

Recreation and Cultural Area

Management Plan

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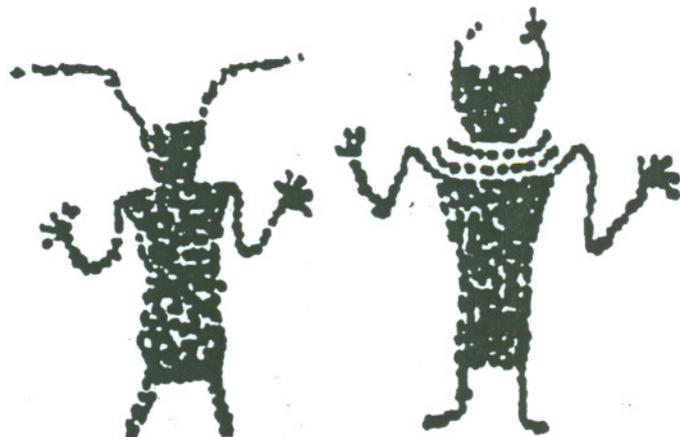
Nine Mile Canyon

Special Recreation and Cultural Management Area



Department of the Interior

Bureau of Land Management





Recreation and Cultural Management Plan  
for  
Nine Mile Canyon  
Special Recreation and Cultural Management Area

Department of the Interior  
Bureau of Land Management

Prepared by: Jayne R. Levy 1-21-94  
Recreation Planner, Price River R.A. Date

Recommended by: Rene Wilk 1-21-94  
Recreation Planner, Price River R.A. Date

Recommended by: David W. Moore 1/4/95  
Recreation Planner, Vernal District Date

Recommended by: Blaine A. Miller 1-21-94  
Archeologist, Price River R.A. Date

Recommended by: Mark E. Bailey 2-1-94  
Area Manager, Price River R.A. Date

Recommended by: Jon Hogstad 1/4/95  
Area Manager, Diamond Mountain R.A. Date

Approved by: Ryan Zett 3/7/94  
District Manager, Moab District Date

Approved by: Dave E. Little 1/4/95  
District Manager, Vernal District Date



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## Summary

The Nine Mile Canyon Backcountry Byway is an area rich in culture, wildlife and scenic beauty. "The longest art gallery in the world" describes the internationally renowned prehistoric sites within the canyon, while the historic features of the byway have regional significance. "Watchable wildlife" is often present to greet the motorist who travels the byway, situated amongst the attractive cliffs and rugged scenery of the West Tavaputs Plateau in east-central Utah.

Promoted heavily by regional travel councils, the Nine Mile Canyon Backcountry Byway is receiving ever-increasing use by recreationists. Vehicle touring, bicycling, camping and guided tours are growing activities. Presently, no visitor facilities or amenities exist along the route, although private and regional publications are available for self-guided tours.

Public scoping revealed a mix of Nine Mile Canyon issues. Some of the cultural sites attracting visitation have been vandalized. Poor road conditions and lack of signs, communications, law enforcement and visitor facilities create a safety and health hazard, in addition to visitor use conflicts with private landowners. Due to the lack of interpretation, education, and visitor contact, many visitors experience a confused and unsatisfactory visit. The complex land ownership and jurisdiction pattern within Nine Mile Canyon has inhibited regional planning.

The Price River Resource Area of the BLM (Moab District), in conjunction with the Diamond Mountain Resource Area (Vernal District), presents this activity plan which will guide the cultural and recreational developments on public lands on the backcountry byway for the next 10 years. Various administrative actions emphasize that the successful implementation of this plan is largely dependent upon cooperative partnerships with Carbon, Duchesne, and Uintah Counties, private landowners, the non-profit Nine Mile Canyon Coalition, the College of Eastern Utah, archaeological and historic organizations, and the Ute Tribe.

The principal management objective for the planning area is to protect and preserve cultural resources. Other objectives are to protect, preserve and enhance the natural character, inspirational value and scenic quality of the area while optimizing recreation and interpretive opportunities, including the provision of a safe recreational environment.

Proposed within this plan are land acquisitions and easements for the protection of cultural resources and provision of proactive management and use of the area, road improvements, interpretive and visitor facilities such as a visitor contact station, trailheads, byway kiosks, information stations, interpretive sites and walks, signs and publications. Land acquisitions/exchanges and easements

will be negotiated with private landowners and all transactions will take place with the willing consent of all parties involved.

The plan does not address riparian, range, wildlife or other resource issues, except to the extent that all proposals are compatible with the decisions in existing BLM resource management plans and management guidelines. These resource plans and guidelines, which are applicable to BLM public lands only, are summarized in Appendix 2 of this plan.

## **Chapter I. Introduction**

### **A. Location and Setting**

The Nine Mile Canyon Recreation and Cultural Management Area (referred to in this plan as the planning area or SRCMA) is located in east-central Utah, northeast of Price. The SRCMA includes the 78 mile (125.5 km) Nine Mile Canyon National Backcountry Byway and its viewshed, the proposed Nine Mile Canyon Archaeological District which may be eligible for listing on the National Register of Historic Places, and the Nine Mile Canyon ACEC in BLM's Diamond Mountain Resource Area (Vernal District). The backcountry byway includes Soldier Creek Road, Nine Mile Canyon Road to the junction of Cottonwood Canyon and then one mile up Cottonwood Canyon, and the road through Gate Canyon/Wells Draw and Myton Bench. The principal access route from the south is eight miles east of Price, on Highway 6/191, turning north on 2200 East (Soldier Creek Road). Access from the north is via Highway 40/191, one mile west of Myton. (see Map #1)

The planning area is well-known for displaying one of the finest Native American rock art "galleries" in the world, comprised of petroglyphs and pictographs from the Fremont and Ute peoples. In the post Civil War era, the canyon served as a busy freight route between the Uintah Basin and central Utah. Remains of iron telegraph poles, stage stations and settler cabins tell of past times. Remains of both prehistoric and historic peoples create a human history which draws visitors and researchers into this remote and scenic canyon.

#### General Topography

The planning area lies at an elevation between approximately 4,600 and 8,200 feet in the rugged canyon country of the West Tavaputs Plateau and is part of the Colorado Plateau Physiographic Province. Draining the West Tavaputs Plateau, upper tributaries start at 10,000 feet, then reach Nine Mile Creek which flows from west to east into the Green River, reaching the Green at 4614 feet. Two major tributaries flow into Nine Mile from the northwest--Minnie Maud and Argyle Creeks. Smaller ephemeral streams, such as Cottonwood and Dry Canyon Creek, drain into it from the Tavaputs Plateau to the south.

#### Size, Land Ownership and Administration, and Involved Parties

The 127,167-acre planning area is a mosaic of public lands administered by the Bureau of Land Management, private land, and lands administered by the state of Utah. The Nine Mile Canyon Scenic Backcountry Byway crosses 20.3 miles of surface BLM land in the Moab District and 23.34 surface miles in the Vernal District,

30.64 miles of private and 3.6 miles of state land. The western upper reaches of Nine Mile Canyon, particularly in the vicinity of Minnie Maude Ridge, and most of the bottomland of the tributary drainages and Nine Mile Creek are privately owned. Most of the land on the northern and southern sides of the watershed are public lands. Scattered sections of state land occur within the predominately Federal sections. The easternmost portion of the drainage area, including the bottomland at the mouth of Nine Mile Creek, is mainly public land. (see Map #2)

The acreage, percent of land area under each ownership in the planning area, and miles of backcountry byway for each ownership is displayed in Table I.

The planning area is situated in Duchesne, Carbon and Uintah Counties. Recreational opportunities within the planning area are promoted by two multi-county Utah travel councils: "Castle Country" and "Dinosaurland." The backcountry byway is a county road which runs through both Duchesne and Carbon Counties.

TABLE I

Land Ownership and Administration	Number of Acres (%)	Miles of Backcountry Byway (%)
Public Land (BLM)	95,652 (75.2%)	43.64 (56%)
Private Land	21,196 (16.7%)	30.64 (39%)
Utah State Lands	9,829 (7.7%)	3.60 ( 5%)
Native American Lands	490 (0.4%)	0.0 ( 0%)

#### Population Centers

Many small communities are located in the vicinity of the southern part of the planning area and include:

- Price, via Highways 6 and 10 (population 8,712)
- Green River, via I-70 (population 866)
- Elmo, (population 267)
- Cleveland, (population 498)
- Castle Dale, via Highway 10 (population 1,704)
- Clawson, via Highway 10 (population 151)
- Wellington, via Highway 6 (population 1,632)
- East Carbon, via Highways 191/6 and 123 (population 1,270)
- Sunnyside, via Highways 6 and 123 (population 339)
- Helper, via Highway 6, (population 2,148)
- Huntington, via Highway 10 (population 1,875)

The closest communities to the northern part of the planning area are:

Myton, via Highway 40 (population 468)  
Roosevelt, via Highway 40 (population 3,915)  
Duchesne, via Highway 40 (population 1,308)  
Fort Duchesne, via Highway 40 (population 655)  
Randlett, via Highways 40 and 88 (population 283)

The approximate population living within:

one hour's traveling distance is: 50,000  
two hours' traveling distance is: 950,000  
three hours' traveling distance is: 1,200,000

(These figures are derived from the 1990 Population Census.)

## **B. Background Information**

### Genesis of the Planning Effort

Multiple-use management decisions for the planning area are addressed in the Management Framework Plan (MFP) for the Price Resource Area (1983) and the Resource Management Plan (RMP) for the Diamond Mountain Resource Area (1994). During the preparation of Price River's MFP, recreation management was not considered to be a key issue in Nine Mile Canyon and consequently received only cursory attention in the plan. Planning guidance relating to Nine Mile Canyon contained in both the Price MFP and Diamond Mountain's RMP is summarized in Section II of this document. Other BLM management plans that cover the Nine Mile Canyon Planning Area include:

*Wildlife Management:* Range Valley Mountain Coordinated Habitat Management Plan (September 1991) - identifies and prioritizes objectives for management of the wildlife resource within much of the planning area. This plan identified the need for restoration and protection of riparian habitat on Nine Mile Creek and the potential for developing a cold water trout fishery. Implementation of this plan may affect the recreational hunting and fishing that occurs in the SRCMA.

*Grazing Allotment Management Plans:* Dry Canyon and Bull Canyon (1969); Stone Cabin and Devils Canyon (1969), revised 1990; Soldier Canyon (1972); Big Wash (1982); Wells Draw (1988); Antelope Powers (1969).

In September 1983, The Historic Trails Committee of the Utah National Parks Council (the Boy Scouts of America) accepted a 10-year use and improvement study proposal to be implemented by the Roosevelt District of the Boy Scouts of America. In summary, this document proposed trail rehabilitation work for two short historic footpaths, development of trailheads, and also placement of markers

on the historic Nine Mile Road, accompanied by a self-guiding brochure. This project was completed, and as a follow-up to the project, KSL-TV did a 15-minute "Dimension 5" documentary on Nine Mile.

Nine Mile Canyon was dedicated as a BLM backcountry byway and a state of Utah scenic backway in 1991. These designations add to the significance of the canyon and contribute to its popularity for visitation. Vernal District BLM has erected a backcountry byway sign at the northern entrance to the route. One BLM interpretive sign is present where the byway enters Nine Mile Canyon from the west, a half-mile east of the bridge across Minnie Maud Creek.

### Public Involvement

This activity plan was initiated in January 1993. Issues, management concerns, and actions were developed with input gathered from BLM personnel, the public and other agencies. The following public planning meetings were held:

- March 4, 1993, in Price, UT; "Nine Mile Coalition Initiative Meeting," organized by Bert Jensen from Duchesne County. Forty people from both Carbon and Duchesne Counties were present. They represented local, state and Federal governments, tourism councils, Chambers of Commerce, archaeologists and historians, recreational permittees, and private individuals. Recreational activities presently being conducted in the study area were discussed and future actions were suggested. Some of the outstanding themes discussed included the need for good interpretation in the canyon emphasizing "Heritage Tourism," the suggestion that Nine Mile should be a feature destination in a vacation package which would help to bring this area out of a "tourism shadow," the need for visitor facilities and events to provide for and to draw more people to the canyon, and the need to cooperate with private landowners. The meeting concluded by selecting a nominating committee to recommend people for an advisory committee for the "Preservation and Enhancement of Nine Mile Canyon."

- March 25 and 30, 1993, in Price and Roosevelt, Utah, respectively, both organized by BLM. Forty people, including county commissioners, Native Americans, landowners, archaeologists, other county officials, volunteers and interested individuals attended these meetings. Issues, concerns and problems with the planning area and generalized solutions were developed. The results of these meetings are summarized in Appendix 3.

In addition, various interagency field trips and work sessions were organized and well attended by officials of the counties and BLM. Consultation with the Ute Tribe was initiated. A radio talk show

in Vernal in April 1993 focused on Nine Mile Canyon, as did a TV, Utah KSL, feature. A Nine Mile Canyon visitor use survey is underway by the BLM. (see page 21)

Various news releases were issued to announce public meetings and request participation from interested groups. Price's "Sun Advocate" and other local newspapers periodically released news of the progress of the planning effort.

#### Purpose and Scope of the Plan

The purpose of this plan is to provide BLM with management guidance for the Nine Mile Canyon SRCMA over a 10-year period. The scope of the plan is limited to recreation and cultural management actions consistent with other management prescriptions contained in the Price MFP and Diamond Mountain RMP, the previously identified management plans covering the area, and both Carbon and Duchesne County planning and zoning decisions. The focus on this plan is on the management of visitor-based recreation and the preservation and interpretation of cultural resources. The plan will define visitor and resource management objectives consistent with land use plans and will describe actions needed to achieve these objectives.

#### Recreation and Cultural Significance of Nine Mile Canyon

Nine Mile Canyon is nationally significant for its concentration of prehistoric archaeological sites. These include numerous rock art panels and habitation sites. Much remains to be learned about the people who farmed and hunted across central Utah about a thousand years ago. Due to the significance of the large number of sites in the canyon, in 1972 BLM proposed an archeological district within the SRCMA to be on the National Register of Historic Places. Because of intervention from the State Governor's office, the proposal was never implemented. The problems have since been resolved and the Carbon County Historic Preservation Committee is preparing another nomination. Architectural information on historic structures is all that is needed to complete that nomination.

Recently, Brigham Young University ran an archaeological field school in the canyon. A cooperative effort by the Carbon County Historical Preservation Committee, Castle Valley Chapter of the Utah Statewide Archaeological Society, the BLM and Brigham Young University is presently underway for a comprehensive site survey of the entire canyon.

The principal attraction for visitors is the profusion of rock art panels along the main road and in side canyons such as Cottonwood Canyon. For thousands of years people have left petroglyphs and pictographs depicting animals and anthropomorphic figures, including the often-reproduced panel, the "hunting scene." Less easy to see are the cliff granaries tucked into ledges high on the

canyon walls. The January 1980 issue of "National Geographic" includes Nine Mile Canyon rock art sites in an article on Utah's Rock Art.

The planning area also includes many historic structures dating from the 1880's. An inscription at Sheep Canyon, thought to be authentic, indicates that fur trappers may have entered Nine Mile Canyon as early as 1818. The canyon received its name in 1871 when the John Wesley Powell expedition used the mouth of "Nine Mile Creek" on the Green River as a triangulation point for the first accurate map of the area. Later, Nine Mile was used for an Army supply road from Price to Fort Duchesne; some of the iron telegraph poles erected by the 9th Cavalry in 1886 still remain. The road also carried wagons filled with gilsonite mined in the Uintah Basin. Old stage stations and settler cabins are a common sight in the canyon today, and there are a number of buildings remaining in the ghost town of Harper. In 1983, the Boy Scouts developed a self-guided historic trail along a portion of the byway, keyed to numbered metal posts.

Visitors participate in a range of recreation activities. Driving for pleasure, interpretive stops, and short hikes to view Native American rock art and structures, photography, participating on guided auto, biking and hiking tours, scientific archaeological and nature study, mountain biking, dispersed camping, and hunting are the major recreational pursuits within the planning area. Dispersed horseriding and camping are popular activities on the mesas north of the canyon, but are largely outside the Nine Mile Canyon planning area.

The area is attracting increasing numbers of mountain bikers. Three loops are most commonly used by mountain bikers. The Harmon Canyon-Prickly Pear loop is the most popular, as it is suited to bikers of all abilities. The Cottonwood-Dry Canyon loop and the Gate Canyon-Wrinkle Road-South Franks Canyon loop are regarded as upper intermediate to expert level trails.

### C. Resources Overview

#### Climate

The planning area displays a continental climate, influenced by the nearby Wasatch Plateau. It is semi-arid with low humidity, abundant sunshine, high evapotranspiration rates, low to moderate precipitation and often mild to moderate breezes. Significant man-made sources of pollution, with the exception of dust, are absent within the basin.

Summers are generally hot and dry and winters are cold yet relatively dry. Annual temperature ranges from 100°F to sub-zero. The prevailing clear skies with strong daytime solar radiation and rapid nighttime cooling results in wide daily temperature

variations. Average snowfall of 45 inches occurs predominately from October through April; however, most of the 12-inch average annual precipitation falls as rain from March to May and July to September.

### Soils

The soils have been developed in parent materials derived primarily from the sedimentary rock of the West Tavaputs Plateau.

Soils in southern Soldier Creek have been formed from the sands of the Castle Gate and Blackhawk Formations. In the northern part of Soldier Creek, soils are derived from the sand and gravel alluvium from the Book Cliffs and reach a depth of 8 to 12 feet. They are generally well-drained and fertile, while the southern part of Soldier Creek is dominated more by Mancos shales and tend to be shallow and saline. In Nine Mile Canyon, soils tend to be highly erodible due to steep slopes (greater than 40 percent), sparse ground cover, low permeability and rapid runoff.

### Hydrology

In general, the planning area lies within the Green River sub-basin of the Upper Colorado River Hydrologic Region No. 14.

Flow data for Nine Mile Creek is limited. Information from 1979 indicates an average flow of 25 cfs in April and 6 cfs in October. Data collected from 1991-93 indicates much lower flows during the summer months. In fact, the creek has been dry at the mouth during some of these drought years.

Nine Mile Creek is used extensively by private landowners for irrigation and stock watering. Flow rates and water quality indicators reflect this use. Nine Mile has 3A protection classification criteria (cold water fishery) and 4 (agricultural) by the state of Utah. Based on available data, total dissolved solid levels during irrigation periods approach and, at times, exceed the 1200 mg/L standard for agricultural use. The dissolved oxygen level is below minimum criteria for cold water fisheries. This indicates a need for rehabilitation. The Nine Mile channel reportedly has been impacted by 100-year floods, such that aquatic species have been destroyed or washed into the Green River. Additionally, the natural riparian cover has been removed and replaced with grasses to support grazing by the private owners. This may be contributing to the degradation of natural water quality. Sediment yields vary in the planning area from 0.2 to 1.0 acre feet per square mile per year.

## Vegetation/Riparian

The planning area includes an important riparian zone consisting principally of the Soldier Creek and Nine Mile Creek drainages. Soldier Creek drains southward from Whitmore Park through Soldier Canyon past Wellington into the Price River. There are a total of 24 miles of stream along that portion of Soldier Creek, of which 7.0 miles or 178 acres are on public land, containing high-quality riparian characteristics. The upper watershed and lower reaches are mostly private land. They receive excessive wildlife and livestock use in the spring and fall use periods. The middle section is in Soldier Canyon which is very steep and subject to erosion due to high spring runoff and localized storm activity. The dominant vegetation consists of bluegrass, tamarisk, and some cottonwoods. The cottonwoods consist of old mature stands, with few seedlings or young trees present. The overall rating for the riparian area is fair to poor.

Nine Mile Creek drains eastward from Whitmore Park through Nine Mile Canyon into the Green River. There are a total of 63 miles of stream along Nine Mile Creek, of which 9.0 miles or 390 acres are on public land, containing high-quality riparian characteristics. The upper Nine Mile Creek watershed is mostly private land which receives excessive wildlife and livestock use from spring through fall. The lower creek has a mature stand of willow and tamarisk along the streambank and receives little use by livestock or human activity due to limited physical access. The dominant vegetation consists of willow, tamarisk, bluegrass and some cottonwood. The cottonwoods consist of old mature stands, with few seedling or young trees present.

The riparian reaches could be improved through limiting wildlife and livestock grazing use during the spring and fall use periods. Livestock use on the public land along these two creeks is primarily used for trailing from private land to and from the winter and summer ranges.

Outside of the riparian zone, vegetation varies from semi-desert communities on the dry canyon floor, to aspen and Douglas fir trees covering the high mesa of the West Tavaputs Plateau. Most of the planning area falls into the shadscale and sagebrush zones. The shadscale zone is characterized by numerous saltbush species typical of a cold desert environment. The sagebrush zone includes black sagebrush, Wyoming big sagebrush, and mountain big sagebrush. Pinyon-juniper woodlands occur at elevations of approximately 6,000 to 8,000 feet. In the Nine Mile Canyon area, an association has formed with the conifer forest zone (7,500 feet and above) where pinyon and juniper fill in the understory components. Aspen, ponderosa pine, Douglas fir-subalpine fir and fir-spruce communities are included in the conifer zone. In the Nine Mile Canyon area, the mixed conifer community is associated with steep slopes.

Some of the very steep slopes near Gate Canyon are known as "badlands" consisting of bedrock outcrops, cliff and talus, and are sparsely vegetated.

Soldier Creek, in the southern section of the planning area, is composed of rolling pinyon-juniper-covered bench lands and sage and greasewood-covered valley and wash bottoms.

The following Federally-listed plant species are endemic to the planning area:

Sclerocactus glaucus, Uinta basin hookless cactus, a threatened species, is known to occur along both sides of the Nine Mile drainage on the mid and upper benches between Nine Mile Creek and the badland cliffs east of Gate Canyon.

Schoenocrambe suffrutescens, Scrubby reed-mustard, an endangered species, occurs on white shale-clay soils within the Green River Formation.

