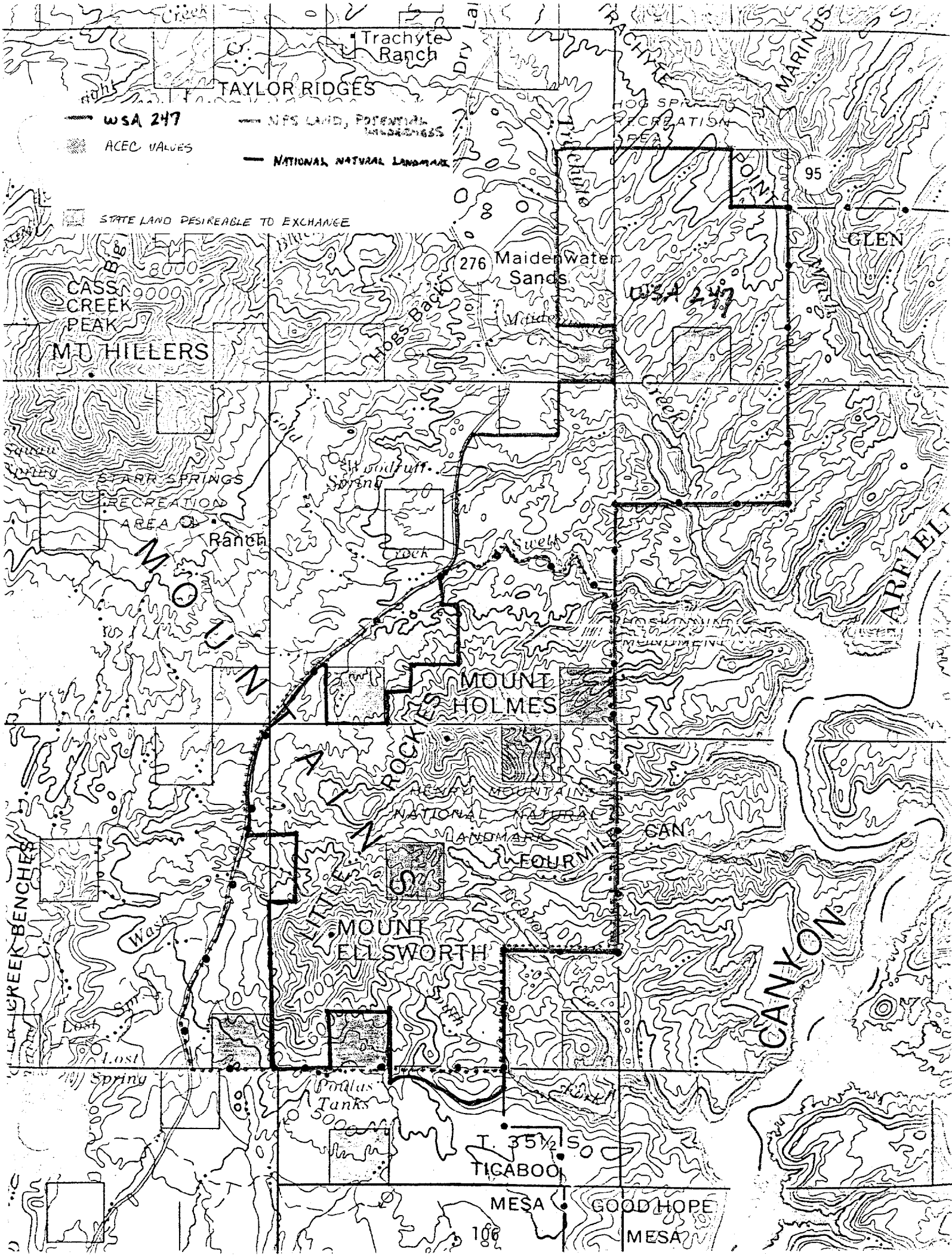
The Horn
MESA
MOUNT PENNELL
HENRY
Bulldog Ridge
Cave Flat
Scratch
Trachyte Ranch
TAYLOR RIDGES
Straight
ROAD
Big Ridge
Dry Lake Swale
Three Forks
TRACHYTE
MARINUS
HOG SPRINGS RECREATION AREA
POINT
95
GLEN
Maidenwater Sands
276
Hogs Back
CASS CREEK PEAK
MT. HILLERS
SWAP MESA
Cave Point
No Man Mesa
Penell Creek Bench
Ant Knoll
STARR SPRINGS RECREATION AREA
Starr Ranch
MOUNTAINS
MOUNT HOLMES
ROCKIES
LITTLE ROCKIES NATIONAL NATURAL LANDMARK
FOURMILE
CAN.
HOSKINNINI MONUMENT
GAREFIELD
MULEY
TWIST CAN.
BUTT
CANYON
GRAND
Coal Bed Mesa
ROCKHOUNDING
COPPER CREEK BENCHES
LITTLE
MOUNT ELLSWORTH
CANYON
BIG THOMSON MESA
CLAY
POINT
WATERPOCKET
GULCH
LONG
MIDDLE
Hall Divide
HALL
MESA
CAVE
SPRING
DESERT
Poulos Tanks
TICABOO
MESA
GOOD HOPE MESA
GLEN
KNOWLES
CAN.
CEDAR
CANYON
FORGOTTEN
CAN.
GARFIELD COUNTY
KANE COUNTY
GLEN
FOLD
ARCH
BULLFROG MARINA
CANYON
Gulch
North
MOKI
HALLS CROSSING MARINA
263
STEVENS CAN.
STEVENS NATURAL ARCH
COW
CANYON
IRON TOP MESA
105


WSA 247
NPS LAND, POTENTIAL INCLUSIONS
ACEC VALUES
NATIONAL NATURAL LANDMARK
STATE LAND DESIREABLE TO EXCHANGE
Trachyte Ranch
TAYLOR RIDGES
Dry Lake
TRACHYTE
MARINUS
HOG SPRING RECREATION AREA
POINT
95
GLEN
276
Maidenwater Sands
WSA 247
CASS CREEK PEAK
M.U HILLERS
Hogs Back
Creek
STARR SPRINGS RECREATION AREA
Ranch
Windfall Spring
Swell
MOUNT HOLMES
ROCKY
NATIONAL NATURAL LANDMARK
FOUR MILE
CAN
MOUNT ELLSWORTH
BENCHES
Wash
Lost Spring
Tanks
CANYON
I. 35½ S
TICABOO
MESA
GOOD HOPE MESA
106

is desired, the potential for conflicting resource uses (similar to the Cotter Corp. problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

Currently there is no definitive management policy for the Little Rockies in the 1974 MFP other than the recommendations to study the area for primitive area designation (which has now been superceded by the Wilderness program) and to place the area in Category 4 for oil and gas leasing. Note that adopting the support needs without formally identifying the management goals for the area would not bring about several of the benefits described above.

