



U.S. Department of the Interior  
Bureau of Land Management

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# Grand Staircase-Escalante

National Monument

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January 2025

Record of Decision

Approved Resource Management Plan

A photograph of the Grand Staircase-Escalante National Monument landscape. The scene shows a vast, rugged desert canyon with layered sandstone rock formations. In the foreground, there are several prominent, flat-topped rock pillars. A gnarled, leafless tree stands in the lower left, and a green pine tree is in the lower right. The sky is clear and blue, and the lighting suggests a bright day.

## **Mission statement**

The Bureau of Land Management sustains the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

## **Cover Photo**

Hoodoo formations near Escalante, Utah in Grand Staircase-Escalante National Monument.

Photograph by Bob Wick, provided by the Bureau of Land Management.

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## **For more information**

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# **Grand Staircase-Escalante National Monument Record of Decision and Approved Resource Management Plan**

Prepared by  
**U.S. Department of the Interior  
Bureau of Land Management  
Paria River District Office  
Kanab, Utah**

## **Cooperating Agencies:**

Escalante City, Utah  
Garfield County Commission  
Hopi Tribe of Arizona  
Kaibab Band of Paiute Indians  
Kanab City, Utah  
Kane County Commission  
Kane County Water Conservancy District  
National Park Service Intermountain Regional Office  
Navajo Nation  
Paiute Indian Tribe of Utah  
Tropic Town, Utah  
U.S. Forest Service, Dixie National Forest  
Utah Public Lands Policy Coordinating Office  
Washington County Water Conservancy District

**January 2025**

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## ACRONYMS AND ABBREVIATIONS

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Full Phrase

BLM	United States Department of the Interior, Bureau of Land Management
BMP	best management practice
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
DOE	Department of Energy
DOI	United States Department of the Interior
EA	environmental assessment
EIS	environmental impact statement
EPA	United States Environmental Protective Agency
GIS	Geographic Information Systems
MOU	Memorandum of Understanding
NAAQS	National Ambient Air Quality Standards
NEPA	National Environmental Policy Act of 1969
NHPA	National Historic Preservation Act
NOA	Notice of Availability
NOI	Notice of Intent
RMP	resource management plan
ROD	Record of Decision
ROW	right-of-way
US	United States
USC	United States Code
USFWS	United States Fish and Wildlife Service
VRM	Visual Resource Management
WSA	Wilderness Study Area
WSR	Wild and Scenic River



# Chapter I. Record of Decision

## I.1 INTRODUCTION

This Record of Decision (ROD) approves the United States (US) Department of the Interior (DOI), Bureau of Land Management's (BLM's) resource management plan (RMP) for the Grand Staircase-Escalante National Monument (GSENM). The BLM, Paria River District Office, prepared the ROD and Approved RMP in response to Presidential Proclamation 10286, which restored the boundaries and management direction for GSENM that existed prior to December 4, 2017, and mandated that the BLM prepare a management plan for the BLM-managed lands within the entirety of the restored monument boundaries for the specific purposes of "protecting and restoring the objects identified [in Proclamation 10286] and in Proclamation 6920." The agency's purpose (40 Code of Federal Regulations (CFR)1502.13) in developing this RMP is to provide a management framework, including goals, objectives, and management direction, to guide GSENM resource management consistent with the protection of GSENM objects and the management direction provided in Proclamations 10286 and 6920.<sup>1</sup>

The BLM issued a Notice of Intent to prepare the RMP and EIS for GSENM on July 29, 2022. On August 11, 2023, the BLM released the Draft RMP/EIS that considered the potential impacts of four alternatives. Release of the Draft RMP/EIS initiated a 90-day public comment on the Draft RMP/EIS, proposed Areas of Critical Environmental Concern, and, in accordance with the John D. Dingell, Jr. Conservation, Management, and Recreation Act of 2019 (Dingell Act), the proposed recreational shooting closures in the Draft RMP. After reviewing and responding to public comments and revising the Draft RMP/EIS, the BLM released the Proposed RMP/Final EIS on August 30, 2024, which initiated a 30-day protest period and a 60-day Governor's Consistency Review. This ROD concludes this planning effort.

The ROD and Approved RMP provide the decision made, an overview of the alternatives considered, a summary of protests received and how they were resolved, management considerations and rationale for the decision, and an overview of public involvement in the planning process.

## I.2 THE DECISION

The decision is hereby made to approve the attached plan in Section 2 as the Approved RMP for GSENM. This Approved RMP was prepared under the regulations implementing the Federal Land Policy and Management Act of 1976 (43 CFR Part 1600). An environmental impact statement (EIS) was prepared for this Approved RMP in compliance with the National Environmental Policy Act of 1969 (NEPA)<sup>2</sup>. The Approved RMP is the Proposed RMP alternative as set forth in the GSENM Proposed RMP and Final EIS

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<sup>1</sup> This planning effort complied with the National Environmental Policy Act regulations that were in place at the time the Notice of Intent was published in the *Federal Register* in July 2022.

<sup>2</sup> The BLM is aware of the November 12, 2024 decision in *Marin Audubon Society v. Federal Aviation Administration*, No. 23-1067 (D.C. Cir. Nov. 12, 2024). To the extent that a court may conclude that the Council on Environmental Quality (CEQ) regulations implementing NEPA are not judicially enforceable or binding on this agency action, the BLM has nonetheless elected to follow those regulations at 40 CFR Parts 1500– 1508, in addition to the DOI's procedures/regulations implementing NEPA at 43 CFR Part 46, to meet the agency's obligations under NEPA, 42 USC §§ 4321 et seq.

published August 30, 2024. The decisions in this ROD and Approved RMP supersede all previous BLM land use plans and land use plan amendments that guided management within the GSENM boundaries.

RMP decisions consist of identifying and clearly defining goals and objectives (desired outcomes) for resources and resource uses, followed by developing allocations for allowable resource uses (allocations) and management direction necessary for achieving the goals and objectives. These critical determinations guide future land management and subsequent site-specific implementation actions to meet the GSENM's purposes. The decisions identified in the Approved RMP are final and effective when this ROD is signed, though implementing activities will require additional design, environmental review, decision making, mitigation, and monitoring. The BLM will prepare appropriate documentation to comply with NEPA and other applicable laws when making implementation-level decisions.

### **1.2.1 Summary of Management Decisions**

The Approved RMP was developed in consideration of public comments and with feedback from cooperating agencies, consulting parties, and Tribal Nations. The Approved RMP provides a detailed account of the management directions authorized by this ROD. The Approved RMP include the following key management decisions:

- Provide for the development of implementation-level cultural and paleontological resource management plans, which would be subject to additional consultation, including under Section 106 of the NHPA. These implementation-level management plans will provide site- and resource-specific direction while ensuring proper care and management of monument objects and protecting the integrity of significant resources.
- Apply visual resource management (VRM) classes within the decision area ranging from VRM Class I to Class III.
- Designate lands within the decision area as open, avoidance, or exclusion areas for rights-of-way (ROWs).
- Designate lands as available or unavailable for livestock grazing.
- Establish Special Recreation Management Areas (SRMAs), an Extensive Recreation Management Area (ERMAs), and Recreation Management Zones (RMZs) with specific recreation objectives, desired recreation setting characteristics, and a management framework for each.
- Designate lands as limited or closed to off-road vehicle (OHV) use. These designations would guide future implementation-level travel management planning including motorized, mechanized, and other modes of travel where the BLM would designate travel routes within the decision area.
- Apply tentative classifications to suitable segments of Wild and Scenic Rivers.
- Manage lands with wilderness characteristics to (1) allow for other multiple uses in an area while not protecting wilderness characteristics; (2) minimize impacts to wilderness characteristics via management restrictions (e.g., terms and conditions of use or stipulations) while emphasizing other multiple uses; or (3) protect wilderness characteristics while providing for compatible multiple uses.
- Designate Areas of Critical Environmental Concern (ACECs)/Research Natural Areas (RNAs) in areas where special management attention is necessary to protect relevant and important values.

- Apply Best Management Practices (BMPs) (Appendix B of the Approved RMP).
- Implement Monitoring Plan (Appendix C of the Approved RMP) to monitor the impacts of land use plan decisions in the decision area over the life of the plan.

### I.2.2 Modifications and Clarifications

The Approved RMP includes minor modifications and clarifications from the Proposed RMP. These minor modifications and clarifications were made as a result of internal reviews, response to protests, comments submitted during the public comment period, and recommendations provided to the BLM during the Governor's Consistency Review. These modifications and clarifications are hereby adopted by this ROD. All changes are within the range of alternatives considered in the EIS.

The following modifications and clarifications were made to the Approved RMPs:

- **General Management Directions Common to All Resources (GEN):** Management direction contained in the Proposed RMP/Final EIS Section 2.4.2 Components Common to Alternatives B, C, D, and the Proposed RMP have been included in the Approved RMP under General Management Directions Common to All Resources (GEN) found in Section 2.2.2 (Table 2-2) except for several that have been moved to more appropriate resource or use-specific sections:
  - Management direction on implementing relevant decision from the operative Greater Sage-Grouse RMP amendments has been included in the Approved RMP in Section 2.2.6 as Fish and Wildlife Management Direction FWL-09 (Table 2-7).
  - Management direction on the management of livestock grazing to meet the Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah has been included in the Approved RMP in Section 2.2.10 as Livestock Grazing Management Direction GRA-15 (Table 2-11).
  - Recognition of evidence that lead ammunition can have adverse effects on California condor and encouragement to use non-lead ammunition when hunting has been included in the Approved RMP in Section 2.2.21 as Special Status Species Management Direction SSP-14 (Table 2-22).
  - Statement that motorized aircraft are managed as OHVs when on or immediately over BLM-managed lands and waters has been included in the Approved RMP in Section 2.2.22 as Travel and Transportation Management Direction TTM-09 (Table 2-23).
- **Management Action FOR-03:** The following management direction from Alternative B-D in Row 161 of the Alternatives Comparison (Section 2.4.3) in the Draft RMP/EIS was added to the Approved RMP in Section 2.2.7 (Table 2-8) as Forestry and Woodland Products Management Direction FOR-03: *Prohibit the felling or destruction of old-growth and mature trees (live and dead). Protect the ecological context of such trees through buffers around associated intact, natural ecological features.* This management direction was analyzed in the Draft EIS as management direction across all action alternatives but was mistakenly excluded from the Final EIS.
- **Management Action VEG-07:** Management direction included in Row 40 for Alternative E of the Alternatives Comparison (Section 2.4.3) in the Proposed RMP/Final EIS was revised in the Approved RMP in Section 2.2.24, Vegetation Management Direction VEG-07 (Table 2-25) to clarify that livestock grazing within riparian/wetlands will be managed consistent with the management actions for Livestock Grazing (GRA).

- **Management Goal for Vegetation:** The goal from Alternative A, Row 26 of the Alternatives Comparison (Section 2.4.3) of the Proposed RMP/Final EIS was added to the Approved RMP in Section 2.2.24: *Protect and Enhance ecological processes and functions*. This management goal was added to protect and enhance ecological process at a landscape scale, rather than manage according to management areas. This decision will support important and ongoing vegetation management efforts such as the removal of non-native invasive species, like Russian Olive and Tamarisk.
- **Management Action FWL-04:** Management direction from Alternative B, Row 95 of the Alternatives Comparison (Section 2.4.3) of the Proposed RMP/Final EIS was carried forward in the Approved RMP as FWL-04 to allow habitat restoration actions that support sustainable populations of native aquatic, avian, and terrestrial wildlife species at a landscape scale, rather than limiting restoration actions according to management areas.
- **Best Management Practice (BMP) for Migratory Birds:** The following BMP will replace the BMP for Migratory birds in the Approved RMP, Appendix B, Best Management Practices: Avoid disruptive activities during primary nesting season (April 1 to July 1). This BMP was revised to be consistent with BLM IM-UT-2017-007, Guidance on Migratory Bird Treaty Act and EO 13186.
- **Best Management Practice (BMP) for Pinyon Jay:** The following BMP will replace the BMP for the Pinyon Jay in the Approved RMP, Appendix B, Best Management Practices: *Prior to disruptive activities within known or potential nesting habitat (e.g., presence of mid-aged to mature pinyon-juniper woodlands), conduct clearance surveys for nesting colonies during nesting season (February 15 to May 31)*. This BMP was revised to ensure that nesting surveys are completed within the nesting season prior to surface disturbing work occurring. It is consistent with the nesting season recommended by the Pinyon Jay Multi-State Working Group which includes the BLM and the USFWS.
- **Best Management Practice (BMP) for Pinyon Jay:** The following BMP will replace the BMP for the Pinyon Jay in the Approved RMP, Appendix B, Best Management Practices: *Buffer colony sites by 500 meters (0.31 miles) for no disturbances during the breeding season (February 15 to July 15), and for no vegetation removal any time of the year within buffered areas*. This BMP was revised to be consistent with the recommendations included in the 2020 Conservation Strategy for the Pinyon Jay which was developed by the Pinyon Jay Multi-State Working Group which includes the BLM and the USFWS.
- **Best Management Practice (BMP) for the Yellow-billed cuckoo:** The BMPs for the Yellow-billed cuckoo in the Approved RMP, Appendix B, Best Management Practices were revised to be consistent with the USFWS's Biological Opinion (BO) issued on June 30, 2024, for this resource management plan. Further, language was added to clarify that these BMPs apply to Yellow-billed cuckoo suitable habitat as defined by the most recent USFWS habitat guidelines. This additional language will clarify the intent of where the restrictions and limitations listed in BO for the Yellow-billed cuckoo apply. Prior to this change the language provided in Appendix C, Best Management Practices of Proposed RMP/Final EIS broadly referenced riparian woodlands and habitat. The BLM coordinated with the USFWS on these revisions as appropriate and received written agreement from the USFWS on December 10, 2024.
- **Management Action REC-09:** The management direction REC-09 in the Approved RMP in Section 2.2.16 (Table 2-17) has been revised to remove the monument-wide establishment of camping quiet hours contained in Row 212 of the Section 2.4.3, Alternatives Comparison, under Alternative E in the Proposed RMP/Final EIS. The management action was revised to allow camping to be managed in accordance with management area and recreation management area (RMA)

prescriptions included in Appendix E of the Proposed RMP/Final EIS, which are now included in the Approved RMP in Section 2.2.16 as management directions REC-20 through REC-40.

The management direction REC-09 has also been modified in the Approved RMP in Section 2.2.16 (Table 2-17) to change the number of consecutive days in which a person or persons can return to a camp site after occupying for 14 days. The previous version contained in Row 212 of the Section 2.4.3, Alternatives Comparison, under Alternative E in the Proposed RMP/Final EIS established a 30-day interval, and the modification establishes a 28-day interval. This management action was revised to be consistent with the supplementary rule on camping for lands managed by the BLM in Utah, published in the Federal Register on December 14, 1992, FR 92-30302.

- **Management Action VEG-04:** The management direction VEG-04 in the Approved RMP Section 2.2.24 (Table 2-25) has been modified to clarify that the use of nonnative vegetation will be limited to sterile, non-reproducing, temporary, and/or non-persistent nonnative vegetation for restoration purposes, when mixed with native species, to facilitate ultimate establishment of a native vegetation community and that the use of nonnatives will be limited to the minimum necessary area. It also clarifies the need for a restoration plan and further clarifies that the BLM will document and disclose to the public site-specific rationale that supports the agencies decision to use nonnative vegetation.
- **Management Action GRA-03:** The Approved RMP includes revisions to management direction GRA-03 in Section 2.2.10 (Table 2-11) concerning four pastures to be allocated as available to livestock grazing but limited to trailing only, unless/until the BLM determines that all rangeland health standards are met, at which point the trailing only restriction would no longer apply. These pastures were previously allocated as unavailable to livestock grazing with allowance for trailing as necessary in Row 174 in Alternative E of Section 2.4.3, Alternatives Comparison in the Proposed RMP/Final EIS. In addition, the Long Canyon Stock Driveway allotment was also changed to be available to livestock grazing, though without the adaptive language associated with the four pastures mentioned above because this allotment can only be used as a driveway; this change was made to make clear that the area could continue to be used for livestock trailing. Finally, there was a mathematical error in the Proposed RMP/Final EIS Row 174 (Section 2.4.3) that listed the combined acreage for five areas allocated as unavailable for livestock grazing but allowing trailing as necessary under Alternative E as 14,700 acres, though it should have been 20,900 acres. Since these areas are now available to grazing, the acreages are included as a component of the total acres available to livestock grazing in GRA-02.
- **Management Action GRA-02:** The management direction GRA-02 in the Approved RMP, Section 2.2.10 (Table 2-11) specifying the acreage allocated as available for livestock grazing was updated to reflect the change in availability of the five areas listed in GRA-03.
- **Management Action GRA-05:** The management direction GRA-05 in the Approved RMP, Section 2.2.10 (Table 2-11) specifying the active and suspended AUMs allocated for livestock was updated to reflect the change in availability of the five areas listed in GRA-03 as discussed above.
- **Management Action GRA-10:** The management direction GRA-10 in the Approved RMP Section 2.2.10 (Table 2-11) has been updated to include the use of the Vegetation Drought Response Index (VEGDRI) as a guide to indicate drought. The modification also clarifies that the BLM will not solely rely on the index rather it will consider the index in addition other relevant and available sources of information, including but not limited to precipitation data gathered from rain gauges and field data collection of present forage condition.

- **Approved RMP Figure 2-8:** A mapping error in Figure 2-22 of the Proposed RMP/Final EIS showing livestock grazing allotment allocations under Alternative E displayed a portion of the Mills Creek allotment partially within the GSENM boundary as unavailable, however the allotment is managed by BLM Kanab Field Office and is not included in the GSENM RMP decision. This is corrected in the Approved RMP Figure 2-8.
- **Management Action REC-16:** The management direction REC-16 in the Approved RMP Section 2.2.16 (Table 2-11) was modified to include language clarifying that recreational shooting does not include activities associated with the lawful pursuit of game and therefore REC-16 management does not pertain to those activities. This clarification is consistent with the definition of recreational shooting included in the Approved RMP Section 4, Glossary. The changes and corrections noted above are minor adjustments to the RMP and do not substantially change the analytical conclusions described in the Proposed RMPs/Final EIS. Therefore, the BLM concludes that the preparation of a supplemental EIS is not required and an opportunity for public comment is not necessary because no significant changes were made to the proposed plan.

### 1.2.3 What the ROD and Approved RMP Does Not Provide

The decisions in this ROD and the Approved RMP apply only to BLM-administered land within the boundaries of the GSENM. They do not establish any management direction for lands not administered by the BLM. While the RMPs/EIS analyzed management actions applicable to livestock grazing allotments in the Glen Canyon National Recreation Area managed by the National Park Service (NPS), no management actions associated with lands managed by the NPS are authorized by this ROD or included in the Approved RMP. Decisions associated with management of those lands would be made by the NPS in subsequent decision documents.

The management decisions included in the Approved RMP focus on planning-level decisions. The management decisions in the Approved RMP do not change the following:

- **Statutory requirements:** The decision does not change the BLM's responsibility to comply with applicable laws, rules, and regulations.
- **National policy:** The decision does not change the BLM's obligation to conform to current or future national policy.
- **Funding levels and budget allocations:** These are determined annually at the national level and are beyond the control of BLM State, District, or Field Offices.

The Approved RMP is subject to valid existing rights. The State of Utah and its counties may hold valid existing ROWs in the Planning Area pursuant to Revised Statute 2477 (R.S. 2477), Act of July 28, 1866, Chapter 262, 8,14; Stat. 252, 253, codified at 43 USC 932. Congress repealed R. S. 2477 through passage of FLPMA. R. S. 2477 rights are determined through a process that is entirely independent of the BLM's land use planning process. This planning effort is not intended to provide any evidence bearing on or addressing the validity of any R. S. 2477 assertions and does not adjudicate, analyze, or otherwise determine the validity of claimed ROWs. Nothing in this Approved RMP is intended to extinguish any valid existing ROW or alter in any way the legal rights the state and counties may have to assert and protect R. S. 2477 rights. If it is determined that the State or counties possess a valid existing R.S. 2477 ROW, the BLM will clarify through appropriate mechanisms, that the management actions in this RMP are subject to that ROW.

This ROD and Approved RMP does not authorize site-specific development or surface disturbance. Subsequent proposals for site-specific development and surface disturbance would be required, and the BLM would conduct additional site-specific NEPA review and application of project-specific BMPs and mitigation as determined through the site-specific NEPA process.

### **I.3 THE ALTERNATIVES**

The BLM developed alternatives in response to: (1) applicable planning criteria, (2) information and issues provided by agency resource specialists, (3) input from consultation with Tribal Nations and coordination with cooperating agencies, and (4) information and issues raised through scoping and the public review periods. This process resulted in the development of five alternatives, including the No Action Alternative (Alternative A), which represents the continuation of current management as consistent with Proclamation 10286, and four action alternatives (Alternatives B through E).

#### **I.3.1 Alternative A (No Action Alternative)**

Alternative A was the No Action Alternative that continued current management from the 2020 Approved RMPs for the GSENM and Kanab-Escalante Planning Area, as consistent with Proclamation 10286. Under this alternative, the BLM would continue to manage the use of public lands and resources under the existing RMPs, as amended, to the extent they are consistent with Proclamation 10286. In some cases, decisions in the 2020 Approved RMPs are inconsistent with Proclamation 10286; in those instances, Alternative A reflects management that is consistent with Proclamation 10286. Alternative A generally allows for maximum discretionary uses (for example, ROWs and livestock grazing) and emphasizes management flexibility, while still providing for resource protection as required by applicable regulations, laws, policies, plans, and guidance.

#### **I.3.2 Alternative B**

Alternative B emphasized flexibility in planning-level direction to maximize the potential for an array of discretionary actions that may be compatible with the protection of GSENM objects.

#### **I.3.3 Alternative C (Agency Preferred Alternative in the Draft EIS)**

Alternative C underlined the protection and maintenance of intact and resilient landscapes using an area management approach to selectively allow for discretionary uses in appropriate settings. The BLM would establish four management areas that are similar to those used in the 2000 GSENM Monument Management Plan: the front country area, passage area, outback area, and primitive area. Under Alternative C, the designation of management areas would serve primarily as a tool for managing visitation and allowable uses while also protecting GSENM objects.

The front country area is the focal point for visitation and provides day-use and overnight opportunities that are supported by developed infrastructure. The passage area is the secondary area for visitation and provides day-use and overnight opportunities that are less developed than those found in the front country area along with secondary travel routes used as throughways, scenic driving routes, and access points for recreation destinations and to outback and primitive areas. The outback area provides a self-directed visitor experience while accommodating motorized and mechanized access on designated routes. Facilities would be rare and provided only when essential for resource protection or public safety. The primitive area provides an undeveloped, primitive, and self-directed visitor experience without motorized or mechanized recreational access. Facilities would be nonexistent, except for limited signs for resource protection or public safety.

### **I.3.4 Alternative D**

Alternative D strove to maximize natural ecological processes by minimizing active management and limiting discretionary uses. Land use allocations would curtail discretionary uses, including recreation, livestock grazing, rights-of-way, and activities under special recreation permits. This alternative would also constrain active management even when it could restore resilient natural conditions and ecosystem functions.

### **I.3.5 Alternative E (Agency Proposed Alternative)**

The BLM developed a Proposed RMP, Alternative E, to be evaluated in the Final EIS using Alternative C as its basis and revising it based on the consideration of public comments, cooperating agency and government-to-government consultation, and updates to the best available science and information. Alternative E also incorporated elements of the other alternatives analyzed in the Draft RMP/EIS. Alternative E, the Proposed RMP, is within the range of alternatives considered in the Draft RMP/EIS. Alternative E also carries forward the four management areas that are similar to those used in the 2000 GSENM Monument Management Plan: the front country area, passage area, outback area, and primitive area as described above under Alternative C. Under Alternative E, the designation of management areas would serve primarily as a tool for managing visitation and allowable uses while also protecting GSENM objects.

### **I.3.6 Environmentally Preferable Alternative**

The Council on Environmental Quality regulations (40 CFR 1505.2) require an agency to identify the environmentally preferable alternative in the ROD. The BLM has determined that Alternative D is the environmentally preferred alternative.

## **I.4 MANAGEMENT CONSIDERATIONS AND DECISION RATIONALE**

The Approved RMP provides the best combination of management decisions to meet the purpose and need for this planning effort and the intent of Proclamation 10286. The purpose of Proclamation 10286 is to “ensure that the exceptional and inimitable landscape of GSENM, filled with an unparalleled diversity of resources, will be properly protected and will continue to provide the living laboratory that has produced so many dramatic discoveries in the first quarter century of its existence.” To achieve that goal, Proclamation 10286 directs the BLM to “prepare and maintain a new management plan for the entire monument.” Under Section 302(a) of FLPMA, the BLM must manage GSENM in accordance with Proclamation 10286, which requires the BLM to provide proper care and management to the objects identified in Proclamation 10286 and Proclamation 6920. Similarly, because GSENM is a component of the National Landscape Conversation System, the BLM must manage the monument “in a manner that protects the values for which the components of the system were designated” (16 USC 7202). Accordingly, as explained in Proclamation 10286, the management plan for GSENM must include management direction that “protect[s] and restore[s] the objects identified [in Proclamation 10286] and in Proclamation 6920.”

Proclamation 10286 discusses an abundance of resources located within GSENM. Many, but not all, of those resources constitute objects of historic and scientific interest protected by the designation of the GSENM. By adopting an RMP that is compatible with the protection of all the resources addressed in Proclamation 10286, the BLM is inherently selecting an alternative that is consistent with the protection of the objects of historic and scientific interest in GSENM identified in Proclamation 10286.



The BLM chose the Approved RMP as the approach to managing GSENM because it most effectively provides for the proper care and management of GSENM objects, facilitates scientific research and scientifically informed management, and provides provisions to facilitate a diversity of stakeholder uses, interests, and concerns. A key attribute leading to this determination is the capacity of the area-based management approach of front country, passage, outback, and primitive areas to selectively allow for discretionary uses in the appropriate settings while minimizing user conflict and protecting GSENM objects. Through the land use planning process, the BLM evaluates and chooses an appropriate balance of resource uses, which involves tradeoffs between competing uses, as consistent with the proper care and management of monument objects.

Additional details regarding management considerations in selecting the Approved RMP are provided below.

#### **1.4.1 Archaeological, Heritage, and Cultural Resources**

##### ***Cultural Resources***

The Approved RMP establishes overarching goals and objectives that guide management to identify, preserve, and protect cultural resources to ensure they are available for present and future generations and includes management directives to address at-risk cultural resources and both imminent and long-term threats. The Approved RMP directs the BLM to develop a cultural resource management plan to guide resource- and site-specific strategies to implement the protection of cultural resources and allocates high-probability cultural resource areas as defined by the GSENM predictive model (Yaworsky et al. 2018) as ROW avoidance.

Discretionary uses, including livestock grazing and ever-increasing visitation, pose challenges for archaeological and historic resource protection and for tribal access and uses (for example, Tribal Nations with ties to GSENM have appropriate access to traditionally sacred places and landscapes). Management in the Approved RMP provides for varied access and uses, while protecting cultural and historic resources. The Approved RMP provides for cultural resource protection through management direction that prohibits the issuance of special recreation permits (SRPs) that authorize the intentional visitation to cultural sites, except those approved and designated for public use. The Approved RMP also prohibits canyoneering, rappelling, and climbing in paleontological and archaeological sites and prohibits recreational shooting within 600 feet of archaeological and historic resources (REC-16). These management prescriptions are necessary to prevent damage and threats to sites from increased visitation including increased risk of wildfire ignition and erosion and unauthorized activities such as looting, vandalism, and removal and reuse of archaeological materials.

The Approved RMP designates the Fiftymile Mountain RNA (ACEC) to specifically protect cultural and historic resources within the designated area that have substantial significance and values. The RNA contains a high density of inventoried archaeological sites spanning the prehistoric and historic periods that are considered fragile, sensitive, and irreplaceable resources that are threatened and vulnerable to adverse change. While the entirety of GSENM will continue to be an outdoor laboratory, consistent with Proclamations 6920 and 10286, the BLM has determined that special management is necessary in Fiftymile Mountain RNA to facilitate research in an area with particularly high concentration of cultural resources that spans multiple cultural periods.

The Approved RMP will manage this ACEC to protect cultural resources through limitations on camping and by allocating this area ROW exclusion. Requiring a permit for camping in this area will allow the BLM archaeologist to ensure camping related impacts are minimized through appropriate location, timing, and other factors related to cultural resource management. Right-of-way exclusion supports retention of the integrity of the cultural landscape, contexts, and other cultural considerations that may be present in this area.

The Approved RMP also directs the BLM to develop a cultural resource monitoring plan to manage potential impacts from grazing on cultural resources through breakage of artifacts, mixing of deposition contexts, deterioration of structures, and acceleration of erosion in grazed areas. The cultural resources monitoring plan will include adaptive management thresholds that indicate the appropriate level of grazing, including no grazing, for the protection of cultural resources in the applicable allotment management plans.

### ***National Historic Trails***

The Approved RMP designates 78,600 acres as the Old Spanish National Historic Trail (OSNHT) Management Corridor to responsibly provide for recreation, preservation, and appreciation of the OSNHT and associated cultural resources and historic properties, consistent with the protection of GSENM objects and in accordance with the National Historic Trails Act and applicable BLM policy. Management direction in the Approved RMP to achieve these goals and objectives include managing the OSNHT management corridor as ROW avoidance and as VRM Class II, with some exceptions. These management prescriptions are necessary to prevent uses that would interfere with the nature and purpose of the OSNHT to provide high-quality recreation opportunities, freedom from intrusion, opportunities for vicarious experiences, and the conservation, protection, and restoration of OSNHT resources, qualities, values, and associated settings. Exceptions are made in the Approved RMP for portions of the OSNHT management corridor that fall within the congressionally designated utility corridor (Public Law 105-355), which will generally be managed as open to ROW and allocated as VRM Class III(a 4-mile section of the utility corridor will be managed as VRM Class II to protect visual resources associated with the Cockscomb). The Approved RMP also directs the BLM to prepare an Activity Plan for the OSNHT management corridor to identify specific uses consistent with the management corridor's goals and objects and to provide appropriate facilities, interpretation, and signage to improved visitor experience.

### ***Tribal Stewardship***

The Approved RMP seeks to honor Tribal Nations' stewardship, interests, uses, and connections to GSENM through establishing and maintaining relationships with Tribal Nations to develop collaborative management approaches for stewardship of GSENM resources that protects the integrity of cultural resources, sacred sites, traditional cultural landscapes, native plants, wildlife, paleontology, and other resources important to Tribal Nations. To achieve these goals, the Approved RMP directs the BLM to avoid, reduce, and/or remove imminent and long-term threats to resources important to Tribal Nations and to provide members of Tribal Nations with access to those resources. Management prescriptions in the Approved RMP also include collaboration with Tribal Nations on how and when to identify and integrate Indigenous Knowledge into the BLM's management of GSENM objects and resources, scientific research, interpretation, and public education. To provide for specific co-stewardship relationships between the BLM and Tribal Nations, the Approved RMP also directs the BLM to engage with Tribal Nations in working towards the development of co-stewardships plans. The Approved RMP management direction seeks to agree on and describe the means and processes by which the BLM and Tribal Nations

will collaborate, consult, and engage on a range of matters including program development, data sharing, resource protections, public land access, and other issues.

In sum, the management prescriptions in the Approved RMP pertaining to cultural resources, National Historic Trails, and tribal stewardship, in conjunction with BLM policies and legal processes and protections stemming from the National Historic Preservation Act (NHPA), as amended (54 USC 300101, et seq.), Archaeological Resources Protection Act of 1979, as amended (16 USC 470aa, et seq.), American Indian Religious Freedom Act of 1978 (42 USC 1996, et seq), and the National Trails System Act of 1968 (Public Law No. 90-543), as amended) will provide for the proper care and management of GSENM cultural objects and will protect and restore the historical and cultural understanding and appreciation related to those objects.

