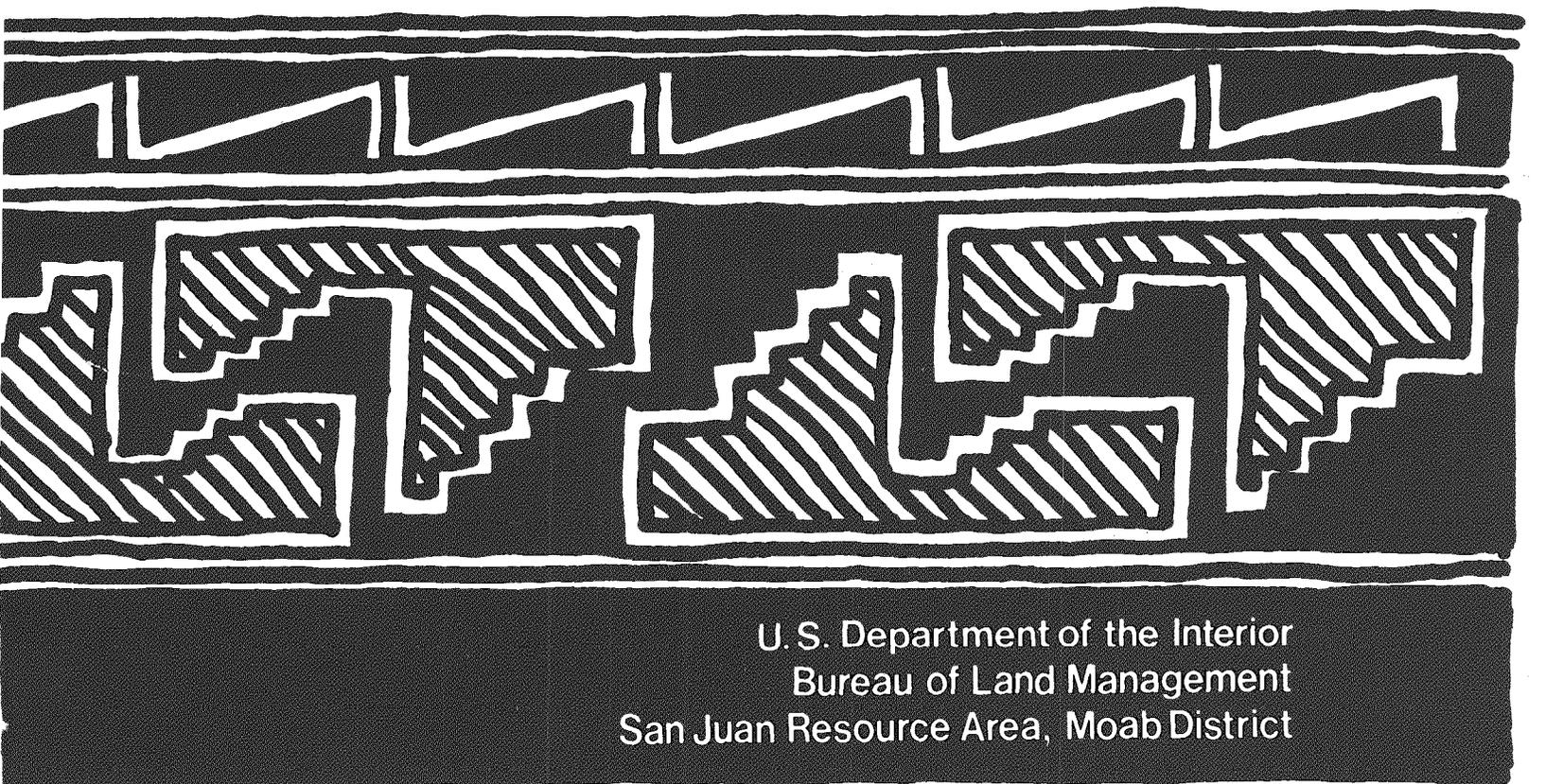


San Juan Resource Management Plan

PROPOSED RESOURCE MANAGEMENT PLAN

April 1989



U. S. Department of the Interior
Bureau of Land Management
San Juan Resource Area, Moab District

FOREWORD

BLM-150

'91 JAN 11 A9 24

YOUR PUBLIC LANDS

The Bureau of Land Management (BLM), an agency of the Department of the Interior, is responsible for administering the public domain lands in the West. These are lands held by the Federal Government for multiple uses by American citizens.

To guide the use of these lands, and to provide wise management of the public's natural resources, BLM develops land-use plans. These plans provide an agreement between the government and the citizens on how the public lands and resources will be managed, allocated, and used.

The San Juan Resource Area, in BLM's Moab District in southeastern Utah, is now developing such a plan. The San Juan Resource Management Plan (RMP) will guide management of the public lands and resources administered by the resource area.

BLM has used an environmental impact statement (EIS) to determine feasible alternatives for managing the land, weigh the consequences of these possibilities, and select an RMP that is responsive to the needs of both the public and the natural resources present. The proposed RMP represents a balance between protection and production of those resources.

HOW TO USE THIS DOCUMENT

The San Juan proposed RMP presents decisions arranged in the numerical order of the programs BLM uses to organize funding and personnel. For each program, the management objective, general guidance, and specific management prescriptions (including land-use allocations, special management designations, and resource conditions) are given. The proposed decisions also encompass special conditions for use of the public lands and resources. The proposed plan would be implemented over a 10-year period and includes an implementation schedule and monitoring plan. The pocket maps of proposed land-use allocations are part of the RMP.

This document includes only the proposed RMP and not the final EIS. The final EIS was printed in an abbreviated format which included the May 1986 draft EIS and changes to the draft EIS found in the September 1987 proposed RMP and final EIS.



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

(U-069)

Moab District
PO Box 970
Moab, UT 84532

April 1989

Dear Reader:

This document is being reissued as the proposed resource management plan (RMP) for the San Juan Resource Area (SJRA) within the Moab District in southeastern Utah. It was first issued in September 1987 as the proposed RMP and final environmental impact statement (EIS).

Because of the complexity of its issues and the agency's concern for adequate public involvement, the Bureau allowed another comment period on the September 1987 proposed RMP. This extended comment period ended June 13, 1988.

During that time, 688 comments were received. The Bureau of Land Management (BLM) appreciates the amount of time readers devoted to this review, as well as the thought and concern that were evident in the comments.

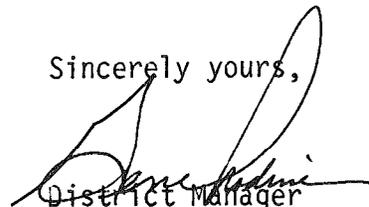
BLM believes this document incorporates the best ideas from the September 1987 proposed RMP and from the comment letters, and that stewardship of public lands and resources will benefit from the effort that has gone into this plan.

The proposed RMP is subject to protest from any adversely affected party, under the provisions of 43 CFR 1610.5-2. Procedures for filing such a protest are found in chapter 1 of this document. Protests must be received by the Director of the BLM within 30 days of publication of this document. Address protests to:

Director, Bureau of Land Management
18th and C Streets, N.W.
Washington, D.C. 20240

Again, thank you for your interest and involvement in management of the public lands.

Sincerely yours,



District Manager

PROPOSED RESOURCE MANAGEMENT PLAN

FOR THE SAN JUAN RESOURCE AREA

MOAB DISTRICT

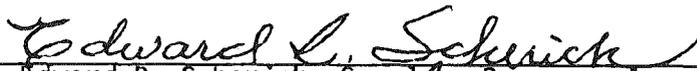
UTAH

Prepared by

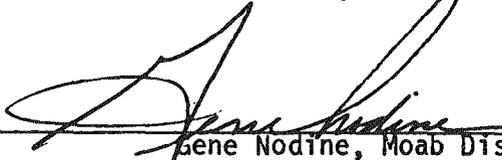
THE BUREAU OF LAND MANAGEMENT

U.S. DEPARTMENT OF THE INTERIOR

April 1989



Edward R. Scherick, San Juan Resource Area Manager



Gene Nodine, Moab District Manager



James M. Parker, Utah State Director

PREFACE

This proposed San Juan Resource Management Plan (RMP) is essentially the same as alternative E (the preferred alternative) of the September 1987 final environmental impact statement (EIS). Minor changes have been made to align the generalized areas shown in figure S-4 of the September 1987 final EIS with ownership patterns, land lines (aliquot parts of sections), topography, existing rights-of-way, and adjacent management areas. Please refer to the pocket maps of the proposed RMP, bound in the back of this volume.

As a result of public comment, some changes have also been made to improve clarity of the document or manageability of the lands. These changes include the following:

- Cultural site avoidance distances have been eliminated from all areas except Hovenweep ACEC and the national historic landmark in Alkali Ridge ACEC. In these areas, sites would be avoided by a distance of 100 feet. In other areas, cultural sites would be surrounded by a zone sufficient to allow permanent protection of the site.
- The visual resource management class for Alkali Ridge ACEC has been changed from class I to class III. BLM never intended to manage Alkali Ridge ACEC as class I.
- The mineral leasing category in Dark Canyon ACEC and the Grand Gulch special emphasis area of Cedar Mesa ACEC has been changed from no surface occupancy to closed. These areas are presently closed to leasing, and after reconsideration, BLM decided to leave these areas closed to better protect resource values. An exception clause has been added to the no-surface-occupancy leasing category in the four scenic ACECs, to allow for projects that could be allowed without unacceptable impacts to scenic values. This change will bring the RMP into compliance with supplemental program guidance.
- Future livestock improvements will not be excluded where other types of improvements are allowed, but will be considered against the same criteria as any other improvement.
- The 5-year average of licensed livestock use will be used as a starting point from which range monitoring will be keyed. Licensed use may go above this average if forage is available for livestock.

- Fuelwood gathering will be allowed in designated areas within most of the resource area, including the Scenic Highway Corridor ACEC. Fuelwood gathering can be managed in designated areas without adversely impacting other values.
- The section on sensitive soils and slopes has been deleted. The stipulations were standard operating procedures and applied to less than 25 percent of the area marked as sensitive soils and sensitive slopes.

These changes are discussed in detail in chapter 5.

None of the changes would affect the intent of the generalized areas shown in final EIS alternative E. None of the changes would result in a change to the impact analysis in the EIS or require new analysis. However, as a result of these changes, the acreages shown in the EIS should be considered as estimates only and will be adjusted when the proposed RMP becomes final.

All statements referring to the plan, plan decisions, plan implementation, plan monitoring, etc. are proposals only. They are not to be construed as being in effect prior to adoption of the final RMP.

TABLE OF CONTENTS

Chapter 1, Introduction to the Plan

Overview.....	1
The Proposed Plan.....	1
Purpose and Need.....	2
The Resource Area.....	2
Implementation.....	2
Conformance Requirements.....	2
Valid Existing Rights.....	8
Further Planning or Environmental Analysis.....	8
Implementation Priorities.....	8
Appeal Rights.....	8
Monitoring and Evaluation.....	8
Plan Maintenance.....	8
Modifying the Plan.....	8
Relationship to Other BLM Planning Levels and Studies.....	9
Public Involvement and Intergovernmental/Interagency Coordination.....	9

Chapter 2, Resource Management Program Decisions

Overview.....	11
Resource Management Plan Goals.....	11
4111 Oil and Gas Management.....	12
Management Objective.....	12
General Management Guidance.....	12
Specific Management Prescriptions....	12
4113 Geothermal Management.....	13
Management Objective.....	13
General Management Guidance.....	13
Specific Management Prescriptions....	13
4121 Coal Management.....	13
Management Objective.....	13
General Management Guidance.....	13
Specific Management Prescriptions....	14
4122 Oil Shale/Tar Sand Management.....	14
Management Objective.....	14
General Management Guidance.....	14
Specific Management Prescriptions....	14
4131 Mineral Materials Management.....	15
Management Objective.....	15
General Management Guidance.....	15
Specific Management Prescriptions....	15

Chapter 2, Continued

4132 Mining Law Administration.....	15
Management Objective.....	15
General Management Guidance.....	15
Specific Management Prescriptions....	19
4133 Mineral Management (Nonenergy Leasables).....	19
Management Objective.....	19
General Management Guidance.....	19
Specific Management Prescriptions....	19
4211 Rights-of-Way.....	21
Management Objective.....	21
General Management Guidance.....	21
Specific Management Prescriptions....	21
4212 Lands.....	22
Management Objective.....	22
General Management Guidance.....	22
Specific Management Prescriptions....	22
4220 Withdrawal Processing and Review...	23
Management Objective.....	23
General Management Guidance.....	23
Specific Management Prescriptions....	28
4311 Forest Management.....	28
Management Objective.....	28
General Management Guidance.....	28
Specific Management Prescriptions....	28
4312 Forest Development.....	29
Management Objective.....	29
General Management Guidance.....	29
Specific Management Prescriptions....	29
4322 Grazing Management.....	29
Management Objective.....	29
General Management Guidance.....	29
Specific Management Prescriptions....	38
4331 Cultural Resource Management.....	48
Management Objective.....	48
General Management Guidance.....	48
Specific Management Prescriptions....	48
4332 Wilderness Management.....	50
Management Objective.....	50
General Management Guidance.....	50
Specific Management Prescriptions....	50

Chapter 2, Concluded

4333 Recreation Resource Management..... 50
 Management Objective..... 50
 General Management Guidance..... 53
 Specific Management Prescriptions.... 54
 4333 Visual Resource Management..... 55
 Management Objective..... 55
 General Management Guidance..... 55
 Specific Management Prescriptions.... 55
 4341 Soil, water, and Air Management.... 55
 Management Objective..... 55
 General Management Guidance..... 55
 Specific Management Prescriptions.... 56
 4342 Hazardous waste Management..... 56
 Management Objective..... 56
 General Management Guidance..... 56
 Specific Management Prescriptions.... 56
 4351 Habitat Management..... 56
 Management Objective..... 56
 General Management Guidance..... 56
 Specific Management Prescriptions.... 57
 4352 Endangered Species Management..... 57
 Management Objective..... 57
 General Management Guidance..... 57
 Specific Management Prescriptions.... 57
 4360 Fire Management..... 58
 Management Objective..... 58
 General Management Guidance..... 58
 Specific Management Prescriptions.... 58

Chapter 3, Special Management Conditions

Overview..... 59
 Special Conditions for ACECs..... 60
 Alkali kidge..... 60
 Bridger Jack Mesa..... 61
 Butler Wash..... 61
 Cedar Mesa..... 62
 Dark Canyon..... 64
 Hovenweep..... 65
 Indian Creek..... 66
 Lavender Mesa..... 66
 Scenic Highway Corridor..... 67
 Shay Canyon..... 68
 Special Conditions for Areas
 Other than ACECs..... 69
 Floodplains and Riparian/
 Aquatic Areas..... 69
 Seasonal wildlife Protection Areas... 69
 Identified Mesa Tops, Bighorn Sheep.. 70
 Recreation Opportunity Spectrum
 Class Areas..... 70
 Pearson Canyon Hiking Area..... 72

Chapter 3, Concluded

Developed Recreation Sites..... 73
 Existing Land Leases..... 73
 Material Site Rights-of-Way..... 73

Chapter 4, Implementation and Monitoring

Overview..... 75
 Using the Resource Management Plan..... 75
 Implementing the Plan Decisions..... 75
 Monitoring and Evaluation..... 75
 Modifying the Plan..... 76
 Anticipated Implementation and
 Monitoring Needs..... 76

Chapter 5, Summary and Review of Public Comment

Overview..... 87
 Suggestions for Plan Revisions..... 87
 Specific Alternatives Favored
 or Opposed..... 88
 Comments on Resource Use
 Restrictions..... 88
 Comments on Management of
 Specific Resources..... 88
 Comments on Other Issues..... 90
 Response to the Comments..... 90
 Coordination and Consistency..... 90
 Areas of Critical Environmental
 Concern..... 94
 Economics..... 96
 Discretionary Management..... 98
 Overlapping Prescriptions and
 Designations..... 98
 Level of Management..... 98
 Place Names..... 98
 Unmanageable Boundaries..... 98
 Mineral Management..... 99
 Lands and Realty Management..... 100
 Forest Management..... 101
 Grazing Management..... 101
 Cultural Resource Management..... 103
 Wilderness Management..... 104
 Recreation Management..... 104
 Soil, water, and Air Management..... 105
 Habitat Management..... 106

List of References Cited..... 109

Appendixes

A Description of Recreation Opportunity
 Spectrum Classes..... 111
 B Visual Resource Management Classes..... 115

LIST OF TABLES

<u>Number</u>	<u>Title</u>	<u>Page</u>
1	Previous Management Framework Plans, SJRA.....	2
2	Land Surface Administration.....	3
3	Management of Mineral Resources.....	4
4	Management of Grazing and Recreation Resources.....	7
5	Material Site Rights-of-Way Granted Prior to the KMP.....	16
6	Community Pits Existing Prior to the KMP.....	17
7	Areas Not Open to Mineral Entry Prior to the Resource Management Plan.....	18
8	Known Potash Lease Areas.....	20
9	Classifications and Segregations Made Prior to the Resource Management Plan.....	23
10	Tracts Identified for Disposal.....	24

LIST OF TABLES

<u>Number</u>	<u>Title</u>	<u>Page</u>
11	Grazing Actions to be Implemented, by Allotment.....	30
12	Current and Projected Ecological Condition by Percentage of Allotment..	39
13	Cultural Resource Use Zones.....	49
14	Management of Cultural Resources.....	50
15	Wilderness Review Areas.....	51
16	Recreation Management Areas.....	53
17	Anticipated Implementation and Monitoring of Resource Management Plan Decisions, by Management Program.....	77

LIST OF FIGURES

<u>Number</u>	<u>Title</u>	<u>Page</u>
1	Potential Land Treatments.....	117
2	Wilderness Study Areas.....	119

CHAPTER 1 - INTRODUCTION TO THE PLAN

OVERVIEW

The San Juan Draft Resource Management Plan and Environmental Impact Statement (RMP/EIS) was distributed in May 1986 for a formal 90-day public comment period, which was later extended to November 3, 1986 (a total review time of approximately 5 months).

The proposed RMP and final EIS, published in September 1987, originally had a 30-day protest period (December 18, 1987 to January 18, 1988). This period was later extended to February 1, 1988.

During that time, meetings with interested citizens and elected officials indicated a widespread lack of understanding as to how the proposed RMP would change existing management. The nature of the land covered by the San Juan RMP, and the number of issues addressed, made this RMP more complex than most comparable plans. Many people expressed the opinion that the Bureau of Land Management (BLM) had not provided adequate opportunity to address changes in the proposed RMP that were made in response to public comment on the draft RMP.

Therefore, on March 24, 1988, to allow for further public review and comment, BLM's Utah State Office announced that the September 1987 proposed RMP would be treated as a second draft, and reopened the comment period, allowing 82 more days (approximately 3 months) for the public to review and comment on that document. During this period, six open-house meetings were held at various locations to help the public become familiar with the plan and learn how to comment effectively. Thus the comment period on the September 1987 proposed RMP and final EIS began December 18, 1987 and ended June 13, 1988.

THE PROPOSED PLAN

This document is the proposed RMP for San Juan Resource Area (SJRA). All comments received since November 3, 1986 have been analyzed and considered in formulating it. Detailed responses to certain comments are printed in chapter 5.

The proposed RMP sets forth the land-use decisions, terms, and conditions for guiding and controlling future management actions in SJRA. After the RMP is approved, all uses and activities in the resource area must conform with the decisions, terms, and conditions of the plan. The RMP was prepared in accordance with the requirements of the Federal Land Policy and Management Act of 1976, the National Environmental Policy Act (NEPA) of 1969, and the BLM planning regulations at Title 43 of the Code of Federal Regulations (CFR) 1610.

The plan describes how the resource area would be managed if the RMP is adopted, including

- mitigation measures that would be taken to avoid or minimize environmental harm;
- the sequence and priorities for implementing decisions;
- subsequent resource-specific activity planning that may be necessary; and
- how the plan would be monitored.

The proposed RMP does not present information on the existing environment or the environmental consequences of the decisions. That information was discussed in the draft RMP/EIS and in the September 1987 proposed RMP and final EIS.

PURPOSE AND NEED

In the late 1960s and early 1970s, BLM conducted several planning efforts on small sub-units of what is now SJRA and produced several management framework plans (MFPs) that provided management direction for various resources and resource problems. The MFPs being replaced by the RMP are listed in table 1. Because of changing circumstances and conditions, including new legislation, changing policies, and new land-use conflicts and issues, an RMP was needed. The resource management planning effort was initiated in 1983 to cover the entire SJRA.

TABLE 1

Previous Management Framework Plans, SJRA

<u>Plan Name</u>	<u>Approximate BLM Acres</u>	<u>Plan Date</u>
South San Juan	^a 1,275,340	^b June 1973
Indian Creek- Beef Basin	^a 173,280	^b August 1973
Montezuma	436,790	^b November 1974
Indian Creek- Dry Valley	^c 286,440	December 1977

^aPredates formation of Glen Canyon National Recreation Area (NRA).

^bPredates formation of BLM's Moab District.

^cIncludes part of Grand Resource Area, Moab District.

THE RESOURCE AREA

SJRA, within the Moab District, is responsible for management of BLM-administered lands in the majority of San Juan County in southeastern

Utah. The SJRA is bordered by the Colorado state line on the east, the Arizona state line on the south, the Colorado River on the west, and Canyonlands National Park and BLM's Grand Resource Area on the north. Monticello and Blanding are the two main communities within the resource area.

The SJRA also manages some resources on lands administered by other federal agencies. Management of the San Juan River is jointly administered by SJRA and National Park Service (NPS). The BLM manages grazing and minerals on NPS-administered land, federal minerals on U.S. Forest Service (USFS)-administered land, and certain federal minerals on Indian reservation land administered by the Bureau of Indian Affairs (BIA) and Indian tribal councils. The SJRA administers grazing allotments that extend into the Grand Resource Area on the north and the Colorado BLM Montrose District's San Juan Resource Area on the east.

Within SJRA boundaries, BLM's Grand Resource Area administers grazing in a small area; the Farmington Resource Area, Albuquerque District, New Mexico, shares administration of certain aspects of oil and gas resource management on a small area of BLM and Indian reservation lands; and the San Juan Resource Area, Montrose District, Colorado, administers grazing on certain allotments and federal minerals under a small area of Indian allotments.

Land-surface administration is shown in table 2; tables 3 and 4 show the management responsibility for grazing, minerals, and other resources.

IMPLEMENTATION

CONFORMANCE REQUIREMENTS

After the RMP is adopted, all future resource management authorizations and actions, including budget proposals, will conform with the plan. All operations and activities under existing permits, contracts, cooperative agreements, or other instruments for occupancy and use, will be modified, if necessary, to conform with this plan within a reasonable period of time, subject to valid existing rights.

TABLE 2

Land Surface Administration

<u>Jurisdictional Unit</u>	<u>Unit Total (acres)</u>	<u>Agency Total (acres)</u>	<u>Total Acres</u>
FEDERAL OWNERSHIP			3,935,655.61
BLM administered public lands		^a 1,779,193.21	
National Park Service		569,176.34	
Canyonlands National Park (NP)	247,998.47		
Glen Canyon NKA	312,656.38		
Hovenweep National Monument (NM)	440.00		
Natural Bridges NM and access road	7,445.49		
Rainbow Bridge NM	175.00		
Rainbow Bridge NM	461.00		
U.S. Forest Service		366,793.50	
Manti-LaSal National Forest (NF)	366,641.00		
Baker Kanger Station	152.50		
Navajo Indian Reservation		1,220,492.56	
STATE OWNERSHIP			244,955.22
State Lands Commission	244,935.22		
State Parks and Recreation	20.00		
PRIVATE INDIAN TRUST LANDS			22,998.31
Ute Indian Allotments	12,297.43		
Navajo Indian Allotments	10,700.88		
PRIVATE OWNERSHIP			^c 335,155.99
Housing and Urban Development ^b	40.00		
BLM ^b	61.89		
Department of Energy ^b	79.54		
Ute Mountain Tribe	840.00		
Navajo tribe	1,280.00		
Other private lands	^c 332,854.56		
TOTAL			4,538,765.13

NOTE: Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

^aIncludes 3,053 acres of accretion land which is subject to a legal decision in ongoing litigation, and 2,591.94 acres of surface that were transferred out of federal ownership through private exchange in October 1985.

^bLands owned by the Federal Government for sole use by a federal agency. These are purchased lands, not part of the public domain, and are not subject to public land use laws.

^cDoes not include 2,591.94 acres of land transferred to private ownership after this table was compiled.

Source: BLM Master Title Plats, December 1984.

TABLE 3

Management of Mineral Resources (Acres)

ADMINISTRATION OF SURFACE ESTATE		ADMINISTRATION OF MINERAL ESTATE			
Managing Agency or Surface Owner	Total Surface	Federal Minerals by BLM	Federal Minerals by Other Agency	State Minerals by State	Private Minerals by Owner
BLM (Public Lands)	^a 1,779,193.21				
Federal Minerals		^a 1,777,828.21			
State Minerals				1,365.00	
NPS	569,176.34				
Canyonlands NP	(247,998.47)				
Federal Minerals			^b 242,292.49		
State Minerals				5,705.98	
Glen Canyon NRA	(312,656.38)				
Federal Minerals		260,249.60			
State Minerals				800.00	
Indian Minerals			^c 51,606.78		
Hovenweep NM	(440.00)				
Federal Minerals			^b 440.00		
Natural Bridges NM	(7,445.49)				
Federal Minerals			^b 7,445.49		
Natural Bridges NM Access Road	(175.00)				
Federal Minerals			^b 175.00		
Rainbow Bridge NM	(461.00)				
Federal Minerals			^b 461.00		

NOTE: Split-estate lands are where the surface estate and minerals estate are managed by different agencies. Federal minerals managed by the BLM will be carried into the RMP; other totals are for information only. Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

^aThese figures do not reflect 2,591.94 acres transferred from federal to private surface after this table was compiled. The mineral estate remains federal minerals administered by the BLM.

^cBureau of Indian Affairs, exploration and production managed by Farmington Resource Area, Albuquerque District, BLM, 1,178,511.80 acres.

^bNPS, 250,813.98 acres total.

^dUSFS, 152.50 acres total.

(Continued)

TABLE 3 (Continued)

ADMINISTRATION OF SURFACE ESTATE		ADMINISTRATION OF MINERAL ESTATE			
Managing Agency or Surface Owner	Total Surface	Federal Minerals by BLM	Federal Minerals by Other Agency	State Minerals by State	Private Minerals by Owner
USFS	366,793.50				
Manti-LaSal NF	(366,641.00)				
Federal Minerals		366,641.00			
Baker Ranger Station	(152.50)				
Federal Minerals			d152.50		
Navajo Indian Reservation	1,220,492.56				
Federal Minerals		51,606.78			
Indian Minerals			b1,168,885.78		
State Ownership	244,955.22				
State Lands Comm.	(244,935.22)				
State Minerals				244,935.22	
State Parks	(20.00)				
Federal Minerals		20.00			
Private Indian Trust Lands	22,998.31				
Ute Indian Allotments	(12,297.43)				
Private Minerals			e12,297.43		
Navajo Indian Allotments	(10,700.88)				
Federal Oil and Gas		1,074.96			
Private Minerals				c9,625.92	

NOTE: Split-estate lands are where the surface estate and minerals estate are managed by different agencies. Federal minerals managed by the BLM will be carried into the RMP; other totals are for information only. Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

^bNPS, 250,813.98 acres total.

^dUSFS, 152.50 acres total.

^cBureau of Indian Affairs, exploration and production managed by Farmington Resource Area, Albuquerque District, BLM, 1,178,511.80 acres.

^eBureau of Indian Affairs, exploration and production managed by San Juan Resource Area, Montrose District, BLM, 12,297.43 acres.

(Continued)

TABLE 3 (Concluded)

ADMINISTRATION OF SURFACE ESTATE		ADMINISTRATION OF MINERAL ESTATE			
Managing Agency or Surface Owner	Total Surface	Federal Minerals by BLM	Federal Minerals by Other Agency	State Minerals by State	Private Minerals by Owner
Private Ownership	^a 335,155.99				
HUD	(40.00)				
State Minerals				40.00	
BLM	(61.89)				
Federal Minerals		61.89			
DUE	(79.54)				
Federal Minerals		79.54			
Ute Mountain Tribe	(840.00)				
Private Minerals					840.00
Navajo Tribe	(1,280.00)				
Private Minerals					1,280.00
Other Private Lands	(332,854.56)				
Federal Minerals		^a 28,396.32			
Federal Oil and Gas		26,850.86			
Federal Other Minerals ^f		27,687.72			
State Minerals				67,154.12	
Private Minerals					182,765.54
TOTALS	4,538,765.13	2,540,496.88	1,493,382.39	320,000.32	184,885.54

NOTE: Split-estate lands are where the surface estate and minerals estate are managed by different agencies. Federal minerals managed by the BLM will be carried into the RMP; other totals are for information only. Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

^aThese figures do not reflect 2,591.94 acres transferred from federal to private surface after this table was compiled. The mineral estate remains federal minerals administered by the BLM.

^fIncludes all or some of the following: oil and gas, potash, sodium, phosphate, nitrogen, uranium, thorium, coal, or fissionable minerals.

Source: BLM Master Title Plats, December 1984.

TABLE 4

Management of Grazing and Recreation Resources

<u>Public Resource</u>	<u>Administered by SJRA (acres)</u>	<u>Not Administered by SJRA (acres)</u>
<u>Livestock Grazing</u>		
Public lands within SJRA	1,748,253.21	
Public lands in Grand Resource Area	300.00	
Public lands in Colorado ^a	5,600.00	
NPS lands in Glen Canyon NRA	312,656.38	
NPS lands in Hovenweep NM	100.00	
TOTAL	2,066,909.59	
Public lands by Grand Resource Area		200.00
Public lands by Colorado ^a		10,200.00
Public lands not within an allotment ^b		20,540.00
TOTAL		30,940.00
<u>Recreation</u>		
Public lands	1,779,193.21	
San Juan River, Joint Management ^c	15,000.00	
TOTAL	1,794,193.21	

NOTE: Acres administered by SJRA will be carried into the RMP; other totals are for information only.

^aLivestock grazing is managed under a memorandum of understanding with BLM's Montrose District, Colorado, San Juan Resource Area.

^bIncludes acreage allotted to wildlife.

^cRecreational use of the San Juan River from Mexican Hat to Clay Hills Crossing is managed jointly with Glen Canyon NRA.

Source: BLM Grazing Case Files; BLM Master Title Plats, December 1984.

VALID EXISTING RIGHTS

Valid existing rights are those claims or rights to public land that take precedence over actions in the plan. For example, a mineral lease purchased prior to the preparation of this plan will remain unchanged with the same terms and conditions in effect as at the time of purchase. Valid existing rights may be held by other federal agencies or by private individuals or companies. Valid existing rights may pertain to any right to use the public lands in SJRA in effect when this RMP is adopted. This plan does not repeal valid existing rights on public lands.

FURTHER PLANNING OR ENVIRONMENTAL ANALYSIS

Decisions in this plan will be implemented over a period of 10 years. In most cases, more detailed and site-specific planning or environmental analysis may be required before an action can be taken. The September 1987 final EIS will be used as a base and incorporated by reference in any additional site- or program-specific environmental analyses. Other required planning and analysis are incorporated in the decisions contained in this RMP.

IMPLEMENTATION PRIORITIES

Priorities have been established for those decisions that will be implemented after adoption of the RMP. These priorities are intended to guide the order of implementation and will be reviewed annually to help develop the annual work plan (budget) commitments for the coming year. The priorities may be revised based upon changes in administrative policies, Departmental directions, or Bureau goals. The priorities for implementing decisions are shown in chapter 4 of the proposed plan.

PROTEST AND APPEAL RIGHTS

Any person who has an interest which may be adversely affected by approval of the proposed plan may protest approval within the 30-day protest period.

Each protest must contain the following:

- the name, mailing address, telephone number, and interest of the person filing the protest;

- a statement of the issue or issues being protested;
- a statement of the part or parts of the plan or amendment being protested;
- 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
- a concise statement explaining why the State Director's decision is believed to be wrong.

After the plan is implemented, any person adversely affected by a specific action in the plan may appeal such action pursuant to 43 CFR 4.400.

MONITORING AND EVALUATION

The effects of implementing the San Juan RMP will be monitored and evaluated periodically to ensure that the desired results are being achieved. The frequency and standards for monitoring the plan are explained in chapter 4. Monitoring will determine whether original assumptions were correctly applied and impacts correctly predicted, whether mitigation measures are satisfactory, whether conditions or circumstances have significantly changed, or whether new data are significant to the plan. Monitoring will also help to establish long-term use and resource condition trends and provide information for future planning.

PLAN MAINTENANCE

MODIFYING THE PLAN

The RMP can be modified through plan maintenance, plan amendment, or plan revision, all of which must be documented. Documentation consists of making RMP changes available to the public at BLM's Utah State office public room, Moab District office, and SJRA.

Plan maintenance involves minor changes to the RMP to refine or further document the plan decisions. They may be in response to minor data changes; for example, refinement of acreages or mapped data. Plan maintenance does not

require formal public involvement, interagency coordination, or consistency review.

An RMP amendment would be initiated in response to a proposed action that could change the scope of resource uses covered by the plan decisions. An amendment would be required in order to proceed with a project documented as not being in conformance with the plan. The planning steps would be applied, and an environmental assessment (EA) or EIS prepared with full public involvement, interagency coordination, and Governor's consistency review.

A plan revision would be a major overhaul of the RMP in response to formal monitoring. A revision could be triggered by the need to consider monitoring findings, new data, new or revised policy, a major change in circumstances, or a change in the terms, conditions, decisions, goals, or objectives of the approved RMP. A plan revision would require an EA, EIS, or supplemental EIS with full public involvement, interagency coordination, and Governor's consistency review.

RELATIONSHIP TO OTHER BLM PLANNING LEVELS AND STUDIES

Tiers in Bureau Planning System

An RMP is developed within the framework of the BLM planning system, which has three distinct tiers: policy planning, land-use planning, and

activity or program planning. This plan satisfies the requirements for the land-use planning tier. The Council on Environmental Quality (CEQ) regulations provide for tiering to aid compliance with NEPA (40 CFR 1500-1508).

Related Documents

Other documents are being prepared as a result of this land-use planning effort. A rangeland program summary is being prepared concurrently with the RMP. An ORV implementation plan will be prepared within 1 year following the RMP. Management plans for areas of critical environmental concern, along with allotment management plans, habitat management plans, a fire management plan, recreation management plans for special recreation management areas, cultural resource management plans for selected sites, and watershed activity plans, as well as suitability studies for wild and scenic river designations, will be prepared following the RMP, as shown in chapter 4.

PUBLIC INVOLVEMENT AND INTERGOVERNMENTAL/ INTERAGENCY COORDINATION

Public participation and consultation was encouraged and sought throughout the development of this plan. The RMP/EIS documents notices; coordination with other federal, state, and local agencies; public meetings; public review and comment; and other public participation efforts involved in the preparation of this RMP.