Penstemon grahamii, Graham beardtongue, a "Category 1 species," occurs in pinyon-juniper, sagebrush, shadescale and greasewood on the white to tan shale outcrops associated with the Parachute Member of the Green River Formation.

### Wildlife

Wildlife species occurring in the planning area include numerous species of big game, upland and small game, raptors and non-game wildlife.

Mule deer are the most prevalent big game species present, followed by elk. These species occupy the sagebrush and pinyon-juniper habitats along Nine Mile and Wells Draw during the winter and move to mountain browse and forested habitats above Nine Mile Canyon during the summer. It is not uncommon to see elk in the Wells Draw area year-round. Moose are considered transient in Nine Mile Canyon, their occurrence is possible but the potential for occurrence is low.

Pronghorn antelope occupy the salt desert shrub community within the planning area. Black bear and mountain lion are secretive and solitary, not often observed, but may be common within riparian and forested habitats. Cottontail rabbits occur throughout the area, while snowshoe hare are restricted to the forested habitats. Coyotes, fox and badger also occur.

Chukar partridge are the most abundant upland game bird in the area frequenting the rocky or cliff-talus habitats of the area. Sage grouse, blue grouse and ruffed grouse occur in riparian, sagebrush, mountain browse and forested habitats in the SRCMA. Ringnecked pheasant may also occur in the agricultural areas within the SRCMA. Waterfowl that occur in the Nine Mile Canyon area include mallards,

cinnamon and green-ringed teals, and Canada geese. Rio Grande turkey and bighorn sheep habitat have been identified for future transplants within the planning area.

Raptors common in the area include the golden eagle, prairie falcon, redtail hawk, American kestrel, and Cooper's hawk. All of these species nest within the planning area, some preferring the cliffs while others nest in the forest and riparian woodlands.

The vegetation types of the area, particularly the riparian types, support a wide diversity of non-game avian, reptilian, amphibian and mammalian species. Of the non-game wildlife species found in the area, yellowbellied marmot, beaver, common raven, blackbilled magpies, pinyon jays, and sideblotched lizards are most likely to be observed. Nine Mile Creek within the planning area supports a non-game fishery with species such as the red shiner and speckled dace. The creek is considered to be potential habitat for a cold water trout fishery.

The following special status animal species may occur or have the potential to occur: peregrine falcon, bald eagle, spotted bat, Mexican spotted owl, ferruginous hawk, northern goshawk, loggerhead shrike, river otter, roundtail chub and Colorado cutthroat trout.

#### Cultural Resources

Archaeologically and historically, the area of the Nine Mile Canyon Backcountry Byway is significant internationally, nationally and locally. Its prehistoric rock art is world renowned. The remains of the Fremont Culture are probably more visible in Nine Mile Canyon than anywhere else. A military road built through the canyon became known as the "lifeline to the Uintah Basin." Over it came the people, freight and communications needed by the early settlements, forts and Indian reservations of the Uintah Basin. The canyon is also a very good example of ranching development not associated with a settlement, as is the case in most Utah settlement patterns.

There is a wide range of historical and archaeological information available about Nine Mile Canyon. Historical information is clouded by conflicting lore and legends, and much of the archaeological information is old and specific locations have been lost. Over 1,000 sites have been recorded in the canyon during the last hundred years, but locations and descriptions are only available for about 600 of those. Less than 10 percent of the area has been inventoried.

Most of the recorded sites are rock art. These sites range from sites with only an individual figure to sites containing multiple components and panels composed of numerous figures. They include historic inscriptions, Numic, Fremont, Barrier Canyon, and Archaic designs. (see Map #5)

Prehistoric remains also include cliff dwellings, masonry granaries, slab storage cists, semi-subterranean pithouses, retaining walls and modified natural features such as rock shelters and ledge overhangs. These remains are generally found above the canyon floor; however, reports of village sites in the canyon bottom were common in the 1920's and 1930's (Reagan, 1931).

Parts of the 19th Century Myton/Price Road are still intact. The remains of several buildings associated with that road include structural remains showing changes in ranching lifestyle, varying from single log cabins to today's existing operations.

The remains of Nine Mile Canyon's historical and archaeological past are plentiful and visible. They are also fragile and nonrenewable. Unscientific artifact collection has been a popular pastime for over a hundred years. That, along with other vandalism, trampling by livestock and, now, ever increasing recreational sightseeing use are destroying many of these resources.

#### Paleontological Resources

Geological formations along the Nine Mile Canyon Byway were formed during the Late Cretaceous, Early Tertiary and Quaternary periods. They are all fossiliferous, and have the potential to yield significant fossils.

The following describes fossil content of formations from the youngest (Quaternary) to the oldest (Mancos Shale):

Although generally the Quaternary sediments are not very fossiliferous, they do contain significant Pleistocene vertebrates. For example, remains of at least two mammoths were discovered in the early 1960's during the widening of the Nine Mile Road.

The majority of the area is within the Uintah and Green River Formations which are paleontologically very significant. Not only have many important fossil vertebrates been found, including remains of birds, reptiles, fish, insects, and mammals, but also abundant and important plant remains have been discovered.

Fossils of the Wasatch or Colton Formation are mostly mollusks and ostracods. To date, no really significant fossils are known from these beds, but the potential exists that significant vertebrate fossils could be found.

The Flagstaff Formation is a fresh-water limestone deposit laid down primarily in a lake environment. Turtle remains and fish scales are the most common vertebrate fossils found. Some fossil finds have been extremely important scientifically.

Fossils found in the North Horn Formation include five orders of mammals, several types of turtles, at least two types of

crocodiles, a few types of fish, some plants, several types of dinosaurs, and some clams and snails.

The Tuscher Formation is a conglomeratic sandstone with no known significant fossils in the Book Cliffs area, but this may be because of lack of research.

In the Price River and Castlegate Formations, only fragments of vertebrate fossils have been found. Clams, snails and ammonoids are the major groups of invertebrates represented.

The Black Hawk Formation vertebrate remains include dinosaur fossils and footprints, turtle, fish and bird. Invertebrate fossils are fairly common. A very diversified fossil flora is present, some are extremely important.

Paleontological references to the Star Point Formation were not found.

The Mancos Shale, in general, has numerous invertebrates, some are quite significant. Fish remains, shark teeth and marine reptile teeth are the only vertebrate fossils reported.

#### Scenic Values

The Price River Resource Area's MFP and Diamond Mountain's RMP determined most of Nine Mile Canyon to be within visual resource management VRM Class II, the most sensitive after Class I. (Class I is reserved for special situations such as designated wilderness areas). The VRM Class II finding was derived through a systematic process that considered scenic quality, visual sensitivity, and distance from key viewpoints. In Gate Canyon, north of Nine Mile Canyon, the VRM class changes to III and, in the more northern area (Myton Bench), to IV. South of Nine Mile Canyon, along Soldier Creek Road, VRM classes alternate between III and IV. (see Map #3)

In general, Nine Mile Canyon consists of steep walls combined with alluvial bottomlands, farmed with irrigation from the creek. Scenery varies from the aspen groves where the road climbs to 7300 feet in Whitmore Park to the desert environment and vertical brown, tan and gray cliffs in Nine Mile Canyon. A perennial stream, irrigated pastureland, balanced rocks and small window arches can be seen from the canyon's road. Deer and elk are frequently spotted.

In addition to the main route in Nine Mile Canyon, side roads lead up a number of other canyons and onto the West Tavaputs Plateau. Dry and Cottonwood Canyons offer more rock art and prehistoric structures.

## Minerals, Oil and Gas

The Nine Mile Canyon Backcountry Byway is heavily used by mineral interests. Oil and gas, sand, gravel, building stone and coal are currently being produced from the project area with the potential for oil shale, gilsonite, and tar sand mining possible in the future.

Several sand and gravel pits are located near the Soldier Creek Road, but they are hidden from view of the road by a ridge. A community pit is located at W1/2NW1/4SE1/4 sec. 26, T.14S. R.11E. on Soldier Creek Road's west side. This pit is used by the public to obtain mineral materials for driveways and other small projects. Served by the same road is a material site right-of-way located at NW1/4 sec. 26, T.14S. R.11E., which provides sand and gravel for the Utah Department of Transportation. A material site located at sec. 1, T.14S. R.11E., is provided to Carbon County. This site is used by the county to maintain the Soldier Creek Road. Traffic from these material pits is most noticeable during the summer repair season when dump trucks haul the material out to worksites.

High-quality building stone is common along the upper benches of Nine Mile Canyon and along Cowboy Bench in sandstone beds of the Evacuation Creek Member of the Green River Formation. Cowboy Bench is a resistant cap composed almost entirely of these sandstone units which yield thin tan to brown flagstone blocks of uniform thickness. Most building stone comes from the Horse Bench sandstone bed (Cashion, 1967), a resistant ledge-forming unit. Development potential for building stone of the Horse Bench sandstone is high. The predominant site is the Wrinkles Road building stone common use area which occurs in T.11S., R.14,15,16E.

Coal underlies much of the planning area, although it is found under deep cover (several thousand feet) in most of the area. The only active coal mine in the planning area is the Soldier Creek Mine located at sec. 18, T.13S. R.12E. The backcountry byway goes through the center of the mine's surface facilities. These facilities are the most visible of any man-made structures in the planning area. At full production, nearly 125 employees and 60 coal trucks travel the road each day. The mine is currently operating at about half capacity.

Associated with Soldier Creek Mine is a coalbed methane recovery facility located at two sites at secs 5 & 18, T.13S. R.12E. It collects methane from the coal seam through horizontal holes drilled in the seam prior to mining and places the methane in Questar's 20-inch pipeline. This pipeline not only transports natural gas from the Uintah Basin to the Wasatch Front, it also provides natural gas for Carbon and Emery Counties. Questar's pipeline runs through Nine Mile Canyon and then up Water Canyon and into the Uinta Basin to the Natural Buttes gas field. Surface spur lines to individual gas wells go up various side canyons, including

Dry Canyon and Cottonwood Canyon. The 4 1/2-inch Cottonwood Canyon line links the Peters Point gas field with the Questar 20-inch line. The Cottonwood Canyon line drops down from Peter's Point into Cottonwood Canyon then goes up Nine Mile Canyon to connect with the Questar line at Water Canyon.

In Whitmore Park, an 8-inch natural gas line crosses the byway and connects the coalbed methane wells in Emma Park to the 20-inch line from the Uintah Basin. More coalbed methane wells are expected to be proposed in Whitmore Park and Minnie Maud Canyon. Two coalbed methane wells have been drilled on private land in Minnie Maud Canyon.

There are numerous oil and gas leases in the planning area, with the potential for drilling to take place on any of them. Oil and gas potential in the planning area is moderate to high. High-potential lands occur in T.11S. R.14E. Oil and gas facilities are located at the following locations:

- Gas well located at 1522' from North line and 1971' from West line of NW1/4 sec. 11, T.12S. and R.15E. SLM.
- 300-barrel condensation storage tank and meter house sec. 7, T.12S., R.16E., at the intersection of Dry Canyon and Nine Mile Canyon.
- One shut in gas well exists in the area on private lands (sec. 36, T.11S., R.14E., Pacific Transmission, PTS State #33-36).
- Questar's 20-inch gas line which extends most of the length of Nine Mile Canyon.

Tar sand deposits are designated in special tar sand areas (STSAs). The STSA in which most of the tar sand deposits occur is the northern portion of the Sunnyside STSA.

The Sunnyside STSA includes the following areas:

Nine Mile Canyon tar sand deposit: These tar sand deposits are located in T.11S., R.14-17E., Duchesne and Carbon Counties. The deposits are discontinuous outcrops of oil-impregnated sandstone and siltstones in the Parachute Member of the Green River Formation. The outcrops occur along Nine Mile Creek, Gate Canyon, Petes Canyon, Currant Canyon, and Parley Canyon. Ritzma (1979) ranks the deposits as "medium-small", with an estimated 5-10 million barrels of oil in place.

Argyle Canyon tar sand deposit (portion): The eastern portion of the Argyle Canyon tar sand deposits included in this STSA is located in T.11S., R.12-13E., SLM, in Duchesne County. The deposits occur in sandstones and siltstones within the Parachute Creek Member and the Evacuation Creek Member of the Green River Formation. The deposits occur in the canyon of Argyle Creek and

Dry Canyon. Ritzma (1979) ranks the tar sand deposits as "large" and estimates 50-75 million barrels of oil in place.

Gilsonite is a solid, brittle hydrocarbon and forms large northwest-trending dikes, primarily in the Uinta formation in the eastern Uinta Basin. No gilsonite dikes or veins occur in the planning area. The potential for occurrence of gilsonite in the area is low to moderate. North of the planning area the potential ranges from moderate to high. High potential occurs in T.8S.-9S., R.15-16E.

Rich oil shale resources in the Green River Formation occur in much of the planning area, ranging in occurrence from surface exposure to 2,000 feet below the surface. The richest oil shale is the Mahogany zone within the Green River Formation (Cashion, 1967). In 1930, by Executive Order 5327 Federal oil shale lands were withdrawn from mineral location and leasing. Currently, there is no mechanism available for oil shale leasing. There are no development proposals for oil shale in the planning area and the technology to produce oil from them remains unproven economically.

#### Fire Management Program

Fire occurrence within the planning area is relatively low due to the nature of the vegetative communities present. The understory vegetation is generally sparse due to several factors, such as typically sparse understory in woodland communities, overgrazing, and over-aggressive fire suppression which has allowed pinyon and juniper expansion and naturally occurring large, bare soil interspaces in most communities. Fire starts due to lightning strikes are common, but rarely involve more than 2 or 3 trees. These are usually extinguished naturally within a few hours as fuels ignited by the strike are consumed.

Man-caused fire starts have likewise been infrequent in the planning area. This is believed to be tied to the fact that most visitor use in the area consists of daily use during the high fire danger season rather than overnight use. When overnight use occurs at significant levels, during the fall (big game hunting seasons) and also during the spring, fire hazard danger is sufficiently low that fire starts rarely occur.

#### Recreation Facilities In and Around the Planning Area

At present, there are no developed visitor facilities within the planning area except for one BLM interpretive sign at the entrance to Nine Mile Canyon. In the town of Price, the College of Eastern Utah's Prehistoric Museum provides interpretive background for visitors.

Outside the planning area, but within "Castle Country" (Carbon and Emery Counties), there are five state parks with campgrounds:

Scotfield, Goblin Valley, Huntington, Green River and Millsite. In Dinosaurland, north of the planning area (Duchesne, Uintah and Daggett Counties), there are three state parks with campgrounds: Starvation, Steinaker and Red Fleet.

BLM operates the Price River Recreation Area (camping and picnicking), Cleveland-Lloyd Dinosaur Quarry (interpretation), and Cedar Mountain Recreation Area (picnicking), in addition to the San Rafael Campground (camping) in the San Rafael Swell. BLM also manages river permits and recreation in Desolation and Gray Canyons. Price River Resource Area administers the Sand Wash Recreation Site, on the Green River, near Nine Mile Canyon. This is the main launch point for raft trips down the Green River through Desolation and Gray Canyons. The closest developed recreation site to the northern part of the planning area, operated by the Diamond Mountain R.A., is the Pelican Lake Campground, popular with fishermen.

The following facilities and attractions, although regionally significant to the area around Nine Mile Canyon, are mostly over a 3-hour drive from the main canyon attractions. Ashley National Forest operates 13 camping areas within a 45-minute drive of the northern most boundaries of the planning area.

Manti-LaSal National Forest operates eleven camping areas off Highways 10, 89, 31, and 29. The Huntington Canyon Scenic Byway (Route-31) runs 50 miles through Huntington Canyon in the Manti-LaSal National Forest from Huntington to Fairview. The Skyline Drive Scenic Backway (87 miles) is situated on a scenic ridge through Manti-LaSal and Fishlake National Forest at elevations near 10,900 feet. Both areas are popular for deer hunting, fishing, wildlife viewing, hiking, biking, cross-country skiing and snowmobiling. The Eccles Canyon Scenic Byway (route 264) is an 18-mile drive past working coal mines and lakes connecting Skyline Drive with Scotfield Reservoir State Park. The Indian Canyon Scenic Byway (US-191) is a 42-mile scenic route through the Ashley National Forest (northwest of the planning area) with a 4-wheel-drive dirt road leading to Nine Mile Canyon. U.S. Highway 191 is a major north-south tourist route connecting points of interest between Yellowstone National Park and Petrified Forest National Park.

The entrance to Nine Mile Canyon is 50 miles north of Interstate 70.

#### Existing Designations

BLM has designated 78 miles of the road through Nine Mile Canyon as a national scenic backcountry byway. Under the state of Utah's "roads less traveled" system, these same roads are designated as a state scenic backway. Carbon and Duchesne Counties own the main road and rights-of-way through the canyon.

The road to Soldier Creek coal mine coming from the south is paved, and from the north it is paved to the public land boundary, a distance of approximately 7.5 miles. The remainder of the route is graded gravel and dirt. The byway is passable to ordinary 2-wheel-drive vehicles in dry weather. Several normally dry wash crossings in the canyon can be an obstacle to travel during or after a flood.

Due to the special cultural, riparian, scenic, recreation and wildlife resource values of Nine Mile Canyon, Diamond Mountain Resource Area's RMP (1994) identifies the canyon and surrounding lands as an "area of critical environmental concern" (ACEC). Part II of this plan describes the management prescriptions for this ACEC.

The easternmost part of the planning area was designated as part of the Desolation Canyon National Historic Landmark in 1969. The boundaries of the landmark extend for one mile on either side of the centerline of the Green River. There is a plaque at Sand Wash commemorating this landmark. The National Historic Landmarks Program was established under the Historic Sites Act of 1935 to identify and protect sites of national historic interest. Desolation Canyon commemorates the voyages of John Wesley Powell down the Green and Colorado Rivers.

Argyle and Nine Mile Creeks within the Diamond Mountain Resource Area were considered for wild and scenic river status, but were not determined to be suitable. An equivalent study for the waterways within the Price River Resource Area will not be undertaken until the MFP is replaced with a resource management plan (RMP).

BLM is proposing to designate a part of Nine Mile Canyon on BLM public lands to the National Register of Historic Places. This listing would support protection from destruction or impairment (36 CFR Part 60). (see Recreation and Cultural Significance of Nine Mile Canyon)

A number of potential national designations exist for the canyon including National Historic Landmark, Historic Site, Historic Trail and World Heritage Site. The byway also has potential for designation under the state's "watchable wildlife" program. Part of an HR-1500 wilderness area recommendation falls into the planning area near the Green River.

Existing and proposed designations are illustrated on Map #4.

#### Current Resource Utilization

Historically, Nine Mile Canyon was used for an Army supply road from Price to Fort Duchesne and also carried wagons filled with gilsonite mined in the Uintah Basin. From 1886-1915, the Nine Mile Road was the main road into the basin and the immigrant route for over 15,000 homesteaders when the reservation opened to settlement

by non-Indians in 1905. Today, its location provides an alternate backcountry route between Price and Vernal (via Gate Canyon) and Dinosaur National Monument, and offers access to the Green River at the Sand Wash Ranger Station. Argyle Canyon takes motorists to U.S. 191 in Indian Canyon and a possible loop back to Price, or Duchesne and the Uintah Basin. The area has recently become a recreational destination in itself, popular with visitors seeking opportunities for viewing and photographing prehistoric and historic sites and wildlife, mountain biking, touring in their vehicle, motorcycle "dirt" biking, hunting, and dispersed picnicking and camping associated with all these activities.

### *Livestock Grazing*

Livestock grazing and the production of winter feed and hay is a traditional use of the area. BLM's Price River Resource Area manages 16 allotments, while Diamond Mountain Resource Area manages 9 allotments. Grazing use is summarized in following table.

#### Price River Resource Area:

ALLOTMENT NAME	TYPE OF LIVESTOCK	NUMBER OF LIVESTOCK	SEASON OF USE
Bench	Cattle	44	04-01 to 05-31
Soldier Canyon	Cattle	120	11-01 to 06-15
Iriart	Cattle	28	06-01 to 10-15
Pine Canyon*	Cattle	198	06-01 to 10-15
Rim Rock*	No grazing		
North Hollow	Cattle	20	06-01 to 10-15
Pole Canyon*	Cattle	360	05-16 to 10-15
Sulfur Canyon*	Cattle Horses	124 4	06-01 to 09-30 06-01 to 09-30
Keel	Cattle	50	05-01 to 06-30 10-01 to 10-31
Kimball Canyon	Cattle	24	05-01 to 05-31
Blind Canyon	Cattle	30	05-01 to 05-31
Sheep Canyon*	Cattle	560	06-01 to 10-31
Stone Cabin*	Cattle Horses	350 6	05-01 to 09-30 05-01 to 09-30
Dry Canyon*	Cattle	200	05-01 to 10-20

Green River*	Cattle	600	02-01 to 05-31
	Cattle	900	06-01 to 10-31
	Horses	13	04-15 to 10-15
Max Canyon	Cattle	20	11-01 to 11-30

\* Grazing use made within the recreation corridor in these allotments is usually confined to trailing of livestock as they are moved to or from the area. Trailing normally occurs during the first and/or the last portion of the identified season of use. Few livestock are present during the majority of the season of use due to the limited forage availability within the recreational corridor.

#### Diamond Mountain Resource Area

ALLOTMENT NAME	TYPE OF LIVESTOCK	NUMBER OF LIVESTOCK	SEASON OF USE
Parleys Canyon	Cattle	88	8/1-12/1
Current Canyon	Cattle	50	11/1-3/30
Water Canyon #2	Cattle	138	2/16-4/1
Devils Canyon	Cattle	228	11/1-4/30
Bull Canyon	Cattle	167	11/1-4/30
Five Mile	Cattle	176	11/1-4/30
Big Wash	Cattle	196	11/16-3/20
Wells Draw	Cattle Sheep	150 600	12/1-4/15
Antelope Powers	Sheep	3400	12/1-4/20

#### Woodcutting

Only a limited amount of personal-use woodcutting and no commercial cutting is occurring within the planning area.