Failure to recognize the natural values of the Little Rockies and clearly define management objectives for the area in a site specific management activity plan could have several possible results. The NNL identification would remain a "paper designation" without supporting BLM management guidance. Management direction would remain unclear, leading to difficulties in evaluating non-wilderness options by BLM, Congress and the public. Coordination with other land managing agencies and the development of other agency plans would be hindered because of uncertainties regarding BLM intentions. Decisions in support of maintaining natural values would not have the benefit of a Management Framework Plan. (Since the plan would remain silent on the issue, there would be no legal basis for denying requests for activities which could be inconsistent with the NNL values, other than the "undue and unnecessary degradation" requirements of FLPMA).

Support Needs

-ACEC designation process
-Development of activity management plan
-ORV designations (see R-3.6)
-Maintain existing category 4 for oil and gas leasing
-Exchange State sections

MULTIPLE USE ANALYSIS

A major portion of this recommendation lies in wilderness study area (WSA) 247. While the area remains as a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and its support needs:

MINERALS - This recommendation could have both positive and negative impacts on the oil and gas exploration and development program. There is currently no active exploration or drilling activities involving leasable minerals taking place in the proposed ACEC area. This is a result of the existing Category 4, "no leasing" classification given the area. Based on the area's location in the Paradox Basin and other drill data, it was determined that there is a geologic potential for the occurrence of oil and gas throughout the proposed ACEC area. If the Category 4, "no leasing" classification is retained, no oil and gas drilling could be authorized and the real potential for oil and gas deposits would remain unknown in the area.

This recommendation will have no effect on the uranium exploration occurring in Four Mile Canyon. Other locabable minerals are not known to exist in the proposed area so there would be no adverse impacts from the proposal.

WATERSHED - There would be a low positive impact to watershed resources from this recommendation concerning the restricting of ORV use. The topography of the area is characterized by steep mountains with broken and narrow ridges radiating away from the central core. ORV use would be restricted by the natural geologic features, but closing the whole area to all use would prevent unnecessary surface disturbance which could add to the area's sediment yield which is funneled south and east into Lake Powell.

WILDLIFE - This recommendation compliments wildlife ACEC recommendation, ACEC/WL-1.5. This recommendation would have a positive impact on the protection and enhancement of wildlife habitat especially as it relates to the reintroduction of bighorn sheep. The Little Rockies, including the National Natural Landmark portion, has retained much of its natural character. Having the area designated will provide strong direction for future types of land uses which would be permissible inside the area.

This is essential if the BLM is to be able to provide and protect adequate habitat for the preservation of the sheep introduction. Designation and the implementation of protective stipulations is an essential component of resource management where certain resource values need protection and exploitative users need close monitoring and control to prevent unnecessary degration.

ALTERNATIVE 1

Designate the 32,640 acres of the Little Rockies National Natural Landmark as an Outstanding Natural Area.

RATIONALE

Designation of this area as an Outstanding Natural Area will provide guidelines for the management and protection of public lands having natural characteristics and/or outstanding scenic qualities. 43 CFR 2071.1(b)(1) describes recreation designated lands as "tract of land usually several thousand acres in size where recreation is or is expected to be a major use, and designation will assist the public by making the areas known to them. Some examples of areas which may be designated as recreation lands follow: Scenic areas of natural beauty such as waterfalls; habitat of interesting, rare or unusual plants or animals; gorges; natural lakes; geological areas of outstanding structural or historical features of the earth's development such as caves, glaciers and other phenomena; roadless area in which the primitive environment is preserved, sometimes referred as wilderness, wild, primitive, roadless or virgin areas."

The Bureau of Outdoor Recreation has adopted six land classes. One or more of these classes must be contained on those lands with recreation values. Outstanding Natural Area is one of these classes that is representative of the recommended area. 43 CFR 2071.1(1)(iv) describes this class as "areas of outstanding scenic spendor natural wonder, or scientific importance that merit special attention and care in management to insure their preservation in their natural condition. These usually are relatively undisturbed, representative of rare botanical, geological, or zoological characteristics of principal interest for scientific and research purposes."

SUPPORT NEEDS

Same as those identified for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the recreation ACEC recommendation (ACEC/R-1.3).

ALTERNATIVE 2 (No Action)

Take no action to designate the area identified in the ACEC recommendation (ACEC/R-1.3).

MULTIPLE USE ANALYSIS

Under this alternative, the National Natural Landmark (NNL) designation would remain in tact. According to a 1972 Memorandum of Agreement, the BLM agreed to take appropriate steps to protect the important natural features of each site designated as a Registered Natural Landmark. The distinguishing features in the Little Rockies NNL which give it national significance include the type of igneous structure (intrusive plugs or stocks with associated sills and dikes and laccoliths), excellent exposures, the features are of fundamental significance in understanding the geologic processes, and the classic nature of the area where such features were first studied, described, and named.

Existing management guidelines for the area are limited to having the NNL placed in a Category 4 'no leasing' for oil and gas resources. The area has never been identified or designated through the MFP process using one of BLM's designations. Therefore, impacts from this no action alternative will be based on the assumption that the oil and gas Category 4 classification would be the only restriction placed on land uses in the area.

MINERALS - This no action alternative would continue to have a negative impact on oil and gas resource development in the area. This adverse impact is based on the location of the NNL in the Paradox Basin which is noted for its formations of bioherms (porous caverns which act as repositories for hydrocarbon deposits) and structural traps (hydrocarbons trapped in permeable and/or porous rock formations by an overlayer of impermeable rock) that have the potential for large deposits of oil and gas resources. If the area remains in a no lease classification, exploratory drilling will be excluded from the area and potential production data cannot be obtained.