This Page Was
Intentionally
Left Blank
To Fix
a Pagination
Error

CHAPTER 2 - RESOURCE MANAGEMENT PROGRAM DECISIONS

OVERVIEW

The following sections set forth the decisions that would guide future management of public lands and resources in San Juan Resource Area (SJRA) if the proposed resource management plan (RMP) is adopted. These decisions, together with the plan map and the administrative details discussed in the next two chapters, constitute the proposed RMP for SJRA.

This chapter describes the objectives, guidance, and specific management prescriptions for each resource management program administered in SJRA. Because these programs are interrelated and interdependent, they must be viewed together with the special management conditions presented in chapter 3 for a complete understanding of management direction for SJRA.

RESOURCE MANAGEMENT PLAN GOALS

The goals of the proposed RMP are to manage public lands for multiple use within the framework of applicable laws, regulations, and agency policies, as long as

- certain primitive recreation opportunities, certain cultural resource values, certain scenic values, certain wildlife habitats, and watersheds are protected;
- grazing use is at levels consistent with demand and the sustained yield of forage; and
- mineral uses are otherwise allowed to increase.

The "certain" resource values mentioned above are defined here to assist the reader.

Certain primitive recreation opportunities:

- (1) the primitive (P) and semiprimitive non-motorized (SPNM) recreation opportunity spectrum (ROS) class areas shown in figure 3-16 of the draft RMP, except the P- and SPNM-class areas in the vicinity of Squaw and Cross Canyons near the Colorado state line; and
- (2) the semiprimitive motorized (SPM)-class area within the San Juan River Special Recreation Management Area (SRMA).

As used in this proposed RMP, "most P-class areas" and "most SPNM-class areas" mean the areas as defined above.

Certain cultural resource values:

- (1) the cultural resource values protected within Alkali Ridge, Cedar Mesa, Hovenweep, and Shay Canyon Areas of Critical Environmental Concern (ACECs); and
- (2) sites listed on or eligible for listing on the National Register of Historic Places.

Certain scenic values:

- (1) scenic values protected within Butler Wash, Indian Creek, and Scenic Highway Corridor ACECs; and
- (2) scenic values protected within Valley of the Gods special emphasis area of Cedar Mesa ACEC.

Certain wildlife habitats:

(1) the crucial big game habitat areas shown in figures 3-11 and 3-12 of the draft RMP.

4111 OIL AND GAS MANAGEMENT

MANAGEMENT OBJECTIVE

+ To lease public lands for oil and gas, and to allow geophysical activity to occur, so long as RMP goals are met; to administer operational aspects of federal oil and gas leases where BLM does not manage the surface.

GENERAL MANAGEMENT GUIDANCE

Oil and gas leases issued prior to the RMP would continue to be managed under the stipulations in effect when issued. Those issued after approval of the RMP would be subject to category restrictions in the RMP. Leases are issued by BLM's Utah State office (USO). Compliance with lease terms is administered by SJRA and Moab District office.

Some federal oil and gas resources underlie lands not administered by BLM. BLM leasing categories do not apply to these areas. The surface owner or administering federal agency manages the surface, and where leasing is authorized, BLM administers the operational aspects of the leases with concurrence of the surface owner or administering agency.

- Glen Canyon National Recreation Area (NKA): BLM administers 101,720 acres of federal leases on lands available for oil and gas development (see Glen Canyon NRA Minerals Management Plan).
- Manti-LaSal National Forest (NF): BLM administers 366,641 acres of federal leases on the Monticello Ranger District.
- Navajo Indian Reservation: BLM would administer 51,610 acres of federal leases, under a memorandum of understanding with BLM's Farmington Resource Area (Albuquerque District) with concurrence of the Indian tribe.

- Indian Trust Lands: BLM administers 1,080 acres of federal leases.

- Split-estate lands: BLM administers 20 acres of federal leases with state surface and 55,390 acres of federal leases with private surface.

Geophysical operations are conducted under a notice of intent. BLM does not have authority to approve or deny work done under such a notice, except to prevent unnecessary and undue degradation of public lands or to permit vehicle travel in areas closed or restricted to off-road vehicle (ORV) use. Where possible, BLM would work with geophysical operators to apply RMP conditions.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Leasing Category</u>	<u>Acres</u>
1 Open with standard conditions	584,270
2 Open with special conditions	815,690
Surface restrictions to protect:	
- Alkali Ridge ACEC	
- Cedar Mesa ACEC, partial	
- Hovenweep ACEC, partial	
- Shay Canyon ACEC	
- most ROS SPNM-class areas	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	
3 No surface occupancy	268,060
Exclude surface disturbance to protect:	
- Bridger Jack Mesa ACEC	
- Butler Wash ACEC*	
- Cedar Mesa ACEC, partial*	
- floodplains, riparian/aquatic areas	
- Hovenweep ACEC, partial	
- Indian Creek ACEC*	
- Lavender Mesa ACEC	
- Scenic Highway Corridor ACEC*	
- most ROS P-class areas	
- ROS SPM-class area in San Juan River SRMA	
- Pearson Canyon hiking area	
- developed recreation sites	

4 No lease 111,170
 - Cedar Mesa ACEC, partial
 - Dark Canyon ACEC

* The area manager may grant an exception to the no-surface-occupancy condition in some instances in the Butler Wash, Cedar Mesa, Indian Creek, and Scenic Highway Corridor ACECs, if an environmental assessment (EA) concludes that the project would not unduly impair scenic values.

Geophysical Activity Acres

Standard conditions 584,270

Special conditions 1,083,750

- Surface restrictions to protect:
- Alkali ridge ACEC
 - Bridger Jack Mesa ACEC
 - Butler Wash ACEC
 - Cedar Mesa ACEC, partial
 - Hovenweep ACEC
 - Indian Creek ACEC
 - Lavender Mesa ACEC
 - Scenic Highway Corridor ACEC
 - Shay Canyon ACEC
 - floodplains and riparian/aquatic areas
 - most RUS P-class areas
 - most ROS SPNM-class areas
 - RUS SPM-class area in San Juan River SkMA
 - Pearson Canyon hiking area
 - existing land leases
 - developed recreation sites
- Seasonal restrictions to protect:
- bighorn sheep lambing and rutting areas
 - antelope fawning area
 - deer winter range

Closed 111,170
 - Grand Gulch special emphasis area
 - Dark Canyon ACEC

4113 GEOTHERMAL MANAGEMENT

MANAGEMENT OBJECTIVE

+ To lease the Warm Springs Canyon prospectively valuable area so long as RMP goals are met.

GENERAL MANAGEMENT GUIDANCE

Part of the Warm Springs Canyon geothermal area (about 16,320 acres) extends into SJRA. U.S. Geological Survey (USGS) has identified this area as prospectively valuable for geothermal resources. No data are available to confirm the presence of a geothermal resource, and no interest has been expressed in geothermal leasing.

If and when interest is expressed in geothermal leasing, the RMP would be amended to establish leasing conditions and exploration requirements. Leases in Warm Springs Canyon geothermal area would be noncompetitive and would be issued by USO.

Approximately 20,050 acres of prospectively valuable lands underlie Glen Canyon NRA in San Juan County, but geothermal leasing is prohibited within the NRA.

SPECIFIC MANAGEMENT PRESCRIPTIONS

None developed.

4121 COAL MANAGEMENT

MANAGEMENT OBJECTIVE

+ To allow for coal exploration, so long as RMP goals are met, but not provide for leasing coal resources.

GENERAL MANAGEMENT GUIDANCE

Coal resources within SJRA are limited to San Juan Coal Field, totaling about 530,000 acres. About 60 percent of this field (both surface and mineral estate) is privately owned; SJRA administers about 212,000 acres of federal surface and federal minerals in the coal field.

Coal exploration prior to leasing would be allowed, subject to the RMP special conditions. Leases are issued by USO. No coal leases have been issued in SJRA, and none can be issued until SJRA applies mining unsuitability criteria (43 CFR 3461), which may restrict all or certain types of mining techniques.

Applying the unsuitability criteria would require a plan amendment. If coal leases are issued, they would be subject to special conditions developed in both the KMP and the unsuitability analysis.

SPECIFIC MANAGEMENT PRESCRIPTIONS

Coal lease areas would not be designated, and coal would not be leased. Coal exploration would be allowed subject to the special conditions noted below.

<u>Coal Exploration</u>	<u>Acres</u>
Standard conditions	481,150
Special conditions	923,450
Surface restrictions to protect:	
- Alkali Ridge ACEC	
- Cedar Mesa ACEC, partial	
- Hovenweep ACEC, partial	
- Shay Canyon ACEC	
- floodplains, riparian/aquatic areas	
- most KUS SPNM-class areas	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	
No surface occupancy	373,230
Exclude surface disturbance to protect:	
- Bridger Jack Mesa ACEC	
- Butler Wash ACEC	
- Cedar Mesa ACEC, partial	
- Dark Canyon ACEC	
- Hovenweep ACEC, partial	
- Indian Creek ACEC	
- Lavender Mesa ACEC	
- Scenic Highway Corridor ACEC	
- most ROS P-class areas	
- ROS SPM-class area in San Juan River SRMA	
- Pearson Canyon hiking area	
- developed recreation sites	
Closed to exploration	0

4122 OIL SHALE/TAR SAND MANAGEMENT

MANAGEMENT OBJECTIVE

- + To lease White Canyon Special Tar Sand Area (STSA) for combined hydrocarbon leases (CHLs), so long as RMP goals are met.

GENERAL MANAGEMENT GUIDANCE

White Canyon STSA is available for tar sand or oil and gas development only through CHLs. No CHLs have been issued in the STSA, but CHLs could be issued by USO under competitive leases, subject to category stipulations in the RMP. Of the 10,470-acre STSA, 7,980 acres are federal surface underlain by federal minerals. The remaining area does not overlie federal minerals and would not be subject to RMP stipulations.

Oil and gas leases issued after November 16, 1981 carry the right to develop any tar sand resources that may be present outside the STSA (see 4111, Oil and Gas Management).

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Leasing Category</u>	<u>Acres</u>
1 Open with standard conditions	500
2 Open with special conditions	5,510
Surface restrictions to protect:	
- ROS SPNM-class area	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
3 No surface occupancy	1,950
Exclude surface disturbance to protect:	
- Hovenweep ACEC, partial	
- Scenic Highway Corridor ACEC	
- ROS P-class areas	
4 No lease	20
- Dark Canyon ACEC	

4131 MINERAL MATERIALS MANAGEMENT

MANAGEMENT OBJECTIVE

- + To make federal mineral materials available where needed, so long as RMP goals are met.

GENERAL MANAGEMENT GUIDANCE

Mineral materials are sold at fair market value or given to public agencies by free use permit. Disposal sites are established in response to specific requests. The RMP determines areas available for use of mineral materials and conditions that need to be applied to use of material sites. Use of existing sites would continue to be subject to permit conditions applied when the permit was issued. Sales and free use permits are prepared by SJRA.

Seven areas, covering about 1,175 acres, are Federal Highway Administration material site rights-of-way, and one additional application has been received (table 5). Eleven areas, totaling about 2,585 acres, have been designated as community pits (table 6).

Free use of petrified wood (up to 250 pounds per person per year) is allowed for noncommercial purposes on all public lands unless otherwise provided for through notice in the Federal Register. No areas have been designated as closed to petrified wood collecting in SJRA.

SPECIFIC MANAGEMENT PRESCRIPTIONS

Mineral Material Disposal and Development Acres

Standard conditions 584,270

Special conditions 821,070

Surface restrictions to protect:

- Alkali Ridge ACEC
- Cedar Mesa ACEC, partial
- Shay Canyon ACEC
- floodplains, riparian/aquatic areas
- most ROS SPNM-class area
- existing land leases

Seasonal restrictions to protect:

- bighorn sheep lambing and rutting areas
- antelope fawning area
- deer winter range

No disposal* 373,850

Exclude surface disturbance to protect:

- Bridger Jack Mesa ACEC
- Butler Wash ACEC
- Cedar Mesa ACEC, partial
- Dark Canyon ACEC
- Hovenweep ACEC
- Indian Creek ACEC
- Lavender Mesa ACEC
- Scenic Highway Corridor ACEC
- most ROS P-class areas
- ROS SPM-class area in San Juan River SRMA
- Pearson Canyon hiking area
- developed recreation sites

- * Petrified wood could still be collected in the no-disposal area.

4132 MINING LAW ADMINISTRATION

MANAGEMENT OBJECTIVE

- + To make public lands available for claim location and mineral development, so long as the scenic values identified in the RMP goals and primitive recreation values in Cedar Mesa ACEC are protected; to apply RMP goals to mineral development so long as valid legal rights of claimants are not curtailed; and to administer operational aspects of claims where BLM does not manage the surface.

GENERAL MANAGEMENT GUIDANCE

Locatable minerals are administered under the mining laws, which preserve individuals' and corporations' rights to enter on the public lands to claim (locate) certain types of mineral discoveries. All public lands overlying federal minerals are open to mining claim location unless specifically withdrawn from mineral entry by Secretarial order or public law or segregated from mineral entry under specific reservations, such as a recreation and public purpose (R&PP) lease. Lands and minerals that were acquired by the Federal Government but were not part of the original public domain are not open to mineral entry under the mining laws. Lands not open to mineral entry prior to the RMP are shown in table 7.

TABLE 5

Material Site Rights-of-Way Granted Prior to the RMP

Serial Number	Location	Legal Description	Acres
U0-20665 ^a	Mexican Hat	T. 41 S., R. 19 E. Sec. 20: NE 1/4	160
U0-79361	Mexican Hat	T. 41 S., R. 19 E. Sec. 29: Lots 4, 5, S 1/2 NE 1/4, E 1/2 SE 1/4	217.20
U0-23905 ^a	Cottonwood Wash	T. 37 S., R. 21 E. Sec. 14: S 1/2 SE 1/4 SW 1/4 Sec. 23: N 1/2 NE 1/4 NW 1/4 Sec. 23: SW 1/4 NE 1/4	40 40
U0-28548 ^a	Recapture Creek	T. 39 S., R. 22 E. Sec. 1: SE 1/4 SE 1/4 T. 39 S., R. 23 E. Sec. 6: Lots 5, 6, 7 Sec. 7: Lot 1	40 151.54
U0-19653	Bluff	T. 40 S., R. 21 E. Sec. 24: NE 1/4 NE 1/4 T. 40 S., R. 22 E. Sec. 19: Lot 1	79.62
U0-40153	Bluff	T. 40 S., R. 21 E. Sec. 26: SE 1/4 NW 1/4 NE 1/4	10
U0-15225	Hatch Wash	T. 28 S., R. 22 E. Sec. 1: SW 1/4 NE 1/4, SE 1/4 NW 1/4, N 1/2 SW 1/4	160
UTU-61704	Blanding	T. 36 S., R. 22 E. Sec. 13: SE 1/4 NE 1/4 SW 1/4 SW 1/4 NW 1/4 SE 1/4 SW 1/4 SE 1/4 E 1/2 SE 1/4 Sec. 24: E 1/2 NE 1/4 NW 1/4 NW 1/4 NE 1/4	140 60
TOTAL ACRES			<u>1,098.36</u>

^aBeing relinquished by the Federal Highway Administration (431.54 acres total).

TABLE 6

Community Pits Existing Prior to the RMP

Serial Number	Location	Legal Description	Acres
UTU-59997	Buck	T. 40 S., R. 21 E. Sec. 27: E 1/2 SE 1/4 NE 1/4, SW 1/4 SE 1/4 N 1/2 SE 1/4 SE 1/4, S 1/2 NE 1/4 SE 1/4	100
U-53838	Bluff	T. 40 S., R. 22 E. Sec. 27: SW 1/4 NW 1/4 Sec. 28: lots 1, 2, 3, & 5	153.74
U-53837	Airport	T. 40 S., R. 21 E. Sec. 5: lots 4, 5, & 6, S 1/2 NW 1/4 SW 1/4, SW 1/4 SE 1/4 Sec. 8: lots 1 & 2, Tract B	224.27
U-53782	Lem's Draw	T. 36 S., R. 22 E. Sec. 24: NW 1/4 NE 1/4, E 1/2 NW 1/4, NE 1/4 SW 1/4	160
U-53755	Gray Ridge	T. 40 S., R. 23 E. Sec. 36: Lots 3, 4, 5, 6, & W 1/2 NW 1/4	256.74
U-52418	Spring Creek	T. 33 S., R. 23 E. Sec. 8: NE 1/4 Sec. 9: N 1/2 NE 1/4, SW 1/4 NE 1/4, NW 1/4	440
U-52416	Bluff bench	T. 40 S., R. 23 E. Sec. 26: SW 1/4 Sec. 27: Lots 1, 2, 3, NE 1/4 SW 1/4, SE 1/4 Sec. 28: Lots 1, 2, 3, & 4 Sec. 34: Lots 1, 2, 3, & 4 N 1/2 NE 1/4 Sec. 35: Lots 3 & 4, N 1/2 NW 1/4	920
U-52076	Bucket Canyon	T. 40 S., R. 23 E. Sec. 35: Lots 1, 2, 7, N 1/2 NE 1/4	173
U-52074	Brown's Canyon	T. 37 S., R. 23 E. Sec. 18: SW 1/4 SE 1/4 SW 1/4, S 1/2 SW 1/4 SW 1/4 Sec. 19: NW 1/4 NE 1/4 NW 1/4, N 1/2 NW 1/4 NW 1/4	60
UTU-52711	Recapture	T. 36 S., R. 22 E. Sec. 13: S 1/2 NW 1/4 NE 1/4, SW 1/4 NE 1/4	60
UTU-52033	Mexican Hat	T. 42 S., R. 18 E. Sec. 1: SE 1/4 SW 1/4 SW 1/4 NE 1/4, SE 1/4 SW 1/4 NE 1/4 W 1/4 NE 1/4 NW 1/4 SE 1/4, NW 1/4 NW 1/4 SE 1/4 SW 1/4 NW 1/4 SE 1/4	37.5
TOTAL ACRES			2,585.25

TABLE 7

Areas Not Open to Mineral Entry
Prior to the Resource Management Plan

	Federal Lands within SJRA Boundary (acres)	Public Lands in SJRA (acres)
<u>Withdrawals</u>		
National Park Service	569,180	0
U.S. Forest Service	150	0
Navajo Indian reservation	1,168,890	0
Department of Energy	50	50
Subtotal	1,738,270	50
<u>Segregations</u>		
R&PP lease	20	20
Bluff airport lease	400	400
Small business lease	a	a
Material site rights-of-way	900	900
C&MU ^b classifications	92,130	92,130
Subtotal	93,450	93,450
<u>Acquired lands</u>	9,730	9,730
TOTAL	1,841,450	103,230

^aLess than 10 acres.

^b Classification and
Multiple Use Act.

Source: Master Title Plats, December 1984.

The RMP identifies lands to be withdrawn from mineral entry, but does not serve to withdraw lands. Upon BLM's filing an application for Secretarial withdrawal, lands would become segregated from entry for 2 years. If the Secretary orders a withdrawal, the segregation ceases. If the Secretary disagrees with BLM's

recommendation, he can release the segregation. If the Secretary fails to act, the segregation expires after 2 years. Validity of claims located on such areas prior to segregation would not be affected.

The RMP does not impose conditions on work done under a notice, but does provide special conditions to apply to operations approved under a plan of operations, regardless of whether the claim is located before or after the RMP is adopted. For claims previously located in segregated areas, work done under a plan of operations would be approved with special conditions to protect the resource value for which the segregation was made.

BLM administers claim recordation requirements (at USO) and operational aspects of mining federally owned minerals (at SJKA), whether or not BLM administers the surface. Mining claims on U.S. Forest Service (USFS)-administered lands are located, recorded, and operated much like claims on public land.

Location and operation of mining claims on other federal lands or split-estate lands is extremely restricted under various land ownership laws. The surface owner or administering federal agency manages the surface. RMP requirements apply only to public (BLM-administered) lands.

- Manti-LaSal NF: administer mining claims on 366,641 acres in Monticello Ranger District.

- Split-estate lands: administer federal minerals on 20 acres of state surface and 56,090 acres of private surface.

Federally-owned locatable minerals underlying National Park Service (NPS)-administered federal lands within SJRA boundaries are not available for claim location, because all NPS-administered land has been withdrawn from mineral entry. Locatable minerals under Glen Canyon NRA may be leased under Title 43 of the Code of Federal Regulations, part 3500 (43 CFR 3500) in accordance with leasing categories in the Mineral Management Plan for the NRA.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Mining Claim Location</u>	<u>Acres</u>
Administer mining claim location	1,777,830
Open to entry	1,645,450
Proposed for withdrawal	132,380
To protect	
- Cedar Mesa ACEC, partial (Grand Gulch special emphasis area)	
- Dark Canyon ACEC	
- RUS SPM-class area in San Juan River SKMA	
- developed recreation sites	
- prior classifications and segregations	
- acquired lands	
- prior Department of Energy (DOE) withdrawal	
<u>Approve Plans of Operations</u>	1,109,660
Special conditions	1,109,660
Surface restrictions to protect:	
- Alkali Ridge ACEC	
- Bridger Jack Mesa ACEC	
- Butler Wash ACEC	
- Cedar Mesa ACEC	
- Hovenweep ACEC	
- Indian Creek ACEC	
- Lavender Mesa ACEC	
- Pearson Canyon hiking area	
- Shay Canyon ACEC	
- floodplains, riparian/aquatic areas	
- Recapture Lake right-of-way	
- Scenic Highway Corridor ACEC	
- most RUS P and SPM-class areas	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	

4133 MINERAL MANAGEMENT (NONENERGY LEASABLES)

MANAGEMENT OBJECTIVE

+ To allow mineral leasing and development, so long as RMP goals are met.

GENERAL MANAGEMENT GUIDANCE

In SJRA, potash is the only mineral that has been managed under this program, although other nonenergy leasable minerals (if present) could be leased, if found to occur in marketable quantities. The RMP establishes categories of conditions that apply to prospecting permits or leases. In areas where mineral values are not known, SJRA could issue prospecting permits, which could lead to issuance of a preference right lease. In areas with known mineral occurrence, leases are sold competitively (issued by USO). Once an area is leased, the Federal Government is committed to allow mining on the lease.

Within SJRA, two areas fall within known potash leasing areas (KPLAs) (table 8). KPLA designations, based on known geologic data, would remain in place until potash resources are depleted. Within a KPLA, potash leases are acquired through competitive bidding. Additional KPLAs could be designated, based on geologic field data, if interest warranted. This would be an administrative action, and no plan amendment would be required.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Leasing Category</u>	<u>Acres</u>
1 Open with standard conditions	584,270
2 Open with special conditions	821,690
Surface restrictions to protect:	
- Alkali Ridge ACEC	
- Cedar Mesa ACEC, partial	
- Hovenweep ACEC, partial	
- Shay Canyon ACEC	
- most RUS SPM-class area	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	
3 No surface occupancy	262,060
Exclude surface disturbance to protect:	
- Bridger Jack Mesa ACEC	
- Butler Wash ACEC	

TABLE 8

Known Potash Lease Areas

Lisbon Valley

T. 29 S., R. 24 E.

Sec. 34 SW 1/4 NE 1/4, W 1/2,
SE 1/4Sec. 35 NW 1/4 SW 1/4,
S 1/2 SW 1/4

T. 29 1/2 S., R. 24 E.

Sec. 25 Lot 4

Sec. 26 Lots 1-4

Sec. 27 Lot 1

Sec. 34 E 1/2 NE 1/4

Sec. 35 All

Sec. 36 SW 1/4 NE 1/4, W 1/2,
SE 1/4

T. 30 S., R. 24 E.

Sec. 1 Lots 1-4, S 1/2 N 1/2,
S 1/2Sec. 2 Lots 1-4, S 1/2 N 1/2,
W 1/2 SW 1/4, SE 1/4Sec. 11 N 1/2 NE 1/4, SE 1/4 NE 1/4,
E 1/2 SE 1/4

Sec. 12 All

Sec. 13 E 1/2, E 1/2 W 1/2,
W 1/2 NW 1/4

Sec. 24 E 1/2

Sec. 25 NE 1/4 NE 1/4

T. 30 S., R. 25 E.

Sec. 5 Lot 28, SW 1/4, SW 1/4 SE 1/4

Sec. 6 Lots 15, 19-23, 25-30,
E 1/2 SW 1/4, SE 1/4

Sec. 7 Lots 1-4, E 1/2, E 1/2 W 1/2

Sec. 8 All

Sec. 9 SW 1/4 NW 1/4, SW 1/4,
SW 1/4 SE 1/4Sec. 15 SW 1/4 NW 1/4, SW 1/4,
SW 1/4 SE 1/4

Sec. 16-17 All

Sec. 18 Lots 1-4, E 1/2, E 1/2 W 1/2

Sec. 19 Lots 1/4, E 1/2, E 1/2 W 1/2

Sec. 20-22 All

Sec. 23 SW 1/4 NW 1/4, SW 1/4,
SW 1/4 SE 1/4

Sec. 26 W 1/2 E 1/2, W 1/2

Sec. 27-29 All

Sec. 30 Lot 1, NE 1/4, E 1/2 NW 1/4,
NE 1/4 SW 1/4, N 1/2 SE 1/4,
SE 1/4 SE 1/4

Sec. 32 NE 1/4 NE 1/4

Sec. 33 N 1/2 N 1/2, SE 1/4 NE 1/4

Sec. 34 N 1/2 N 1/2, SW 1/4 NW 1/4

Sec. 35 N 1/2, N 1/2 SE 1/4,
SE 1/4 SE 1/4

Sec. 36 W 1/2 SW 1/4

Cane Creek

T. 26 S., R. 20 E.

Sec. 31 Lots 1-2, NE 1/4, E 1/2 NW 1/4,
NE 1/4 SW 1/4, SE 1/4

Sec. 32-35 All

Sec. 36 Lots 1-4, SW 1/4 NE 1/4,
W 1/2, SE 1/4

T. 27 S., R. 20 E.

Sec. 1 Lots 1-8, S 1/2 N 1/2, S 1/2

Sec. 2 Lots 1-8, SE 1/4 SE 1/4

Sec. 3 Lots 1-8

Sec. 4 Lots 1-8

Sec. 5 Lots 1, 2, 3, 7, 8

Sec. 10 SE 1/4 SE 1/4

Sec. 11 E 1/2, SE 1/4 NW 1/4, SW 1/4

Sec. 12 Lots 1-8, N 1/2 N 1/2,
S 1/2 NW 1/4, W 1/2 SW 1/4,
SE 1/4 SE 1/4Sec. 13 Lots 1-8, E 1/2, W 1/2 NW 1/4,
NW 1/4 SW 1/4Sec. 14 E 1/2, E 1/2 W 1/2,
W 1/2 NW 1/4, NW 1/4 SW 1/4

Sec. 15 E 1/2 NE 1/4, NE 1/4 SE 1/4

T. 26 S., R. 21 E.

Sec. 31 Lots 1-7, E 1/2, SE 1/4 NW 1/4,
E 1/2 SW 1/4

T. 27 S., R. 21 E.

Sec. 6 Lots 1-13, SE 1/4 NE 1/4,
E 1/2 SE 1/4

Sec. 7 Lots 1-6, E 1/2, E 1/2 SW 1/4

NOTE: Only portions of the Lisbon Valley and Cane Creek KPLAs are within the SJRA.

- Cedar Mesa ACEC, partial
- Hovenweep ACEC, partial
- Indian Creek ACEC
- Lavender Mesa ACEC
- Scenic Highway Corridor ACEC
- most ROS P-class areas
- ROS SPM-class area in San Juan River SKMA
- Pearson Canyon hiking area
- floodplains, riparian aquatic areas
- developed recreation sites

4 No lease 111,170
 - Cedar Mesa ACEC, partial
 - Dark Canyon ACEC

4211 RIGHTS OF WAY

MANAGEMENT OBJECTIVE

- + To designate transportation and utility corridors; to allow discretionary rights-of-way so long as RMP goals are met; and to process other rights-of-way upon request.

GENERAL MANAGEMENT GUIDANCE

Lands available for rights-of-way, including major transportation and utility systems, are divided into four major categories:

- (1) lands in designated transportation and utility corridors where standard operating procedures apply, except in areas where the corridors pass through crucial big game winter habitat or floodplains and riparian/aquatic areas, where the special requirements for those areas apply;
- (2) lands outside of designated transportation and utility corridors where additional conditions may apply after completion of site-specific National Environmental Policy Act (NEPA) documentation;
- (3) areas to be avoided; and
- (4) areas to be excluded (not available).

Designated transportation and utility corridors include existing groupings of rights-of-way for electric transmission facilities, pipelines 10

inches and larger, communication lines, federal and state highways, and major county road systems. These include those recommended in the May 1980 Western Regional Corridor Study [Western Utility Group, 1980]. Corridors are generally 1 mile wide, centered on the existing right-of-way, unless shown otherwise on the RMP map. Since the demand is minimal, separate right-of-way corridors for major transmission and utility systems are not designated.

The RMP identifies lands to be excluded, avoided, or available for additional rights-of-way. Rights-of-way granted prior to adoption of the RMP would continue to be used, subject to the conditions of the grant; renewals may be subject to conditions developed in the RMP.

Rights-of-way for access to private and state inholdings, inheld oil and gas leases, and pipelines for producing oil and gas wells by law cannot be denied; they are processed and issued upon application. Rights-of-way for county and state roads similarly would not be denied. BLM is required to recognize and maintain the county's Revised Statute (R.S.) 2477 road system and to provide right-of-way reservations to BLM or other federal agencies upon request. The land report, prepared at the same time as site-specific NEPA documentation, documents the action on each application.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Lands Available for Rights-of-Way</u>	<u>Acres</u>
In designated corridors	85,760
Outside designated corridors	1,308,840
Standard conditions	497,150
Special conditions	821,690
Surface restrictions to protect:	
- floodplains, riparian/aquatic areas	
- most ROS SPM-class area	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	

Lands to be Avoided 253,790

- Alkali Ridge ACEC
- Bridger Jack Mesa ACEC
- Butler Wash ACEC
- Cedar Mesa ACEC, partial
- Hovenweep ACEC
- Indian Creek ACEC
- Lavender Mesa ACEC
- Pearson Canyon hiking area
- Scenic Highway Corridor ACEC
- Shay Canyon ACEC
- most ROS P-class areas

Lands Excluded 120,800

- Cedar Mesa ACEC, partial (Grand Gulch special emphasis area)
- Dark Canyon ACEC
- RUS SPM-class area in San Juan River SRMA
- developed recreation sites

4212 LANDS

MANAGEMENT OBJECTIVE

- + To dispose of lands for community expansion or private uses where RMP goals would be kept; to process permits, leases and other actions as needed, while applying RMP goals to the extent possible.

GENERAL MANAGEMENT GUIDANCE

Most lands actions are processed by SJRA; these commonly involve authorizing specific land uses or disposing of public lands. These actions are considered upon application and cannot reasonably be predicted in the RMP.

The RMP identifies general criteria under which lands actions could be considered. The suitability of a specific tract to meet those criteria would be determined through the site-specific NEPA documentation and land report prepared when an action is proposed.

The RMP identifies specific tracts of land available for community expansion, public purposes, or private use; these lands are considered available for sale or disposal by other means.

Upon receipt of an application or proposal for a land sale, exchange, state indemnity selection, or other disposal action involving lands not identified as available in the RMP, a plan amendment would have to be prepared before the action could be considered. Generally, disposals of qualifying land would be allowed if: (1) they are in the national interest; (2) disposal meets requirements of other appropriate law, such as the R&PP Act; and (3) disposal is not precluded by law. The land report documents the action on each application.

The areas shown in table 9 are classified under the Classification and Multiple Use (C&MU) Act and are closed to entry under the public land laws, including the general mining laws, but not the mineral leasing laws.

Existing R&PP leases generally carry the right to patent. The existing 20-acre R&PP lease, previously determined suitable for patent, could be patented upon proper application. An additional 470 acres adjacent to Recapture Lake could be classified under R&PP as suitable for disposal, for a total of 490 acres.

Permits or leases for special public land uses are considered upon application. The RMP imposes conditions of use within specific areas. Special uses, including community expansion, can generally be accommodated on qualifying lands.

Unauthorized public land uses are resolved either through termination of the activity or by authorizing use of the lands to the trespasser, consistent with RMP management objectives. BLM gives priority to resolving unauthorized uses that involve malicious or criminal intent, threaten nationally significant sensitive resources, or interfere with the rights of authorized users.

SPECIFIC MANAGEMENT PRESCRIPTIONS

A total of 6,130 acres would be provided for disposal for community expansion or private use, including the tracts listed in table 10.

TABLE 9

**Classifications and Segregations
Made Prior to the Resource Management Plan**

<u>C&MU Classifications</u>	<u>Acreage</u>
Dark Canyon Primitive Area	57,427.72
Grand Gulch Primitive Area	32,847.00
Sand Island Recreation Site	253.59
Arch Canyon Recreation Site	40.00
Kane Springs Recreation Site	80.00
Salt Creek Recreation Site	240.00
Alkali Ridge Historic Site	80.00
Hole-in-the-kock Historic Trail	1,115.60
Butler Wash Archaeological Site	40.00
Subtotal	92,123.91
<u>Land Leases Issued Prior to RMP</u>	
<u>Acreage</u>	
<u>R&PP Lease</u>	
San Juan County Road Shed	20.00
<u>Small Business Lease</u>	
Fry Canyon Store	5.00
<u>Airport Lease</u>	
Bluff Airport lease	400.00
Subtotal	545.00
TOTAL ACRES CLASSIFIED	92,548.91

NOTE: Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

Source: BLM Master Title Plats, December 1984.

Table 10 provides legal descriptions for tracts that have been examined and found to meet the sales criteria of Section 203 of the Federal Land Policy and Management Act (FLPMA). Sale of individual parcels may be precluded on a temporary or long-term basis because of mining claim location, presence of cultural resources or historic sites, presence of habitat used by threatened or endangered (T/E) species (unless

disposal would benefit the species), or for other specific legal reasons.

Specific requests for land disposals or sales cannot be anticipated through the planning process. Other tracts not listed may be found suitable for sale under Section 203 of FLPMA. If an application for sale or other disposal is received, the requested tract would be examined to determine whether sale is in the national interest, needed for community expansion, or in the category of difficult and uneconomical to manage. The request may or may not be for an isolated parcel. A plan amendment would be required for sale of a tract that was not identified for sale in the RMP.

All of the parcels listed in table 10 were examined for resource conflicts. Parcels needed for management of other resource programs are not included for disposal.

4220 WITHDRAWAL PROCESSING AND REVIEW

MANAGEMENT OBJECTIVE

- + To continue withdrawal review, remove unneeded withdrawals, and process new withdrawals as needed.

GENERAL MANAGEMENT GUIDANCE

FLPMA requires BLM to review agency withdrawals and prior C&MU classifications according to schedules prepared by USO or upon special BLM or agency request. SJRA would review other-agency withdrawals (24,140 acres); withdrawals found to be obsolete can be removed. New withdrawals are processed upon request from BLM or other federal agencies, but can be made only by the Secretary or by Congress.

C&MU classifications remain in force until either the classification is lifted or the lands are formally withdrawn. The RMP does not affect existing land leases, which have been classified under the R&PP Act or the Small Tract Acts.