#### **1.4.2 Biological and Ecological Resources and Processes**

Decisions in the Approved RMP regarding biological and ecological resources and processes will protect GSENM objects and resources by focusing on restoring functional vegetation communities and working towards a mosaic of native perennial and annual vegetation across the landscape with a diversity of species, canopy, density, and different stages of composition. For example, for all vegetation management efforts, the BLM will maximize the potential for lasting resilient restoration through the preferential use of native vegetation. This includes the ability to use sterile, non-reproducing, temporary, and/or non-persistent nonnative vegetation for restoration purposes, when mixed with native species, to facilitate the ultimate establishment of a native vegetation community (VEG-04).

The Approved RMP also includes management direction that will foster self-sustaining populations of native aquatic, avian, and terrestrial species and associated ecosystems through augmentation, transplantation, and reintroduction of native species. Nonnative species could be used in specific circumstances if they help meet identified objectives, they pose no threat to the greater ecosystem, and their use is consistent with the protection of GSENM objects (FWL-06).

The BLM will also collaborate with the Utah Division of Wildlife Resources (UDWR) when considering opportunities that will foster self-sustaining populations of native aquatic, avian, and terrestrial species and associated ecosystems through augmentation, transplantation, and reintroduction of native species, including use of nonnative species if they help meet identified objectives, pose no threat to the greater ecosystem, and their use is consistent with the protection of GSENM objects (FWL-06). The Approved RMP also directs the BLM to implement landscape-scale ecosystem restoration projects intended to restore functional vegetation communities (VEG-03). At the same time, the Approved RMP allows the BLM to consider the noncommercial harvest of forestry and woodland products on a site-specific basis, consistent with the protection of GSENM objects and in accordance with applicable law (FOR-02). Accordingly, the Approved ROD will ensure the protection of monument objects while still ensuring access for the harvest of forestry and woodland products that is consistent with that protection. Further discussion regarding forestry and woodland harvest is provided below in section 1.4.5 of this ROD.

The Approved RMP includes specific protections for reference plant communities to protect their natural variability and unaltered state, and discretionary actions would be prohibited in reference plant communities unless needed for the removal of invasive weed species that are threatening the intact communities or if necessary to ensure their biological integrity (VEG-06). It also provides protections for riparian/wetland areas, in that new surface disturbing discretionary actions will be avoided within 330 feet

of these areas. For example, discretionary actions that would cause new surface disturbance in the front country, passage, and outback areas would be avoided unless the action would be consistent with the protection of riparian/wetland areas, and they would also be avoided in the primitive areas unless the action would protect and enhance riparian/wetland areas (VEG-07). In this manner, the Approved RMP intentionally limits discretionary actions that could adversely affect riparian/wetland areas, such as new water developments, recreation facilities, and camping are intentionally to minimize any avoidable degradation of these sensitive areas. Additionally, all discretionary actions will be prohibited in riparian communities associated with hanging gardens, unless the action would protect the hanging gardens (VEG-08). Campfires are also prohibited in the No Man's Mesa RNA and on the canyon floors within the Escalante River and Paria River Canyon systems, including their tributaries, and the Approved RMP directs the BLM to close sensitive resource areas to campfires if needed to protect GSENM objects.

In order to preserve and protect the ecological objects and resources along the Escalante River, the Approved RMP continues to manage the allotments along the river as unavailable for livestock grazing (GRA-01). Additionally, the Approved RMP allocates several allotments/pastures as unavailable for livestock grazing to retain protections that were originally authorized under the Escalante Management Framework Plan (BLM 1979), Vermilion Management Framework Plan (BLM 1979) and subsequent amendment (BLM 1999). These allotments and pastures have not been authorized for livestock grazing for at least two decades. By allocating these allotments and pastures as unavailable, the Approved RMP prevents the introduction of new stressors on GSENM objects and other sensitive resources located in areas that have recovered to a substantial level of naturalness since grazing last occurred. Reintroducing livestock grazing in these areas could impact ecological and hydrological functions which, in turn, could adversely impact the BLM's ability to comply with the requirement to provide proper care and management to GSENM's biological objects. Moreover, reintroducing grazing in these allotments could conflict with the BLM policy, as stated in the July 29, 2022, Notice of Intent for this planning effort, to protect and restore the BLM's biological resources.

The Approved RMP also includes additional management for four riparian pastures that limits the use of these areas available for livestock grazing to active livestock trailing only until the BLM determines that the pastures meet all rangeland health standards. Once the BLM determines that rangeland health standards have been achieved in each of the four pastures, livestock grazing would continue to be managed without trailing restrictions in that pasture in accordance with existing livestock grazing permit or lease for the allotment therein (GRA-03). More discussion related to this action is provided below in section I.4.5 of this ROD.

Biological and ecological resources and objects would be further protected in the primitive areas through the allocation of OHV closed area designations. The closure of the primitive area to OHV use would minimize damage to soil, watersheds, vegetation, air and other resources resulting from OHV impacts. They would also minimize harassment of wildlife and disruption of wildlife habitats.

### **I.4.3 Geologic Resources and Landscapes**

The Approved RMP, in conjunction with restrictions imposed by Proclamation 10286 and FLPMA, provide for the proper care and management of geologic features and landscapes within GSENM. The entirety of GSENM is withdrawn from mineral location, entry, disposal, and leasing; therefore, subject to valid existing rights, mineral development is prohibited within GSENM. Additionally, the Approved RMP will continue to manage Wilderness Study Areas (WSAs) and Instant Study Areas (ISAs) consistent with the statutory

direction to “manage such lands...so as not to impair the suitability of such areas for preservation as wilderness” (FLPMA Section 603(c)), until Congress designates the areas as wilderness or releases them from WSA status. By generally restricting surface disturbing activities, the non-impairment standard will provide considerable protection to GSENM objects located in WSAs and ISAs.

The Approved RMP also contains management actions and allocations that restrict or limit discretionary actions in order to help preserve and protect GSENM’s unique landscape and the objects of historic and scientific interest located within. For example, the Approved RMP prohibits collection of GSENM objects and resources, including, but not limited to, rocks; petrified wood; fossils; plants; bones; parts of plants, animals, fish, insects, or other invertebrate animals; other products from animals; or other items from within GSENM, except where the collection is specifically permitted under applicable BLM authority or pursuant to the legal harvest of game (including shed antlers and horns), or the prohibition is inconsistent with the Religious Freedom Restoration Act or other applicable law (GEN-12). The Approved RMP also prohibits utility-scale renewable energy development (REN-02), manages approximately 1,251,800 acres as ROW exclusion areas (LAR-06), and manages approximately 583,400 acres as ROW avoidance areas (LAR-07).

By allowing the use of vegetation treatments in GSENM (VEG-03), the Approved RMP provides the means to manage fire and fuels and reduce the risk of large wildfires that could adversely affect large swaths of GSENM’s landscape. These management actions will also improve landscape resiliency to wildfires, which will offset some of the climate change impacts from other discretionary actions as described in Section 3.1.2 of the Final EIS. Active vegetation treatments will also improve vegetation health and diversity, which would increase the carbon sequestration and storage potential in GSENM.

Protection of geologic and landscape resources will be provided by the Approved RMP allocations and management actions related to OHV use. By prohibiting cross-country OHV use throughout the monument, closing approximately 1,245,600 acres to all OHV use, and limiting OHV use on the remaining 620,000 acres to designated routes (TTM-04), the Approved RMP will avoid new impacts on the landscape and GSENM’s geological features. The OHV closed areas include two designated RNAs (ACECs), WSAs/ISAs, and lands with wilderness characteristics that will be managed in a manner that protects their wilderness character. The Approved RMP also allows the BLM to authorize only one reasonable access route to private land parcels unless public safety warrants additional routes (LAR-12).

The Approved RMP further protects GSENM’s geologic and landscape resources and objects through the assignment of VRM classifications. By classifying approximately 1,210,900 acres as VRM Class I, and approximately 547,500 acres as Class II (VRM-01), the Approved RMP will preserve the existing character of the vast majority of GSENM’s landscape. Accordingly, the level of change to those landscapes should be low to very low and will not attract the attention of the casual observer. The remaining approximately 107,200 acres will be Class III, which include lands within the Section 368 corridor 68-116, most of the lands within the congressionally designated utility corridor along U.S. Highway 89 (Public Law 105-355), and all lands within the front country and passage areas that are not managed as VRM Class I or Class II (VRM-01). While this classification allows for more change than the areas managed as VRM Class I and II, it will generally be limited to the small percentage of the monument that contains existing infrastructure or areas where the development of new infrastructure will be consistent with the management area’ prescriptions.

Additionally, the Approved RMP will further protect geologic and landscape resources and objects through its management of lands with wilderness characteristics. The Approved RMP allocates 240,600 acres as category 1, which protects wilderness characteristics while providing for other compatible uses; 312,800 acres as category 2, which minimizes impacts to wilderness characteristics while allowing for other compatible uses; and 6,100 acres as category 3, which manages for other uses while not protecting wilderness character (LWC-01). These allocations are consistent with the Sections 201 and 202 of the FLPMA and the BLM Manual 6320. The allocations and management direction in the Approved RMP concerning lands with wilderness characteristics will allow the BLM to further protect monument objects across large swaths of GSENM while also managing these areas for an undeveloped, unsupported, primitive experiences.

#### **I.4.4 Paleontological Resources**

Statutory provisions, Proclamation 10286, and the Approved RMP combine to form a protective framework that provides for the proper care and management for GSENM's paleontological objects and resources. For example, the interplay between the statutory protections provided by the Paleontological Resources Preservation Act, which generally prohibits anyone from excavating, removing, damaging, or otherwise altering or defacing paleontological resources without a valid permit from the Department of the Interior, and the Approved RMP's prohibition on the casual collection of rocks; petrified wood; fossils; plants; bones; parts of plants, animals, fish, insects, or other invertebrate animals; other products from animals; or other items from within GSENM (GEN-12) will mitigate potential adverse impacts on GSENM's paleontological objects and reduce the potential for future illegal collection of significant fossils. In addition, Proclamation 10286's withdrawal of the lands also protects GSENM's paleontological resources. By withdrawing the entirety of GSENM from mineral location, entry, disposal, and leasing, subject to valid existing rights, the Proclamation helps ensure that GSENM's paleontological objects and resources will not be adversely affected by mineral exploration and development activities.

The Approved RMP establishes goals, objectives, and management actions that provide for education and interpretation of objects and resources, including paleontological objects (GEN-10). This management action is expected to increase public knowledge and appreciation of GSENM's natural history. The management action at PRG-02 requires the BLM to proactively maintain an annual program of inventorying, monitoring, and, where appropriate, collecting and curation for paleontological and geological objects and resources, with a focus on areas and resources identified in Proclamation 10286 and other fossil areas with PFYC ratings of 4 and 5 and utilizing scientific principles and guidance

The Approved RMPs also require the BLM to develop, in coordination with academic institutions, interested stakeholders, and appropriate State and local government, a paleontological resources plan that will, among other items, include: (1) a consistent PFYC system for use throughout the planning area; (2) basic structure and organization of the paleontological resource program; (3) protocols for inventory, collection, and protection of paleontological resources; (4) Protocols for managing paleontological sites by class, including the identification of scientific, educational, and recreational use opportunities; (5) protocols for volunteer/citizen scientist involvement in paleontological resource management/research; (6) development of a catalog of field locations needing baseline inventories where various impacts are adversely affecting resources; (7) Development of annual inventory, monitoring, and collection plans for paleontological resources in coordination with the relevant research communities; (8) Development of site security plans for threatened or vulnerable sites; (9) on-site (at designated sites) or community-based interpretation for significant sites/specimens to create opportunities for public access and appreciation;

(10) Protocol for monitoring trends and conditions of paleontological sites, including prioritization for scientifically important fossils and based on threats; and (11) collections management strategy including specimens in off-site museums (PRG-03).

Protection of GSENM's paleontological objects and resources is also provided through various management actions that restrict surface-disturbing activities. For instance, the Approved RMP manages approximately 1,835,200 acres of GSENM as either ROW avoidance or exclusion areas (LAR-6 and LAR-7). Notably, a majority of the Kaiparowits Plateau, which contains those portions of GSENM identified to have the highest PFYC according to the PFYC predictive model, will be managed as a ROW avoidance and exclusion area (LAR-7). The Approved RMP allocations and management actions related to OHV use will further protect GSENM paleontological objects and resources. By prohibiting cross-country OHV use throughout the monument, closing approximately 1,245,600 acres to all OHV use and limiting OHV use on the remaining 620,000 acres to designated routes (TTM-04), the Approved RMP will avoid new impacts on paleontological objects and resources.

The Approved RMP also includes area management-based direction that would minimize impacts from recreation related uses, which can physically alter exposed or shallow paleontological resources, leading to damage from erosion and unauthorized collection and vandalism. The Approved RMP restricts camping to campgrounds and designated camping areas in the front country and passage areas where visitation is highly concentrated and will only allow dispersed camping in the outback and primitive areas, where visitation is less concentrated (REC-09). Providing developed campgrounds and designated camping areas in the front country and passage areas where visitation and visitor use is highly concentrated will minimize the potential for damage to paleontological resources in other unregulated recreation areas where effects from concentrated recreational use are more difficult to anticipate, monitor, and mitigate. By comparison, even though the outback and primitive areas are modeled to have high potential fossil yield, the fact that those areas are harder to access and, therefore, will experience less visitation means that dispersed camping is less likely to impact paleontological resources in those areas.

To minimize erosion resulting from surface disturbance and natural process that could expose paleontological resources, the Approved RMP requires measures to stabilize soils and minimize surface water runoff for slopes greater than 10 percent both during project activities and following project completion (SOL-02), and directs the BLM to avoid soil-disturbing discretionary actions on slopes greater than 30 percent, with an exception for scientific and research purposes as determined by the BLM Authorized Officer (SOL-3).

#### **I.4.5 Resource Uses**

##### ***Forestry & Woodland Products***

The Approved RMP establishes overarching goals and objectives that guide management of forestry and woodland products to protect and restore biological resources and monument objects. The Approved RMP prohibits commercial forestry and woodland harvest. As noted in Final EIS Sections 3.15.2 and 3.13.2, commercial harvest may result in more acres being affected over time. Commercial harvest operations tend to be larger and require more associated supporting infrastructure (e.g., roads, staging areas, etc.) than noncommercial harvest, and therefore have a higher potential to impact forest and woodland resources. That is especially true in GSENM, where the BLM has not authorized commercial timber harvest activities for more than 20 years. When combined with climate and fire trends, such impacts become more pronounced, and it is likely the resilience of treated vegetation communities would

decrease. As such, introducing commercial harvest activities into the monument could adversely impact this landscape which Proclamation 10286 describes as “an outstanding biological resource” that is “one of the most floristically rich regions in the Intermountain West.” The Proclamation goes on to describe areas of forest species “dotted” through the area that function as part of an ecologically intact region, including upper elevations that “contain rich and varied ecosystems that include pinyon and juniper woodlands, ponderosa pine forests, and aspen groves.” Because of the potential impacts to ecologic resilience posed by large commercial harvest activities, commercial forestry and woodland harvest would be inconsistent with the protection of various monument objects identified in Proclamation 10286. The Approved RMP also prohibits non-commercial forestry and woodland harvest in stands of Ponderosa pine, Douglas-fir, mixed conifer, aspen, and near riparian areas, which are limited on the landscape and are mentioned in Proclamation 10286 as components of the ecological intactness and diversity of the landscape. In addition, such harvest is prohibited in WSAs, LWCs managed for protection of the wilderness characteristics, and restoration areas as part of maintaining these resources within the Monument. The Approved RMP allows the BLM to consider the noncommercial harvest of forestry and woodland products in other areas of GSENM on a site-specific basis, consistent with the protection of GSENM objects and in accordance with applicable law. Because non-commercial harvest is limited in scope (usually occurs near existing roads for transport purposes) and does not involve heavy machinery, there are fewer impacts on habitats, ecological processes and wildlife. In addition, allowing non-commercial use of woodland products is consistent with Proclamation 10286 language to “provide access to Tribal members for...customary uses...including...forest products, and firewood for personal noncommercial use in a manner consistent with the care and management of the objects.” For these reasons, the Approved RMP management prescriptions are necessary to meet the protect and restore GSENM’s biological resources while meeting the Proclamation direction to provide for Tribal customary uses.

### **Livestock Grazing**

The Approved RMP goal for livestock grazing is to protect and restore healthy native rangelands and includes objectives to implement grazing management practices to meet BLM Utah Rangeland Health Standards consistent with the protection of GSENM objects and to minimize conflicts between livestock grazing and other discretionary uses. The Approved RMP directs GSENM to conduct land health assessments and, if needed, causal factor determinations, to inform the processing and issuance of grazing permits within prescribed timeframes for 1) allotments within nine priority departed watersheds, and 2) all remaining allotments (GRA-06) to support the achievement of the BLM Utah Rangeland Health Standards and ensure consistency with the protection of GSENM objects.

The Approved RMP allocates (GRA-01) 105,300 acres as unavailable for livestock grazing. These acres include grazing allotments that have not been grazed for more than 20 years and that have recovered to a substantial level of naturalness in that time. As a result, authorizing livestock grazing on these allotments through this planning effort would introduce new stressors on GSENM objects and other sensitive resources and could impact ecological and hydrological functions in a manner that would not be consistent with the protection of GSENM objects. In an effort to prevent that possibility and ensure the protection of GSENM objects, the Approved RMP continues to prevent livestock grazing on these acres by allocating them unavailable. The Approved RMP also includes management direction (GRA-04) to allocate approximately 14,000 acres in three allotments as a forage reserve that are available for livestock grazing but limited to non-renewable permits and leases.



These allocations are consistent with the direction in Presidential Proclamation 10286 that “The Secretary shall manage livestock grazing as authorized under existing permits or leases, and subject to appropriate terms and conditions in accordance with existing laws and regulations, consistent with the care and management of the objects identified above and in Proclamation 6920.” These decisions are not permanent and the Approved RMP does not permanently close any livestock grazing allotments, rather it includes land use planning decisions that allocate lands as either available or not available for livestock grazing. These decisions may be revisited through a future RMP amendment or revision process.

The Approved RMP will also allow trailing only in four pastures that are currently allocated as available to livestock grazing to achieve the BLM’s policy of protecting and restoring biological resources in GSENM. As indicated in Appendix M to the Proposed RMP/Final EIS, biological processes are impaired in these four pastures, and a reduction in livestock grazing use is likely to improve physical habitat and could subsequently assist in the improvement of water temperature in the nearby riparian areas. The Approved RMP includes revisions to management direction GRA-03 concerning these four pastures in the Record of Decision (see also Section 1.2.2). These revisions incorporate adaptive management into the management action to allow each of the four pastures to become fully available for livestock grazing if the BLM determines that all land health standards are met, which is also consistent with management direction GRA-08 that directs to BLM to identify opportunities to employ adaptive management approaches. This will allow the BLM to work with the permittees towards meeting all land health standards to modify use in the future. However, until all land health standards are met, the pastures will remain available but limited to trailing only.

The Approved RMP also directs the BLM to utilize the Vegetation Drought Response Index (VegDRI) in place of the U.S. Drought Monitor Index as a guide to indicate drought and as a guide to implement seasonal reductions in AUMs during years of drought. The BLM will not solely rely on the index rather it will consider the index in addition other relevant and available sources of information, including but not limited to precipitation data gathered from rain gauges and field data collection of present forage condition.

The Approved RMP includes management direction that generally allows modifications to existing structural range improvements and the construction of new range improvements. However, the improvement or modification must support the achievement of rangeland health standards (based on a land health assessment within the last 10 years) and be consistent with the protection of GSENM objects. This management direction is consistent with the BLM policy, stated in the July 29, 2022, Notice of Intent related to this planning effort, to protect the entirety of the GSENM landscape and its associated scenery. The Approved RMP also includes management direction that prohibits nonstructural range improvements with the primary purpose of increasing forage for livestock grazing, however this does not prohibit non-structural range improvements that would primarily benefit a resource or multiple resources, while also having a mutual benefit to livestock grazing.

### ***Lands & Realty***

Goals and objectives for Lands and Realty in the Approved RMP include addressing rights-of-way (ROWs) and similar land use authorizations and land tenure adjustments (sales, exchanges, easements, etc.) to be consistent with the protection of monument objects. This provides for balancing statutory directives (such as the Congressionally designated right-of-way) and other community needs with the management considerations necessary to align with the Proclamation. One of the primary tools for managing effects of ROWs to monument resources is the VRM classes.

Most of the Congressionally designated Highway 89 utility corridor is managed as VRM Class II or IV. Approximately four miles of the Highway 89 corridor will be managed as VRM Class II to protect the visual resources associated with the Cockscomb formation, an object identified for protection in Proclamation 10286. This management direction is consistent with Public Law 105-355, as it will allow for the use of the corridor for its intended purposes.

The VRM classifications included in the Approved RMP will not prohibit access, maintenance, or development of utilities. Rather, the classifications establish prescriptions that will guide the design of the infrastructure in certain areas. The Approved RMP also includes management direction that will allow renewals and upgrades to existing facilities in ROW exclusion areas on a case-by-case basis. VRM classifications and their associated management direction align with the experiential outcomes associated with the corresponding management areas.

### **Recreation & Visitor Services**

Goals and objectives for Recreation and Visitor Services in the Approved RMP include providing recreational opportunities in a variety of settings that allow visitors to have desired experiences, result in beneficial outcomes, reduce conflicts with other discretionary uses, and that are consistent with the protection of GSENM objects. The Approved RMP facilitates recreation by both private and commercial users that support the region's travel and tourism economy. A key component of the Approved RMP is the use of management areas (front country, passage, outback, and primitive) that allow for certain activities and uses in appropriate settings and limitations on activities and uses in other settings to protect GSENM objects. For example, the Approved RMP allows recreational facilities in front country and passage areas (REC-05), where the bulk of visitation to GSENM occurs, and provides the BLM with discretion to limit recreational use to reduce conflicts at grazing facilities (REC-04).

The Approved RMP will protect GSENM's objects in this remote, fragile landscape amid rapidly rising visitation levels through management direction that requires visitors to obtain free-use permits, available both on-site and online, to engage in overnight camping in GSENM. The permit requirement is intended to provide the BLM with the opportunity to share messaging with overnight users regarding safety and resource protection, particularly those who visit remote portions of GSENM. The permit provides the public with resource protection measures such as the "Leave No Trace" principles which promote responsible recreation which when applied minimize recreation related impacts from uses like camping on sensitive natural resources and GSENM objects. Additionally, these free use permits provide the BLM with visitor use data and if necessary, the information provided has been used in the past and will continue to help identify or locate overdue parties. The management direction for camping included in the Approved RMP that establishes a 14-day camping limit is required by a BLM-Utah statewide supplementary rule which provides that members of the public may not camp in a single location for more than 14 days within a 28-consecutive-day period (57 Fed. Reg. 59121 (Dec. 14, 1992)) was slightly modified from the management action described in the Proposed RMP to be consistent with the 28-consecutive-day limitation in the supplementary rule. The Approved RMP does not establish a monument-wide camping quiet hours restriction. The Special Recreation Management Area's (SRMA) designated in this plan include management prescriptions that establish camping quiet hours where necessary to protect and enhance the targeted set of activities, experiences, benefits, and desired recreation setting characteristics present in the SRMA. Under the Approved RMP (REC-16), recreational shooting will be prohibited in the front country area and within 600 feet of residences, campgrounds, developed recreation facilities, and four transportation routes (Hole-in-the-Rock Road, Skutumpah Road, House Rock Valley Road, and Johnson

Canyon Road) in the passage, outback and primitive areas for public health and safety reasons and to prevent conflicts between recreational shooting and visitation in areas that are intended to be focal points for education, primary day use and interpretation, trails, camping, and other recreational activities.

The recreational shooting closures in the Approved RMP are based on both public safety and administrative concerns. With the expected rise in visitation, conflicts between recreational shooting and other recreational uses will also increase, which will continue to result in the potential displacement of recreationists seeking other recreation opportunities. Furthermore, shooting activities in areas that are dry, especially in light of climate change factors and low seasonal precipitation, can increase the chance of wildfire ignition and increase the presence of trash and/or lead from bullets being left on public lands. Other use conflicts with recreational shooting can include livestock grazing, such as if/when fence posts are used as targets and the possibility of accidental damage to range improvements or injury to grazing animals. Impacts from recreational shooting include noise generation that can impact both GSENM visitor experience of natural soundscapes and wildlife. In areas that are used consistently for recreational shooting, there is potential that some wildlife species may permanently avoid these areas. Additionally, the use of lead ammunition can result in unintentional exposure and be fatal for some wildlife species. Accordingly, the Approved RMP prohibits recreational shooting in the vicinity of residences, campgrounds, developed recreation facilities, and certain transportation routes. By imposing restrictions in the more crowded portions of GSENM, the Approved RMP will be able to protect public safety and aid in administration of the monument without having to impose restrictions on recreational shooting in more remote portions of GSENM.

The Approved RMP also prohibits recreational shooting within 600 feet of locations with archaeological and historic resources in the passage, outback, and primitive areas to protect the monument's "remarkable natural soundscape with infrequent human-caused sounds" as described in the Proclamation. These impacts, as well as recreational shooting impacts on wildlife through avoidance responses and exposure to lead ammunition, potential for human caused wildfires, and conflicts between recreation types are described in the Final EIS in section 3.9, 3.12, 3.13, and 3.17, respectively. The prohibition on recreational shooting within 600 feet of archaeological and historic resources in the passage, outback, and primitive areas is therefore necessary for public safety, orderly management of the monument, and to comply with applicable law, namely, section 302 of FLPMA and Proclamation 10286, which require the BLM to protect monument objects in GSENM.

In total, the Approved RMP prohibits recreational shooting on approximately 163,000 acres (8.7 percent) of GSENM. While this would be an increase from current conditions, the Approved RMP includes the fewest acres prohibited for recreational shooting of all action alternatives considered, impacting the recreational shooting sports community to a lesser extent than any other action alternative. The recreational shooting closures in the Approved RMP also represent the smallest area needed to provide for public safety and for the protection of GSENM objects as directed in Proclamation 10286. Finally, because Monument objects are present and vulnerable to damage year-round and because GSENM is visited throughout the year, the BLM determined that year-round restrictions were necessary to address public safety concerns and meet the BLM's obligation to protect monument objects. As described below in Section 1.8.3, the BLM provided public notice and opportunities for comment and consulted with state agencies on these closures in compliance with the John D. Dingell, Jr. Conservation, Management, and Recreation Act of 2019 (Dingell Act).

### **Travel & Transportation Management**

GSENM contains numerous opportunities for the public to experience the landscape through recreation, including OHV use. OHV use in GSENM has increased due to the growing popularity of utility task vehicles (UTVs), changes in demographics, increased commercial availability (purchase and rental opportunities), and marketing of multi-passenger OHVs. The popularity of unmanned aerial vehicles, also known as drones, has also increased in recent years. Drones are managed as OHVs under the Approved RMP and are subject to the same regulations and policy as OHVs.

The Approved RMP designates 1,245,700 acres of GSENM as OHV closed, and 619,900 acres of GSENM as OHV limited. No areas within GSENM are designated as OHV open. As a result, no cross-country OHV use will be allowed in GSENM, as such use could adversely impact monument objects, including cultural and paleontological resources, and could be considered inconsistent with Proclamation 10286.

The travel management decisions in the Approved RMP are intended to protect the GSENM objects, provide for appropriate access to the monument, and as required by 43 CFR 8342.1, minimize user conflicts and resource impacts. As noted on row 230 in chapter 2 of the Final EIS, the areas designated by the Approved RMP as OHV closed align with the portions of GSENM that will be managed as the “primitive areas” and are intended to facilitate GSENM remaining the high, rugged, and remote landscape that Proclamations 6920 and 10286 were designed to protect. By preventing OHV use in these areas, the Approved RMP will help preserve GSENM’s “frontier character” and provide “visitors with an opportunity to experience a remote landscape rich with opportunities for adventure and self-discovery” where “one can wander and ponder undisturbed and explore and discover at one’s own pace.” As described in the Final EIS, the primitive areas are largely comprised of WSAs, ISAs, and LWC that are managed for the protection of wilderness characteristics. Prohibiting OHV use will “improve...apparent naturalness [in these areas] by preventing user-created route proliferation, route widening or braiding, and dispersed camping impacts” (Final EIS, 3-210). It will also decrease conflicts with pedestrian users and enhance the solitude and opportunities for primitive recreation that the BLM is attempting to manage for in these areas. As such, the OHV closures will help the BLM ensure that GSENM continues to contain the same type of rugged and remote landscapes that it was originally designated to protect. Additionally, these landscapes, because of their natural and unaltered states, contain many of GSENM’s most pristine resources, several of which are identified as objects in Proclamation 10286. Accordingly, as noted in the Final EIS, preventing OHV use in the primitive areas would also reduce impacts stemming from such use on a variety of resources discussed in Proclamation 10286, such as sensitive soils, cultural and paleontological resources, and sensitive wildlife habitat.

While the Approved RMP would prevent OHV use in the identified primitive areas, it will allow OHV use to continue on designated routes in the remainder of the monument. Apart from the V-Road, which is located in an area that is designated as OHV closed, the Approved RMP will retain the existing travel and transportation network in the 2020 GSENM and KEPA Approved Resource Management Plans and associated Records of Decision that has provided safe, convenient, and equitable access to the public for decades.

Notably, fire, emergency, and law enforcement vehicles may continue to access the OHV Closed areas within the primitive area for emergency purposes and the BLM will retain the ability under 43 CFR 8340.0-5(a)(3) to authorize the use of motorized vehicles in OHV closed areas when appropriate. For example, the BLM may authorize access to existing range facilities for purposes of maintenance.

Additionally, by designating 619,900 acres as OHV limited areas, the Approved RMP limits OHV use to routes designated as open and as such, will minimize new surface disturbance that could adversely impact GSENM objects from cross-country travel. Limiting OHV use to designated routes will also help confine OHV related impacts to high-use areas and reduce how wide-spread these impacts are.

The Approved RMP also includes management direction that will allow maintenance and improvement of routes to meet public health and safety needs and/or to protect GSENM objects. The BLM will therefore have the flexibility to implement maintenance and improvement actions on a case-by-case basis, and in accordance with applicable laws, regulations, and policy. Prior management plans for GSENM limited the BLM's ability to implement improvements, only allowing certain types of improvements and also limited improvement types on certain roads.

### **I.5 APPLICATION OF THE PLAN TO EXISTING PROJECTS**

Numerous rights and privileges have been established on BLM-administered lands under law, regulation, or planning decisions. The decisions included in this ROD and Approved RMP supersede the 2020 GSENM RMP and the 2020 Kanab-Escalante Planning Area (KEPA) RMP (BLM 2020). Consistent with the decisions in the Approved RMP, all BLM-administered lands remain subject to valid existing rights and to the stipulations and conditions of approval associated with the given right at the time it was granted.

Any activity-level or project-specific authorization or management action must conform to the Approved RMP (i.e., be specifically provided for in the RMP or consistent with the terms, conditions, and decisions in the Approved RMP; 43 CFR 1601.0-5(b)). A land use plan amendment may be necessary to consider monitoring and evaluation findings; substantive new data; new or revised policy; changes in circumstances; or a proposed action that may result in a change in the scope of resource uses or a change in the terms, conditions, and decisions of the Approved RMP.

Projects that require a decision to extend an existing authorization or permit may require modification to conform to the RMP before approval, such as ROW grants and grazing permit renewals. Projects for which site-specific decisions have not yet been signed, but for which preparation of NEPA documents began before the ROD's effective date, may also require modification to conform to the RMP.

### **I.6 MITIGATION MEASURES**

Commensurate with a landscape level of planning, practicable means to avoid, minimize, reduce, or rectify environmental harm have been provided in the Approved RMP and appendices. The BLM used a variety of management methods and tools, including identifying allowable uses; temporal, spatial, and methodological restrictions on uses; areas where specific uses will be prohibited or restricted; and specific actions needed to achieve RMP goals and objectives. Restrictions on uses include seasonal closures, surface disturbance limitations, and best management practice (BMP) application. Other mitigation measures, such as ROW avoidance and exclusion areas, are identified in the Approved RMP. All practicable mitigation measures were adopted.