This area could still be provided protection if a Category 2 with special stipulations (i e., no drilling on slopes in excess of 25%) was implemented. This would mitigate the adverse impact of no leasing and provide the oil and gas industry an opportunity to determine whether there was any substance to the geologic potential for oil and gas deposits.

WATERSHED - There would be a positive impact to the watershed values in the NNL. The Category 4 "no leasing" classification would continue to prevent a proliferation of access roads usually needed for oil and gas exploration and development. Surface disturbance would be kept to a minimum as it relates to mineral development and loss of vegetation would not occur.

ORV use would continue to pose a threat to the stability of the watershed. Even though natural features act as a restriction to ORV use at the higher elevation levels, public lands on the lower levels of Mt. Holmes and Mt. Ellsworth could be negatively impacted from such use. Steep hills, fragile soils and limited vegetation make the NNL sensitive to the type of surface

disturbance associated with ORV use. From a watershed stability standpoint, ORV use should be restricted or limited to those existing roads in the area. Access roads from earlier mineral exploration which have been or are in various stages of rehabilitation from natural processes should be restricted. Only those roads needed for management purposes should be identified for future use. This would reduce the amount of sediment yield and gullying which usually results from unrehabilitated roads.

WILDLIFE - This alternative is in direct conflict with the wildlife ACEC recommendation, ACEC/WL-1.5. This area has been identified as a reintroduction area for desert bighorn sheep. These animals are very sensitive to man-related activities. ORV use, mineral development and other types of uses (i.e., powerline construction, access roads, pipeline development, etc.) are inimical to the need to preserve and protect bighorn sheep habitat. If the BLM agrees to the bighorn sheep introduction, land management guidelines are essential and identification and designation need to be developed and incorporated into the management framework plan. Future land use conflicts will be easier to deal with and the general public and industry will be aware of the resource values which have been singled our for protection.

RECREATION - This alternative would have a negative impact on BLM recreation resource management and not provide adequate guidelines for future land managers. Currently there is no definitive management policy for the little Rockies in the 1974 MFP other than the recommendations to study the area for primitive area designation (which has now been superceded by the Wilderness program) and to place the area in Category 4 for oil and gas leasing. Note that adopting support needs without formally identifying the management goals for the area would not bring about several of the benefits described in the rationale for the recommendation.

Failure to recognize the natural values of the Little Rockies and clearly define management objectives for the area in a site specific management activity plan could have several possible results. The NNL identification would remain a "paper designation" without supporting BLM management guidance. Management direction would remain unclear, leading to difficulties in evaluating non-wilderness options by BLM, Congress and the public. Coordination with other land managing agencies and the development of other agency plans would be hindered because of uncertainties regarding BLM intentions. Decisions in support of maintaining natural values would not have the benefit of a Management Framework Plan. Since the plan would remain silent on the issue, there would be no legal basis for denying requests for activities which could be inconsistent with the NNL values, other than the "undue and unnecessary degradation" requirements of FLPMA. On the other hand, management could inadvertently be too restrictive or not restrictive enough to preserve natural values.

MULTIPLE USE RECOMMENDATION

Reject the specialist recommendation.

RATIONALE

The Little Rockies National Natural Landmark area is now protected and will be protected for several years in the future under the interim management policy for WSAs. If the final decisions is not to designate the area as wilderness, an ACEC designation should again be considered.

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DECISION ACEC/R-1.3

Reject the multiple use recommendation. Accept the specialist recommendation with the following modification:

(a) If the Little Rockies WSA is not designated as a wilderness area, then:

(1) Designate that portion of this recommendation lying within the boundaries of the Little Rockies WSA as an ACEC in conjunction with the wildlife ACEC recommendation, ACEC/WL-1.5, and
(2) Implement those support needs identified for the wildlife ACEC recommendation, ACEC/WL-1.5.

RATIONALE

The resource values identified in the rationale for the specialist recommendation would best be protected and enhanced by a wilderness designation of the area. The Little Rockies WSA and especially that portion containing the National Natural Landmark has remained in an almost undisturbed state. This is a result of the rugged topographical characteristics of the area and the limited resource development potential.

The Little Rockies WSA has also been identified as a potential reintroduction site for the desert bighorn sheep. As pointed out under the wildlife ACEC recommendation, ACEC/WL-1.5, these animals best typify the wilderness character of an area. Since the BLM has agreed to UDWR's reintroduction proposal for the area, a management commitment is needed to preserve this potential habitat.

Current WSA status will provide adequate protection through the implementation of the Interim Management Policy and Guidelines for Lands Under Wilderness Review. Should the area be found unsuitable or not designated as a wilderness area, ACEC designation would be appropriate for those reasons identified in the specialist rationale for this recommendation and in the decision rationales for the ACEC wildlife recommendations, ACEC/WL-1.2 and 1.4.

RECOMMENDATION ACEC/W-1.1

Identify the area encompassing the Upper Blue Hills as an Area of Critical Environmental Concern (ACEC) and manage the area to preserve the identified earth process and watershed values.

RATIONALE

This area meets the ACEC designation criteria of relevance, importance, and significance and requires special management attention to "protect and prevent irreparable damage to important... natural systems or processes..." This area comprises approximately 3 percent of the planning area.

The area is relevant because it contains measurable baseline conditions featuring a variety of land form processes including pediments, badlands, and streams that erode and fill on a cyclic basis.

Considered a classic locality in American geomorphology, streams of the north flank of the Henry Mountains, particularly the Sweetwater, Cedar, and Oak Creek drainages, offer an unusual research opportunity because of a century-long history of prior investigation and a wealth of data from present environmental conditions. South Caineville Mesa is a relict landform that exhibits measurable on-going earth processes including radial sheet and gully erosional patterns. The surrounding escarpment demonstrates spectacular examples of cap rock calving and talus movement. It is important because the mesa has an essentially undisturbed vegetation cover with a combination of erodable surface materials, including sand, desert pavement, and slick rock. The effects of climate on earth materials can, therefore, be understood on each example of area landform.