TABLE 10

Tracts Identified for Disposal

<u>Designation</u>	<u>Legal Description</u>	<u>Geographic Area</u>	<u>Acreage</u>
C, D, E, F	T. 40 S., R. 21 E. Sec. 27: S 1/2 SW 1/4	near Bluff	80.00
C	T. 36 S., R. 16 E. Sec. 28: N 1/2 NW 1/4 NW 1/4 NE 1/4	Fry Canyon store	5.00
A, D	T. 35 S., R. 22 E. Sec. 28: N 1/2 SW 1/4	north of Blanding	80.00
E	T. 36 S., R. 22 E. Sec. 12: Lots 1, 2, 4, 6 E 1/2 NE 1/4, SE 1/4 SE 1/4 Sec. 13: E 1/2 NE 1/4	at Recapture Lake	363.80
A, D	T. 31 S., R. 23 E. Sec. 34: NW 1/4 NW 1/4	near U-211 at Photograph Gap	40.00
A, D	T. 32 S., R. 23 E. Sec. 18: NE 1/4 NW 1/4 Sec. 24: SE 1/4 SW 1/4 Sec. 35: NW 1/4 SW 1/4	Harts Draw Peters Hill northwest of Monticello Airport	40.00 40.00 40.00
A, D	T. 35 S., R. 23 E. Sec. 9: NW 1/4 NW 1/4 Sec. 16: NE 1/4 NW 1/4 Sec. 19: NW 1/4 SE 1/4	Devils Canyon	120.00

NOTE: Each parcel is designated by letter as to the type(s) of disposal for which it is suitable, and under what authority, as follows:

- | | | | |
|---|--|---|--|
| A | Tracts uneconomic to manage, suitable for sale under authority of Sec. 203(a)(1) of FLPMA. | E | Tracts suitable for recreation and public purpose (R&PP) patent under authority of the R&PP Act of 1926 and Sec. 212 of FLPMA. |
| C | Public objective tracts, suitable for sale under authority of Sec. 203(a)(3) of FLPMA. | F | Tracts suitable for desert land entry (DLE patent) under the authority of the Act of March 3, 1877 as amended by the Act of March 3, 1891. |
| D | Tracts suitable for exchange under authority of Sec. 206(a) of FLPMA. | | |

(Continued)

TABLE 10 (Continued)

<u>Designation</u>	<u>Legal Description</u>	<u>Geographic Area</u>	<u>Acreage</u>
A, D	T. 36 S., R. 23 E. Sec. 8: NW 1/4 NW 1/4 Sec. 20: NE 1/4 SE 1/4	northeast of Recapture Lake	40.00
		northeast of Blanding	40.00
A, D	T. 39 S., R. 23 E. Sec. 23: SE 1/4 SE 1/4	in Navajo Indian reservation	^a 40.00
A, B, D	T. 39 S., R. 24 E. Sec. 17: S 1/2 Sec. 18: SE 1/4 Sec. 20: NE 1/4 Sec. 21: NE 1/4, S 1/2 Sec. 22: S 1/2 Sec. 27: W 1/2 Sec. 28: NE 1/4	in Navajo Indian reservation	^a 1,920.00
A, D	T. 39 S., R. 25 E. Sec. 6: NE 1/4 SE 1/4, S 1/2 SE 1/4 Sec. 7: Lot 2, E 1/2 NE 1/4, SW 1/4 NE 1/4, SE 1/4 NW 1/4	in Navajo Indian reservation	^a 317.85
A, D	T. 33 S., R. 24 E., Sec. 9: SE 1/4 NE 1/4 Sec. 33: SE 1/4 NE 1/4	near Monticello	80.00
A, D	T. 31 S., R. 25 E. Sec. 23: S 1/2 NE 1/4, SE 1/4 NW 1/4, N 1/2 SW 1/4, NE 1/4 SE 1/4	West Summit Point	240.00

NOTE: Each parcel is designated by letter as to the type(s) of disposal for which it is suitable, and under what authority, as follows:

A Tracts uneconomic to manage, suitable for sale under authority of Sec. 203(a)(1) of FLPMA.

D Tracts suitable for exchange under authority of Sec. 206(a) of FLPMA.

B Acquired tracts, suitable for sale under authority of Sec. 203(a)(2) of FLPMA.

^aThe tracts identified in the Navajo Indian reservation will not be considered available to the public for 5 years after adoption of the RMP, in case they are wanted by the Navajo tribe.

(Continued)

TABLE 10 (Continued)

<u>Designation</u>	<u>Legal Description</u>	<u>Geographic Area</u>	<u>Acreage</u>
A, D	T. 32 S., R. 25 E., Sec. 1: SE 1/4 SW 1/4 Sec. 12: SW 1/4 NE 1/4 Sec. 23: NW 1/4 NE 1/4, N 1/2 SE 1/4 Sec. 24: S 1/2 NE 1/4 Sec. 29: N 1/2	Summit/West Summit Point	600.00
A, D	T. 33 S., R. 25 E Sec. 13: SE 1/4 Sec. 19: NE 1/4 Sec. 24: SW 1/4	east of Monticello	480.00
A, D	T. 38 S., R. 25 E. Sec. 31: Lots 2, 3, 4	north of Hatch Trading Post	109.17
A, D	T. 39 S., R. 25 E Sec. 15: S 1/2	east of Hatch Trading Post	320.00
A, D	T. 32 S., R. 26 E. Sec. 14: Lots 1, 2, 3, 4 Sec. 15: SE 1/4 SW 1/4 Sec. 19: N 1/2 SE 1/4 Sec. 23: Lots 1, 2, 3, 4 Sec. 26: Lots 1, 2, 3, 4	East Summit	312.35
A, D	T. 33 S., R. 26 E. Sec. 9: W 1/2 SW 1/4 Sec. 10: SE 1/4 NE 1/4 Sec. 14: Lots 3, 4 Sec. 19: SW 1/4 SE 1/4 Sec. 30: W 1/2 NE 1/4, SE 1/4 NE 1/4 Sec. 31: E 1/2 NE 1/4, SW 1/4 NE 1/4, SE 1/4 NW 1/4	north and west of Ucolo	488.04

NOTE: Each parcel is designated by letter as to the type(s) of disposal for which it is suitable, and under what authority, as follows:

A Tracts uneconomic to manage, suitable for sale under authority of Sec. 203(a)(1) of FLPMA.

D Tracts suitable for exchange under authority of Sec. 206(a) of FLPMA.

(Continued)

TABLE 10 (Concluded)

<u>Designation</u>	<u>Legal Description</u>	<u>Geographic Area</u>	<u>Acreage</u>
A, D	T. 34 S., R. 26 E. Sec. 33: SW 1/4 NE 1/4 NW 1/4 SW 1/4, SE 1/4 SW 1/4	southeast of Eastland	120.00
A, D	T. 35 S., R. 26 E. Sec. 31: S 1/2 NW 1/4, N 1/2 SW 1/4, SW 1/4 SW 1/4	Cedar Point	200.00
<u>San Juan County Landfill</u>			
C, D	T. 40 S., R. 23 E. Sec. 27: a portion of NE 1/4	near Montezuma Creek	<u>10.00</u>
TOTAL			6,126.21

NOTE: Each parcel is designated by letter as to the type(s) of disposal for which it is suitable, and under what authority, as follows:

- | | | | |
|---|--|---|---|
| A | Tracts uneconomic to manage, suitable for sale under authority of Sec. 203(a)(1) of FLPMA. | D | Tracts suitable for exchange under authority of Sec. 206(a) of FLPMA. |
| C | Public objective tracts, suitable for sale under authority of Sec. 203(a)(3) of FLPMA. | | |

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Secretarial Withdrawals Requested</u>	<u>Acres</u>
C&MU classifications (prior to the RMP)	92,130
Acquired lands	9,730
Lands open prior to the RMP	30,520
- Cedar Mesa ACEC, partial (Grand Gulch special emphasis area partial)	
- Dark Canyon ACEC, partial	
- ROS SPM-class area in San Juan River SRMA	
- developed recreation sites	

4311 FOREST MANAGEMENT

MANAGEMENT OBJECTIVE

- + To allow use of woodland products in areas specified for this use; to preserve woodland products in other areas to meet RMP goals.

GENERAL MANAGEMENT GUIDANCE

SJRA manages woodland products by controlling harvests and sales. SJRA sells woodland products in designated areas for fuelwood, posts, Christmas trees, ornamental or medicinal purposes, and other uses as demand arises. After the RMP is adopted, areas would be designated through activity plans or site-specific NEPA documents prepared when proposals are received. Fuelwood harvest is limited to pinyon and juniper. Onsite use of wood products by recreationists (such as for campfires) is allowed except where specifically excluded in certain areas under the RMP.

In activity plans prepared following adoption of the RMP, all forest lands in SJRA would be assigned to one of four categories:

- (1) lands available for intensive management of forest products;
- (2) lands available for restricted management of forest products;

(3) lands where forests are managed to enhance other uses; and

(4) forest lands not available for management of forest products.

RMP goals and management objectives would be used to determine which areas are assigned to each category, and to impose conditions on forest product use.

Prior to any land treatment project (such as thinning) that would remove woodland products, SJRA strives first for sale and second for free use of those products.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Woodland Products Harvest</u>	<u>Acres</u>
Designated for private and commercial use of woodland products (including dead fuelwood)	1,479,310
Standard conditions	584,270
Special conditions	887,270
Surface restrictions to protect:	
- Alkali Ridge ACEC	
- Cedar Mesa ACEC, partial	
- Scenic Highway Corridor ACEC	
- most ROS SPM-class area	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	
Exclude from woodland products use except limited onsite collection of dead fuelwood (for campfires)	307,650
- Bridger Jack Mesa ACEC	
- Butler Wash ACEC	
- Cedar Mesa ACEC, partial (Grand Gulch special emphasis area)	
- Dark Canyon ACEC	
- floodplains, riparian/aquatic areas	
- Hovenweep ACEC	
- Indian Creek ACEC	
- Lavender Mesa ACEC	
- Shay Canyon ACEC	

- five identified mesa tops
- most ROS P-class areas
- ROS SPM-class area in San Juan River SRMA
- Pearson Canyon hiking area

Exclude from all woodland product use (including onsite collection of dead fuelwood for campfires) 250

- developed recreation sites

4312 FOREST DEVELOPMENT

MANAGEMENT OBJECTIVE

- + To manage forest resources for sustained yield where woodland products are sold, so long as RMP goals are met.

GENERAL MANAGEMENT GUIDANCE

SJRA may develop forest resources for sustained yield, where feasible, in areas where forest product sales are allowed under the RMP. The RMP may impose conditions of use or reclamation requirements in certain areas.

SPECIFIC MANAGEMENT PRESCRIPTIONS

None developed.

4322 GRAZING MANAGEMENT

MANAGEMENT OBJECTIVE

- + To continue to manage rangelands to produce livestock forage and water to meet current demand, so long as primitive recreation opportunities in Dark Canyon ACEC and the Grand Gulch area of Cedar Mesa ACEC and five mesa tops in crucial bighorn sheep habitat are protected; to manage identified areas to provide an ecological baseline for range studies.

GENERAL MANAGEMENT GUIDANCE

Changes in livestock use may be made in response to resource conflicts identified in the RMP or as a result of monitoring range condition and trend. Monitoring takes into account actual use, utilization, trend, and climate, to measure vegetation change and to determine the need for subsequent livestock adjustments. Any increase

or decrease in available forage allocation would be made on an individual allotment basis. In allotments that contain crucial wildlife habitat, allocations to livestock and wildlife would be equal, so long as consistent with management objectives for livestock and wildlife numbers. Initial grazing use decisions would be issued within 5 years after publication of the rangeland program summary (RPS) following adoption of the RMP.

An attempt will be made to reach agreements with permittees to restrict grazing to the average licensed use level (as shown in table 11). Such agreements will recognize preference but hold grazing use at average licensed use levels until monitoring indicates a need for adjustment. If agreements are not reached, BLM will issue decisions recognizing present grazing preference and season and specifying the monitoring to be conducted. If and when monitoring data confirm that management needs to be changed, BLM would attempt to make the change through agreement. If a suitable agreement is not reached, a decision would be issued.

Existing seasons of use or kinds of livestock may be changed in the future, provided (1) that physiological needs of plants are met for sustained-yield forage production and (2) that resource conflicts do not result. The decision whether to allow a change in season of use or kind of livestock would be made after assessing the proposal in NEPA documents prepared at that time. To prevent competition for forage and the transmission of disease from domestic to wild sheep, BLM would not allow any change in kind of livestock from cattle to sheep on an allotment within crucial desert bighorn sheep habitat.

SJRA grazing allotments have been evaluated as to resource potential and conflicts and assigned a management category (table 11) in accordance with BLM range policy. BLM staff have contacted the grazing permittees, and the permittees have agreed with the assigned categories. BLM endeavors to improve allotments with identified resource problems.

The RMP identifies allotments where existing allotment management plans (AMPs) should be implemented or modified, or where new AMPs should be prepared and implemented (table 11).

TABLE 11

Grazing Actions to be Implemented, by Allotment

<u>Allotment</u>	<u>Management Category</u>	<u>Past 5-Year Average AUMs</u>	<u>Future AUMs</u>	<u>Season of Use</u>	<u>AMP</u>	<u>New Land Treatments (acres)</u>	<u>Other Land Uses</u>	<u>Acres</u>
6801 Alkali Canyon	I	1,349	1,370	11/01 to 05/31	Yes	165	Alkali Ridge ACEC	6,520
6802 Alkali Point	I	282	395	05/16 to 06/20	Yes	900	Alkali Ridge ACEC	6,790
4830 Bear Trap	C	102	102	07/15 to 11/30	No	None	None	
4826 Big Indian	I	750	812	12/05 to 05/25	Yes	500	None	
6804 Black Steer	C	314	285	12/01 to 04/30	Yes	None	Land disposal	320
6835 Blue Mountain	C	20	20	07/01 to 09/30	No	None	None	
6803 Bluff Bench	C	33	33	12/01 to 03/11	No	None	None	
6805 Brown Canyon	M	61	61	11/16 to 03/15	No	None	None	
6846 Bug-Squaw	I	991	991	01/01 to 05/20	Yes	None	None	
6806 Bulldog	C	316	307	10/01 to 12/31 06/01 to 09/30	No	None	Land disposal Alkali Ridge ACEC	400 2,720

6808 Cave Canyon	I	1,895	1,892	11/01 to 05/15	Yes	None	Alkali Ridge ACEC Land disposal	8,230 110
4827 Church Rock	C	34	34	12/01 to 03/31	No	None	None	
6836 Comb Wash	I	2,870	2,903	10/16 to 05/31	Yes	290	Land disposal Grand Gulch SRMA Hole-in-the-Rock Trail Cedar Mesa ACEC Scenic Highway Corridor ACEC	120 65,610 790 59,530 1,250
6838 Corral	C	16	16	05/20 to 07/19	No	None	None	
6849 Cottonwood	I	1,080	1,104	10/16 to 06/10	Yes	190	Butler Wash Arch Dist Scenic Highway Corridor ACEC Grand Gulch SRMA	2,030 1,950 8,600
6811 Cross Canyon	I	2,289	2,343	11/01 to 05/31	Yes	435	Hovenweep ACEC Tin Cup Arch Dist	1,500 2,610
6812 Devils Canyon	M	195	195	06/01 to 09/30	No	None	Alkali Ridge ACEC	7,100
6813 Dodge Canyon	C	100	100	05/01 to 10/15	No	None	None	
6814 Dodge Point	C	13	13	06/01 to 10/31	No	None	None	

NOTE: Future AUMs show a change from the 5-year average only if a land treatment or land disposal is listed. A change may also occur if monitoring studies show a change is needed. Land treatment acres are only estimates based on assumptions made in the EIS. Some treatments may never be implemented and some may include more acres than are listed.

TABLE 11 (Continued)

<u>Allotment</u>	<u>Management Category</u>	<u>Past 5-Year Average AUMs</u>	<u>Future AUMs</u>	<u>Season of Use</u>	<u>AMP</u>	<u>New Land Treatments (acres)</u>	<u>Other Land Uses</u>	<u>Acres</u>
4804 Dry Farm	C	34	34	05/01 to 05/30	No	None	None	
4820 Dry Valley- Deer Neck	M	1,008	1,008	12/01 to 05/10	Yes	None	None	
4814 East Canyon	I	1,045	1,051	12/01 to 04/15	Yes	50	None	
6815 East League	M	1,800	1,800	10/16 to 05/15	Yes	None	San Juan River SRMA	450
4810 East Summit	C	25	17	04/01 to 12/31	No	None	Land disposal	230
4811 Harts Draw	I	2,359	2,371	10/16 to 06/15	Yes	110	Land disposal Indian Creek ACEC Shay Canyon ACEC Indian Creek SRMA	40 5,760 1,250 29,000
4825 Harts Point	I	478	485	03/01 to 05/31	Yes	55	None	
6848 Horse Canyon	M	310	310	11/01 to 03/31	No	None	None	
6816 Horsehead Canyon	C	83	83	05/16 to 10/31	No	None	None	
4813 Hurrah Pass	I	246	246	11/25 to 03/31	Yes	None	None	

4815	I	5,171	5,171	10/16 to 06/15	Yes	None	Grazing exclusion:
Indian Creek							Dark Canyon ACEC (part) 46,040
							Bridger Jack Mesa ACEC 5,290
							Lavender Mesa ACEC 640
							Bridger Jack Mesa ACEC 5,290
							Butler Wash ACEC 13,870
							Dark Canyon ACEC 46,040
							Indian Creek ACEC 7,340
							Lavender Mesa ACEC 640
							Shay Canyon ACEC 520
							Fable Valley Arch Dist 5,030
							Beef Basin SRMA 66,450
							Indian Creek SRMA 51,000
4822	I	217	217	11/15 to 03/31	No	None	None
Indian Rock							
6818	C	91	91	06/05 to 10/14	No	None	None
Johnson Creek							
6833	I	4,777	4,821	10/06 to 06/05	Yes	355	Grazing exclusion:
Lake Canyon							Wingate Mesa 24,600
							Grand Gulch 11,200
							Cedar Mesa ACEC 17,970
							Scenic Highway
							Corridor ACEC 21,290
							Grand Gulch SRMA 66,000
							Cedar Mesa Arch Dist 68,130
							Hole-in-the-Rock Trail 3,730
6839	C	5	5	09/01 to 3/31	No	None	None
Laws							
6819	M	280	280	04/01 to 11/30	No	None	Pearson Canyon- Hiking Area 1,280
Little Boulder							

NOTE: Future AUMs show a change from the 5-year average only if a land treatment or land disposal is listed. A change may also occur if monitoring studies show a change is needed. Land treatment acres are only estimates based on assumptions made in the EIS. Some treatments may never be implemented and some may include more acres than are listed.

TABLE 11 (Continued)

<u>Allotment</u>	<u>Management Category</u>	<u>Past 5-Year Average AUMs</u>	<u>Future AUMs</u>	<u>Season of Use</u>	<u>AMP</u>	<u>New Land Treatments (acres)</u>	<u>Other Land Uses</u>	<u>Acres</u>
4801 Lone Cedar	I	1,108	1,123	12/01 to 04/30	Yes	80	None	
6820 Long Canyon	C	116	116	05/15 to 10/15	No	None	None	
6821 Lyman	C	6	6	03/01 to 02/28	No	None	None	
4819 Mail Station	M	1,187	1,187	11/01 to 04/30	Yes	None	None	
6822 McCracken	I	602	602	01/01 to 05/15	Yes	None	San Juan river SRMA	2,420
6823 Montezuma	I	1,581	1,581	11/01 to 05/31	Yes	55	Alkali Ridge ACEC Three Kiva Pueblo	7,250 1
4806 Monticello Cowboy	M	618	618	11/16 to 04/30	Yes	None	None	
6825 Monument Canyon	I	434	445	12/05 to 05/31	Yes	165	Land disposal	320
6824 Owens Dugout	C	265	265	11/25 to 03/31	No	None	None	
6845 Pearson Point	M	100	100	03/01 to 12/31	No	None	None	

6827									
Perkins Bros.	I	3,411	3,411	11/01 to 05/31	Yes	None	San Juan River SKMA	12,230	
							Grand Gulch SRMA	47,380	
							Cedar Mesa Arch Dist	40,450	
							Hole-in-the-Rock Trail	860	
							Sand Island	1	
							River House Ruin	1	
							Cedar Mesa ACEC	47,380	
							Scenic Highway		
							Corridor ACEC	3,800	
4807									
Peters Canyon	C	50	50	11/16 to 03/31	No	None	None		
4805									
Peters Point	I	135	146	05/01 to 10/31	Yes	90	None		
6841									
Piute Knoll	C	25	0	05/01 to 10/31	No	None	Land disposal	160	
6842									
Rogers	C	0	0	01/01 to 4/30	No	None	None		
6847									
Roundup Corral	C	4	4	06/30 to 07/01 09/30 to 10/01	No	None	None		
6724									
Sage Flat	C	13	13	06/01 to 06/30	No	None	None		
6716									
Sage Grouse	C	7	0	05/01 to 05/31	No	None	Land disposal	320	
6850									
Shumway Point	M	496	496	11/01 to 03/31	No	None	None		

NOTE: Future AUMs show a change from the 5-year average only if a land treatment or land disposal is listed. A change may also occur if monitoring studies show a change is needed. Land treatment acres are only estimates based on assumptions made in the EIS. Some treatments may never be implemented and some may include more acres than are listed.

TABLE 11 (Continued)

<u>Allotment</u>	<u>Management Category</u>	<u>Past 5-Year Average AUMs</u>	<u>Future AUMs</u>	<u>Season of Use</u>	<u>AMP</u>	<u>New Land Treatments (acres)</u>	<u>Other Land Uses</u>	<u>Acres</u>
6834 Slickhorn	I	1,716	1,927	10/16 to 06/15	Yes	1,685	Hole-in-the-Rock Trail Grand Gulch SRMA Cedar Mesa ACEC Scenic Highway Corridor ACEC Cedar Mesa Arch Dist	730 132,810 132,810 9,570 127,210
4824 South Canyon	C	109	109	05/16 to 11/30	No	None	None	
4823 Spring Creek	I	90	96	05/01 to 10/31	No	45	None	
4812 Spring Creek West	I	152	158	06/16 to 10/15	No	50	None	
6828 Squaw Canyon	I	74	74	11/01 to 05/15	Yes	None	None	
4831 State Line	C	16	16	11/25 to 02/28	No	None	None	
6830 Stevens	C	43	43	03/01 to 02/28	No	None	None	
4818 Summit Canyon	C	40	40	07/01 to 08/31	No	None	None	
6831 Tank Bench- Brushy Basin	I	2,992	3,008	10/16 to 06/10	Yes	130	Grand Gulch SRMA	5,900

4802 Tank Draw	I	1,705	1,710	12/01 to 04/30	Yes	40	None	
6844 Texas-Muley	I	1,504	1,620	11/15 to 05/31	Yes	930	Cedar Mesa Arch Dist Grand Gulch SRMA Mule Canyon Ruin Cedar Mesa ACEC Scenic Highway Corridor ACEC	66,600 67,730 1 67,730 8,270
4817 Upper East Canyon	C	18	15	05/01 to 10/31	No	None	Land disposal	120
4803 Vega Creek	C	69	69	10/01 to 10/31	No	None	None	
6832 Verdure Creek	C	103	103	03/01 to 02/28	No	None	None	
6837 White Canyon	I	3,572	4,981	03/01 to 02/28	Yes	820	Grazing exclusion: mesa tops (desert bighorn sheep) Dark Canyon ACEC Land disposal Dark Canyon ACEC Scenic Highway Corridor ACEC	 56,740 16,000 25 16,000 32,260
6840 White Mesa	I	2,741	2,805	12/01 to 05/31	Yes	510	Grand Gulch SRMA	2,600

NOTE: Future AUMs show a change from the 5-year average only if a land treatment or land disposal is listed. A change may also occur if monitoring studies show a change is needed. Land treatment acres are only estimates based on assumptions made in the EIS. Some treatments may never be implemented and some may include more acres than are listed.

AMPs are activity plans prepared after approval of the RMP to meet its stated objectives. For a specific allotment, the AMP describes in detail the management objectives, grazing system to be used (such as deferred rotation or rest-rotation), and range improvements to be constructed.

Ecological site information is used to establish management objectives, management potential, and treatment potential within the allotment. Table 12 shows current and projected ecological condition by percentage of allotment.

Grazing systems would be maintained, revised, or implemented. Grazing system implementation would be based on consideration of (1) objectives detailed in an AMP; (2) resource characteristics detailed in the RMP; (3) vegetation characteristics determined by monitoring; (4) availability of water; (5) operator requests; and (6) implementation costs.

Range improvements facilitate grazing management. The potential for benefit from rangeland treatments is determined using ecological site information. Areas available for improvements are determined in the RMP. The extent, location, and scheduling of specific range projects would be determined on an individual allotment basis, and would depend on operator contributions and BLM funding capability. Maintenance of existing land treatments would be given preference over construction of new ones. Additional forage made available on a sustained-yield basis for livestock grazing through either improved management practices or maintenance or construction of land treatments could be allocated to meet or exceed full grazing preference. Forage available for livestock grazing is forage with no other conflicting demand for its use.

Whenever a specific project is proposed that would require expenditure of rangeland improvement funds, an investment analysis would be done to

(1) identify allotments where there is opportunity for a positive return on the investment;

- (2) integrate economic, resource, and social objectives in prioritizing investments; and
- (3) incorporate priorities and detailed investment analysis into annual work plans.

SJRA administers grazing on 312,660 acres available for livestock use within Glen Canyon NRA under BLM policy and regulations and the terms of BLM-NPS agreements. SJRA also administers grazing privileges on 100 acres within Hovenweep National Monument (NM).

Coordination of grazing responsibilities between BLM and NPS on lands within the NRA was addressed in the Umbrella Memorandum of Understanding [BLM and NPS, 1984], signed by the directors of NPS and BLM, and in the Interagency Agreement for Grazing Management on Glen Canyon National Recreation Area [BLM and NPS, 1986] signed by the Rocky Mountain Regional Director, NPS, and the Utah State Director, BLM. These agreements were taken into account in preparing the RMP.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Grazing Allotments/Licensed Use</u>	<u>Acres</u>
Allotments: 70 (69 cattle, 1 sheep)	2,071,450
public lands	1,758,690
Glen Canyon NRA	312,660
Hovenweep NM	100
Allotted to wildlife	17,300
Unallotted	3,200
 Licensed use: 55,344 AUMs	 1,933,230

<u>Grazing Exclusions</u>	<u>Acres</u>
Allotments: 24 (260 AUMs)	137,440
To protect:	
- Bridger Jack Mesa ACEC	
- Grand Gulch area of Cedar Mesa ACEC	
- Dark Canyon ACEC, partial	
- Lavender Mesa ACEC	
- five identified mesa tops	
- Pearson Canyon hiking area	
- developed recreation sites	

TABLE 12

Current and Projected Ecological Condition by Percentage of Allotment

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
ALKALI CANYON 6801			BIG INDIAN 4826 (Concluded)		
<u>Native</u>			<u>Seeding</u>		
Climax	0	3	Excellent	0	4
Late seral	28	28	Good	0	0
Mid seral	26	26	Fair	0	0
Early seral	30	27	Poor	0	0
Rock outcrop/badlands	9	9			
<u>Seeding</u>			BLACK STEER 6804		
Excellent	7	4	<u>Native</u>		
Good	0	3	Climax	0	1
Fair	0	0	Late seral	9	15
Poor	0	0	Mid seral	61	53
			Early seral	15	15
			Rock outcrop/badlands	15	16
ALKALI POINT 6802			<u>Seeding^b</u>		
<u>Native</u>			BLUE MOUNTAIN 6835		
Climax	0	0	<u>Native</u>		
Late seral	10	10	Climax	0	0
Mid seral	13	13	Late seral	23	23
Early seral	53	41	Mid seral	77	77
Rock outcrop/badlands	6	6	Early seral	0	0
<u>Seeding</u>			Rock outcrop/badlands	0	0
Excellent	18	21	<u>Seeding^b</u>		
Good	0	9	BLUFF BENCH 6803		
Fair	0	0	<u>Native</u>		
Poor	0	0	Climax	63	63
			Late seral	0	0
			Mid seral	16	16
			Early seral	0	0
			Rock outcrop/badlands	21	21
BEAR TRAP 4830			<u>Seeding^b</u>		
<u>Native</u>			BROWN CANYON 6805		
Climax	0	0	<u>Native</u>		
Late seral	0	0	Climax	0	0
Mid seral	100	100	Late seral	0	0
Early seral	0	0	Mid seral	30	30
Rock outcrop/badlands	0	0	Early seral	50	50
<u>Seeding^b</u>			Rock outcrop/badlands	20	20
			<u>Seeding^b</u>		
			BIG INDIAN 4826		
			<u>Native</u>		
			Climax	0	0
			Late seral	0	5
			Mid seral	30	30
			Early seral	50	50
			Rock outcrop/badlands	20	20
			<u>Seeding^b</u>		

(Continued)

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
BUG-SQUAW 6846			COMB WASH 6836		
<u>Native</u>			<u>Native</u>		
Climax	3	3	Climax	3	5
Late seral	4	9	Late seral	20	22
Mid seral	53	50	Mid seral	44	40
Early seral	21	19	Early seral	14	12
Rock outcrop/badlands	7	7	Rock outcrop/badlands	17	17
<u>Seeding</u>			<u>Seeding</u>		
Excellent	9	6	Excellent	0	2
Good	0	6	Good	0	0
Fair	3	0	Fair	1	1
Poor	0	0	Poor	1	1
BULLDOG 6806			CORRAL 6838		
<u>Native</u>			<u>Native</u>		
Climax	4	4	Climax	0	0
Late seral	0	0	Late seral	23	23
Mid seral	81	77	Mid seral	77	77
Early seral	2	6	Early seral	0	0
Rock outcrop/badlands	6	6	Rock outcrop/badlands	0	0
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	0	4			
Good	7	0			
Fair	0	3			
Poor	0	0			
CAVE CANYON 6808			COTTONWOOD 6849		
<u>Native</u>			<u>Native</u>		
Climax	0	4	Climax	0	1
Late seral	39	38	Late seral	9	14
Mid seral	24	24	Mid seral	60	56
Early seral	26	23	Early seral	16	14
Rock outcrop/badlands	11	11	Rock outcrop/badlands	15	15
<u>Seeding^b</u>			<u>Seeding^b</u>		
CHURCH ROCK 4827			CROSS CANYON 6811		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	0	6	Late seral	6	6
Mid seral	64	58	Mid seral	56	57
Early seral	0	0	Early seral	28	26
Rock outcrop/badlands	36	36	Rock outcrop/badlands	8	8
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	0	2
			Good	2	0
			Fair	0	1
			Poor	0	0

(Continued)

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
DEVILS CANYON 6812			EAST CANYON 4814		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	0	0	Late seral	0	5
Mid seral	28	27	Mid seral	52	51
Early seral	66	67	Early seral	44	39
Rock outcrop/badlands	6	6	Rock outcrop/badlands	4	4
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	0	1
			Good	0	0
			Fair	0	0
			Poor	0	0
DODGE CANYON 6813			EAST LEAGUE 6815		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	34	38
Late seral	60	60	Late seral	36	34
Mid seral	35	35	Mid seral	12	11
Early seral	0	0	Early seral	6	5
Rock outcrop/badlands	5	5	Rock outcrop/badlands	12	12
<u>Seeding^b</u>			<u>Seeding^b</u>		
DODGE POINT 6814			EAST SUMMIT 4810		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	5	a
Late seral	33	33	Late seral	0	0
Mid seral	19	19	Mid seral	95	0
Early seral	41	41	Early seral	0	0
Rock outcrop/badlands	7	7	Rock outcrop/badlands	0	0
<u>Seeding^b</u>			<u>Seeding^b</u>		
DRY FARM 4804			HARTS DRAW 4811		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	2	3
Late seral	7	7	Late seral	14	18
Mid seral	93	93	Mid seral	47	42
Early seral	0	0	Early seral	4	4
Rock outcrop/badlands	0	0	Rock outcrop/badlands	30	30
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	0	2
			Good	2	0
			Fair	1	0
			Poor	0	1
DRY VALLEY-DEER NECK 4820					
<u>Native</u>					
Climax	0	0			
Late seral	0	4			
Mid seral	42	43			
Early seral	54	49			
Rock outcrop/badlands	4	4			
<u>Seeding^b</u>					

(Continued)

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
HARTS POINT 4825			INDIAN ROCK 4822		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	0	7	Late seral	2	2
Mid seral	66	59	Mid seral	18	17
Early seral	0	0	Early seral	49	50
Rock outcrop/badlands	34	34	Rock outcrop/badlands	31	31
<u>Seeding^b</u>			<u>Seeding^b</u>		
HORSE CANYON 6848			JOHNSON CREEK 6818		
<u>Native</u>			<u>Native</u>		
Climax	8	8	Climax	0	0
Late seral	56	56	Late seral	0	0
Mid seral	11	11	Mid seral	86	86
Early seral	21	21	Early seral	0	0
Rock outcrop/badlands	4	4	Rock outcrop/badlands	5	5
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	0	0
			Good	0	0
			Fair	9	9
			Poor	0	0
HORSEHEAD CANYON 6816			LAKE CANYON 6833		
<u>Native</u>			<u>Native</u>		
Climax	1	1	Climax	11	13
Late seral	47	44	Late seral	24	24
Mid seral	32	33	Mid seral	20	19
Early seral	14	16	Early seral	7	6
Rock outcrop/badlands	6	6	Rock outcrop/badlands	38	38
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	0	c
			Good	0	0
			Fair	0	0
			Poor	0	0
HURKAH PASS 4813			LAWS 6839		
<u>Native</u>			<u>Native</u>		
Climax	8	10	Climax	0	0
Late seral	18	20	Late seral	0	0
Mid seral	38	35	Mid seral	29	29
Early seral	6	5	Early seral	51	51
Rock outcrop/badlands	30	30	Rock outcrop/badlands	20	20
<u>Seeding^b</u>			<u>Seeding^b</u>		
			Excellent	2	2
			Good	1	2
			Fair	0	0
			Poor	0	0
INDIAN CREEK 4815			(Continued)		
<u>Native</u>			<u>Native</u>		
Climax	3	4	Climax	0	0
Late seral	11	14	Late seral	0	0
Mid seral	39	36	Mid seral	29	29
Early seral	20	18	Early seral	51	51
Rock outcrop/badlands	24	24	Rock outcrop/badlands	20	20
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	2	2	Excellent	2	2
Good	1	2	Good	1	2
Fair	0	0	Fair	0	0
Poor	0	0	Poor	0	0

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
LITTLE BOULDER 6819			MAIL STATION 4819		
<u>Native</u>			<u>Native</u>		
Climax	5	5	Climax	0	0
Late seral	15	15	Late seral	0	9
Mid seral	60	60	Mid seral	89	80
Early seral	6	6	Early seral	2	2
Rock outcrop/badlands	7	7	Rock outcrop/badlands	9	9
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	1	1			
Good	6	4			
Fair	0	3			
Poor	0	0			
LONE CEDAR 4801			McCRACKEN 6822		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	36	37
Late seral	0	7	Late seral	12	12
Mid seral	67	60	Mid seral	14	13
Early seral	0	0	Early seral	0	0
Rock outcrop/badlands	33	33	Rock outcrop/badlands	38	38
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	0	c			
Good	0	0			
Fair	0	0			
Poor	0	0			
LONG CANYON 6820			MONTEZUMA CANYON 6823		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	2	3
Late seral	33	33	Late seral	16	17
Mid seral	21	21	Mid seral	21	23
Early seral	39	39	Early seral	40	36
Rock outcrop/badlands	7	7	Rock outcrop/badlands	11	11
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	5	3
			Good	2	4
			Fair	3	2
			Poor	0	1
LYMAN 6821			MONTICELLO COWBOY 4806		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	22	22	Late seral	0	8
Mid seral	0	0	Mid seral	81	74
Early seral	62	62	Early seral	11	10
Rock outcrop/badlands	16	16	Rock outcrop/badlands	8	8
<u>Seeding^b</u>			<u>Seeding^b</u>		