**Appendix B** of the Approved RMP lists the BMPs applicable to land use activities authorized on BLM-administered lands in the decision area. BMPs are mitigation measures applied on a site-specific basis to avoid, minimize, reduce, or rectify adverse environmental or social impacts of land use activities. The BMPs in the Approved RMP are not intended to be a complete list, but rather to provide examples of commonly used practices that GSENM may require to reduce impacts of surface-disturbing activities, use, or

occupancy. More specific BMPs based on local conditions and resource-specific concerns could be developed once a specific proposal is evaluated through the environmental analysis process. Additional BMPs can be recommended by proponents of proposed activities on BLM-administered lands.

## **I.7 PUBLIC INVOLVEMENT**

Public involvement is a vital and legal component of both the RMP and EIS processes. Public involvement vests the public in the decision-making process and provides full environmental disclosure. Guidance for implementing public involvement under NEPA is codified in 40 CFR 1506.6, thereby ensuring federal agencies make a diligent effort to involve the public in the NEPA process.

### **I.7.1 Public Scoping**

The scoping period began with the publication of the Notice of Intent on July 29, 2022. The BLM sought public comments to determine relevant issues that could influence the scope of the environmental analysis, including alternatives, and to guide the process for developing the RMP/EIS. The BLM held five public scoping meetings during the scoping process. The BLM hosted three in-person meetings (August 24, August 31, and September 7, 2022) and two virtual public scoping meetings (August 17 and August 30, 2022). The BLM received 416 unique written submissions during the public scoping period, comprising 1,791 unique substantive comments. Some of the most common issues commented on included recreation and travel management components of alternatives, and issues and analytic frameworks for rangeland health; livestock grazing management; recreation use; visitor services; and travel, transportation, and access management.

Additional information about the public scoping process, including the material presented at the meeting and the final scoping report, can be found on the BLM's ePlanning website: <https://eplanning.blm.gov/eplanning-ui/project/2020343/510>.

### **I.7.2 Public Comment on the Draft RMP/EIS**

The BLM published a Notice of Availability for the GSENM Draft RMP/EIS in the *Federal Register* on August 11, 2023. Publication of the NOA initiated a 90-day public comment period on the Draft RMP/EIS, proposed recreational shooting closures, and proposed areas of critical environmental concern, which closed on November 9, 2023. During the comment period, the BLM hosted four in-person and two virtual public meetings in September and October 2023. During the public comment period, the BLM received 1,605 unique submissions and 5,216 form letters. Within those submissions the BLM parsed 913 individual substantive comments on a broad range of topics, with the most common including livestock grazing, BLM's analysis, inventory and monitoring (AIM) systems, recreation, travel and transportation management, cultural resources and tribal interests, and fish and wildlife.

A summary of comments and the BLM's responses to the comments received during the 90-day public review period of the Draft RMP/EIS, proposed recreational shooting closures, and proposed areas of critical environmental concern can be found in Appendix J of the Proposed RMP/Final EIS, which is available on the ePlanning website: <https://eplanning.blm.gov/eplanning-ui/project/2020343/510>.

### **I.7.3 Public Protest of the Proposed RMP/Final EIS.**

Release of the Proposed RMP/Final EIS on August 30, 2024 initiated a 30-day protest period for any person who previously participated in the planning process and has an interest that is (or may be) adversely affected by the Proposed RMP. The planning regulations at 43 CFR 1610.5-2 outline the requirements for

filing a valid protest. The BLM received 19 unique protest letter submissions during the 30-day protest period, which ended on September 30, 2024. The BLM evaluated all protest letters to determine which protest letters were complete and timely, and which persons have standing to protest. All 19 letters were complete and timely, and the protesting parties did have standing to protest. Of those, 10 letters contained valid protest issues.

After careful review of the report by the BLM's Assistant Director for Resources and Planning, the Assistant Director concluded that the BLM Utah State Director followed the applicable laws, regulations, and policies and considered all relevant resource information and public input. The Assistant Director addressed the protests and issued a Protest Resolution Report to protesting parties and posted the report on the BLM's website <https://www.blm.gov/programs/planning-and-nepa/public-participation/protest-resolution-reports>. The BLM made no changes to the GSENM Approved RMP as a result of granting a protest, though the BLM did clarify certain management actions based on input received during the protest period.

Additionally, while it did not result in the granting of a protest, the BLM acknowledged in the protest report that its attempt to update its wilderness characteristics inventory to include previously missed SITLA parcels did not result in all former SITLA lands being considered and evaluated. Approximately 5,500 acres were missed due to an inadvertent error that only identified previous SITLA parcels that were wholly within WSAs, missing former SITLA parcels that shared a common boundary with non-WSA lands. As explained in the protest report; to address this error, the BLM will conduct a subsequent inventory of these SITLA acres to determine if they contain wilderness characteristics.

#### **1.7.4 Governor's Consistency Review**

Consistent with section 202 of FLPMA, the BLM planning regulations at 43 CFR 1610.3-2 require land use planning decisions to "be consistent with officially approved or adopted resource related plans, and the policies and programs contained therein" of State and local governments and Indian Tribes "so long as the guidance and resource management plans [of the State and local government and Tribe] are also consistent with the purposes, policies, and programs of Federal laws and regulations applicable to public lands." The BLM identified and discussed inconsistencies with state and county plans in Appendix O of the Proposed RMP/Final EIS. In addition, pursuant to 43 CFR 1610.3-2(e), the BLM initiated the 60-day Utah Governor's Consistency Review period for the GSENM Proposed RMP/Final EIS on August 30, 2024. The BLM received the resulting Governor's Consistency Review letter dated October 29, 2024.

The planning consistency issues identified by the Governor of Utah included the lack of an inventory of GSENM objects, relation of the GSENM Proposed RMP with the multiple-use and sustained yield mandates of FLPMA, the use of management areas, management of WSAs and LWCs, management direction for travel and transportation and its relation to land access, livestock grazing management, management of grazing in riparian areas, means of treatment for controlling invasive plant species, VRM allocations and management in utility corridors, the management of forest and woodland products, and recreation management specifically related to camping.

Following careful consideration of these issues, the BLM responded to the Governor of Utah by letter dated November 22, 2024. The BLM decided to make several changes and clarifications to the Approved RMP based on certain issues and specific recommendations in the Governor's Consistency Review letter, including applying adaptive management to change the allocation of four pastures allocated as unavailable

to livestock grazing in the Proposed RMP, modification of a livestock grazing management decision to incorporate the use of the Vegetation Drought Response Index (VegDRI), changing management direction on vegetation treatments of certain invasive species, and removing the requirement for camping quiet hours. The BLM also added language clarifying camping stay limitations and management direction on the avoidance of riparian areas as it relates to livestock grazing. See Section 1.2.2 for additional detail on modifications made between the Proposed RMP and Approved RMP. As the changes were within the range of alternatives considered in the Draft RMP/EIS and were not significant, the BLM did not seek public comments on the recommendations that were accepted, which is consistent with 43 CFR 1610.3-2(e). The BLM declined to make any additional changes in the Approved RMP in response to the remainder of the issues and recommendations identified by the Governor and provided the rationale for those decisions in the response.

On December 20, 2024, the Governor of Utah appealed to the BLM Director the acting State Director's decision not to accept or address all of the State's recommendations, consistent with 43 CFR 1610.3-2. On January 6, 2025, after careful review and consideration of all the Governor's points, the Department of the Interior Principal Deputy Assistant Secretary, Land and Minerals Management determined that the planning effort properly considered all applicable State and local plans, policies, and programs, and that no further changes are necessary to provide for a reasonable balance between the national interest and the State's interest. Consistent with the BLM regulations at 43 CFR 1610.3-2(e), the response will also be published in the Federal Register.

## **1.8 CONSULTATION AND COORDINATION**

During the land use planning process, the BLM coordinates with a variety of organizations who have interests in the planning area. These organizations are largely governmental bodies with responsibility for creating, administering, and monitoring policy on public lands within the planning area.

### **1.8.1 Cooperating Agencies**

The BLM invited Tribal Nations, state and local governments, and other federal agencies to be cooperating agencies. Of the invited agencies, 14 agencies have participated in the process with the BLM to share knowledge and resources throughout the development of the RMP/EIS (**Table I-1**).

**Table I-1. Cooperating Agencies for the GSENM RMP/EIS Planning Process**

<b>Agency Type</b>	<b>Agency Name</b>
Federal	NPS Intermountain Regional Office and U.S. Forest Service (Dixie National Forest)
State	State of Utah
Local	Escalante City, Garfield County Commission, Kanab City, Kane County Commission, Kane County Water Conservancy District, Tropic Town, and Washington County Water Conservancy District
Tribal	Hopi Tribe of Arizona, Kaibab Band of Paiute Indians, and Navajo Nation, and Paiute Indian Tribe of Utah

The BLM has hosted 13 cooperating agency meetings to familiarize cooperators with the RMP/EIS development process, review and provide feedback on the scoping report and draft alternatives and inform this Proposed RMP/Final EIS.



In addition to the cooperating agency meetings with all cooperators, the BLM attended, at the request of Kane and Garfield County Commissions, four county coordination meetings. The counties set the agendas of these meetings, which included discussion on topics related to consistency of the GSENM RMP planning effort with county RMPs.

### **I.8.2 Tribal Nations**

The BLM has conducted tribal coordination and formal government-to-government consultation throughout the planning process. Via letters, the BLM invited the following Native American tribes to engage in government-to-government consultation in September 2022 and February 2023: All Pueblo Council of Governors, Kaibab Band of Paiute Indians, Navajo Nation, Paiute Indian Tribe of Utah (Shivwits Band of Paiute Indians, Indian Peaks Band of Paiute Indians, Kanosh Band of Paiute Indians, Cedar Band of Paiute Indians, and Koosharem Band of Paiute Indians), Pueblo of Acoma, Pueblo of San Felipe, Pueblo of Tesuque, Zuni Tribe of the Zuni Reservation, San Juan Southern Paiute Tribe of Arizona, Hopi Tribe of Arizona, Ute Mountain Ute Tribe, and Ute Indian Tribe of the Uintah and Ouray Reservation. The BLM facilitated government-to-government meeting in June 2023, January 2024, and March 2024 to discuss tribal input on the tribes' review of the Draft EIS and suggestions for the Proposed RMP.

Government-to-government consultation meetings were also invaluable to the BLM's commitment to develop a tribal co-stewardship agreement for GSENM in the future. The first tribal co-stewardship meeting was held in November 2022. Representatives from the U.S. Department of the Interior, Bureau of Indian Affairs, BLM, and several Tribal Nations met to discuss the possibility of a co-stewardship agreement. Since this original meeting, the BLM has continued to discuss paths forward for co-stewardship with tribes at government-to-government meetings. Members from the following tribes have attended one or multiple tribal co-stewardship meetings: the Navajo Nation, the Ute Mountain Ute Tribe, the Paiute Indian Tribe of Utah, the Hopi Tribe of Arizona, the Kaibab Band of Paiute Indians, the Pueblo of Tesuque, the Zuni Tribe of the Zuni Reservation, the Pueblo of Acoma, and the Ute Indian Tribe of the Uintah and Ouray Reservation.

### **I.8.3 Additional Consultation**

#### ***U.S. Fish and Wildlife Service***

Proclamation 10286 directs the BLM to consult with other federal land management agencies in the local area during the development of the RMP/EIS. Under ESA Section 7(a)(2), the BLM must ensure the proposed action is not likely to jeopardize the continued existence of federally listed threatened and endangered species or adversely modify designated critical habitat. BLM has coordinated with the USFWS to develop a biological assessment, and formal consultation began on February 16, 2024. A biological opinion was issued on July 1, 2024. On July 1, 2024, the BLM received a letter of conclusion of formal Section 7 consultation from the USFWS. This letter includes a statement of conclusion in which the USFWS found that the Proposed RMP is not likely to jeopardize the species included in the biological assessment and is not likely to destroy or adversely modify designated critical habitat.

#### ***State Historic Preservation Office***

Throughout the preparation of the GSENM RMP/ EIS, the BLM coordinated with state agencies, local counties, the Utah SHPO, and other consulting parties in compliance with Section 106 of the NHPA, per 36 CFR 800. The BLM invited the following consulting parties to participate in the NHPA Section 106 process: Utah SHPO, Kane County Commission, Garfield County Commission, Grand Canyon Trust, Southern Utah Wilderness Alliance, Utah Rock Art Research Association, Old Spanish Trail Association,

Hole-in-the-Rock Trail Association, NPS, National Historic Trails Office, Western Watersheds Project, Public Lands Policy Coordinating Office, Glen Canyon Recreation Area staff, All Pueblo Council of Governors, Kaibab Band of Paiute Indians, Navajo Nation, Paiute Indian Tribe of Utah, Shivwits Band of Paiute Indians, Indian Peaks Band of Paiute Indians, Kanosh Band of Paiute Indians, Cedar Band of Paiute Indians, Koosharem Band of Paiute Indians, Pueblo of Acoma, Pueblo of San Felipe, Pueblo of Tesuque, Zuni Tribe of the Zuni Reservation, San Juan Southern Paiute Tribe of Arizona, Hopi Tribe of Arizona, Ute Mountain Ute Tribe, and the Ute Indian Tribe of the Uintah and Ouray Reservation.

These consulting parties were invited to participate in a virtual NHPA Section 106 consultation in August 2022. The purpose of this meeting was to inform consulting parties about the goals for the new GSENM RMP/EIS and engage all consulting parties to participate in NHPA Section 106 consultation. During this consultation, the BLM asked consulting parties for comment on the identification of historic properties and potential effects on historic properties. The BLM then conducted a consultation with the Utah SHPO in September 2022 that included a description of the undertaking and area of potential effect (the decision area), a summary of Native American tribal consultation and public participation and comment, and identification efforts of historic properties within the area of potential effects. The Utah SHPO concurred on the consultation for the area of potential effects.

Following SHPO concurrence, the BLM also sought input from 13 Tribal Nations, the Utah SHPO, 13 other consulting parties, and the public through a combination of consulting party meetings, government-to-government consultations, cooperating agency meetings, and public scoping meetings. Through these efforts, the BLM received comments regarding cultural resources from three individuals, nine organizations, and three Tribal Nations (the Navajo Nation, Paiute Indian Tribe of Utah, and the Ute Mountain Ute Tribe).

The BLM involved the public in the Section 106 process through the BLM's national ePlanning website and NEPA public scoping meetings. The National Programmatic Agreement among the BLM, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers states, in the preamble under the section titled "The Public," that the BLM may use its agency procedures or BLM NEPA procedures to involve the public (BLM 2012). The BLM notified stakeholders of the scoping period, which began July 29, 2022, and ended September 27, 2022. The BLM held public meetings for NEPA and NHPA Section 106 in Escalante, Kanab, and Panguitch, Utah, and two virtual public meetings. The public was encouraged to provide comments related to NEPA and NHPA Section 106 during this time.

On August 30, 2024, the BLM shared its proposed finding of "no adverse effect" to historic properties with the SHPO, 13 interested Tribes, and 13 other consulting parties. The SHPO concurred with the BLM's finding of no adverse effect to historic properties via letter dated September 19, 2024. The PLPCO informed the BLM that it disagreed with the BLM's finding of effect via letter dated September 27, 2024. PLPCO stated that Garfield County also disagreed with the BLM's finding, although Garfield County did not directly inform the BLM about its disagreement. No other consulting parties provided timely

comments on the BLM's finding<sup>3</sup>. The PLPCO disagreed with the BLM's finding of no adverse effects, asserting that the GSENM PRMP will adversely affect historic properties, specifically asserting that BLM efforts to identify historic properties were not adequate as they did not consider livestock grazing-related Traditional Cultural Properties or historic roads, and that management direction in the Proposed RMP would adversely affect historic properties by limiting the ability of livestock grazers to engage in a traditional cultural practice and diminishing the integrity of historic roads through neglect and changing the character of those properties.

Pursuant to 36 CFR 880.5(c), the BLM requested review of the matter by the Advisory Council on Historic Preservation (ACHP) via a letter dated November 7, 2024. The ACHP replied via letter dated December 17, 2024, stating that while the ACHP was unable to provide a reply within the 15 days as provided in 36 CFR 800.5(c)(3)(i) and therefore the BLM was able to consider its Section 106 responsibilities fulfilled, it nevertheless offered the opinion that the BLM's finding of "no adverse effect" is reasonable for the undertaking based on the planning-level nature of the RMP, which outlines overarching management objectives and allocates land uses while deferring site-specific decisions to future implementation-level actions, as well as the BLM's commitment to incorporating input from consulting parties and Indian Tribes in the development of a Cultural Resource Management Plan (CRMP) and the use of site-protection measures. The ACHP's letter stated that the BLM's determination was appropriate as it was grounded in the planning-level nature of the RMP and aligns with the requirements of 36 CFR 800 and the State Protocol Agreement Between the Bureau of Land Management and the Utah State Historic Preservation Office (Utah BLM Protocol), executed in 2020.

### ***Dingell Act Compliance***

In accordance with the Dingell Act, the BLM may designate areas of public lands where no recreational shooting shall be permitted for public safety, administration, or compliance with applicable laws. The Dingell Act requires that these recreational shooting closures apply to the smallest area for the least amount of time that is required for public safety, administration, or compliance with applicable laws.

The Dingell Act requires that the BLM consult with state fish and wildlife agencies and provide an opportunity for public comment on proposed closures of public land to recreational target shooting that do not fall within specific statutory exemptions. Although the Dingell Act requires only a 60-day public comment period, the BLM held a 90-day public comment period on the proposed recreational shooting closures within GSENM. The comment period ran concurrently with the 90-day Draft RMP/EIS comment period between August 11, 2023 and November 9, 2023. The BLM published the Notice of Intent for the Dingell comment period in the Federal Register on August 8, 2023, within the Notice of Availability of the Draft RMP/EIS.

The BLM published a press release on August 10, 2023, August 15, 2023, and September 8, 2023, inviting the public to review the GSENM Draft RMP/EIS; the press releases contained details and rationale on the

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<sup>3</sup> Under 36 CFR 800.5(c)(2)(i), consulting parties have 30 days to communicate their disagreement with the BLM's proposed no adverse effect determination. That period ended on September 29, 2024. On December 4, 2024, the BlueRibbon Coalition, a consulting party, submitted a letter opposing the finding of no adverse effect. Although the comments were untimely under the regulations, the BLM forwarded them to the ACHP for their records. Additionally, the points raised in the untimely letter did not introduce new points or information from what the PLPCO letter raised, which were considered in the ACHP review.

proposed shooting closures, invited the public to submit comments and included information on how to submit comments, and provided information on the times, locations, and formats of the public meetings. The Notice of Intent and subsequent press releases were posted on the BLM ePlanning project website, the BLM website, and several local newspapers, including *The Wayne and Garfield County Insider* and *The Southern Utah News* on August 17, 2023.

The BLM also provided the Notice of Intent for proposed recreational shooting closures by letter to the UDWR on August 10, 2023; PLPCO on July 10, 2023; and Federal Lands Hunting, Fishing, and Shooting Sports Roundtable memorandum of understanding signatories on August 7, 2023. Following the issuance of the Notice of Intent for the Dingell Act, the BLM held coordination meetings with the UDWR and PLPCO on September 15, 2023, and October 20, 2023. The 90-day comment period for Dingell Act compliance was held concurrently with NEPA and NHPA comment periods on the Draft RMP/EIS as described above in sections 1.7.2 and 1.8.3.

The BLM received 14 substantive comments on the proposed recreational shooting closures in the Draft RMP/EIS during the 90-day public comment period. The BLM's responses to those comments can be found in Appendix J to the Proposed RMP/Final EIS. Those responses, which are incorporated by reference into this ROD, explain how the BLM resolved any significant issues raised by the comments and show how the resolution of those comments led to the recreational shooting closures in the Approved RMP.

**I.9 APPROVAL**

The decision is hereby made to approve the attached GSENM RMP. This ROD serves as the final decision for the RMP and becomes effective on the date it is signed.

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Steven H. Feldgus  
Principal Deputy Assistant Secretary,  
Land and Minerals Management

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# Chapter 2. Approved Resource Management Plan

## 2.1 PLANNING AND DECISION AREAS

The BLM's Land Use Planning Handbook (H-1601-1) differentiates between geographic areas associated with planning. These areas include the planning area and decision area. The planning area is the region within which the BLM will make decisions during a planning effort. A planning area boundary includes all lands regardless of jurisdiction; however, the BLM will only make decisions for the decision area, which is limited to lands managed by the BLM. For the purposes of this RMP/EIS, the planning area refers to the entire area outlined in **Figure 2-1** in **Appendix A**. **Table 2-1** details the surface ownership within the planning area.

**Table 2-1. Surface Ownership in the Planning Area**

Surface Ownership	Acres
BLM (surface decision area)	1,865,600
Private	14,800
Planning area total	1,880,400

Source: BLM geographic information system (GIS) 2022

Of the approximately 1,880,400 acres of land within the planning area, the Approved RMP will make decisions for approximately 1.87 million acres of public land managed by the BLM. This is known as the decision area. The decision area does not include state, municipal, or private lands.

While the Final EIS analyzed management actions applicable to livestock grazing allotments within the administrative boundaries of the U.S. Department of the Interior, National Park Service (NPS); the BLM Kanab Field Office (KFO); and the BLM Arizona Strip Field Office, these management actions are not authorized by the ROD or included in the Approved RMP. The respective agency and field office would make decisions associated with these management actions in subsequent decision documents.

The NPS manages grazing within the Glen Canyon boundary, and the BLM administers the program through a memorandum of understanding. Through the planning process, the NPS made a request of the BLM to analyze certain grazing allotments under different planning alternatives. This analysis allows the NPS and BLM to review and thoughtfully consider the potential impacts of altering management of NPS allotments. The ROD for this Approved RMP has no authority to close any allotments for the NPS. The NPS will continue to conduct resource monitoring of land health for Glen Canyon and make determinations independent of this plan on behalf of the NPS-managed grazing allotments.

When the BLM administers grazing in Glen Canyon, the BLM will consult and cooperate with the NPS to ensure that grazing authorizations, range improvements, allotment management plans, management agreements, and resource monitoring and evaluation efforts do not conflict with the Glen Canyon's enabling legislation, the NPS Organic Act, or the approved NPS general management plan for Glen Canyon.

## 2.2 PLAN COMPONENTS

Per the BLM's Land Use Planning Handbook H-1601-1, land use plan decisions are broadscale decisions that guide future land management directions and subsequent site-specific implementation decisions. Land use plan decisions establish the base structure for desired outcomes through goals and objectives, and allocations for allowable resource uses and management direction to achieve outcomes.

- *Goals* are broad statements of desired outcomes and management direction that usually are not quantifiable.
- *Objectives* identify specific desired outcomes for resources. Objectives may be quantifiable and measurable, and they may have established time frames for achievement, as appropriate.
- *Allocations* for allowable resource use identify uses, or allocations, which are allowed, restricted, or prohibited on public lands and mineral estates.
- *Management direction* identifies actions to attain desired outcomes (objectives), including program constraints, general management practices, and support actions. These are measures that will be applied to all subsequent relevant implementation activities to achieve management objectives.

The plan components are organized by resource topics, beginning with general management that applies to all resources, and proceeding alphabetically. For ease of identification, each resource area has an identified abbreviation and each management action for that resource is numbered sequentially. The resource abbreviations are as follows:

2.2.1 General Management (GEN).....	2-1	2.2.15 Public Health and Safety.....	2-30
2.2.2 Air Quality (AQ) .....	2-3	2.2.16 Recreation and Visitor Services	
2.2.3 Areas of Critical Environmental Concern,		(REC).....	2-31
Research Natural Areas, and Special		2.2.17 Renewable Energy (RNE) .....	2-60
Area Designations (ACEC).....	2-5	2.2.18 Scenic Routes (SCE) .....	2-61
2.2.4 Cultural Resources (CUL).....	2-7	2.2.19 Science (SCI).....	2-62
2.2.5 Fire Management (FIRE).....	2-8	2.2.20 Soil Resources (SOL) .....	2-63
2.2.6 Fish and Wildlife (FWL) .....	2-9	2.2.21 Special Status Species (SSP).....	2-66
2.2.7 Forestry and Woodland Products		2.2.22 Travel and Transportation	
(FOR) .....	2-11	Management (TTM) .....	2-69
2.2.8 Lands and Realty (LAR).....	2-12	2.2.23 Tribal Stewardship (TBL).....	2-72
2.2.9 Lands with Wilderness		2.2.24 Vegetation (VEG) .....	2-76
Characteristics (LWC) .....	2-15	2.2.25 Visual Resources (VSR).....	2-80
2.2.10 Livestock Grazing (GRA) .....	2-17	2.2.26 Water Resources (WR).....	2-83
2.2.11 National Historic Trails (NHT).....	2-24	2.2.27 Wild and Scenic Rivers (WSR) .....	2-87
2.2.12 Natural Soundscapes (NSS).....	2-26	2.2.28 Wilderness Study Areas (WSA).....	2-90
2.2.13 Night Skies (NSK) .....	2-27	2.2.29 Wild Horses and Burros (WHB) .....	2-92
2.2.14 Paleontological Resources and			
Geology (PRG) .....	2-28		



## 2.2.1 General Management (GEN)

Table 2-2. General Management Directions Common to All Resources

Management No.	Management Directions
GEN-01	Allocate the following management areas (Figure 2-2): <ul style="list-style-type: none"> <li>• Front country: 36,600 acres</li> <li>• Passage: 53,000 acres</li> <li>• Outback: 558,700 acres</li> <li>• Primitive: 1,217,100 acres</li> </ul>
GEN-02	All actions in GSENM will be consistent with the protection of GSENM objects. Additionally, all actions must minimize impacts on other GSENM resources, unless more specific management is identified in this plan for the management of those other GSENM resources.
GEN-03	For the purposes of this RMP, the protection of GSENM objects includes the conservation and, where necessary, restoration of such objects, even if not explicitly stated in this RMP.
GEN-04	The BLM will coordinate or consult, as appropriate, with local and state governments, Tribal Nations, and other federal agencies regarding implementation activities (such as projects and implementation plans).
GEN-05	The entirety of GSENM qualifies as a special area under 43 CFR 2932.5. In addition to being officially designated by presidential order (Presidential Proclamations 6920 and 10286), the entire area consists of resources that require special management and control measures for their protection, including a renowned collection of cultural resources, many of which are sacred to several Tribal Nations. In other words, even if GSENM were not designated as a national monument, the area encompassed by GSENM would qualify as a special area under 43 CFR 2932.5.
GEN-06	The BLM will implement the management direction to the extent of its jurisdiction.
GEN-07	The BLM will coordinate with the Monument Advisory Committee (MAC), as appropriate, to receive information and advice on future maintenance and/or to amend this plan, as well as in the site-specific implementation-level management that follows this plan.
GEN-08	The BLM will facilitate increased scientific research that furthers understanding of GSENM objects and resources.
GEN-09	The BLM will catalog, inventory, assess, and monitor GSENM objects using standardized methods, where they exist.
GEN-10	Increase public education and appreciation of GSENM objects and resources through interpretation and outreach.
GEN-11	Consistent with Proclamation 10286, this RMP is subject to valid existing rights. The agency will determine what constitutes a valid existing right, in accordance with applicable law.

<b>Management No.</b>	<b>Management Directions</b>
GEN-12	The BLM will prohibit collection of GSENM objects and resources, including, but not limited to, rocks; petrified wood; fossils; plants; bones; parts of plants, animals, fish, insects, or other invertebrate animals; other products from animals; or other items from within GSENM, except where the collection is specifically permitted under applicable BLM authority or pursuant to the legal harvest of game (including shed antlers and horns), or the prohibition is inconsistent with the Religious Freedom Restoration Act or other applicable law. For example, casual collection would not be prohibited where such prohibition constitutes a substantial burden on Tribal Nations' religious practices.
GEN-13	Following approval of the RMP, the BLM will develop implementation-level plans per management direction.
GEN-14	The BLM will apply the best management practices (BMPs) in Appendix C.

### 2.2.2 Air Quality (AQ)

#### Goals

- Minimize the impact of management actions on air quality in GSENM by complying with all applicable air quality laws, rules, and regulations.
- Maintain the excellent air quality and air quality related values contained in and near GSENM.
- Maintain or improve the air quality and air quality related values at sensitive areas (for example, Class I areas) in and near GSENM.
- Minimize fugitive dust transport from GSENM to maintain visibility and limit dust deposition on snow.

#### Objectives

- Work with the state, EPA, and other appropriate regulatory agencies and organizations when deposition of atmospheric pollutants originating outside GSENM is identified as negatively affecting ecosystems, vegetation, and wildlife within GSENM.
- Maintain or reduce concentrations of criteria pollutants in compliance with applicable state and federal ambient air quality standards within the scope of the BLM's authority.
- Minimize visibility-impairing pollutants in accordance with the reasonable progress goals and time frames established in the State of Utah's Regional Haze State Implementation Plan and within the scope of the BLM's authority.
- Manage public land activities consistent with at least the federal Class II area standards and visibility (regional haze) criteria, and no less than any local governments' air quality criteria.

#### Management Directions

**Table 2-3. Management Directions for Air Quality**

<b>Management No.</b>	<b>Management Directions</b>
AQ-01	Mitigate actions that are shown to either (1) exceed ambient air quality standards or (2) adversely affect visibility (regional haze) in the Class I airsheds.
AQ-02	Collaborate with federal and state regulatory agencies and land management agencies in and near GSENM for activities identified as having impacts on regional air quality, air quality related values (visibility and atmospheric deposition), and mitigation.
AQ-03	Work cooperatively with state, federal, and tribal entities to address regional air quality issues that are influenced or affected by the BLM land management actions.
AQ-04	Manage activities at least within air quality standards established by the EPA and Utah Division of Air Quality and no less than any local governments' air quality standards.

<b>Management No.</b>	<b>Management Directions</b>
AQ-05	Manage all actions and programs to minimize the creation and transportation of dust.
AQ-06	Ensure that prescribed burns conform with the Utah Smoke Management Plan, and they are timed to occur during meteorological conditions that maximize smoke dispersal.

**2.2.3 Areas of Critical Environmental Concern, Research Natural Areas, and Special Area Designations (ACEC)**

**Goal**

- Protect, maintain, and/or restore resources with outstanding and more than locally significant qualities of special worth, consequence, distinctiveness, or concern, especially relative to similar resources, when there are circumstances that make them irreplaceable or vulnerable to present adverse change.

**Objective**

- Manage ACECs and RNAs (ACECs) where relevance and importance criteria are met, and special management is required to protect GSENM objects and/or resources.

**Management Directions**

**Table 2-4. Management Directions for Areas of Critical Environmental Concern, Research Natural Areas, and Special Area Designations**

<b>Management No.</b>	<b>Management Directions</b>
ACEC-01	<p>Designate Fiftymile Mountain RNA (ACEC) (54,800 acres) to protect cultural resources, water resources, and scientific opportunity (Figure 2-3). Apply the following management:</p> <p><i>Cultural Resources</i></p> <ul style="list-style-type: none"> <li>• Develop a cultural resources monitoring plan and coordinate with the grazing permittee to identify potential impacts from livestock grazing. The cultural resources monitoring plan will include adaptive management thresholds that indicate the appropriate level of grazing, including no grazing for the protection of cultural resources in the applicable allotment management plans.</li> <li>• Camping by permit only.</li> <li>• Facilitate scientific research.</li> <li>• ROW exclusion.</li> </ul> <p><i>Water Resources</i></p> <p>Conduct level 2 spring inventories and develop a water resources monitoring plan. The water resources monitoring plan will include adaptive management to protect and restore relevant and important water resources.</p>

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2. Approved Resource Management Plan (Areas of Critical Environmental Concern, Research Natural Areas, and Special Area Designations (ACEC))

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<b>Management No.</b>	<b>Management Directions</b>
ACEC-02	Designate No Mans Mesa RNA (ACEC) (1,464 acres) to protect vegetation resources and scientific opportunity (Figure 2-3). Apply the following management:  <i>Vegetation Resources</i> <ul style="list-style-type: none"><li>• Prohibit firewood gathering</li><li>• ROW exclusion</li></ul>
ACEC-03	Do not designate any ONAs.