The Upper Blue Hills was the site of the first major research into landscape processes in the United States by G. K. Gilbert. Gilbert (1843-1918), a protege of Major J. W. Powell, merits the recognition as the father of U.S. Geomorphology (Thornbury, Principles of Geomorphology, 1957). In his classical study (Gilbert, Report on the Geology of the Henry Mountains, 1877), he recognized that a stream flowing down the steeper slope of an asymmetrical ridge erodes its valley more rapidly than one flowing down the more gentle slope and as a result the divide line migrates away from the more actively eroding stream toward the less actively eroding one. In 1883, Augustus Ferron surveyed Sweetwater Creek and measured the stream channels for the General Land Office. Later in the 1930's, C. B. Hunt analyzed the geomorphic processes in the area and outlined the role of stream capture in landscape evolution. This research continues today by principal investigators William L. Graf of the University of Arizona, under sponsorship of the National Science Foundation, and Andrew Godfrey of the USFS, who has conducted mass movement analyses (Godfrey, Abstracts, 1979 Annual Meetings, The Geological Society of America (92nd) project initiated by the National Science Foundation) for the past 15 years.

Dr. Graf has summarized the scientific importance of the area in an article in the Henry Mountains Symposium (Utah Geological Association, 1980):

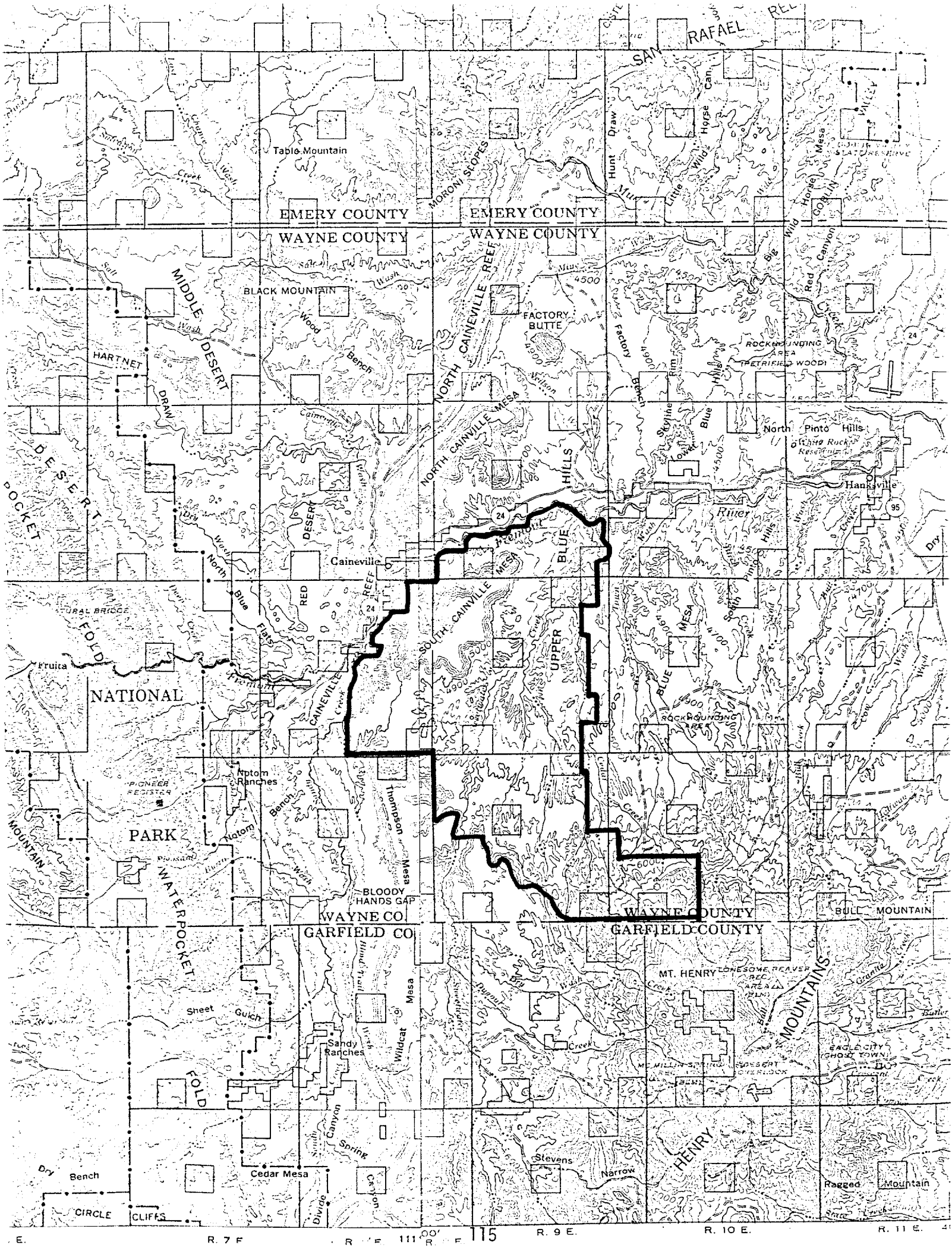
> The Henry Mountains and their surrounding streams form a striking landscape that is the hearth zone of American geomorphology. Though the area is relatively remote even in 1980, its striking beauty has stimulated the development of modern theory in the science, principally through the writings of Gilbert and Hunt. The region forms a vast natural laboratory for the modern fluvial geomorphologist because it has a lengthy history of scientific investigation dating back to 1872, so that changes that are long-term on a human scale can be analyzed. The area is also useful because natural resource investigations have documented substantial amounts of information about the general environment of the region that can be used to support the fluvial investigations (U.S. Geological Survey Miscellaneous Investigations Map set 591, Salina Folio). Finally, the area is important to the fluvial geomorphologist because it has experienced a dramatic episode of intensive channel erosion within the past century. Most previous research in fluvial geomorphology in general has emphasized the depositional aspects of processes because that was the nature of the readily available evidence, but in the lower Fremont River Basin evidence on erosion is available, and unlike many other areas, it is sharply defined... It is difficult to identify any other single author or other single area that has had as profound an impact on today's geomorphic research.