(Continued)

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
MONUMENT 6825			PETERS CANYON 4807		
<u>Native</u>			<u>Native</u>		
Climax	3	5	Climax	0	0
Late seral	19	21	Late seral	0	0
Mid seral	46	44	Mid seral	100	95
Early seral	16	14	Early seral	0	5
Rock outcrop/badlands	7	7	Rock outcrop/badlands	0	0
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	0	4			
Good	5	0			
Fair	4	3			
Poor	0	2			
OWENS DUGOUT 6824			PETERS POINT 4805		
<u>Native</u>			<u>Native</u>		
Climax	0	2	Climax	0	0
Late seral	20	24	Late seral	0	0
Mid seral	55	49	Mid seral	6	6
Early seral	0	0	Early seral	60	58
Rock outcrop/badlands	25	25	Rock outcrop/badlands	0	0
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	17	19
			Good	17	17
			Fair	0	0
			Poor	0	0
PEARSON POINT 6845			PIUTE KNOLL 6841		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	a
Late seral	0	0	Late seral	50	
Mid seral	51	49	Mid seral	50	
Early seral	9	11	Early seral	0	
Rock outcrop/badlands	6	6	Rock outcrop/badlands	0	
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	0	17			
Good	34	0			
Fair	0	17			
Poor	0	0			
PERKINS BROTHERS 6827			ROGERS 6842		
<u>Native</u>			<u>Native</u>		
Climax	17	22	Climax	0	0
Late seral	53	50	Late seral	0	0
Mid seral	22	20	Mid seral	60	60
Early seral	1	1	Early seral	30	30
Rock outcrop/badlands	7	7	Rock outcrop/badlands	10	10
<u>Seeding^b</u>			<u>Seeding^b</u>		

(Continued)

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition	Current	Future	Allotment, Ecological Condition Class, and Livestock Forage Condition	Current	Future
ROUNDUP CORRAL 6847			SOUTH CANYON 4824		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	23	23	Late seral	3	3
Mid seral	77	77	Mid seral	97	92
Early seral	0	0	Early seral	0	5
Rock outcrop/badlands	0	0	Rock outcrop/badlands	0	0
<u>Seeding^b</u>			<u>Seeding^b</u>		
SAGE FLAT 6724			SPRING CREEK 4823		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	0	0	Late seral	0	0
Mid seral	100	100	Mid seral	81	74
Early seral	0	0	Early seral	0	0
Rock outcrop/badlands	0	0	Rock outcrop/badlands	0	0
<u>Seeding^b</u>			<u>Seeding</u>		
SAGE GROUSE 6716			Excellent	8	12
<u>Native</u>			Good	0	0
Climax	0	a	Fair	11	0
Late seral	0	0	Poor	0	10
Mid seral	100	0	SPRING CREEK WEST 4812		
Early seral	0	0	<u>Native</u>		
Rock outcrop/badlands	0	0	Climax	0	0
<u>Seeding^b</u>			Late seral	0	0
SHUMWAY POINT 6850			Mid seral	100	95
<u>Native</u>			Early seral	0	5
Climax	0	0	Rock outcrop/badlands	0	0
Late seral	33	33	<u>Seeding^b</u>		
Mid seral	33	33	SQUAW CANYON 6828		
Early seral	27	27	<u>Native</u>		
Rock outcrop/badlands	7	7	Climax	0	0
<u>Seeding^b</u>			Late seral	0	6
SLICKHORN 6834			Mid seral	60	56
<u>Native</u>			Early seral	24	22
Climax	9	11	Rock outcrop/badlands	6	6
Late seral	21	22	<u>Seeding</u>		
Mid seral	31	29	Excellent	0	5
Early seral	27	24	Good	10	0
Rock outcrop/badlands	7	7	Fair	0	5
<u>Seeding</u>			Poor	0	0
Excellent	1	4	(Continued)		
Good	4	0			
Fair	0	3			
Poor	0	0			

TABLE 12 (Continued)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
STATE LINE 4831			TEXAS-MULEY 6844		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	2	2
Late seral	0	0	Late seral	0	6
Mid seral	100	100	Mid seral	64	59
Early seral	0	0	Early seral	21	19
Rock outcrop/badlands	0	0	Rock outcrop/badlands	9	9
<u>Seeding^b</u>			<u>Seeding</u>		
			Excellent	2	3
			Good	0	1
			Fair	2	0
			Poor	0	1
STEVENS 6830			UPPER EAST CANYON 4817		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	0	0	Late seral	0	0
Mid seral	0	0	Mid seral	100	100
Early seral	90	90	Early seral	0	0
Rock outcrop/badlands	10	10	Rock outcrop/badlands	0	0
<u>Seeding^b</u>			<u>Seeding^b</u>		
SUMMIT CANYON 4818			VEGA CREEK 4803		
<u>Native</u>			<u>Native</u>		
Climax	0	0	Climax	0	0
Late seral	0	0	Late seral	0	0
Mid seral	100	100	Mid seral	100	100
Early seral	0	0	Early seral	0	0
Rock outcrop/badlands	0	0	Rock outcrop/badlands	0	0
<u>Seeding^b</u>			<u>Seeding^b</u>		
TANK BENCH-BRUSHY BASIN 6831			VERDURE CREEK 6832		
<u>Native</u>			<u>Native</u>		
Climax	14	17	Climax	0	0
Late seral	23	23	Late seral	53	53
Mid seral	32	30	Mid seral	36	36
Early seral	7	6	Early seral	3	3
Rock outcrop/badlands	21	21	Rock outcrop/badlands	8	8
<u>Seeding</u>			<u>Seeding^b</u>		
Excellent	1	2			
Good	2	0			
Fair	0	1			
Poor	0	0			
TANK DRAW 4802			(Continued)		
<u>Native</u>					
Climax	0	0			
Late seral	0	8			
Mid seral	83	76			
Early seral	8	7			
Rock outcrop/badlands	9	9			
<u>Seeding^b</u>					

TABLE 12 (Concluded)

Allotment, Ecological Condition Class, and Livestock Forage Condition			Allotment, Ecological Condition Class, and Livestock Forage Condition		
	Current	Future		Current	Future
WHITE CANYON 6837			WHITE MESA 6840		
<u>Native</u>			<u>Native</u>		
Climax	15	17	Climax	3	5
Late seral	30	30	Late seral	19	20
Mid seral	33	30	Mid seral	33	31
Early seral	2	2	Early seral	28	25
Rock outcrop/badlands	15	15	Rock outcrop/badlands	11	11
<u>Seeding</u>			<u>Seeding</u>		
Excellent	0	3	Excellent	0	4
Good	3	0	Good	1	0
Fair	2	2	Fair	6	1
Poor	0	1	Poor	0	3

NOTE: Seral stage is an expression of the relative degree to which the kinds, proportions, and amounts of plants in a biotic community resemble the potential natural community for a given area. Early seral = 0 to 25 percent; Mid-seral = 26 to 50 percent; Late seral = 51 to 75 percent; and Climax = 76 to 100 percent of potential.

^aThe entire allotment is to be disposed of.

^bThis allotment has no seeding at present, and none is proposed under the RMP.

^cLess than 1 percent.

Other Management Actions Allotments Acres

Seasons of use		
Fall/winter	6	11,200
Fall/winter/spring	36	1,629,820
Summer	24	60,400
Yearlong	4	231,810

AMPs prepared prior to RMP:		
Modify and implement	9	1,148,800

New AMPs:		
Develop and implement	21	698,060

Land Treatments		
Maintain prior treatments	27	57,000
Implement land treatments identified in AMPs	24	232,120

NOTE: A total of 232,120 acres are considered potentially treatable (see figure 1 at the back of this volume). Site-specific land treatments could be implemented at appropriate locations within that area.

Special Management Designations

2 ACECs (to protect relict vegetation communities)		
		5,930
Bridger Jack Mesa ACEC		5,290
Lavender Mesa ACEC		640

Specific actions to be implemented on each grazing allotment were shown in table 11.

4331 CULTURAL RESOURCE MANAGEMENT

MANAGEMENT OBJECTIVE

- + To manage surface-disturbing actions so as to avoid adverse impacts to natural history, paleontological, and cultural resources as provided by law; to manage certain cultural resource values for information potential and public values.

GENERAL MANAGEMENT GUIDANCE

Natural history, paleontology, archaeology, and history resources are all administered under this program. By law, BLM is charged with

protecting these resources from vandalism and the adverse impacts of surface-use activities.

BLM conducts an ongoing inventory for natural history, paleontological, and cultural resources within the limits of available funding and personnel. Identified resources are protected as required by law, regulation, and policy; activity plans for management of specific sites would be prepared if needed.

BLM would consult with Utah State Historic Preservation Office and the Advisory Council on Historic Preservation for a formal or informal consultation under Section 106 of the National Historic Preservation Act before approving or implementing any action that may affect a site listed, or eligible for listing, on the National Register of Historic Places.

BLM would manage cultural resources according to three objectives: information potential, public values, and conservation. Five broad cultural use zones are designated; within each zone, management of cultural resources would concentrate on specific use categories (table 13).

Cultural properties would be protected from direct and, where possible, indirect adverse impacts from surface-disturbing actions. National Register cultural properties and archaeological districts, and those eligible for designation, would be protected and managed for specific cultural resource uses. Additional cultural properties or archaeological districts may be designated to the National Register if they qualify. Cultural resource management plans (CRMPs) would be developed for management of specific cultural properties and districts if needed (table 14).

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>National Register Nominations</u>	<u>Acres</u>
7 Nominations	357,290
4 cultural properties	10
3 archaeological districts	357,280

TABLE 13

Cultural Resource Use Zones

<u>Area</u>	<u>Approximate Acres</u>	<u>Approximate % of SJRA</u>	<u>Anticipated Uses</u>
North Abajo	275,000	16	Information potential Public values
Monticello-Blanding	500,000	28	Information potential
Grand Gulch Plateau SKMA	400,000	22	
Grand Gulch Archaeologic District	(5,000)	(less than 1)	Information potential Public values
Remainder of Grand Gulch Plateau SKMA	(395,000)	(22)	Conservation Public values
Southwest Abajo	440,000	25	Information potential
West Abajo	165,000	9	
Dark Canyon	(102,500)	(6)	Information potential
Fable Valley	(2,500)	(less than 1)	Conservation
Beef Basin	(60,000)	(3)	Information potential Public values
APPROXIMATE TOTAL	<u>1,780,000</u>	<u>100</u>	

NOTE: Acreages include only BLM administered public lands. Numbers in parentheses are components of area total.

TABLE 14

Management of Cultural Resources

<u>National Register Properties</u>	<u>Acres</u>
Alkali Ridge NHL ^a ^c	2,340
Hole-in-the-Rock Trail	6,110
Sand Island Petroglyph	b
Big Westwater Ruin	b
Butler Wash Archaeologic District	2,030
Grand Gulch Archaeologic District	4,240
Subtotal	<u>14,720</u>
<u>Potential National Register Eligible Cultural Properties</u>	<u>Acres</u>
Monarch Cave	b
Kachina Panel	b
Monarch Cave	b
Three Story Ruin	b
Kuin Spring	10
Subtotal	<u>10</u>
<u>Potential National Register Eligible Archaeologic Districts</u>	<u>Acres</u>
Cedar Mesa ^a	349,640
Fable Valley ^a	5,030
Tin Cup Mesa	2,610
Subtotal	<u>357,280</u>
TOTAL	372,010

^aArea where a CRMP would be developed and implemented.

^bLess than 1 acre. ^cNational Historic Landmark.

<u>CRMP Development and Implementation</u>	<u>Acres</u>
3 CRMPs	357,010
1 National Historic Landmark (NHL)	2,340
2 archaeological districts	354,670
<u>Special Management Designations</u>	<u>Acres</u>
4 ACECs	362,920
Alkali Ridge ACEC	35,890
Cedar Mesa ACEC	323,760
Hovenweep ACEC	1,500
Shay Canyon ACEC	1,770

4332 WILDERNESS MANAGEMENT

MANAGEMENT OBJECTIVE

+ To manage areas undergoing wilderness review under the interim management policy (IMP); to manage designated wilderness areas to protect wilderness values.

GENERAL MANAGEMENT GUIDANCE

Wilderness study areas (WSAs) and instant study areas (ISAs) are shown in table 15 and in figure 2 at the back of this volume. They would be managed under wilderness IMP until Congress either designates them as wilderness or drops them from wilderness review. Actions allowed under IMP would also be subject to restrictions developed in the RMP.

Congressional designation of a wilderness area would constitute a plan amendment. Designated wilderness would be managed under regulations at 43 CFR 8560. A wilderness management plan would be prepared to provide site-specific management guidance for designated wilderness areas.

Areas not designated as wilderness will remain under study until released from wilderness review by Congress. When released, these areas would be managed under guidance for management of other resource programs given in the RMP.

SPECIFIC MANAGEMENT PRESCRIPTIONS

None developed.

4333 RECREATION RESOURCE MANAGEMENT

MANAGEMENT OBJECTIVE

+ To develop recreation sites; to designate SRMAs and manage to protect recreation opportunities in accordance with RMP goals; to manage public lands to preserve most ROS P-class areas and protect most ROS SPNM-class areas in accordance with RMP goals; to designate all of SJKA as open, closed, or limited for ORV use, depending in part on ROS classes and on the need to protect other values in specific areas; and to recognize critical environmental values in specific areas.

TABLE 15

Wilderness Review Areas

<u>Unit Number and Name</u>	<u>Acreage</u>	<u>Contiguous Units</u>	<u>Acreage</u>
Dark Canyon ISA ^a	62,040	Dark Canyon Wilderness, Manti-LaSal NF Dark Canyon proposed wilderness, Glen Canyon NRA Needles proposed wilderness, Canyonlands NP	45,000 18,100 61,182
Grand Gulch ISA ^b	^c 37,810	San Juan proposed wilderness, Glen Canyon NRA	13,010
UT-060-164 Indian Creek WSA	6,870	Maze proposed wilderness, Canyonlands NP	105,980
UT-060-167 Bridger Jack Mesa WSA	5,290		
UT-060-169 Butler Wash WSA	22,030	Needles proposed wilderness, Canyonlands NP	61,182
UT-060-169A South Needles WSA	160	Needles proposed wilderness, Canyonlands NP	61,182
UT-060-171 Middle Point WSA ^a	5,990		
UT-060-181 Mancos Mesa WSA	51,440	Moki-Mancos proposed wilderness, Glen Canyon NRA	41,700
UT-060-188 Pine Canyon WSA ^b	10,890		
UT-060-191 Cheesebox Canyon WSA	15,410		

NOTE: Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

^aThe Dark Canyon ISA combines with the Middle Point WSA to form the Dark Canyon Complex, with a total of 68,030 acres.

^bThe Grand Gulch ISA combines with the Pine Canyon, Bullet Canyon, Slickhorn Canyon, and Sheiks Flat WSAs to form the Grand Gulch Complex, with a total of 105,520 acres.

^cThe statewide wilderness EIS uses 37,580 acres for the Grand Gulch ISA. Acreage calculations for the San Juan RMP from the master title plats revealed the actual total to be 37,807, which is rounded to 37,810. The difference between the two figures amounts to 0.6 percent.

(Continued)

TABLE 15 (Concluded)

<u>Unit Number and Name</u>	<u>Acreage</u>	<u>Contiguous Units</u>	<u>Acreage</u>
UT-060-196 Bullet Canyon WSA ^b	8,520		
UT-060-197/198 Slickhorn Canyon WSA ^b	45,390	San Juan proposed wilderness, Glen Canyon NRA	13,010
UT-060-201 Road Canyon WSA	52,420		
UT-060-204 Fish Creek WSA	46,440		
UT-060-205B Mule Canyon WSA	5,990		
UT-060-224 Sheiks Flat WSA ^b	3,140		
UT-060-227 Squaw Canyon WSA	6,580	CO-030-265A, Squaw Canyon WSA, Montrose District, Colorado BLM ^d	4,611
UT-060-229 Cross Canyon WSA	1,000	CO-030-265, Cross Canyon WSA, Montrose District, Colorado BLM ^d	11,734

NOTE: Surveyed land is measured to the hundredth of an acre; unsurveyed land is estimated to the nearest acre.

^bThe Grand Gulch ISA combines with the Pine Canyon, Bullet Canyon, Slickhorn Canyon, and Sheiks Flat WSAs to form the Grand Gulch Complex, with a total of 105,520 acres.

^dRefer to BLM, 1984a and BLM, 1984b for suitability recommendations for Colorado BLM's Squaw Canyon and Cross Canyon WSAs.

Source: BLM Master Title Plats, December 1984.

GENERAL MANAGEMENT GUIDANCE

TABLE 16

Specific areas are managed as SRMAs in recognition of intensive recreation use or special recreation values. The remainder of SJRA is managed as San Juan Extensive Recreation Management Area (RMA). An SRMA serves as the basis for preparation of an activity plan; activity plans are not projected for the extensive RMA. Some SRMAs were designated prior to the RMP, and some would be designated through the RMP (table 16). Additional SRMAs may be designated without a plan amendment in response to future use demands.

Dispersed recreation use would be allowed throughout SJRA, with permits required for commercial use. Permits are also required for private use in San Juan River SRMA. If demand increases, BLM may require permits for use in other areas where needed to protect resource values; this would not require a plan amendment. SJRA would continue to manage recreation use of the San Juan River in conjunction with NPS under the memorandum of understanding that existed prior to the RMP.

ORV use designations developed in the RMP would be made following completion of an ORV implementation plan and would become effective following publication in the Federal Register. The ORV designations do not distinguish between recreational and nonrecreational use; ORV use in an area designated closed or limited may be allowed under an authorized permit. ORV designations do not apply to federal, state, or county roads or to private or state inholdings and can be changed only through a plan amendment.

ROS classes have been identified based on inventory work in SJRA. Classes are based on five setting factors, which are reviewed periodically; a change in condition of the setting factors in any area could bring about a change in ROS class. The opportunities available in each class are described in appendix A. RMP special conditions developed to preserve and protect ROS P- and SPNM-class areas reflect the attributes present when the RMP was prepared; these special conditions may be changed only through a plan amendment.

Recreation Management Areas

<u>Special Recreation Management Area</u>	<u>Acres</u>
Canyon Basins ^a	214,390
Grand Gulch Plateau	385,000
San Juan River	<u>15,100</u>
TOTAL	614,490
<u>Extensive Recreation Management Area</u>	
Remainder of SJRA	1,163,420
<u>Developed Recreation Sites</u>	
Arch Canyon campsite	10
Butler Wash ruin	60
Comb Wash campsite	10
Indian Creek campsite	20
Indian Creek Falls campsite	10
Kane Gulch ranger station	40
Mexican Hat launch site	20
Mule Canyon ruin	10
Pearson Canyon hiking trail and campsite	20
Sand Island campground	40
Three Kiva pueblo	<u>10</u>
TOTAL	250

^a The Canyon Basins SRMA would include the existing Dark Canyon SRMA and the proposed Indian Creek and Beef Basin SRMAs.

Source: BLM records.

Portions of the San Juan and Colorado Rivers and the White Canyon drainage are listed as potential wild and scenic study segments under the Wild and Scenic Rivers Act, as amended. BLM has examined these study segments (appendix DD in the September 1987 proposed RMP) to determine their eligibility for inclusion in the wild and scenic river system and to determine their potential classification as wild, scenic, recreational, or a combination thereof.

All three segments in SJRA will be studied jointly with another federal agency (NPS, USFS, or the Bureau of Indian Affairs) to determine their suitability for designation as a wild and scenic river. The joint study of each river segment, tentatively scheduled to take place within 5 years after completion of the RMP, will be documented through a legislative environmental impact statement (EIS) prepared by the lead agency. The lead agency for the river segments in SJRA has not been determined; priority for the joint suitability study will be (1) San Juan River, (2) Colorado River, and (3) White Canyon drainage.

Interim management of the river segments (appendix DD in the September 1987 proposed RMP) will serve to protect the identified values until Congress acts. Any proposal for use of a study segment would require site-specific NEPA documentation, which would take these values into account and provide mitigation for any potentially adverse impacts.

SPECIFIC MANAGEMENT PRESCRIPTIONS

SRMA Management Acres

Manage to preserve ROS P-class and protect ROS SPNM-class area 614,490

Develop 3 SRMA management plans 614,490

NOTE: Recreation use of Dark Canyon and Grand Gulch Primitive Areas would be managed under guidelines in effect prior to the RMP until a revised activity plan is prepared.

San Juan Extensive RMA (includes all area not in an SRMA) 1,163,420

Developed Recreation Sites Acres

Intensify management of 11 developed recreation sites to protect facilities; develop or improve 7 of these recreation sites 250

ORV Use Designations Acres

Open to ORV use^a 611,310

Limited use with seasonal restrictions to protect: 540,260

- bighorn sheep lambing and rutting areas 329,750
- antelope fawning area 12,960
- deer winter range 197,550

Limited to Existing Roads and Trails 570,390

- To protect cultural, scenic, and recreational values:
- Alkali Ridge ACEC 35,890
 - Scenic Highway Corridor ACEC 78,390
 - most SPNM-class areas 456,110

Limited to Designated Roads and Trails 218,780

- To protect cultural, scenic, and recreational values:
- Cedar Mesa ACEC (partial) 208,970
 - Hovenweep ACEC 1,500
 - Pearson Canyon hiking area 1,280
 - Shay Canyon ACEC 1,770
 - SPNM-class areas in SRMAs 49,590
 - road corridors adjacent to SPNM-class areas 12,300
 - developed recreation sites 250
 - floodplains, riparian/aquatic areas 6,000

Closed to ORV Use 276,430

- To protect vegetation study areas:
- Bridger Jack Mesa 5,290
 - Lavender Mesa 640
- To protect cultural, scenic, and recreational values:
- Butler Wash ACEC 13,870
 - Cedar Mesa ACEC, partial 114,790
 - Dark Canyon ACEC 62,040
 - Indian Creek ACEC 13,100
 - most P-class areas 196,040
 - San Juan River SRMA SPM-class area 9,830
 - RN-class area on Mancos Mesa 9,430

NOTE: Acres may not be additive because of overlap

^a Squaw Canyon and Cross Canyon WSAs are within this acreage but would not be designated as open unless and until Congress releases them from WSA status.

Special Management Designations Acres

Dark Canyon ACEC 62,040

4333 VISUAL RESOURCE MANAGEMENT

MANAGEMENT OBJECTIVE

- + To provide a systematic method to identify, evaluate, and manage visual resource values; to protect certain scenic values; and to minimize adverse visual impacts in other areas while allowing land use activities to occur.

GENERAL MANAGEMENT GUIDANCE

Visual resource management (VRM) class areas have been identified based on inventory work in SJRA. Classes are based on visual resource conditions such as scenic quality, distance zones, and sensitivity levels. Criteria and objectives for VRM classes are shown in appendix B.. The conditions are reviewed periodically; a change in conditions could result in a change in VRM class. The RMP special conditions developed to protect visual resources through application of a specific VRM class may be changed only through a plan amendment.

VRM classes give management objectives to be applied to actions taking place on public lands. Land use proposals are reviewed individually to determine whether visual impacts can be adequately mitigated to meet the objective of the existing VRM class.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Special Management Designations</u>	<u>Acres</u>
4 ACECs	407,740
Butler Wash ACEC	13,870
Cedar Mesa ACEC	323,760
Indian Creek ACEC	13,100
Scenic Highway Corridor ACEC	78,390

NOTE: Acres are not additive because of overlap, which is accounted for in total.

4341 SOIL, WATER AND AIR MANAGEMENT

MANAGEMENT OBJECTIVE

- + To maintain or improve soil productivity, water quality, and air quality, and to improve watershed conditions, so long as RMP goals are met.

GENERAL MANAGEMENT GUIDANCE

BLM would manage actions on the public lands to protect the soil resource. Additionally, BLM would manage the soil resource to maintain or increase soil productivity as needed. Public lands would be managed in accordance with laws, executive orders, and regulations on floodplain and wetland areas to reduce resource loss from floods and erosion. BLM would determine the existence of prime and unique farmlands prior to approval of any actions.

BLM would maintain the soil data base by updating range site descriptions from information collected through range monitoring and other specific studies. Information is shared with Soil Conservation Service (SCS).

Watershed control structures in place prior to the RMP would be maintained. Additional structures may be installed if needed, subject to conditions developed in the RMP.

BLM would maintain the water quantity data base. Water quality data have been entered in the USGS STORET computer program and would be maintained. BLM would maintain water rights files and data entry on the statewide computer system. USGS stream gauging stations would be accommodated. BLM would take appropriate actions to maintain water quality in streams within SJRA to meet state and federal water quality standards, including designated beneficial uses and antidegradation requirements.

BLM would manage actions on public lands to meet air quality standards prescribed by federal, state, and local laws. BLM would protect existing air quality when feasible. BLM has identified Dark Canyon ACEC and the Grand Gulch special emphasis area within Cedar Mesa ACEC as

areas to be managed to protect pristine air quality conditions and other related air quality values (99,850 acres total).

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Watershed Control Structures</u>	<u>Acres</u>
Locate where needed	1,524,570
Standard conditions	584,270
Special conditions	1,045,660
Surface restrictions to protect:	
- Alkali Ridge ACEC	
- Butler Wash ACEC	
- Cedar Mesa ACEC, partial	
- Hovenweep ACEC, partial	
- Indian Creek ACEC	
- Scenic Highway Corridor ACEC	
- Shay Canyon ACEC	
- floodplains, riparian/aquatic areas	
- most ROS SPNM-class area	
- existing land leases	
Seasonal restrictions to protect:	
- bighorn sheep lambing and rutting areas	
- antelope fawning area	
- deer winter range	
Excluded	149,260
To protect	
- Bridger Jack Mesa ACEC	
- Cedar Mesa ACEC, partial (Grand Gulch special emphasis area)	
- Dark Canyon ACEC	
- Hovenweep ACEC, partial	
- Lavender Mesa ACEC	
- most ROS P-class areas	

Land Treatments (see 4320, Grazing Management)

4342 HAZARDOUS WASTE MANAGEMENT

MANAGEMENT OBJECTIVE

- + To identify sites that contain potentially hazardous materials; to develop mitigation for those sites.

GENERAL MANAGEMENT GUIDANCE

BLM would manage actions on public lands to

- (1) protect the health and safety of the public, federal land users, and BLM employees;
- (2) comply with applicable federal and state laws, rules, orders, etc., within the context of BLM's statutory mission as a federal natural resource manager; and
- (3) clean up past problems, control current problems, and avoid or minimize future problems of hazardous materials on public lands in a cost-effective manner.

At this time (1989), BLM policy regarding hazardous materials management is still being formulated.

BLM would identify active and abandoned hazardous material sites, if present, on a case-by-case basis and assess the need for further study of potential hazardous materials.

SPECIFIC MANAGEMENT PRESCRIPTIONS

None developed.

4351 HABITAT MANAGEMENT

MANAGEMENT OBJECTIVE

- + To provide habitat for a diversity of wildlife species and to alter management of wildlife habitats to protect and, if necessary, restore riparian areas and certain other wildlife habitats.

GENERAL MANAGEMENT GUIDANCE

Wildlife habitats would be managed to provide forage, cover, water, and space to support major wildlife species. Habitat management plans (HMPs) would be prepared and implemented to provide for site-specific wildlife habitat management. BLM would maintain wildlife water

developments constructed prior to the RMP, including 15 water sources developed for bighorn sheep and 3 for antelope.

Management actions in floodplains and wetlands would preserve, protect, and, if necessary, restore natural functions in accordance with laws, executive orders, and regulations. BLM would act to avoid degradation of streambanks or aquatic habitats and loss of riparian vegetation.

Ecological site information from range monitoring would be used to establish riparian habitat potential and monitor conditions. Activities in riparian zones, including mitigation of surface disturbance, would be designed to maintain and improve or restore riparian and aquatic habitat conditions.

Bridges and culverts would allow adequate fish passage where applicable. Big game species habitat would be managed in cooperation with Utah Division of Wildlife Resources (UDWR). Interagency big game studies would monitor habitat conditions.

Offsite mitigation would be required when unreclaimed disturbance caused by a user totals more than 10 acres in 2 years in crucial habitat. The offsite mitigation must be within the known habitat area, but not necessarily within the crucial habitat area. Offsite mitigation could include such measures as seedings or planting vegetation species favorable to the big game animals displaced, or constructing water projects that would allow the animals to use other parts of the habitat area. Offsite mitigation projects must be approved in advance by the authorized officer.

The RMP special conditions developed to protect crucial habitat for big game species, the upper Indian Creek special emphasis area within Shay Canyon ACEC, and the Cajon Pond special emphasis area within Hovenweep ACEC reflect the attributes present when the RMP was prepared, and may be changed only through a plan amendment.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Habitat Management Plans</u>	890,560
3 HMPs prepared and implemented	890,560
White Canyon-Red Canyon HMP	655,000
Hatch Point HMP	150,400
Beef Basin HMP	175,400

NOTE: HMP acreages are not additive because of overlap.

4352 ENDANGERED SPECIES MANAGEMENT

MANAGEMENT OBJECTIVE

- + To protect and conserve all officially listed and candidate plants and animals and their habitats as provided by law; to increase plant and animal populations where opportunities exist.

GENERAL MANAGEMENT GUIDANCE

No management action would be permitted on public lands that would jeopardize the continued existence of plant or animal species that are listed, are officially proposed for listing, or are candidates for listing as T/E. BLM would cooperate with U.S. Fish and Wildlife Service (USFWS) in writing recovery plans for T/E species located within SJRA. BLM would also consult USFWS for a formal or informal consultation under Section 7 of the Endangered Species Act before approving or implementing any action that may affect a protected species. Sensitive species listed by the State would be managed in similar fashion, except that no Section 7 consultation is required. SJRA would continue to cooperate in surveys to determine the extent or existence of threatened, endangered, or sensitive species.

SPECIFIC MANAGEMENT PRESCRIPTIONS

None developed.

4360 FIRE MANAGEMENT

MANAGEMENT OBJECTIVE

- + To suppress wildfires where necessary to protect life, property, and high-risk resource values; to suppress wildfires on a least-cost-plus-resource-loss basis (conditional suppression) for all other areas (P- and SPNM-class areas, areas closed to ORV use, etc.); and to use prescribed fire to implement or maintain seedings where necessary.

GENERAL MANAGEMENT GUIDANCE

Fires would be suppressed in accordance with the fire management plan prepared to implement KMP decisions. The fire management plan would detail prescriptions for or limitations on fire suppression, including areas where fires would be completely suppressed or allowed to burn, equipment and techniques allowed in specified areas, and values at risk to be protected.

SPECIFIC MANAGEMENT PRESCRIPTIONS

<u>Suppression</u>	<u>Acres</u>
To protect	266,060
- high resource values	264,600
- developed recreation sites	250
- riparian/aquatic habitat in SPNM- and SPM-class areas	1,210

<u>Conditional Suppression</u>	<u>Acres</u>
To maintain	1,453,530
- Bridger Jack Mesa ACEC	5,290
- Butler Wash ACEC	13,870
- Cedar Mesa ACEC	323,760
- Dark Canyon ACEC	62,040
- Hovenweep ACEC	2,000
- Indian Creek ACEC	13,100
- Lavender Mesa ACEC	640
- Scenic Highway Corridor ACEC	81,890
- ROS P-class areas	196,040
- Resource values (rest of SJRA)	751,940

<u>Fire Use (Prescribed Fire)</u>	<u>Acres</u>
To maintain	59,600
- prior seedings, where feasible	53,300
- new seedings, where feasible	6,300

NOTE: Acreages may not be additive because of overlap.

CHAPTER 3 - SPECIAL MANAGEMENT CONDITIONS

OVERVIEW

This chapter describes the special management conditions that would apply to certain areas or resources within San Juan Resource Area (SJKA) under the proposed resource management plan (RMP). These special conditions are part of the resource management program decisions and must be viewed together with the management prescriptions given in chapter 2.

RMP special conditions are intended to mitigate broad-scale adverse impacts to specific resource values found to be at risk. They would be applied to any actions taken in the areas specified; however, these are not the only conditions that might apply to a project.

Four levels of mitigation could apply to any action taken in SJKA:

- (1) mitigation required by law, executive order, or regulations;
- (2) the RMP special conditions presented here;
- (3) project stipulations either submitted as part of a proposed action or developed through site-specific National Environmental Policy Act (NEPA) documentation; and
- (4) standard operating conditions.

RMP special conditions would not apply if they would limit valid legal rights to use public lands (for example, under certain aspects of the mining laws). RMP decisions also do not apply where they would limit valid existing rights (rights that were in effect when the RMP was adopted, such as prior mineral leases). Miti-

gating measures mandated by law, executive order, or regulation are not listed here, but would apply to any project.

Some types of land uses, such as geophysical operations, do not require a Bureau of Land Management (BLM) decision or authorization except in areas closed or restricted to off-road vehicle (ORV) use which would require a permit. In most situations, project stipulations or special conditions would not be applied unless needed to mitigate unnecessary or undue degradation of public lands or resources. Projects that would result in unnecessary and undue degradation would be denied unless the operator could mitigate or lessen the degree of change to an acceptable level.

Except as noted above, the RMP special conditions would be applied to any projects proposed for the specific area identified, to protect the resource values at risk. If a project could not meet the special conditions, either it would have to be modified or denied or the RMP would have to be amended. However, the Area Manager may approve exceptions to application of the special conditions on a case-by-case basis if sufficient justification exists to show that this level of mitigation is not needed (such as granting an exception to a seasonal use requirement if a protected wildlife species is not using crucial habitat in a specific year).

Site-specific NEPA documentation, prepared at the time a project is evaluated for approval, would be used to analyze the project's environmental effects and to determine site-specific mitigation requirements. If adverse impacts

from a proposed action could not be mitigated, the project would be denied or modified to bring the degree of change to an acceptable level.

Standard operating procedures generally would apply to any project, but the area manager could modify or grant an exception to them on a case-by-case basis. These are not listed here. They include such things as standard road specifications, fencing specifications, trash control methods, landscaping specifications, and requirements for cultural resource clearances.

The RMP special conditions are part of the decisions, terms, and conditions for use of public lands and resources within SJRA. They cannot be changed without a plan amendment.

The special conditions are listed using the names given in chapter 2. RMP special conditions for areas of critical environmental concern (ACECs) are listed first, in alphabetical order, and followed by the special conditions for other areas and resource values.