#### Current Management Programs

Recreation and cultural management up to the present time has been limited to publication of brochures, survey and patrol, monitoring recreation permits, and archaeological site inventory. Other management programs are focused upon meeting the objectives of the Price River MFP and Diamond Mountain RMP as described in Section II.

## D. Recreation Use in the Management Area

### Written Guides and Tours

Utah's Castle Country Travel Council's color brochure "San Rafael Swell and Nine Mile Canyon" (an auto tour of the canyon) and the "Mountain Bike Trail Guide to Utah's Castle Country" which features two rides in the planning area are popular with the public. "The Pioneer Saga of the NINE MILE ROAD," originally created as an Eagle Scout service project, written by H. Bert Jenson, and sponsored by BLM, Chamber of Commerces and Travel Councils is a well-used historic guide linked to numbered posts along the byway. (These posts are still present, although difficult to spot, and will be replaced in keeping with the master plan design for signing of the byway). In addition, Nine Mile Canyon is described as a backway in "Utah: Scenic Byways and Backways," a publication of the Utah Travel Council and cooperating agencies. Several other guides specific to the canyon have been published by private entities.

Nine Mile Canyon and its associated mountain bike trails are included in many of the growing number of recreational guidebooks to the area. Different numbering systems have been used in various brochures over the years, making consistency a problem.

Within the canyon, the BLM Price River Resource Area issues special recreation use permits to Carbon County and "Reflections of the Ancients." Carbon County Recreation Leisure Time annually sponsors mountain bike festivals and hosts other rides, vehicle tours and backcountry hikes during the year, including the Nine Mile Canyon Fall Festival. They cater to large groups (up to 200 people). Most of their tours involve one night of camping. Thus far, they have camped on the Nutter Ranch with the permission of the lessee. "Reflections of the Ancients" (P.O. Box 444, Wellington, UT 84532) offers guided tours to archaeological sites in the canyon. It caters to small groups interested in heritage tourism. Most of their trips do not involve camping.

### Present and Expected Use

Recreation is a primary use of Nine Mile Canyon. It is considered by Carbon County government and the Castle Country Travel Council as a primary tourist destination in Carbon County. Although recreation use has not been intensively inventoried in the canyon, anecdotal evidence and demand for maps, brochures and information indicate that use is significant and growing. Parts of the planning area, most notably the backcountry byway from Wellington to the Wrinkles Road are visited by people en route to the put-in at Sand Wash for the float trip on the Green River through Desolation Canyon. Commercial and guided tours within the canyon are growing more and more popular.

Traditional recreational use of the canyon has been for automobile sight-seeing and hunting for deer and chukar partridge. Sight-seeing activities have concentrated on the rock art, historical structures and general scenery.

Observations of recreation use are being recorded. BLM installed a traffic counter on May 11, 1993, in Nine Mile Canyon. Thus far, the average daily count of vehicles passing over this counter is 100 per day. A small percentage of this use is by local landowners. An unknown percentage of these counts is from vehicles being counted twice (entering and leaving the canyon), while others travel one way only. (See graph, following page)

This data and casual observations from BLM employees in the past indicate that the bulk of use occurs during the spring and fall when road conditions are passable and temperatures are moderate. In September and early October hunting use is prevalent. Approximately two-thirds of the visitors are local, traveling from as far as the Wasatch Front, Utah and Grand Junction, Colorado. One-third are from the rest of the United States, with approximately 1 percent visiting from overseas. The majority of sight-seers spend only one day in the canyon or stay at facilities in Price or Wellington. However, a significant number of people do camp in the canyon during multi-day outings, which presents a problem because of the private land in the canyon bottom. The Price River BLM office presently directs campers to public lands in side canyons. Most campers use tents or small, truck-mounted campers. Although trailers and motor homes are driven through the canyon, they are not commonly used because of their size and the uncertain road conditions (the byway is difficult to travel for large vehicles if the roads are wet or ungraded). Most users tend to be small family groups.

During Easter weekend, April 1993, approximately 600 people were observed recreating on the byway. Except for one trailer, all parties drove 4-wheel-drive vehicles, vans or passenger cars. Parties consisted of family/friend groups, ranging from 2 to 15 persons per group.

Factors which may affect the amount and type of use include population trends in Carbon and Duchesne Counties and the rest of Utah and adjoining states, regional and national economic conditions, such as gasoline taxes and tourism promotion efforts. The provision of developed facilities, interpretation, and signs will likely increase use.

R. Thayne Robson, director of the University of Utah Bureau of Economic and Business Research, has stated that tourism in Utah has remained relatively unaffected by the national recession and the state's travel/tourism industry is forecast to grow at a modest 4 - 5 percent rate. The U.S. Travel Data Center forecasts a 5 percent growth in domestic person trips within the USA, while the U.S.

Travel and Tourism Administration has forecasted a 7 percent jump in international visitors at a growth rate of 8 percent. (Utah Traveler, 1993)

### Change Factors

Assuming stable or improving economic conditions, recreation use of Nine Mile Canyon is expected to continue to increase. Use of the nearby national parks and forests is rapidly climbing. Tourism is being professionally promoted through the combined efforts of Carbon County Recreation, Utah Travel Council, Castle Country and Dinosaurland Travel Councils, private tour guides and the Prehistoric Museum's activities. Mountain bike participation is spreading into wider segments of the population and growing in numbers in Utah at an unprecedented rate.

A recent observable change is that Nine Mile Canyon has become a destination site for visitors, instead of just "another place to see en route elsewhere." Part of this interest can be attributed to both the growing interest in outdoor recreation and prehistoric values, coupled with displacement of recreationists, especially mountain bikers, from the slickrock areas in and around Moab. Moab mountain biking trails and dispersed camping in the San Rafael Swell have experienced a recent explosion in use. Consequently, many visitors appear to be searching elsewhere for the recreational experience they originally sought in these areas, experiences such as solitude and a feeling of exploration.

A change factor which could have an adverse influence on recreational activity in the planning area is an increase in the level of oil and gas, and mining activity in the canyon.

### **E. Major Issues**

The issues identified in this plan focus on recreation and cultural resource management. Decisions and management objectives guiding other resource programs are found in the Price River MFP and Diamond Mountain's RMP, and are summarized in Chapter II of this plan.

The major issues addressed by this plan include use of the lands in the planning area, especially along the backcountry byway, in the absence of adequate visitor support facilities needed to provide for public safety, education and interpretation, cultural preservation and long-term recreation opportunities.

The following issues were identified through public and multi-agency participation during the scoping process:

*Issue 1: Poor road conditions, including lack of signing, and also lack of access for public communications (telephone/radios, etc.)*

*within the planning area creates a somewhat hazardous and confusing experience for the visitor.*

The unpaved section of the backcountry byway is narrow, with numerous blind corners and limited sight distance. During the dry season the road is extremely dusty, while during wet weather, parts of the road become too slippery to drive. The road lacks culverts, and washes out at side canyons during flashflooding. Lacking designated "pull-offs," people park their vehicles in the road to view sites and wildlife. This presents a safety hazard when other vehicles come around blind corners. The problem is growing more serious as the road becomes more popular with bike riders. (Dusty roads also impact cultural resources, see Issue #2.)

Lack of regulatory, location, and traffic-control signs results in visitor accidents, and in lost and confused visitors. Lack of communications (telephones, public facilities) results in visitors not receiving assistance in emergency situations. The result of lack of public communication facilities is a disturbance to private landowners.

*Issue 2: Increased visitation to the planning area, coupled with lack of facilities, education and interpretation, and management controls impacts natural and cultural resources. Lack of visitor facilities and amenities also reduces visitor satisfaction.*

Cultural resources are impacted by various visitor-related factors, such as airborne dust created by vehicular traffic, vandalism (such as graffiti), illegal collection, wear-and-tear or accidental damage, and unintentional damage or the lack of knowledge about how to behave when viewing and studying cultural resources. Examples of the latter include "touching-up of rock art surfaces" to improve their photographic quality (e.g. chalking). Increased visitation has resulted in devegetation or braided trails to sites which increases the amount of airborne dust near the rock art and accelerates dust accumulation. Historic buildings are deteriorating both naturally and due to visitor pressure. There is no protection strategy currently in place for buildings or sites.

The backcountry byway is presently promoted by the tourist industry. However, visitors often are disappointed by their visit due to lack of facilities and amenities in the canyon including location markers, law enforcement or management presence, toilets, rest areas, turnouts, visitor contact stations, interpretive sites, accurate brochures, on-site personnel, trash receptacles, campgrounds or overnight accommodations, and potable water.

*Issue 3: Conflicts occur between the user groups in the canyon. Conflicts occur between the public and the private landowners and hunters and non-hunters/private landowners. Different recreational pursuits conflict with each other and also with traditional uses.*

The increase in visitation to the canyon has resulted in visitors trespassing and littering private lands, causing property damage to livestock, fences and bridges and disturbance of landowners with problems such as medical emergencies, "out of gas," lost in canyon, or needing a telephone. Visitors discharging firearms cause vandalism to private and government property, vandalize archaeological sites, and create a hazardous atmosphere for landowners, their animals, and other visitors. Wildlife in the canyon attracts viewers who impact ranching operations. Bikers create traffic hazards when they leave their bikes in the road to view sites. Vehicles create excessive dust marring the biker's experience.

*Issue 4: The complex land ownership pattern of the planning area creates a difficult situation for coordination and communication of goals and objectives and developmental actions, all of which are essential aspects of successful management.*

How to coordinate with all entities involved, how to finance development and maintenance of facilities and other actions, and how to assist people to capitalize on opportunities while still maintaining aesthetics within the canyon are pertinent management concerns.

## Chapter II. The Management Program

### Objectives:

**Objective 1:** The principal management objective for the SRCMA is to protect and preserve prehistoric and historic cultural resources. These are the resources which make the canyons within the planning area significant on an international scale and which are the drawing card for visitation.

**Objective 2:** The second management objective for the SRCMA is to protect, preserve and enhance the natural character, solitude, inspirational value, and scenic quality of the area, while optimizing recreation and interpretive opportunities, including the provision of a safe recreating environment.

All action strategies in this section have been developed to achieve these objectives insofar as is possible on BLM-managed lands. Landowners will be invited to coordinate similar actions at their discretion. BLM is sensitive to the protection of private ownership rights and traditional uses. While preserving these rights and uses, private landowners will have the opportunity to voluntarily coordinate their actions with the BLM plan, develop user facilities in the canyon on their lands, expand group tour opportunities, and provide or facilitate other economic opportunities in the canyon. All actions, such as land and easement acquisitions or cooperative agreements, are contingent on the voluntary cooperation of landowners involved and will be fairly compensated by exchange or purchase at fair market value. All designations will apply only to BLM lands and sites, although private landowners may tie to them voluntarily.

Achievement of Objective 1 will remain a priority when considering all other actions. Briefly, the following mix of actions are proposed to achieve Objective 1: from BLM-managed land, creation of a National Historic District for the area with the highest concentration of sites, and placement of other selected BLM sites on the National Register of Historic Places; assignment of sites to "use categories;" ruin stabilization; acquisition where possible of specific cultural sites to implement conservation measures; an interpretive plan that conveys to the public minimum impact behavior while enjoying cultural sites; increased visitor contact along the byway, including a visitor contact station; more law enforcement; and consultation with Native Americans; and encouragement of developments sympathetic to a "heritage tourism" atmosphere. Actions achieving Objective 2, such as greater management control, construction of visitor facilities (interpretive sites, campgrounds, trailheads, rest areas), interpretive programs and road improvements will be prioritized so that a management presence is first obtained in the planning area to handle increasing visitation. All developments will be planned

so that the rustic atmosphere of the byway is maintained and the resources are not impaired.

Management problems and their required solutions may change over time. Although this plan is intended to be valid for the next 10 years, it will remain flexible to respond to results of continual observation, experience and unforeseen circumstances.

The following specific decisions for the Nine Mile Canyon Special Recreation and Cultural Management Area are indicated by an alphanumeric code, such as SDEV - 1, site development 1.

#### Actions:

##### A. Land Tenure Adjustment (LTA)

(Note: All of the following land acquisitions and easements can only be accomplished with willing parties; condemnation is not an option for achieving these actions. Fair compensation would be provided by purchase or exchange at fair market value.)

LTA - 1 - Acquire from willing landowners the following tracts of land which BLM feels are desirable in order to protect cultural resources. These lands would be acquired only if landowners are willing to exchange for other lands, donate or sell their properties. Acquire these lands through the Land and Water Conservation Fund, The Archaeological Conservancy, or other funding sources. If acquisition is not possible, investigate alternatives, such as cooperative agreements, that would serve to protect these cultural sites.

LTA - 1a - N1/2SW1/4SW1/4, sec. 34, T.11S., R.14E., Duchesne County. Harmon House (Rock House). (5 acres) Rationale: Restore the historic Harmon House and convert it into visitor contact station.

LTA - 1b - Acquire the historic structures on the Nutter property, SW1/4SE1/4, sec. 32, T.11S. R.15E. (10 acres), for an interpretive site and trailhead, and an alternative visitor contact station, if the Harmon House cannot be acquired. (see SDEV-2 and 3)

LTA - 1c - SW1/4, sec. 7, T.12S., R.16E., (160 acres), Carbon County. Rationale: This parcel includes both Rassmussen's Cave, an important heritage site which would be developed for interpretation, and the site for the proposed Dry Canyon Trailhead.

LTA - 1d - SE1/4NW1/4, sec. 6, T.10S., R.16E., (40 acres) Duchesne County. "Smith Wells." Rationale: Site of ruins of an historic stage stop. These ruins serves as stop #6 in

the self-guided brochure, "The Pioneer Saga of the NINE MILE ROAD" and would be developed as an interpretive stop.

LTA - 1e - SE1/4SE1/4 and NW1/4SE1/4, sec. 3, T.12S., R.15E., Carbon County. (80 acres) Rationale: In order to consolidate BLM land and provide public access to "Red Man Village" heritage site, which is located within the NE1/4SW1/4SE 1/4, sec. 3 T.12S., R.15E. Red Man Village is a popular and appropriate site for guided tours.

LTA - 1f - Consider acquiring other lands within the planning area from willing sellers in order to provide additional sites for public recreation, protect cultural and scenic values, and improve manageability.

LTA - 2 - Acquire public access across private/state lands to the following selected high-priority cultural sites:

LTA - 2a - Lot 8, sec. 3, T.12S., R.14E., private land, Carbon County. Rationale: "Balanced Rock" ("Porky Pig Rock") geologic formation is of scenic interest, is surrounded by rock art and is site #17 in the historic brochure, "The Pioneer Saga of the NINE MILE ROAD." Although the balanced rock is situated on a sharp curve in the road, construction of a turnoff just west of the rock is feasible. The turnoff, balanced rock and rock art require an easement (approximately 2.5 or less acreage, depending upon site plan).

LTA - 2b - SW1/4NW1/4, sec. 5, T.12S., R.14E., private land, Carbon County. Rationale: In order to construct a continuous quarter-mile prehistoric interpretive trail for SDEV - 5c. Easement would cross approximately one-fifth acre.

LTA - 2c - NW1/4 sec. 16, T.12S., R.16E., state land, Carbon County. Rationale: In order to link rock art sites located on this tract of state land on a prehistoric site interpretive trail. Easement would cross approximately one-half acre.

LTA - 2d - SE1/4NW1/4NE1/4, sec. 35, T.11S. R.14E. (Owl Site); N1/2NE1/4SW1/4NE1/4 (easement) private land, Duchesne County. Rationale: In order to develop an access trail from the road to the proposed interpretive site at the "Owl" rock art site. Easement would cross less than one-half acre.

LTA - 2f - NW1/4SW1/4NE1/4, sec. 34, T.3S. R.2W. U.S.M.; private land, Duchesne County. Rationale: Easement for the kiosk at the north end of the scenic byway (near junction of Hwy. 40 and Wells Draw Road). Easement would cover less than 1 acre.

LTA - 3 - Make rights-of-way reservation to the United States covering all developed recreation sites within the planning area to protect the Federal investment at all developed recreation sites within the planning area.

(see Map #9, Proposed Easements and Acquisitions)

#### B. Off-Highway Vehicle (OHV) Designations

OHV designations will remain consistent with those identified in the Price River MFP and Diamond Mountain RMP. The public will be informed of these restrictions through Federal Register Notice, local news media, written brochures, maps and/or on-the-ground signage.

#### C. Emergency Services (ES)

Search and rescue actions are the responsibility of the Carbon and Duchesne Sheriff's Departments.

ES - 1 - Provide information on all bulletin boards and contact stations about the availability of emergency services in the planning area.

ES - 2 - Provide safety information at information stations and in brochures to help reduce the number of incidents that could require emergency services.

#### D. Information and Interpretation (INF/INTP)

INF/INTP - 1 - Develop Nine Mile Canyon Backcountry Byway kiosks at the major northern and southern entrances to the byway (near the junction of Highway 40/road through South Myton Bench and at Walker's Chevron Service Station, near the junction of Highway 6/Soldier Creek Road, respectively). In conjunction with these kiosks, sign the route of the byway with the "Scenic Backcountry Byway" logo.

INF/INTP - 2 - Develop a sign plan for the planning area. The first phase of the sign plan will address road safety, parking, turn-out areas, and rest facilities, orientation points such as canyons and side roads, private property, public awareness of closures and other principal features and regulations of the planning area. The "Backcountry Byway" sign will also be placed at appropriate locations. The location of developed sites will be signed appropriately when completed. BLM recommends that interpretive materials utilize an identifying logo (such as a stylized petroglyph/historic feature) in order to convey the feeling to visitors that they are travelling through a "special and coherent place."

INF/INP - 3 - Publish a comprehensive brochure and map describing the byway, its length and time needed to travel, its interpretive and recreational opportunities, appropriate visitor uses and restrictions, proper conduct in viewing cultural sites, wildlife and other resource protection guidelines, safety information including road conditions, and where visitors can obtain further education and tours of the canyon.

INF/INTP - 4 - Develop an interpretive plan for the canyon. This plan will emphasize public education of prehistoric and historic features along the byway as well as "watchable wildlife," and coordinate the development of interpretive signs, brochures and booklets, and live interpretive activities. The interpretive plan will be a joint effort of BLM cultural, resource, and interpretive specialists, as well as knowledgeable individuals from interested organizations.

INF/INTP - 5 - Install information stations at all developed facilities, such as public designated campgrounds, trailheads, visitor contact station(s) and interpretive sites. Design station displays to include identification of BLM and/or other appropriate entities and information about proper conduct when visiting cultural sites and viewing wildlife, "pack-it-out," a detailed byway map, dispersed and developed camping, and accommodations. Information on accommodations will be provided with the intention of reducing dispersed camping in sensitive cultural areas and on private land.

#### **E. Site Development (SDEV)**

This section proposes a total of 12 sites, which would be developed as recreational/interpretive sites. The 12 site developments would occur on approximately 28.5 acres of land presently managed by BLM, and 20.5 acres of land proposed for acquisition.

Various facilities and/or amenities would be supplied at these sites in order to ensure that there is a balance between minimum impact and visitor satisfaction. One or more of the following facilities would be incorporated, as appropriate, into site development design plans:

- parking facilities or turn-outs
- barrier-free toilets
- constructed pathways, barrier-free where possible and appropriate; closures of unnecessary or dangerous trails or those contributing to deterioration of resources
- fences, boardwalks
- subtle fencing to communicate to visitors that access is undesirable beyond a certain point
- signs conveying information on rules, regulations and appropriate visitor behavior
- interpretive displays; siting tubes

SDEV - 1 - Construct trailheads which will serve as day-use facilities providing parking, information/message bulletin board, picnic table(s) and fire grills, barrier-free toilet(s), registration boxes and maps on trail(s) or backcountry routes of travel, where appropriate.

SDEV -1a - Historic Trail and Trailheads, Duchesne County  
Northern trailhead: NE1/4NW1/4 sec. 4, T.11S., R.15E.  
(1 acre)

Southern trailhead: NW1/4SW1/4, sec. 9, T.11S., R.15E.  
(1 acre)

Trail: Approximately 1.5 miles between trailheads within  
Sections 4 and 9. (9 acres)

The proposed trailheads and trail are on BLM-managed land.

The trail follows the route of the historic, pre-1920 road and is featured in the self-guided brochure, "The Pioneer Saga of the NINE MILE ROAD." Markers 8 and 9 indicate the northern and southern trailhead, respectively, on the ground. The path is in need of trail maintenance and route signing. The northern trailhead is suitable for construction of a restroom, with staging area (the trailhead); however, the southern trailhead will also provide for parking and an information board.

SDEV - 1b - Dry Canyon Trailhead, Carbon County (2 acres);  
Develop a trailhead to Dry Canyon. This trailhead, including a picnic site, would also serve visitors to Rasmussen's Cave, a popular heritage site. Development of this site is dependent upon acquisition of private land (see LTA-1c).

SDEV - 2 - Contact station/trailhead, Harmon House, Duchesne County SW1/4, sec. 34, T.11S., R.14E. (5 acres) If acquired, restore at least the outside structure of the historic Harmon House and convert it into the contact station/visitor center. The historic building has many features which render it the prime choice for a visitor contact station. The rooms are relatively large in comparison to other historic buildings in the canyon. The house is centrally located in exceptionally scenic and spacious surroundings. The approach has good sight distance and there is ample room for expansion of facilities in a later stage of development. This location could also serve as the trailhead (provide parking/picnic sites) for the Harmon Canyon\Prickly Pear mountain bike touring loop. The Harmon House is on private land and acquisition would be necessary before this action could be implemented. (see LTA-1a)

SDEV - 3 - Day-use area, The Nutter Ranch historic buildings, Duchesne County. SW1/4SE1/4, sec. 32, T.11S., R.15E. (5 acres)  
If acquired, restore the historic buildings and corrals at Nutter

Ranch and develop as an interpretive site. Use this site to interpret the history and explain the importance of the Price/Myton wagon road and the settlement of Nine Mile Canyon by ranchers in the late 19th century. If the Harmon House (SDEV-2) does not become available for acquisition, or if the cost of restoration and development is too high, and if the Nutter Ranch buildings can be acquired, use them as an alternative visitor contact station/picnic area. Facilities at this property are in good enough condition that the ranch could be occupied almost immediately at minimum cost to the government. The Nutter Ranch can also serve as an alternative trailhead/picnic area for the Harmon Canyon mountain bike loop as it is situated halfway between Harmon and Prickly Pear Canyons on the Nine Mile Canyon Road. If neither Harmon House nor Nutter Ranch historic buildings are acquired within a reasonable time frame so as not to delay the implementation of further actions, then the visitor contact station will be situated at the Christensen Ranch. (see ADMIN-3b)

SDEV-4 - Primitive campground, "The Shelf", NE1/4NE1/4 sec. 29., T.11S., R.15E., Duchesne County. (10 acres) This is currently BLM-managed land. This flat area in Gate Canyon is known as "The Shelf", marker 11 in the self-guided brochure, "The Pioneer Saga of the NINE MILE ROAD." It will provide for approximately 8 campsites, fire grills, picnic tables, toilet, and information bulletin board, but no potable water. It will be built to serve small campers, and 4-wheel-drive trucks and passenger cars. It will be fenced from livestock, and cattle guards will be placed at the entrance/exit road access points. This campground will also serve as an interpretive site and will have an interpretive plaque describing the significance of the site.