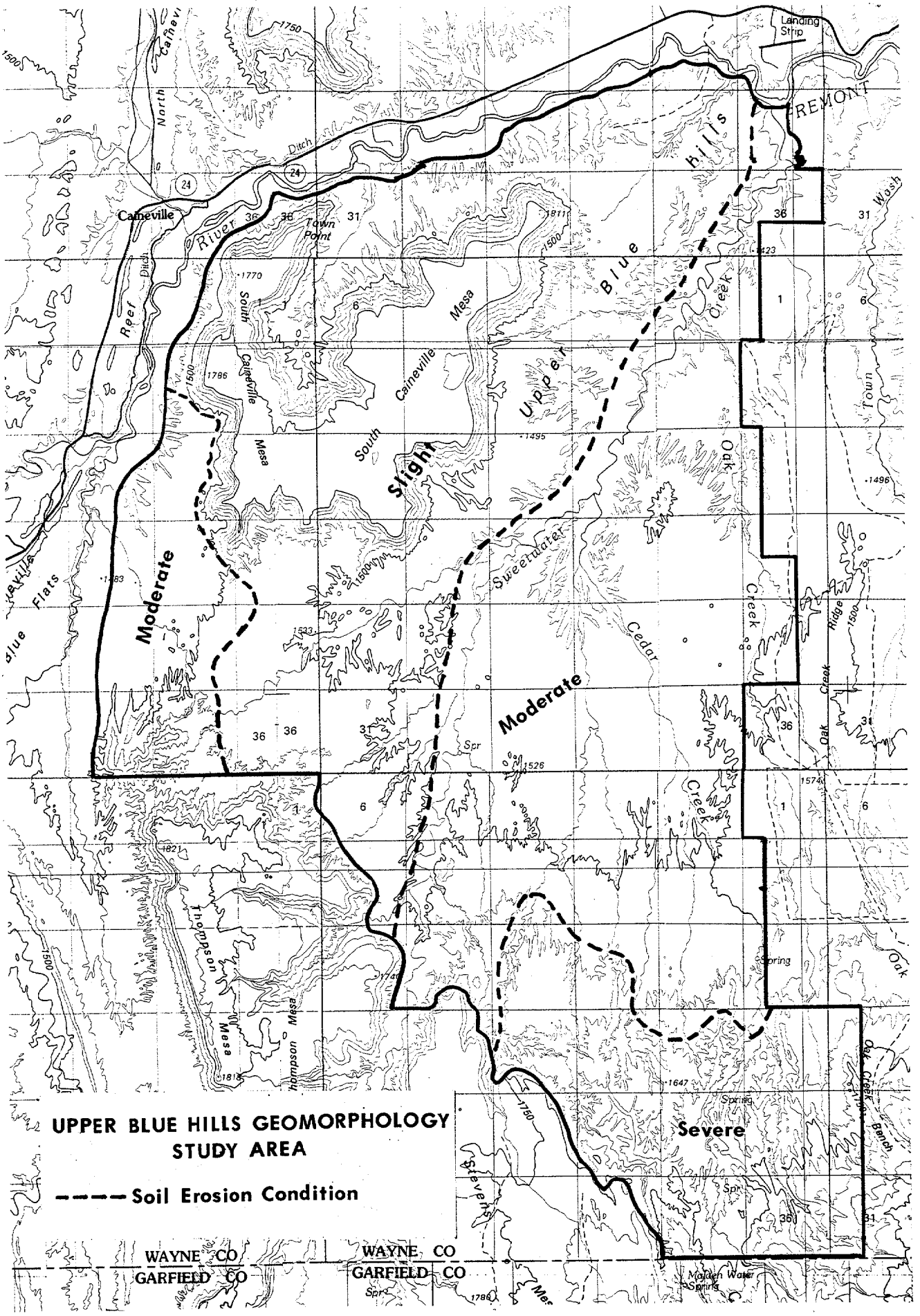
Upper Blue Hills deep gully development has been the product of the processes of discontinuous erosion, catastrophic washout, headcut migration, and mass movement. Of particular scientific value is that much of the channel erosion now exhibited was begun by a large flood in 1897 and is continuing today, thus enabling researchers to develop modern landform process theory.

The area has more than local significance and also "special worth when compared to like or similar resources" because of the century-long investigation on a variety of landforms not disturbed by man. The types of earth materials on these landforms permit scientific measurements to be made over a short time span. Landform processes are usually not measurable over a human life time because they normally occur only on the scale of geologic time. "Special worth" is also demonstrated by portions of this area being designated a Wilderness Study Area. WSA policy allows overlap with ACEC designations.

This area requires special management to preserve the essentially pristine nature of the landforms in order to continue validation of the ongoing research programs. The intervention of natural erosion by man would invalidate the continuation of the long-term studies. In addition, the value of comparing natural processes with man-caused erosion in other areas would be lost.

Much of the area is classified in moderate or severe erosion classes. If Mancos shale is culturally disturbed, visible scars are formed and the natural erosion processes are accelerated. The scars eventually weather away but even moderate scarring may be visible for several decades.


SAN RAFAEL REEF
Table Mountain
EMERY COUNTY
EMERY COUNTY
WAYNE COUNTY
WAYNE COUNTY
MORONI SLOPES
Hunt Draw
Little Wild Horse Can.
Wild Horse Mesa
GOBLIN VALLEY
BLACK MOUNTAIN
MIDDLE DESERT
Wood Bench
FACTORY BUTTE
NORTH CAINEVILLE REEF
Factory Bench
Big Red Canyon
ROCKHOUNDING AREA (PETRIFIED WOOD)
HARTNET
DRAW
NORTH CAINVILLE MESA
Skyline Rim
Lower Blue Hills
North Pinto Hills
Hanksville
DESERT POCKET
DESERT
BLUE HILLS
Caineville
RED REEF
NATURAL BRIDGE
FOLD
Fruita
NATIONAL
SOUTH CAINVILLE MESA
UPPER BLUE MESA
South Pinto Hills
ROCKHOUNDING AREA
Notom Ranches
PIONEER REGISTER
Notom
Bench
Thompson Mesa
PARK
MOUNTAIN
WATERPOCKET
BLOODY HANDS GAP
WAYNE CO
GARFIELD CO
WAYNE COUNTY
GARFIELD COUNTY
BULL MOUNTAIN
MT. HENRY
LONESOME BEAVER REC. AREA
MOUNTAINS
Sheet Gulch
Sandy Ranches
Wildcat Mesa
EAGLE CITY (GHOST TOWN)
FOLD
Spring Canyon
Stevens Narrow
HENRY
Cedar Mesa
Dry Bench
Divide Canyon
Ragged Mountain
CIRCLE CLIFFS
R. 7 E.
R. 9 E.
R. 10 E.
R. 11 E.