**2.2.4 Cultural Resources (CUL)**

**Goal**

- Protect cultural resources and ensure they are available for present and future generations.

**Objectives**

- Identify, preserve, and protect cultural resources, in place and in their original context.
- Provide opportunities to connect to pioneer heritage.

**Management Directions**

**Table 2-5. Management Directions for Cultural Resources**

<b>Management No.</b>	<b>Management Directions</b>
CUL-01	Identify, monitor, and address deterioration of at-risk cultural resources.
CUL-02	Avoid, reduce, and/or remove imminent and long-term threats to cultural resources.
CUL-03	Manage high-probability cultural resource areas (Class I – existing information inventory) as ROW avoidance. (See Lands and Realty section.)
CUL-04	Develop a cultural resource management plan to help provide further guidance on resource- and site-specific strategies to ensure the protection of the cultural resources in place and in their original context. The criteria in Appendix D (Cultural Resources) will be used to assign cultural sites to appropriate classifications and guide management of those areas. Dance Hall Rock is assigned to the public use category.

### 2.2.5 Fire Management (FIRE)

#### Goals

- Protect resource values by responding to wildland fires based on ecological importance of fire as a natural disturbance regime, while protecting life and property.
- Proactively maintain and restore resistant and/or resilient native ecosystems.

#### Objectives

- Allow natural caused wildland fire to protect, maintain, and enhance resources and, when possible, allow wildland fire to function in its natural ecological role.
- Rehabilitate and restore landscapes after wildland fire, as appropriate for site management goals.
- Maintain ecosystems that are at low risk of losing ecosystem components (such as ecosystems functioning within their historical range) and restore ecosystems that are at a moderate to high risk of losing ecosystem components (such as ecosystems functioning outside their historical range).

#### Management Directions

**Table 2-6. Management Directions for Fire Management**

<b>Management No.</b>	<b>Management Directions</b>
FIRE-01	If a wildland fire is naturally caused, consider allowing it to burn if the fire management plan identifies the area as one in which fire might be used as a tool and such use is concurred to by an agency administrator, or the fire escapes initial attack and the Wildland Fire Decision Support System results in such a decision.
FIRE-02	Implement landscape-scale ecosystem restoration projects to restore functional vegetative communities.
FIRE-03	Use wildland fire across GSENM, except where fire suppression would: <ul style="list-style-type: none"> <li>• Protect life and property</li> <li>• Prevent uncharacteristic wildland fire in native habitats</li> <li>• Protect special status species habitat from uncharacteristic wildland fire</li> <li>• Benefit the protection of GSENM objects.</li> </ul>
FIRE-04	Stabilize, rehabilitate, and restore landscape characteristics after wildland fires to restore native ecosystems, as appropriate for site management goals.



### 2.2.6 Fish and Wildlife (FWL)

#### Goal

- Manage the biological integrity of terrestrial and aquatic ecosystems for the benefit of aquatic, avian, and terrestrial wildlife habitats and populations, with emphasis on native ecosystem health, habitat connectivity and corridors, resiliency, and biodiversity.

#### Objectives

- Protect aquatic, avian, and terrestrial wildlife habitat quality and quantity, including seasonal, migratory, and connectivity habitats, to provide for biologically diverse and healthy ecosystems to meet BLM Utah Rangeland Health Standards.
- Incorporate state wildlife agency habitat management goals and associated actions related to big game winter and summer range and migration corridors, and migration corridors for birds, insects, and fish, with measurable outcomes, into ongoing wildlife management (such as maintenance of related infrastructure) and project-level planning.

#### Management Directions

**Table 2-7. Management Directions for Fire Management**

<b>Management No.</b>	<b>Management Directions</b>
FWL-01	Prohibit placement of new permanent structures or roads where they would reduce animal or plant population resiliency or inhibit big game migration on a long-term basis.
FWL-02	Design waterway road crossings to allow for high flow events and to provide aquatic species passage and floodplain connectivity.
FWL-03	Domestic sheep and goats may only be used as pack animals outside occupied desert bighorn sheep habitat. The BLM may authorize the use of domestic sheep and/or goats to meet vegetation management objectives or for scientific research purposes, if consistent with the protection of GSENM objects and effective physical separation between domestic sheep/goats and wild sheep is maintained.
FWL-04	Maintain and restore habitat through vegetation management or other actions (such as instream habitat improvement) to support sustainable populations of native aquatic, avian, and terrestrial wildlife species.
FWL-05	Avoid adverse impacts on aquatic, avian, and terrestrial species habitat, connectivity, and movement. Where adverse impacts cannot be avoided, ensure project design features would reduce loss of native habitat, connectivity, and movement.

<b>Management No.</b>	<b>Management Directions</b>
FWL-06	Foster self-sustaining populations of native aquatic, avian, and terrestrial species and associated ecosystems through augmentation, transplanted, and reintroduction of native species. Nonnative species could be used in specific circumstances if they help meet identified objectives, they pose no threat to the greater ecosystem, and their use is consistent with the protection of GSENM objects.
FWL-07	Maintain, enhance, and/or restore habitat connectivity and unrestricted native aquatic, avian, and terrestrial species movement between ecological areas, seasonal use areas, and other areas important for sustainable populations. Allow construction of aquatic species barriers if the benefit of nonnative species control and native species protection is greater than the loss in connectivity.
FWL-08	<p><u>All Areas:</u> Maintenance of existing water developments for native wildlife may be allowed, consistent with the protection of GSENM objects.</p> <p>Modifications to existing water developments for native wildlife may be allowed, if the existing water development and its modification would be consistent with the protection of GSENM objects.</p> <p><u>Front Country, Passage, and Outback Areas:</u> New water developments for native wildlife may be allowed, if the new water development and its construction would be consistent with the protection of GSENM objects.</p> <p><u>Primitive Area:</u> Prioritize providing water for native wildlife through the maintenance, restoration, and/or enhancement of natural water sources. New water developments for native wildlife may be allowed, if the new water development and its construction would protect and enhance GSENM objects.</p>
FWL-09	Habitat for Greater Sage-Grouse (GRSG) occurs in GSENM. The BLM will implement the relevant decisions from the operative GRSG RMP amendment(s) applicable to habitat in GSENM.

**2.2.7 Forestry and Woodland Products (FOR)**

**Goal**

- Ensure resiliency, health, and sustainable management of the forest and woodland ecosystems, and preservation of the biological diversity and productivity, within all areas identified for provision of forestry and woodland products.

**Objective**

- Manage forest and woodland health in a manner that maintains and restores forest and woodland health, including watershed values, healthy soils, and maintenance of plant and wildlife habitats.

**Management Directions**

**Table 2-8. Management Directions for Forestry and Woodland Products**

Management No.	Management Directions
FOR-01	Prohibit the commercial harvest of forestry and woodland products.
FOR-02	<p>Consider the noncommercial harvest of forestry and woodland products on a site-specific basis, consistent with the protection of GSENM objects and in accordance with applicable law.</p> <p>Determine areas and species available for collection as climatic conditions allow and ensure maintenance and health of the applicable ecosystems.</p> <p>Prohibit harvest of forestry and woodland products in the following areas (Figure 2-4):</p> <ul style="list-style-type: none"> <li>• WSAs</li> <li>• Lands with wilderness characteristics managed for protection of the wilderness characteristics</li> <li>• Ponderosa pine, Douglas-fir, mixed conifer, and aspen stands</li> <li>• Restoration areas</li> <li>• 330 feet from riparian areas</li> </ul>
FOR-03	Prohibit the felling or destruction of old-growth and mature trees (live and dead). Protect the ecological context of such trees through buffers around associated intact, natural ecological features.

**2.2.8 Lands and Realty (LAR)**

**Goals**

- Manage discretionary ROWs/land use authorizations to be consistent with the protection of GSENM objects.
- Consolidate land within GSENM into federal ownership to protect GSENM objects and resources.

**Objectives**

- Disposal of lands within GSENM is not allowed per Proclamation 10286, except for possibly by exchange that furthers the protective purposes of GSENM.
- Enhance the protection of GSENM objects and resources by land exchange and land acquisition from willing landowners.
- When possible, place new ROWs in locations that best protect GSENM objects and resources.

**Management Directions**

**Table 2-9. Management Directions for Lands and Realty**

<b>Management No.</b>	<b>Management Directions</b>
LAR-01	In accordance with Presidential Proclamation 10286, all lands within GSENM are withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing, other than by exchange that furthers the protective purposes of GSENM. In addition, there are withdrawals that existed prior to the original establishment of GSENM, such as public water reserves, that remain in effect until revoked.
LAR-02	Where there are valid and existing nonmineral authorizations, their uses will be allowed subject to the terms and conditions of the authorizing document. Where these uses conflict with the protection of GSENM objects, and where legally possible, nonmineral authorizations would be adjusted to eliminate or minimize adverse impacts.
LAR-03	Consider acquisition of private lands or interests in lands, by exchange, purchase, or donation, from any willing seller identified within GSENM.

Management No.	Management Directions
LAR-04	<p>Pursue land acquisitions and exchanges that support this plan’s management goals and objectives and that further the protective purposes of GSENM.</p> <p>If prioritization is needed (for example, due to workload and/or funding), prioritize actions that:</p> <ul style="list-style-type: none"> <li>• Protect objects and at-risk resources,</li> <li>• Enhance management of GSENM objects,</li> <li>• Facilitate scientific discovery, or</li> <li>• Serve National policy directives.</li> </ul>
LAR-05	<p>Maintain 10,900 acres as designated ROW corridors. This includes the Section 368 corridor 68-116 and the congressionally designated utility corridor along U.S. Highway 89 (Public Law 105-355) in Kane County, which extends 240 feet north and 500 feet south of the highway centerline (Figure 2-5).</p>
LAR-06	<p>Manage 1,251,800 acres that include the following areas as ROW exclusion (Figure 2-6):</p> <ul style="list-style-type: none"> <li>• WSAs</li> <li>• Lands with wilderness characteristics managed for protection of those characteristics</li> <li>• RNAs (ACECs)</li> <li>• Suitable wild segments of WSR corridors</li> <li>• Primitive area</li> <li>• All suitable WSR corridors in the outback and primitive areas</li> </ul> <p>The only exception to the ROW exclusion areas would be to consider, on a case-by-case basis, the granting of a ROW that would provide the minimum necessary function for local emergency services.</p>

Management No.	Management Directions
LAR-07	<p>Manage 583,400 acres that include the following areas as ROW avoidance (Figure 2-6):</p> <ul style="list-style-type: none"> <li>• High-probability cultural resource areas as defined by predictive model values of 0.6 or greater (Cultural Resources Predictive Model for GSENM, Yaworsky et al. 2018)</li> <li>• Priority Habitat Management Area (linear and site-type ROWs) (operative GRSG RMP amendment(s))</li> <li>• GRSG opportunity areas within 4 miles of a lek located in Priority Habitat Management Area (operative GRSG RMP amendment(s))</li> <li>• Front country, passage, and outback areas not identified as ROW exclusion or open</li> <li>• OSNHT Management Corridor, except as provided in row 248 and 275</li> </ul> <p>To allow a ROW in an avoidance area, the ROW must be the minimum necessary to achieve the ROW's purpose and would not otherwise be feasible in an open area.</p>
LAR-08	<p>Manage 10,900 acres that include the following areas as open for ROW location (Figure 2-6):</p> <ul style="list-style-type: none"> <li>• Section 368 corridor 68-116</li> <li>• Congressionally designated utility corridor along Highway 89 (Public Law 105-355)</li> </ul>
LAR-09	<p>Manage 19,500 acres of the Highway 89 seasonal mule deer migration corridor as a seasonal ROW avoidance area (October 1 to April 1) (Figure 2-6). Prohibit new ROW construction or maintenance within this area during this time frame. Exceptions for emergency ROW maintenance could be considered on a case-by-case basis.</p>
LAR-10	<p>Allow renewal or upgrades of existing facilities authorized under a ROW/land use authorization in GSENM. Upgrades of existing facilities must be consistent with the protection of GSENM objects. In ROW exclusion areas other than WSAs, on a case-by-case basis, and consistent with the protection of GSENM objects, the BLM may authorize:</p> <ul style="list-style-type: none"> <li>• Additional necessary access to an existing ROW for purposes of maintenance</li> <li>• The widening of an existing ROW</li> <li>• The replacement of existing ROW facilities with new adjacent ROW facilities</li> </ul>
LAR-11	<p>Applicants must clearly demonstrate that no feasible off-GSENM alternatives exist for placement of facilities, which includes both new facilities and the replacement of existing facilities with new adjacent facilities, prior to analyzing placement within GSENM, except in designated utility corridors.</p>
LAR-12	<p>Authorize only one reasonable access route to private land parcels unless public safety warrants additional routes.</p>

**2.2.9 Lands with Wilderness Characteristics (LWC)**

**Goal**

- Protect, preserve, and maintain the appearance of naturalness and outstanding opportunities for solitude and/or primitive and unconfined recreation, as well as supplemental values (such as ecological, geological, or other features of scientific, educational, scenic, or historical value) within lands with wilderness characteristics, as appropriate.

**Objective**

- Manage lands with wilderness characteristics according to land use allocations for lands with wilderness characteristics (Figure 2-7).

**Management Directions**

**Table 2-10. Management Directions for Lands with Wilderness Characteristics**

Management No.	Management Directions
LWC-01	<p>Manage the 329,400 acres of lands with wilderness characteristics in the primitive area to <u>protect</u> wilderness characteristics.</p> <p>Manage the 224,100 acres of lands with wilderness characteristics in the passage and outback areas to <u>minimize</u> impacts on wilderness characteristics.</p> <p>Manage the 6,100 acres of lands with wilderness characteristics in the front country area for other discretionary uses while <u>not protecting</u> wilderness characteristics.</p>
LWC-2	<p>Within lands with wilderness characteristics managed to <u>protect</u> those characteristics, only allow for discretionary uses that do not impact the unit’s wilderness characteristics and that are consistent with the protection of GSENM objects.</p> <p>Management includes:</p> <ul style="list-style-type: none"> <li>• VRM Class I</li> <li>• Closed to OHV travel</li> <li>• ROW exclusion</li> <li>• Allow vegetation management and restorations that enhance or preserve wilderness characteristics</li> <li>• Restrict construction of new structures and facilities unrelated to the preservation or enhancement of wilderness characteristics or necessary for the management of existing uses</li> </ul>

Management No.	Management Directions
LWC-03	<p>Within lands with wilderness characteristics that are managed to <u>minimize</u> impacts on wilderness characteristics, management includes:</p> <ul style="list-style-type: none"> <li>• Allow discretionary uses only if such uses (1) minimize impacts on wilderness characteristics, and (2) do not result in the elimination of the lands with wilderness characteristics unit (that is, the elimination of a 5,000-acre area that possesses naturalness and outstanding opportunities for solitude and primitive and unconfined recreation) or the manageability of the unit.</li> <li>• Seek to avoid impacts from discretionary uses on these units of wilderness characteristics; where those impacts cannot be avoided, adopt design features and other conditions to minimize such impacts. The BLM Authorized Officer should consider compensatory mitigation for those impacts that cannot be avoided and minimized.</li> </ul>
LWC-04	<p>Manage lands with wilderness characteristics that are managed for other discretionary uses while <u>not protecting</u> wilderness characteristics according to other prescriptions.</p>



**2.2.10 Livestock Grazing (GRA)**

**Goal**

- Protect and restore healthy native rangelands.

**Objectives**

- Implement livestock grazing management practices to meet the BLM Utah Rangeland Health Standards in a manner that is consistent with the protection of GSENM objects.
- Minimize conflicts between livestock grazing and other discretionary uses.

**Management Directions**

**Table 2-11. Management Directions for Livestock Grazing**

Management No.	Management Directions
GRA-01	Allocate the following allotments or areas as unavailable for livestock grazing and maintain closures or cancel grazing permit (Figure 2-8): <ul style="list-style-type: none"> <li>• Antone Flat</li> <li>• Big Bowns Bench<sup>1</sup></li> <li>• Deer Creek Allotment, River Pasture</li> <li>• Deer Creek Allotment, Cottonwood Pasture</li> <li>• Dry Hollow</li> <li>• Escalante River Allotment</li> <li>• Flag Point</li> <li>• Harvey’s Fear Allotment</li> <li>• Longneck</li> <li>• McGath Point</li> <li>• Muley Twist</li> <li>• Navajo Bench</li> </ul>

<sup>1</sup> The existing holder voluntarily relinquished the grazing permit for the Big Bowns Bench Allotment; as such, the lands are retired from livestock grazing. The forage in the former allotment is not allocated for livestock consistent with Proclamation 10286 of October 8, 2021 (86 *Federal Register* 57335; October 15, 2021).

Management No.	Management Directions
GRA-01 (cont.)	<ul style="list-style-type: none"> <li>• No Mans Mesa</li> <li>• Phipps Allotment, Lower River Pasture</li> <li>• Phipps Allotment, Upper River Pasture</li> <li>• Rattlesnake Bench Allotment</li> <li>• Rock Creek-Mudholes Allotment, Dry Rock Creek Pasture (includes Middle Rock Creek Area)</li> <li>• Saltwater Creek</li> <li>• Spencer Bench</li> <li>• Steep Creek</li> <li>• Upper Paria, South Pasture</li> <li>• Willow Gulch Allotment, Lower Calf Creek Falls Pasture</li> <li>• Areas currently outside any grazing allotment</li> </ul>
GRA-02	Allocate 1,737,300 acres as available for livestock grazing (Figure 2-8).
GRA-03	<p>Manage the following pastures as available for livestock grazing but limited to livestock trailing only, as necessary for proper management of adjacent or nearby allotments, unless/until the BLM determines that all rangeland health standards are met, at which point the trailing only restriction would no longer apply and these areas would be managed in accordance with the 43 CFR Part 4100 regulations. If rangeland health standards are not being met under trailing only restrictions and livestock are determined to be a causal factor, the trailing restrictions would remain, and additional site-specific management prescriptions would be applied until rangeland health standards are achieved.</p> <ul style="list-style-type: none"> <li>• Circle Cliffs Allotment, Gulch Pasture</li> <li>• Cottonwood Allotment, Paria River Pasture</li> <li>• Cottonwood Allotment, Paria Box Pasture</li> <li>• Upper Paria Allotment, Upper River Pasture</li> </ul> <p>When limited to trailing only, livestock will be actively herded in a manner that minimizes the duration of livestock in these areas.</p> <p>Manage the Long Canyon Stock Driveway allotment as available for livestock grazing but limited to livestock trailing only, as necessary for proper management of adjacent or nearby allotments. Livestock would be actively herded in a manner that minimizes the duration of livestock in these areas. As the area is only usable as a trailing corridor, the adaptive language associated with above pastures would not apply to the Long Canyon Stock Driveway.</p>

<b>Management No.</b>	<b>Management Directions</b>
GRA-04	Manage the following areas as available for livestock grazing, limited to non-renewable permits and leases (Figure 2-8): <ul style="list-style-type: none"> <li>• Deer Creek Allotment, Wolverine Bench Pasture</li> <li>• Little Bowns Bench Allotment</li> <li>• Phipps Allotment, Phipps Pasture</li> </ul>
GRA-05	Allocate 105,452 AUMs (active and suspended) for livestock.  Upon voluntary relinquishment of a grazing permit or lease, the number of allocated AUMs will automatically decrease by the number of AUMs authorized by that permit or lease at the time of relinquishment, unless the BLM determines that the reallocation of grazing forage associated with the relinquished permit or lease would advance the purposes of Proclamations 10286 and 6920.

Management No.	Management Directions
GRA-06	<p>Within 2 years of the signing of the ROD, complete land health assessments and, if needed, causal factor determinations, on allotments within the following priority watersheds:</p> <ul style="list-style-type: none"> <li>• Upper Johnson Wash</li> <li>• Horse Canyon-Escalante River</li> <li>• Last Chance Creek</li> <li>• Upper Paria</li> <li>• Hackberry Canyon-Cottonwood Creek</li> <li>• Middle Paria</li> <li>• Upper Buckskin Gulch</li> <li>• Lower Deer Creek</li> <li>• Bear Creek-Boulder Creek</li> </ul> <p>The BLM will use the land health assessments and, if applicable, causal factor determinations to inform the processing and issuances of decisions for livestock grazing permit renewals for allotments within the priority watersheds. Decisions will be issued within 5 years of the signing of the ROD for this RMP.</p> <p>For the remaining active allotments, the BLM will use land health assessments and, if applicable, causal factor determinations to inform the processing and issuances of decisions for livestock grazing permit renewals for allotments. Decisions will be issued within 10 years of the signing of the ROD for this RMP.</p> <p>If a land health determination indicates that grazing use is not consistent with the provisions of 43 CFR 4180, the BLM, during the grazing permit renewal process, would consider both a decrease in permitted use in accordance with 43 CFR 4110.3-2 and changes to grazing practices to support the achievement of the BLM Utah Rangeland Health Standards and ensure consistency with the protection of GSENM objects.</p>

Management No.	Management Directions
<p>GRA-07</p>	<p>Proclamation 10286 states, “Should grazing permits or leases be voluntarily relinquished by existing holders, the Secretary shall retire from livestock grazing the lands covered by such permits or leases pursuant to the processes of applicable law. Forage shall not be reallocated for livestock grazing purposes unless the Secretary specifically finds that such reallocation would advance the purposes of this proclamation and Proclamation 6920.” If a holder voluntarily relinquishes its grazing permit or lease, or portion thereof, the lands covered by such permit or lease, or portion of the lands, will automatically become unavailable for livestock grazing in accordance with Proclamation 10286.</p> <p>The assignment of a livestock grazing permit or lease from one person or entity to another does not constitute a voluntary relinquishment and is not subject to the management actions included in this provision. Upon receiving a written voluntary relinquishment of an existing grazing permit or lease, the BLM will:</p> <ul style="list-style-type: none"> <li>• Verify that the permit or lease being voluntarily relinquished is valid and authorizes livestock grazing on public lands in GSENM.</li> <li>• Provide a written acknowledgment of the voluntary relinquishment to the permit or lease holder.</li> <li>• Update any applicable data systems, modify the allotment record, and update other applicable records upon relinquishment.</li> <li>• Update the acreage figures in the GSENM RMP to reflect that the lands covered by the voluntarily relinquished permit or lease are unavailable for livestock grazing via plan maintenance.</li> <li>• Unless the forage associated with the subject lands is reallocated for livestock grazing purposes to specifically enhance the protection of GSENM objects identified in Proclamation 10286, manage the lands previously subject to the voluntarily relinquished permit or lease for the conservation of wildlife forage and habitat. The BLM Authorized Officer will impose restrictions on applications for uses that are inconsistent with the use of the subject lands being managed for the conservation of wildlife forage and habitat.</li> <li>• Consistent with available resources, remove unnecessary range improvement projects on the lands covered by the voluntarily relinquished permit or lease and rehabilitate any water developments. Such removal actions may require NEPA review and decision-making.</li> </ul> <p>In the case of common allotments, the voluntary relinquishment of a grazing permit or lease by one permit or lease holder will result in a reduction of:</p>

Management No.	Management Directions
<p>GRA-07 (cont.)</p>	<ul style="list-style-type: none"> <li>• The overall authorized number of AUMs on the allotment as a whole. While the entire allotment will continue to be grazed by the remaining permit or lease holder(s), the voluntarily relinquished permit or lease will result in a reduction in the number of AUMs available for the allotment. The reduction will correspond to the number of permitted AUMs (including active and suspended AUMs) authorized under the voluntarily relinquished permit or lease. Increasing active AUMs on remaining permits or leases by converting suspended AUMs to active AUMs to replace the retired AUMs will not be allowed; or,</li> <li>• The overall authorized number of AUMs/Head Months and the geographic area available for grazing on the allotment, when all the existing holders of a permit or lease pertaining to that allotment request, in writing, that a specific geographic portion of the allotment be retired due to the full or partial voluntary relinquishment of a holder’s permit or lease. In response to such a request, the agencies will amend the applicable permit or lease to no longer authorize grazing of that geographic area and reduce the overall authorized number of AUMs/Head Months, as described in the previous bullet.</li> </ul> <p>A grazing permittee’s or lessee’s voluntary relinquishment of its livestock grazing permit or lease does not involve a BLM decision; therefore, it does not require compliance with NEPA, and it cannot be protested or appealed under 43 CFR 4160. A voluntary relinquishment and the resulting retirement of the subject lands from livestock grazing does not require the BLM to change the classification of any area within such lands that have been established as a grazing district under the Taylor Grazing Act. The United States is not obligated to compensate permittees/lessees for any interest in authorized range improvements used in conjunction with the relinquished permit or lease.</p>
<p>GRA-08</p>	<p>Identify opportunities during livestock grazing permit renewal processes to allow for adaptive management approaches that best support the achievement of the BLM Utah Rangeland Health Standards and resource management and ensure consistency with the protection of GSENM objects. Adaptive management approaches, as incorporated into a permit’s terms and conditions, may include, but are not limited to, the following:</p> <ul style="list-style-type: none"> <li>• Adjusting livestock distribution, season of use, grazing duration, stocking rate (AUMs), and recovery periods</li> <li>• Managing for measured resource conditions, rather than calendar dates</li> </ul>
<p>GRA-09</p>	<p>Prohibit domestic sheep or goats as the kind (species) of livestock on 10-year grazing permits.</p>
<p>GRA-10</p>	<p>Implement seasonal reductions in AUMs in allotments during drought years. Use the Vegetation Drought Response Index (VEGDRI) as a guide to indicate drought in addition to other relevant and available sources of information, including but not limited to precipitation data gathered from rain gauges and field data collection of present forage condition.</p>
<p>GRA-11</p>	<p>Allow maintenance of existing structural range improvements, where consistent with the terms and conditions of the applicable grazing permits, cooperative range improvement agreement, or range improvement permit. This includes repairs (for example, mending existing fences, repairing springs boxes, and fixing line breaks) and in-kind replacements (for example, valves, minor solar panels stands, and incidental broken elements of infrastructure).</p>

Management No.	Management Directions
GRA-12	<p>Modifications to existing structural range improvements may be allowed, if the existing structural range improvements and its modification would:</p> <ul style="list-style-type: none"> <li>• Support the achievement of the BLM Utah Rangeland Health Standards, as informed by a current land health assessment (within the last 10 years), and, if needed, a causal factor determination; and,</li> <li>• Be consistent with the protection of GSENM objects.</li> </ul> <p>An exception to the requirement to inform modifications by a current land health assessment may be granted for modifications to structural range improvements that would exclude livestock from an area and/or prevent imminent damage to GSENM objects.</p>
GRA-13	<p>New structural range improvements may be allowed, if the new structural range improvement and its construction would:</p> <p><u>Front Country, Passage, and Outback Areas:</u></p> <ul style="list-style-type: none"> <li>• Support the achievement of the BLM Utah Rangeland Health Standards, as informed by a current land health assessment (within the last 10 years), and, if needed, a causal factor determination; and,</li> <li>• Be consistent with the protection of GSENM objects.</li> </ul> <p><u>Primitive Area:</u></p> <ul style="list-style-type: none"> <li>• Support the achievement of the BLM Utah Rangeland Health Standards, as informed by a current land health assessment (within the last 10 years), and, if needed, a causal factor determination; and,</li> <li>• Protect and enhance GSENM objects.</li> </ul> <p>An exception to the requirement to inform modifications by a current land health assessment may be granted for new structural range improvements that would exclude livestock from an area and/or prevent imminent damage to GSENM objects.</p>
GRA-14	<p>Prohibit nonstructural range improvements with a primary purpose of increasing forage for livestock.</p>
GRA-15	<p>The BLM will manage livestock grazing to meet the Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah (BLM 1997) in a manner that is consistent with the protection of GSENM objects.</p>

### 2.2.11 National Historic Trails (NHT)

#### Goals

- Responsibly provide for recreation, preservation, and appreciation of the OSNHT, consistent with the protection of GSENM objects.

#### Objectives

- Manage the OSNHT management corridor for appropriate recreational use and preservation of trail resources in accordance with the National Historic Trails Act and applicable BLM policy.
- Manage the OSNHT management corridor to preserve the historic integrity of the trail so that visitors can have a vicarious experience.
- Identify, preserve, and protect significant cultural resources and significant history properties with the OSNHT Management Corridor that support the nature and purposes of the OSNHT.

#### Management Directions

**Table 2-12. Management Directions for National Historic Trails**

<b>Management No.</b>	<b>Management Directions</b>
NHT-01	Designate 78,600 acres as the OSNHT Management Corridor, as shown in Figure 2-9.
NHT-02	Prohibit discretionary uses that substantially interfere with the nature and purposes of the OSNHT within the management corridor.
NHT-03	Provide appropriate facilities, interpretation, and signage for the OSNHT to improve visitor experiences.
NHT-04	Prepare an Activity Plan for the OSNHT management corridor that identifies specific uses that are consistent with the goals and objectives for the corridor and includes a monitoring component.
NHT-05	Manage the OSNHT management corridor as ROW avoidance except: <ul style="list-style-type: none"> <li>• Manage the portions of the corridor that fall within the primitive zone as ROW exclusion.</li> <li>• Manage the portions that fall within the congressionally designated utility corridor along U.S. Highway 89 (Public Law 105-355) as open to ROWs.</li> </ul>
NHT-06	Manage the OSNHT management corridor to protect the integrity of the historic setting by managing as VRM Class II except: <ul style="list-style-type: none"> <li>• Where allocated as VRM Class I by other management direction</li> <li>• The congressionally designated utility corridor along U.S. Highway 89 (Public Law 105-355) is allocated as VRM Class III</li> </ul>
NHT-07	Cultural use allocations for cultural properties, sites, and settings within the OSNHT management corridor should not include the “discharged from management” allocation when the property supports the nature and purposes of the OSNHT.



<b>Management No.</b>	<b>Management Directions</b>
NHT-08	<p>Manage recreation within the Paria River and Paria Breaks OSNHT inventory analysis units to emphasize high-quality recreation opportunities; relative freedom from intrusion; opportunities for vicarious experiences; and conservation, protection, and restoration of National Trail resources, qualities, values, and associated settings.</p> <p>The BLM may authorize exceptions to group size limits on a case-by-case basis when those exceptions would be consistent with protection of GSENM objects and with the purposes of the OSNHT.</p>

**2.2.12 Natural Soundscapes (NSS)**

**Goal**

- Protect the quality of natural soundscapes.

**Objective**

- Manage uses to protect the natural quiet associated with GSENM’s soundscapes.

**Management Directions**

**Table 2-13. Management Directions for Natural Soundscapes**

Management No.	Management Directions
NSS-01	<p><u>Front Country Area:</u> Require sound attenuation features for any facilities that generate noise to keep short-term anthropogenic noise below 75 dBA and long-term anthropogenic noise below 55 dBA (observed L50 sound level) at no more than 50 feet from the source.</p> <p><u>Passage and Outback Areas:</u> Require sound attenuation features for any facilities that generate noise to keep noise below 10 dBA above the L90 measured background sound level at no more than 50 feet from the source.</p> <p><u>Primitive Area:</u> No noise-generating facilities.</p> <p>At all existing facilities: Retrofit existing facilities that generate sound to reduce sound generated below management area thresholds to the extent possible. Allow exceptions for scientific and research purposes as determined by the BLM Authorized Officer.</p>
NSS-02	Establish quiet hours to protect natural quiet at campgrounds, designated camping locations, and other locations, as warranted.

**2.2.13 Night Skies (NSK)****Goal**

- Protect the quality of the dark night skies.

**Objective**

- Manage outdoor lighting fixtures to protect the quality of dark night skies.