SDEV - 4a - If additional camping areas prove to be necessary, this plan allows for further feasibility studies, surveys, and designs. Any additional camping areas would require site-specific environmental assessments.

SDEV - 5 - The following cultural sites have been chosen for development and interpretation. Obviously, those requiring easements will be developed after and only if the easement is obtained. Archaeological sites first must be test excavated in order to provide interpretive information and to define the extent of the site. Monitoring can then be evaluated using this baseline data.

SDEV - 5a - "First Canyon Site." SE1/4SE1/4 sec. 11, T.12S. R.13E, BLM, public land, Carbon County. (1 acre) "First Canyon Site" is "stop 3" on the Castle Country brochure. Provide parking at an interpretive site which will emphasize the various forms of cultural vandalism which can be seen here and which must be stopped. Construct appropriate fencing.

SDEV - 5b - "Cottonwood Village/Hunter's Panel/Pregnant Buffalo Panels/Habitation Sites" NW1/4, sec. 16; SW1/4, sec. 9; SE1/4 sec. 8, T.12S., R.16E., Carbon County; (Section 16 - State Land) (5 acres on BLM lands, approximately 1 acre on state land). The high concentration of prehistoric sites in this area, including the well-known "Hunter's Panel, habitation sites, and burial sites across the canyon (visible with siting tubes) makes this area appropriate for interpretive site development, including parking area, road relocation and improved trails. (see LTA-2c)

SDEV - 5c - Sites opposite Sheep Canyon, Carbon County. SE1/4, sec. 6; NW1/4, sec. 5, T.12S., R.14E. (2 acres) A trailhead site will be developed with an approximate one-quarter mile trail above the north side of the road. This trail will interpret a habitation site, rock art panels and a granary. A short easement, approximately one-half acre, over private property is necessary. (see LTA-2b)

SDEV - 5d - "Owl" rock art site, Duchesne County. SE1/4NW1/4NE1/4 sec. 35, T.11S. R.14E. (1 1/2 acres) An access trail (1/8 mile), interpretive sign, and site barrier will be developed if an easement is obtained on private/state land (1/2 acre). (LTA-2d)

The following cultural sites would also be developed for interpretation if acquired:

SDEV - 5e - Rasmussen's Cave and surrounding area. (see LTA -1c) (development on approximately 5 acres)

SDEV - 5f - Smith Wells (see LTA -1d) (development on approximately 2 acres)

(Also, see SDEV-2, Harmon House and SDEV- 3, Nutter Ranch)

NOTE: Selected sites will not be promoted, in hopes of avoiding damage from large-scale visitation. There are also selected sites which, due to their vulnerability, location, or need for on-site interpretation, will not be developed for the general public but will be available to supervised group tours. These sites are not listed in this planning document. To discourage visitation to some sites, appropriate management actions may be taken (such as revegetation, keeping access naturally difficult and/or road quality poor, actively promoting other sites, etc). The majority of sites will remain undeveloped but available for self-discovery via self-guided brochures or guided group tours. The use and impacts of all sites will be monitored and additional action will be taken if the scientific information potential of a site is adversely affected. Additional action could include data recovery excavations, structure stabilizations, trail designation and construction, or closure of the area to the public.

## **F. Visitor and Resource Protection (PROT)**

PROT - 1 - Create a National Historic District within the planning area which will include all Federal land with a high concentration of cultural sites. Other selected BLM cultural sites located outside of the historic district, such as Smith Wells, and the Price-Myton Freight Road will also be placed on the National Register of Historic Places. In order to complete the nomination of Nine Mile Canyon to the National Register of Historic Places, an architectural and historic evaluation is needed for all the "historic period" remains in the canyon. Although not proposed in this plan, other designations are possible for this area. National Historic Landmark and World Heritage listings could be considered in the future; both would require protection agreements from all landowners.

The land that is to be proposed for designation as a National Historic District is public land. However, private landowners can be included upon their request, if their sites or land meet the criteria for inclusion. This can be done after the initial BLM application for this status. Private landowners could decide not to participate in any of the above designations. Their written consent is required by the National Register staff in all cases.

PROT - 2 - All BLM cultural sites in the study area will be assigned to the scientific use category (see Chapter 2C). Although this assignment does not preclude the use of these sites for other uses, other uses must be managed so that the qualities of the site that make it suitable as the subject of scientific study are not lost. Inventory of the area will continue to identify all cultural resources. This inventory will be prioritized based on where impacts to cultural resources potentially eligible for the National Register of Historic Places are most likely to happen and the need for scientific information. Some of these priorities will evolve from projects in the planning area generated by other programs, such as minerals, wildlife, recreation or range. These projects will be surveyed in accordance with existing laws and regulations. Other archaeological surveys and data recovery-mitigation excavations will be done based on the needs for scientific information and others will be done where recreational use is causing the loss of scientific information.

PROT - 3 - Some archaeological ruins will be chosen for stabilization. Criteria for prioritization of ruin stabilization includes the scientific importance of the ruin as measured in part by eligibility for the National Register of Historic Places, the amount of impact the ruin receives from visitation as measured by the number and depth of footpaths in and around the ruin from the access road, the number of contemporary camps within one-quarter mile of the ruin, the condition of standing walls and other architectural features of the ruin, the judgment of the professional BLM staff and consulting archaeologists and the

location of the ruin on public lands. (Acquisition and exchanges are possible.)

In areas of ruin stabilization, one footpath will be constructed for public access and the other presently braided trails will be closed and rehabilitated.

Most of the historic period structures in the area are in a rapidly deteriorating condition and will need stabilization if they are to be used as part of a heritage tourism package for the canyon. However, because of the costs of stabilizing the structures, only those structures that have an identified use (i.e., visitor contact station, bed and breakfast, environmental education center, etc.) will be recommended for stabilization. Others should be closed to visitors for safety reasons and be left to deteriorate naturally.

Present data indicates that the following sites (in addition to those described above) should be stabilized now:

Red Man Village (N1/2SW1/4SE1/4 sec. 3, T.12S. R.15E.). Due to the fragile nature of some of the structures at this site, it is not recommended for development. However, due to existing and potential future use, the trail through the site needs stabilization in order to protect the site.

Nordell's Fort (SW1/4SW1/4SW1/4 sec. 31, T.11S. R.16E). This site is the best preserved "tower" or "fort" site remaining on public land. If the small hole at the base of the north wall is not repaired, the whole structure will probably collapse.

PROT - 4 - BLM recommends that Carbon and Duchesne Counties work with private landowners within the planning area to develop zoning ordinances and sign codes for a special district which would encourage developments to those compatible with heritage tourism.

PROT - 5 - Conduct routine patrols of the backcountry byway to reduce incidents of vandalism, assure safe operations of visitor facilities, alleviate trespass problems, and provide public information about safe practices. Patrols will be accomplished with BLM rangers and staff and agreements with the County Sheriff's Office. (ADMIN - 3c) In addition, visitors, "Friends of Nine Mile Canyon," and local landowners, would be provided guidelines on how to be the "eyes and ears" for law enforcement officers and how to contact officers and relate information on lawbreakers. BLM will also investigate the use of aerial patrols.

PROT - 6 - Organize and/or support volunteer clean-up events on an "as-needed" basis to help maintain the scenic quality of the backcountry byway, including both Federal and private land, where requested.

PROT - 7 - As soon as camping facilities are provided, the proposed Nine Mile Canyon National Historic District (see PROT-1) will be closed to dispersed overnight camping in order to eliminate trespassing on private property and conflicts with cultural resources. The National Historic District will include BLM land and private land where the landowner has agreed to have his land included as part of the historic district. Camping would only be permitted at designated developed campgrounds within this area and fires will be permitted only in campstoves, at fire grills, and designated campfire rings. People will be encouraged to bring firewood to the campground, as collection of firewood for campfires within the proposed area of the National Historic District will be limited to dead-and-down wood, and this is extremely limited. Dispersed camping will be encouraged outside of the historic district, in the side canyons, on the benches, and in the woodcutting area on the Myton Road. Boundaries and regulations will be signed, posted, and described in the BLM brochure.

The use of open fires in the Federal land constituting the proposed National Historic District will be prohibited immediately, but campstoves will be permitted.

PROT - 8 - Maintain the visual quality of the backcountry byway by assuring that all management activities on public lands meet or exceed VRM II/III guidelines, as appropriate. Following VRM guidelines, changes in any of the basic landscape elements (form, line, color, and texture) caused by a management activity should not be evident in the characteristic landscape. Contrasts may be seen, but should not attract attention. All permanent facilities will be designed to minimize visual impact when seen from the byway. Earth tones and other colors that are not visually obtrusive will be used in the construction of facilities. These facilities include not only visitor amenities, but also all future mineral and gas developments.

PROT - 9 - Fence out domestic livestock from grazing within designated developed recreation sites, while providing watering access and trailing where appropriate. Campground fencing will also consider the needs of wildlife. Utilize fence construction standards and design to avoid creating a hazard or impeding natural wildlife movements.

PROT - 10 - In order to protect the water quality of the creeks in the backcountry byway during a 100-year flood, toilets will be sited above the high-water line and out of the floodplain.

PROT-11 - Propose for consideration in the future Price River Resource Area's RMP a withdrawal of the planning area from mineral entry, subject to valid existing rights.

PROT - 12 - Install vehicle barriers, as appropriate, at developed recreation sites to limit and direct vehicle traffic for scenic and vegetation restoration purposes.

PROT - 13 - Avoid locating recreation facilities within a one-half mile radius of identified raptor nesting territories. Restrict construction activities within identified raptor nesting territories from February to mid-July, as appropriate for the species, in order to limit disturbance near nesting sites.

PROT - 14 - The proposed Nine Mile Canyon National Historic District (e.g. BLM land and private land which has been willingly included by the landowner) would be posted as a "no shooting zone." The discharge of firearms for non-hunting purposes in the proposed National Historic District and in all improved recreational sites in the planning area would be prohibited. Hunting would be allowed in the proposed National Historic District, but not within the developed recreation sites, due to public safety considerations.

PROT - 15 - (also see ADMIN-3a) - Work with Carbon and Duchesne Counties on an agreement to construct entrance station(s) to Nine Mile Canyon/Gate Canyon. The entrance stations will assist in monitoring visitor use, generate funding for road improvements and maintenance of facilities, and disseminate maps and brochures upon entrance to the backcountry byway.

PROT - 16 - Provide 24-hour emergency communications capacity to the visitor contact station.

PROT - 17 - Prohibit climbing for sport or recreation within the boundaries of the proposed National Historic District. Climbing is defined as the raising or lowering of oneself with climbing equipment, including but not limited to ropes, slings, packs, chalk, drilling bolts, inserting or applying pitons, chocks or any other anchoring device. "Free-style" climbing for sport or recreation, where climbers may raise and lower themselves by grasping or holding with the hands, devoid of using climbing equipment, is also prohibited.

#### G. Fees and Permits (F&P)

F&P - 1 - Guided and organized group tours and trips, including scout groups, will be allowed to camp outside designated developed campgrounds within the National Historic District only with a BLM special recreation permit.

F&P - 2 - Implement a first-come, self-registration system for overnight use of the "Shelf" campground (SDEV-4) which will be developed for use of individual/multi-family sites. BLM recommends that developed group camping areas should be under an advance reservation/fee system. Collected fees would then be used to

offset operating, management and maintenance costs for the facilities.

#### H. Concessions/Recommendations for Actions on Private Lands (CPL)

CPL - 1 - Encourage the sale by private entities of photographs and replicas of cultural remains from the backcountry byway. This will allow visitors to take home a "legal" memento of their experience, instead of taking home a piece of the canyon itself.

CPL - 2 - Encourage private support and commitment by private and non-profit entities towards the development of responsible, sustainable heritage tourism in the planning area. Encourage private landowners to improve the visual qualities of their lands in the viewshed of the backcountry byway.

CPL - 3 - Encourage private landowners, private entrepreneurial business and/or non-profit groups to develop campgrounds with restrooms and water, and/or "bed and breakfast" accommodations (possibly acquisition and renovation of the historic Harper Hotel), and/or an environmental education center with overnight accommodations (possibly acquisition and renovation of Nutter Ranch). If such facilities are developed, BLM will strongly encourage that all new structures and/or restorations conform to the heritage tourism atmosphere of the byway.

#### I. Administration (ADMIN)

ADMIN - 1 - In order to implement many of the proposals set forth in this plan, additional staff positions are needed.

##### Permanent Staff:

Recreation Technician for Nine Mile Canyon, full-time, GS-5/7/9  
Archeologist/Historian for Nine Mile Canyon, full-time, GS-5/7/9

##### Seasonal Staff:

Visitor Contact Specialist, permanent, part-time, GS-5

These employees will be stationed at the contact station within the canyon and provide a management presence. They will assist resource area recreation staff and private/non-profit groups in the development of brochures, the sign and interpretive plans and their maintenance, campground operations, and also provide visitor contact, information and guided tours, first aid, communications and other assistance, help staff the entrance station at high-use times, and generally manage the daily operations in the planning area.

In addition to these three employees, the BLM law enforcement ranger will increase patrols in the planning area.

ADMIN - 2 - To increase management presence and assist permanent staff, utilize volunteers, job program participants, interns and students to the maximum extent possible. Efforts will be made to utilize Ute-speaking employees. (Also, see ADMIN-3e)

ADMIN - 3 - The success of this plan rests heavily upon the cooperative actions of all entities involved, namely, not only the BLM, but private landowners, non-profit groups such as the Nine Mile Coalition Committee, Duchesne and Carbon Counties, archaeological and historic societies, Ute tribal authorities, private businesses, etc. The agreements and partnerships needed to facilitate the implementation of the plan include:

ADMIN - 3a - Agreement with Duchesne and Carbon Counties to develop an entrance station within Nine Mile Canyon. The details of fees, special passes for landowners and industrial use, annual and/or weekly passes for visitors, etc. will have to be worked out. BLM recommends that fees generated by the entrance station be recycled into the development and maintenance of facilities and amenities provided in the planning area. These include road-related visitor facilities within the planning area such as the construction of frequent turnouts (including turnouts at markers on the historic self-guided trail, "The Pioneer Saga of the NINE MILE ROAD," and cultural sites receiving visitor attention, obtaining a wider right-of-way, increasing sight distance at blind curves, graveling, paving the byway to 9 1/2 miles south of Highway 40, dust control, cattleguards where appropriate, regulatory signs, mileage markers, concrete low-water crossings and any other improvements which would make the byway a safer tourist facility, while still preserving its heritage tourism atmosphere.

ADMIN - 3b - BLM will support in principle Carbon County's application for a recreation and public purposes (R&PP) lease on the Christensen Ranch site (S1/2S1/2NE1/4, sec. 12, T.12S., R.13E., SLM). (approximately 5 acres) Carbon County Recreation has applied to develop a group staging area at this site that provides for reserved group camping, a service and amphitheater area, restrooms, individual picnic/camping sites and parking available for casual use. If acquisitions of the Harmon House or Nutter Ranch are not forthcoming in a reasonable time frame, the BLM will locate its visitor contact station at the Christensen Ranch site.

ADMIN - 3c - Agreement with the Duchesne and Carbon County sheriff departments for additional patrol presence in the byway.

ADMIN - 3d - Agreement with both the College of Eastern Utah and Utah State University, Uintah Basin Branch Campus for volunteer student site development and management assistance.

ADMIN - 3e - Agreement with Carbon and Duchesne Counties, the College of Eastern Utah, Utah State University, Uintah Basin Branch Campus, the Native Americans and/or other potential sources for interim staffing, supervision, and housing for employees/volunteers at visitor contact station(s). This will be especially important until BLM acquires additional staffing. (See ADMIN-1)

ADMIN - 3f - Agreement between Moab and Vernal District Offices that delineates that the management of the byway will be divided as follows: Price River Resource Area will manage Nine Mile Canyon and Soldier Creek Road, and Diamond Mountain Resource Area will manage Gate Canyon north to Highway 40, and Nutter Ranch (acquisition and development).

ADMIN - 3g - The Nine Mile Coalition was formed at the public meeting on March 4, 1993, in Price. BLM supports this coalition and views it as a steering committee for non-Federal actions and an advisor on Federal actions. BLM encourages the coalition to form a "Friends of Nine Mile Canyon" association which would generate funding, volunteers and expertise for further planning, development and operations in the planning area, marketing and outreach. BLM also recommends that the coalition investigate coordination with Canyonlands Natural History Association for the dissemination of selected commercial and agency publications relating to the backcountry byway.

ADMIN-4 - Nine Mile Canyon is very important to people who have traditional ties to the archaeological or historic sites in the canyon; therefore, ongoing consultation on a number of issues is necessary. Consultation has been initiated in the course of this planning process with the Northern Utes. Consultation will focus on traditional cultural values, including sacred and religious values. All management decisions, including which sites are to be developed for public interpretation and the content of the interpretive displays and brochures, will be made in close consultation with those groups having traditional values. Other specific areas for consultation include recreational and other impacts to human burials and the religious significance of archaeological sites, including rock art sites. Management measures must not conflict with maintaining the heritage of traditional groups. In turn, Native American participation will add to the cultural experience of visitors.

**Proposed Nine Mile Canyon Recreation Facilities (see Map #8)**

Nine Mile Developments (reference to text)	I n f o  S t a t i o n	C a m p i n g	G r o u p  C a m p i n g	D i s p e r s e d  C a m p i n g	I n t e r p r e t a t i o n	I n t e r p r e t i v e  W a l k s	M t n .  B i k i n g	4  W h e e l  D r i v i n g	P i c n i c  A r e a	T r a i l h e a d	T o i l e t s
Byway Kiosks (INF/INTP-1)	x				x						
Gate Canyon Historic Trail (SDEV-1a)	x				x	x	x			x	x
Dry Canyon (SDEV-1b)	x			x			x	x	x	x	x
Harmon Contact Station and Trailhead (SDEV-2)	x				x		x	x	x	x	x
Nutter Ranch (SDEV-3)	x				x		x	x	x	x	x
"The Shelf" (SDEV-4)	x	x			x						x
"First Site" (SDEV-5a)					x						
"Hunter's Site" (SDEV-5b)					x	x					x
"Sheep Canyon" Site (SDEV-5c)					x	x					

Nine Mile Developments (reference to text)	I n f o S t a t i o n	C a m p i n g	G r o u p C a m p i n g	D i s p e r s e d C a m p i n g	I n t e r p r e t a t i o n	I n t e r p r e t i v e W a l k s	M t n . B i k i n g	4 W h e e l D r i v i n g	P i c n i c A r e a	T r a i l h e a d	T o i l e t s
"Owl" Site (SDEV-5d)					x	x					
Cave Site (SDEV-5e)					x	x					
Smith Wells Site (SDEV-5f)					x						
Entrance Station (ADMIN-3a)	x										
Christensen Ranch (ADMIN-3b)	x	x	x		x				x		x

### Chapter III. Phasing and Costs

*Key to Chart:*

Priority A - Implement between 1994 and 1996

Priority B - Implement between 1997 and 1999

Priority C - Implement between 2000 and 2003

O-G - "ongoing action"

ASAA - "as soon as available;" some of these actions are dependent upon completion of another action.

The number following the letter (e.g., A 1) indicates the order for which the actions should be implemented within the priority category. Some actions share priority and number, which indicates that these actions must be implemented concurrently. Priority order provides a general logical progression of management actions to be followed to achieve objectives of the plan. Developments may take more or less time than estimated and budget and staff limitations may restrict implementation or result in a shift in the implementation sequence, or opportunities.

Cost estimates are based on current costs for construction (or publication) for FY 93. *Costs figures for construction are "cost-in-place" which typically would appear in a construction contract. They do not account for the architectural and engineering survey, design, and (if used) contract preparation which can substantially raise estimates.* Acquisition costs are only rough estimates and actual costs will be based on appraisals of fair market value. In addition, actual expenditures may be higher, depending on inflation and date of implementation. Although the total project cost is estimated in the chart, realistically most projects will be incrementally and cooperatively funded over time.