SPECIAL CONDITONS FOR ACECS

ALKALI RIDGE

Alkali Ridge ACEC (35,890 acres), which covers the area between Alkali Canyon and Montezuma Canyon, contains Alkali Ridge National Historic Landmark (NHL) (2,340 acres). It would be managed under program 4331, Cultural Resource Management, for information potential and public values. The following special conditions are intended to protect cultural resources and would apply to actions within Alkali Ridge ACEC. Where riparian areas overlap Alkali Ridge ACEC, the special conditions for floodplains and riparian/aquatic areas would take precedence.

Measures that limit surface disturbance serve cultural resource objectives by reducing direct and indirect impacts.

Within the Alkali Ridge NHL, the requirements of appropriate regulations would be met, and all cultural resources would be avoided by 100 feet. In the remainder of the ACEC, all cul-

tural properties eligible for the National Register of Historic Places would be surrounded by an avoidance area sufficient to allow permanent protection. If cultural resources or their avoidance areas cannot be avoided, appropriate mitigation would be applied; such measures range from limited testing to extensive excavation.

In any given situation, mitigation would be designed to fit the specific circumstances and reviewed by the State Historic Preservation Officer and the Advisory Council on Historic Preservation. The cultural resource management plan (CRMP) developed for the ACEC would guide site protection, data recovery, and all other necessary cultural resource management activities.

Surface disturbance would be limited to that for which revegetation could be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed.

Alkali Ridge ACEC would be:

- open for mineral leasing (category 1) and geophysical work;
- available for disposal of mineral materials;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- available for private and commercial use of woodland products;
- available for livestock use;
- available for land treatments or other range improvements;
- designated as limited for ORV use, with use limited to existing roads and trails;

- managed as visual resource management (VRM) class III.
- available for wildlife habitat improvements; and
- subject to conditional fire suppression.

BRIDGER JACK MESA

Bridger Jack Mesa ACEC (5,290 acres), which covers the top of Bridger Jack Mesa, falls within the Canyon Basins Special Recreation Management Area (SRMA). The ACEC would be managed under program 4322, Grazing Management, to provide a baseline for rangeland studies through research and experiments and to allow for semiprimitive recreation. It would be used for comparative studies of ecological sites to study the recovery of near-relict plant communities from the effects of grazing. The following special conditions are intended to protect vegetation resources and would apply to actions within Bridger Jack Mesa ACEC. The ACEC would be in the semiprimitive nonmotorized (SPNM) recreation opportunity spectrum (ROS) class. The following special conditions, which take precedence, are in addition to the ROS special conditions.

Surface disturbance would be limited to that for which revegetation could be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species naturally occurring on the mesa top.

Bridger Jack Mesa ACEC would be:

- open for mineral leasing with stipulations to prevent surface occupancy of the mesa top (category 3);
- available for geophysical work;
- closed to disposal of mineral materials;

- open to mineral entry with an approved plan of operations, subject to stipulations precluding surface use of the mesa top insofar as possible;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private or commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- excluded from livestock grazing, including grazing by saddle stock and pack animals allowed for access;
- excluded from land treatments or other improvements, except for test plots and facilities necessary for study of the near-relict plant communities;
- designated as closed to ORV use;
- managed to limit recreation use if vegetation resources are being damaged;
- excluded from watershed control structures;
- excluded from wildlife habitat improvements;
- subject to conditional fire suppression; and
- excluded from surface disturbance by mechanized or motorized equipment, except helicopter access for scientific study and heliportable equipment; insofar as legally possible.

BUTLER WASH

Butler Wash ACEC (13,870 acres), which covers an area adjacent to the Needles District of Canyonlands National Park (NP), falls within Canyon Basins SRMA. The ACEC would be managed under program 4333, Recreation/Visual Resource Management, to protect scenic values. The following special conditions are intended to protect visual resources and would apply to actions within Butler Wash ACEC. Almost all of the ACEC is in the primitive (P) or SPNM ROS class. The

ACEC would be managed under the special conditions developed for ROS P-class areas. The following special conditions, which take precedence, are in addition to other special conditions.

To maintain scenic quality, surface disturbance would be limited to that for which revegetation could be successfully established within 1 year after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species naturally occurring in the vicinity.

Butler Wash ACEC would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3); however, the area manager would grant an exception to the no-surface-occupancy stipulation if an environmental assessment (EA) concludes that the project would not unduly impair the area's visual quality;
- available for geophysical work;
- closed to disposal of mineral materials;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- available for livestock use;
- designated as closed to ORV use;
- managed to limit recreation use if scenic values are being damaged;
- managed as VRM class I, with projects that meet these visual quality standards allowed; and

- subject to conditional fire suppression, with motorized suppression methods used only if necessary to protect life or property.

CEDAR MESA

Cedar Mesa ACEC (323,760 acres), which covers the area between Grand Gulch and Comb Wash, contains Grand Gulch Archeologic District and Grand Gulch Primitive Area and falls within Grand Gulch Plateau SRMA. It includes two special emphasis areas: Grand Gulch (49,130 acres) and Valley of the Gods (36,800 acres).

The Scenic Highway Corridor ACEC (designated under program 4333) overlaps 21,380 acres; in this area, the special conditions developed for Scenic Highway Corridor ACEC take precedence.

Where riparian areas overlap Cedar Mesa ACEC, the special conditions for floodplains and riparian/aquatic areas take precedence.

The ACEC contains both ROS classes P and SPNM. The following special conditions, which take precedence, are in addition to the ROS special conditions.

The ACEC would be designated jointly under programs 4331, Cultural Resource Management and 4333, Recreation/Visual Resource Management. It would be managed to protect cultural resources, scenic values, and natural values associated with primitive recreation. Cultural resources would be managed for information potential, public values, and conservation.

Activities within the ACEC would be approved only with special conditions to protect cultural and visual resources and primitive recreation opportunities. Areas identified as ROS class P would be managed to maintain that class.

Measures that limit surface disturbance serve cultural resource objectives by reducing direct and indirect impacts. Cultural properties eligible for the National Register of Historic Places would be surrounded by an avoidance area sufficient to allow permanent protection. If cultural resources or their avoidance areas

cannot be avoided, appropriate mitigation would be applied; such measures range from limited testing to extensive excavation. In any given case, mitigation would be designed to fit the specific circumstances and reviewed by the State Historic Preservation Officer and the Advisory Council on Historic Preservation. The CKMP developed for the ACEC would guide site protection, data recovery, and all other necessary cultural resource management activities.

Revegetation efforts for surface disturbance must be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed.

The Grand Gulch special emphasis area and ROS P-class areas within the ACEC would be managed to provide primitive recreation opportunities. The Valley of the Gods special emphasis area would be managed to maintain scenic quality. The Grand Gulch special emphasis area and ROS P-class areas would be protected from surface disturbance to the maximum extent possible. In the Valley of the Gods, surface disturbance would be managed to be compatible with VKM class I criteria. Surface disturbance in these special emphasis areas would be limited to that for which revegetation could be successfully established within 1 year after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. Revegetation in these special areas must be with native species naturally occurring in the vicinity.

Cedar Mesa ACEC would be:

- open for mineral leasing (category 1) and geophysical work;
- available for disposal of mineral materials;
- open to mineral entry with an approved plan of operations;

- retained in public ownership and not classified, segregated, or withdrawn from entry;
- available for private and commercial use of woodland products in designated areas, except that onsite collection of dead fuelwood for campfires would be allowed throughout the area;
- available for livestock use;
- available for land treatments or other range improvements;
- available for wildlife habitat improvements;
- designated as limited for ORV use, with use limited to designated roads and trails; and
- subject to conditional fire suppression.

The Grand Gulch special emphasis area and the ROS P-class areas within the ACEC would be:

- closed to mineral leasing in Grand Gulch special emphasis area (category 4); and open to leasing with no surface occupancy (category 3) in ROS P-class areas;
- available for geophysical work except Grand Gulch Special emphasis area;
- closed to disposal of mineral materials;
- retained in public ownership and classified as segregated from entry (a Secretarial withdrawal would be requested);
- excluded from private and commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- available for livestock use, except Grand Gulch itself, below Kane Gulch fence to the confluence with the San Juan River, 11,200 acres;
- designated as closed to ORV use;

- managed to limit recreation use if cultural resources or scenic values are being damaged;
- managed as VKM class I;
- subject to conditional fire suppression, with motorized suppression methods used only if necessary to protect life or property; and
- excluded from surface disturbance by mechanized or motorized equipment.

The Valley of the Gods special emphasis area within the ACEC would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3); however, the area manager would grant an exception to the no-surface-occupancy stipulation if an EA concludes the project would not unduly impair the visual quality of the area;
- available for geophysical work;
- available for disposal of mineral materials with an approved plan of operations;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- available for private and commercial use of woodland products in designated areas, except that limited onsite collection of dead fuelwood for campfires would be allowed throughout the area;
- available for livestock use;
- managed as VKM class I, with projects that meet these visual quality standards allowed;
- designated as limited for ORV use, with use limited to designated roads and trails; and
- subject to conditional fire suppression.

DARK CANYON

Dark Canyon ACEC (62,040 acres), which covers Dark Canyon Primitive Area, falls within Canyon Basins SRMA. The ACEC would be designated under program 4333, Recreation/Visual Resource Management and managed to protect scenic values and the natural values associated with primitive recreation. The ACEC would be in ROS class P or SPNM and would be managed under the special conditions developed for ROS P-class areas. Dark Canyon ACEC would also be subject to seasonal use conditions to protect crucial bighorn sheep habitat. The following special conditions, which take precedence, are in addition to other special conditions.

Activities within the ACEC would be approved only with special conditions to protect primitive recreation opportunities and scenic values. Areas within ROS class P would be managed to maintain that class. Surface disturbance would be limited to that for which revegetation could be successfully established within 1 year after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species naturally occurring in the vicinity.

Dark Canyon ACEC would be:

- closed to mineral leasing (category 4);
- closed for geophysical work;
- closed to disposal of mineral materials;
- retained in public ownership and classified as segregated from entry (a Secretarial withdrawal would be requested);
- excluded from private and commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- excluded from livestock use except Fable Valley where livestock trailing and emer-

gency grazing (drought or severe winter) would be allowed;

- designated as closed to ORV use;
- managed as VRM class I, with projects that meet these visual quality standards allowed;
- managed to limit recreation use if cultural resources or scenic values are being damaged; and
- subject to conditional fire suppression, with motorized suppression methods used only if necessary to protect life or property.

HOVENWEEP

Hovenweep ACEC (1,500 acres) covers an area around Hovenweep NM. The ACEC would be designated jointly under programs 4331, Cultural Resource Management and 4351, Habitat Management and would be managed to protect cultural resources and wildlife values. Cultural resources would be managed for information potential and public values. The ACEC includes two special emphasis areas: Cajon Pond (10 acres) and a visual emphasis zone (880 acres). Where riparian areas overlap Hovenweep ACEC, the special conditions for floodplains and riparian/aquatic areas take precedence.

Measures that limit surface disturbance serve cultural resource objectives by reducing direct and indirect impacts. Within Hovenweep ACEC, cultural properties eligible for the National Register of Historic Places would be avoided by 100 feet. If cultural resources or their avoidance areas cannot be avoided, appropriate mitigation would be applied; such measures range from limited testing to extensive excavation. In any given situation, mitigation would be designed to fit the specific circumstances and reviewed by the State Historic Preservation Officer and the Advisory Council on Historic Preservation. The CRMP developed for the ACEC would guide site protection, data recovery, and all other necessary cultural resource management activities.

Revegetation efforts for surface disturbance must be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed.

The visual protection zone special emphasis area (880 acres) corresponds to the area leased for oil and gas with no-surface-occupancy stipulations prior to adoption of the RMP. The Cajon Pond special emphasis area (10 acres) provides important wetland habitat for waterfowl and would be managed to enhance wildlife habitat. In addition, Hovenweep ACEC would be:

- open for mineral leasing (category 1) and geophysical work;
- closed to disposal of mineral materials;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- available for livestock use;
- available for land treatments or other range improvements;
- available for wildlife habitat improvements;
- designated as limited for ORV use, with use limited to designated roads and trails; and
- subject to conditional fire suppression.

In addition to the special conditions above, the visual emphasis zone would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3); and

- excluded from grazing improvements or land treatments.

In addition to the special conditions above, the Cajon Pond special emphasis area would be:

- open for mineral leasing and other surface uses with stipulations to prevent surface occupancy or surface disturbance during the shorebird and waterfowl courtship and nesting season (March 1 through June 30) (category 2); and
- excluded from livestock use within the fenced portion (about 1 acre).

INDIAN CREEK

Indian Creek ACEC (13,100 acres), which covers an area adjacent to Canyonlands NP, falls within Canyon Basins SRMA. It would be designated under program 4333, Recreation/Visual Resource Management, and managed to maintain scenic quality. The following special conditions are intended to enhance visual resources and would apply to actions within Indian Creek ACEC. Almost all of the ACEC would be in ROS class P or SPNM; the entire ACEC would be managed under the special conditions developed for ROS P-class areas. The following special conditions, which take precedence, are in addition to other special conditions.

To maintain scenic quality, surface disturbance would be limited to that for which revegetation could be successfully established within 1 year after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species naturally occurring in the vicinity.

Indian Creek ACEC would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3); however, the area manager would grant an exception to the no-surface-occupancy stipulation if an EA concludes that the project would not unduly impair the visual quality of the area;

- available for geophysical work;
- closed to disposal of mineral materials;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified as segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- available for livestock use;
- designated as closed to ORV use;
- managed to limit recreation use if scenic values are being damaged;
- managed as VKM class 1; and
- subject to conditional, fire suppression, with motorized suppression methods used only if necessary to protect life or property.

LAVENDER MESA

Lavender Mesa ACEC (640 acres), which covers the top of Lavender Mesa, falls within Canyon Basins SRMA. The ACEC would be designated under program 4322, Grazing Management, and managed to provide a baseline for rangeland studies through research and experiments and to allow for SPNM recreation. It would be used for comparative studies of ecological sites to study relict (never-grazed) plant communities. The following special conditions are intended to protect vegetation resources and would apply to actions within Lavender Mesa ACEC. The ACEC would be in ROS class SPNM. The following special conditions, which take precedence, are in addition to the ROS special conditions.

Surface disturbance would be limited to that for which revegetation could be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was

disturbed. All revegetation must be with native species naturally occurring on the mesa top.

Lavender Mesa ACEC would be:

- open for mineral leasing with stipulations to prevent surface occupancy of the mesa top (category 3);
- available for geophysical work;
- closed to disposal of mineral materials;
- open to mineral entry with an approved plan of operations, subject to stipulations precluding surface use of the mesa top insofar as possible;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private or commercial use of woodland products, except for limited onsite collection of dead wood for campfires;
- excluded from livestock grazing, including grazing by saddle stock and pack animals allowed for access;
- excluded from land treatments or other improvements, except for test plots and facilities necessary for study of relict plant communities;
- excluded from wildlife habitat improvements;
- excluded from watershed control structures;
- designated as closed to ORV use;
- managed to limit recreation use if cultural resources or scenic values are being damaged;
- subject to conditional fire suppression; and
- excluded from surface disturbance by mechanized or motorized equipment, except helicopter access for scientific study and heliportable equipment, insofar as possible.

SCENIC HIGHWAY CORRIDOR

Scenic Highway Corridor ACEC (78,390 acres) covers a visual zone along Highways U-95, U-261, and U-276 (formerly U-263), and part of the White Canyon viewshed. With the exception of the White Canyon viewshed, the corridor is approximately 1 mile wide. In the White Canyon viewshed (U-95 west from U-276), the south boundary of the corridor is the toe of the slope of Fry Point and Wingate Mesa. The north boundary is generally the toe of the slopes of the mesas north of White Canyon unless drawn differently on the RMP map. This ACEC contains part of Butler Wash Archaeologic District (2,030 acres total) and crosses Cedar Mesa ACEC and Grand Gulch Plateau SRMA. Cedar Mesa ACEC overlaps 21,380 acres. Scenic Highway Corridor ACEC would be designated under program 4333, Recreation/Visual Resource Management and managed to maintain scenic quality. The following special conditions, which take precedence, are in addition to other special conditions.

To maintain scenic quality, surface disturbance would be limited to that for which revegetation could be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species naturally occurring in the area.

Scenic Highway Corridor ACEC would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3); however, the area manager would grant an exception to the no-surface-occupancy stipulation if an EA concludes that the project would not unduly impair the visual quality of the area;
- available for geophysical work;
- open to mineral entry with an approved plan of operations;
- available for disposal of mineral materials subject to visual quality considerations;

- retained in public ownership and not classified, segregated, or withdrawn from entry;
- available for private and commercial use of woodland products in designated areas except that onsite collection of dead fuelwood for campfires would be allowed throughout the area;
- available for livestock use;
- designated as limited for ORV use, with use limited to existing roads and trails;
- managed to limit recreation use if scenic values are being damaged;
- managed as VKM class I, with projects that meet these visual quality standards allowed (those recreation development projects proposed in the 4333 section of this plan would not have to meet the VKM class I standards); and
- subject to conditional fire suppression.

SHAY CANYON

Shay Canyon ACEC (1,770 acres), which includes two branches of the Indian Creek drainage, would be designated under program 4331, Cultural Resource Management, and managed for conservation and public values. The following special conditions are intended to protect cultural resources and aquatic habitat and would apply to actions within Shay Canyon ACEC. Shay Canyon ACEC contains a special emphasis area along Indian Creek (200 acres). Where riparian areas overlap part of Shay Canyon ACEC, the special conditions for floodplains and riparian/aquatic areas take precedence.

Measures that limit surface disturbance serve cultural resource objectives by reducing direct and indirect impacts. Within Shay Canyon ACEC, cultural properties eligible for the National Register of Historic Places would be surrounded by a buffer sufficient to allow permanent protection. If cultural resources or their buffers cannot be avoided, appropriate mitigation would

be applied; such measures range from limited testing to extensive excavation.

In any given situation, mitigation would be designed to fit the specific circumstances and reviewed by the State Historic Preservation Officer and the Advisory Council on Historic Preservation. The CRMP developed for the ACEC would guide site protection, data recovery, and all other necessary cultural resource management activities.

Revegetation efforts for surface disturbance must be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed.

The upper Indian Creek special emphasis area (200 acres) would be managed to enhance riparian/aquatic habitat. The special emphasis area would be a corridor approximately 200 feet wide centered on Indian Creek.

Shay Canyon ACEC would be:

- open for mineral leasing (category 1) and geophysical work;
- available for disposal of mineral materials;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products except for limited onsite collection of dead fuelwood for campfires;
- available for livestock use;
- designated as limited for ORV use, with use limited to designated roads and trails;
- managed as VKM class I, with projects that meet these visual quality standards allowed; and

- subject to conditional fire suppression.

In addition to the special conditions above, the upper Indian Creek special emphasis area would be:

- managed to maintain riparian/aquatic habitat quality and to increase the extent of fishery habitat.

SPECIAL CONDITIONS FOR AREAS OTHER THAN ACECs

FLOODPLAINS AND RIPARIAN/AQUATIC AREAS

All floodplains and riparian/aquatic areas are managed in accordance with Executive Orders 11988 and 11990 and the Endangered Species Act, the BLM Riparian Area Management Policy, and the Utah guidelines for implementing BLM riparian area management policy. The acreage (6,000 acres) was estimated based on a corridor width of 100 feet. These special conditions apply to riparian areas wherever they occur, but not to nonriparian areas within the estimated corridor. Some of these areas are covered by other special conditions; the following special conditions are in addition to any others that may apply.

Floodplains and riparian/aquatic areas would be:

- open for mineral leasing with stipulations to prevent surface occupancy within actual floodplains or riparian/aquatic areas (category 3);
- available for geophysical work;
- available for disposal of mineral materials with an approved plan of operations;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products except for limited onsite collection of dead fuelwood for campfires;

- designated as limited for ORV use, with use limited to designated roads and trails;

- subject to fire suppression to protect riparian habitat in ROS SPNM-, SPM- and KN-class areas and to conditional suppression elsewhere; and

- excluded from surface disturbance by mechanized or motorized equipment (except as allowed above) and from structural development (unless there is no practical alternative or the development would enhance riparian/aquatic values) within actual floodplains or riparian/aquatic areas.

SEASONAL WILDLIFE PROTECTION AREAS

In addition to any other special conditions that may be in effect, crucial big game habitats are subject to special conditions regulating use during certain seasons. These seasonal conditions would not affect maintenance and operation activities for mineral production or hunting during a recognized hunting season established by the Utah Division of Wildlife Resources (UDWR).

The Area Manager may grant exceptions on a case-by-case basis during any year if it can be shown that (1) legal rights would be curtailed; (2) the animals are not present in a specific project location; or (3) the activity can be conducted so as not to adversely affect the animals.

Bighorn Sheep Lambing and Rutting Areas

Part of the 329,750-acre bighorn crucial habitat area falls in ROS classes P and SPNM. The following special conditions are in addition to the ROS special conditions, which take precedence.

Crucial bighorn sheep habitat would be closed to surface uses during the lambing season (April 1 to July 15) and the rutting (mating) season (October 15 to December 31). During these periods, no oil and gas leasing activities, geophysical work, or ORV use may take place.

Mining activities during these periods would require an approved plan of operations.

Any future proposal for a change in kind of livestock from cattle to sheep in crucial desert bighorn sheep habitat would be denied in order to prevent competition for forage and the transmission of disease from domestic to wild sheep.

Antelope Fawning Area

The antelope crucial habitat area would not be subject to the KUS special conditions.

The 12,960-acre crucial antelope habitat would be closed to surface uses during the fawning season (May 15 to June 15). During this period, no oil and gas leasing activity, geophysical work, or ORV use may take place. Mining activities during this period would require an approved plan of operations.

Deer Winter Range

Part of the deer crucial winter range areas fall in KUS class SPNM. The following special conditions are in addition to the KUS special conditions, which take precedence.

The 197,550-acre crucial deer winter habitat areas would be closed to surface uses during periods of critical winter use (December 15 to April 30). During this period, no oil and gas leasing activities, geophysical work, or ORV use may take place. Mining activities during this period would require an approved plan of operations.

Certain sagebrush parks within crucial deer winter range areas (9,800 acres) have been identified as providing a concentrated food source for wintering deer. Large-scale sagebrush removal could cause a significant loss of winter forage. The areas fall within various ROS classes; the following special conditions, which take precedence, are in addition to the KUS special conditions:

land treatments would be considered on a case-by-case basis.

IDENTIFIED MESA TOPS, BIGHORN SHEEP

Five mesa tops (56,740 acres) within the crucial bighorn sheep habitat have been identified as areas of potential conflict between bighorn and activities that cause surface disturbance resulting in removal of critical forage species.

Onsite mitigation would be required for projects that disturb or remove forage and browse species used by desert bighorn sheep; the purpose of the mitigation would be to replace the forage lost.

In addition to standard reclamation practices, revegetation of disturbed areas must be successfully initiated within 5 years after project completion. Revegetation would be deemed successfully initiated when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species palatable to desert bighorn sheep.

Livestock grazing, including land treatments and range improvement projects, would not be allowed.

RECREATION OPPORTUNITY SPECTRUM CLASS AREAS

These special conditions are necessary to ensure that specific areas are managed to maintain certain qualities found in the various ROS class areas. These special conditions are intended to maintain P- and SPNM-class areas identified in SJRA at the time the KMP is adopted, except those at Squaw and Cross Canyons near the Colorado state line. Special conditions are also developed to maintain the SPM-class areas in the San Juan River SRMA and to maintain primitive recreation opportunities on Mancos Mesa.

Primitive (P) Class

ROS P-class areas (196,040 acres) would be managed to be essentially free of evidence of human use and to maintain an environment of isolation (not more than 6 group encounters per day). Levels of management and use are aimed at maintaining natural ecosystems. These special conditions apply to all P-class areas except those at Squaw and Cross Canyons near the Colorado state line.

Activities within ROS P-class areas would be approved only with special conditions to maintain primitive recreation opportunities. Surface disturbance would be limited to that for which revegetation could be successfully established within 1 year after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. All revegetation must be with native species naturally occurring in the vicinity.

ROS P-class areas would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3);
- available for geophysical work;
- open to mineral entry with an approved plan of operations;
- closed to disposal of mineral materials;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products, except for onsite collection of dead wood for campfires;
- available for livestock use;
- excluded from new land treatments;
- managed to allow cultural resources to remain subject to natural forces;
- designated as closed to ORV use;
- managed as VKM class I, with only those projects that meet class-I objectives allowed;
- managed to limit recreation use to maintain primitive recreation opportunities;
- subject to conditional fire suppression, with motorized suppression methods used only if necessary to protect life or property; and

- excluded from surface disturbance by mechanized or motorized equipment.

Semiprimitive Nonmotorized (SPNM) Class

ROS SPNM-class areas (505,700 acres) would be managed to provide a predominantly natural environment with limited evidence of human use and restrictions and, where possible, to provide an environment of isolation (not more than 10 group encounters per day). Levels of management and use are aimed at maintaining natural ecosystems where feasible. These special conditions apply to all SPNM-class areas except those at Squaw and Cross Canyons near the Colorado state line.

Activities within ROS SPNM-class areas would be approved only with special conditions to maintain primitive recreation opportunities. Surface disturbance would be limited to that for which revegetation could be successfully established within 5 years after project completion. Revegetation would be deemed successful when seedlings are established and tending toward the density that existed before the surface was disturbed. New access routes would be completely rehabilitated after project completion, except that certain routes may be left for continued access at the request of BLM.

In SPNM areas cut by mile-wide SPM- or RN-class corridors (along established roads), the special conditions for SPNM areas would be applied, except that surface disturbance and new access roads would be reclaimed or rehabilitated to standard conditions.

ROS SPNM-class areas would be:

- open for mineral leasing with special conditions requiring revegetation as stated above within 5 years after project completion (category 2);
- available for geophysical work;
- available for disposal of mineral materials;
- open to mineral entry with an approved plan of operations;

- retained in public ownership and not classified, segregated, or withdrawn from entry;
- available for private and commercial use of woodland products in designated areas, except that onsite collection of dead fuelwood for campfires would be allowed throughout the area;
- available for livestock use;
- available for construction of range improvements and new land treatments so long as they are made to blend with the natural character of the land;
- managed to allow cultural resource management activities that blend with the natural character of the land;
- designated as limited for ORV use, with use limited to designated roads and trails in SRMAs and to existing roads and trails elsewhere;
- subject to conditional fire suppression, with motorized suppression methods allowed on designated roads and trails, except that fires in riparian areas would be suppressed; and
- managed to allow construction of development projects that blend with the natural character of the land.

Roaded Natural (RN) Class on Mancos Mesa

The RN-class area on Mancos Mesa (9,430 acres) would be closed to ORV use to protect the adjacent P-class areas. In an area closed to ORV use, a plan of operations is required for any mining-related activity other than casual use.

Semiprimitive Motorized (SPM) Class within San Juan River SRMA

The SPM-class area within San Juan River SRMA (9,380 acres) would be managed under the special conditions given above for P-class areas, except that motorized boat use on San Juan River would

be allowed. This area would be managed to maintain an environment of isolation insofar as allowed by the river permit and patrol system. Levels of management and use are aimed at maintaining safety and the riverine ecosystem.

The following special conditions are in addition to, and take precedence over, those for P-class areas.

The area would be withdrawn from mineral entry, and surface disturbance from mining activities on existing claims would be limited to the extent possible without curtailing valid existing rights. That area above the rim in the vicinity of the Bluff airport lease would be available for mineral material disposal.

Except for motorized boat use on the San Juan River, no vehicle access would be allowed from Comb Wash downstream to Lime Creek and below Mexican Hat bridge. In an area closed to ORV use, a plan of operations is required for any mining-related activity other than casual use. In other areas within the SRMA, vehicle access would be limited to designated roads and trails.

PEARSON CANYON HIKING AREA

Pearson Canyon Hiking Area (1,280 acres) would be managed for intensive recreation use. The hiking area would be:

- open for mineral leasing with stipulations to prevent surface occupancy (category 3);
- available for geophysical work;
- closed to disposal of mineral materials;
- open to mineral entry with an approved plan of operations;
- retained in public ownership and not classified, segregated, or withdrawn from entry;
- excluded from private and commercial use of woodland products, except for limited onsite collection of dead wood for campfires;

- excluded from livestock use;
- excluded from land treatments and other livestock or wildlife improvements;
- designated as limited for OKV use, with use limited to designated roads and trails;
- managed to limit recreation use if natural values are being damaged;
- subject to conditional fire suppression; and
- excluded from surface disturbance by mechanized or motorized equipment.

DEVELOPED RECREATION SITES

The special conditions for 250 acres of developed recreation sites are those necessary to protect the Federal Government's investment in capital improvements and facilities. The special conditions would apply when site development begins, except for mineral leasing category stipulations, which would apply upon adoption of the RMP.

Developed recreation sites would be:

- open for oil and gas leasing with stipulations to prevent surface occupancy (category 3);
- withdrawn from mineral entry;
- excluded from livestock grazing;
- excluded from land treatments or other range improvements;
- excluded from private and commercial use of woodland products, including limited onsite collection of dead fuelwood for campfires;
- designated as limited for OKV use, with use limited to designated roads and trails; and
- subject to fire suppression.

EXISTING LAND LEASES

Existing special land use leases carry conditions to ensure that the public lands remain suitable for the purpose for which the lease was issued. Special conditions would be applied to other land use activities consistent with these prior lease rights. Existing rights-of-way would remain in effect with the stipulations in place when issued.

The following special conditions would be applied to protect existing special land use leases.

Bluff Airport Lease

Uses of the 400 acres now covered by the Bluff Airport lease would be allowed only when consistent with the use of the leased land for airport purposes. The land could be used for extraction or production of natural resources, including grazing, only with consent of the lessee. The party wishing to use the land must file with the Federal Aeronautics Administration (FAA) and would be bound by FAA regulations Part 77, "Objects Affecting Navigable Airspace."

Recapture Lake Right-of-Way

The 20-acre Recapture Lake R&PP lease has been relinquished, and the lake (480 acres) is presently under a right-of-way with stipulations to prevent surface occupancy (category 3). Under the proposed RMP, the area would remain in leasing category 3 and would be open to mineral entry.

MATERIAL SITE RIGHTS-OF-WAY

Material site rights-of-way (900 acres) are segregated from mineral entry as long as the right-of-way is in effect. These were listed in chapter 2, but are not mapped. When the grantee relinquishes the right-of-way, the lands would be reopened to mineral entry.

This Page Was
Intentionally
Left Blank
To Fix
a Pagination
Error

CHAPTER 4 - IMPLEMENTATION AND MONITORING

OVERVIEW

This implementation and monitoring plan describes monitoring procedures to be followed, implementation schedules, and other information that is part of the resource management plan (RMP). RMP implementation is expected to be complete within 10 years after adoption, except for certain grazing decisions.

USING THE RESOURCE MANAGEMENT PLAN

In using the RMP, the Bureau of Land Management (BLM) will

- implement the plan decisions;
- monitor both implementation and decisions to ensure that the plan remains current and evaluate the results; and
- modify the RMP in response to the monitoring process or specific proposals through maintenance, plan amendment, or plan revision.

IMPLEMENTING THE PLAN DECISIONS

Implementation translates the plan decisions (management actions, activity plans, land allocations, etc.) into on-the-ground action. It includes such diverse items as

- providing personnel and equipment to make physical changes, such as constructing facilities for a developed recreation site;
- changing land-status plats to reflect land-allocation decisions, and issuing leases and permits accordingly;
- taking actions to inform the public, such as printing maps of ORV-use designations; and

- tailoring BLM's budget and staff requirements to ensure that plan decisions can be put into action.

Implementation also means establishing priorities and schedules. Some actions have established schedules that must be met. For example, all grazing-use decisions must be issued within 5 years following publication of the rangeland program summary (RPS), which will be published with the final RMP. Other decisions take effect immediately when the RMP is adopted, or provide for ongoing action in response to specific project requests.

The RMP provides BLM with a systematic way to prioritize funding and personnel management. Decisions in the RMP shape BLM's goals and objectives for managing public lands and resources; the RMP's primary goals should be given priority in allocating work months and project funding. Besides informing the public of BLM's priorities, the RMP serves as a "contract" among different levels of management within the agency to ensure that BLM's financial planning process supports the plan goals and objectives.

MONITORING AND EVALUATION

Monitoring the RMP includes both on-the-ground resource indicators and the land-use decisions themselves, and should provide ongoing answers to the following questions:

- Are the management decisions in the RMP being implemented in a timely manner?
- Are plan decisions being carried out through site-specific activity plans?

- Were the impacts to the human environment (beneficial or adverse) projected accurately in the environmental impact statement (EIS), and are prescribed mitigation measures effective in decreasing adverse impacts?
- Are the projects or prescriptions, as implemented, successful in achieving the desired result of resource protection or resource production?
- Are the planning decisions, as implemented, successful in meeting the goals and objectives of the RMP selected?
- Are the RMP goals and objectives valid and appropriate to meet public needs for use of public lands and resources?

Plan monitoring is important to ensure that the RMP is a useful management tool. It points out both successes and inadequacies in the RMP and is used to keep the plan current. Monitoring provides the manager with evaluation to ensure that laws, regulations, and policies are being met; that management programs are proceeding in the desired direction; and that the resource conflicts and administrative problems identified in the RMP are being adequately resolved.

MODIFYING THE PLAN

The RMP can be modified through plan maintenance, plan amendment, or plan revision.

ANTICIPATED IMPLEMENTATION AND MONITORING NEEDS

Table 17 lists, by management program, the anticipated priorities, implementation, scheduling, and monitoring needs for the RMP. This general table is intended to give a framework for the types of implementation actions, general schedules, and broad objectives of monitoring for the management actions given in the plan.

For some programs, implementation depends upon further agency action and cannot be anticipated. Coal implementation depends on an unsuitability analysis, wilderness or wild-and-scenic-river designations on Congressional action, and hazardous-waste management on formulation of agency policy. A more detailed monitoring plan for grazing management will be found in the RPS. The range monitoring plan is required by the agreement stemming from the court-ordered grazing studies.

TABLE 17

**Anticipated Implementation and Monitoring of Resource Management
Plan Decisions, by Management Program**

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4111 Oil and Gas Management	Issue leases with proper stipulations and special conditions (by USO).	Immediate upon approval of RMP.	Ensure that plats are correct and leases are issued with proper conditions.
	Apply RMP stipulations and special conditions to applications for permit to drill (APDs) and other projects through NEPA documentation.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Apply RMP stipulations and special conditions to geophysical activities where possible.	Ongoing.	Ensure compliance with FLPMA.
4113 Geothermal Management	Amend RMP to develop lease stipulations and special conditions, if geothermal leases are issued.	Undetermined.	If leased, ensure that plats are correct and leases issued with proper conditions; field check for presence or absence of geothermal resources.
4121 Coal Management	Apply RMP stipulations and special conditions to coal exploration.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Amend RMP to determine coal leasing unsuitability, lease stipulations, and special conditions, if coal leases are issued.	Undetermined.	If leased, ensure that plats are correct and leases issued with proper conditions.
4122 Tar Sand Management	Issue leases with proper stipulations and special conditions (by USO).	Immediate upon approval of RMP.	Ensure that plats are correct and leases issued with proper conditions.