UPPER BLUE HILLS GEOMORPHOLOGY
STUDY AREA
Soil Erosion Condition
Moderate
Slight
Moderate
Severe
Caineville
Landing Strip
REMONT
Upper Blue Hills
Caineville Mesa
South Caineville Mesa
Town Point
Reef Ditch
North Caineville Ditch
River
Sweetwater Creek
Cedar Creek
Oak Creek
Oak Creek Ridge
Oak Creek Bench
Thompson Mesa
Stevens
Town Wash
Blue Flats
Spring
Spr
Maiden Water Spring
WAYNE CO
GARFIELD CO
WAYNE CO
GARFIELD CO

Present and anticipated ORV activities in the area indicate problems in the immediate future in preserving the pristine integrity of this research site. Heavy ORV use and resultant scarring is now occurring in the portions of Mancos badlands adjacent to Utah Highway 24. The Fremont River is not a totally effective natural barrier, as ORVs have recently crossed over the active stream channel to gain access into the Sweetwater drainage.

A proposed State of Utah Reservoir downstream from Caineville on the Fremont River would stimulate area recreational use. It would be preferable to regulate ORV activity before it reaches significant use levels rather than later attempt to change entrenched user patterns.

Wilderness study phase data indicates potential for oil and gas deposits under portions of this area. Scientific values would be seriously impaired if new access and exploratory activities would occur. Noticeable scarring is already evidenced by a seismograph access along Sweetwater Creek estimated to be approximately 30 years old.

Similarly, irrepairable damage to scientific values of the Sweetwater Creek floodplain would occur if the area were used as a transportation-utility corridor for coal deposits on Cave Flat, Wildcat, and Swap Mesas.

Designation provides a means of identifying to other government agencies (especially the State Land Commission) those areas where an exchange of isolated state sections should occur because of potential resource use conflicts. The State of Utah tries to obtain the highest economic return on the use of all state school sections. Many times this leads to serious land use conflicts with other public land managing agencies. Unless the BLM specifically designates certain areas to establish clearly defined management objectives and then takes the appropriate steps to exchange out isolated state sections where resource preservation is desired, the potential for conflicting resource uses (similar to the Cotter Corp. problem) will continue. Good land management requires readily identifiable management objectives which will guide all resource users especially when a particular resource value has been identified for protection. Designation achieves this goal.

In summary, ACEC designation of this area would provide the means for identifying research values, serve as a means for integrating this recognition into the management framework plan to remind future managers of these scientific values, and serve as a basis for guiding future development proposals and evaluating their impacts.

The above discussion leads to the conclusion that the area also qualifies as a Research Natural Area.

Support Needs

-Close area to recreational ORV use.
-Change from oil and gas Category 1 to Category 2 with stipulations on slope, season, and distance from riparian zones.
-Develop a detailed management plan, integrating research programs.
-No vehicular access to be developed.
-Close area to utility corridors.
-Exchange out all state sections.

MULTIPLE USE ANALYSIS

A major portion of this recommendation lies within wilderness study area (WSA) 238. While the area remains on a WSA, adequate protection will be provided through the use of the interim management policy for WSAs. If the WSA portion is not approved by Congress as a wilderness area, the following impacts could be expected from the recommendation and its support needs.

MINERALS - Implimentation of this recommendation would adversely effect the mineral development program in the planning area. However, this adverse impact would not be serious. The major drawbacks to the minerals program are the protective stipulations called for in the support needs. Placing the area in a Category 2, with stipulations on slope, season and distance from riparian zones for oil and gas exploration would certainly cause some inconvenience, but exploration activities could still occur. This is important since this area lies within the Paradox Basin known for its repository characteristics for hydrocarbon resources. These geologic formations make the potential for commercial deposits of oil and gas very good. Only additional exploratory drilling will actually determine the validity of this potential.

Negative impacts on coal production would also have to be identified as insignificant. Coal deposits are known to exist in the area, but are not considered to be commercially viable because the coal is split into several thin seams which do not contain much tonnage. Therefore, the area has not even been included as part of the coal study area being analyzed under the coal unsuitability study of this document.

This recommendation would have no impact on the locatable mineral program. Entry into the area would still be possible and use of the 3802 regulations would be used to assure proper environmental safeguards.

RANGE - The recommendation will have no impact on livestock grazing in the area and would benefit rangeland resources because of the restriction to ORV use and the designation of the area as a Category 2 with stipulations on slope, season, and distance from riparian zones for oil and gas exploration and development.

WILDLIFE - There would be a positive benefit to wildlife habitat from the implementation of the support needs. This benefit would mainly result from restrictions to ORV use and the protection provided to riparian habitat as it relates to oil and gas exploration and development. Designation for the area provides guidance in the Management Framework plan for land managers to reduce and prevent possible destruction of those resource values that are sensitive to various types of surface disturbing activities and gives industry a chance to plan accordingly.

RECREATION - This recommendation compliments the recreation ACEC recommendation and would have a positive impact on those recreation and scenic values described in the rationale for the recreation recommendation (see ACEC/R-1.1).

ALTERNATIVE 1

Designate the proposed ACEC area as a Research Natural Area.

RATIONALE

In addition to those reasons identified in the rationale for the ACEC recommendation, designation of this area as a Research Natural Areas will provide procedures for the management and protection of public lands having natural characteristics that are unusual or that are of scientific or other special interests. 43 CFR 8823.0-5 defines a "Research Natural Area" as an area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics: (1) a typical representation of a common plant or animal association; (2) an unusual plant or animal association; (3) a threatened or endangered plant or animal species; (4) a typical representation of common geologic, soil, or water features; or (5) outstanding or unusual geologic, soil, or water features.

SUPPORT NEEDS

Same as those listed for the ACEC recommendation.

MULTIPLE USE ANALYSIS

Impacts from this alternative would be the same as those described under the multiple use analysis for the watershed ACEC recommendation (ACEC/W-1.1).