**PRIORITY AND COSTS**

ACTION CODE (verbal brief)	COUNTY D=Duchesne C=Carbon	\$ COST	PRIORITY
LTA - 1a (acquire Harmon House)	D	fair market value or exchange	A 1
LTA - 1b (acquire Nutter Ranch Historic Site)	D	fair market value or exchange	B 1
LTA - 1c (acquire Cave)	C	fair market value or exchange	B 2
LTA - 1d (acquire Smith Wells)	D	fair market value or exchange	B 2
LTA - 1e (Red Man Village access)	C	6,000 or exchange	C 1
LTA - 1f (unidentified acquisitions)	D,C		ASAA

ACTION CODE (verbal brief)	COUNTY D=Duchesne C=Carbon	\$ COST	PRIORITY
LTA - 2a (access, Balanced Rock)	C	3000	B 1
LTA - 2b (trail access)	C	3000	B 1
LTA - 2c (state land access)	C	3500	B 1
LTA - 2d ("Owl" access)	D	3500	B 1
LTA - 3 (Rights-of-ways)	D, C	500	ASAA
ES - 1 (emergency services)	D, C	500	ASAA
ES - 2 (safety information)	D, C	500	ASAA
INF/INTP - 1 (kiosks)	D, C	36,000	A 1
INF/INTP - 2 (signs)	D, C	100- 1000/sign	A 1
INF/INTP - 3 (brochure/map)	D, C	2000	A 1 - A 2
INF/INTP - 4 (interpretive plan)	D, C	30,000	A 2 - B 2
INF/INTP - 5 (information stations)	D, C	650 each	ASAA
SDEV - 1a (historic trail)	D, C	50,000	B 1
SDEV - 1b (Dry Canyon Trailhead)	C	30,000	C 1
SDEV - 2 (Harmon Contact station/Trailhead)	D, C	300,000/ 20,000	A 1
SDEV - 3 (Nutter Property/Trailhead)	D	50,000	B 1
SDEV - 4 ("The Shelf" campground)	D	10,000	A 2

ACTION CODE (verbal brief)	COUNTY D=Duchesne C=Carbon	\$ COST	PRIORITY
SDEV - 5a (First site)	C	27,000	B 2
SDEV - 5b (Hunter's site)	C	55,000	B 3
SDEV - 5c (opp. Sheep Canyon sites)	C	35,000	B 3
SDEV - 5d (Owl site)	D, C	26,000	B 2
SDEV - 5e (Cave site)	C	55,000	C 1
SDEV - 5f (Smith Wells site)	D	10,000	C 1
PROT - 1 (Historic District)	D, C	50,000	A 1
PROT - 2 (Use categories)	D, C	2,000	O-G
PROT - 3 (stabilization)	D, C	30,000 for "Red Man Village"	O-G
PROT - 4 (zoning)	D, C		A 1
PROT - 5 (patrols)	D, C	30,000/ year	O-G
PROT - 6 (clean ups)	D, C	500/ year	O-G
PROT - 7 (camping closures)	D, C		ASAA/A 1
PROT - 8 (VRM)	D, C		A 1
PROT - 9 (grazing)	D, C		ASAA
PROT - 10 (flooding)	D, C		ASAA

ACTION CODE (verbal brief)	COUNTY D=Duchesne C=Carbon	\$ COST	PRIORITY
PROT - 11 (withdrawal)	C		ASAA
PROT - 12 (vehicle barriers)	D, C		ASAA
PROT - 13 (raptors)	D, C		ASAA
PROT - 14 (no shooting)	D, C		A 1
PROT - 15 (entrance stations)	D, C	20,000	A 1
PROT - 16 (communications)	D	10,000	ASAA
PROT - 17 (climbing closures)	D, C		A 1
F&P - 1 (permits)	D, C		O-G
F&P - 2 (camping fees)	D, C		ASAA
CPL - 1 (contracts)	D, C		ASAA
CPL - 2 (privates)	D, C		O-G
CPL - 3 (heritage tourism)	D, C		A 1
CPL - 4 (private accommodation)	D, C		A 1
ADMIN - 1 (staff)	D, C	70,000	A 1
ADMIN - 2 (staff extension)	D, C	10,000	A 1
ADMIN - 3 (partnerships)	D, C	4,000/ year for coor- dination	

ACTION CODE (verbal brief)	COUNTY D=Duchesne C=Carbon	\$ COST	PRIORITY
ADMIN - 3a (w/Counties)	D, C		A 1
ADMIN - 3b (R&PP lease)	C	108,000	A 1
ADMIN - 3c (w/sheriffs)	D, C		A 1
ADMIN - 3d (w/CEU)	D, C		A 1
ADMIN - 3e (joint staffing)	D, C		A 1
ADMIN - 3f (BLM management)	D, C		A 1
ADMIN - 3g (Coalition)	D, C	4,000	A 1
ADMIN - 4 (w/Utes)	D, C		O-G

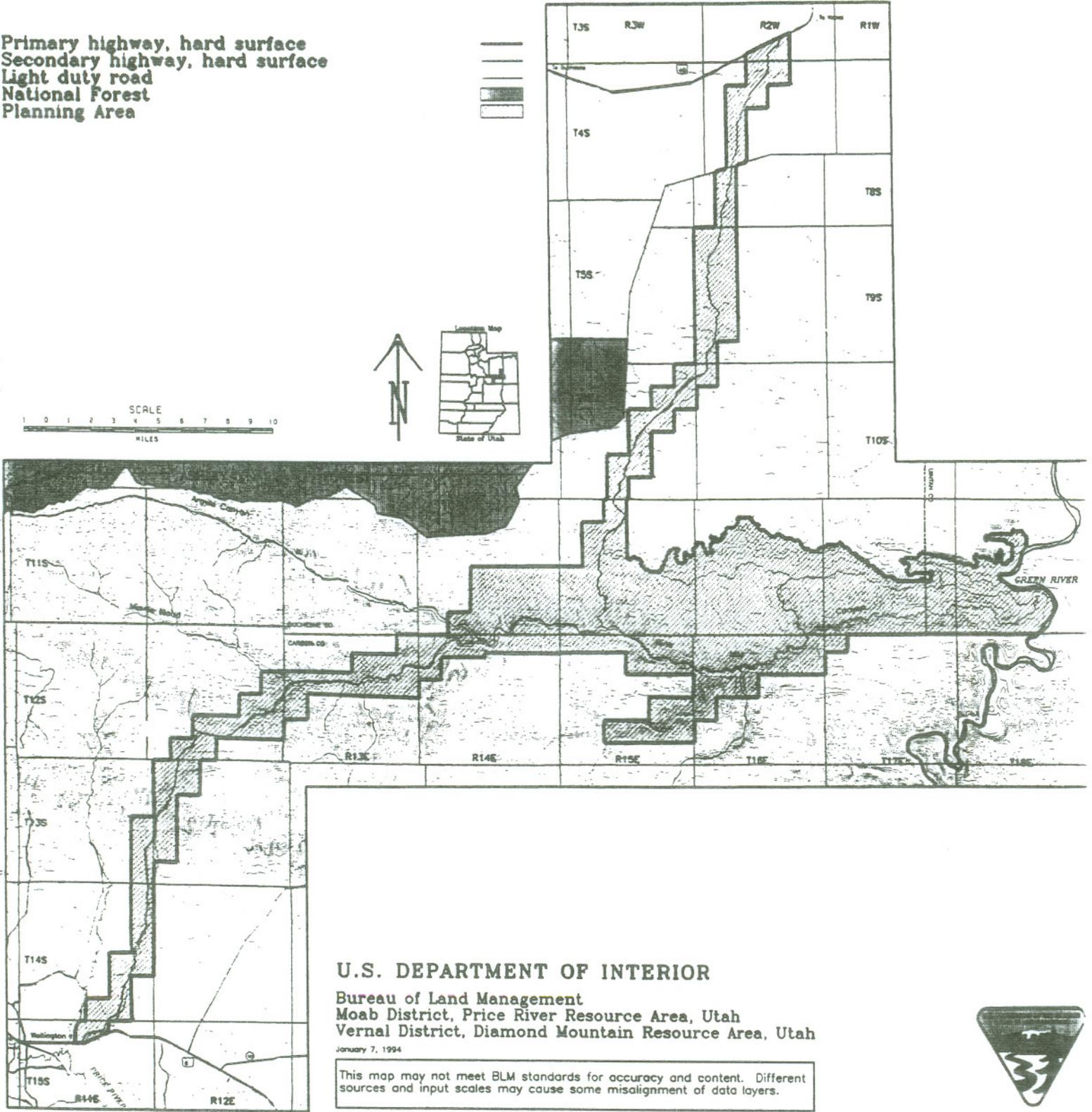
**Appendix 1: Maps**

- Map #1 - Nine Mile Planning Area
- Map #2 - Surface Ownership
- Map #3 - Visual Resource Management
- Map #4 - Special Designations
- Map #5 - Cultural Sites
- Map #6 - OHV Designations
- Map #7 - ROS Classes
- Map #8 - Proposed Recreation Facilities
- Map #9 - Proposed Easements and Acquisitions

# MAP 1

## NINE MILE PLANNING AREA

Primary highway, hard surface  
 Secondary highway, hard surface  
 Light duty road  
 National Forest  
 Planning Area



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 Vernal District, Diamond Mountain Resource Area, Utah

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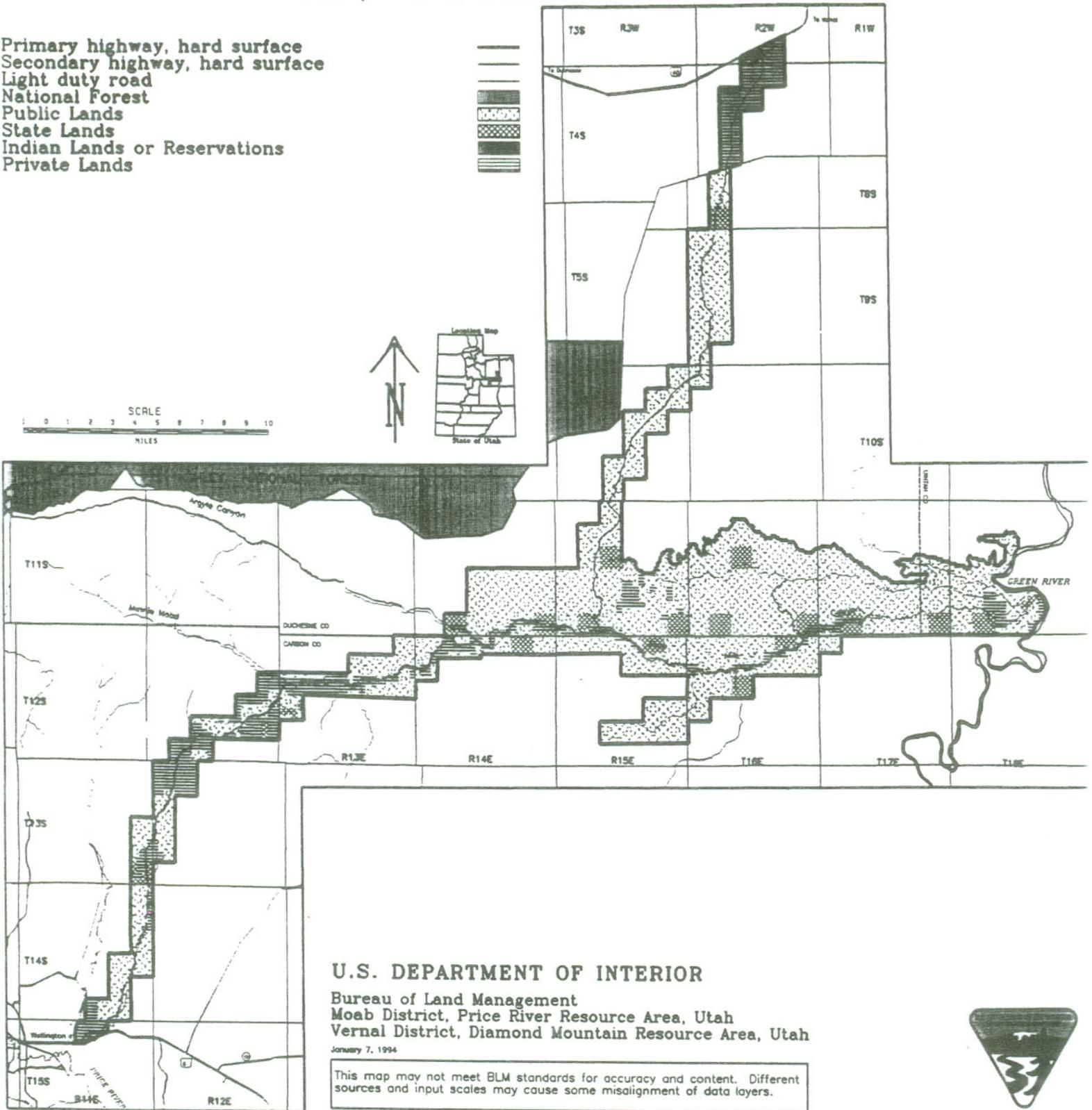
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# MAP 2

## SURFACE OWNERSHIP; NINE MILE PLANNING AREA

Primary highway, hard surface  
 Secondary highway, hard surface  
 Light duty road  
 National Forest  
 Public Lands  
 State Lands  
 Indian Lands or Reservations  
 Private Lands



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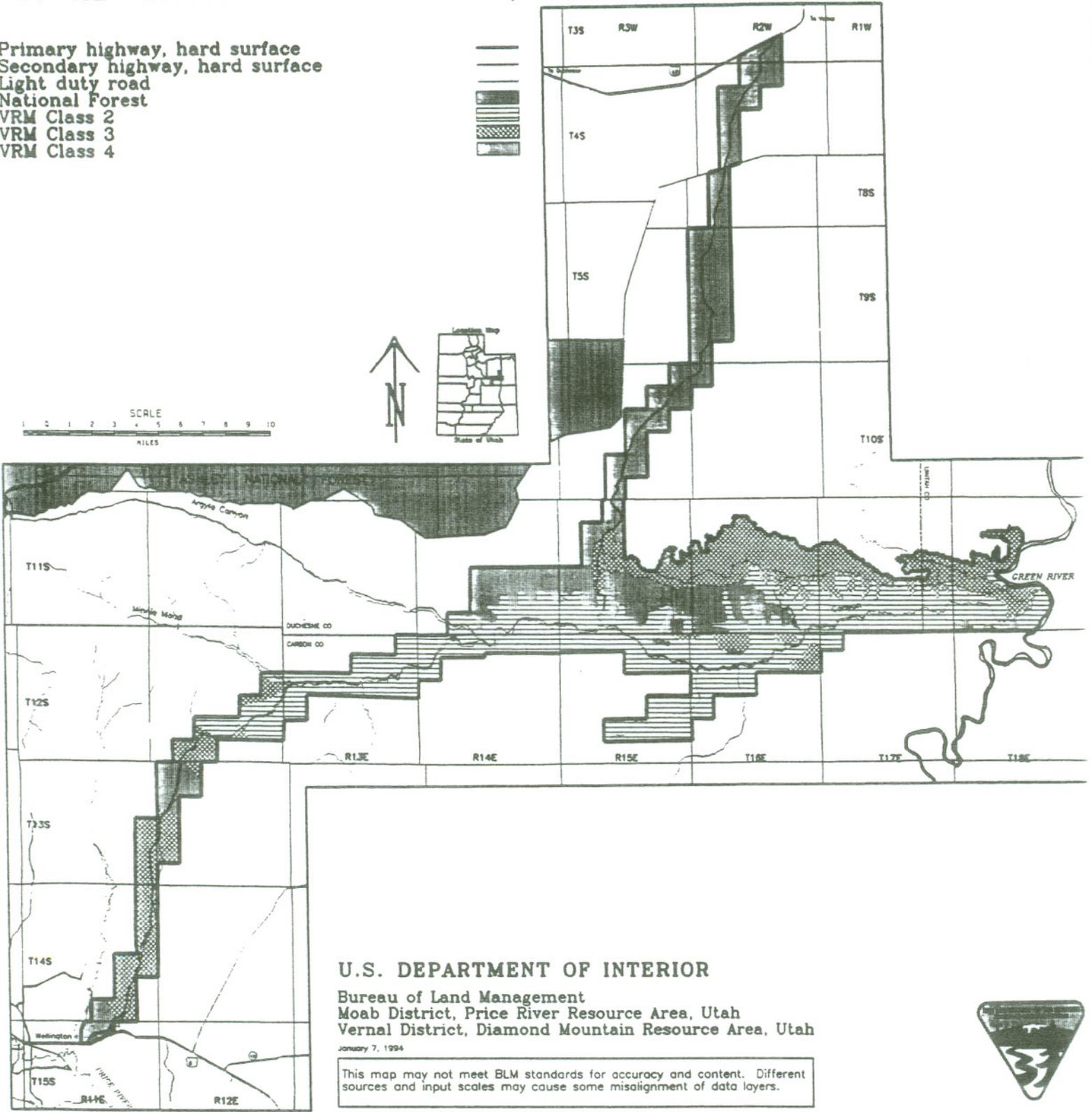
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# MAP 3

## VISUAL RESOURCE MANAGEMENT; NINE MILE PLANNING AREA

Primary highway, hard surface  
Secondary highway, hard surface  
Light duty road  
National Forest  
VRM Class 2  
VRM Class 3  
VRM Class 4



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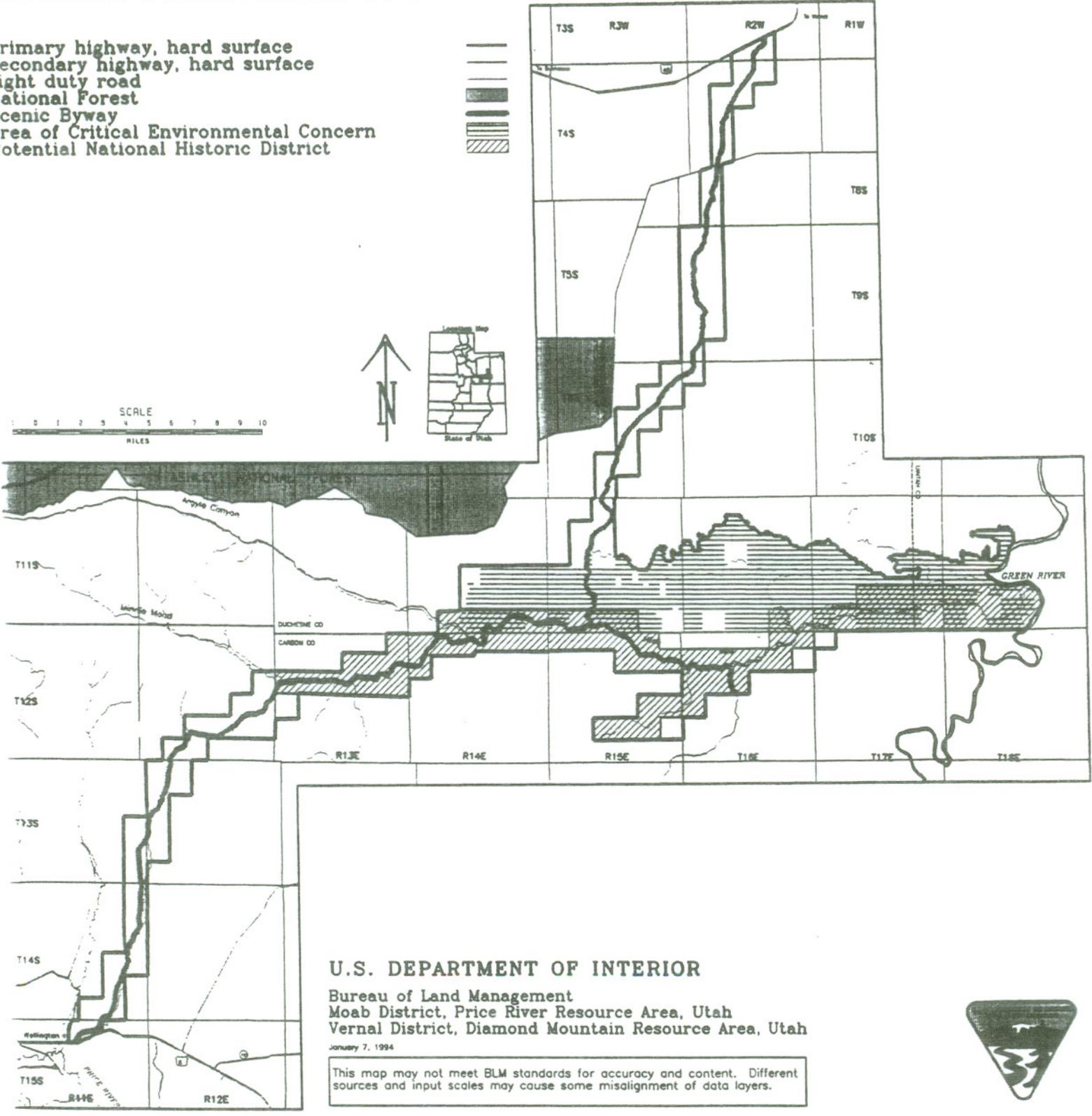
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# MAP 4

## SPECIAL DESIGNATIONS; NINE MILE PLANNING AREA

- Primary highway, hard surface
- Secondary highway, hard surface
- Light duty road
- National Forest
- Scenic Byway
- Area of Critical Environmental Concern
- Potential National Historic District



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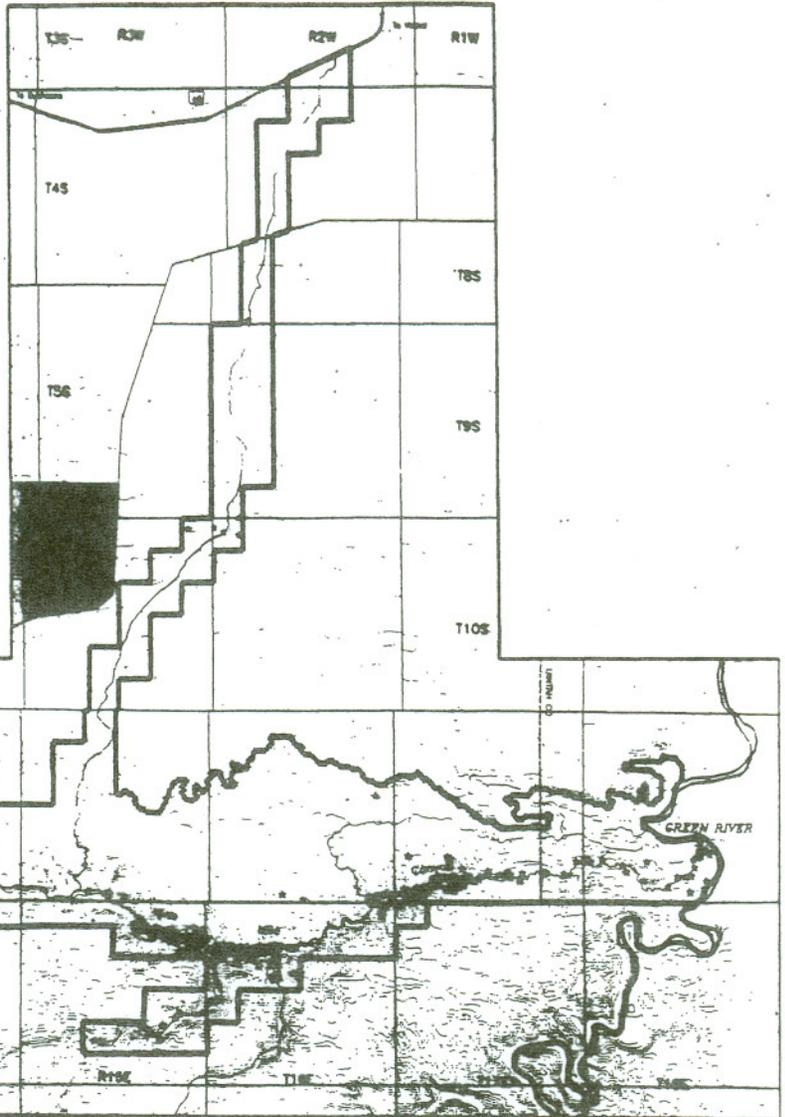
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# MAP 5