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

(Continued)

TABLE 17 (Continued)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4131 Mineral Materials Management	Apply RMP stipulations and special conditions to applications for disposal through NEPA documentation.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
4132 Mining Law Administration	Apply for withdrawals (by Secretarial Order); show on plats. Prioritize as follows: - San Juan River, ROS SPM-class in SRMA; - Developed recreation sites; - Grand Gulch special emphasis area, Cedar Mesa ACEC; - prior classifications and segregations, acquired lands, and DOE withdrawal.	Within 2 years after approval of RMP.	Ensure that plats are correct.
	Apply RMP stipulations and special conditions to plans of operation through NEPA documentation.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Review notices of intent.	Ongoing.	Ensure compliance with FLPMA. ^b
4133 Other Nonenergy Leasables	Issue leases with proper stipulations and special conditions (by USO). Apply RMP stipulations and special conditions to exploration permits and exploration and mining operations.	Immediate upon approval of RMP. Ongoing.	Ensure that plats are correct and leases issued with proper conditions. Ensure compliance with NEPA; ^a determine if RMP objectives are valid.

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

^bCompliance with FLPMA requires prevention of unnecessary and undue degradation of public lands and resources.

(Continued)

TABLE 17 (Continued)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>	
4211	Kights-of-way	Apply RMP stipulations and special conditions to right-of-way grants.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
4212	Lands	Apply RMP stipulations and special conditions to lands and realty applications, permits, sales, and leases through NEPA documentation.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
		Use RMP objectives to determine whether land disposals are in the national interest.	Ongoing.	Watch for cumulative impacts; see if RMP objectives are met; determine if RMP objectives are valid.
		Resolve unauthorized land uses to meet RMP goals and objectives.	Ongoing.	Watch for cumulative impacts; see if RMP objectives are met; determine if RMP objectives are valid.
4220	Withdrawal Processing and Review	Use RMP objectives to determine whether existing and proposed withdrawals are in the national interest.	Ongoing.	Watch for cumulative impacts; see if RMP objectives are met; determine if RMP objectives are valid.
4311	Forest Management	Designate sites for private harvest of dead fuelwood products through NEPA documentation.	Ongoing (2 sites within 1 year after approval of RMP; one site per fiscal year thereafter.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
		Prioritize as follows: <ul style="list-style-type: none"> - Cedar Mesa ACEC; - areas near Navajo Indian reservation; - areas near Blanding; - areas near Monticello; - other areas as needed. 		

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

(Continued)

TABLE 17 (Continued)

Program	Implementation	Schedule	Monitoring Objectives
4311 Forest Management (concluded)	<p>Designate sites for private and commercial harvest of other woodland products through NEPA documentation.</p> <p>Prioritize as follows:</p> <ul style="list-style-type: none"> - Cedar Mesa ACEC; - areas near Navajo Indian reservation; - areas near Blanding; - areas near Monticello; - other areas; 	<p>Within 2 years after approval of RMP for juniper posts and Christmas trees; ongoing for other sites.</p>	<p>Ensure compliance with NEPA;^a determine if RMP objectives are valid.</p>
4312 Forest Development	<p>Provide forest development projects in keeping with RMP stipulations and special conditions through NEPA documentation.</p>	<p>Ongoing.</p>	<p>Ensure compliance with NEPA;^a determine if RMP objectives are valid.</p>
4322 Grazing Management	<p>License grazing use and exclude livestock from specific areas listed in RMP.</p>	<p>Within 2 years after approval of RMP.</p>	<p>See RPS.</p>
	<p>Prioritize as shown in RPS (published with final RMP).</p>		
	<p>Change season of use on certain allotments to meet RMP objectives.</p>	<p>Within 2 years after approval of RMP.</p>	<p>See RPS.</p>
	<p>Prioritize as shown in RPS.</p>		
	<p>Modify or prepare AMPs; apply RMP stipulations and special conditions through NEPA documentation.</p>	<p>Ongoing.</p>	<p>Ensure compliance with NEPA;^a determine if RMP objectives are valid.</p>
	<p>Prioritize as shown in RPS.</p>		

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

(Continued)

TABLE 17 (Continued)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4322 Grazing Management (concluded)	Maintain existing land treatments and provide new land treatments; apply RMP stipulations and special conditions through NEPA documentation.	Ongoing (over a 10-year period).	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Designate Bridger Jack Mesa and Lavender Mesa ACECs.	Immediate upon approval of RMP.	Ensure that plats are correct.
	Prepare management plans for special designation areas; incorporate RMP objectives through NEPA documentation.	Within 1 year after approval of RMP.	Ensure compliance with management plans; watch for cumulative impacts; determine if special values are properly protected; determine if designation remains valid.
	Prioritize as follows: - Bridger Jack Mesa ACEC; - Lavender Mesa ACEC.		
4331 Natural History/Cultural Resource Management	Apply legal requirements and use RMP objectives to manage cultural resources in the national interest.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Designate Alkali Ridge, Cedar Mesa, Hovenweep, and Shay Canyon ACECs.	Immediate upon approval of RMP.	Ensure that plats are correct.
	Prepare management plans for special designation areas; incorporate RMP objectives through NEPA documentation.	Ongoing.	Ensure compliance with management plan; watch for cumulative impacts; determine if special values are properly protected; determine if designation remains valid.
	Prioritize as follows: - Alkali Ridge ACEC; - Cedar Mesa ACEC; - Shay Canyon ACEC; - Hovenweep ACEC.		

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

(Continued)

TABLE 17 (Continued)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4333 Recreation/ Visual Resource Management (continued)	Prepare management plans for special designation areas; incorporate RMP objectives through NEPA documentation. Prioritize as follows: - Scenic Highway Corridor ACEC; - Cedar Mesa ACEC; - Dark Canyon ACEC; - Indian Creek ACEC; - Butler Wash ACEC.	Ongoing.	Ensure compliance with management plans; watch for cumulative impacts; determine if special values are properly protected; determine if designation remains valid.
	Designate special recreation management areas (SRMAS) for Canyon Basins, Grand Gulch Plateau, and San Juan River.	Immediate upon approval of RMP.	Prepare maps of SRMAS.
	Prepare management plans for SRMAS; incorporate RMP objectives through NEPA documentation. Prioritize as follows: - San Juan River SRMA; - Grand Gulch Plateau SRMA; - Canyon Basins SRMA.	Ongoing - one SRMA per fiscal year as funding permits.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Modify or construct facilities at developed recreation sites; incorporate RMP objectives through NEPA documentation. Prioritize as follows: - Sand Island campground; - Mexican Hat launch site; - Indian Creek Falls campsite; - Comb Wash campsite; - Indian Creek campsite; - Arch Canyon campsite; - Pearson Canyon hiking trail and campsite.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

(Continued)

TABLE 17 (Continued)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4333 Recreation/ Visual Resource Management (concluded)	Apply ORV designations; document through ORV imple- mentation plan; apply RMP objectives through NEPA documentation.	Within 1 year after approval of RMP.	Ensure compliance with NEPA; ^a deter- mine if RMP objec- tives are valid.
	Apply visual resources management classes in designated areas.	Immediate upon approval of RMP.	Watch for cumulative impacts; see if RMP objectives are met; determine if objec- tives are valid.
	Conduct suitability studies for wild and scenic river designations; coordinate with other agencies involved in joint studies and in pre- paring legislative EIS. Prioritize as follows: - San Juan River; - White Canyon; - Colorado River.	Within 5 years after adoption of RMP.	Ensure studies are completed; determine followup actions; de- termine if RMP objec- tives are valid.
4341 Soil, Water, and Air Management	Apply RMP stipulations and special conditions to watershed control and air quality related projects through NEPA documentation. Prioritize as follows: - Montezuma Creek; - Indian Creek.	Ongoing.	Ensure compliance with NEPA; ^a deter- mine if RMP objec- tives are valid.
	Prepare a SJKA Water Quality Monitoring Plan.	Within 2 years after completion of RMP.	Ensure compliance with State water quality standards and NEPA. Monitor for progress toward meeting RMP and activity plan objec- tives, and for identi- fication of areas that need water quality management activity plans. Establish baseline and trends for both surface and ground water sources.

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

TABLE 17 (Continued)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4342 Hazardous Waste Management	Identify active and abandoned hazardous materials sites, if present, on a case-by-case basis. Coordinate with state and federal agencies having jurisdiction. Determine if further assessment of potential hazardous materials sites is needed.	Ongoing.	Identify areas that require cleanup of hazardous wastes. Monitor contracts for site assessment and cleanup.
4351 Habitat Management	Apply RMP stipulations and special conditions to habitat management projects.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Modify HMPs as necessary to meet RMP objectives; implement HMPs; apply RMP stipulations and special conditions through NEPA documentation.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Prioritize as follows: - White Canyon-Ked Canyon HMP; - Beef Basin HMP; - Hatch Point HMP.		
	Prepare activity plans for Cajon Pond special emphasis area of Hovenweep ACEC and upper Indian Creek special emphasis area of Shay Canyon ACEC. Incorporate RMP objectives through NEPA documentation.	Within 2 years after approval of RMP.	Ensure compliance with management plans; watch for cumulative impacts; determine if special values are properly protected; determine if designation remains valid.
	Conduct aquatic life assessments, wetland and riparian area inventories, and inventories for species of high federal interest.	Ongoing.	Identify areas in poor condition that would benefit from application of detailed activity plans.

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

(Continued)

TABLE 17 (Concluded)

<u>Program</u>	<u>Implementation</u>	<u>Schedule</u>	<u>Monitoring Objectives</u>
4352 Endangered Species Management	Apply legal requirements; apply RMP stipulations and special conditions through NEPA documentation.	Ongoing.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.
	Conduct inventories for T/E species known to occur in the region.	Ongoing.	Identify habitat areas that would benefit from development of detailed management plans.
4360 Fire Management	Prepare fire management plan to meet RMP objectives; apply RMP stipulations and special conditions through NEPA documentation.	Within 1 year after approval of RMP.	Ensure compliance with NEPA; ^a determine if RMP objectives are valid.

^aCompliance with NEPA requires compliance with EA, EIS, or categorical exclusion stipulations; watching for cumulative impacts; mitigation of projected impacts; determining whether RMP stipulations and special conditions are necessary to meet objectives; analyzing impacts to operators; and assessing the resource condition.

^bCompliance with FLPMA requires prevention of unnecessary and undue degradation of public lands and resources.

^cImplementation and monitoring depends on designations that would be made independently of the RMP and cannot be anticipated at this time.

CHAPTER 5 - SUMMARY AND REVIEW OF PUBLIC COMMENT

OVERVIEW

The San Juan Draft Resource Management Plan and Environmental Impact Statement (RMP/EIS) was published in May 1986. Because this RMP is more complex than most comparable plans, the proposed RMP and final EIS, published in September 1987, was treated as a second draft, its comment period extended from December 18, 1987 until June 13, 1988.

The regulatory requirement for public review of such planning documents is 4 months (3 months on the draft RMP/EIS and 1 month on the proposed RMP and final EIS). The proposed San Juan RMP has now been under scrutiny for a total of over 9 months, giving interested parties ample opportunity to learn more about the plan and provide comments.

During the two comment periods, 688 comments were received with a total of 1,255 signatures. The comments were submitted as 325 personal letters, 314 form letters, 6 petitions, 23 organization statements, 13 corporate statements, and 7 mixed inputs (a combination of a personal letter and another type of input). The total includes a few comments on the May 1986 draft that were received after the close of the comment period for that document. After combining multiple inputs (more than one letter from the same person) and form letters, the comments were reduced to 362 inputs.

Comments were received from 245 people who did not provide a return address. Most of these comments were submitted to the San Juan County Commission and forwarded to BLM as photocopies. It is believed that most of the respondents who did not submit an address reside on the Navajo Indian reservation.

For those comments with identifiable return addresses, 778 signatures were from residents of San Juan County; 98 were from other Utah residents; 81 were from Arizona, Colorado, or New Mexico; 51 were from other states; and one was from the United Kingdom. Agency comments were submitted by one county agency, two Utah State agencies, two National Park Service (NPS) offices, and the regional Environmental Protection Agency (EPA) office.

Comments were submitted by 29 elected officials at the local, state, and federal levels.

SUGGESTIONS FOR PLAN REVISIONS

A total of 1,206 individuals (96 percent of those submitting comments) either expressed the opinion that the plan needed to be revised or suggested changes for its improvement.

The comments expressed a wide variety of reasons for wanting to see the plan revised. These were classified into four groups: environmental concerns, general economic considerations, private or corporate economic factors, and personal use reasons.

For each comment, the general reasons expressed for seeking a change in the plan were noted. (Usually one of the four categories appeared to best represent the reasons given.) Of the total inputs received, 164 suggested revision of the plan for environmental reasons, 270 gave general economic reasons, 27 private or corporate economic reasons, and 719 cited personal use reasons (mostly related to gathering fuelwood).

Of those individuals submitting their opinion by petition, a total of 41 gave general economic reasons and 592 signed petitions stating personal use reasons. The personal use petitions dealt solely with the issue of fuelwood availability.

In the case of organization statements, 13 cited environmental reasons and 8 gave general economic reasons. For the corporations submitting comments, one gave general economic reasons, six gave private or corporate economic reasons, and one cited personal use.

Six persons stated that the plan should not be revised.

SPECIFIC ALTERNATIVES FAVORED OR OPPOSED

Altogether, 169 individuals (13 percent of those responding) expressed a preference for a particular alternative analyzed in the EIS. Of these individuals, 75 percent favored alternative B (development) or said that they supported San Juan County's position, which is documented as favoring alternative B. Most of the individuals (106) supporting this position were from San Juan County. Of those favoring an alternative, 25 individuals (15 percent) expressed support for the Utah wilderness Coalition proposal, while 12 people supported the proposed RMP.

Approximately 3 percent of the respondents indicated opposition to a specific alternative. Most of these people (25 individuals) expressed opposition to alternative E (the draft preferred alternative).

COMMENTS ON RESOURCE USE RESTRICTIONS

Approximately 24 percent of those commenting on the RMP made a general statement about the overall level of restrictions contained in the plan or listed restrictions they believed should be changed. A total of 5 individuals supported the current restrictions in the RMP, 79 favored more restrictions, and 212 favored fewer restrictions.

In Areas of Critical Environmental Concern

Approximately 6 percent of the individuals commenting gave a general opinion about the number of acres or areas proposed in the plan for designation as areas of critical environmental concern (ACECs). Altogether, 9 individuals supported the proposed RMP, 41 called for more acres or areas, and 30 wanted fewer acres or areas as ACECs.

Approximately 19 percent of the individuals commenting gave a general opinion about the appropriate intensity of restrictions proposed for ACECs. A total of 53 individuals supported additional restrictions beyond those proposed in the plan, while 189 advocated fewer restrictions on resource uses.

In Other Areas

Eight percent of the individuals commenting expressed an opinion about the intensity of resource protection restrictions in areas other than those considered for ACEC designation. Two comments supported the current RMP restrictions, while 76 advocated fewer restrictions.

COMMENTS ON MANAGEMENT OF SPECIFIC RESOURCES

Mineral Management

Ten percent of the comments gave an opinion about the availability of lands for mineral exploration or development. A majority or 69 individuals wanted fewer areas available for mineral uses, while 50 individuals favored having more areas available.

More than twice as many individuals commented on restriction of mineral exploration and development than on the area available for such activity, with 31 favoring more restrictions and 250 favoring fewer restrictions. Form letters favoring more restrictions were submitted by 174 individuals, while 41 others expressed this opinion through a petition.

Forest Management

The issue of fuelwood gathering was by far the most frequently discussed resource issue (68

percent of commentors expressed an opinion). None of the respondents expressed support for the proposed RMP, 9 favored greater restrictions on fuelwood gathering, and 842 wanted more areas or acres available for this use. Most comments favoring fewer restrictions were submitted in petitions and form letters.

Grazing Management

Sixteen percent of the comments mentioned livestock grazing or livestock-related range improvements. Altogether, 1 individual supported the proposed plan, 26 favored more restrictions, and 180 wanted fewer. About half of those favoring fewer restrictions submitted their comment by form letter.

Cultural Resource Management

The subject of cultural resource protection was discussed by 19 percent of the respondents. Two persons supported the protection restrictions in the RMP, while 134 favored more protection and 105 favored less.

Two areas frequently discussed were Cedar Mesa and Alkali Ridge. Many respondents favoring increased protection of cultural resources advocated closing Cedar Mesa to off-road vehicle (ORV) use and mineral leasing and ending the practice of chaining pinyon-juniper stands. In the case of Alkali Ridge, many of those who advocated less protection for cultural resources were opposed to the 200-foot setback restriction. Respondents saw this restriction as inflexible and believed it could close off development options.

Wilderness Management

Because protection of wilderness values is being analyzed through BLM's statewide wilderness EIS, it was not addressed as an issue in the RMP. However, 7 percent of the individuals submitting comments addressed the topic of wilderness value protection. Of those commenting, 76 favored and 17 opposed protection of wilderness values. Those favoring protection of wilderness values generally expressed the opinion that ACEC designation, at least, should be extended to all

areas recommended as preliminarily suitable for wilderness designation.

Recreation Management

Twenty-one percent of respondents addressed the topic of primitive recreation: 4 supported the RMP, 34 favored additional protection of opportunities for primitive recreation, and 226 favored fewer restrictions for that purpose. Of those comments favoring fewer restrictions, 197 were form letters.

Off-Road Vehicle Use

Approximately 56 percent of the individuals submitting comments expressed an opinion about ORV use restrictions. A large majority expressed the opinion that fewer restrictions should be placed upon ORV use. Altogether, 6 individuals supported the proposed RMP, 78 favored more restrictions, and 617 wanted fewer restrictions. Of those favoring fewer restrictions, 155 commented by form letter and 429 by petition. Many of those who sent petitions opposed ORV restrictions that might restrict fuelwood gathering.

Visual Resource Management

Nine percent of the comments addressed scenic quality or visual resource management (VRM) issues. A total of 39 individuals favored more restrictions to protect scenic quality, while 69 favored fewer restrictions. Of those favoring fewer restrictions, 57 submitted form letters.

Soil, Water, and Air Management

Only 1 percent of the comments addressed soil management, with 14 individuals favoring fewer restrictions to protect sensitive soils.

Habitat Management

Four percent of individuals submitting comments expressed an opinion about the protection of wildlife or wildlife habitat. Of these, 1 supported the proposed RMP, 47 favored more protection, and 1 favored less protection. Most of those favoring more protection were concerned about desert bighorn sheep.

Seven percent of respondents expressed an opinion about the protection of habitat for desert bighorn sheep. Altogether, 1 comment supported the proposed RMP, 74 favored more protective restrictions, and 14 favored fewer restrictions.

Riparian Habitat Management

Two percent of commentors expressed an opinion about protection of riparian habitat. Most favored more restrictions to protect riparian values. Altogether, 28 individuals favored additional protection, while 2 wanted less protection.

COMMENTS ON OTHER ISSUES

Protection of Lands Adjacent to National Parks

Eight percent of those commenting expressed an opinion about the management of BLM-administered lands adjacent to national parks. None expressed support for the proposed RMP, 98 supported additional restrictions to protect park values, and 1 favored fewer restrictions.

Land Ownership Adjustments

One percent of the comments addressed the issue of land ownership adjustments, with 6 favoring fewer adjustments and 3 favoring more adjustments than proposed in the RMP.

Use of State Lands

Two percent of the comments addressed the use of state lands. All 22 comments on this topic favored adjusting BLM management so as to cause fewer impediments to the economic use of state lands. People generally claimed that restrictions imposed on surrounding BLM-administered lands increase the costs of developments on state lands.

Coordination with State and Local Government

Less than 1 percent of the comments addressed coordination with state and local government. All four comments expressed the opinion that BLM's coordination was inadequate.

Public Involvement

Three percent of the comments addressed BLM's public involvement efforts. A total of 22 individuals stated that BLM had provided inadequate notice of public meetings to environmentalists; 4 stated that BLM had done a poor job of conducting its meetings; 4 stressed BLM's inadequate communication with the public; 2 opposed the policy of limiting protests to individuals who had participated in the planning process; and 1 stated that BLM's responses to comments on the draft RMP/EIS were biased.

RESPONSE TO THE COMMENTS

A total of 43 comments warranted a response, as they questioned specific sections of the RMP pertaining to the data or analysis or pointed out possible factual errors or inconsistencies. A few were comments made on the earlier draft RMP. Additional response was made to these comments. Comment letters are not printed in this proposed RMP, but are on file and available for public review in the SJRA office. The following are responses to the comments grouped by subject.

COORDINATION AND CONSISTENCY

Several commentors suggested that BLM had not coordinated adequately with other federal agencies or state and local government units, and that the proposed resource management plan and environmental impact statement (RMP/EIS) was inconsistent with other-agency plans. Similar comments had been made on the draft RMP/EIS. In response to such comments, the issue of coordination and consistency with federal, state, and local agencies is discussed fully here.

National Park Service

Several informal meetings and contacts were made with National Park Service (NPS) as the RMP was being prepared. These included the following meetings:

July 25, 1985	Interagency meeting including NPS staff from Canyonlands, Mesa Verde and Glen Canyon National Recreation Area (NRA)
---------------	---

October 17, 1985 Meeting with Glen Canyon NRA staff

June 30, 1987 Meeting with Canyonlands National Park (NP) staff

At these meetings, coordination and consistency of planning between the two agencies was discussed, and the RMP was changed where necessary.

The comment that the draft San Juan RMP did not consider the impacts of its management prescriptions on NPS resources was noted in volume 2 of the September 1987 proposed RMP, where BLM stated that NPS resources had been considered where relevant. In that response, it was also pointed out that BLM has no obligation to resolve inconsistencies with plans of other agencies. This policy was endorsed by the minority members of the Committee on Interior and Insular Affairs in a June 8, 1988 letter to William Penn Mott, Jr., Director of the National Park Service. An excerpt from that letter is printed here.

Secondly, Congress, through the 1916 Organic Act and the establishment of new units to the National Park System, defines the land jurisdiction of NPS. The Organic Act clearly states that NPS must conserve and provide for the enjoyment of the resources within national parks, whose boundaries are established by Congress. However, the draft management policies indicate that NPS is extending its jurisdiction beyond the park boundaries. Chapters 1 and 5 discuss NPS protection of resources, including scenic vistas.

Chapters 2 and 3 advocate the involvement of NPS in land use planning for lands outside of park boundaries in an effort to protect park resources from adverse impacts. While we agree that NPS must work to preserve resources within the parks, we do not support, and do not believe NPS should advocate, the establishment of "buffer zones" around national parks. We feel NPS must be very cautious in its efforts to

set guidelines and establish restrictions for activities occurring outside of national parks, particularly on private lands. If boundary revisions appear necessary to protect park resources, NPS and the public should advise Congress of their views so that appropriate action may be taken. Congress clearly has the primary governmental authority in this regard. Therefore, we believe the management policies should ensure that NPS jurisdiction in the area of land use planning is confined to those lands within congressionally established boundaries of national parks.

The BLM planning regulations at Title 43 of the Code of Federal Regulations, Subpart 1610.3-2 (43 CFR 1610.3-2) require that RMPs be consistent with the plans of other federal agencies, state and local governments, and Indian tribes, so long as the RMP is also consistent with federal law and regulations governing management of the public lands. The RMP has been found consistent with NPS plans in many instances.

The San Juan Resource Area (SJRA) shares a common boundary with four NPS units: Canyonlands NP, with approximately 70 miles of shared boundary; Glen Canyon NRA, 150 miles; Natural Bridges National Monument (NM), 16.5 miles; and Hovenweep NM, 2.75 miles.

The 70 miles shared with Canyonlands NP would be managed as follows:

- 25 miles would be designated an area of critical environmental concern (ACEC) and closed to ORV use;
- 4 miles would be managed as semiprimitive nonmotorized (SPNM) recreation opportunity spectrum (ROS) class, with off-road vehicle (ORV) use limited to existing roads and trails;
- 10 miles would be managed with ORV use limited to designated roads and trails;
- over 40 miles (57 percent) of the common boundary would have some type of surface-use

restrictions including closure to ORV use and management for primitive recreation opportunities;

- all but 6 miles of the boundary would be designated as a special recreation management area (SRMA) to be managed for KUS classes.

Of the 150 miles shared with Glen Canyon NRA, 115 miles (77 percent) of the common boundary would have ORV closures or other use restrictions. Specifically,

- 27 miles would be managed as KOS P class with ORV closures;
- 47 miles would be managed as SPNM with ORV use limited to existing roads and trails; and
- 3 miles would be managed as SPNM with ORVs limited to designated roads and trails.

The 16.5 miles around Natural Bridges NM would be managed as follows:

- 6 miles would be designated an ACEC and managed for scenic values; and
- 16.5 miles would be managed as SPNM with ORV use limited existing roads and trails.

Around Hovenweep NM, 2.5 of the 2.75 miles would be designated an ACEC and managed for cultural, wildlife, and scenic values, with ORV use limited to designated roads and trails.

All of these examples show some degree of sensitivity to and consistency with NPS management of adjacent lands.

State and County Government

Consistency with state and local planning was achieved where possible. In most cases, restrictive stipulations to protect sensitive resources still allow multiple use of these and other resources to occur. The KMP goal of developing natural resources in harmony with the environment is in keeping with goals of the San Juan County Master Plan and of the U-95 Corridor Study in which the state was a participant.

Consistency with the county master plan is evident in the stipulations that would be imposed in the Butler Wash, Indian Creek, Cedar Mesa (partial), and Scenic Highway Corridor ACECs. In these ACECs, under the proposed RMP, the no-surface-occupancy stipulation for mineral leasing may be waived if the project would not adversely affect scenic values.

Consistency is also achieved by allowing mineral leasing, mineral entry, livestock grazing, and use of woodland products to some degree in most ACECs. Those parts of the resource area to be managed under standard operating conditions are likewise consistent with the Master Plan.

Stipulations in the proposed KMP would not prevent development of state lands. The Cotter decision recognized the state's right to access state lands subject to federal regulations when crossing federal land: "This regulation cannot prohibit access or be so restrictive as to make economic development competitively unprofitable...or render the land incapable of full economic development."

Public Meetings

Public participation in developing the KMP, as well as coordination with state and local governments, is shown in the following list of public meetings, contacts with state and county officials, and media coverage.

<u>Date</u>	<u>Event</u>
March 1983	Meeting with Resource Development Coordinating Committee
<u>Date</u>	<u>Event</u>
March 29, 1983	Letter at start of process
March 31, 1983	Meeting with mayors and county commissioners
April 5, 1983	Monticello public scoping meeting
April 6, 1983	Blanding public scoping meeting

<u>Date</u>	<u>Event</u>
August 25, 1983	Letter on issues and planning criteria
January 25, 1985	Letter on preplanning analysis
February 25, 1985	Meeting with mayors and county commissioners
March 1, 1985	Letter on planning criteria
June 11, 1986	Draft RMP/EIS mailing
July 16, 1986	Monticello open house, draft RMP/EIS
July 22, 1986	Meeting with Resource Development Coordinating Committee
August 7, 1986	Multiple Use Advisory Council, draft RMP/EIS
August 12, 1987	Multiple Use Advisory Council, proposed RMP and final EIS
August 14, 1986	Followup discussion of ACECs with San Juan County Commission (after Multiple Use Advisory Council meeting)
October 30, 1986	Letter to county on ACEC policy and proposed regulations
November 12, 1986	Meeting with Utah State officials
December 10, 1987	Proposed RMP/final EIS mailing
December 15, 1987	Meeting with Resource Development Coordinating Committee
February 4, 1988	Meeting with Utah State officials

<u>Date</u>	<u>Event</u>
February 16, 1988	Meeting with Congressional delegation
March 1, 1988	Meeting with county commissioners, representatives of Congressional delegation, Utah State officials, and others
March 17, 1988	Meeting with Utah State officials
April 14, 1988	Meeting with State Land Board
April 25, 1988	Meeting with Utah Public Lands Coalition

BLM files document several other formal contacts with state and county officials throughout development of the San Juan RMP.

Various public notices and news releases have kept other government agencies, as well as concerned individuals, informed of RMP/EIS developments.

<u>Date</u>	<u>Federal Register Notice</u>
March 11, 1983	Notice of Intent to Plan
June 6, 1986	Notice of availability of Draft RMP/EIS
June 20, 1986	EPA notice of availability of Draft RMP/EIS
August 22, 1986	Extension of comment period
September 5, 1986	Extension of comment period
December 10, 1987	Notice of availability of proposed RMP and final EIS
December 18, 1987	EPA notice of availability of proposed RMP and final EIS
January 14, 1988	Extension of protest period

Between 1983 and 1988, area newspapers carried several news releases related to development of the draft RMP/EIS and the proposed RMP and final EIS.

<u>Year</u>	<u>Date</u>	<u>Newspaper</u>
1983	March 28	Salt Lake Tribune
	March 31	San Juan Record
	September 1	San Juan Record
1985	January 30	San Juan Record
	February 20	San Juan Record
	March 6	San Juan Record
	July 17	San Juan Record
	August 28	San Juan Record
1986	January 31	San Juan Record
	June 11	San Juan Record
	June 12	Moab Times Independent
	June 26	Grand Junction Daily Sentinel
	July 16	San Juan Record
	August 6	San Juan Record
	August 20	San Juan Record
	October 22	San Juan Record
November 3	Deseret News	
1988	January 5	Grand Junction Daily Sentinel
	January 13	San Juan Record
	January 27	San Juan Record
	February 3	San Juan Record
	February 10	San Juan Record

AREAS OF CRITICAL ENVIRONMENTAL CONCERN

Many comments either favored or opposed ACEC designations. The following background material is necessary to understand the ACEC process.

An ACEC is a special management designation created by Congress in the Federal Land Policy and Management Act (FLPMA) of 1976. That law directed the Secretary of the Interior and the BLM to designate as ACECs

...areas within the public lands where special management attention is required...to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources or other natural systems or

processes, or to protect life and safety from natural hazards.

The values or resources described above must meet relevance and importance criteria. Relevance is met if the value or resource is significant. Importance is met if the value or resource has substantial significance. This generally requires qualities of more than local significance and special worth, consequence, meaning, distinctiveness, or cause for concern.

FLPMA also directed that identification of ACECs be given priority in public land inventories and that designations be made through the BLM's established land use planning system. This mandate enables the public to participate directly in determining which areas are nominated, studied, and selected for ACEC designation and management. Making ACEC designations part of the BLM's multiple use planning process also ensures that ACECs are carefully analyzed in the context of other resource needs and demands within the area.

In this way, special values within a proposed ACEC can be considered as part of the total resource plan, in conjunction with recreation use, mining, timber harvesting, livestock grazing, and other activities that Congress has directed will be part of the multiple use mix on the public lands.

Congress clearly stated that identification and designation of a public land area as an ACEC "...shall not, of itself, change or prevent change of the management or use of public lands." BLM determines which uses are compatible through the development of a management plan for an ACEC which is part of the RMP (see Chapter 3, Special Management Conditions). This plan sets out how BLM will manage the area to protect the special values identified and which other uses are compatible with that management priority. This plan serves as BLM's long-term management prescription for the area.

Support for Additional Designations

Some commentators did not think BLM gave enough priority and emphasis to designating and protecting ACECs. These comments recommended more

ACEC acreage and more protective stipulations. The disposition of areas nominated as ACECs was discussed in appendix H to the September 1987 proposed RMP and final EIS. BLM's response to the comments favoring additional consideration is given below for specific ACECs.

Comb kidge

One commentor submitted additional justification for including Comb Kidge in the Cedar Mesa ACEC. The RMP team decided that Comb Ridge does not meet the relevance and importance criteria and that management under ACEC designation is not needed. Comb Ridge is part of the proposed Cedar Mesa Special Recreation Management Area (SRMA). The stipulations for the semiprimitive nonmotorized (SPNM) recreation opportunity spectrum (ROS) class would be applied here, as would standard management for cultural resources and special conditions developed for sites eligible for listing on the National Register. These stipulations are believed adequate to protect the scenic and cultural resources of Comb kidge. Additional reasons for excluding Comb Ridge from ACEC designation were given in volumes 1 and 2 of the September 1987 proposed RMP.

Scenic Highway Corridor

Additional justification for adding Highways U-275 and U-316 to the Scenic Highway Corridor was also submitted.

BLM believes that the 400-foot-wide corridor on Highway U-275, with surface use managed by NPS, is adequate to protect the visual resource along this road. Highway U-316, the road to Goose-necks State Park, was excluded from the Scenic Highway Corridor ACEC nomination because its scenic quality, being almost entirely the black-brush vegetation type, was not as high as that of the rest of the corridor. Neither area meets the relevance and importance criteria.

Lockhart Basin

Additional justification for making Lockhart Basin an ACEC was submitted, but it was not considered substantial enough to warrant ACEC designation. Reasons for not including Lockhart

Basin in an ACEC were printed in the proposed RMP. This area does not meet the relevance and importance criteria.

Dark Canyon

One comment argued the rejection of scenic values as part of the justification for Dark Canyon ACEC. The comment states that Dark Canyon meets the criteria for scenic values in an ACEC by having both scenic quality A and uniqueness. BLM reconsidered the values present and decided to include scenic values along with the natural values associated with primitive recreation as justification for the ACEC.

Stipulations for the ACEC were not changed, since they would adequately protect both scenic and natural values.

Management for Areas not Designated

Several comments asked what management would be proposed for areas nominated as ACECs or outstanding natural areas (ONAs) but not designated as such. The management proposed in alternative E of the draft RMP was generally carried forward into the proposed RMP. The following statements respond to some of the specific comments.

Both the John's Canyon and the Slickhorn ONA proposals fall within the Cedar Mesa ACEC in the proposed RMP and would be managed according to ROS class stipulations. ROS class areas in John's Canyon ONA proposal include roaded natural (RN) (3 percent), semiprimitive motorized (SPM) (5 percent) and SPNM (92 percent). The Slickhorn ONA proposal includes the following ROS class areas: RN (7 percent), SPM (22 percent), SPNM (43 percent) and primitive (P) (28 percent). Approximately half of the suggested Slickhorn ONA is within the Grand Gulch special emphasis area of Cedar Mesa ACEC.

The Moki/Red Canyon and Nokai Dome/Mike's Canyon proposed ACECs would be managed in line with their ROS classes with emphasis on recreation. The Moki/Red Canyon area includes ROS classes RN (13 percent), SPM (4 percent), SPNM (5 percent) and P (78 percent). The Nakai Dome/Mike's Canyon area includes RN (5 percent), SPM (26 percent), SPNM (58 percent) and P (12 percent).

Surface-use activities in Red Canyon would be subject to special conditions to protect desert bighorn sheep habitat.

Size of Designated Areas

One comment stated that the proposed ACECs were larger than needed. There is no size limitation for an ACEC, but it should be held to the minimum necessary to protect the resources on which the designation is based. BLM reduced the acreage nominated for ACEC designation to that believed necessary to protect the critical value on which the nomination was based.

ACECs and Primitive Recreation Opportunities

One comment asked for an explanation of the relationship between the statutory requirement for ACEC designations to prevent "irreparable damage" and the RMP guideline to protect certain primitive recreation opportunities. The two have no direct mandated relationship. The RMP decision to protect certain KOS P-class areas is separate from ACEC designation and its purpose to prevent irreparable damage.