**Management Directions****Table 2-14. Management Directions for Dark Skies**

<b>Management No.</b>	<b>Management Directions</b>
NSK-01	Allow outdoor lighting fixtures for public health and safety only. Where outdoor lighting fixtures are needed for public health and safety, remove, replace, or retrofit existing outdoor lighting fixtures where possible.
NSK-02	Seek International Dark Sky Place status.

**2.2.14 Paleontological Resources and Geology (PRG)**

**Goal**

- Ensure the preservation and protection of paleontological and geological resources.

**Objectives**

- Protect paleontological and geologic resources from destruction or degradation.
- Manage discretionary uses to prevent unnecessary damage to paleontological resources.

**Management Directions**

**Table 2-15. Management Directions for Paleontological Resources and Geology**

<b>Management No.</b>	<b>Management Directions</b>
PRG-01	Identify and protect paleontological and geological sites and specimens appropriate for public access.
PRG-02	Proactively maintain an annual program of inventorying, monitoring, and, where appropriate, collecting and curation for paleontological and geological objects and resources. Focus on areas and resources identified in Proclamation 10286 and other fossil areas with PFYC ratings of 4 and 5 and utilizing scientific principles and guidance.

Management No.	Management Directions
PRG-03	<p>Develop a paleontological resource plan in coordination with academic institutions, interested stakeholders, and appropriate state and local government, including counties and municipalities, that includes, but is not limited to, the following components:</p> <ul style="list-style-type: none"> <li>• Development of a consistent PFYC system for use throughout the planning area</li> <li>• Basic structure and organization of the paleontological resource program</li> <li>• Protocols for inventory, collection, and protection of paleontological resources</li> <li>• Protocols for managing paleontological sites by class, including the identification of scientific, educational, and recreational use opportunities</li> <li>• Protocols for volunteer/citizen scientist involvement in paleontological resource management/research</li> <li>• Development of a catalog of field locations needing baseline inventories where various impacts are adversely affecting resources</li> <li>• Development of annual inventory, monitoring, and collection plans for paleontological resources in coordination with the relevant research communities</li> <li>• Development of site security plans for threatened or vulnerable sites</li> <li>• On-site (at designated sites) or community-based interpretation for significant sites/specimens to create opportunities for public access and appreciation</li> <li>• Protocol for monitoring trends and conditions of paleontological sites, including prioritization for scientifically important fossils and based on threats</li> <li>• Collections management strategy including specimens in off-site museums</li> </ul>

**2.2.15 Public Health and Safety**

**Goal**

- Promote the health and safety to visitors in GSENM.

**Objective**

- Provide for opportunities in GSENM that minimize health and safety hazards.

**Management Directions**

**Table 2-16. Management Directions for Public Health and Safety**

<b>Management No.</b>	<b>Management Directions</b>
PHS-01	Remediate hazardous or potentially hazardous sites and situations, including hazardous materials, hazardous or solid wastes, abandoned mine sites, abandoned well sites, and other potential hazards.

**2.2.16 Recreation and Visitor Services (REC)**

**Goals**

- Provide recreational opportunities in a variety of physical, social, and operational settings, from primitive, remote landscapes to front-country landscape, which allows visitors to have desired recreational experiences, results in associated beneficial outcomes consistent with the protection of GSENM objects, and reduces conflicts with other discretionary uses.
- Recreation by both private and commercial users on GSENM will support a travel and tourism sector that is a source of economic opportunity for the region; management will be consistent with the protection of GSENM objects.

**Objectives**

- Manage RMAs in accordance with prescriptions in Management Directions REC-20 through REC-40.

**Management Directions**

**Table 2-17. Management Directions for Recreation and Visitor Services**

Management No.	Management Directions
REC-01	Designate the following SRMAs (Figure 2-10): <ul style="list-style-type: none"> <li>• Burr Trail Road</li> <li>• Cottonwood Canyon Road</li> <li>• Egypt</li> <li>• Highway 12 – Escalante to Boulder</li> <li>• Hole-in-the-Rock Road</li> <li>• House Rock Valley Road</li> <li>• Little Desert</li> <li>• North Escalante Canyons</li> <li>• Old Paria</li> <li>• Paria-Hackberry Canyons</li> <li>• Phipps Death Hollow</li> <li>• Skutumpah Road</li> <li>• Spencer Flats-Red Breaks</li> <li>• Toadstools</li> </ul>

Management No.	Management Directions
REC-02	Designate the following ERMA's (Figure 2-10): <ul style="list-style-type: none"> <li>• Buckskin-Five Mile</li> <li>• Circle Cliffs-Wolverine</li> <li>• Escalante Desert</li> <li>• Fiftymile Mountain</li> <li>• Nephi Pasture</li> <li>• Skutumpah Terrace – Deer Range</li> <li>• Smoky Mt. Left Hand Collett Roads</li> <li>• Wahweap-White Rocks</li> </ul>
REC-03	The following area management applies to campfires. <p><u>All Areas:</u></p> <ul style="list-style-type: none"> <li>• Sensitive resource areas may be closed to campfires to protect GSENM objects and resources.</li> <li>• Do not allow campfires on No Mans Mesa or the canyon floors in the Escalante River and Paria River Canyon systems, including tributaries.</li> </ul> <p><u>Front Country Area:</u></p> <ul style="list-style-type: none"> <li>• Allow campfires only in designated fire grates. Campfire wood collecting is not allowed. Removal of unused imported firewood is required.</li> </ul> <p><u>Passage Area:</u></p> <ul style="list-style-type: none"> <li>• Campfires are allowed only in designated fire grates or fire pans/blankets. Require removal of unused, imported firewood. Do not allow campfire wood collecting.</li> </ul> <p><u>Outback Area:</u></p> <ul style="list-style-type: none"> <li>• Allow campfires. The use of fire grates or fire pans/blankets and removal of ash is recommended. Require removal of unused, imported firewood. Allow collection of dead and down wood for campfires</li> </ul> <p><u>Primitive Area:</u></p> <p>Same as outback area with the following addition:</p> <ul style="list-style-type: none"> <li>• Allow collection of dead and down wood where campfires are allowed.</li> </ul>



Management No.	Management Directions
REC-04	Where recreation use creates conflicts at grazing facilities and where the BLM Authorized Officer determines those conflicts merit BLM response, the BLM may limit recreational use to reduce conflicts. Limits may depend on the season of use of the grazing allotment.
REC-05	<p><u>Front Country and Passage Areas:</u> Recreation facilities with utilities or paved surfaces could be provided.</p> <p><u>Outback Areas:</u> Recreation facilities, in limited cases, will be allowed only where other management direction for resource protection prove to be ineffective.</p> <p><u>Primitive Area:</u> Recreation facilities will not be provided.</p>
REC-06	Provide signage as needed for safety, resource protection, identification, orientation, and interpretive/educational purposes.
REC-07	Permanent fixed climbing anchors outside WSAs could be permitted if shown to be consistent with the protection of GSENM objects and if they would enhance public safety.
REC-08	<p>Canyoneering, rappelling, and climbing restrictions:</p> <ul style="list-style-type: none"> <li>• Not allowed in paleontological and archaeological sites, natural bridges, arches, and flowing or active waterfalls.</li> <li>• Special Status Species habitat will be closed as needed to protect species.</li> <li>• Areas may be buffered or seasonally closed to prevent disturbance to raptor nesting.</li> </ul>

Management No.	Management Directions
REC-09	<p>The following management applies to camping.</p> <p><u>All Areas:</u></p> <ul style="list-style-type: none"> <li>• Allow camping in accordance with management area and RMA prescriptions (Appendix E).</li> <li>• Require permits for overnight use.</li> <li>• Areas may be closed to camping to protect GSENM objects and resources.</li> <li>• Prohibit dispersed camping adjacent to rock writing sites, in alcoves with known prehistoric sites, and within historic or prehistoric sites listed or eligible for listing on the National Register.</li> <li>• Camping stay limit: 14 days. Campers must relocate at least a 30-mile radius away and may not return within 28 days to a previous campsite.</li> </ul> <p><u>Front Country Area:</u> Allow camping only in campgrounds.</p> <p><u>Passage Area:</u> Allow camping only in campgrounds or designated camping areas.</p> <p><u>Outback and Primitive Areas:</u> Allow dispersed camping. Designated camping areas may be identified on an as-needed basis.</p>
REC-10	<p><u>All Areas:</u> Prohibit competitive motorized events.</p> <p><u>Front Country, Passage, and Outback Areas:</u> Nonmotorized competitive events on designated open routes may be considered by the authorizing officer.</p> <p><u>Primitive Areas:</u> Prohibit all competitive events.</p>
REC-11	<p>Multiyear SRPs are subject to annual review to ensure the continued consistency with recreational objectives and the protection of GSENM objects.</p>

Management No.	Management Directions
REC-12	<p>SRPs may be issued for noncompetitive events with the following limitations:</p> <p><u>For All Areas:</u></p> <ul style="list-style-type: none"> <li>• Ensure group sizes conform to the requirements of the most restrictive area in which the event occurs.</li> <li>• Prohibit SRPs that provide for intentional visitation to cultural sites, except for approved visitation to designated public cultural sites or approved sites by the BLM.</li> </ul> <p><u>Front Country, Passage, and Outback Areas:</u></p> <ul style="list-style-type: none"> <li>• Allow noncompetitive motorized SRP events on designated routes.</li> <li>• Ensure a maximum of 15 vehicles per group.</li> </ul> <p><u>Primitive Area:</u></p> <ul style="list-style-type: none"> <li>• Prohibit noncompetitive motorized SRP events.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> </ul>
REC-13	<p>Limit the group size as follows.</p> <p><u>Front Country Area:</u></p> <ul style="list-style-type: none"> <li>• 75 individuals</li> </ul> <p><u>Passage Area:</u></p> <ul style="list-style-type: none"> <li>• 25 individuals</li> </ul> <p><u>Outback Area:</u></p> <ul style="list-style-type: none"> <li>• 25 individuals</li> </ul> <p><u>Primitive Area:</u></p> <ul style="list-style-type: none"> <li>• 12 individuals</li> </ul> <p>Group size limits in SRMAs supersede these allowances.</p> <p>On a case-by-case basis, the BLM Authorized Officer may approve exceptions to group size limits, if consistent with the protection of GSENM objects.</p>

Management No.	Management Directions
REC-14	Require the use of personal waste systems within 330 feet of a water source, unless facilities are provided. Additional areas may be identified based on monitoring visitation use levels and resource impacts.
REC-15	Require the use of personal waste systems in accordance with RMA prescriptions.
REC-16	<p><u>All Areas:</u> Prohibit recreational shooting within 600 feet of locations with archaeological and historic resources (Figure 2-11).</p> <p><u>Front Country Area:</u> Prohibit recreational shooting (Figure 2-11).</p> <p><u>Passage, Outback, and Primitive Areas:</u> Prohibit recreational shooting within 600 feet of residences, campgrounds, developed recreation facilities, and the four routes listed below (Figure 2-11):</p> <ul style="list-style-type: none"> <li>• The Hole-in-the-Rock Road</li> <li>• Skutumpah Road</li> <li>• House Rock Valley Road</li> <li>• Johnson Canyon Road</li> </ul> <p>These prohibitions do not pertain to the lawful pursuit of game (see Glossary definition for Recreational Shooting).</p>
REC-17	<p>To protect GSENM objects, to control crowding, and/or to meet recreational objectives, the BLM may:</p> <ul style="list-style-type: none"> <li>• Require the public to obtain permits to engage in noncommercial recreational use.</li> <li>• Impose limitations on the number of commercial and noncommercial permits issued for a given area.</li> </ul> <p>To determine when and where such permits and limitations may be needed or changed, the BLM may consider, among other indicators, the following:</p> <ul style="list-style-type: none"> <li>• Resource damage (such as proliferation of campsites; human waste problems; social trailing; vandalism to historic, archaeological, and paleontological sites; damage to vegetation; or destruction of biological soil crusts)</li> <li>• Conflicts with threatened and endangered plant or animal species</li> <li>• User conflicts</li> <li>• Impacts on culturally sensitive areas and Tribal Nations' ability to engage in traditional and ceremonial practices</li> </ul>

Management No.	Management Directions
REC-18	<p>Unless otherwise specified for SRMAs/ERMAs/RMZs, limit recreational stock (pack) animals to the following number of pack animals per group per area:</p> <p><u>Front Country Area:</u></p> <ul style="list-style-type: none"> <li>• 25 animals</li> </ul> <p><u>Passage and Outback Areas:</u></p> <ul style="list-style-type: none"> <li>• 25 animals</li> </ul> <p><u>Primitive Area:</u></p> <ul style="list-style-type: none"> <li>• 12 animals</li> </ul>
REC-19	<p><u>Front Country and Passage Areas:</u>  Vending would be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</p> <p><u>Outback and Primitive Areas:</u>  Vending will not be allowed.</p>

Management No.	Management Directions
<i>Special and Extensive Recreation Management Areas</i>	
REC-20	<p><b>Buckskin – Five Mile ERMA (59,600 acres):</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Upgrade Great Western Trail and Middle Route Trailheads.</li> <li>• Upgrade Eagle Sink site.</li> <li>• Facilities allowed per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing prohibited at Eagle Sink.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate land and takeoff areas per management area prescriptions.</li> <li>• The takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-21	<p><b>Burr Trail Road SRMA (5,200 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock of 25 in SRMA.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Develop Steep Creek Bench Campground.</li> <li>• Develop Studhorse Peaks Campground.</li> <li>• Develop parking, interpretive media, and toilet at Singing Canyon.</li> <li>• Develop wayside with interpretive media at Circle Cliffs Overlook.</li> <li>• Develop Upper Gulch Trailhead.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Areas adjacent or contiguous to National Park Service (NPS) lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed in Singing Canyon.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent, and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-22	<p><b>Circle Cliffs – Wolverine ERMA (93,300 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size and pack stock limits per management area prescriptions.</li> <li>• Allow recreational facilities per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Designate primitive camping areas along open roads as necessary to protect GSENM objects.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>



Management No.	Management Directions
REC-23	<p><b>Cottonwood Canyon Road SRMA (16,100 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit of 25 in SRMA.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Improve/maintain Grosvenor Arch day-use site.</li> <li>• Improve/maintain trailheads: Round Valley Draw, Cottonwood Narrows, Lower Hackberry Canyon, The Paria Box.</li> <li>• Improve/maintain information kiosks on both ends of Cottonwood Road.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed on Grosvenor Arch.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-24	<p><b>Egypt SRMA (14,100 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit per management area prescriptions.</li> <li>• Allow recreation facilities per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips for aircraft per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-25	<p><b>Escalante Desert ERMA (119,800 acres)</b></p> <ul style="list-style-type: none"> <li>• Permits required for overnight use.</li> <li>• Allow recreation facilities per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Designate primitive camping areas along open roads as necessary to protect GSENM objects.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips for aircraft per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-26	<p><b>Fiftymile Mountain ERMA (40,900 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits of 12.</li> <li>• Recreation facilities will not be provided.</li> <li>• Allow nonmechanized recreation trails made of locally sourced materials only for resource protection and/or public safety.</li> <li>• Allow dispersed camping.</li> <li>• Designated dispersed camping areas may be identified and designated on an as-needed basis.</li> <li>• Areas may be closed to camping to protect GSENM objects.</li> <li>• Quiet hours when camping: 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires allowed only in designated fire grates or mandatory fire pans/blankets.</li> <li>• Where fire pans/blankets are used, ash removal is required.</li> <li>• Allow collection of dead and down wood where campfires are allowed.</li> <li>• Removal of unused imported firewood required.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed in/on hoodoos.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Prohibit noncompetitive motorized SRP events.</li> <li>• Prohibit SRPs that provide for intentional visitation to cultural sites except for approved visitation to designated public cultural sites or approved sites by the BLM.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• Prohibit all competitive events.</li> <li>• Vending will not be allowed.</li> <li>• Prohibit landing areas and landing strips for aircraft.</li> <li>• The takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-27	<p><b>Highway 12 – Escalante to Boulder SRMA (22,500 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size limit per management area prescriptions.</li> <li>• Pack stock limit of 12.</li> <li>• Allow recreation infrastructure per management area prescriptions.</li> <li>• Upgrade Calf Creek Recreation Site.</li> <li>• Develop Top of Hole in the Rock Campground.</li> <li>• Develop New Home Bench Campground.</li> <li>• Upgrade Upper Calf Creek Falls and Escalante River Trailheads (town and bridge), including providing vault toilets.</li> <li>• Provide a vault toilet at Head of the Rocks Overlook.</li> <li>• Develop Trailhead(s) for Cream Cellar Route Trail.</li> <li>• Develop Northeast Monument Portal wayside on New Home Bench.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Designate Cream Cellar Route hiking trail.</li> <li>• Designate Upper Calf Creek Fall hiking trail.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed at Lower and Upper Calf Creek Falls.</li> <li>• Permanent fixed anchors outside WSAs could be permitted if shown to be consistent with the protection of GSENM objects and would enhance public safety.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-28	<p><b>Hole-in-the-Rock Road SRMA (10,300 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit per management area prescription.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Develop Zebra/Tunnel Trailhead.</li> <li>• Develop Twentymile Dinosaur Tracksite Parking Area.</li> <li>• Update/improve Devil's Garden day-use site.</li> <li>• Develop Hurricane Wash Trailhead.</li> <li>• Develop interpretive waysides along HITR Road.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Designate primitive camping areas as necessary to protect GSENM objects.</li> <li>• Once designated primitive camping area is established, do not allow dispersed camping along road.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed in/on geologic features at Devil's Garden, Dance Hall Rock including pits, Sooner Rocks pits.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-29	<p><b>House Rock Valley Road SRMA (1,600 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit per management area prescription.</li> <li>• Allow recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Improve/maintain waysides, trailheads, and campground: Buckskin Gulch, Wire Pass, Stateline Campground.</li> <li>• Improve/maintain information kiosk on north end of House Rock Valley Road.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• Allow/prohibit SRPs per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-30	<p><b>Little Desert SRMA (2,400 acres)</b></p> <ul style="list-style-type: none"> <li>• 75 individuals/12 stock animals.</li> <li>• Recreation facilities allowed per management area prescriptions.</li> <li>• Consider designating motorized recreation trails.</li> <li>• Allow camping only in developed campgrounds or designated camping areas.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Allow campfires per management area prescriptions.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Allow/prohibit SRPs per management area prescriptions.</li> <li>• Allow nonmotorized competitive events on designated routes.</li> <li>• Vending permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all vending permits.</li> <li>• Consider appropriate landing areas and landing strips for aircraft (except for in the primitive area, which is closed to OHV travel).</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>



Management No.	Management Directions
REC-31	<p><b>Nephi Pasture ERMA (78,800 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Recreation facilities allowed per management area prescriptions.</li> <li>• Improve/maintain the Nephi Pasture Staging Area.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• The takeoff and landing of aircraft and unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-32	<p><b>North Escalante Canyons SRMA (113,400 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Recreation facilities allowed per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• Allow/prohibit SRPs per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• The takeoff and landing of aircraft and unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-33	<p><b>Old Paria SRMA (1,200 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit of 25 in SRMA.</li> <li>• Allow recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Improve/maintain recreation sites: Paria day-use area.</li> <li>• Improve/maintain information kiosks at Paria day-use area and Old Spanish Trail Wayside.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-34	<p><b>Paria-Hackberry Canyons SRMA (121,300 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions with the exception of group size/pack stock limits of 25 for the Paria River Corridor.</li> <li>• Recreation facilities allowed per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• Allow/prohibit SRPs per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• The takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-35	<p><b>Phipps Death Hollow SRMA (39,800 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit of 12 in SRMA.</li> <li>• Allow recreational infrastructure per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Designate primitive camping areas along Escalante River, the Boulder Mail Trail, and in Death Hollow.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (designated camping areas or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending will not be allowed.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-36	<p><b>Skutumpah Road Corridor SRMA (5,300 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit of 25 in SRMA.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Improve/maintain trailheads: Willis Creek, Bull Valley Gorge, and Lick Wash.</li> <li>• Improve/maintain information kiosks on both ends of Skutumpah Road.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-37	<p><b>Skutumpah Terrace – Deer Range ERMA (70,500 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Facilities allowed per management area prescriptions.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• The takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-38	<p><b>Smoky Mountain – Left Hand Collett Roads Corridor ERMA (11,000 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Develop basic overlook at top of Kelly Grade with interpretive panel(s).</li> <li>• Develop north portal on north end with GSENM sign and updated kiosks panels.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping: 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Allow prohibit motorized SRPs per management area prescriptions.</li> <li>• Allow nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• The takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>



Management No.	Management Directions
REC-39	<p><b>Spencer Flats – Red Breaks SRMA (59,800 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Develop an orientation wayside with kiosk at beginning of Spencer Flat Road.</li> <li>• Develop Big Spencer Flats Trailhead to provide access to Cosmic Navel and other destinations.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed on the Cosmic Navel.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Limit the number of SRPs to ensure that an undeveloped, primitive, and self-directed visitor experience is achieved.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-40	<p><b>Toadstools SRMA (4,400 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limit of 75/25 in SRMA.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Improve/maintain recreation sites: White House Campground and Trailhead, Toadstools Trailhead, Nautilus Trailhead, and Paria Contact Station.</li> <li>• Improve/maintain information kiosks at Toadstools Trailhead, White House Campground and Trailhead.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping (in campgrounds, designated camping areas, or dispersed): 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• SRPs to be allowed per management area prescriptions.</li> <li>• Allow/prohibit nonmotorized competitive events on designated routes per management area prescriptions.</li> <li>• Vending would be occasional and infrequent and may be allowed by permit on a case-by-case basis, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect GSENM objects will be included in all permits.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• Allow takeoff and landing of unmanned aerial systems (drones) per management area prescriptions.</li> </ul>

Management No.	Management Directions
REC-4I	<p><b>Wahweap Hoodoos – White Rocks ERMA (12,400 acres)</b></p> <ul style="list-style-type: none"> <li>• Group size/pack stock limits per management area prescriptions.</li> <li>• Allow basic recreational infrastructure to support a range of recreational activities and learning about GSENM resources.</li> <li>• Develop primitive trailhead at Wahweap Hoodoos.</li> <li>• Develop primitive trailhead at White Rocks.</li> <li>• Consider designating nonmotorized recreational trails (for example, hiking, bicycling, horseback riding) in OHV limited and OHV closed areas, according to management area prescriptions.</li> <li>• Camping allowed per management area prescriptions.</li> <li>• Quiet hours when camping: 10:00 p.m. to 7:00 a.m.</li> <li>• Campfires and wood collection allowed per management area prescriptions.</li> <li>• Areas adjacent or contiguous to NPS lands requiring human waste removal will require use of personal waste systems.</li> <li>• Require personal waste systems at designated camping areas.</li> <li>• Canyoneering, rappelling, and climbing are not allowed on hoodoos.</li> <li>• Replacement of existing bolts, anchors, and fixed gear will be allowed on existing climbing and canyoneering routes as needed for safety reasons without prior authorization.</li> <li>• Any new climbing routes that require the placement of bolts, anchors, or fixed gear require approval from the BLM to determine whether the route is appropriate to protect GSENM objects.</li> <li>• Allow/prohibit motorized SRPs per management area prescriptions.</li> <li>• Allow nonmotorized competitive events (that meet group size limits) on designated routes per management area prescriptions.</li> <li>• Vending is allowed per management area prescriptions.</li> <li>• Consider appropriate landing areas and landing strips per management area prescriptions.</li> <li>• The takeoff and landing of unmanned aerial systems (drones) to follow management area prescriptions.</li> </ul>

**2.2.17 Renewable Energy (RNE)****Goal**

- Identify and provide opportunities for small-scale renewable energy sources for the purposes of powering facilities in GSENM.

**Objective**

- Prioritize the use of renewable energy in existing facility upgrades and the construction of new utility-scale renewable energy facilities where appropriate and if consistent with protecting GSENM objects.

**Management Directions****Table 2-18. Management Directions for Renewable Energy**

<b>Management No.</b>	<b>Management Directions</b>
RNE-01	ROW avoidance and exclusion areas also apply to renewable energy development.
RNE-02	Prohibit utility-scale renewable energy development in GSENM.

**2.2.18 Scenic Routes (SCE)****Goal**

- Protect and enhance the values for which scenic byways were designated.

**Objectives**

- Manage designated scenic routes to provide for an enjoyable visitor experience.
- Consider BLM Back Country Byways designation for Utah State Scenic Backways and Skutumpah Road.

**Management Directions****Table 2-19. Management Directions for Scenic Routes**

<b>Management No.</b>	<b>Management Directions</b>
SCE-01	Manage viewsheds along designated (federal, state, or BLM) scenic byways (see Figure 2-9) as VRM Class II in the foreground/middle ground distance area.

### 2.2.19 Science (SCI)

#### Goal

- Encourage, support, and conduct scientific research within GSENM to fulfill the vision of GSENM as an outdoor laboratory to improve understanding of our environment, our history, our planet’s past, and our place in the universe.

#### Objectives

- Encourage and advance scientific research in GSENM, consistent with the protection of GSENM objects , to maximize benefits to the management goals of GSENM, to Tribal Nations, to other stakeholders, and to the scientific community.
- Improves knowledge and understanding of the species present in the GSENM, general understanding of the ecosystem processes, cycles, and anthropogenic influences in GSENM.
- Improves knowledge and understanding of geological, cultural, historic, archaeological, and paleontological resources associated with GSENM.
- Improves knowledge and understanding of the social, economic, and recreational benefits associated with GSENM.

#### Management Directions

**Table 2-20. Management Directions for Science**

Management No.	Management Directions
SCI-01	Design scientific research projects to be consistent with the protection of GSENM objects.
SCI-02	Prioritize inventory of and research on GSENM objects and resources in danger of being lost over short time frames (100 years or less) over those that are more stable in the long term.
SCI-03	Promote GSENM as a place to conduct responsible basic and applied science related to GSENM objects and resources. Disseminate the findings of such research, as appropriate.
SCI-04	Exceptions to group size limits and camping stays will be considered as part of the scientific research authorization process, on a case-by-case basis approved by the BLM Authorized Officer (see <i>Recreation and Visitor Services</i> management direction for group size limit direction and exceptions).
SCI-05	Maintain a GSENM science plan that directs the administration of a science program that is informed by both Western scientific approaches and Indigenous knowledge.
SCI-06	Require a scientific research authorization for all scientific research activities and projects.

### **2.2.20 Soil Resources (SOL)**

#### **Goal**

- Protect and restore soil resources to prevent damage to and degradation of soil resources.

#### **Objectives**

- Protect and restore overall watershed health to reduce erosion, stream sedimentation, and salinization of water, with particular emphasis on the Colorado River System.
- Protect soil resources consistent with the BLM Utah Rangeland Health Standards.
- Protect and restore soil health, productivity and stability, and infiltration to prevent erosion from disturbance and to provide for optimal plant growth and site potential.
- Protect and restore areas of biological soil crust appropriate for the soil type, climate, and landform.
- Emphasize research that builds understanding and improves management of soil resources and biological soil crusts.
- Manage soil resources consistent with ecological site groups (or other best approaches to identify soil types) and projections of climatic factors.

**Management Directions****Table 2-21. Management Directions for Soil Resources**

<b>Management No.</b>	<b>Management Directions</b>
SOL-01	<p>Within 2 years of the signing of the ROD, complete land health assessments and, if needed, causal factor determinations within the following watersheds:</p> <ul style="list-style-type: none"> <li>• Upper Johnson Wash</li> <li>• Horse Canyon-Escalante River</li> <li>• Last Chance Creek</li> <li>• Upper Paria River</li> <li>• Hackberry Canyon-Cottonwood Creek</li> <li>• Middle Paria River</li> <li>• Upper Buckskin Gulch</li> <li>• Lower Deer Creek</li> <li>• Bear Creek-Boulder Creek</li> </ul> <p>Based on the causal factor determination, and within 5 years of the signing of the ROD, take appropriate actions that will result in significant progress toward fulfillment of the land health standards.</p> <p>Once the assessments/determinations have been completed in these priority watersheds and appropriate management actions taken to rectify issues, conduct land health assessments and, if needed, causal factor determinations, across GSENM, within 10 years of the signing of the ROD.</p>
SOL-02	Require measures to stabilize soils and minimize surface water runoff for actions on slopes greater than 10 percent.
SOL-03	Avoid soil-disturbing discretionary actions on slopes greater than 30 percent. Allow exceptions for scientific and research purposes as determined by the BLM Authorized Officer.



<b>Management No.</b>	<b>Management Directions</b>
SOL-04	<p><u>Front Country and Passage Areas:</u>            Avoid soil-disturbing actions on vulnerable soils, biological soil crusts, areas of soil vulnerability (such as erosion, mass movement, and potential loss of function), and in areas determined as having low restoration potential. Exceptions could be made for actions for purposes of land health restoration or where the action would not cause sustained degradation of soil resources.</p> <p><u>Outback and Primitive Areas:</u>            Prohibit soil-disturbing actions on vulnerable soils, biological soil crusts, areas of soil vulnerability (such as erosion, mass movement, and potential loss of function), and in areas determined as having low restoration potential. Exceptions could be made for actions for purposes of land health restoration or where the action would not cause sustained degradation of soil resources.</p>
SOL-05	<p>Prior to allowing soil-disturbing discretionary actions on biological soil crusts and areas of soil vulnerability (for example, erosion, mass movement, and potential loss of function), a soil health and restoration strategy will be developed and approved. The strategy will include site-specific restoration and/or protective measures that fully avoid, minimize, and/or compensate for adverse effects on these soil resources. The strategy will also include the following requirement: Soils and biological soil crusts will be properly removed and remain either on-site or within GSENM for use during reclamation, restoration, and/or scientific purposes.</p>

**2.2.21 Special Status Species (SSP)**

**Goal**

- Ensure that special status species (BLM Utah sensitive and federally listed threatened, endangered, proposed, or candidate plant and animal species) are recovering and support sustainable populations and the diversity of habitats in GSENM.

**Objective**

- Protect and recover special status species (BLM Utah sensitive and federally listed threatened, endangered, proposed, or candidate plant and animal species) habitats and populations. Actively promote recovery to the point that provisions of the ESA are no longer required or to avoid a need to list them under the ESA.

**Management Directions**

**Table 2-22. Management Directions for Special Status Species**

Management No.	Management Directions
SSP-01	Ensure that all management actions support the protection of special status species and their habitats. Avoid adverse impacts on special status species habitat, connectivity, and movement. Where adverse effects cannot be avoided, ensure adverse impacts are short term or lead to an overall species benefit in the long term.
SSP-02	<p><u>Front, Passage, and Outback Areas:</u> Maintain and restore native habitat through vegetation management or other actions to support sustainable populations of special status species.</p> <p><u>Primitive Area:</u> Maintain, enhance, and/or restore native habitat through vegetation management or other actions to support sustainable populations of special status species, prioritizing natural processes and techniques over other methods.</p>
SSP-03	<p>Maintain and restore habitat connectivity and unrestricted special status species movement between ecological areas, seasonal use areas, and other areas important for sustainable populations.</p> <p>Allow construction of aquatic organism barriers if the benefit of nonnative species control and special status species protection is greater than the loss in connectivity.</p>

Management No.	Management Directions
SSP-04	If recreational activities (such as hiking, camping, backpacking, rappelling, rock climbing, and canyoneering) are determined to disrupt or result in abandonment of known roost or nest sites for special status bird species, reduce impacts through visitor allocations, group size restrictions, or other measures. Apply visitor allocations and group size restrictions in accordance with recreation decisions.
SSP-05	Manage designated critical habitat that contains the physical and biological features necessary for listed species as ROW avoidance, except in areas identified as open for ROW location (see <b><i>Lands and Realty</i></b> ).
SSP-06	To protect special status species, establish seasonal closures, as necessary, for activities that alter habitat or otherwise disturb those species.
SSP-07	Protect California condors by avoiding surface use or activities that are known to cause disturbances to nesting raptors within 0.5 miles of occupied California condor roosts or 1 mile of occupied nests.
SSP-08	<p><u>Front Country and Passage Areas:</u> Development and maintenance of recreation and administrative facilities may be authorized in Mexican spotted owl protected activity centers outside the breeding season if (1) the activity is consistent with the protection of habitat and populations, or (2) the activity is relocated or redesigned to eliminate or reduce detrimental impacts.</p> <p><u>Outback and Primitive Areas:</u> Prohibit new built infrastructure or facilities in Mexican spotted owl protected activity centers.</p>
SSP-09	<p>Within Mexican spotted owl protected activity centers during the breeding and nesting season (March 1 to August 31):</p> <ul style="list-style-type: none"> <li>• Canyon walls cannot be used for either access or exit.</li> <li>• Canyoneering, rappelling, and rock climbing must occur entirely within canyon bottoms.</li> <li>• Group sizes are limited to 12, and overnight camping is prohibited.</li> </ul>
SSP-10	Protect western yellow-billed cuckoo and southwestern willow flycatcher by prohibiting habitat altering activities within occupied habitat during the primary breeding/nesting season (April 1 to July 1), unless other mitigation actions provide similar protection to the species, following consultation with the USFWS.
SSP-11	Allow vegetation management and noncommercial fuelwood harvest, consistent with the protection of GSENM objects and in accordance with the Forestry and Woodland Products section of this RMP and applicable law, with seasonal or breeding restrictions if they protect, restore, and/or enhance habitat for special status species.
SSP-12	Apply treatments to control outbreaks or establishment of noxious weed species in all areas (including special status species as long as appropriate mitigation measures are used to protect those species).