## CULTURAL SITES; NINE MILE PLANNING AREA

Primary highway, hard surface  
Secondary highway, hard surface  
Light duty road  
National Forest  
Cultural Site



SCALE



MILES

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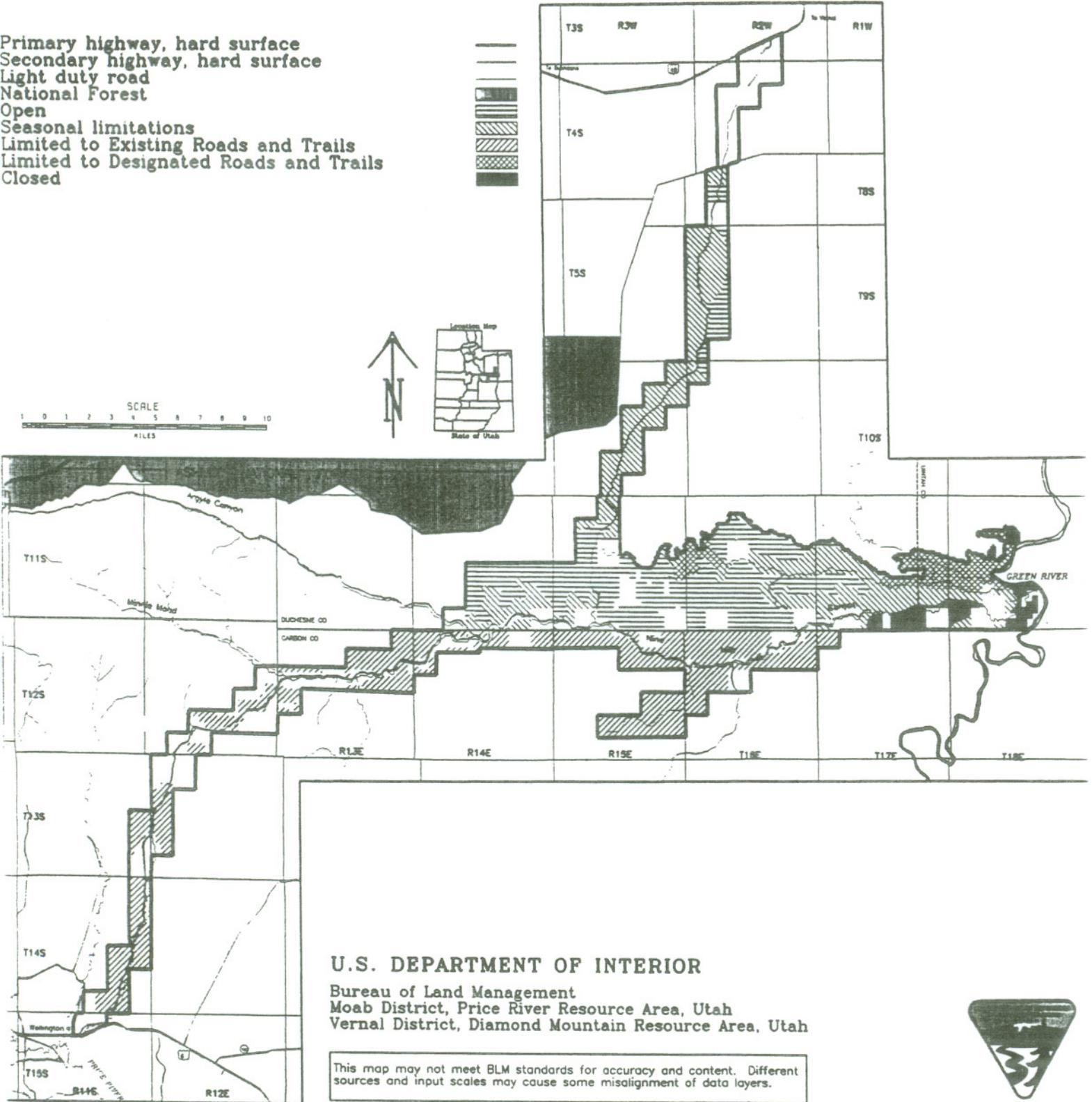
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# MAP 6

## OFF-HIGHWAY VEHICLE DESIGNATIONS; NINE MILE PLANNING AREA

- Primary highway, hard surface
- Secondary highway, hard surface
- Light duty road
- National Forest
- Open
- Seasonal limitations
- Limited to Existing Roads and Trails
- Limited to Designated Roads and Trails
- Closed



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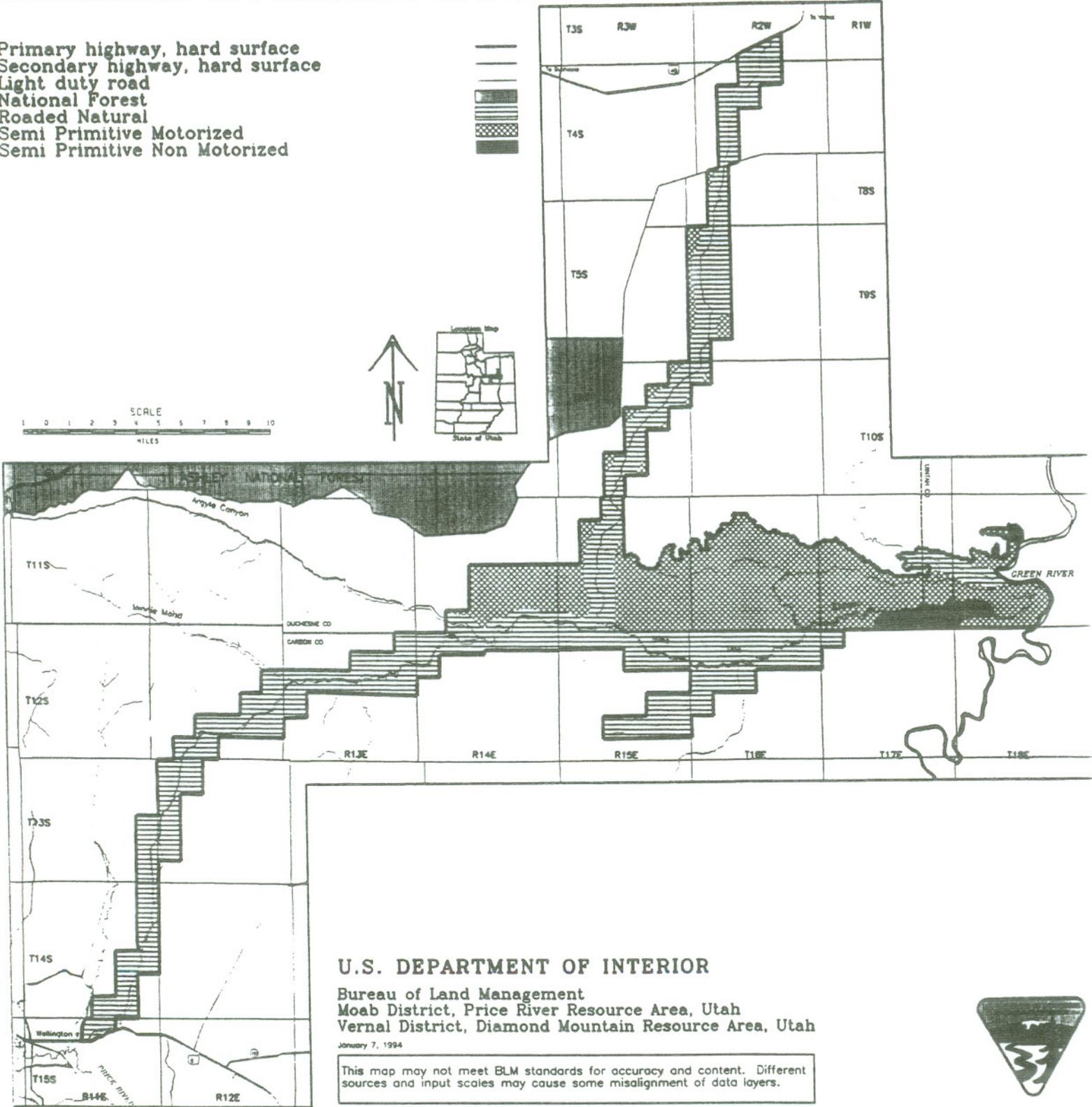
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# MAP 7

## RECREATION OPPORTUNITY SPECTRUM; NINE MILE PLANNING AREA

Primary highway, hard surface  
 Secondary highway, hard surface  
 Light duty road  
 National Forest  
 Roaded Natural  
 Semi Primitive Motorized  
 Semi Primitive Non Motorized



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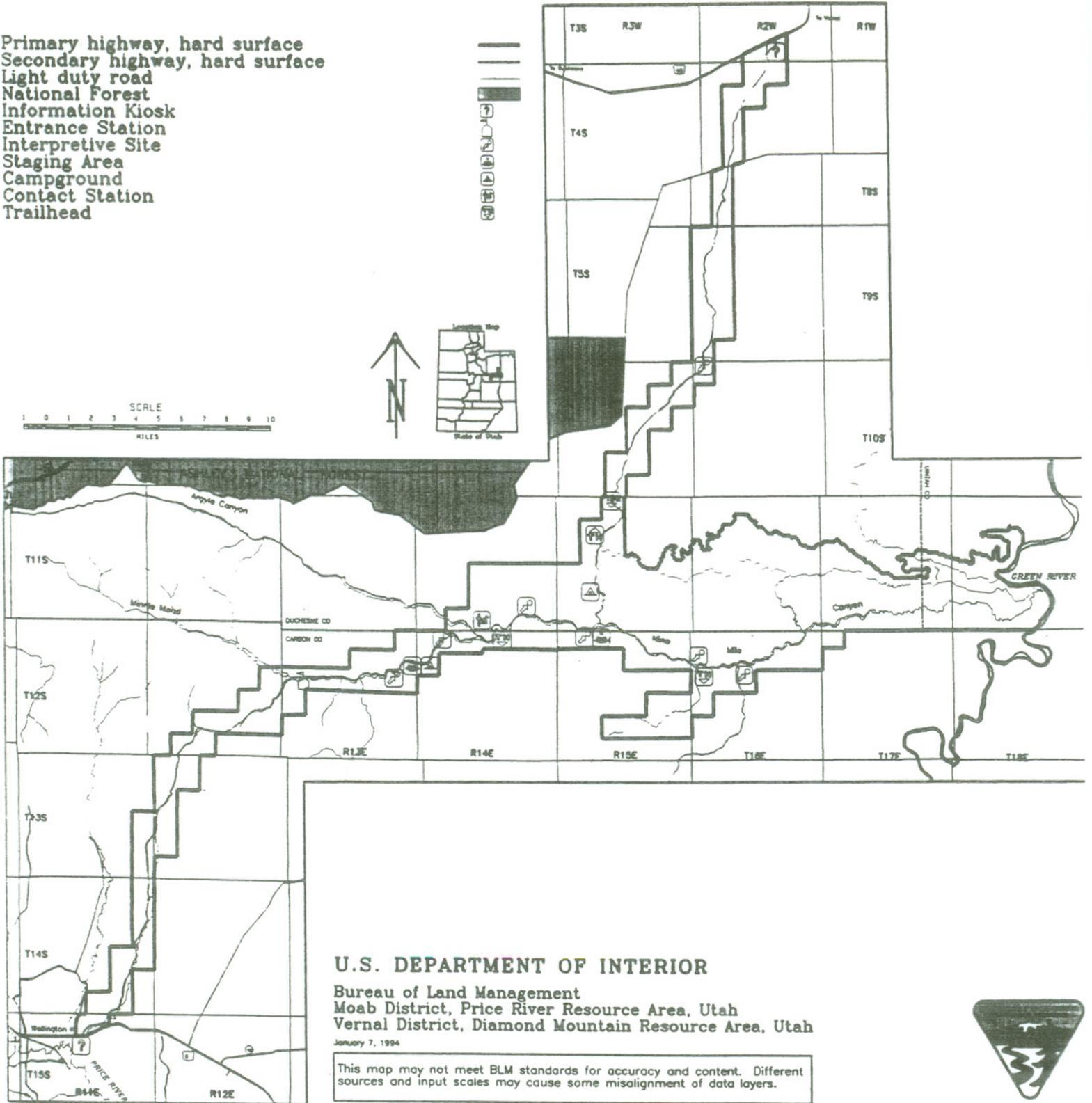
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# MAP 8

## PROPOSED RECREATION FACILITIES; NINE MILE PLANNING AREA

- Primary highway, hard surface
- Secondary highway, hard surface
- Light duty road
- National Forest
- Information Kiosk
- Entrance Station
- Interpretive Site
- Staging Area
- Campground
- Contact Station
- Trailhead



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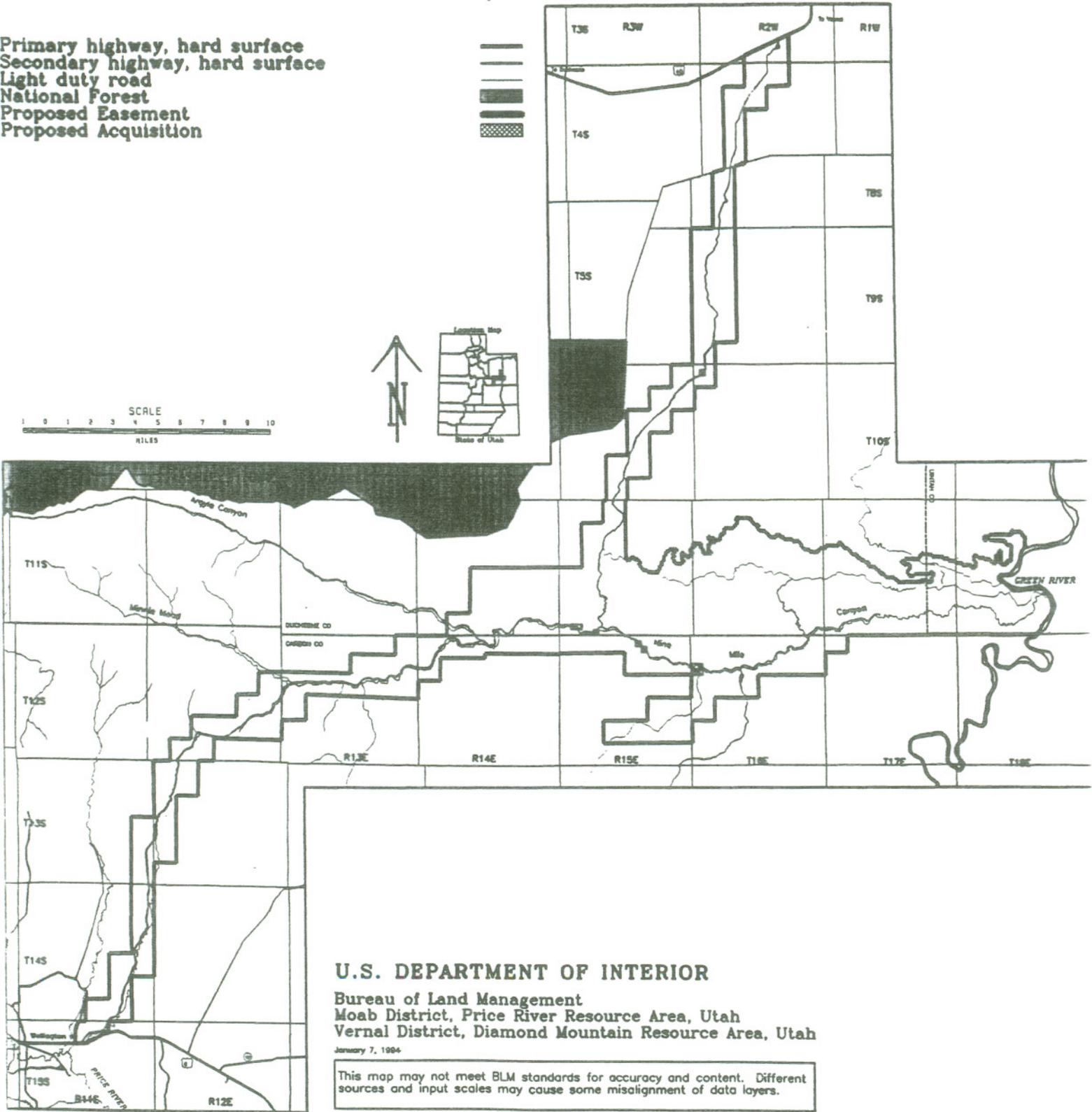
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# MAP 9

## PROPOSED EASEMENTS AND ACQUISITIONS; NINE MILE PLANNING AREA

Primary highway, hard surface  
Secondary highway, hard surface  
Light duty road  
National Forest  
Proposed Easement  
Proposed Acquisition



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## **Appendix 2. Management Objectives and Constraints**

This chapter identifies the multi-resource management objectives and constraints which guide the overall management of BLM land in the Nine Mile Canyon SRCMA. They provide the parameters within which the management program on BLM lands are developed.

### **A. Management Objectives and Planning Decisions in Price River Resource Area, Moab District, BLM**

The following are recreation and cultural management objectives and pertinent planning decisions (including constraints placed on recreation and cultural resources within the SRCMA by other resource programs) contained in the Price Resource Area MFP:

#### Recreation

"Preserve and protect the natural scenic values of the Price River Resource Area."

"Enhance, develop, maintain, and protect the undeveloped recreational resources in the Price River Resource Area to: provide a variety of recreation opportunities tailored to meet the present and future needs of the recreating public, obtain the most efficient utilization of the management resources available, and protect unique or sensitive values."

"Provide for developed and undeveloped recreational opportunities in response to changes in population."

"Designate the following areas that contain archaeological and historical values as limited for ORV use (limiting use to designated existing roads and trails): Nine Mile Archaeological District."

"Preserve and protect the natural scenic values of the Price River Resource Area."

The SRCMA VRM classes range from Class II to Class IV; the Nine Mile Canyon Planning Area is classified as VRM Class II, III and IV. "Adopt VRM Class I to Desolation Canyon Historical Landmark (public lands only)."

## Cultural

"Protect and promote the best use of cultural resource values of the Price River Resource Area."

"Designate outstanding cultural sites or groups of sites as special management areas, including nomination to the National Register of Historic Places. Pending National Register nominations should be completed or deleted." Nine Mile Canyon, Dry Canyon, Cottonwood Canyon and the Myton-Price freight road are included in the list of known sites which should receive immediate consideration.

"Establish recreation use and cultural preservation in Desolation and Gray Canyons as the priority land uses for the recreation management area, Desolation Canyon National Historical Landmark... Provide archaeological site monitoring within the constraints of funding."

## Lands

"Make public land available for use by Federal, state and local government agencies and nonprofit associations for the development of recreational or public purpose sites. Public lands would be made available for parks, campgrounds, hospitals, schools sanitary landfills, research facilities, community watersheds and all other uses under the Recreation and Public Purposes Act."

"Preserve and protect the resource area's paleontological resources."

## Minerals

"Allow and encourage development of those leasable minerals known to occur within the planning area in accordance with current laws and regulations so as to aid in filling the local and national energy requirements."

"Consider for leasing, those coal lands within the planning area that have been found acceptable for further consideration for leasing through previous planning amendments. Lands which were identified in amendments completed in 1979 include (Wattis-underground mining), 1981 (Price River/Range Creek Coal Area), 1982 Amendment to Price River/Range Creek Coal Area), and 1983 (Wattis-surface mining)..."

"Update the existing category system for areas outside the special tar sand areas that defines the availability of Federal lands for oil/gas leasing."

"Establish oil and gas production as the priority land use for Known Geologic Structures (KGS) which have been or may be identified where no significant conflicts occur. Conflict areas will be identified in the updated category system. The category system was completed in August, 1984..."

"Prepare a category system for the special tar sand areas for the purpose of implementing combined hydrocarbon leasing in these areas. This system was established in Volume II of the Utah Combined Hydrocarbon Regional EIS..."

"Establish petroleum production as the priority land use for areas within that portion of the Sunnyside Special Tar Sand Areas having the greatest development potential by approval of lease conversion, combined hydrocarbon leases, exploration plans, rights-of-ways, mine plans and other instruments necessary to allow a viable tar sand industry."

"Provide for maximum exploration and development of locatable minerals by not closing additional lands known to contain locatable values to location."

#### Riparian

"Designate all riparian areas, except where they are located on isolated tracts, as special management areas. Develop special management plans for each stream. Perennial streams should be considered highest priority. Fencing and enclosure should be considered only where other management techniques will not work." The following creeks were considered as having perennial flow riparian habitat area: Nine Mile, Soldier, Dry Canyon, Argyle, Minnie Maud and Stone Cabin.