ACECs and Transportation Corridors

It was suggested that ACEC boundaries be set back at least 100 yards from highways and county roads to accommodate future road alignment changes for safety and capacity. BLM recognizes that San Juan County and the State of Utah may need to alter highway corridors to accommodate design changes which provide for safety and capacity. The main concern would be highways running through ACECs. ACECs are established based on the need to protect certain values such as cultural resources, wildlife, scenic quality, etc. The ACEC designation itself does not automatically impose any restrictions or limitations on entry or use. Stipulations for management of the ACEC may limit uses to be compatible with the management objectives.

Highways U-95, U-261, and U-276 traverse an ACEC established to protect the visual corridors along these highways. This nomination follows the U-95 corridor study, which the State of Utah helped develop several years ago. Simple safety-related actions may not be cause for

concern, but certain road redesigns or other actions would require a site-specific environmental assessment (EA) and public input; a plan amendment would be needed. There is no quick, easy way to deal with actions that could affect scenic values along those highways. The reasonable approach would be to process a plan amendment if the need arises. The need for major highway modifications is not expected to arise during the life of this plan.

An agreement between BLM and San Juan County established the widths of class-B roads, based on the county's prediction of future needs. A plan amendment and EA would also be required for major realignment or widening of a county road.

Scenic Highway Corridor ACEC

Some comments suggested the visual corridor be delineated to exclude visual intrusions such as mine tailings and chainings.

BLM did not intend to include visible mines or mine tailings in the scenic corridor. Other visual impacts, such as chainings that are in the corridor, were not excluded because they appear natural. The description of the ACEC has been rewritten to clarify the extent of the corridor.

The visual resource management (VRM) contrast rating would, in most cases, be evaluated from the highway itself. Projects that would not adversely affect VRM class I values may be authorized.

ECONOMICS

Impact at State and National Levels

Some comments stated the economic analysis was incomplete because it failed to document economic impacts at the state and national levels.

Thresholds of significance (table 4-1, page 4-3 of the draft RMP) were used to delineate which effects would be significant enough to warrant discussion in the EIS. The threshold for economic considerations was a change greater than 5 percent in personal, local, or regional employment, income, wealth, costs, or revenues. These

factors at the personal and local levels were indeed projected to change sufficiently to warrant discussion in the EIS, but anticipated changes at and beyond the regional level would not reach the 5 percent level of significance.

Effect on State Lands

Some comments stated the RMP had not adequately considered the economic effects to inheld state lands from restrictive stipulations placed on surrounding BLM lands.

Access to state lands would be allowed regardless of the special conditions on the surrounding public lands. Special conditions may be placed on this access as long as access remains reasonable and economic. These special conditions cannot be so restrictive as to destroy the land's economic value or render the lands incapable of their full economic development (United States v. Cotter Corporation, C79-0307, September 29, 1979). Therefore, neither the level of economic activity in these state sections nor the resulting employment, earnings, trust-fund revenues, etc. would be affected significantly.

Grazing Management

Some commentators requested an explanation of how budget costs of implementing alternatives B, D, and E were computed, especially for grazing management.

The primary factors affecting plan implementation costs were discussed in appendix K of the draft RMP and in the revisions to appendix K presented on page 1-217 of the September 1987 proposed RMP. The costs of AMPs and all other one-time costs were amortized over the life of the plan.

The grazing management goal under alternative B would be to maximize livestock forage production. To meet that goal, 136,000 acres of new seedings were assumed to be needed during the life of the plan. Because subactivity 8100 funds are limited by grazing receipts, the costs of these seedings were apportioned between two management programs: 8100, Range Improvements and 4322, Grazing Management. (NOTE: In this proposed RMP, 4322 has been changed to 4320.)

The grazing management goal under alternative D would be to allow livestock use under certain criteria. Few livestock-oriented projects were deemed necessary to meet this objective. The habitat management goal under alternative D included maximizing protection of riparian and aquatic areas. To meet this goal, 481 miles of riparian fencing was deemed necessary during the life of the plan. Because riparian areas benefit several programs, this fencing cost was apportioned among the following programs: 4351, Habitat Management; 4341, Soil, Water, and Air Management; 4322, Grazing Management; and 8100, Range Improvements. The fencing cost allocated to the grazing management and range improvement programs under alternative D would be significantly less than the project cost allocated to these programs under alternative B.

In the goals and objectives for alternative E, neither livestock forage production nor riparian area protection would be maximized. As a result, fewer seeding projects than under alternative B (and fewer riparian fencing projects than under alternative D) would be needed during the life of the plan.

Because of each alternative's goals, the projects needed to meet those goals, and the cost allocations among programs, grazing administration and range improvement cost under alternative B exceed the costs under alternative D, which in turn exceed the costs under alternative E.

Given that forage conditions are projected to improve under alternative D, one comment questioned the implication that some ranchers could be forced to sell out if that alternative were implemented.

Although forage conditions may improve, the combined effects of less available livestock forage, fewer AMPs, and spring grazing exclusions under alternative D would seriously affect the economic viability of some existing operations (table 4-14, page 4-59 of the draft RMP).

As discussed on page 3-98 of the draft RMP, returns to family labor and investment in the livestock industry have been below market rates of return, and many operators remain in the industry for reasons other than economic re-

turn. It is therefore difficult to predict how many would leave the business based on economic effects alone, but probably fewer would leave the business than an economic analysis would suggest.

DISCRETIONARY MANAGEMENT

Some comments requested more detailed discussion of how specific areas would be managed under specific circumstances and an explanation of how the Area Manager would make exception to RMP special conditions. This proposed RMP has been modified to clarify management direction. Broad or specific management prescriptions have been applied to specific areas. These would apply to most situations. For instances where they do not readily apply, management will determine whether the stipulations need to be modified or whether an amendment to the RMP is needed. It would be impractical in the RMP to try to describe all management situations that may occur and how stipulations would be applied to them.

OVERLAPPING PRESCRIPTIONS AND DESIGNATIONS

Some commentors, concerned with the overlap of management prescriptions, asked which set of prescriptions would take precedence in these cases. It was also thought that this overlap would cause undue restrictions that would not otherwise occur.

Where management prescriptions overlap, the prescription that would best protect the resource values at risk would take precedence. Overlap would not compound restrictions nor create new or unique limitations on surface use.

As an example, Cedar Mesa ACEC and Grand Gulch Plateau SRMA may appear to be duplicative designations, but this is not actually the case. The SRMA designation is administrative and recognizes the need for intensive recreation management. It deals primarily with use reporting and funding priority. The ACEC designation carries with it stipulations to protect the resources for which the ACEC was nominated.

LEVEL OF MANAGEMENT

One comment claimed that BLM improperly interpreted an Interior Board of Land Appeals (IBLA)

decision to mean that the level of management imposed on an area should be the minimum necessary.

The BLM interpretation of decision 76 IBLA 395 is correct. Part of that decision says

Rejection of an oil and gas lease offer is a more serious measure than the most stringent stipulations and the record where leasing has been refused should reflect that BLM has considered whether leasing subject to clear and reasonable stipulations would be sufficient to protect the public interest concerns voiced in the EA.

The decision discusses the inadequacy of the EA to support BLM's decision not to lease. The EA did not specifically cover the area in question.

In the proposed RMP, BLM has applied the intent of two decisions: 76 IBLA 395 and 70 IBLA 259. The latter is also critical of BLM's failure to apply the least restrictive leasing category to meet the management objectives of a particular area. The EIS and the ACEC management prescriptions were used in determining the least restrictive leasing categories that would meet management objectives.

PLACE NAMES

Confusion arises when a place name applies to more than one location. The names used in the RMP for special designation or management areas are identified on the RMP map to eliminate such confusion.

UNMANAGEABLE BOUNDARIES

One commentor noted that many special management areas proposed in the RMP (for example, ROS P-class areas) were not drawn on topographic boundaries and would be difficult or impossible for members of the public to identify on the ground, and that enforcement of stipulations in an area with no well-defined boundary would be a problem.

Topographic features were a factor in delineating ROS class areas and did receive consideration in locations such as the Castle Wash,

Mike's Canyon, and Mancos Mesa P-class areas. The RN-class area on Mancos Mesa was closed to ORV use because the lack of topographic features would cause manageability concerns. In other areas, remoteness and/or ruggedness combined with existing use patterns led planners to believe that manageability would not be a problem. Arch Canyon could create a manageability concern for adjacent U.S. Forest Service (USFS) lands which are closed to ORV use. Arch Canyon (BLM section) could not be closed to ORV use because it contains a county road for which BLM has no management authority.

SPECIAL MANAGEMENT DESIGNATIONS

During preparation of the draft and proposed RMPs, many public comments were received on the significance of cultural resources, scenic qualities, primitive outdoor recreation opportunities, and crucial wildlife habitat in parts of SJRA. BLM recognizes the importance and significance of these resources, and many of these areas are proposed as ACECs or special management areas in the RMP. These areas may qualify for and benefit from a special designation such as a national conservation area. Such a designation would provide for (1) conservation of these resources for future generations and (2) present and future use and enjoyment of these resources under principles of sustained yield and multiple-use management. BLM would support designation if such a proposal were made.

MINERAL MANAGEMENT

Leasing Categories

Some commentors stated that stipulations for oil and gas leasing were inadequate to protect environmental values. The areas cited were Dark Canyon ACEC and the Grand Gulch special emphasis area of Cedar Mesa ACEC. Both of these areas are presently closed to mineral leasing. Under the September 1987 proposed RMP, they would have been opened to mineral leasing with stipulations to prevent surface occupancy. After considering the existing situation and the values at risk, BLM decided to change this proposed RMP to leave both of these areas closed to mineral leasing.

One comment asked what conditions must exist to warrant a no-surface-occupancy stipulation for oil and gas leasing. There are no specific conditions that must exist. All lands are evaluated on a case-by-case basis, to assess the impacts that would occur if oil and gas resources were leased and developed. If surface resources are deemed to be so critical and sensitive that conceivable mitigation measures would fail to protect them from development, then those lands would be considered for leasing only with a no-surface-occupancy stipulation. In some cases, this evaluation may result in trade-offs among conflicting uses for the area.

An exception clause has been added to leasing category 3 (no surface occupancy) in the four scenic ACECs: Butler Wash; Cedar Mesa (Valley of the Gods special emphasis area), Indian Creek; and Scenic Highway Corridor. This was done to comply with supplemental program guidance (BLM Manual 1624.21A2C) and oil and gas leasing policy (BLM Manual 3101.12A3). These manuals require oil and gas lease stipulations to provide for an exception if operations can be conducted without causing unacceptable impacts. In the scenic ACECs, there could be instances where an exception to the no-surface-occupancy stipulation could be made without unacceptable impacts to scenic values. The decision to grant or not to grant the exception would depend on the conclusion of an EA prepared when a proposal is received.

The criteria for categorizing lands for oil and gas leasing were explained in appendix L of the draft RMP/EIS. Most of the guidance from BLM's Washington and Utah State Offices is general; it sets policy and lists procedures for applying stipulations and the resultant categories without providing strict parameters. Final category determinations are left to the manager after the impacts of leasing and development in a given area have been analyzed.

Valid Existing Rights

Some comments suggested that a statement on valid existing rights should be included in every discussion of restrictive stipulations throughout the RMP, to clarify the fact that the RMP would not alter valid existing rights in

effect before or after the plan's adoption. BLM decided that restating this fact repeatedly would only add to the size of the document. The fact is clearly stated in the Valid Existing Rights section and in some resource program sections such as 4111 Oil and Gas Management.

Geophysical Operations

One comment noted that KMP stipulations should not be applied to geophysical operations if these stipulations were not on the lease for which the geophysical work is performed.

In the majority of cases, seismic work is performed by freelance geophysical companies who are not operating on a certain lease. Lease stipulations apply to the lessee but not to the geophysical company.

Where a lessee is specifically conducting seismic work or exploration on his leasehold, stipulations effective at the time of lease issuance would apply. BLM would strive to make any stipulations on the geophysical notice of intent comply with lease terms in such cases without abrogation of lease rights, in order to prevent unnecessary or undue degradation of other resources.

Rehabilitation Stipulations

There was some confusion about rehabilitation stipulations for ACECs. The September 1987 proposed RMP stipulated that surface disturbance in ACECs would be rehabilitated to visually match initial conditions within 1 year or within 5 years. Some commentators interpreted this to mean that any oil and gas exploration or development activity would have to be off the area by the 1-year or 5-year deadline, whether or not drilling or production was complete. This is not the case. The reclamation deadline begins when drilling is completed or production ceases.

Oil and Gas Potential

The source or reference for the map of oil and gas potential (figure 3-2, page 3-11 of the draft RMP/EIS) was requested. This map was prepared by planning team geologists. It was not based on a specific reference, but on geo-

logic interpretation of the best available information.

Mineral Entry

Some confusion arose as to whether certain areas were open or closed to mineral entry. The text and maps in the proposed RMP have been modified to improve clarity.

LANDS AND REALTY MANAGEMENT

Transportation and Utility Corridors

One comment noted the omission of some highways and all county roads as transportation and utility corridors on the RMP map. A transportation and utility corridor is a parcel of land being used as the location for one or more transportation or utility rights-of-way. National and State land-use policies, environmental quality, economic efficiency, national security, safety, and good engineering and technological practices are all considered in designating right-of-way corridors. Any existing transportation and utility corridors may be designated as such without further review.

The draft RMP (page 2-4) stated that existing corridors such as Highways U-95, U-211, U-261, and U-276 would not be designated as transportation and utility corridors because the lands to which they provide access are environmentally sensitive. This statement does not mean that needed rights-of-way for major transportation or utilities would not be considered, but rather that any such proposal would generate an EIS and, if considered favorable, would result in a plan amendment. The highway into Natural Bridges (U-275) is under a withdrawal to NPS and is maintained by the State of Utah.

County roads were too numerous to delineate on the RMP map. BLM recognizes class B county roads as transportation routes, either in the 1985 agreement with San Juan County (for roads existing prior to FLPMA, October 21, 1976) or in rights-of-way (for roads constructed after FLPMA).

Another comment questioned BLM's decision to recognize and maintain the county's Revised

Statute (R.S.) 2477 road system. BLM's interpretation of R.S. 2477 was also said to be improper.

BLM must approve county and state requests for road rights-of-way if public needs exist. With the exception of those county and state roads recognized under R.S. 2477, all other requests for roads are currently being processed under provisions of Title V of FLPMA, taking into consideration necessary protection of public land resources. Although the commentor does not agree with BLM's interpretation of the provisions of R.S. 2477, BLM must recognize, upon request, any road claimed by the county that was in existence prior to October 21, 1976. A map and the memorandum of understanding between BLM and San Juan County, available in the SJRA office, provide identification and location by legal description of each road recognized under R.S. 2477. Aerial photographs taken prior to the passage of FLPMA have verified that all of the roads were in existence at that time.

One comment suggested that retention of public access should be considered in any proposal for disposal of public lands. Unless access routes through public lands are classified as public roads under right-of-way to local, county or state entities, access across these lands cannot be assured or retained if the lands are disposed of. In general, all authorized rights of record, including valid rights-of-way on public lands classified for disposal, will be reserved to the United States.

Land Exchanges

Some comments suggested the RMP should propose exchanges of state lands within WSAs and ACECs to eliminate any potential controversy over use of these lands and to ensure that all lands within a special use area are managed equally.

BLM has no proposal for lands for disposal, acquisition, or exchange to facilitate management other than those listed in the September 1987 proposed RMP (table 10, page 21). If wilderness or other special management status is accorded to certain areas, land exchanges could be considered on a case-by-case basis. Disposal or exchange could also be considered upon specific application by the state.

Recapture Lake Right-of-Way

One comment noted that if the no-surface-occupancy stipulation on this right-of-way applied to all uses, no recreation facilities could be developed. The wording for this stipulation has been changed to show that the no-surface-occupancy stipulation applies only to mineral leasing.

FOREST MANAGEMENT

Fuelwood Gathering

Fuelwood gathering, particularly in the Scenic Highway Corridor ACEC, was by far the most frequently discussed resource issue. Most commentors, especially Native Americans, stated the prohibition of wood gathering along the Scenic Highway Corridor on Cedar Mesa would severely limit their ability to get fuelwood needed for cooking and home heating, especially when snow or mud made travel off the paved highway difficult. Stipulations in the proposed RMP have been changed to clarify that gathering of fuelwood and other woodland products will be allowed in designated areas along the Scenic Highway Corridor. This has been and will continue to be the fuelwood gathering policy in the SJRA. This policy minimizes surface disturbance by concentrating wood-gathering and associated ORV travel in designated areas. When one of the designated areas is cleared of fuelwood, it would be closed and another area opened to fuelwood gathering. In this way, only a small segment of the corridor would be open to gathering at one time. This action is compatible with the forest management policy of selling woodland products from designated areas only (page 25 of the September 1987 proposed RMP).

GRAZING MANAGEMENT

Five-Year Average Licensed Use

Many livestock permittees objected to being limited to the 5-year average of licensed use in KOS P- and SPNM-class areas. They had sold part of their herds during the severe drought of 1976-77, and the average was taken before the herds were completely rebuilt. The operators felt that an average taken during those years

penalized them for conserving the range by taking less use.

BLM's intent was not to limit permittees strictly to the 5-year average, but rather to use the 5-year average as a starting point during monitoring. The 5-year average would not be strictly applied, since it could not be carried out specifically in certain RUS class areas (because they are not fenced). If sufficient forage is available for livestock use, permittees may use up to full active preference. Ongoing allotment monitoring would determine proper stocking levels.

Land Treatments

One comment stated that the September 1987 final EIS did not fully analyze the actual need for land treatments. The EIS analyzed the impacts from land treatments of all kinds at various intensities, as well as the impacts of not allowing treatments. This analysis was based on the possible exclusion of land treatments because of conflicts with other resources such as wildlife, primitive recreation, or cultural values. Site-specific EAs would analyze in more detail the need for, and the impacts from, any proposed land treatments.

The map of potential land treatments under alternative E (figure 2-15, page 2-47 of the draft RMP/EIS) should have shown potential treatments in townships 37 and 38 south, ranges 18, 19, and 20 east. The map has been corrected.

Grazing Preference

Some commentors disagreed with the RMP policy of allowing maintenance and construction of land treatments only where needed to meet or maintain active grazing preference. The RMP has been revised to conform with Bureau policy. Additional livestock forage made available on a sustained-yield basis, through either improved management practices or maintenance or construction of land treatments, could be allocated to meet or exceed full grazing preference (the total of active and suspended preference).

Another commentor objected to equal allocation of additional forage to livestock and wildlife

in allotments with crucial wildlife habitat, if livestock interests were responsible for the forage increase. BLM's mandate is to provide for both livestock and wildlife, as well as other resources. Regardless of the source of funding for range improvement, BLM must still provide for a variety of resources. Contribution of funds for a range improvement does not give the contributor a vested right to the resulting increase in forage.

Range Improvements

Several grazing permittees objected to the prohibition of new range improvements in some areas while allowing new habitat improvements for wildlife. The commentors asserted that this was unfair, since an improvement would have some of the same impacts, whether it was developed for livestock or for wildlife. In these same areas, improvements other than for range or wildlife would be allowed if they could meet VRM class I objectives; commentors felt that this decision was also biased against livestock improvements.

BLM did not intend to bias judgment on a proposed improvement because of its purpose. Stipulations for some ACECs have been changed to direct that all new improvements proposed would be rated against the same standard (VRM class), regardless of their purpose. In other ACECs, where it is unlikely that range improvements would be needed, the stipulation precluding range improvements remains unchanged. Maintenance of existing improvements in ACECs is allowed. Where ORV use is prevented or limited, the Area Manager can authorize access on a case-by-case basis for the purpose of emergency feeding, salting, or veterinary practices.

Ecological Condition

One comment noted that table 12, Current and Projected Ecological Condition by Allotment, was inadequate because it gave no information on soil condition or erosion.

Ecological condition is a rating of existing vegetation in relation to the vegetation the site could produce in climax seral stage. Soil condition and erosion are not a part of this

rating. Erosion condition was rated for part of the resource area when soil-vegetation inventories were conducted. Since this information was not available for the entire resource area, it was not included in the RMP. The soil-vegetation inventories also determined the susceptibility to erosion for each soil group; this information was not included in the RMP, but is available in SJRA files.

Critical Thresholds

One commentor asked how the critical thresholds for grazing and the biotic components would provide for rangeland ecosystem needs.

The critical threshold for vegetation was established with sediment rates. If sediment rates do not exceed 1 acre-foot per square mile (the accepted level for good erosion condition), vegetation cover is considered adequate. Since grazing affects vegetation cover, its threshold could be set with sediment rates as well as with a licensed animal unit month (AUM) level.

Until range monitoring determines a proper AUM licensing level, it is assumed that sustained yield of vegetation and adequate vegetation cover could be maintained with a licensed level somewhere between 5-year average licensed use and active preference.

Other commentors asked how grazing to "maintain vegetation cover" would adequately protect watersheds. The proposed RMP used the words "maintain or improve vegetation cover" to cover a variety of vegetation situations. Where vegetation is adequate to provide watershed protection, maintenance of vegetation cover would be sufficient. But where that cover is inadequate, improvement would be necessary.

CULTURAL RESOURCE MANAGEMENT

Many commentors again recommended that cultural resource management be a planning issue. This comment was adequately addressed previously in the draft and proposed plans.

Site Avoidance Distances

Other commentors expressed concern about the 100- to 200-foot avoidance distances for cul-

tural sites, claiming that this stipulation would effectively preclude any development in some areas because of their high density of sites. Commentors also alleged that this stipulation exceeds the legal requirement for protection of cultural sites.

The avoidance distances have been omitted from the proposed RMP for all areas except the Alkali Ridge National Historic Landmark (NHL) and Hovenweep ACEC. In these areas, sites would be avoided by a distance of 100 feet. In other ACECs, sites eligible for the National Register of Historic Places would be surrounded by a buffer sufficient to allow permanent protection of the resources. This change allows flexibility in managing for multiple uses while still protecting cultural values. Appropriate mitigation measures have also been defined for situations where disturbance of cultural resources or their avoidance areas cannot be avoided. Mitigation associated with site damage is usually limited to the damaged part of the site.

Cultural Site Damage Analysis

Some concern was expressed about the formula BLM used to estimate archaeological damage. It appeared that this analysis may have been biased toward the oil and gas industry as the major cause of archaeological damage. While the comment raised some interesting points, time and funding constraints prevent further analysis. The RMP analysis was made with the best data and professional judgment available at the time. It is important to recognize that not all damage to the cultural resources of San Juan County is the result of any one activity, just as it is important to recognize the importance of cultural resources in the county.

National Register Nominations

Concern was expressed about the process used in determining eligibility of cultural sites for listing on the National Register of Historic Places. The concern was that a site could be nominated for listing at the whim of an individual, and a determination of site eligibility could cause undue, costly delays in natural resource development, or prevent economic development of those resources altogether.

The criteria for determining the eligibility of properties or districts for National Register listing are found in Title 36 of the Code of Federal Regulations, part 60.4 (36 CFR 60.4). For properties or districts on public lands, BLM (as any other federal agency) is directed to consult with the State Historic Preservation Officer. The regulations also provide the means for any person or organization to support or oppose the nomination of a property. BLM is also directed to consider eligible properties as early as possible in project planning, so as to avoid unnecessary or costly delays.

Most of the archaeological properties on BLM lands eligible for the National Register are evaluated as such because they have yielded, or are likely to yield, information important to history or prehistory. Therefore, redundancy of information is not an issue in determinations of eligibility for the National Register, but it may become an issue during the resolution of conflicts between National Register properties and development projects.

The process whereby BLM (or any other federal agency) can resolve such conflicts is found at 36 CFR 800. The regulations require consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation to design adequate mitigation of adverse impacts to properties. The entire process is designed to resolve, rather than to create, conflicts between development and cultural resource management.

One comment asked for clarification on which part of the Cedar Mesa Archaeologic District with National Register potential was not included in Cedar Mesa ACEC. The ACEC does not include that part of the archaeological district between Comb Wash and Butler Wash.

Indirect Damage to Cultural Resources

Some readers of the RMP were confused by the term "indirect damage" to cultural sites. Indirect damage is defined as secondary impacts to cultural resources that may result from development activities. Examples of indirect damage could include increased archaeological vandalism resulting from improved road access,

loss of a cultural site's visual integrity through powerline construction, or other impacts to cultural resources not resulting directly from development activities. The extent to which the area around a site has already been altered is basic to assessment of indirect damage.

In assessing a proposed project, BLM determines whether potential indirect damage would have to be mitigated.

WILDERNESS MANAGEMENT

The proposed RMP does not address suitability for wilderness designation, which is being handled under the statewide wilderness EIS. At issue in the RMP is how the lands currently under wilderness review would be managed if Congress releases them from study without designating them as wilderness.

At least one comment requested information on how wilderness study areas (WSAs) would be managed in the present, as well as in the future. Until released from WSA status, these areas would be managed under wilderness interim management policy (IMP) (H-8550-1); for areas designated wilderness, the Wilderness Management Policy (September 1981) would be in effect.

RECREATION MANAGEMENT

Outdoor Recreation Values

One comment expressed the belief that the proposed RMP would not adequately protect recreation values (primarily primitive recreation). BLM believes these values would be adequately protected under the proposed RMP. Reasons for this belief, as noted below, were given on pages 2-116 and 2-121 (column 2) of the September 1987 proposed RMP.

Under the preferred alternative, BLM provided management prescriptions to minimize or eliminate surface disturbance in almost all of the RUS P- and SPNM-class areas. Over 95 percent of the P-class areas would be protected by such means as closing the lands to mineral use, allowing surface disturbance only where the RUS class could be maintained, and closing the areas

to ORV use. Only the P- and SPNM-class areas in the vicinity of Squaw and Cross Canyons, near the Colorado state line, would not come under these restrictions; BLM views these areas as being the least likely to experience increased recreational use.

Another commentor suggested that the plans of agencies managing adjacent lands should have been considered in determining ROS classes.

BLM applied ROS categories to public lands in accordance with BLM manual 8320. The ROS classes are generally identified from on-the-ground conditions and rating criteria, rather than from proposals for a given type of management (such as wilderness proposals). Because other federal agencies use different systems, BLM ROS classes do not correlate exactly with existing designations or management proposals on other federal lands.

Recreation Use Demand Projections

One comment asked for present and future projections of demand for recreation opportunities.

Demands for both motorized and nonmotorized recreation uses were projected in the management situation analysis (MSA) prepared for the San Juan RMP beginning on page 4333-37 and shown in table 4333-15. The table shows about equal increases for primitive recreation and ORV activities, and the proposed RMP would provide lands for each type of use, recognizing that there may still be areas of use overlap and potential resource conflicts.

Pearson Canyon Hiking Area

The proposed designation of this area has been changed from SRMA to hiking area because Pearson Canyon does not meet the criteria for SRMA designation, nor does it have an intensive level of recreation at present. The acreage has been changed from 1,920 to 1,280 acres to correct an error and match the original agreement that set this area aside for hiking.

Off-Road Vehicle Use

The RMP maps do not show which roads and trails would be designated for ORV use; the necessary

inventory would not be completed until the implementation phase of the ORV designation process. Areas where ORV use is limited to existing roads and trails would not have specific roads or trails identified on a map.

Questions were raised as to whether persons holding mineral leases or grazing permits would be allowed ORV travel in areas closed or limited for ORV use. The Area Manager can authorize off-road travel for mineral and grazing interests on a case-by-case basis in these areas.

Visual Resource Management Classes

Some comments addressed the status of VRM class ratings, the rationale for them, and why WSAs were not designated VRM class I.

WSA status does not require a VRM class I designation; however, if the WSA is designated wilderness, it would be rated as VRM class I.

The Butler Wash ACEC is presently VRM class I and would be managed as such under the proposed RMP.

Fable Valley is VRM class I; Indian Creek and Bridger Jack Mesa are class II; Beef Basin and Sweet Alice Hills are class III due to a low visual sensitivity rating; and Lavender Mesa is class IV because it is seldom seen.

The stipulation to manage Alkali Ridge ACEC as VRM class I was an error. BLM did not intend to manage this area for anything more than class III. The stipulation has been changed.

SOIL, WATER, AND AIR MANAGEMENT

Sensitive Soils and Sensitive Slopes

The discussion of sensitive soils and sensitive slopes has been deleted from the proposed RMP. This section was somewhat confusing and applied to less than 25 percent of the area marked as sensitive soils. The stipulations to protect sensitive soils or slopes were no different from those commonly applied to construction activities; therefore, they need not be incorporated as special management conditions in the proposed RMP.

Erosion

Some commentors did not understand how BLM plans to manage significant erosion in several drainages. Solutions to these problems would be developed through site-specific activity plans, including AMPs. Some such plans are already being developed: the Montezuma Creek Basin Study being conducted by several agencies (including BLM) and a Cooperative Resource Management Plan being written for Indian Creek by BLM and USFS, with involvement from the State of Utah. Other plans will be developed in the future as manpower and funding priorities allow.

Water Quality

Some comments asked how water quality standards would be enforced during mining activities and what standards would be applied to stream uses. All San Juan River tributaries have designated uses with certain requirements. Protection of standards assigned to those uses would require regular monitoring, which will be accomplished to the extent possible with available funding and manpower. BLM's commitment to maintain water quality standards and to establish a monitoring plan is stated in the proposed RMP.

Water quality standards would be protected from mining activities through stipulations attached to the mining plan. BLM would monitor the project to ensure compliance with the approved plan of operations.

HABITAT MANAGEMENT

Protective Stipulations

Some concern was expressed that seasonal and other restrictions for wildlife habitat were unnecessary. Because disturbance from mineral leasing activities can disrupt the life history functions of wildlife, seasonal restrictions on these activities were carried forward into the proposed RMP. The seasonal stipulations for crucial wildlife habitat have been revised to allow incidental uses such as camping, hiking, hunting, or wood cutting.

The prohibition of land treatments on crucial deer winter range has also been modified so that

proposed land treatments can be considered on a case-by-case basis. In some instances, land treatments could improve deer habitat and therefore would be desirable.

Desert Bighorn Sheep

Cattle would be excluded from five mesa tops within crucial desert bighorn sheep habitat to eliminate the potential for conflict between the two species. These mesa tops are important rutting areas for desert bighorn sheep, and cattle use could interfere with rutting.

Some concern was expressed that the RMP did not address the effect of livestock diseases on desert bighorn sheep. While the effects of domestic sheep diseases on desert bighorn sheep has long been known, those of cattle diseases are not so well known. It was suggested that cattle be removed from Red Canyon, Blue Notch Canyon, and Mancos Mesa to eliminate the chance that cattle diseases could spread to bighorn sheep. Since it is not known conclusively that cattle are transmitting diseases to desert bighorn sheep in SJRA, it would be premature to remove cattle from these areas. Cattle were not reintroduced into Red Canyon, but have been grazing there for many years. The Lake Canyon AMP of 1970 eliminated summer cattle grazing in Red Canyon and substituted winter cattle grazing on an alternate-year schedule.

Until conclusive evidence of a cattle-bighorn disease problem is documented, no further action against cattle grazing will be taken. Under the proposed RMP, BLM would continue its policy of developing desert bighorn waters away from cattle use areas and continue to investigate the possibility of inoculating bighorn sheep against cattle diseases.

Some commentors thought desert bighorn sheep habitat was not adequately protected and should have been given ACEC status. The area was not given ACEC status because it did not meet the relevance and importance criteria nor require special management in addition to that proposed. Existing management practices and special conditions in the proposed RMP and the White Canyon-Red Canyon Habitat Management Plan (HMP) would provide adequate protection. These

special conditions would regulate mining, oil and gas activity, ORV use, and grazing. Recreation uses other than ORV use are not believed to have a significant effect on desert bighorn sheep. If recreation use becomes a problem, it could be mitigated with changes in the HMP or an amendment to the RMP.

Crucial Deer Habitat

Crucial deer habitat areas on Dark Canyon Plateau and Harmony Flat have been added to the RMP map. These were inadvertently omitted from the first map but were recognized in the draft RMP.

Riparian Area Management

Citing damage from mineral entry, ORV use, and livestock grazing, several comments indicated that BLM is not adequately protecting riparian areas.

Under the proposed RMP, riparian areas would be open to mineral entry with an approved plan of operations. This decision is consistent with BLM's riparian policy, which requires all long-term impacts from new construction be fully mitigated. Mitigation measures would be required in the plan of operations. Activities other than mineral entry that could cause disturbance by mechanized or motorized equipment or structural development (except fences) are excluded from riparian areas. BLM believes this level of protection is adequate.

ORV use in riparian areas would be managed by limiting travel to designated roads and trails. The change from "existing" to "designated" roads and trails was made to meet management objectives and comply with riparian policy. Time and funding constraints prevent an inventory of all existing roads and trails; however, in areas where ORV use is limited to designated roads and trails, roads and trails would be designated as part of an ORV implementation plan, to be completed within 1 year after approval of the RMP. While such a plan would be difficult to implement and enforce, and while it would not prevent an occasional ORV from traveling through a

closed area, it would enable BLM to prevent massive ORV travel in riparian areas.

In regard to grazing management, it is the policy of BLM in Utah that riparian areas must be maintained in a healthy vegetal condition (that is, showing vigorous growth and reproduction) with at least 50 percent of residual vegetation present throughout and remaining at the end of the growing season or grazing period. Woody plants must not show signs of hedging to exceed 50 percent of new growth, and must be reproducing within the riparian area. This assumes that the area is in good condition. If the area is in poor condition at the outset, utilization would need to be much less. This guideline is followed unless supporting documentation indicates that proposed actions would be of greater public benefit and other alternatives would not achieve the same result without degradation of the riparian area involved.

Grazing management in riparian areas would be refined in allotment management plans (AMPs). Appropriate management methods include partial fencing, alternate water sources, different grazing systems, etc. These methods would be designed on the basis of ecological site information and monitoring studies.

Another comment suggested that riparian areas were not identified nor evaluated with any degree of accuracy. The RMP defined the extent of riparian areas to the degree possible with available information; more detail is always desired. Under the proposed RMP, Moab District would complete a detailed inventory of riparian areas when appropriate management directives and adequate funding become available.

Ecological site information from range monitoring would be used to establish riparian habitat potential and monitor conditions. Present knowledge about the complex subject of ecological potential is incomplete and will be improved as the range staff gains experience and confidence in documenting various riparian area ecological conditions.

This Page Was
Intentionally
Left Blank
To Fix
a Pagination
Error

LIST OF REFERENCES CITED

BLM. 1984a. San Juan/San Miguel Resource Management Plan Wilderness Technical Supplement (Draft). U.S. Department of the Interior, Bureau of Land Management: Montrose CO.

BLM. 1984b. San Juan/San Miguel Resource Management Plan and Environmental Impact Statement (Final). December 1984. U.S. Department of the Interior, Bureau of Land Management: Montrose, CO.

BLM and NPS. 1984. "Umbrella Memorandum of Understanding Between the Bureau of Land Management and the National Park Service." September 4, 1984. U.S. Department of the Interior, Robert J. Burford, Director of the Bureau of

Land Management; and Russell E. Dickenson, Director of the National Park Service: Washington, D.C. 3 pages.

BLM and NPS. 1986. Interagency Agreement for Grazing Management on Glen Canyon National Recreation Area. U.S. Department of the Interior, Bureau of Land Management, Utah State Office, and National Park Service, Rocky Mountain Region. Salt Lake City, UT and Denver, CO.