<b>Management No.</b>	<b>Management Directions</b>
SSP-13	Prohibit the use of chemical substances that adversely affect the Colorado pikeminnow or the razorback sucker downstream habitat.
SSP-14	The BLM recognizes the evidence that lead ammunition can have an adverse effect on the California condor (e.g., see the summary provided by the Utah Division of Wildlife Resources at <a href="https://wildlife.utah.gov/condors.html">https://wildlife.utah.gov/condors.html</a> ). To help protect California condors, the agency encourages hunters to consider using non-lead ammunition when hunting within GSENM.

**2.2.22 Travel and Transportation Management (TTM)**

**Goal**

- Provide appropriate access to GSENM while ensuring the protection GSENM objects.

**Objective**

- Establish a transportation system that provides for appropriate access, protects GSENM objects and resources, provides for appropriate access, minimizes impacts on other resources, and minimizes user conflicts.

**Management Directions**

**Table 2-23. Management Directions for Travel and Transportation Management**

<b>Management No.</b>	<b>Management Directions</b>
TTM-01	Any land acquired by the BLM over the life of the RMP will be managed similarly to the existing OHV area designations of adjoining BLM-managed lands or as stated, or implied, in the transfer. Where clarification is absent, the BLM will manage acquired lands under the OHV limited area designation. The type of limitation will be set by implementation-level decisions; until these decisions are made, use may continue in the same manner and degree consistent with the purposes for which the acquisition was made.
TTM-02	<p>The BLM will complete TMPs for motorized, mechanized, and nonmechanized and nonmotorized travel.</p> <p>Until new travel management planning for public OHV use is completed, the route designations in the 2000 MMP, as amended by the 2020 RMPs apply, unless otherwise modified by this plan (allocation of OHV closed areas result in the closure of the V-Road).</p> <p>Any routes designated as available for public OHV use that are not designated for such use as of the date of this plan must protect and enhance GSENM objects and/or increase public safety. If a route is proposed for public OHV use for reasons of health and safety, the proposal must demonstrate that there is no other feasible way to address public health and safety.</p>
TTM-03	<p>Delineate the planning area into the following travel management areas (Figure 2-12):</p> <ul style="list-style-type: none"> <li>• Kaiparowits</li> <li>• Escalante Canyons</li> <li>• Grand Staircase</li> </ul> <p>Adjustments to travel management area boundaries may be made prior to conducting travel management planning.</p>

Management No.	Management Directions
TTM-04	<p>Manage OHV use as follows (Figure 2-13):</p> <ul style="list-style-type: none"> <li>• Open: 0 acres</li> <li>• Limited: 620,000 acres                             <ul style="list-style-type: none"> <li>- Front country, passage, and outback areas</li> </ul> </li> <li>• Closed: 1,245,600 acres                             <ul style="list-style-type: none"> <li>- Primitive area</li> </ul> </li> </ul>
TTM-05	<p>Limit mechanized travel to routes designated for public OHV use and/or routes designated specifically for such use.</p>
TTM-06	<p>Consistent with the protection of GSENM objects, designate nonmotorized recreational trails (such as hiking, biking, and horseback riding) in OHV limited and OHV closed areas, according to the following parameters:</p> <p><u>Front Country Area:</u> Allow a full range of recreational trails, including paved and nonpaved trails.</p> <p><u>Passage and Outback Areas:</u> Allow a range of recreational trails, including only nonpaved trails.</p> <p><u>Primitive Area:</u> Allow nonpaved, nonmechanized recreation trails only for resource protection and/or public safety.</p>
TTM-07	<p><b>Maintenance:</b> Designated routes could be maintained to meet public health and safety needs and/or to protect GSENM objects and resources. Deviations from current route maintenance levels on designated routes, to provide for public health and safety needs and/or to protect GSENM objects, will be considered on a case-by-case basis.</p> <p><b>Improvements:</b> Improvements to routes, including, but not limited to, Hole-in-the-Rock Road, Cottonwood Road, and House Rock Valley Road, to provide for public health and safety needs and/or to protect GSENM objects will be considered during plan implementation on a case-by-case basis, in accordance with applicable laws, regulations, and policy. The BLM’s consideration of any proposed improvement will include an opportunity for public participation prior to the issuance of a final decision. For purposes of this management action, an “improvement” goes beyond preserving the status quo of the road or trail and includes the widening of the road or trail; the horizontal or vertical alignment of the road or trail; the installation of (as distinguished from cleaning, repair, or replacement in kind of already existing) bridges, culverts, and other drainage structures; and any significant changes in the surface composition of the road or trail.</p>

Management No.	Management Directions
TTM-08	<p>Motorized aircraft include but are not limited to, fixed-wing aircraft, helicopters, powered paragliders, electric aircraft, and unmanned aircraft systems (often referred to as UAS or drones).</p> <p><u>All Areas:</u> The BLM may authorize case-by-case landings/takeoffs of motorized aircraft through either a formal permitting process where the use is beneficial to protecting GSENM objects or for emergency purposes.</p> <p><u>Front Country, Passage, and Outback Areas:</u> The landings and takeoffs of motorized aircraft in GSENM will be managed as follows:</p> <ul style="list-style-type: none"> <li>• Until new travel management planning is completed, public use of the Boulder/New Home Bench Airstrip for landings and takeoffs of motorized aircraft will be allowed.</li> <li>• Public use of any additional landing and takeoff areas for manned motorized aircraft need to be designated through an implementation-level decision and must protect and enhance GSENM objects and/or increase public safety.</li> <li>• Public use of GSENM for landings and takeoffs of unmanned aircraft systems (drones) will be allowed on designated open or limited OHV routes, unless prohibited through subsequent travel management planning.</li> <li>• Public use of GSENM for landings and takeoffs of motorized aircraft is prohibited within 300 feet of developed recreation sites and areas.</li> </ul> <p><u>Primitive Area:</u> Public use of GSENM for motorized aircraft landings and takeoffs is prohibited.</p>
TTM-09	<p>Motorized aircraft (including, but not limited to, fixed-wing aircraft, helicopter, powered paragliders, electric aircraft, and unmanned aircraft systems) are managed as OHVs (43 CFR 8340) when on or immediately over BLM-managed lands and waters.</p>

**2.2.23 Tribal Stewardship (TBL)**

**Goal**

- Honor Tribal Nation’s stewardship, interests, uses, and ceremonial/spiritual connections to GSENM.

**Objectives**

- Establish a management approach in collaboration with Tribal Nations that ensures continued Tribal Nation stewardship of GSENM resources. Develop and maintain working relationships with Tribal Nations having ancestral, cultural, or historic ties to GSENM.
- Protect the integrity of cultural resources, sacred sites, traditional cultural landscapes, native plants, wildlife, paleontology, and other resources important to Tribal Nations.

**Management Directions**

**Table 2-24. Management Directions for Tribal Stewardship**

<b>Management No.</b>	<b>Management Directions</b>
TBL-01	Avoid, reduce, and/or remove imminent and long-term threats to sacred sites, important landscapes, native plants, wildlife, and other resources important to Tribal Nations.
TBL-02	Provide members of Tribal Nations access to cultural resources, sacred sites, and traditional cultural landscapes, consistent with the protection of GSENM objects and in accordance with applicable law.  Allow members of Tribal Nations’ noncommercial traditional use of vegetation and forest and wood products for the collection of herbs, medicines, traditional use items, or items necessary for traditional, religious, or ceremonial purposes, consistent with the Religious Freedom Restoration Act and other applicable laws.
TBL-03	Collaborate with Tribal Nations to determine how to appropriately educate the public about traditional histories, uses, practices, and sacred places.
TBL-04	Collaborate with Tribal Nations to identify science (which includes research, monitoring, and data collection) needs associated with Indigenous knowledge.



<b>Management No.</b>	<b>Management Directions</b>
TBL-05	<p>Collaborate with Tribal Nations to develop a co-stewardship plan(s) to provide for specific co-stewardship relationships between the BLM and Tribal Nations. This plan could include, but not be limited to, how the BLM and Tribal Nations:</p> <ul style="list-style-type: none"> <li>• Collaborate in program development (including education and interpretation about species, tribal uses, and other GSENM objects), resource protection, and public land access concerning GSENM.</li> <li>• Engage on an ongoing basis in joint dialogue and knowledge-sharing and learning programs for BLM managers and professional staff, tribal officials, and other appropriate parties to address resource management, tribal and agency program priorities, and to build a shared awareness of the tribal context of the landscape, including Indigenous knowledge and perspectives, as well as GSENM objects and resources.</li> <li>• Regularly collaborate, consult, and engage on resource management priorities, including project planning and joint management opportunities within GSENM.</li> <li>• Develop opportunities to engage tribal youth in the culture and traditions in GSENM, as well as the protection and management of GSENM, to cultivate a shared understanding of GSENM's context and a shared stewardship for its resources.</li> <li>• Collaboratively seek additional partnerships, funds, and authorities to achieve shared tribal and federal land management goals.</li> <li>• Consult with tribes about creative solutions to maintain tribal data sovereignty.</li> <li>• Maintain the confidentiality of documents and deliberations to the extent legally permissible prior to the contents of such documents and deliberations becoming publicly available through official releases, such as the public release of any planning or NEPA documents, including drafts.</li> <li>• Take all reasonable measures to protect information regarding sacred sites, traditional ceremonies, and other rituals from disclosure to prevent damage or desecration.</li> <li>• Explore opportunities for repatriating cultural resources and related data excavated or removed from federal lands.</li> <li>• Work collaboratively to ensure Tribal Nations have access to sacred sites and other areas of tribal importance in GSENM for cultural purposes.</li> <li>• Work collaboratively to develop a strategy for inventorying and monitoring the objects and values within GSENM. Within this strategy, identify how to obtain input from tribal members, in particular tribal elders, who cannot travel to remote sites.</li> <li>• Recommend placename changes for the U.S. Board of Geographic Names to better honor tribal stewardship of this landscape.</li> <li>• Work with Tribal Nations to develop timelines associated with discretionary action reviews based on tribal interest.</li> </ul>

Management No.	Management Directions
TBL-06	<p>In recognition of the importance of tribal knowledge about the lands and resources in GSENM, and to ensure that management decisions affecting GSENM reflect the expertise and Indigenous knowledge of interested Tribal Nations, in addition to government-to-government consultation, implement the following measures:</p> <ul style="list-style-type: none"> <li>• Honor that Tribal Nations retain the right and discretion to share, or to not share, Indigenous knowledge, including in each opportunity identified by the BLM.</li> <li>• Honor that Tribal Nations retain the right and discretion to participate, or to not participate, in this BLM process to solicit and incorporate Indigenous knowledge into plan implementation.</li> <li>• Offer to develop and execute data-sharing agreements with interested Tribal Nations to help protect the privacy of any Indigenous knowledge shared by Tribal Nations. However, do not require Tribal Nations to agree to data-sharing agreements. With or without a data-sharing agreement, use all legal authorities available to maintain the privacy of any Indigenous knowledge shared by Tribal Nations.</li> <li>• Invite Tribal Nations to identify an Indigenous knowledge point of contact to ensure efficient communications.</li> <li>• Send quarterly reports to each interested Tribal Nation to inform them of new projects, the status of ongoing projects, and opportunities to contribute Indigenous knowledge.</li> <li>• Host semiannual (twice-a-year) meetings with interested Tribal Nations to: <ul style="list-style-type: none"> <li>– Determine which types of projects are of interest to the Tribal Nations to further inform the quarterly reports, semiannual meetings, and the notification/engagement process identified below.</li> <li>– Discuss the projects shared in the quarterly reports, and the incorporation, or lack thereof, of any recommendations offered by Tribal Nations for those projects.</li> <li>– Discuss the GSENM science plan, including presentations on completed research projects, opportunities to participate in ongoing research projects, and the identification of future research priorities.</li> <li>– Identify opportunities for proactive management on BLM and Tribal Nations' land management priorities.</li> <li>– Identify opportunities to inform management via the contributions of Indigenous knowledge.</li> <li>– Share any applicable federal funding, training, and employment opportunities.</li> </ul> </li> <li>• For the types of projects that have been identified to be of interest to the Tribal Nations (see above), at least 15 calendar days prior to the initiation of an applicable NEPA document, email those Tribal Nations to inform them of the proposed action and invite them to participate in the refinement of the proposal and contribute their Indigenous knowledge. <ul style="list-style-type: none"> <li>– If Tribal Nations respond within 15 days and elect to participate, provide a schedule that includes the time frames for the Tribal Nations to provide input and contribute Indigenous knowledge as part of each internal review stage and before the final decision is issued. If the BLM decides not to incorporate specific recommendations timely submitted by a Tribal Nation, following collaborative discussions seeking resolution, the BLM will provide the Tribal Nations a written explanation.</li> </ul> </li> </ul>

<b>Management No.</b>	<b>Management Directions</b>
TBL-06 (cont.)	<ul style="list-style-type: none"><li>- If Tribal Nations do not respond to the initial email, seek to contact the Tribal Nations by other means. If no contact has been made within 20 days, the project will proceed and can be discussed at the semiannual meeting.</li><li>- Timelines may be modified subject to mutual agreement between the BLM and Tribal Nation(s).</li></ul>

### **2.2.24 Vegetation (VEG)**

#### **Goals**

- Manage for a resistant, resilient mosaic of desired vegetation communities across the landscape with diversity of species, canopy, density, and age class in accordance with ecological site potential, with an emphasis on native species.
- Protect and enhance ecological processes and functions.

#### **Objectives**

- Protect and restore functional vegetation communities, including sagebrush communities, support watershed function, reduce fugitive dust, and provide quality habitat necessary to maintain sustainable wildlife populations, including sagebrush-obligate species.
- Restore native species to meet desired plant community objectives.
- Protect and restore riparian areas to PFC.
- Proactively manage uplands, riparian areas, and waterways to protect and restore water quantity and quality.
- Manage reference plant communities to protect and enhance or restore biological diversity.
- Protect and restore a mosaic of native perennial and annual vegetation communities across the landscape with diversity of species, canopy, density, and different stages of composition.

**Management Directions****Table 2-25. Management Directions for Vegetation**

<b>Management No.</b>	<b>Management Directions</b>
VEG-01	<p>Within 2 years of the signing of the ROD, complete land health assessments and, if needed, causal factor determinations within the following watersheds:</p> <ul style="list-style-type: none"> <li>• Upper Johnson Wash</li> <li>• Horse Canyon-Escalante River</li> <li>• Last Chance Creek</li> <li>• Upper Paria</li> <li>• Hackberry Canyon-Cottonwood Creek</li> <li>• Middle Paria</li> <li>• Upper Buckskin Gulch</li> <li>• Lower Deer Creek</li> <li>• Bear Creek-Boulder Creek</li> </ul> <p>Based on the causal factor determination, and within 5 years of the signing of the ROD, take appropriate actions that results in significant progress toward fulfillment of the land health standards.</p> <p>Once the assessments/determinations have been completed in these priority watersheds and appropriate management actions taken to rectify issues, conduct land health assessments and, if needed, causal factor determinations, across GSENM, within 10 years of the signing of the ROD.</p>
VEG-02	The BLM will use best available information, which may include but is not limited to, soil and biological soil crust resource conditions, various types of conditions mapping, and hydrologic conditions and trends information, as a basis in design and rationale for vegetation management proposals.
VEG-03	Implement landscape-scale ecosystem restoration projects to restore functional vegetation communities.

Management No.	Management Directions
VEG-04	<p>For all vegetation management efforts, maximize the potential for lasting resilient restoration through the preferential use of native vegetation.</p> <p>Sterile, non-reproducing, temporary, and/or non-persistent nonnative vegetation may be used for restoration purposes, when mixed with native species, to facilitate the ultimate establishment of a native vegetation community. The use of nonnative vegetation will be limited to the minimum necessary area and must be accompanied by a phased restoration plan designed to achieve a native vegetation community. Site-specific consideration and rationale to support the agency's decision to use nonnative vegetation must be documented through NEPA or other processes.</p> <p>Use adaptive management to ensure that health of these vegetation communities is maintained.</p>
VEG-05	<p>After vegetation management activities involving seeding (such as fire rehabilitation, restoration, and nonstructural range improvement), manage livestock grazing practices until seedings are established to promote the survival of plants. Areas will be rested for a minimum of two growing seasons and until site objectives are met. Vegetation monitoring data will be evaluated to determine when objectives for the seedings are met and when grazing can be resumed.</p>
VEG-06	<p>Prohibit discretionary actions in reference plant communities, unless needed for removal of invasive weed species threatening intact communities, or to ensure biological integrity of these communities.</p>
VEG-07	<p><u>All Areas:</u> For management of livestock grazing within riparian/wetlands, see management actions for Livestock Grazing (GRA).</p> <p><u>Front Country, Passage, and Outback Areas:</u> Avoid new discretionary actions within 330 feet of riparian/wetland areas (except when topographic boundaries limit the distance) unless the action is consistent with the protection of riparian/wetland areas.</p> <p><u>Primitive Area:</u> Avoid new discretionary actions within 330 feet of riparian/wetland areas (except when topographic boundaries limit the distance) unless the action protects and enhances riparian/wetland areas.</p>
VEG-08	<p>Prohibit discretionary actions within riparian communities associated with hanging gardens, unless the action protects the hanging gardens.</p>
VEG-09	<p>Prevent the establishment of invasive species and control the spread of established invasive species through early detection and rapid response actions.</p>

<b>Management No.</b>	<b>Management Directions</b>
VEG-10	<p>Implement an integrated weed management plan to control weeds using methods appropriate to each site. Until such plan is completed, implement weed management to protect GSENM objects and resources through attention to treatment of:</p> <ul style="list-style-type: none"> <li>• Weed populations with known potential for affecting areas with high naturalness</li> <li>• New infestations of weeds with high resistance to treatment</li> <li>• Weeds with a potential for affecting special status plant and animal species and their habitat (for example, Scotch thistle in sage-grouse priority habitat management area)</li> </ul>
VEG-11	<p>With respect to vegetation residues (such as wood and other timber products left over after projects), the BLM may, consistent with the protection of GSENM objects:</p> <ul style="list-style-type: none"> <li>• Leave the residues on-site for restoration processes.</li> <li>• Allow for collection and removal, in accordance with applicable law.</li> <li>• Use residues on GSENM for other restoration activities.</li> </ul>

### 2.2.25 Visual Resources (VSR)

#### Goals

- Protect the quality of scenic values.

#### Objectives

- Manage lands according to the assigned VRM class objective:
  - VRM Class I – Preserve the existing character of the landscape. This class provides for natural ecological changes; however, it does not preclude very limited management activity. The level of change to the characteristic landscape should be very low and must not attract attention.
  - VRM Class II – Retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but they should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.
  - VRM Class III – Partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention, but they should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.



**Management Directions****Table 2-26. Management Directions for Visual Resources**

<b>Management No.</b>	<b>Management Directions</b>
VSR-01	<p>Allocate GSENM to the following VRM Classes (Figure 2-14):</p> <ul style="list-style-type: none"> <li>• VRM Class I (1,210,900 acres) <ul style="list-style-type: none"> <li>– WSAs</li> <li>– WSR suitable segments classified as wild (including a 0.5-mile wide corridor)</li> <li>– Lands with wilderness characteristics in the primitive area</li> <li>– Former State of Utah School and Institutional Trust Lands Administration parcels adjacent to WSAs in the primitive area</li> </ul> </li> <li>• VRM Class II (547,500 acres) <ul style="list-style-type: none"> <li>– All lands within the primitive area not managed as VRM I</li> <li>– Areas inventoried Scenic Quality A</li> <li>– Lands with wilderness characteristics in the outback areas</li> <li>– Along designated scenic routes within Visual Resource Inventory foreground and middle ground distance zones</li> <li>– A 4-mile segment within the congressionally designated utility corridor along Highway 89 (Public Law 105-355) to the east and through to the west of the Cockscomb formation</li> <li>– OSNHT management corridor, except for <ul style="list-style-type: none"> <li>▪ the portions that fall within the congressionally designated utility corridor along Highway 89 (Public Law 105-355)</li> <li>▪ the portions that fall within the front country area</li> </ul> </li> <li>– All other WSR scenic and recreation segments not managed as VRM Class I</li> <li>– All lands within the outback area not managed as VRM Class I</li> </ul> </li> <li>• VRM Class III (107,200 acres) <ul style="list-style-type: none"> <li>– Lands within the Section 368 corridor 68-116</li> <li>– Lands within the congressionally designated utility corridor along U.S. Highway 89 (Public Law 105-355) not managed as Class II</li> <li>– All lands within the front country and passage areas not managed as VRM Class I or II</li> </ul> </li> </ul>
VSR-02	<p><u>Front Country and Passage Areas:</u> Reduce existing visual contrasts from past land uses to the extent practicable, through appropriate mitigation measures.</p> <p><u>Outback and Primitive Areas:</u> Bring existing visual contrasts from past land uses/projects/activities to the extent practicable, into VRM class conformance.</p>

<b>Management No.</b>	<b>Management Directions</b>
VSR-03	The BLM may allow temporary projects (for example, research project data-gathering stations such as meteorological towers) to exceed VRM objectives in Class II and III areas if the project terminates within 2 years of initiation, and rehabilitation of impacts that exceed VRM objectives can be brought into conformance within 3 years of project termination. Rehabilitation begins at the end of the 2-year period. During the temporary project, the BLM may require specific phased restoration to better conform with VRM objectives.

### **2.2.26 Water Resources (WR)**

#### **Goal**

- Protect and restore the quality and quantity of water resources.

#### **Objectives**

- Manage aquatic habitat and water uses to help increase climate resiliency in consideration of expected changes in water availability.
- Protect and restore natural hydrologic functions of watersheds to meet BLM Utah Rangeland Health Standards.
- Protect and restore watershed hydrologic conditions (such as minimizing sheet and rill erosion and increasing infiltration rate) in sensitive or impaired watersheds, and riparian areas.
- Protect and restore water quality to meet State of Utah water quality standards and the BLM Utah Rangeland Health Standards.
- Protect and restore available surface and groundwater into and out of GSENM. Prioritize the maintenance of natural flows and flood events.
- Protect and restore surface and groundwater quality and conditions to avoid outbreaks of harmful algal blooms.

**Management Directions****Table 2-27. Management Directions for Water Resources**

<b>Management No.</b>	<b>Management Directions</b>
WR-01	<p>Within 2 years of the signing of the ROD, complete land health assessments and, if needed, causal factor determinations within the following watersheds:</p> <ul style="list-style-type: none"> <li>• Upper Johnson Wash</li> <li>• Horse Canyon-Escalante River</li> <li>• Last Chance Creek</li> <li>• Upper Paria</li> <li>• Hackberry Canyon-Cottonwood Creek</li> <li>• Middle Paria</li> <li>• Upper Buckskin Gulch</li> <li>• Lower Deer Creek</li> <li>• Bear Creek-Boulder Creek</li> </ul> <p>Based on the causal factor determination, and within 5 years of the signing of the ROD, take appropriate actions that results in significant progress toward fulfillment of the land health standards.</p> <p>Once the assessments/determinations have been completed in these priority watersheds and appropriate management actions taken to rectify issues, conduct land health assessments and, if needed causal factor determinations, across GSENM, within 10 years of the signing of the ROD.</p>
WR-02	Consider hydrological function (at the 12th HUC scale) when designing landscape-scale vegetation management actions and design projects to protect hydrologic function.
WR-03	Mitigate impacts on water quality from discretionary actions by implementing minimization or avoidance techniques, to restore impaired waters listed in the most recent State 305b Water Quality Report.
WR-04	Prohibit discretionary actions that directly contribute to the listing of waterbodies as impaired under Clean Water Act Section 303(d) or that lead to further degradation of waterbodies listed as impaired.
WR-05	<p>Prevent the loss of water (surface and ground) quantities in GSENM through proactive management actions and by ensuring discretionary actions minimize water use.</p> <p>Implement actions to protect and restore the availability of surface water and groundwater within GSENM.</p>

Management No.	Management Directions
WR-06	<p><u>All Areas:</u> Maintenance of existing recreation-related water developments may be allowed, consistent with the protection of GSENM objects.</p> <p>Modifications to existing recreation-related water developments may be allowed, if the existing water development and its modification is consistent with the protection of GSENM objects.</p> <p><u>Front Country, Passage, and Outback Areas:</u> New recreation-related water developments may be allowed, if the new water development and its construction is consistent with the protection of GSENM objects.</p> <p><u>Primitive Area:</u> New recreation-related water developments may be allowed, if the water development and its construction protects and enhances GSENM objects.</p>
WR-07	<p><u>All Areas:</u> Maintenance of existing water developments for native wildlife may be allowed, consistent with the protection of GSENM objects.</p> <p>Modifications to existing water developments for native wildlife may be allowed, if the existing water development and its modification is consistent with the protection of GSENM objects.</p> <p><u>Front Country, Passage, and Outback Areas:</u> New water developments for native wildlife may be allowed, if the new water development and its construction is consistent with the protection of GSENM objects.</p> <p><u>Primitive Area:</u> Prioritize providing water for native wildlife through the maintenance, restoration, and/or enhancement of natural water sources. New water developments for native wildlife may be allowed, if the new water development and its construction protects and enhances GSENM objects.</p> <p><i>(Note: water developments associated with livestock grazing are discussed as structural range improvements in the Livestock Grazing section.)</i></p>

<b>Management No.</b>	<b>Management Directions</b>
WR-08	<p>In areas with native plant communities that lack nonnative, invasive species and are not anthropogenically manipulated (for example, relic plant communities):</p> <p>Maintenance of existing water developments may be allowed, consistent with the protection of GSENM objects.</p> <p>Modifications to existing water developments may be allowed, if the existing water development and its modification is consistent with the protection of GSENM objects.</p> <p>Prohibit new water developments.</p>
WR-09	<p>Avoid degradation of water resources from surface and/or subsurface discretionary actions in all surface and groundwater Drinking Water Source Protection Areas, culinary water sources, and/or sole source aquifers as identified by the UDWQ.</p> <p>Develop strategies to reduce adverse effects of existing BLM-authorized activities that pose a threat to public water systems and or/facilities.</p>

**2.2.27 Wild and Scenic Rivers (WSR)**

**Goal**

- Preserve eligible or suitable rivers, or segments of rivers, and their immediate environments in their free-flowing condition for the protection of their ORVs and for the benefit and enjoyment of present and future generations, giving consideration to other resource values and uses.

**Management Directions**

**Table 2-28. Management Directions for Wild and Scenic Rivers**

Management No.	Management Directions
WSR-01	<p>The following river segments in GSENM have been determined suitable and recommended for congressional designation into the National Wild and Scenic Rivers System. The suitable river segments' classifications are (Figure 2-15):<sup>2</sup></p> <p><i>Escalante River System</i></p> <ul style="list-style-type: none"> <li>• Escalante River #1; Wild</li> <li>• Escalante River #2; Recreational</li> <li>• Escalante River #3; Wild</li> <li>• Harris Wash; Wild</li> <li>• Lower Boulder Creek; Wild</li> <li>• Slickrock Canyon; Wild</li> <li>• Lower Deer Creek #1; Recreational</li> <li>• Lower Deer Creek #2; Wild</li> <li>• The Gulch #1; Wild</li> <li>• The Gulch #2; Recreational</li> <li>• The Gulch #3; Wild</li> <li>• Steep Creek; Wild</li> <li>• Lower Sand Creek; Wild</li> <li>• Willow Patch Creek; Wild</li> <li>• Mamie Creek and West Tributary; Wild</li> <li>• Death Hollow Creek; Wild</li> </ul>

<sup>2</sup> Suitability determinations were made as part of the 1999 Monument Management Planning effort. The 2020 GSENM and KEPA Approved RMPs maintained the suitability determinations but changed the classifications for the Upper Paria River #1 and Lower Sheep Creek segments.

Management No.	Management Directions
WSR-01 (cont.)	<ul style="list-style-type: none"> <li>• Calf Creek #1; Wild</li> <li>• Calf Creek #2; Scenic</li> <li>• Calf Creek #3; Recreational</li> <li>• Twenty-five-mile Wash; Wild</li> </ul> <p><i>Paria River System</i></p> <ul style="list-style-type: none"> <li>• Upper Paria River #1; Wild</li> <li>• Upper Paria River #2; Recreational</li> <li>• Lower Paria River #1; Recreational</li> <li>• Deer Creek Canyon; Wild</li> <li>• Snake Creek; Wild</li> <li>• Hogeeye Creek; Wild</li> <li>• Kitchen Canyon; Wild</li> <li>• Starlight Canyon; Wild</li> <li>• Lower Sheep Creek; Wild</li> <li>• Hackberry Creek; Wild</li> <li>• Lower Cottonwood Creek; Recreational</li> </ul>
WSR-02	Manage rivers determined as suitable for designation under the Wild and Scenic Rivers Act, or segments of such rivers, within 0.25 miles of the ordinary high-water mark on each side of the river, for their free-flowing condition, water quality, tentative classification, and any ORVs until, a decision on suitability can be made for identified eligible rivers, or in the case of suitable rivers, until Congress designates the river or releases it for other uses.
WSR-03	<p>Manage suitable segments as follows:</p> <ul style="list-style-type: none"> <li>• ROW exclusions in all suitable WSR corridors in the outback and primitive areas.</li> <li>• ROW avoidance in all other suitable WSR corridors, except in designated utility corridors.</li> </ul>
WSR-04	<p>Manage suitable segments as follows:</p> <ul style="list-style-type: none"> <li>• WSR wild segment corridors and all corridors within WSAs and ISAs are managed as VRM Class I.</li> <li>• All other WSR scenic and recreation segments are managed as VRM Class II.</li> </ul>



<b>Management No.</b>	<b>Management Directions</b>
WSR-05	<p>The following river segments in GSENM have been determined eligible for inclusion in the National Wild and Scenic Rivers System. The BLM will continue to manage the eligible segments for their free-flowing condition, water quality, identified tentative classification, and preservation of ORVs until a determination of their suitability can be made within the Glen Canyon National Recreation Area. The eligible river segments and classifications are:</p> <ul style="list-style-type: none"><li>• Scorpion Gulch; Wild</li><li>• Fools Canyon; Wild</li><li>• Coyote Gulch; Wild</li></ul>

**2.2.28 Wilderness Study Areas (WSA)**

**Goal**

- Manage WSAs and ISAs in a manner that does not impact or impair their suitability for designation as wilderness.