"Do not allow construction, development, rights-of-way or disposals in aspen, riparian, meadow or mountain browse range sites. Where critical areas must be disturbed, stipulations should minimize impacts and require post-disturbance reclamation. Reclamation should require use of native species. Reclamation should be closely monitored and not considered complete until the desired vegetation is established."

## Range

"Grazing management systems will be designed to provide maximum benefits to other activities, including watershed and wildlife, as well as livestock and plant needs."

"Allow fuelwood harvest prior to vegetation manipulation...Do not treat VRM I or national landmark areas."

## Watershed

"Protect watersheds within the resource area from degradation caused by man's activities and ensure that their beneficial uses such as soil conservation, flood control and sediment retention are adequately considered in Bureau decision making."

"Manage watersheds for the watershed values of water yield, water quality, soil retention, and vegetation production...(support needs). Develop a water budget for each major stream in the resource area, including all perennial streams, as well as important ephemeral and intermittent drainages (include Nine Mile Creek, Cottonwood Canyon Creek). The budgets shall include information from as many aspects of the hydrologic cycle as possible, and should include deviations for wet and dry years."

"Delineate all wetlands, floodplains, and riparian areas and protect them from damage by eliminating surface-disturbing activities on-site and in upstream areas where erosion and consequent sedimentation will harm these critical areas."

"Apply strict stipulations with the intent of protecting watershed values where surface disturbance cannot be avoided on slopes greater than 50 percent. These stipulations could include such measures as restricting the amount of surface disturbance as much as possible and construction of runoff-control structures on a site-specific basis to reduce erosion."

"Reduce the impacts of surface-disturbing activities on erosion, sedimentation, and salinity by eliminating access to sensitive sites, applying special stipulations to sensitive areas, or by implementation of watershed improvement techniques on a case-by-case basis."

"Eliminate livestock and vehicle access to stream channels which are carved in highly saline, Mancos Shale derived soils."

"Provide the public with the opportunity to observe and collect paleomarine invertebrate fossils, especially in the Carmel and Summerville Formations, and the Tununk Shale and Ferron Sandstone Members of the Mancos Formation. Restrict certain areas to scientific study if the value of the deposits warrant it."

### Wildlife

"Manage riparian and aspen habitat areas to improve and preserve native vegetative species diversity and structural diversity."

"Manage all riparian areas to improve, preserve and protect unique and high-value habitat characteristics. These characteristics include diversified plant species composition, plant species structural diversity, modified microclimate (humidity, shade, temperature) and adequate native vegetative cover and density for streambank stabilization."

"Maintain Federal ownership of all streams and riparian areas presently managed by BLM in the planning area. Obtain ownership of streams and riparian areas that would "block up" Federal ownership of streams or that contain threatened, endangered or sensitive species. Isolated tracts that cannot be managed should be considered suitable for disposal through exchange, sale, etc., if no special problem exists such as T&E sensitive species."

"Manage off-road vehicle use in the resource area to minimize impacts to critical wildlife habitats."

"Conduct organized off-road vehicle events in such a way as to avoid or minimize impacts to critical wildlife habitat."

"No occurrence or other surface disturbance will be allowed within 330 feet of the channel centerline of major floodplains (including Nine Mile Creek, Argyle Creek, Minnie Maud Creek, Cow Canyon, Sheep Canyon, Dry Canyon, Stone Cabin, Cottonwood Creek). This distance may be modified when specifically approved in writing by the District Engineer of the U.S. Geological Survey, with concurrence of the Authorized Officer of the Federal surface management agency."

"Protect all known raptor nest sites from management actions which would significantly affect continued use or otherwise affect the productivity of the nest site...1). Prohibit permanent surface disturbance and occupancy within .5 miles of raptor nests which have been documented as occupied within a 3-year period. Site-specific evaluations in coordination with the U.S. Fish and

Wildlife Service may allow for modifications of this requirement... 2). Prohibit temporary surface disturbance and occupancy (i.e. seismic lines, oil and gas exploration, road construction) within buffer zones, identified for each nesting species within the resource area during the critical nesting period."

### Fire

"Suppress fires in a manner consistent with resource protection priorities, cost effective fire management and safety.

-----

### **B. Management Objectives in the Diamond Mountain Resource Area, Vernal District, BLM**

The following recreation and cultural management objectives along with pertinent planning decisions for related resources (emphasizing constraints placed on recreation/cultural resources within the SRCMA by other resource programs), are quoted from the Diamond Mountain Resource Area RMP, and are specific to the proposed Nine Mile Canyon ACEC (50,800 acres) on BLM lands.

#### "General Management Objective

Protect and enhance the cultural and special status plant species values of the canyon, while enhancing its scenic, recreation and wildlife resource values.

#### "Management Prescriptions

Develop a coordinated activity plan for the area.

#### "Recreation

OHV use will be managed to protect important resource values. Areas would be designated open, limited (year-long or seasonal) or closed as shown on the Diamond Mountain Resource Area OHV map.

Maintain the character and values of the identified semi-primitive non-motorized area and the National Historic Landmark by closing the areas to OHV use and motorized, surface-disturbing activities.

Maintain the natural and primitive qualities of identified segments along Arygle and Nine Mile Creeks as VRM Class II area.

## "Cultural

Allocate cultural sites, including ethnographic properties, into three classifications: (1) information potential, (2) public values, and (3) conservation.

Develop approximately 5 miles of recreation and interpretive trails and/or facilities at selected cultural sites. Develop a facility in Nine Mile Canyon to interpret and control use of the areas.

Consult with the Ute Tribe for protection of areas and items of traditional lifeways and religious significance.

## "Fire

Allow fires to burn under prescribed conditions only to enhance the stated values.

## "Fish and Wildlife

Do not allow activities that would result in adverse impacts to deer and elk from December 1 through April 30 on crucial deer and elk winter range.

No construction or surface-disturbing activities (does not apply to casual use) would be allowed year 'round within the following special status raptor species nest sites:

Golden eagle - within 1/2 mile of active nests which have been active the past two years;

Ferruginous hawk - within 1/2 mile of known nest (unless it can be shown that the nest has been inactive within the past 2 years);

Bald eagle - within 1/2 mile of known nests; and,

Peregrine falcon - within 1 mile of known nest.

These restrictions would not apply to maintenance and operation of existing programs and facilities. They would not apply if impacts could be mitigated through other management actions. Site-specific analysis would be completed to determine if terrain features adequately protected the nest site from the proposed surface-disturbing activity.

Provide habitat for and allow for reintroductions of Colorado cutthroat, bighorn sheep, moose and upland game birds.

Take opportunities to eliminate domestic sheep grazing within 10 miles of identified bighorn sheep habitat by using negotiation of changes in class of livestock (from sheep to cattle), alternative grazing systems, etc.

Improve or maintain habitat in bighorn sheep reintroduction areas. Actions may include vegetation treatment, road closures, additional water sources, etc.

#### "Lands

Acquire needed legal motorized vehicular access to Argyle Ridge, Nine Mile Canyon - east end, and Jensen Canyon. Acquire needed non-motorized access to Nine Mile Canyon and Little Sulfur Canyon.

Establish right-of-way avoidance areas within identified sensitive plant habitat, the semi-primitive non-motorized area, and the Desolation Canyon National Historic Landmark. Make other land areas available to support permitted activities, with special restrictions designed to protect the stated resource values.

Recommend protective withdrawals that preclude entry under the 1872 General Mining Law or the agricultural entry laws or other protective measures on identified segments of Nine Mile and Argyle Creeks.

Acquire fee title or interest in lands (e.g. water rights) within the area as opportunities become available.

#### "Range

Leave the area open to livestock grazing.

No grazing would be allowed on cultural sites eligible for or listed on NRHP.

Allow rangeland improvements and grazing prescriptions to maintain or improve the stated values in the area.

Take opportunities to eliminate domestic sheep grazing within 10 miles of identified bighorn sheep habitat within the ACEC by using negotiation of changes in class of livestock, alternative grazing systems, etc.

## "Riparian

Riparian habitat in early and mid ecological stages would be improved by establishing grazing systems and constructing rangeland improvements designed to enhance the riparian values.

Provide sufficient herbaceous forage biomass to meet requirements of plant vigor maintenance, bank protection and sediment entrapment.

Allow new surface-disturbing activities within 330 feet of riparian zones only when it can be shown there is no practical alternative, that long-term impacts are fully mitigated, or that the construction is an enhancement to the riparian area.

## "Vegetation

Allow mechanical, fire, biological, or chemical control of noxious weeds and insect infestations within the area with restrictions to minimize adverse impacts to cultural sites, special status plant species habitat, scenic and watershed values.

Manage the vegetation to attain the ecological stage that would most benefit the special status plant species habitat, primitive/natural, riparian and scenic resource values.

Manipulate 400 acres of pinyon-juniper woodlands to increase forage production and improve wildlife habitat.

The Sclerocactus glaucus recovery plan as developed by the U.S. Fish and Wildlife Service (1990) would be implemented, where necessary. Prepare specific activity plans for the remaining special-status plant species. Should USFS develop specific recovery plans, their objectives would be implemented to the extent possible.

## "Woodlands

Identified sensitive plant habitat, semi-primitive non-motorized areas and the Desolation Canyon National Historic Landmark would be closed to woodland harvest.

Other areas would be open to the sale and/or harvest of woodland products with restrictions designed to protect the stated resource values.

On a case-by-case basis, to meet other resource management goals, allow for the sale of ponderosa pine and other large conifer and aspen. This does not include sensitive plant habitat, the semi-primitive non-motorized area on the Desolation Canyon National Historic Landmark.

### "Minerals

Leasables - 21,400 acres within the ACEC would be Category 1; 22,400 acres would be Category 2; 8,500 acres would be Category 3; and no acres would be Category 4.

Geophysical Activities - 21,400 acres within the ACEC would be open; 22,400 acres would be restricted; 8,500 acres would be open with no surface occupancy; and no acres would be closed.

Mineral Material - 21,010 acres within the ACEC would be Category 1; 21,620 acres would be Category 2; 0 acres would be Category 3; and 8,170 acres would be Category 4.

Locatables - Any mining activity, other than casual use, would require a mining plan of operations. Development would be restricted by stipulations designed to protect the natural and primitive values of the area within the parameters of the 1872 General Mining Law."

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### C. Cultural Resource Management Use Categories

BLM manual Section 8111.21 directs that all known and anticipated cultural resources within an administrative unit are to be assigned to a use category. When that is completed, the management objective is to ensure that the qualities of the cultural resources that caused them to be assigned to a specific use category are not lost. The six use categories to which cultural resources can be assigned are defined as follows:

**Scientific Use** - Cultural resources determined to be suitable for consideration as the subjects of scientific or historical study utilizing currently available research techniques.

**Conservation for Future Use** - Cultural resources which, because of scarcity, research potential that surpasses the current state of the art, or some other reason, are

not currently appropriate for consideration as a subject for study. The resources in this category are to be considered for segregation from any uses that would cause alteration of their present condition.

**Management Use** - Cultural resource considered most useful for controlled experimental management study that would result in physical alteration. This study could be carried out by BLM or some other entity interested in the management of cultural resources.

**Sociocultural Use** - Cultural resource that is perceived by a specific social or cultural group as having attributes that contribute to maintaining the heritage or existence of that group.

**Public Use** - Cultural resources that are appropriate as interpretive exhibits in place, as subjects of supervised participation in historic or scientific study, or associated uses by members of the general public.

**Discharged Use** - Cultural resources that have lost the characteristics that made them eligible for one of the other categories, or never had such characteristics. The BLM manual includes very strict guidelines for use of this category.

The BLM manual is very clear that assignment of a cultural resource to one of these use categories does not preclude its use under another category; for example, a resource might be assigned to the category of "scientific use" and still be used by the public.

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#### D. Recreation Opportunity Spectrum (ROS) Classes and Off-Highway Vehicle (OHV) Designations

BLM uses ROS as one tool to identify types of recreation settings and opportunities and to identify the capability of public land to provide specific types of recreation experiences. The SRCMA is categorized into the following ROS Classes (see Map #7):

**Roaded Natural** - Soldier Creek Road corridor, the main Nine Mile Canyon road corridor and the corridor through Gate Canyon to Highway 40.

**Semi-primitive Motorized** - The area east of the junction of Nine Mile Canyon/Gate Canyon Roads.

**Semi-primitive Non-motorized** - The area along the border between Duchesne and Uintah counties south of Nine Mile Creek and north of the Carbon County line.

The SRCMA OHV designation in the Price River Resource Area is "limited to existing roads and trails." Over most of the planning area, the nature of the terrain and vegetation tends to make OHV use self-regulating. In the Diamond Mountain RA portion of the planning area, off-highway vehicle use is designated either open, limited or closed as shown on Map #6.

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#### **E. Utah's Riparian Management Policy**

Riparian areas are defined as areas of land (usually immediately adjacent to water, such as streams, springs, rivers, ponds and lakes) directly influenced by permanent water. They have visible vegetative or physical characteristics reflective of permanent water influence. It must be noted that the absence of physical or vegetal characteristics could be the result of past and/or current land use practices and not lack of water.

Healthy and productive riparian areas provide water, food, cover, and travel lanes for many aquatic and terrestrial wildlife species, some of which do not occur on adjacent upland areas. Riparian areas are noted for supporting greater densities and diversities of wildlife than other habitat types. Riparian area plants and their root systems contribute to improved water quality and quantity by holding soils in place while filtering sediment, increasing groundwater recharge, and protecting streambanks.

BLM has recognized the importance of riparian areas and the need to give them particular consideration within the framework of its multiple use management responsibilities through issuing a vigorous "Riparian Wetland Initiative for the 1990's." In support of this initiative, the BLM in Utah developed a state riparian policy to establish an aggressive riparian area management program on BLM land that will identify, maintain, restore, and/or improve riparian value to achieve a healthy and productive ecological condition for maximum long-term benefits.

The following items are guidelines for BLM lands from the "Utah's Riparian Management Policy" (1993).

1. Maintain and/or improve riparian areas to proper functioning condition. Riparian areas are functioning properly when adequate vegetation, land form, or large woody debris are present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment; capture bedload and aid floodplain development; improve floodwater retention and groundwater recharge; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity.

2. No new surface-disturbing activities will be allowed within 100 meters of riparian areas unless it can be shown that (1) there are no practical alternatives, or (2) all long-term impacts can be fully mitigated, or (3) the activity will benefit and enhance the riparian area.

3. Riparian areas are to be improved at every opportunity. Enhancement will be through management methods, unless it is obvious that structural developments are the only feasible solution. An example would be where headcutting is lowering the water table, resulting in desiccation and destruction of the riparian zone.

4. Riparian areas will be retained in the public land system unless it can be clearly demonstrated that specific sites are so small or isolated that they cannot be managed in an effective manner by BLM or through agreement with state or Federal agencies or interested conservation groups. Exchanges with other agencies or private parties involving land containing riparian areas will generally not be permitted unless it can be shown that parcels containing superior public values are being acquired or that existing riparian areas will be enhanced.

### **Appendix 3: Glossary of Terms**

**Area of Critical Environmental Concern (ACEC)** - An area within the public lands where special management attention is required to protect important historic, cultural, or scenic values; fish and wildlife, or natural systems or processes; or, to protect life and safety from natural hazards.

**Backcountry Byway** - A public road designated by the BLM to have exceptional scenic and recreational qualities. Backcountry Byway implies that the road surface is not paved and may require specialized vehicles for travel.

**Easement** - An interest in land entitling the owner or holder thereof, as a matter of right and not merely by way of a permissive license that can be revoked at any time, to enter upon land in possession of another person for a particular purpose in the form of a prescribed use to be made of the land.

**Kiosk** - A small, light structure with one or more open sides used to disseminate information and/or interpretation.

**Land and Water Conservation Fund** - An established means in which Federal funds can be used to acquire lands for recreation and these Federal agencies can charge entrance, admission and other types of fees at the designated recreation areas.

**Maintenance Management System** - A BLM-wide systematic approach which provides an integrated plan for inventory, facility maintenance and site operation.

**Management Framework Plan (MFP)** - A planning decision document prepared before the effective date of the regulations implementing the land use planning provisions of FLPMA.

**National Historic Landmark** - A property that is of exceptional value to the nation in that it illustrates or commemorates the history and/or prehistory of the United States. Properties designated as National Historic Landmarks are listed in the National Register of Historic Places upon designation as National Historic Landmarks.

**National Register of Historic Places** - A register of districts, sites, buildings, and objects significant in American history, architecture, archaeology, and culture established by the Federal National Historic Preservation Act and maintained by the Secretary of the Interior.

National Wild and Scenic Rivers - Established by the Wild and Scenic Rivers Act of 1958 to protect rivers and their immediate environments that have outstanding scenic, recreation, geologic, fish and wildlife, historic, cultural, and other similar values and are preserved in free-flowing conditions.

Off-Highway Vehicle (OHV) - Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, snow, or other natural terrain.

Recreation and Public Purposes Act - The commonly used name for the Act of June 14, 1926, (44 Stat.741), as amended, that provides for the purchase or lease of public lands by (a) Federal, state, or local governmental units for any activity that serves the interest of the general public consistent with public policy, or (b) nonprofit organizations if the lands are to be used for recreation purposes in an established or proposed recreation project area.

Recreation Opportunity Spectrum (ROS) - A conceptual planning tool which recognizes that there are three types of settings (physical, social and managerial) which influence the type of recreational experience opportunities that can be provided on public lands. ROS is subdivided into six classes which cover the full spectrum of experience opportunities from pristine environments to highly developed manmade environments. ROS Classes are described in BLM manual H-8310-1 (Recreation Inventory).

Resource Management Plan (RMP) - A written land use plan that outlines BLM's decisions and strategies for management of the resources in a particular area. The RMP replaces the MFP in the Bureau's planning system.

Right-of-Way - The legal right for use, occupancy, or access across land for a specified purpose or purposes. Also, the public or Federal land authorized to be used or occupied pursuant to a right-of-way grant.

Right-of-Way Reservation - A right-of-way issued to an agency of the Federal Government.

Special Recreation and Cultural Area Management Plan (SRCMP) - An officially approved document for a specific geographical area of public land which identifies the management actions to be implemented to achieve recreation and cultural related decisions made in an RMP.

#### **Appendix 4: Participants in the Planning Effort**

Participants and cooperators in this planning effort came not only from the BLM, but from various local government agencies, representatives from museums and archaeological societies, and the general public. Too numerous to list, the following identifies only the principal "players."

##### BLM staff:

Jayne Levy, PRRA Recreation Specialist, Coordinator/Preparer  
Dennis Willis, PRRA, Recreation Specialist  
Dave Moore, DMRA, Recreation Specialist  
Blaine Miller, PRRA, Archaeologist  
Blaine Phillips, Vernal Archaeologist

##### BLM volunteers:

Wayne and Pat Scherschel

##### Local governments:

Randy Russell, Carbon County Future  
Steve Christensen, Carbon County Recreation  
Ken Ruhnke, Resource and Conservation District, U.S. Soil  
Conservation Service

##### Nine Mile Canyon Coalition:

Bert Jenson, USU Uintah Basin Branch Campus  
Layne Miller, Chairman of Nine Mile Canyon Coalition

##### College of Eastern Utah:

Rich McCormick

The following individuals participated in one or both of the BLM public scoping meetings held on March 25 and 30, 1993, in Price and Roosevelt, Utah, respectively:

Doreen McCourt, Gloria and George Fasselin, Elaine Goodrich, Lily M. Wimmer, Pat and Wayne Scherschel, Leon Fillingim, Emma R. Kuykendall, Charleen Jensen, Jeanette Evans, Ray and Deanne Matheny, Bruce Burgess, Pam Miller, Barbara Warren, Clark P. Warren, Ken Ruhnke, Pam Swanson, James and Cleo Burgess, Norma Dalton, Hal M. Stevens, Craig Bunnell, Neil Breinholt, Bill Krompel, Michael Milovich, A.G. Pratt, Betsy Chapoose, C. Lawrence DeVed, H. Bert Jenson, Lezlee Whiting, Rhosa T. DeVed, Mindy Duncan, Nancy L. Bird, Maxine McBurnett, Leon Chamberlain

## Appendix 5: Summary of Proposed Alternative Solutions

The following is a comprehensive summary of the broad mixes of alternative management actions developed from public scoping meetings, written comments, and inter-agency discussions. They were all considered before arriving at the preferred management actions.

*ISSUE 1 - The lack of visitor facilities has created a visitor safety problem and has impacted the environment.*

### Solutions:

- Construct vandal-proof toilets.
- BLM constructs, purchases, or leases appropriate sites for campgrounds.
- Public and private entities cooperate in site development.
- Historic structures (Harper Hotel, Harmon House, Christiansen Ranch, Nutter Ranch) are developed into overnight accommodations such as bed and breakfast facilities, campgrounds and/or visitor contact stations.
- Private landowners build campgrounds (e.g. "Wimmer RV Park").
- Provide gas station on byway charging very high price for gas; profits recycled into plan developments
- Develop a potable water source. Springs in side canyons such as Arygle, wells with storage facilities, and water tanks were suggested.
- Provide trash receptacles.
- Develop group areas/staging areas/campgrounds/environmental education center. Suggested locations: Nutter Ranch, the junction of Gate Canyon and the Nine Mile Road, Water Canyon, Christensen Ranch, Harper Historic Area and Harmon Historic Area.
- Provide telephones/communications in canyon. (Tap into existing telephone line, negotiate a solution with telephone company, provide campground host with telephone, develop a relay station). Emphasis was that radio communications are poor to nonexistent in the canyon.
- Law enforcement presence is needed. In addition to ranger patrol, aerial patrols and assistance from visitors was recommended.
- Do not build on floodplains.
- Some sites have been heavily vandalized and should be reserved for guided group tours only. At a proposed amphitheater, show slides of inaccessible or closed sites.