Western Utility Group. 1980. Western Regional Corridor Study. May 1980. Prepared for Western Utility Group by Pacific Gas and Electric: San Francisco CA.

This Page Was
Intentionally
Left Blank
To Fix
a Pagination
Error

APPENDIX A - DESCRIPTION OF RECREATION OPPORTUNITY SPECTRUM CLASSES

OVERVIEW

The purpose of this appendix is to describe the opportunities available in each of the six recreation opportunity spectrum (ROS) classes.

Table AF-1 describes each ROS class in terms of experience opportunities, setting opportunities, and activity opportunities. These overview statements do not describe each class in detail,

but rather provide a point of departure from which the planner or manager can develop more precise prescriptions for each class based on specific situations encountered in field operations. The listing of activity opportunities is provided for illustration only and is not meant to include every activity possible in the area.

TABLE AA-1

Recreation Opportunity Spectrum Class Descriptions

Opportunity Class	Experience Opportunity	Setting Opportunity	Activity Opportunity
Primitive	Opportunity for isolation from the sights and sounds of man, to feel a part of the natural environment, to have a high degree of challenge and risk, and to use outdoor skills.	Area is characterized by essentially unmodified natural environment of fairly large size. Concentration of users is very low and evidence of other users is minimal. The area is managed to be essentially free from evidence of man-induced restrictions and controls. Only facilities essential for resource protection are used. No facilities for comfort or convenience of the user are provided. Spacing of groups is informal and dispersed to minimize contacts between groups. Motorized use within the area is not permitted.	Camping, hiking, climbing, enjoying scenery or natural features, nature study, photography, spelunking, hunting (big game, small game, upland birds, waterfowl) ski touring and snowshoeing, swimming, diving (skin and scuba), fishing, canoeing, sailing, and river running (non-motorized craft).
Semiprimitive Nonmotorized	Some opportunity for isolation from the sights and sounds of man, but not as important as for primitive opportunities. Opportunity to have high degree of interaction with the natural environment, to have moderate challenge and risk, and to use outdoor skills.	Area is characterized by a predominantly unmodified natural environment of moderate to large size. Concentration of users is low, but there is often evidence of other area users. Onsite controls and restrictions may be present, but are subtle. Facilities are provided for the protection of resource values and the safety of users only. Spacing of groups may be formalized to disperse use and limit contacts between groups. Motorized use is not permitted.	Camping, hiking, climbing, enjoying scenery or natural features, nature study, photography, spelunking, hunting (big game, small game, upland birds, waterfowl), ski touring and snowshoeing, swimming, diving (skin and scuba), fishing, canoeing, sailing, and river running (nonmotorized craft).

Semiprimitive
Motorized

Some opportunity for isolation from the sights and sounds of man, but not as important as for primitive opportunities. Opportunity to have a high degree of interaction with the natural environment, to have moderate challenge and risk, and to use outdoor skills. Explicit opportunity to use motorized equipment while in the area.

Same as above, except that motorized use is permitted.

Same as the above, plus the following: ORV use (4-wheel drive, dune buggy, dirt bike, snowmobile), power boating.

Roaded Natural

About equal opportunities for affiliation with other user groups and for isolation from sights and sounds of man. Opportunity to have a high degree of interaction with the natural environment. Challenge and risk opportunities are not very important, except in specific challenging activities. Practice of outdoor skills may be important. Opportunities for both motorized and nonmotorized recreation are present.

Area is characterized by a generally natural environment with moderate evidence of the sights and sounds of man. Resource modification and utilization practices are evident, but harmonize with the natural environment. Concentration of users is low to moderate with facilities sometimes provided for group activity. Onsite controls and restrictions offer a sense of security. Rustic facilities are provided for user convenience, as well as for safety and resource protection. Conventional motorized use is provided for in construction standards and design of facilities.

All activities listed previously, plus the following: picnicking, rock collecting, wood gathering, auto touring, downhill skiing, snowplay, ice skating, water skiing and other water sports, hang gliding, interpretive use, rustic resorts, and organized camps.

(Continued)

TABLE AA-1 (Concluded)

<u>Opportunity Class</u>	<u>Experience Opportunity</u>	<u>Setting Opportunity</u>	<u>Activity Opportunity</u>
Rural	<p>Opportunities to experience affiliation with individuals and groups are prevalent, as is the convenience of sites and opportunities. These factors are generally more important than the natural setting. Opportunities for wildland challenges, risk taking, and testing of outdoor skills are unimportant, except in those activities involving challenge and risk.</p>	<p>Area is characterized by substantially modified natural environment. Resource modification and utilization practices are obvious. Sights and sounds of man are readily evident, and the concentration of users is often moderate to high. A considerable number of facilities are designed for use by a large number of people. Facilities are often provided for specific activities. Developed sites, roads and trails, are designed for moderate to high use. Moderate densities are provided far away from developed sites. Facilities for intensive motorized use are available.</p>	<p>All activities listed previously, plus the following: competitive games, spectator sports, bicycling, jogging, outdoor concerts, and modern resorts.</p>
Modern Urban	<p>Opportunities to experience affiliation with individuals and groups are prevalent, as is the convenience of sites and opportunities. Experiencing the natural environment and the use of outdoor skills are largely unimportant.</p>	<p>Area is characterized by a highly modified environment, although the background may have natural elements. Vegetation is often exotic and manicured. Soil may be protected by surfacing. Sights and sounds of man, onsite, predominate. Large numbers of users can be expected. Modern facilities are provided for the use and convenience of large numbers of people. Controls and restrictions are obvious and numerous. Facilities for high intensity motor use and parking are present, with forms of mass transit often available.</p>	<p>All activities listed previously.</p>

APPENDIX B - VISUAL RESOURCE MANAGEMENT CLASSES

OVERVIEW

The purpose of this appendix is to describe the process by which visual resources are classified and the visual impacts of proposed projects are assessed. The lands within the San Juan Resource Area (SJRA) have been inventoried and placed into visual resource management (VRM) classes. This appendix also describes how the classes are assigned.

ESTABLISHING VISUAL RESOURCE MANAGEMENT CLASSES

The VRM classification process includes (1) outlining and numerical evaluation of scenic quality; (2) outlining of visual sensitivity levels; (3) delineating distance zones; and (4) assigning VRM classes.

SCENIC QUALITY

The first step is accomplished by outlining similar scenery on a topographic map. Numerical values are then given to the area's key factors (landform, color, water, vegetation, uniqueness, and intrusions). The total of these values determines whether the area is a class A, B, or C scenery unit.

Class A scenery combines the most outstanding characteristics of each rating factor. Class B scenery combines some outstanding features and some that are fairly common to the physiographic region. Class C scenery combines features that are fairly common to the physiographic region.

VISUAL SENSITIVITY LEVELS

Sensitivity levels indicate the relative degree of user interest in visual resources and concern for changes in the existing landscape charac-

ter. This section is designed to bring input from area and district management to the weighing of the two sensitivity criteria: (1) vehicular and pedestrian use volume and (2) expressed user attitudes toward change. These criteria are evaluated from a matrix, and a final sensitivity rating of high, medium, or low is given. The sensitivity rating will figure into the final VRM classification.

DISTANCE ZONES

Three distance zones are outlined on topographic maps: foreground/ middleground, background, and seldom seen. The foreground/middleground zone is a distance of from zero to 3 to 5 miles away, where activities can be viewed in detail. The background is the remaining area up to 15 miles distant, and seldom seen is that area beyond 15 miles or not seen at all from any corridor of travel.

VRM CLASSES

After classification as to scenic quality, visual sensitivity, and distance zones, areas are assigned to one of five management classes. These management classes, designed to maintain or enhance visual quality, describe the allowable degrees of change to the basic landscape elements.

ANALYZING VISUAL IMPACTS

For activities proposed on public lands, impacts are evaluated with the visual resource contrast rating system. This system is a method of evaluating the visual contrast of a proposed activity to the existing landscape character.

The landscape is separated into its major features (land and water surface, vegetation, and structures), and the degree of change that would occur in contrast of form, line, color and texture of each feature is predicted. This assessment indicates the amount of contrast that would result from a proposed activity (the severity of impact) and serves as a guide in determining what would be required to reduce the contrast to the point where it will meet the VRM class's requirements for the area. Objectives for the VRM classes are listed below:

- I One element should not exceed a weak degree of contrast (1), and the total for any feature may not exceed 10.
- II The degree of contrast for any one element should not exceed a moderate value (2), and

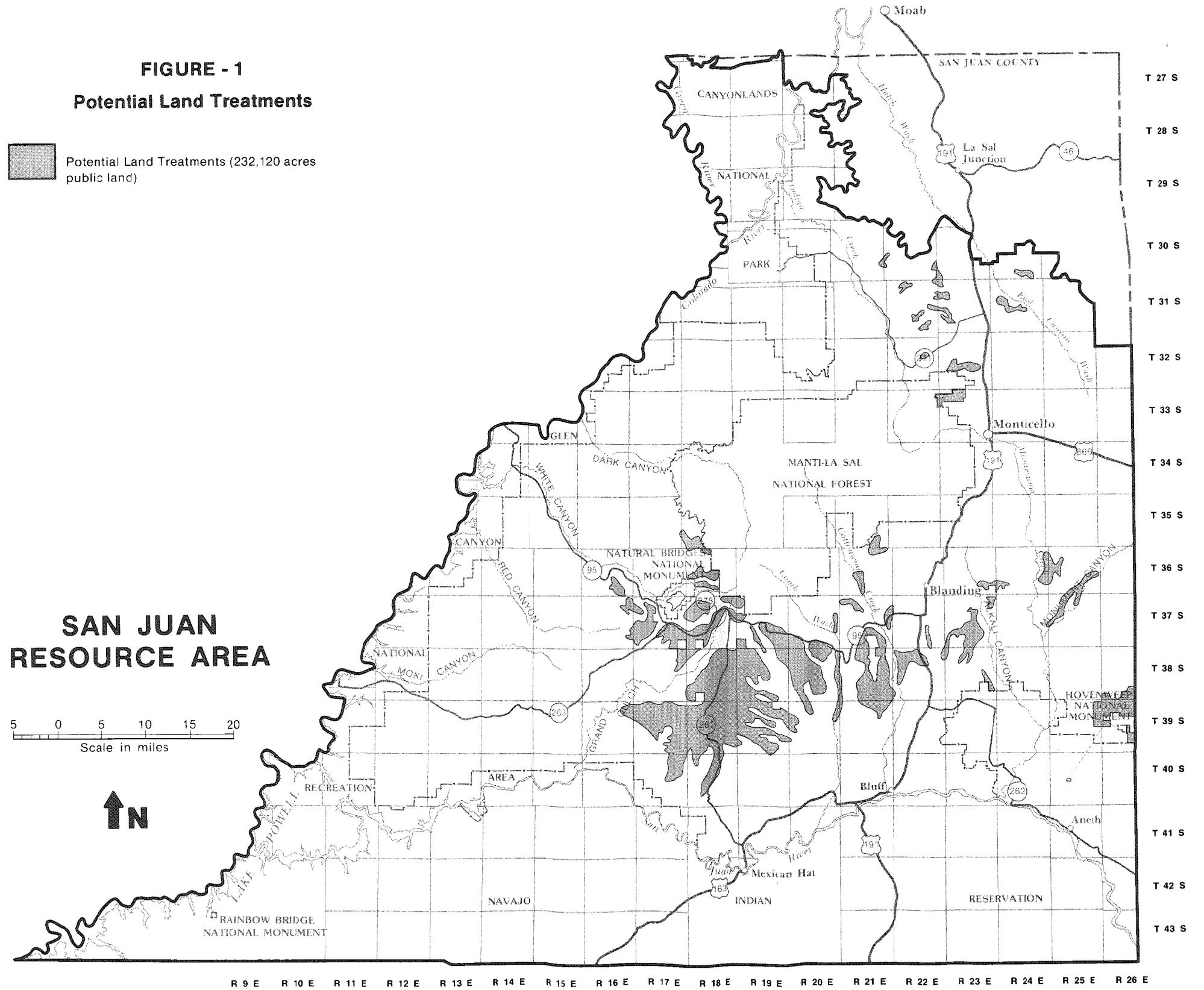
the total contrast rating for any feature may not exceed 10.

- III The degree of contrast for any one element should not exceed a moderate value (2), and the total contrast rating for any feature may not exceed 16.
- IV The total contrast rating for any feature should not exceed 20.
- V This is an interim classification for rehabilitation or enhancement.

VRM classes established for the SJRA were shown in figure 3-18, and their approximate acreages in table 3-14.

FIGURE - 1
Potential Land Treatments

 Potential Land Treatments (232,120 acres public land)



**SAN JUAN
 RESOURCE AREA**

5 0 5 10 15 20
 Scale in miles



C O L O R A D O

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 R 18 E R 19 E R 20 E R 21 E R 22 E R 23 E R 24 E R 25 E R 26 E

A R I Z O N A

FIGURE - 2

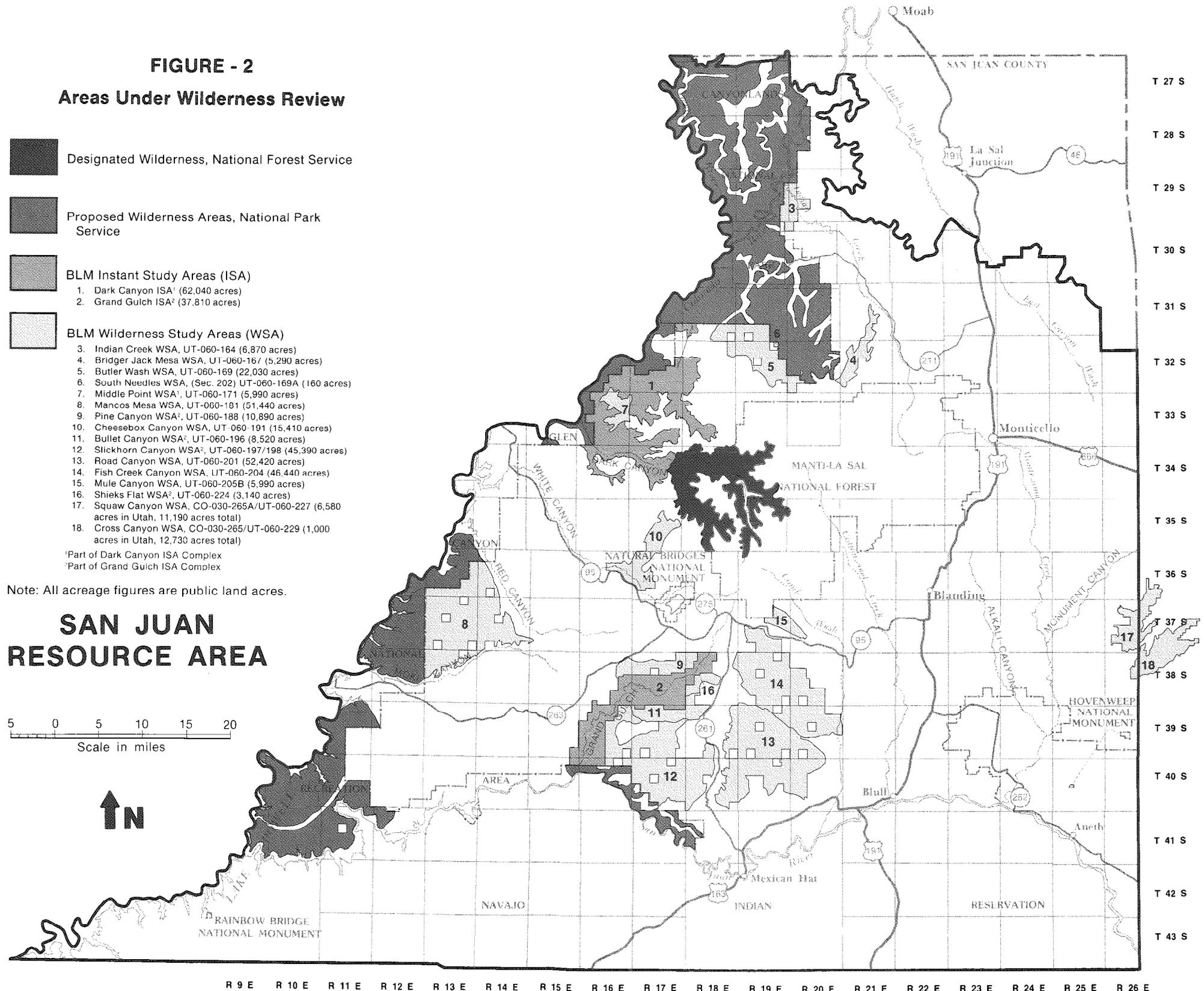
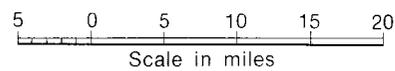
Areas Under Wilderness Review

-  Designated Wilderness, National Forest Service
-  Proposed Wilderness Areas, National Park Service
-  BLM Instant Study Areas (ISA)
 - 1. Dark Canyon ISA¹ (62,040 acres)
 - 2. Grand Gulch ISA² (37,810 acres)
-  BLM Wilderness Study Areas (WSA)
 - 3. Indian Creek WSA, UT-060-164 (6,870 acres)
 - 4. Bridger Jack Mesa WSA, UT-060-167 (5,290 acres)
 - 5. Butler Wash WSA, UT-060-169 (22,030 acres)
 - 6. South Needles WSA, (Sec. 202) UT-060-169A (160 acres)
 - 7. Middle Point WSA¹, UT-060-171 (5,990 acres)
 - 8. Mancos Mesa WSA, UT-060-181 (51,440 acres)
 - 9. Pine Canyon WSA², UT-060-188 (10,890 acres)
 - 10. Cheesebox Canyon WSA, UT-060-191 (15,410 acres)
 - 11. Bullet Canyon WSA², UT-060-196 (8,520 acres)
 - 12. Slickhorn Canyon WSA², UT-060-197/198 (45,390 acres)
 - 13. Road Canyon WSA, UT-060-201 (52,420 acres)
 - 14. Fish Creek Canyon WSA, UT-060-204 (46,440 acres)
 - 15. Mule Canyon WSA, UT-060-205B (5,990 acres)
 - 16. Shieks Flat WSA², UT-060-224 (3,140 acres)
 - 17. Squaw Canyon WSA, CO-030-265A/UT-060-227 (6,580 acres in Utah, 11,190 acres total)
 - 18. Cross Canyon WSA, CO-030-265/UT-060-229 (1,000 acres in Utah, 12,730 acres total)

¹Part of Dark Canyon ISA Complex
²Part of Grand Gulch ISA Complex

Note: All acreage figures are public land acres.

SAN JUAN RESOURCE AREA



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 R 18 E R 19 E R 20 E R 21 E R 22 E R 23 E R 24 E R 25 E R 26 E

A R I Z O N A

C O L O R A D O

CONDITIONS FOR USE

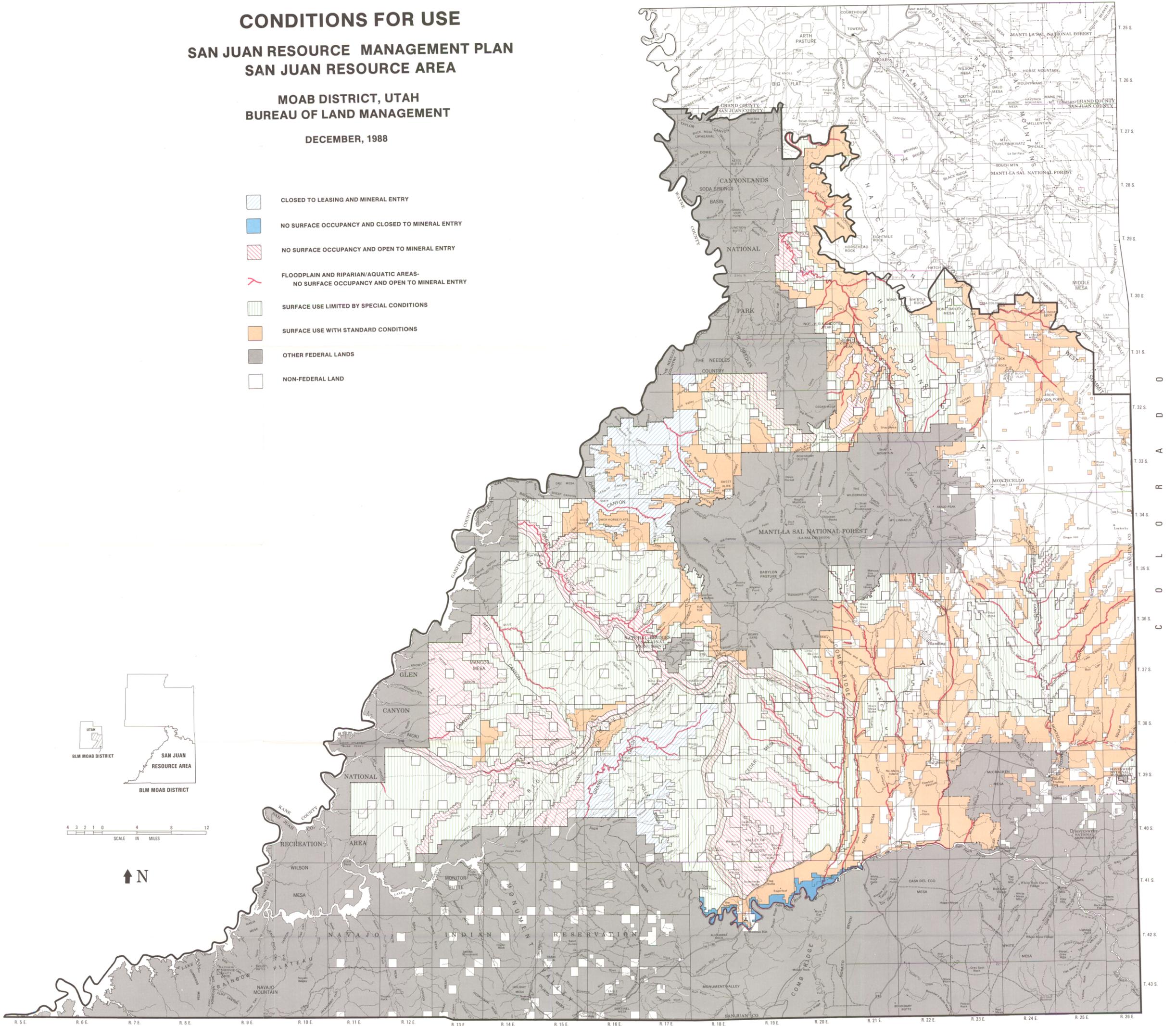
SAN JUAN RESOURCE MANAGEMENT PLAN

SAN JUAN RESOURCE AREA

MOAB DISTRICT, UTAH
BUREAU OF LAND MANAGEMENT

DECEMBER, 1988

-  CLOSED TO LEASING AND MINERAL ENTRY
-  NO SURFACE OCCUPANCY AND CLOSED TO MINERAL ENTRY
-  NO SURFACE OCCUPANCY AND OPEN TO MINERAL ENTRY
-  FLOODPLAIN AND RIPARIAN/AQUATIC AREAS-
NO SURFACE OCCUPANCY AND OPEN TO MINERAL ENTRY
-  SURFACE USE LIMITED BY SPECIAL CONDITIONS
-  SURFACE USE WITH STANDARD CONDITIONS
-  OTHER FEDERAL LANDS
-  NON-FEDERAL LAND



SPECIAL DESIGNATION AREAS

SAN JUAN RESOURCE MANAGEMENT PLAN

SAN JUAN RESOURCE AREA

MOAB DISTRICT, UTAH

BUREAU OF LAND MANAGEMENT

DECEMBER, 1988

- AREA OF CRITICAL ENVIRONMENTAL CONCERN (ACEC)**
1. Alkali Ridge ACEC (35,890 acres)
 2. Bridger Jack Mesa ACEC (5,290 acres)
 3. Butler Wash ACEC (13,870 acres)
 4. Cedar Mesa ACEC (323,760 acres)
 5. Dark Canyon ACEC (62,040 acres)
 6. Hovenweep ACEC (1,500 acres)
 7. Indian Creek ACEC (13,100 acres)
 8. Lavender Mesa ACEC (640 acres)
 9. Scenic Highway Corridor ACEC (78,390 acres)
 10. Shay Canyon ACEC (1,770 acres)

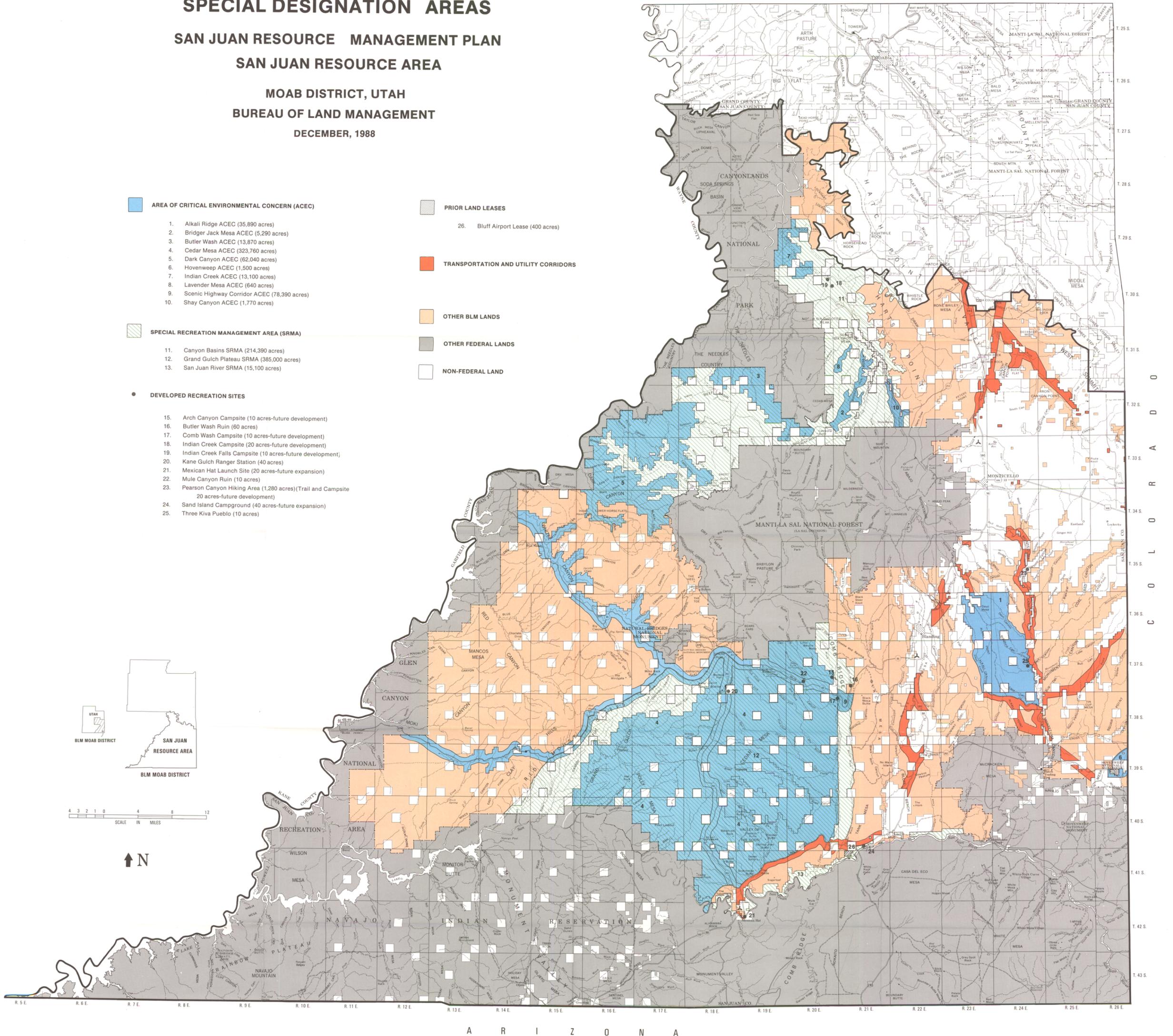
- SPECIAL RECREATION MANAGEMENT AREA (SRMA)**
11. Canyon Basins SRMA (214,390 acres)
 12. Grand Gulch Plateau SRMA (385,000 acres)
 13. San Juan River SRMA (15,100 acres)

- DEVELOPED RECREATION SITES**
15. Arch Canyon Campsite (10 acres-future development)
 16. Butler Wash Ruin (60 acres)
 17. Comb Wash Campsite (10 acres-future development)
 18. Indian Creek Campsite (20 acres-future development)
 19. Indian Creek Falls Campsite (10 acres-future development)
 20. Kane Gulch Ranger Station (40 acres)
 21. Mexican Hat Launch Site (20 acres-future expansion)
 22. Mule Canyon Ruin (10 acres)
 23. Pearson Canyon Hiking Area (1,280 acres)(Trail and Campsite 20 acres-future development)
 24. Sand Island Campground (40 acres-future expansion)
 25. Three Kiva Pueblo (10 acres)

- PRIOR LAND LEASES**
26. Bluff Airport Lease (400 acres)

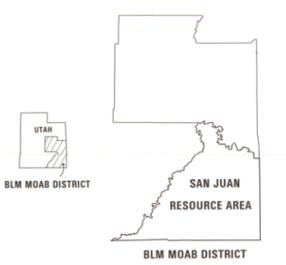
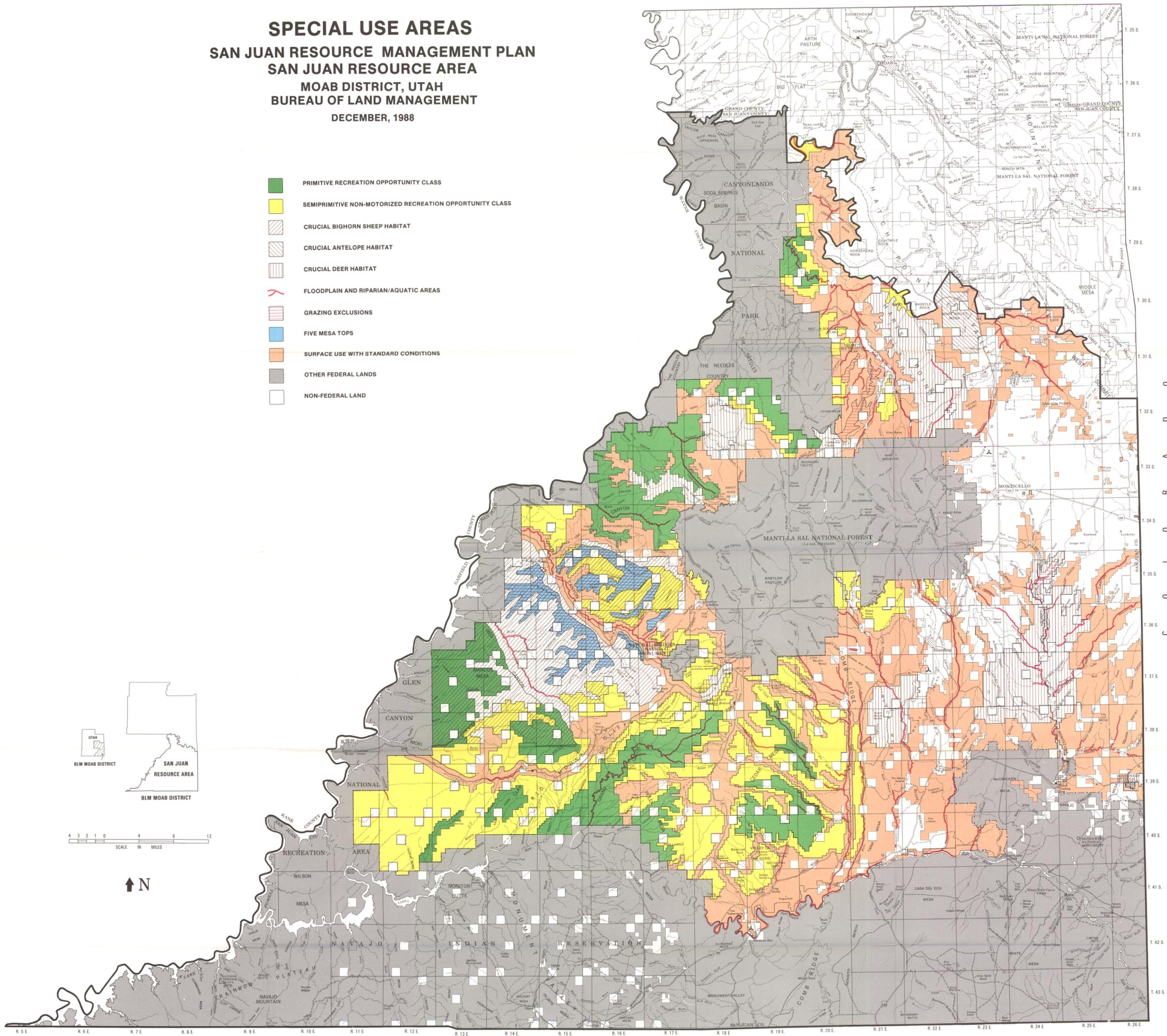
TRANSPORTATION AND UTILITY CORRIDORS

- OTHER BLM LANDS**
- OTHER FEDERAL LANDS**
- NON-FEDERAL LAND**



SPECIAL USE AREAS
SAN JUAN RESOURCE MANAGEMENT PLAN
SAN JUAN RESOURCE AREA
MOAB DISTRICT, UTAH
BUREAU OF LAND MANAGEMENT
DECEMBER, 1988

- PRIMITIVE RECREATION OPPORTUNITY CLASS
- SEMIPRIMITIVE NON-MOTORIZED RECREATION OPPORTUNITY CLASS
- CRUCIAL BIGHORN SHEEP HABITAT
- CRUCIAL ANTELOPE HABITAT
- CRUCIAL DEER HABITAT
- FLOODPLAIN AND RIPARIAN/AQUATIC AREAS
- GRAZING EXCLUSIONS
- FIVE MESA TOPS
- SURFACE USE WITH STANDARD CONDITIONS
- OTHER FEDERAL LANDS
- NON-FEDERAL LAND



ORV DESIGNATIONS

SAN JUAN RESOURCE MANAGEMENT PLAN

SAN JUAN RESOURCE AREA

MOAB DISTRICT, UTAH
BUREAU OF LAND MANAGEMENT

DECEMBER, 1988

- A** OPEN TO OFF-ROAD VEHICLES
- B** LIMITED OFF-ROAD VEHICLE USE
 - B1 Limited to Designated Roads and Trails (Includes Floodplain and Riparian/Aquatic Areas and Developed Recreation Sites)
 - B2 Limited to Existing Roads and Trails
- SEASONAL LIMITED USE
 - B3 Crucial Bighorn Sheep Habitat-
Use limited from April 1 to July 15 and October 15 to December 31
 - B4 Crucial Antelope Habitat-
Use limited from May 15 to June 15
 - B5 Crucial Deer Habitat-
Use Limited from December 15 to April 30
- C** CLOSED TO OFF-ROAD VEHICLES
- DEVELOPED RECREATION SITES
- Y FLOODPLAIN AND RIPARIAN/AQUATIC AREAS
- NON-FEDERAL LAND
- OTHER FEDERAL LANDS