**Management Directions**

**Table 2-29. Management Directions for Wilderness Study Areas**

<b>Management No.</b>	<b>Management Directions</b>
WSA-01	Manage the following WSAs (this includes ISAs) (Figure 2-16): <ul style="list-style-type: none"> <li>• Phipps-Death Hollow</li> <li>• Steep Creek</li> <li>• North Escalante Canyons/The Gulch</li> <li>• Carcass Canyon</li> <li>• Scorpion</li> <li>• Escalante Canyons Tract 1</li> <li>• Escalante Canyons Tract 5</li> <li>• Devils Garden</li> <li>• The Blues</li> <li>• Fiftymile Mountain</li> <li>• Death Ridge</li> <li>• Burning Hills</li> <li>• Mud Spring Canyon</li> <li>• The Cockscomb</li> <li>• Paria/Hackberry and Paria/Hackberry 202 WSA</li> <li>• Wahweap</li> </ul>
WSA-02	Manage WSAs as follows, subject to valid existing rights and grandfathered uses: <ul style="list-style-type: none"> <li>• VRM Class I</li> <li>• ROW exclusion</li> <li>• OHV closed areas</li> </ul>

<b>Management No.</b>	<b>Management Directions</b>
WSA-03	<p>Should any WSA or ISAs, in whole or in part, be released from wilderness consideration, manage such released lands, unless otherwise specified by Congress in its releasing legislation, in a manner to ensure that GSENM objects are protected. The following will occur:</p> <ul style="list-style-type: none"> <li>• Re-inventories for wilderness characteristics of all released WSAs not designated as wilderness.</li> <li>• Until inventories for wilderness characteristics are completed, and all steps necessary have been completed to establish management of the released areas moving forward, no proposals/actions will occur in the released areas unless consistent with the underlying Primitive Area management direction.</li> </ul>

**2.2.29 Wild Horses and Burros (WHB)****Goal**

- Manage wild horses and burros in accordance with the Wild Free-Roaming Horse and Burro Act of 1971, as amended.

**Objective**

- The Harvey's Fear and Moody-Wagon Box Mesa Herd Areas is not managed for the continued presence of wild horses.

**Management Directions****Table 2-30. Management Directions for Wild Horses and Burros**

<b>Management No.</b>	<b>Management Directions</b>
WHB-01	Remove wild horses from the Harvey's Fear and Moody-Wagon Box Mesa Herd Areas.
WHB-02	Remove wild horses and burros from public lands that are outside the herd areas.

## **2.3 PLAN MAINTENANCE, MONITORING, AND EVALUATION**

The BLM will monitor and periodically evaluate implementation of the RMP based on guidance in the BLM's Land Use Planning Handbook, H-1601-1 (BLM 2005a), as amended.

### **2.3.1 Plan Evaluation**

Land use plan evaluations determine whether:

- The decisions remain relevant to current issues.
- Decisions are effective in achieving or making progress toward achieving the desired outcomes specified in the RMP.
- Any decisions need revision, amendment, or deletion.
- Any new decisions are needed.

In making these determinations, the BLM's evaluation will consider whether mitigation measures such as those described in the Approved RMP are effective in mitigating impacts, whether there are significant changes in the related plans of other entities, or whether there is significant new information. In addition to periodic evaluations, special evaluations may also be required to review unexpected management actions or significant changes in the related plans of Tribes, other federal agencies, and state and local governments, or to evaluate legislation or litigation that has the potential to trigger an amendment or revision to the RMP. Evaluations may identify resource needs, as well as the means for correcting deficiencies and addressing issues through plan maintenance, amendments, or revisions. Evaluations should also identify where new and emerging issues and other values have surfaced.

### **2.3.2 Plan Maintenance**

BLM regulations in 43 CFR 1610.5-4 stipulate that RMP decisions and supporting actions can be maintained to reflect minor data changes. Maintenance is limited to further refining, documenting, or clarifying a previously approved decision incorporated in the RMP. Maintenance must not expand the scope of resource uses or restrictions or change the terms, conditions, and decisions of the approved RMP. Some examples of maintenance actions are:

Correcting minor data, typographical, mapping, or tabular data errors, such as updating acreage maps shown throughout the RMP. Acreages are based on GIS data, which are subject to constant refinement.

Refining baseline information as a result of new inventory data (for example, refining the known habitat of special status species, or adjusting the boundary of a fire management unit based on updated fire regime condition class inventory, fire occurrence, monitoring data, and/or demographic changes)

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

### **2.3.3 Plan Amendment**

RMP decisions are subsequently changed through either a plan amendment or another RMP revision. The process for conducting plan amendments is basically the same as the land use planning process used in developing or revising RMPs. The primary difference is that circumstances may allow for completing a plan

amendment through the environmental assessment process, rather than through an EIS. Plan amendments (43 CFR 1610.5-5) change one or more of the terms, conditions, or decisions of an approved land use plan. Plan amendments are most often prompted by the need to consider a proposal or action that does not conform to the plan; implement new or revised policy that changes land use plan decisions; respond to new, intensified, or changed uses on BLM land; and consider significant new information from resource assessments, monitoring, or scientific studies that change land use plan decisions.

#### **2.3.4 Plan Monitoring**

Land use plan monitoring is the process of (1) tracking the implementation of land use planning decisions (implementation monitoring) and (2) collecting data and information necessary to evaluate the effectiveness of land use planning decisions (effectiveness monitoring). An RMP Monitoring Plan was developed for the GSENM Proposed RMP/Final EIS to support these two processes, and included in this Approved RMP as **Appendix C**. The Monitoring Plan provides a strategy to collect a portion of the data and information necessary for GSENM staff to be able to conduct RMP evaluations. RMP evaluations are discussed in BLM Handbook 1601, Land Use Planning Handbook.

RMP monitoring is distinct from individual resource program monitoring. Individual resource programs provide for detailed and ongoing monitoring of all resources, including the GSENM objects that are discussed in Presidential Proclamations 6920 and 10286.

## Chapter 3. References

BLM (United States Department of the Interior, Bureau of Land Management). 2005. BLM Handbook H-1601-1, Land Use Planning Handbook. Washington, DC.

\_\_\_\_\_. 2012. The National Programmatic Agreement among the BLM, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers. Internet website: <https://www.blm.gov/sites/blm.gov/files/National%20Programmatic%20Agreement.pdf>.

\_\_\_\_\_. 2020. Record of Decision and Approved Resource Management Plans for the Grand Staircase-Escalante National Monument. US Department of the Interior, Bureau of Land Management, Utah.

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# Chapter 4. Glossary of Terms for the Planning Effort

**Acquisition:** The activity of obtaining land and/or interest in land through purchase, exchange, donation, or condemnation.

**Air Quality:** A measure of the health-related and visual characteristics of the air, often derived from quantitative measurements of the concentrations of specific injurious or contaminating substances.

**Allocation:** Process to specifically assign use between and ration among competing users for a particular area of Bureau of Land Management (BLM)-managed land or related waters.

**Allotment:** An area of land designated and managed for grazing of livestock (43 CFR 4100.0-5).

**Alternative:** Other options to the proposed action by which the BLM can meet its purpose and need. The BLM is directed by the National Environmental Policy Act of 1969 to “study, develop, and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of available resources...” (National Environmental Policy Act Sec 102(2)E) (From National Environmental Policy Act Handbook H-1790-1).

**Animal Unit Month (AUM):** The amount of forage necessary for the sustenance of one cow or its equivalent for a period of 1 month (from 43 CFR 4100.0-5).

**Area of Critical Environmental Concern (ACEC):** Area within BLM-managed lands where special management attention is needed to protect important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards (from the Federal Land Policy and Management Act of 1976, Title 43 Chapter 35 Subchapter I 1702(a)).

**Authorized Officer:** The federal employee who has the delegated authority to make a specific decision.

**Avoidance Area (Right-of-Way):** Areas with sensitive resource values where rights-of-way and Section 302 permits, leases, and easements would be strongly discouraged. Authorizations made in avoidance areas would have to be compatible with the purpose for which the area was designated and not be otherwise feasible on lands outside the avoidance area.

**Best Management Practice (BMP):** A technique that guides, or may be applied to, management actions to aid in achieving desired outcomes. BMPs are often developed in conjunction with land use plans, but they are not considered a land use plan decision unless the land use plan specifies that they are mandatory. They may be updated or modified without a plan amendment if they are not mandatory (from H-1601-1, BLM Land Use Planning Handbook).

**Campground:** An area set aside and developed for camping with services and amenities like campsites, picnic tables, fire rings, trash collection, and toilets.

**Canyoneering:** Canyoneering is the sport of exploring canyons using a range of techniques that include hiking, scrambling, sliding, stemming, chimneying, and rappelling.

**Casual Collecting:** The collecting of a reasonable amount of common invertebrate and plant paleontological resources for noncommercial personal use, either by surface collection or the use of nonpowered hand tools resulting in only negligible disturbance to the earth's surface and other resources.

**Climate Change:** Any significant change in measures of climate (such as temperature, precipitation, or wind) lasting for an extended period (decades or longer). Climate change may result from the following:

- Natural factors, such as changes in the sun's intensity or slow changes in the earth's orbit around the sun
- Natural processes within the climate system (for example, changes in ocean circulation)
- Human activities that change the atmosphere's composition (for example, driving motor vehicles) and the land surface (for example, deforestation, reforestation, urbanization, and desertification)

**Closed:** Generally, denotes that an area is not available for a particular use or uses; refer to specific definitions found in law, regulations, or policy guidance for application to individual programs. For example, 43 CFR 8340.0-5 sets forth the specific meaning of "closed" as it relates to off-highway vehicle use, and 43 CFR 8364 defines "closed" as it relates to closure and restriction orders (from H-1601-1, BLM Land Use Planning Handbook).

**Consultation:** The conduct of mutual, open, and direct two-way communication in good faith to secure meaningful and timely participation in the decision-making process, as allowed by law. See *Government-to-Government Consultation*, *Section 106 Consultation*, and *Section 7 Consultation* for the specific forms of consultation included in those processes.

**Cultural Resource or Cultural Property:** A definite location of human activity, occupation, or use identifiable through field inventory (survey), historical documentation, or oral evidence. The term includes archaeological, historic, or architectural sites, structures, or places with important public and scientific uses, and may include definite locations (sites or places) of traditional cultural or religious importance to specified social and/or cultural groups (see *Traditional Cultural Property [TCP]*). Cultural resources are concrete, material places and things that are located, classified, ranked, and managed through the system of identifying, protecting, and utilizing for public benefit described in the BLM Manual 8100 series. They may be but are not necessarily eligible for the National Register of Historic Places (see *Historic Property*).

**Decision Area:** The lands within the planning area for which the BLM has authority to make management decisions.

**Departed Watershed:** Hydrologic Unit Code (HUC)-10 or HUC-12 watersheds with a high degree of departure from reference conditions identified by the BLM Utah State Office relating to water, soil, and vegetation resources. For more information about the analysis, see **Appendix B** of this Proposed **Final RMP/EIS**.

**Designated Camping Areas:** Camping areas on public lands away from developed recreation facilities in distinct and defined campsites that are usually marked with signage. Typically, no services or amenities are provided.

**Designated Roads and Trails:** Specific roads and trails identified by the BLM (or other agencies) where some type of motorized vehicle use is appropriate and allowed either seasonally or year-long (from H-1601-I, BLM Land Use Planning Handbook).

**Discretionary Use/Action:** A use for which the BLM retains the discretion to authorize or decline to authorize.

**Dispersed Camping:** Camping on public lands away from developed recreation facilities. Typically, no services or amenities are provided. General rules apply, such as the distance from waterbodies and the proximity to a road.

**Dispersed or Extensive Recreation:** Recreational activities of an unstructured type that are not confined to specific locations or dependent on recreation sites. Examples of these activities may be hunting, fishing, off-highway vehicle use, hiking, and sightseeing.

**Disposal:** Transfer of BLM-managed land out of federal ownership to another party through sale, exchange, Recreation and Public Purposes Act, Desert Land Entry, or other land law statutes.

**Distance Zones:** A subdivision of the landscape as viewed from an observer position. The subdivision (zones) includes foreground-middle ground, background, and seldom seen.

**Eligible River Segment:** A section of a river that qualifies for inclusion into the National Wild and Scenic Rivers System through determination that it is free-flowing and with its adjacent land area possessing at least one river-related value considered to be outstandingly remarkable.

**Emergency Stabilization and Rehabilitation:** Actions to stabilize and prevent unacceptable degradation to land or resources, to minimize threats to life or property resulting from the effects of a fire, or to repair/replace/construct physical improvements necessary to prevent degradation of land or resources.

**Endangered Species:** Any animal or plant species in danger of extinction throughout all or a significant portion of its range. These species are listed by the U.S. Fish and Wildlife Service (from BLM Manual 6840, Special Status Species Manual).

**Environment:** An area that meets a specific set of physical, biological, temporal, or spatial characteristics that satisfy the requirements of a plant or animal species or group of species for part or all of their life cycle.

**Exclusion Area (for Rights-of-Way):** Areas which are not available for location of rights-of-way under any condition (from H-1601-I, BLM Land Use Planning Handbook).

**Extensive Recreation Management Area (ERMA):** An administrative unit that requires specific management consideration in order to address recreation use, demand, or recreation and visitor services program investments.

**Facilities:** All or any portion of a building, structure, site improvement, element, pedestrian route, or vehicular way located on a site. An element is an architectural or mechanical component, generally including toilets, picnic tables, grills, registration kiosks, etc., at a site (including a staging site).

**Federal Land Policy and Management Act of 1976 (FLPMA):** Public Law 94-579 (October 21, 1976), often referred to as the BLM’s “Organic Act,” which provides the majority of the BLM’s legislated authority, direction, policy, and basic management guidance.

**Fire Management Plan (FMP):** A strategic implementation-level plan that defines a program to manage wildland fire, fuel reduction, and fire rehabilitation based on an area’s approved Resource Management Plan. FMPs must address a full range of fire management activities that support ecosystem sustainability, values to be protected, protection of firefighter and public safety, public health, and environmental issues. They must be consistent with resource management objectives and activities of the area.

**Forage Reserve Allotment:** A designation for a type of allotment on which there is no current term permit obligation for some portion of or all the estimated livestock grazing capacity, and where there has been a project-level environmental analysis and decision made to infrequently use the available forage on the allotment to enhance management flexibility for authorized livestock use or to achieve a desired vegetation condition.

**Fossil:** Any remains, traces, or imprints of prehistoric nonhuman organisms preserved in or on the earth’s crust that provide information about the history of life on earth.

**Geographic Information System (GIS):** A system of computer hardware, software, data, people, and applications that capture, store, edit, analyze, and graphically display a potentially wide array of geospatial information (from H-1601-I, BLM Land Use Planning Handbook).

**Geology:** The science that studies the earth, the rocks of which it is composed, and the changes it has undergone or is undergoing.

**Goal:** A broad statement of a desired outcome; usually not quantifiable and may not have established times for achievement (from H-1601-I, BLM Land Use Planning Handbook).

**Government-to-Government Consultation:** The consultation between BLM officials with decision-making authority and elected tribal officials or those tribal representatives specifically delegated by elected tribal officials to engage in such consultation and decision-making. It is built on the government-to-government exchange of information and aims to create effective collaboration and informed decision-making. Consultation is an accountable process that ensures meaningful and timely input by tribal officials into the development of regulatory policies and agency decisions that have tribal implications (from BLM Manual MS-1780 Tribal Relations).

**Grazing Permit:** A document authorizing use of the BLM-managed lands within an established grazing district. Grazing permits specify all authorized use including livestock grazing and suspended use. Permits specify the total number of animal unit months apportioned, the area authorized for grazing use, or both (from 43 CFR 4100.0-5).

**Guideline:** A practice, method, or technique determined to be appropriate to ensure that standards can be met or that significant progress can be made toward meeting the standard. Guidelines are tools such as grazing systems, vegetative treatments, or improvement projects that help managers and permittees achieve standards. Guidelines may be adapted or modified when monitoring or other information indicates

the guideline is not effective, or a better means of achieving the applicable standard becomes appropriate (from H-4180-I, BLM Rangeland Health Standards Manual).

**Impacts (or Effects):** Changes to the human environment from the proposed action that are reasonably foreseeable. Effects analysis predicts the degree to which the environment would be affected by an action. The Council on Environmental Quality uses both the terms “effect” and “impact” in the National Environmental Policy Act regulations; these terms are synonymous in the National Environmental Policy Act context. As a noun, other synonyms include consequence, result, and outcome. Effects can be both beneficial and detrimental.

**Implementation Decisions:** Decisions that take action to implement land use plan decisions; generally appealable to the Interior Board of Land Appeals under 43 CFR 4.410 (from H-1601-I, BLM Land Use Planning Handbook).

**Implementation Plan:** A sub-geographic or site-specific plan written to implement decisions made in a land use plan. Implementation plans include both activity plans and project plans (they are types of implementation plans) (from H-1601-I, BLM Land Use Planning Handbook).

**Indian Tribe (or Tribe):** Any Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian tribe pursuant to the Federally Recognized Indian Tribe List Act of 1994 (from BLM Handbook H-1780-I, part G2).

**Instant Study Area (ISA):** One of the 55 primitive and natural areas formally identified by the BLM through a final action published in the Federal Register before November 1, 1975. The Federal Land Policy and Management Act of 1976 required an accelerated wilderness review of these Wilderness Study Areas.

**Land Use Allocation:** The identification in a land use plan of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the decision area, based on desired future conditions (from H-1601-I, BLM Land Use Planning Handbook).

**Land Use Plan (LUP):** A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of the Federal Land Policy and Management Act; an assimilation of LUP-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed. The term includes both Resource Management Plans and Management Framework Plans (from H-1601-I, BLM Land Use Planning Handbook).

**Land Use Plan Amendment:** The process for considering or making changes in the terms, conditions, and decisions of approved Resource Management Plans or Management Framework Plans. Usually only one or two issues are considered that involve only a portion of the decision area (from H-1601-I, BLM Land Use Planning Handbook).

**Land Use Plan Decision:** Establishes desired outcomes and actions needed to achieve them. Decisions are reached using the planning process in 43 CFR 1600. When they are presented to the public as proposed decisions, they can be protested to the BLM Director. They are not appealable to the Interior Board of Land Appeals (from H-1601-I, BLM Land Use Planning Handbook).

**Lease:** An authorization or contract by which one party conveys the use of property to another party in return for rental payments. Section 302 of the Federal Land Policy and Management Act of 1976 provides the BLM's authority to issue leases for the use, occupancy, and development of public lands. Leases are issued for purposes such as communication sites, parks, and other recreational facilities. The regulations establishing procedures for the processing of these leases are found in 43 CFR 2920 and 2740.

**Management Decision:** A decision made by the BLM to manage BLM-managed lands. Management decisions include both land use plan decisions and implementation decisions (from H-1601-1, BLM Land Use Planning Handbook).

**Mitigation:** A method or process by which impacts from actions may be made less injurious to the environment through appropriate protective measures. 40 CFR 1508.1(s) further defines mitigation as: (1) avoiding the adverse effect altogether by not taking a certain action or parts of an action; (2) minimizing the adverse effect by limiting the degree or magnitude of the action and its implementation; (3) rectifying the adverse effect by repairing, rehabilitating, or restoring the affected environment; (4) reducing or eliminating the adverse effect over time by preservation and maintenance operations during the life of the action; and/or (5) compensating for the adverse effect by replacing or providing substitute resources or environments.

**Mitigation Measures:** Constraints, requirements, or conditions imposed to reduce the significance of or eliminate an anticipated impact on environmental, socioeconomic, or other resource values from a proposed land use. Committed mitigation measures are those measures the BLM is committed to enforce (that is, all applicable laws and their implementing regulations).

**Monument Management Plan (MMP):** A land use plan as prescribed by the Federal Land Policy and Management Act and National Forest Management Act that establishes land use allocations, coordination guidelines for multiple use, objectives, and actions to be achieved for a national monument and given area of land.

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

**National Wild and Scenic Rivers System:** A system of nationally designated rivers and their immediate environments that have outstanding scenic, recreational, geologic, fish and wildlife, historic, cultural, and other similar values and are preserved in a free-flowing condition. The system consists of three types of streams: (1) recreation—rivers or sections of rivers that are readily accessible by road or railroad and that may have some development along their shorelines and may have undergone some impoundments or diversion in the past; (2) scenic—rivers or sections of rivers free of impoundments with shorelines or watersheds still largely undeveloped but accessible in places by roads; and (3) wild—rivers or sections of rivers free of impoundments and generally inaccessible except by trails, with watersheds or shorelines essentially primitive and waters unpolluted.

**Natural Plant Community:** A plant community that by and large lacks invasive species.

**Natural Processes:** Interactions among plants, animals, and the environment. These interactions include photosynthesis, pollination, decomposition, and others that help create and shape natural communities.

**Noxious Weed:** Designated under federal and state noxious weed acts. Noxious weeds in the planning area are listed under the Utah Noxious Weed Act of 2008. This act defines “noxious weed” as “any plant the commissioner determines to be especially injurious to public health, crops, livestock, land, or other property.”

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

**Off-Highway Vehicle (OHV):** Defined in accordance with BLM regulations at 43 CFR 8340.0-5(a).

Off-Highway Vehicle Designations:

Open: designated areas where OHVs may be operated.

- Limited: designated areas and trails where the use of an OHV is subject to restrictions, such as limiting the dates and times of use (seasonal restrictions); limiting use to designated roads and trails; or limiting use to existing roads and trails. Combinations of restrictions are possible.
- Closed: designated areas, roads, and trails where the use of an OHV is prohibited. Emergency use of vehicles is allowed.

**Official Use:** Use by an employee, agent, or designated representative of the federal government or one of its contractors, in the course of his employment, agency, or representation (from BLM National Management Strategy for OHV Use on Public Lands).

**Outstanding Natural Area (ONA):** A 1994 *Federal Register* notice (59 FR 107, 29205-29206) clarified that the regulations under which these areas were classified are no longer relevant. These were established to preserve scenic values and areas of natural wonder. The preservation of these resources in their natural condition was the primary management objective. Access roads, parking areas, and public use facilities were normally located on the periphery of the area. The public was encouraged to walk into the area for recreational purposes wherever feasible.

**Passive Management:** Refers to approaches that minimize human involvement while still maintaining desired goals and outcomes.

**Permit:** A short-term, revocable authorization to use BLM-managed lands for specific purposes, Section 302 of the Federal Land Policy and Management Act provides the BLM’s authority to issue permits for the use, occupancy, and development of BLM-managed lands. Permits are issued for purposes such as commercial or noncommercial filming, advertising displays, commercial or noncommercial croplands, apiaries, harvesting of native or introduced species, temporary or permanent facilities for commercial purposes (does not include mining claims), residential occupancy, construction equipment storage sites, assembly yards, oil rig stacking sites, mining claim occupancy if the residential structures are not incidental to the mining operation, and water pipelines and well pumps related to irrigation and non-irrigation

facilities. The regulations establishing procedures for the processing of these permits are found in 43 CFR 2920.

**Permitted Use (grazing):** The forage allocated by, or under the guidance of, an applicable land use plan for livestock grazing in an allotment under a permit or lease, expressed in animal unit months (43 CFR 4100.0-5) (from H-4180-I, BLM Rangeland Health Standards Manual).

**Permittee (Livestock Operator):** A person or organization legally permitted to graze a specific number and class of livestock on designated areas of BLM-managed land during specified seasons each year.

**Phased Restoration:** Any restoration project where multiple steps/phases are used to protect and/or restore natural process and functions.

**Prescribed Fire:** Any fire ignited by management action to meet specific objectives. A written, approved prescribed fire plan must exist, and National Environmental Policy Act requirements must be met, prior to ignition (from H-9214-I, BLM Prescribed Fire Management Handbook).

**Public Land:** Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM without regard to how the United States acquired ownership, except lands located on the Outer Continental Shelf, and land held for the benefit of Indians, Aleuts, and Eskimos (from H-1601-I, BLM Land Use Planning Handbook).

**Range Improvement:** An authorized physical modification or treatment designed to improve production of forage; change vegetation composition; control patterns of use; provide water; stabilize soil and water conditions; and restore, protect, and improve the condition of rangeland ecosystems to benefit livestock, wild horses and burros, and fish and wildlife. The term includes, but is not limited to, structures, treatment projects, and use of mechanical devices or modifications achieved through mechanical means (43 CFR 4100.0-5) (from H-4180-I, BLM Rangeland Health Standards Manual).

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

**Rangeland Health Standards:** The four standards of physical and biological condition or degree of function required for healthy sustainable rangeland in Utah are the following (from BLM's 1997 Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah):

- I. Watersheds are in, or are making significant progress toward, properly functioning physical condition, including their upland, riparian/wetland, and aquatic components; soil and plant conditions support water infiltration, soil moisture storage, and release of water that are in balance with climate and landform, and maintain or improve water quality, water quantity, and timing and duration of flow.



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

**Raptors:** Birds of prey, such as the eagle, falcon, hawk, owl, or vulture.

**Recreational Shooting:** The discharge of firearms (as defined in Utah Code 76-10-501) for recreational purposes. This definition excludes the discharge of firearms when lawfully hunting protected and non-protected wildlife (as defined in Utah Code 23A or other applicable law), and when verifying firearm accuracy immediately prior to and during the lawful hunting activity.

**Reference Plant Community.** Vegetation communities that display a range of ecological conditions that exhibit natural variability, unaltered by anthropogenic agents and exotic species.

**Research Natural Area (RNA):** An area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics:

- A typical representation of a common plant or animal association
- An unusual plant or animal association
- A threatened or endangered plant or animal species
- A typical representation of common geologic, soil, or water features
- Outstanding or unusual geologic, soil, or water features

**Right-of-Way (ROW):** BLM-managed lands authorized to be used or occupied for the construction, operation, maintenance, and termination of a project, pursuant to a ROW authorization.

**Riparian Area:** A form of wetland transition between permanently saturated wetlands and upland areas. A riparian area is defined as an area of land directly influenced by permanent (surface or subsurface) water. Riparian areas exhibit vegetation or physical characteristics that reflect the influence of permanent surface or subsurface water. Typical riparian areas include lands along, adjacent to, or contiguous with perennially and intermittently flowing rivers and streams, glacial potholes, and the shores of lakes and reservoirs with stable water levels. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

**Route:** A path, way, trail, road, or other established travel corridor.

**Scenic Backways:** Paved or unpaved routes that have roadsides or corridors of special aesthetic, cultural, or historic value in more remote, less-visited locations. The corridor may contain outstanding scenic vistas, unusual geologic features, or other intrinsic qualities such as cultural, historic, natural, recreational, and archaeological values. Scenic Backways can be designated at either the State level or by the BLM during the land use planning process.

**Scenic Byways:** Highway routes that have roadsides or corridors of special aesthetic, cultural, or historic value. The corridor may contain outstanding scenic vistas, unusual geologic features, or other intrinsic qualities such as cultural, historic, natural, recreational, and archaeological values. Scenic Byways can be designated at either the state or the federal level.

**Scenic Quality:** The relative worth of a landscape from a visual perception point of view.

**Scenic River:** Those rivers or sections of rivers that are free of impoundments, with shorelines or watersheds still largely primitive and shorelines largely undeveloped, but accessible in places by roads (from Section 2(b) of the Wild and Scenic Rivers Act).

**Soundscapes:** The human perception of the physical sound resource.

**Special Recreation Management Area (SRMA):** An administrative unit where the existing or proposed recreation opportunities and recreation setting characteristics are recognized for their unique value, importance, or distinctiveness, especially compared with other areas used for recreation.

**Special Status Species:** Includes proposed species, listed species, and candidate species under the Endangered Species Act; State-listed species; and BLM State director-designated sensitive species (see BLM Manual 6840, Special Status Species Policy) (from H-1601-I, BLM Land Use Planning Handbook).

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

**Surface-Disturbing Activities:** An action that alters the vegetation, surface/near-surface soil resources, and/or surface geologic features, beyond natural site conditions and on a scale that affects other BLM-managed land values. Examples of surface-disturbing activities may include operation of heavy equipment to construct roads, pits, and reservoirs; installation of pipelines and power lines; and intensive vegetation management (such as prescribed fire). Surface-disturbing activities may be either authorized or prohibited.

**Traditional Cultural Property (TCP):** A property that is eligible for inclusion in the National Register of Historic Places based on its associations with the cultural practices, traditions, beliefs, lifeways, arts, crafts, or social institutions of a living community. Traditional cultural properties are rooted in a traditional community's history and are important in maintaining the continuing cultural identity of the community (from the U.S. Department of the Interior, National Park Service National Register Bulletin 38).

**Travel Management Areas (TMAs):** Polygons or delineated areas where travel management (either motorized or non-motorized) requires particular focus. These areas may be designated as open, closed, or limited to motorized use and will typically have an identified or designated network of roads, trails, ways, and other routes that provide for public access and travel across the planning area. All designated travel routes within TMAs should have a clearly identified need and purpose, as well as clearly defined activity types, modes of travel, and seasons or times for allowable access or other limitations.

**Unallotted (Grazing):** An area that is available for livestock grazing under section 3 or section 15 of the Taylor Grazing Act for permits or leases, but currently does not have a permit. Also referred to as a vacant allotment.

**Utility Corridor:** A parcel of land that has been identified by law, by secretarial order, through a land use plan, or by other management decision as being the preferred location for existing and future right-of-way grants and suitable to accommodate one type of right-of-way or one or more rights-of-way that are similar, identical, or compatible.

**Valid Existing Rights:** Any authorization or right established. Valid existing rights are established by various laws, leases, and filings made with the BLM.

**Visual Resource Management (VRM):** The inventory and planning actions taken to identify visual values and to establish objectives for managing those values, and the management actions taken to achieve the visual management objectives.

**Visual Resource Management (VRM) Classes:** VRM categories assigned to public lands based on scenic quality, sensitivity level, and distance zones. There are four classes. Each class has an objective which prescribes the amount of change allowed in the characteristic landscape.

**Visual Resources:** The visible physical features of a landscape (topography, water, vegetation, animals, structures, and other features) that constitute the scenery of an area.

**Water Quality:** The chemical, physical, and biological characteristics of water with respect to its suitability for a particular use.

**Watershed:** The fifth level of the hydrologic unit delineation system. A watershed is coded with 10 numerical digits, also referred to as a HUC-10, and watersheds range in size from 40,000 to 250,000 acres (from H-4180-1, BLM Rangeland Health Standards).

**Wild and Scenic River (WSR):** See National Wild and Scenic River System.

**Wilderness Characteristics:** The combination of biophysical, experiential, and symbolic ideals that distinguishes wilderness from other lands. The five qualities of wilderness character are Untrammeled, Undeveloped, Natural, Solitude or Primitive and Unconfined Recreation, and Unique, Supplemental, or Other Features.

**Wilderness Study Area (WSA):** For purposes of this planning effort, areas designated under Section 603 of the Federal Land Policy and Management Act of 1976 that were determined to possess wilderness characteristics as described in the Wilderness Act of 1964. The BLM manages WSAs to prevent impairment of their wilderness characteristics and suitability for designation as Wilderness until Congress determines whether to add the area to the National Wilderness Preservation System or release it for multiple use purposes.

**Woodland Products:** Woodland products generally refers to forest or woodland products that are found on BLM-managed lands and may be harvested for recreation or personal use.