*ISSUE 2 - User group conflicts: public vs. landowners (e.g. trespassing, livestock trailing vs. traffic, visitors run out of gas, get lost or injured and ask landowners for assistance), litter, property damage to livestock, fences, bridges); watchable wildlifera vs. ranchers; visitors/landowners vs. hunters; bikers vs. vehicle drivers; recreational pursuits incompatible.*

**Solutions:**

- Mark trails for different/appropriate uses.
- Limit numbers on trails.
- Schedule use to different times.
- Close canyon to hunting.
- Define and sign hunting areas.
- Allow hunting by permit only.
- Define and sign "no shooting zones". Enforce existing shooting laws and educate the public how to assist law enforcement officers in order to increase "presence."
- Outlaw loaded guns in Nine Mile Canyon. Landowners would be exempt.
- Emphasize bicycling etiquette and provide specific bike routes.
- Enforce rules and regulations with qualified law enforcement officers who are also qualified in first aid/EMT.
- Provide accurate maps and brochures.
- Provide a visitor center.
- Issue backcountry permits.
- Enforce a carry-in/carry-out policy.
- Erect signs -- some suggested signs:
  - road regulatory signs
  - "No facilities for the next 75 miles"
  - "Pavement ends in 5 miles"
  - Identification of public and private lands
- The increased usage of the canyon will reduce vandalism. Visitors will serve as a control on vandals by their very presence.
- Prohibit rock climbing

*ISSUE 3 How will we finance solutions? (How do we finance the development and maintenance of our actions and how do we deal with financing on developments both on public and private lands? An emphasis was made that a continuous source of income is needed.)*

**Solutions:**

- Construct and operate a toll road.
- Have the Nine Mile Canyon Coalition group develop funding sources. The Nine Mile Canyon Coalition group is viewed as a

steering committee and as the group who will organize a "Friends of Nine Mile Canyon Association." This association will be seen as a source of funding, expertise and volunteers.

- BLM formally lends support to coalition funding activities.
- Develop National Historic District to facilitate grants for the canyon; place historic structures on National Register of Historic Places so that they qualify for certified local government grants.
- Utah Tourist Councils donations.
- Matching funds and use of state/Federal grant programs.
- Designate a National Historic Trail, apply for Army funding.
- BLM prioritize funding for canyon in budget process.
- Public works with private landowners to develop entrepreneurial businesses.
- Congressional appropriations.
- Donations from oil and coal companies.

*ISSUE 4 Impacts to cultural resources by visitation (dust, vandalism, souvenir hunting, erosion, unintentional damage, "loving it to death").*

Solutions:

- Education and interpretive program.
- Control overnight use in canyon.
- Provide a staffed contact station/visitor center.
- Provide law enforcement patrol.
- Establish marked trails for all user groups.
- Provide permit system for "backcountry use."
- Fence selected sites to show management presence and provide informative signs at sites.
- Close fragile sites to all use.
- Stabilize heavily-used sites.

*ISSUE 5 Historic sites are deteriorating naturally.*

Solutions:

- Stabilize and fence sites.
- Use them as contact/visitor stations or bed and breakfast establishments; the only way to practically save and finance the restoration of historic sites is to convert them into practical use.
- Seek creative financial solutions for private land.

*ISSUE 6 The scenic backcountry byway provides unsafe road conditions (dust-air pollution and dust on rock art), blind corners, flooding, gullying, slippery surface when wet).*

**Solutions:**

"Pave the Byway"	"Gravel/Improve the Byway"
Safer conditions - increase seasonal use of road.	Preserve character and remoteness of canyon.
Eliminate dust -- greater visibility and less impact to cultural sites.	Improve road with dust control, concrete low-water crossings, etc.
Increase visitation.	Preserve mountain biking experience.
Accessible for passenger cars.	Prevent road from becoming main route to Uintah Basin.
Use BLM tar sands to pave road.	Paving will increase travel speed.

- Pave north end of road. Don't pave Gate Canyon narrows or from Nutter Ranch south; instead, gravel these road sections.
- Improve the road with the following: road signs, widening, rights-of-ways, proper drainage, speed control, dust control, improvements of curves, provision of turnouts, parking areas; insist that stopping is allowed only at these turnouts.

*ISSUE 7 How do we provide visitors with a positive experience?*

**Related issues:**

How many people are too many?

Do we develop/be proactive/increase use or do we not develop/be reactive/only absorb present use.

Lack of management objectives and monitoring to test if we are meeting objectives.

How to maintain visual aesthetics with eventual commercialization.

**Solutions:**

- Provide visitor center; retrieve materials from Peabody Museum.

- Prevent overcrowding (e.g. don't pave road as paving will increase visitors).
- Provide educational materials.
- Educate through schools/museum and other public entities.
- Provide group tours.
- Permits or reservations for visitation.
- Provide on-site staffing to interpret sites.
- Provide siting tubes to view archaeological sites.
- Survey visitors for their expectations.
- Provide audio interpretation, such as rented tape cassettes, to control and channel where visitors stop on tours.
- Erect mileposts/numbered posts/place names.
- Interpret pioneer history.
- Provide turnouts and parking areas and limit stopping on road to these places.
- Provide activities throughout the year to spread out use, lengthen season of use.
- Sell replicas of rock art, signatures, etc. as souvenirs.

*ISSUE 8 More research is needed (prehistoric research, historic research, caves, and research into side canyons such as Dry, Cottonwood and Franks Canyon to open them up for interpretation; more research is needed into past, present and future visitor pressures).*

*ISSUE 9 How do we coordinate with all agencies and landowners involved?*

Solutions:

- County/BLM cooperative agreements, such as R&PP agreement.
- Develop working group with representation from all agencies and landowners (possibly coalition group could be this working group) and designate key people contacts.
- Scenic/other easements on private lands.

*ISSUE 10 How do we help people capitalize on opportunities? How do we maintain aesthetics with eventual commercialization?*

Solutions:

- Coordination of zoning with county (sign code/subdivisions/height restrictions, etc.).
- Coordination between small business section of the College of Eastern Utah and landowners.
- Mission statement/goals (e.g. manage for heritage tourism, such as retaining natural scenery and converting historic sites into bed and breakfast accommodation OR allow for "neon/7-11s/Motel 6" development)
- Develop a "special district"/restrictive covenant for landowners which is put into their deeds.
- Develop an association of private landowners.

- Produce a landscape/visual/protective architectural assessment plan.
- USU graduate study thesis.
- Analyze all levels and kinds of use and implications for funding and management; develop range of alternatives and limits of acceptable change (LAC).
- have a sociologist assist in the development of questionnaire for the local newspapers which will include use expectations, level of development wanted, willingness to pay, etc.).

## Appendix 6: Analysis of Public Comments on Draft Plan

The public comment period was announced through news media (newspaper and radio) in Carbon, Duchesne and Uintah Counties and in Salt Lake City. Eighty (80) draft plans/environmental assessments were mailed directly to private citizens, landowners, local governments, and natural and cultural conservation organizations and societies. Approximately 100 more copies of the plan/EA were requested in person, by letter or telephone, and distributed by the BLM accordingly.

Total number of written comments received: 61

### Who submitted comment letters?

Landowners in Nine Mile Canyon: 2 (one signed by 4 landowners)  
Nine Mile Canyon Coalition: 2  
Carbon County Future: 1  
Utah Rock Art Research Association and members: 6  
Southern Utah Wilderness Alliance: 1  
Professional historian/law enforcement officer: 1  
State of Utah: 2  
Hopi Tribe: 1  
Concerned citizens (affiliation not stated): 6  
"Nine Mile/Argyle Canyon Landowner Coalition": 39 form letters

### General tone of letters:

Approves plan: 7  
Disapproves most of plan: 6  
\*Disapproves plan: 39 form letters from Nine Mile/Argyle Canyon Land Owners Coalition  
Approval\disapproval of specific plan actions/alter priorities: 7  
Undecided: 1

### Specific points stated in comment letters: number of comments per point:

1. Rock art received minimal recognition in plan and not enough emphasis on its preservation: 9
2. Not enough money and emphasis for law enforcement: 6
3. Education and patrol should take precedence over site development: 3
4. Developments will bring excessive use to area, turn the canyon into a tourist destination and increase recreational use/visitation--will lead to overuse: 3

5. Do not allow the Federal Government to implement actions in the canyon: 3, plus 39 form letters from Nine Mile\Arygle Canyon Land Owners Coalition
6. Entrance fee will eventually be so high as to allow only the rich to enjoy canyon: 1
7. Plan is a way to entice unwanted money from Wasatch Front: 1
8. Suggestion to implement a "site steward program": 1
9. Build bathrooms, no other developments: 1
10. Make canyon a "no hunting," not a "no shooting" zone: 1
11. Kiosk info should include road conditions: 1
12. Replace contact station with dispersed stations manned by volunteers/students: 1
13. Encourage guided tours (contract with heritage tourism businesses): 1
14. Develop sites receiving high use: 1
15. Restore damaged sites: 1
16. Maintain an official presence in canyon: 1
17. BLM should acquire all popular and/or sensitive sites: 1
18. BLM's limited resources should be funneled into increasing field presence rather than development of new recreational/tourism sites: 1
19. Concern that BLM will not receive additional staffing and therefore not implement interpretive and accommodations improvements: 1
20. Concern that law enforcement and peer enforcement will work best only when appropriate conduct is well defined (e.g. rock climbing, camping and "no shooting"): 1
21. Concern that all opposition to the plan is resolved before finalized: 1
22. Support for protection of rock art, acquisition of panels, increased law enforcement and education, subtle fencing/trails, closure to mineral entry, "no shooting zone", brochures and entrance station, no rock climbing: 1 letter, URARA members

23. Support for National Historic District, providing an official presence in the canyon, entrance stations, outlawing of firearms within Historic District: 1 letter (signed by four landowners)
24. To protect rights as private landowners, the following land actions were rejected: acquisition of the Harmon House, easement for trail to site opposite Sheep Canyon and turn-out for parking at Balanced Rock: 1 letter (See \* below)
25. Point of information: The Nine Mile Canyon Coalition is a separate and independent entity from the BLM: 1
26. Nutter Ranch should remain in private domain: 1
27. Nutter Ranch should be developed into group camping site, staging area and visitor center: 1
28. One telephone should be available in the canyon for public and emergency use: 1
29. Shooting and rock climbing should be allowed on a permit basis in a pre-designated area and under certain guidelines: 1
30. Support for all development in a heritage and historically congruent manner: 1
31. Move camping site from "The Shelf" to a specific knoll on the Wrinkle Road: 1
32. Pave road through Wells Draw to the head of Gate Canyon and from the Soldier Creek Mine to the Christensen Ranch site; if road is not paved throughout the canyon, seal road past homes in the area and elsewhere if possible: 1
33. Do not improve road: 1
34. Do not support commercialization of canyon: 1

Comment Discussion:

a). The following comments stated that the development of facilities and amenities for recreation will not protect rock art, or will lead to overuse of the canyon, or should not be implemented by BLM: comments Nos. 1, 4, 5, 9, 14. Comment No. 29 requested shooting and rock climbing by permit only.

Discussion: Most of the recreational pursuits observed in the canyon, such as driving for pleasure, sightseeing, bicycling, wildlife viewing, photography, picnicking and camping are related to alternative activities pursued by visitors when viewing rock art. The exception is hunting, which would be pursued at its

present levels with or without the presence of cultural sites in the canyon. All uses which do not interfere with the preservation of rock art are permitted in the canyon. Rock climbing and shooting are proposed to be excluded from the proposed archaeological district; BLM rules do not cover private lands and the archaeological district would include only those private lands with which landowners willingly agree to share this designation. The plan's boundaries do not include many side canyon cliffs and benches suitable for shooting and rock climbing and BLM feels these activities are more appropriate in these areas.

During the process of viewing sites and wildlife, the public is in need of parking areas, toilets, picnic areas, informative signs, and places they are allowed to camp without trespassing private property or impacting resources. The BLM has a multiple use mission, and those uses consistent with the plan's objectives must be managed. These uses are presently occurring and will not disappear. This plan provides for the management of these uses so they will not have a negative effect on the cultural resources of the canyon.

Increasing visitation is already a fact and there is no indication that numbers will remain constant or decrease if no action is taken in the canyon. BLM feels that the implementation of its proposed actions will protect the resources from this anticipated increase in visitation. BLM must be proactive so it is prepared for the anticipated increase. BLM feels "no action" on its part will only result in the loss of a cultural heritage that no one wants to lose, especially if only because we are turning a blind eye to the population and recreational trends in Utah.

Comment No. 34 was made that the commercialization of the canyon cannot be supported. The only reference to "commercialization" in the plan is that the BLM encourages landowners or nearby businesses to sell mementos which will satisfy the public's urge to take home a souvenir. Often, if the public cannot buy a memento such as a T-shirt, rock art replica or picture, they take home part of the canyon itself. The BLM sees this suggestion as a way to preserve the rock art.

b). Comments were received for and against improving the road, ranging from paving the byway to leaving it in its present state. Comments Nos. 32 and 33.

Discussion: The road through Nine Mile Canyon is a county road. BLM is suggesting to Carbon and Duchesne Counties that improvements be made for the safety of the visitors and landowners and to reduce dust in order to protect the rock art. BLM feels that the paving of the road would not be in keeping with the preservation of the ambiance of the historic stagecoach route. This plan guides the management of the canyon for the next ten years. The condition of the road and rock art, and the number of visitors, will be

reevaluated in ten years and new conditions will then determine road improvements and maintenance needs.

c). Comments relating to staffing, the priority order of developments, law enforcement issues, communications. Comments Nos. 2, 3, 12, 16, 18, 19, 20, 28. Many comments were made which emphasized the need for intensive law enforcement in the canyon, including a law enforcement officer hired only for patrolling the canyon.

Discussion: The plan calls for new positions which would provide an official presence in the canyon, in addition to training landowners and "Friends of Nine Mile Canyon" on how to conduct themselves if they view an offence and report violations to a law officer. Having numerous "official" individuals within the canyon would provide resource violation identification. Because of the time it takes to get out of the canyon, it is unlikely that anyone would "escape" before law enforcement from outside could respond to the personnel inside the canyon reporting a violation. The plan also calls for agreements to intensify county law enforcement. If BLM Price Resource Area secures a law enforcement officer, Nine Mile Canyon will be amongst that officer's top priorities. The public should realize that a law enforcement officer is the most expensive position in the Bureau. In times of national Federal staff cuts, the BLM does not want the protection of the canyon to be hung up on the unlikely procurement of this one position.

Volunteers and students will be encouraged to work and study in the canyon. BLM recognizes that they are a valuable source for public contact and education. The visitor contact station that is proposed for the canyon will be a small unit serving as an office and location for first aid, communications (minimum--radio service), questions, and dissemination of written materials. BLM has no intention of building a large visitor center in Nine Mile Canyon. The suggestion for a public telephone in the canyon is an expensive project which would best be made possible through a joint effort from the Nine Mile Coalition, landowners, and perhaps a donation from the coal industry.

Some of the above-numbered comments also expressed concern that the priority list and budget places rock art after other developments. BLM feels that the development of rock art and cultural sites should only be done after the personnel and infrastructure (education materials and developments) are in place to provide protection to these resources. There are numerous proposed actions which also protect rock art, but may not be as obvious to the reader. These include:

PROT-1: National Historic District

Additional funding sources are available for preservation of sites listed on the register that are not available to sites that are just eligible. There is a psychological advantage to sites on the

list because people feel they are more important if recognized in an official capacity.

#### PROT-2 Scientific Use Category

Placement of a site into the "scientific use" category not only offers protection of existing laws, but also offers protection that may not be offered if it was assigned to another category. In other categories, rock art could be altered, ignored, or even destroyed under existing laws.

#### PROT-4 Zoning

Zoning could protect rock art, depending on what the ordinance states. The present ordinances offer no protection. This a good opportunity for private landowners and the counties to work together to create an environment in the canyon mutually acceptable.

#### PROT-6 Cleanups

Cleanups may not appear to protect rock art, but a place that looks like a dump is treated like one and vandalism increases. Experience has proved that clean environments are treated with respect and vandalism is reduced. Landowners can request that clean-up efforts of visitor litter extend to their lands.

#### PROT-8 VRM

VRM management protects rock art and other cultural resources by ensuring that changes in the public landscape don't occur. Changes in the landscape could result in a loss of the resource's location integrity that could result in the site being removed from the National Register and lose the protection of that status. The plan encourages private landowners to be sensitive to the VRM status of adjoining public lands and to help to preserve the historic ambiance of the canyon.

d). Comments Nos. 22 and 23 supported the installation of an entrance station and a fee for the use of Nine Mile Canyon; comment No. 6 expressed concern about the amount of the fee; and comment No. 8 stated that the plan is a way to entice the Wasatch Front's money.

Discussion: The entrance stations are proposed as a way for the counties to recover some of their costs in the management of the canyon. They also could be used to limit the number of visitors per day if visitation must be limited. Although the details of the fee structure have not yet been worked out, it should be reasonable and in line with parallel recreation opportunities in Utah. There is no intent to "price out" locals from enjoying the canyon. Opportunities exist for issuing special passes, seasonal passes, landowner passes, etc. As for "enticing unwanted Wasatch Front money," BLM's survey shows that a good proportion of the visitors to the canyon already come from the Wasatch Front and we have no reason to assume that they won't continue visiting the canyon

whether or not we implement this plan; therefore, BLM feels that an entrance station fee would be their contribution for developments from which they too will benefit.

e). Comment No. 17 suggests that BLM should acquire all popular and/or sensitive sites. Comment No. 24 (from landowners) states three proposed acquisitions/easements will remain in private ownership. Comment No. 26 states that Nutter Ranch should remain in private ownership while comment No. 27 says it should be developed into a group camping area, visitor, and staging center.

Discussion: BLM will remain sensitive to landowners' rights and private property issues. Acquisitions and easements will be from willing participants only. If private lands with sensitive cultural sites cannot be acquired from landowners, then BLM will try to enter into creative land exchange or cooperative agreement "packages." In addition, BLM will encourage landowners to willingly participate in special designations that will serve to protect cultural resources. BLM has no objections if a private entity develops a camping and staging area at Nutter Ranch, but strongly encourages any development to maintain an historic-type ambiance.

f). Comment No. 31 suggests BLM relocates the primitive camping site at a specific point on the Wrinkle's Road, instead of the "Shelf," in order to protect the historic grease signatures at the "Shelf."

Discussion: BLM maintains that the "Shelf" is a more appropriate location for a campground because it is closer to Nine Mile Canyon. It is sheltered, has access and is already impacted by dispersed campers. BLM suggests that this site also serves as an interpretive site and feels that the grease signatures will add to this interpretive value. Fencing and education at these signatures could guard against vandalism. Action SDEV-4a has been added to the plan to allow for further campground development if necessary in the future.

g). Comment No. 10 states that the canyon should be a "no hunting" zone.

Discussion: Hunting status should be resolved through a county ordinance. The plan suggests this in PROT-4.

h). BLM agrees to comments Nos. 11, 13, 15, 21, 22, 23, 25, 30.

Discussion: BLM welcomes suggestions, such as the "site steward program." BLM has conducted meetings with Nine Mile Canyon landowners to resolve opposition\* (see below). We also welcome support for the specific actions endorsed in the above-numbered comments, such as, "the kiosk should include information on road conditions." BLM encourages guided tours with proper permit

documentation. BLM plans to restore damaged sites on BLM lands. BLM welcomes support for: development in a heritage and historically congruent manner; the National Historic District; provision of an official canyon presence; increased law enforcement; entrance stations; outlawing of firearms in the Historic District; protection of rock art; acquisition/access to rock art panels, where appropriate; more education; subtle fencing; mineral entry closure; "no shooting zone"; entrance stations; and prohibition of rock climbing on the rock art.

### Major Changes to Plan

(Not included below are editorial changes or changes that do not affect intent or actions.)

1. Clarified wording throughout the plan which pertains to land acquisitions so that it reflects BLM's intention of acquiring property only if landowners are willing to exchange, donate, or sell their property. Also added opportunities for alternative ways to protect cultural sites on private property, such as cooperative agreements.
2. Clarified wording that special designations are applicable to BLM lands only, but private landowners can willingly participate if their lands or sites meet the necessary criteria.
3. Clarified wording that BLM's management constraints quoted from the MFP, RMP and Utah's Riparian Policy are applicable to Federal lands only. Moved Chapter II to Appendix.
4. Added approximate acreage to land acquisitions and site developments.
5. Clarified that BLM would like to acquire only the historic structures on Nutter Ranch in order to preserve cultural sites.
6. Deleted CPL-1 to allow BLM to maintain facilities with own staff if possible.
7. Added LTA-2f, easement acquisition for the northern byway kiosk.
8. Added SDEV-4a to give the plan flexibility to develop additional campgrounds in the future. Additional environmental assessments will be required.
9. In the "Priority and Costs" chart, replaced estimated costs for acquisitions with "fair market value."

10. Improved maps. The original color maps are available at the BLM Price River and Vernal District Offices for viewing on request.
11. Added definitions to glossary.
12. Added individual participants to planning effort discussions.
13. Proposed Christensen Ranch site for location of visitor contact station if neither the Harmon House nor Nutter's Ranch can be acquired in a reasonable time frame.

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\*BLM recognizes that the full cooperation of landowners in Nine Mile Canyon is essential for the successful implementation of this plan. Meetings were held October 26, 1993 in Price and November 1, 1993 in both Price and Duchesne with the landowners, County Commissioners, and Nine Mile Canyon Coalition, to provide an open forum for discussion about the landowner's grievances about the plan, to clarify misinterpretations and misconceptions, and to agree on the plan's written language, actions, and processes in order to achieve actions which would be accepted by all concerned.

The source of discontent amongst the landowners was in their misunderstanding of BLM's intent and also BLM's planning process and management constraints. As a result, the plan was rewritten to clarify BLM's intent, to clarify that BLM's management constraints and policies apply only to BLM lands, and to provide a set of options for the exchange of land which has the objective of cultural resource preservation and fair compensation to all involved. The management constraints, originally located in Chapter 2 of the draft, were moved to Appendix 2 in the final. A revised draft was submitted to the landowners. A representative of the landowners in Nine Mile Canyon submitted a revised comment letter stating that the landowners "found no objectives to [the plan's] intent" and would like to "work with the BLM concerning the land exchange items."

## Appendix 7: References

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