ALTERNATIVE 2 (No Action)

Take no action to designate the Upper Blue Hills or South Cainveille Mesa as an ACEC.

MULTIPLE USE ANALYSIS

If the WSA portion of the proposed area is not given wilderness status by Congress, the following impacts could be expected from this alternative:

MINERALS - The alternative would have a positive impact on the mineral development program in the planning area. Access and site specific activities would not be hampered by surface restricting stipulations since the entire area with the exception of South Caineville Mesa (in a Category 3, "no surface occupancy") is in a Category 1, "open lease" classification.

RANGE/WILDLIFE - This alternative would not have any noticeable impact on livestock grazing, rangeland resources or wildlife habitat unless there was a considerable increase in ORV, oil and gas, or mining activities in the area.

WATERSHED - This alternative could have a significant adverse impact on those watershed values and research studies in the area. The rationale for the watershed ACEC recommendation describes the implications of not designating the area and of not developing a special management plan which specifically provides guidance as to future land uses which could be conducted without jeopardizing the watershed values known to exist in the area.

RECREATION - This alternative is in conflict with the recreation ACEC recommendation and could have a negative adverse impact as identified in the rationale for the recommendation (see ACEC/R-1.1).

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION–ANALYSIS–DECISION

Name (MFP)	Henry Mountain P.A.
Activity	~~Wildlife~~ watershed
Reference Number	ACEC/W-1.1

MULTIPLE USE RECOMMENDATION ACEC/W-1.1

Accept the specialist recommendation with the following modification:

RATIONALE

The specialist rationale identifies those resource values which need special management. ACEC designation would provide a defined boundary for this management and would caution public land users that certain resource values are being protected.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation on the Upper Blue Hills area.

- -

DECISION ACEC/W-1.1 — Ammended 6/19/87 AB

Reject the multiple use recommendation and the specialist recommendation. Protect the resource values found within the boundaries defined in this recommendation by:

A) Implementing the following support needs:

(1) Close the area to ORV use
(2) Place the area in a Category 2 for oil and gas leasing with stipulations on slope, season, and distance from riparian zones.
(3) Exchange out all State sections

(B) Before authorizing any proposed action, conduct an on-site evaluation to determine the impacts which will result to those resource values identified in the rationale for the ACEC recommendation.

(C) Require mitigation of any significant impacts to these resource values.

RATIONALE

ACEC designation was not authorized for this area because (1) the values identified are pervasive throughout the defined area (approximately 52,000 acres), (2) these values are not in jeopardy of being lost or irreparably damaged because of the area's limited resource development potential (oil and gas, coal, locatable minerals, grazing etc.), and (3) protective management will be implemented through standard BLM procedures to insure full consideration and development of mitigating measures for any proposed action which could significantly impair the special resource values identified within the defined boundary (i.e., oil and gas leasing classifications, ORV closure, etc.).

ACEC W-101

DECISION/RECORD RATIONALE
FOR THE PROPOSED
GILBERT BADLANDS RESEARCH
NATURAL AREA ACEC

Decisions: The proposed Research Natural Area ACEC will be designated. The Henry Mountain Management Framework Plan will be amended to accommodate this designation. A management plan for the research natural area will be implemented.

Rationale: Adoption of this proposal would amend the current BLM land management plan for the area; therefore, this action would be in conformance with that plan.

The Environmental Assessment shows that this action would cause insignificant adverse impacts, and an Environmental Impact Statement is not needed.

Glenn T Patterson — 1-7-87
Area Manager — Date

[signature] — 6-8-87
~~District Manager~~ Associate — Date

Approved By:

[signature] — 6-19-87
Acting State Director — Date

UNITED STATES GOVERNMENT

Memorandum

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

IN REPLY REFER TO:

1608
(U933)

To : District Manager, Richfield

Date: MAY 8 1982

FROM : State Director, Utah

SUBJECT : Areas of Critical Environmental Concern

I have reviewed the recommendations, analyses and your proposed decision regarding ACECs in the Henry Mountain Management Framework Plan. With the exception of the Cave Flat and Swap Mesa ACEC I can concur with your proposed decisions. I agree that the bison habitat on Cave Flat and Swap Mesa is an important value which deserves special management attention. However, I feel that these values have been fully recognized and will be protected through other management decisions in the MFP. The coal unsuitability decision protects the crucial-critical habitat from surface mining and the oil and gas category II will preclude exploration and drilling activities during the critical season of use.

These decisions, and other (range-wildlife) establish the principal objective of managing the two areas to protect the bison habitat. Future land use activities in the areas will be subject to special stipulations designed to accomplish the objective. The analysis does not show any distinct changes in management that would be accomplished through ACEC designation. For these reasons I believe a formal ACEC designation is not necessary.

Acting

BLM RICHFIELD
MAY 4 1982

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
ACTIVITY OBJECTIVE

Name (MFP)	Henry Mountain P.A.
Activity	Wilderness
Objective Number	WI-1

ISSUE

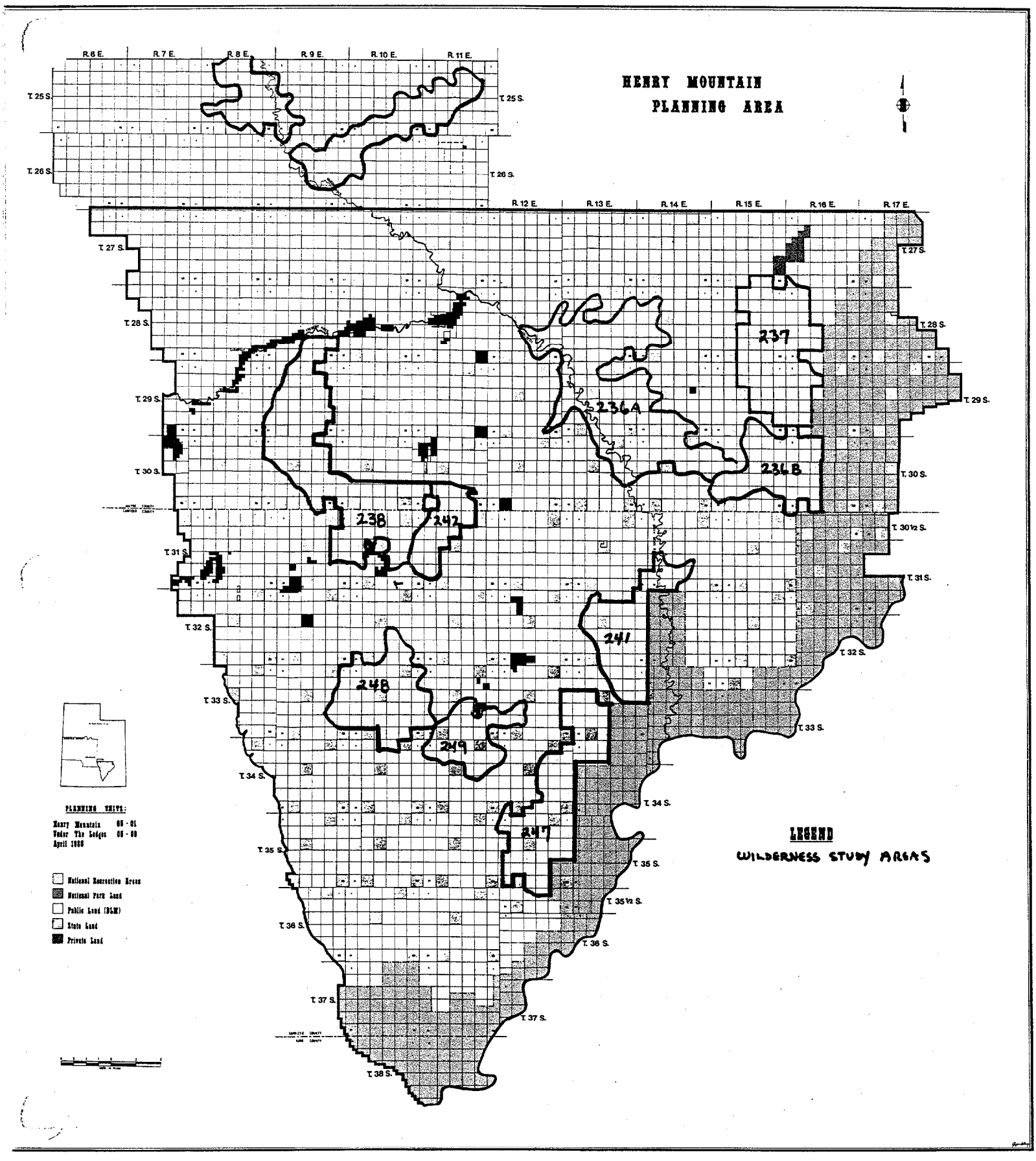
The Federal Land Policy and Management Act of 1976 directed the BLM to inventory all public lands under their jurisdiction for wilderness potential. Which public lands should be recommended for wilderness status?

OBJECTIVE

Determine which public lands in the resource area are suitable for preservation as wilderness.

RATIONALE

The BLM Wilderness Review was mandated by Congress through Section 603 of the Federal Land Policy and Management Act (FLPMA) of October 21, 1976. Procedures for accomplishing this were developed by BLM in consultation with the public. There are three phases in the program: (1) The Inventory Phase, during which all BLM lands having wilderness character were identified. This phase was completed for the HMRA with the announcement of the Utah State Director's Final Decision in September, 1980. Nine Wilderness Study Areas (WSAs) were identified in the Henry Mountain Planning Area. (2) The Study Phase, during which BLM evaluates the wilderness characteristics, as well as other resource values, of the WSAs. This evaluation is made as part of the land use planning process. The recommendations which follow were analyzed in an environmental assessment and a statewide Wilderness Environmental Impact Statement and will complete this phase of the program. (3) The Report Phase, during which the wilderness recommendations will be forwarded to the Secretary of the Interior, the President, and Congress.


HENRY MOUNTAIN
PLANNING AREA
R. 6 E.
R. 7 E.
R. 8 E.
R. 9 E.
R. 10 E.
R. 11 E.
R. 12 E.
R. 13 E.
R. 14 E.
R. 15 E.
R. 16 E.
R. 17 E.
T. 25 S.
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T. 32 S.
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T. 34 S.
T. 35 S.
T. 35½ S.
T. 36 S.
T. 37 S.
T. 38 S.
237
236A
236B
238
242
241
248
249
247
LEGEND
WILDERNESS STUDY AREAS
PLANNING UNITS:
Henry Mountain 08 - 01
Under The Ledges 08 - 00
April 1980
National Recreation Areas
National Park Land
Public Land (BLM)
State Land
Private Land

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT FRAMEWORK PLAN
RECOMMENDATION—ANALYSIS—DECISION

Name (MFP)	Henry Mountain P.
Activity	Wilderness
Reference Number	WI-1

RECOMMENDATION WI-1

Incorporate Moab District's wilderness suitability findings for the lower portion of the Horseshoe Canyon WSA as part of this Management Framework Plan.

RATIONALE

Approximately 1,940 acres of WSA UT-060-045 crosses the district boundary. Since the majority of the WSA is in the Moab District (18,610 acres), the unit will be studied under Moab's planning schedule. Their suitability recommendation will also influence the lands on the Richfield side of the boundary. A decision to incorporate their findings as part of this MFP will avoid the need to do a plan amendment at a later date.

SUPPORT NEEDS

-Provide resource data on the WSA as requested by the Moab District.

MULTIPLE USE ANALYSIS

There would be no impacts to any resource from this recommendation. However, there would be various impacts if the area was recommended for wilderness. These impacts will be described in the wilderness suitability report. Since this is a transition MFP, this recommendation will avoid the need to develop a planning amendment at a later date.

ALTERNATIVE 1 (No Action)

There would be no impacts to other resources. A planning amendment would be necessary to incorporate the findings of the Moab District study.

MULTIPLE USE RECOMMENDATION WI-1.1

Accept the specialist recommendation as written.

RATIONALE

See rationale for the specialist recommendation.

SUPPORT NEEDS

Implement the support needs identified under the specialist recommendation.

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DECISION WI-1.1

Accept the multiple use recommendation and the identified support needs.

RATIONALE

The rationale for the specialist recommendation adequately discusses the desirability and need for this action.