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# Appendix A

## Figures

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# Appendix A. Figures

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## FIGURES

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- 2-2 Approved RMP: Management Areas
- 2-3 Approved RMP: Areas of Critical Environmental Concern and Research Natural Areas
- 2-4 Approved RMP: Forestry and Woodland Products
- 2-5 Approved RMP: Designated Corridors
- 2-6 Approved RMP: Lands and Realty
- 2-7 Approved RMP: Lands with Wilderness Characteristics
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- 2-10 Approved RMP: Recreation and Visitor Services
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- 2-14 Approved RMP: Visual Resource Management
- 2-15 Approved RMP: Wild and Scenic Rivers
- 2-16 Approved RMP: Wilderness Study Areas

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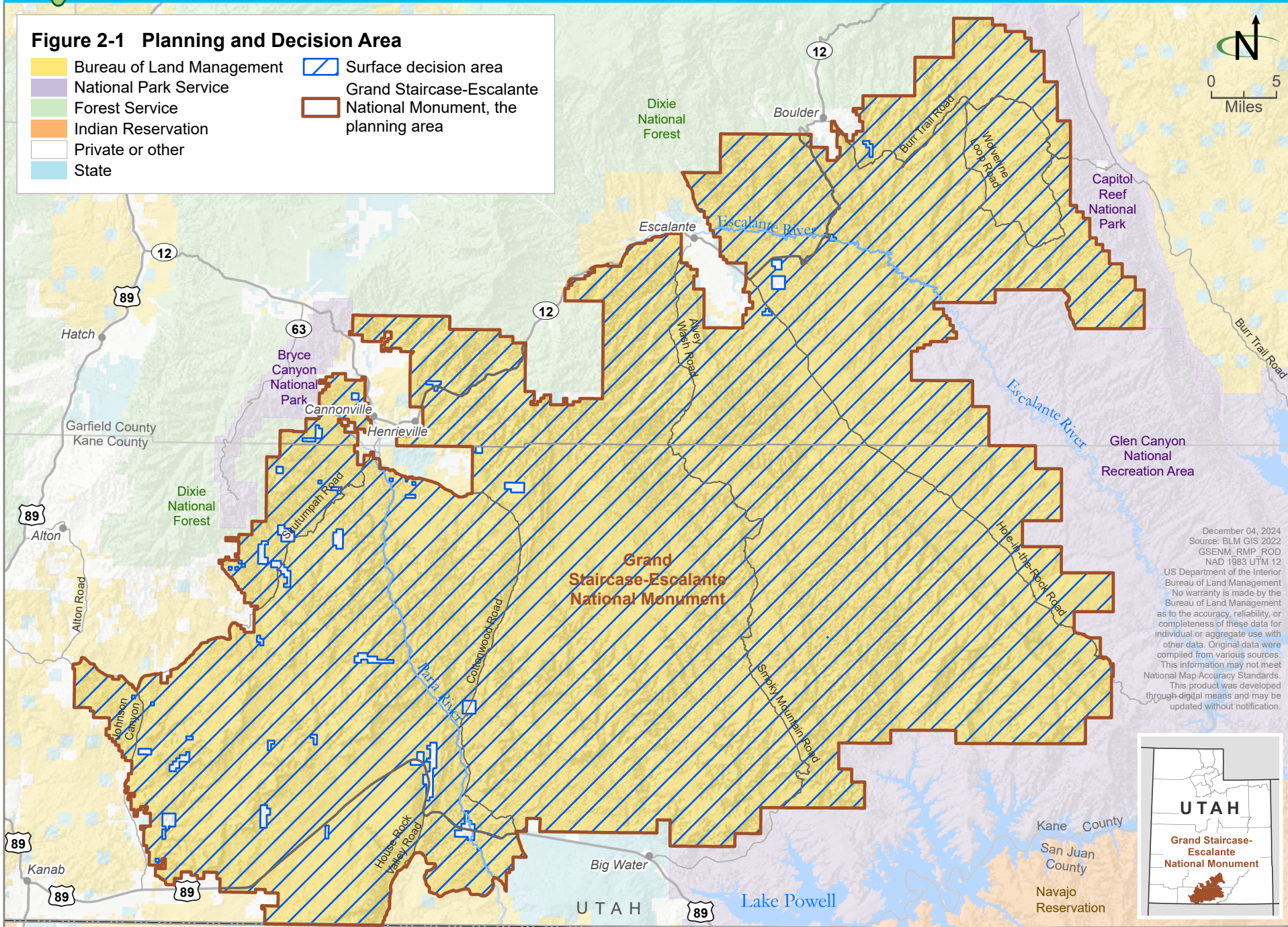




# Grand Staircase-Escalante National Monument

### Figure 2-1 Planning and Decision Area

- Bureau of Land Management
- National Park Service
- Forest Service
- Indian Reservation
- Private or other
- State
- Surface decision area
- Grand Staircase-Escalante National Monument, the planning area



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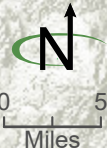
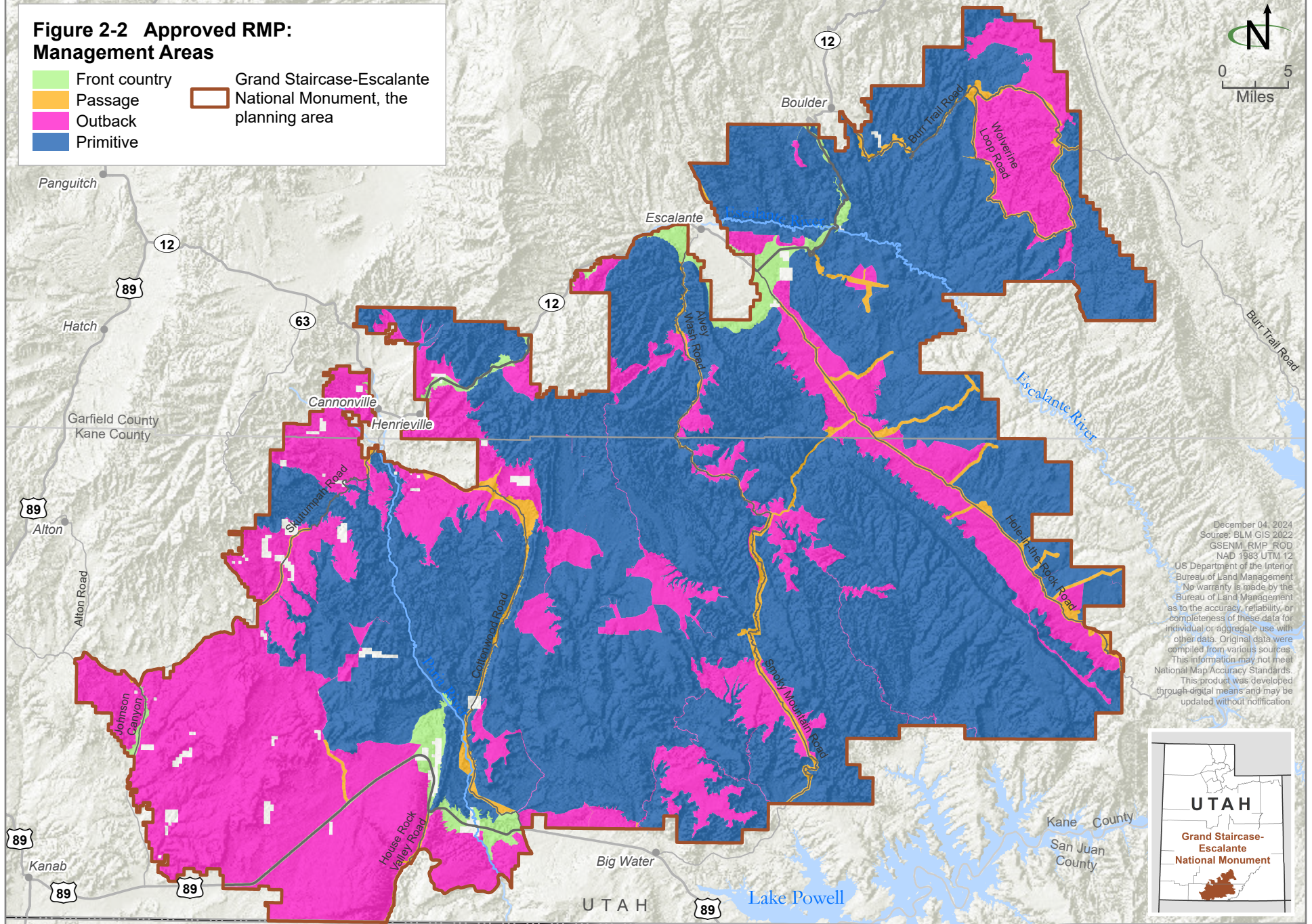




# Grand Staircase-Escalante National Monument

### Figure 2-2 Approved RMP: Management Areas

- Front country
- Passage
- Outback
- Primitive
- Grand Staircase-Escalante National Monument, the planning area



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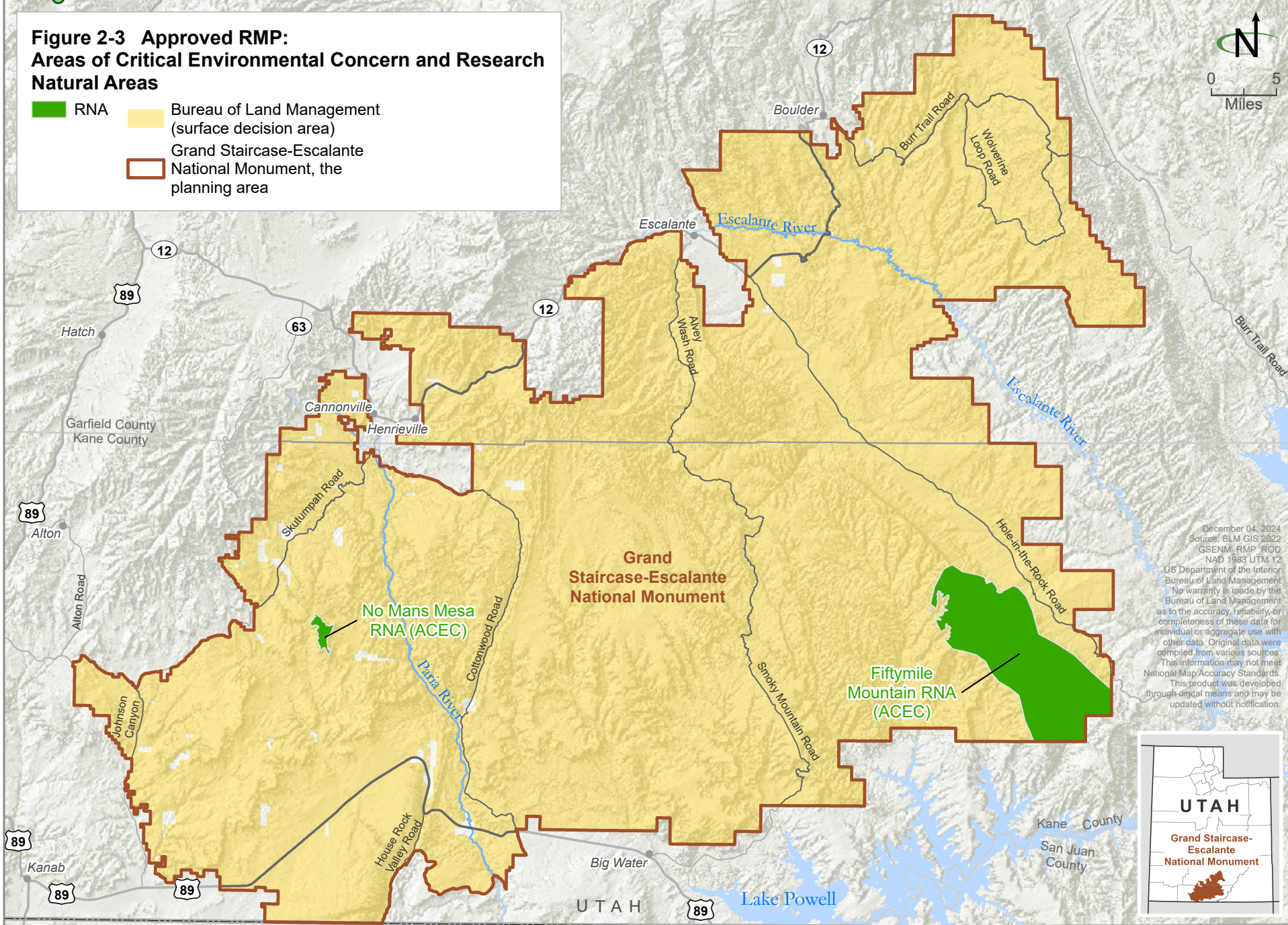




# Grand Staircase-Escalante National Monument

### Figure 2-3 Approved RMP: Areas of Critical Environmental Concern and Research Natural Areas

- RNA
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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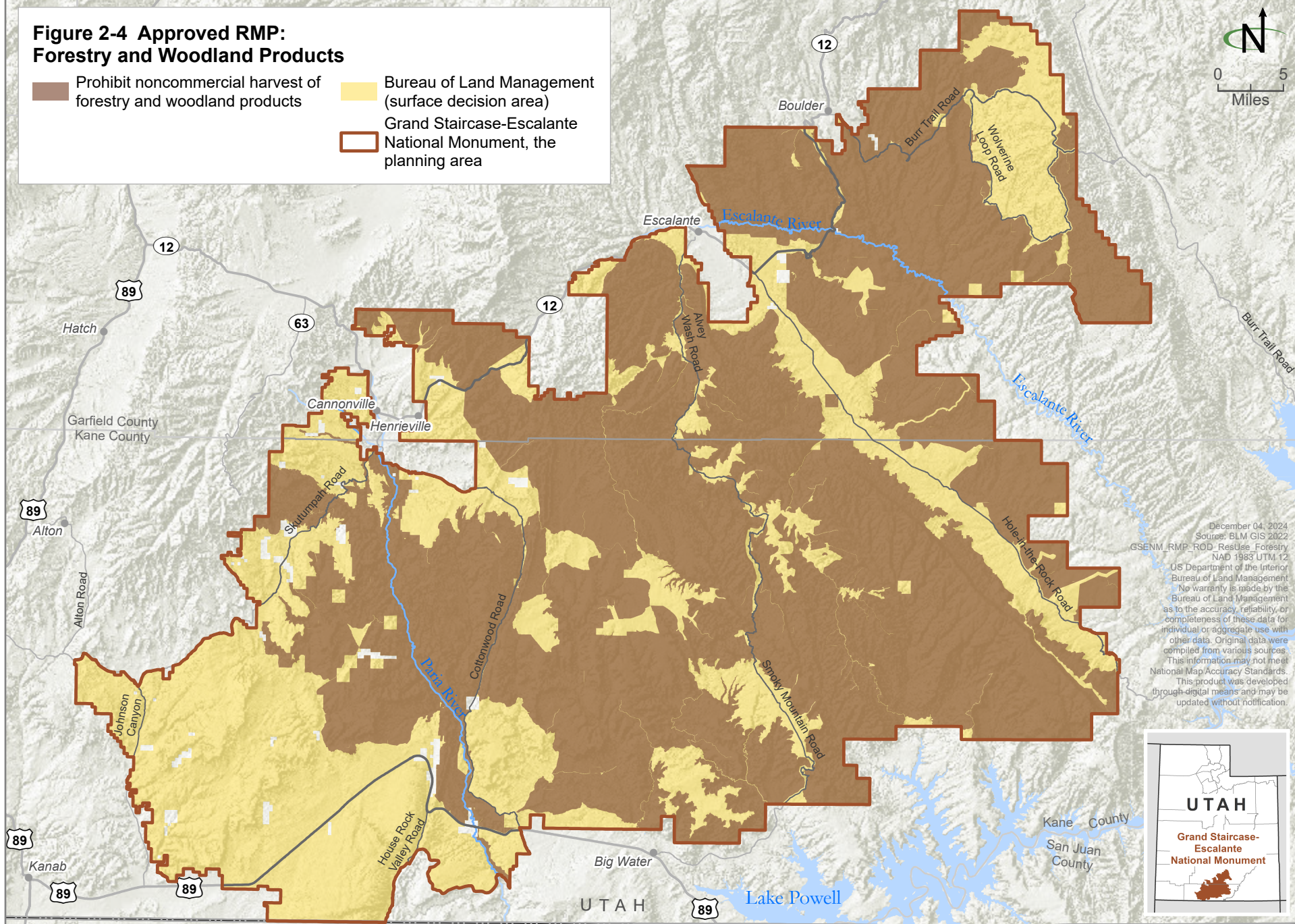




# Grand Staircase-Escalante National Monument

## Figure 2-4 Approved RMP: Forestry and Woodland Products

- Prohibit noncommercial harvest of forestry and woodland products
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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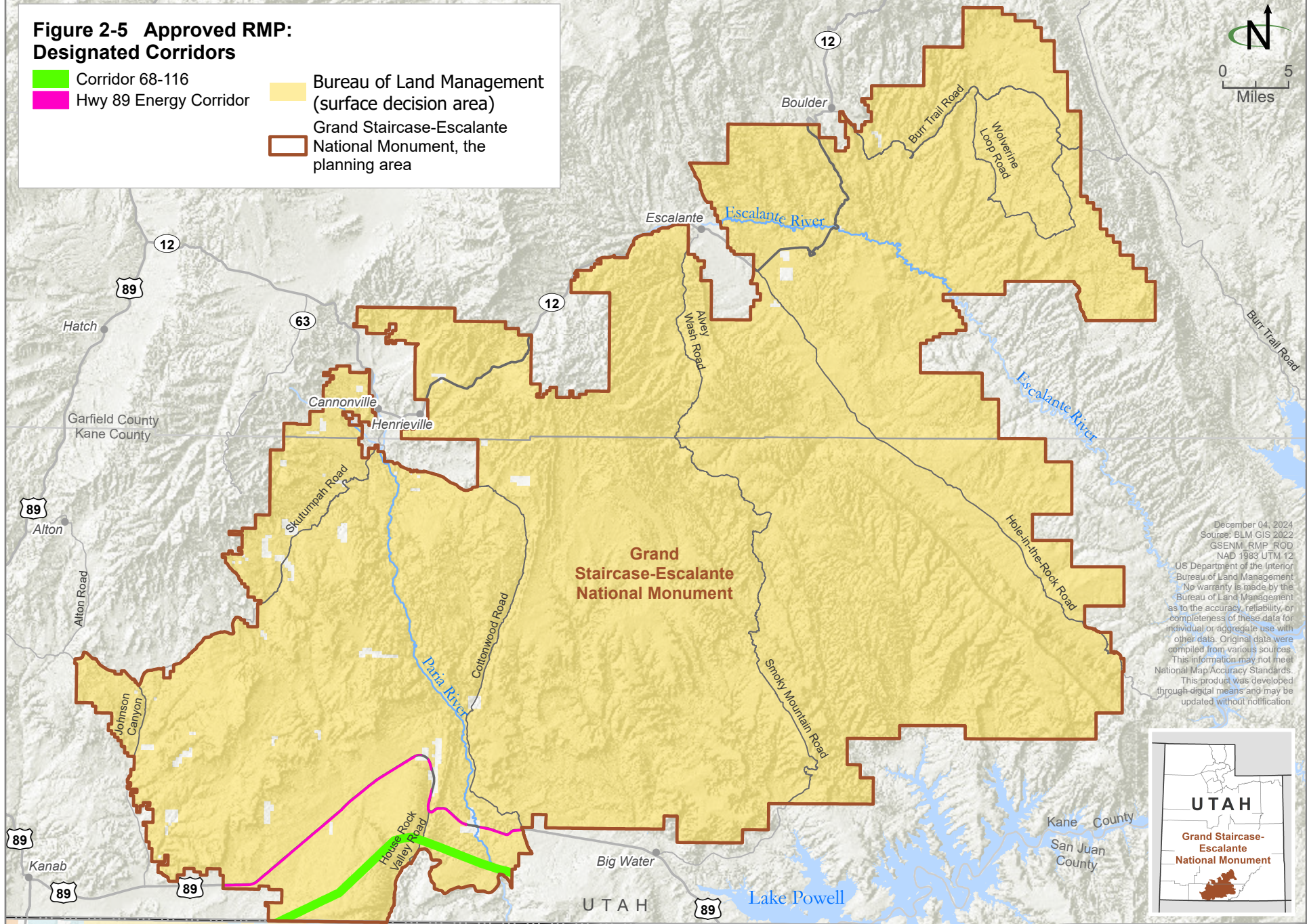




# Grand Staircase-Escalante National Monument

### Figure 2-5 Approved RMP: Designated Corridors

- Corridor 68-116
- Hwy 89 Energy Corridor
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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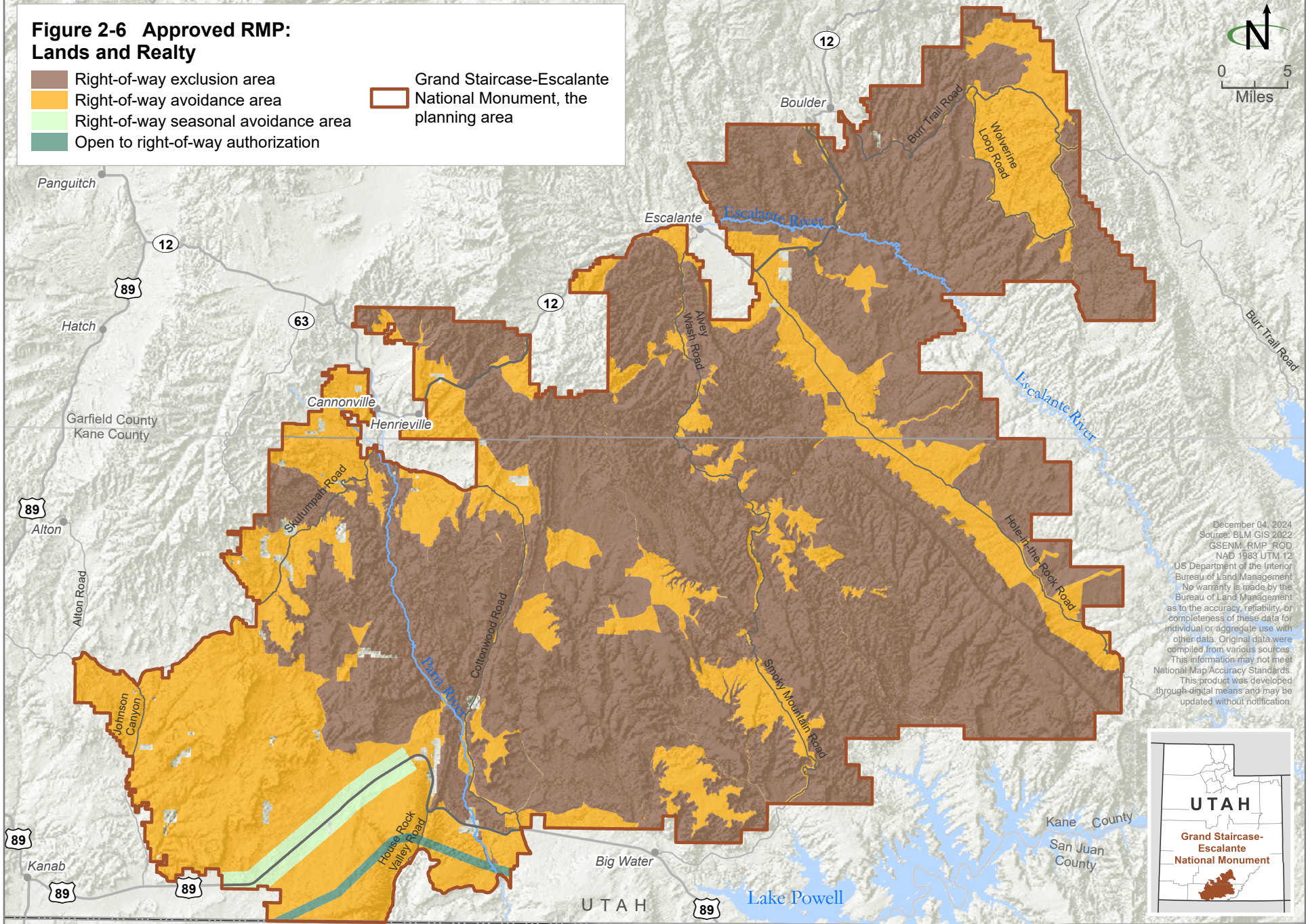




# Grand Staircase-Escalante National Monument

## Figure 2-6 Approved RMP: Lands and Realty

- Right-of-way exclusion area
- Right-of-way avoidance area
- Right-of-way seasonal avoidance area
- Open to right-of-way authorization
- Grand Staircase-Escalante National Monument, the planning area



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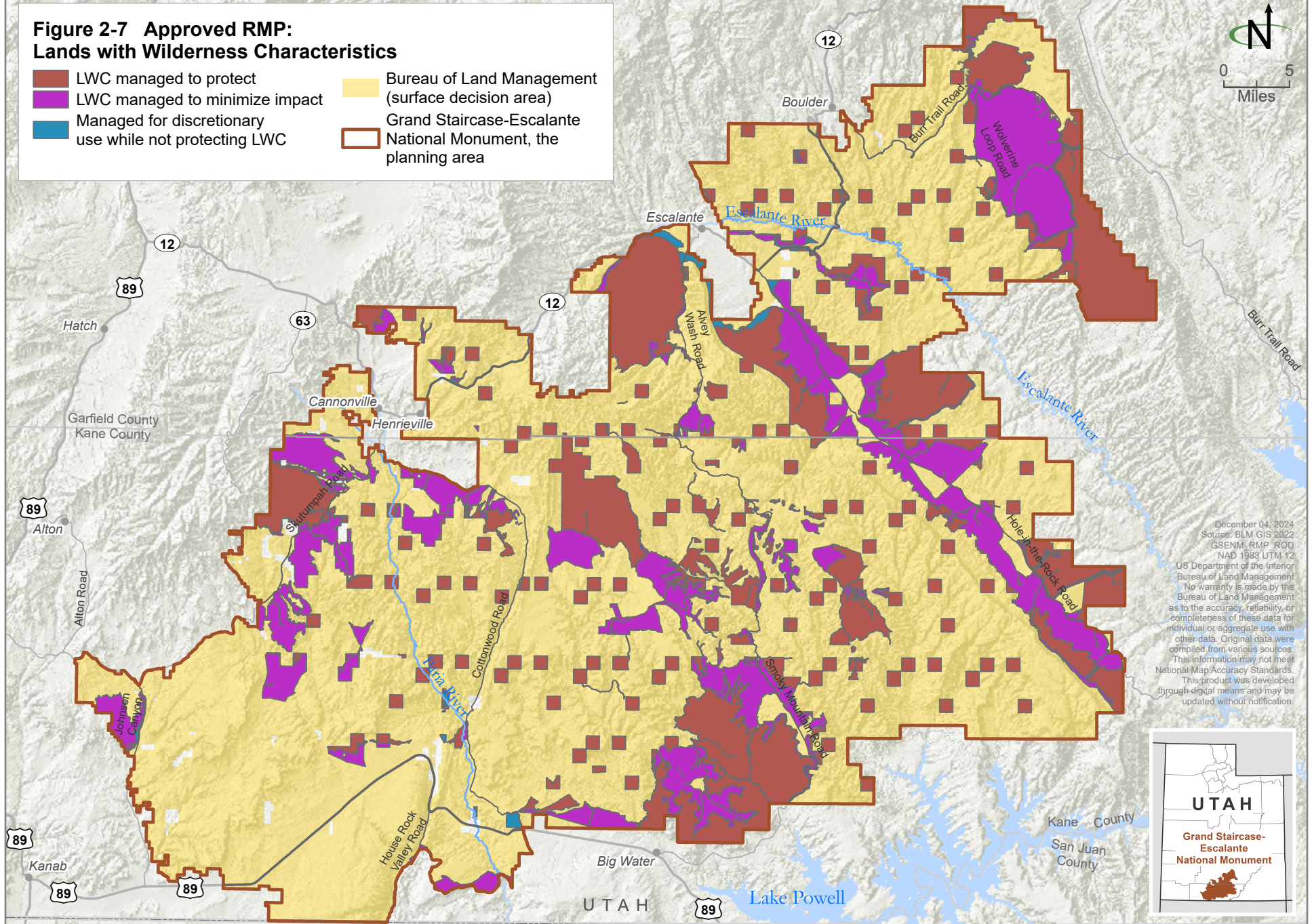
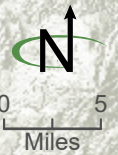




# Grand Staircase-Escalante National Monument

### Figure 2-7 Approved RMP: Lands with Wilderness Characteristics

- LWC managed to protect
- LWC managed to minimize impact
- Managed for discretionary use while not protecting LWC
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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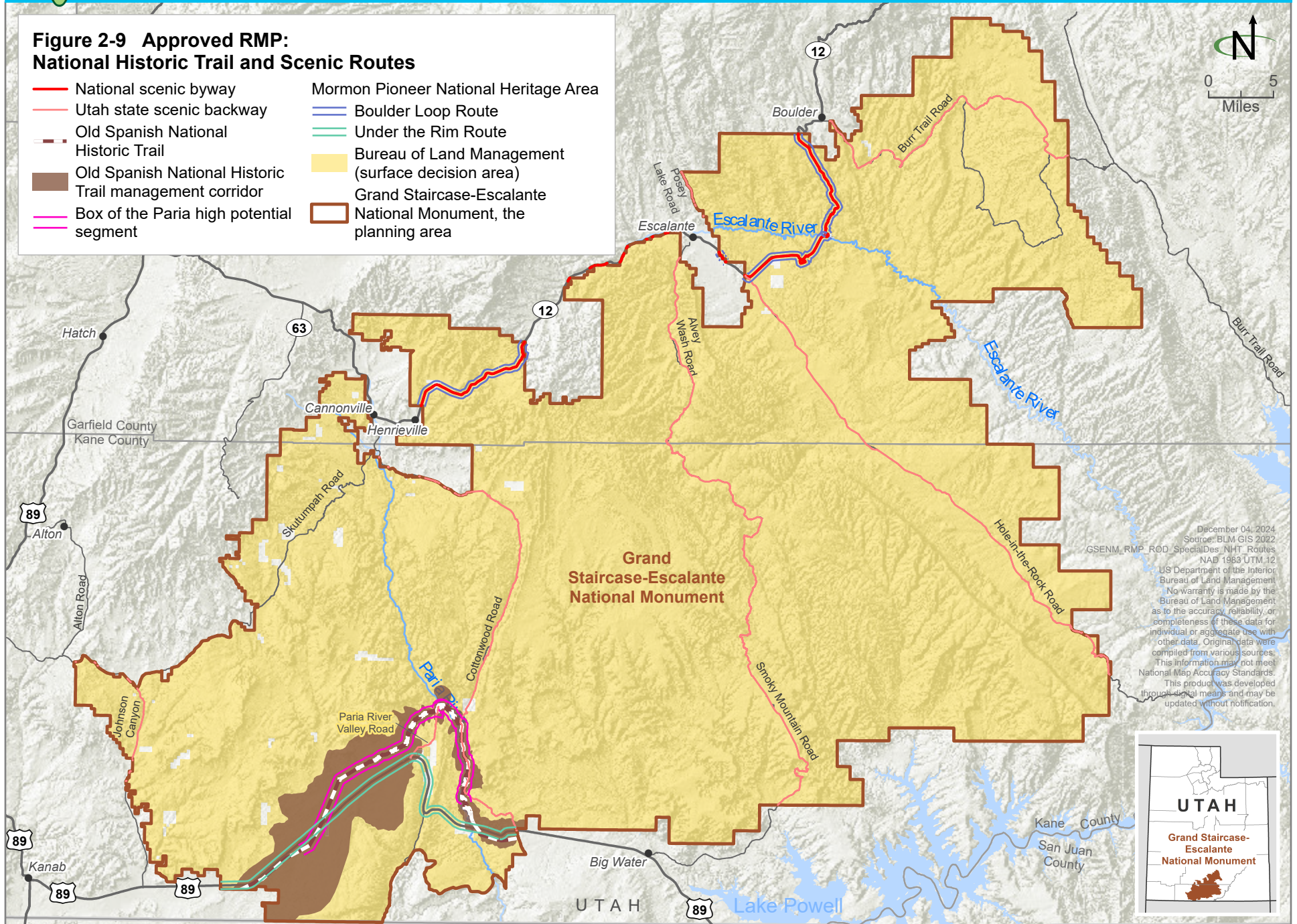




# Grand Staircase-Escalante National Monument

## Figure 2-9 Approved RMP: National Historic Trail and Scenic Routes

- National scenic byway
- Utah state scenic backway
- Old Spanish National Historic Trail
- Old Spanish National Historic Trail management corridor
- Box of the Paria high potential segment
- Mormon Pioneer National Heritage Area
- Boulder Loop Route
- Under the Rim Route
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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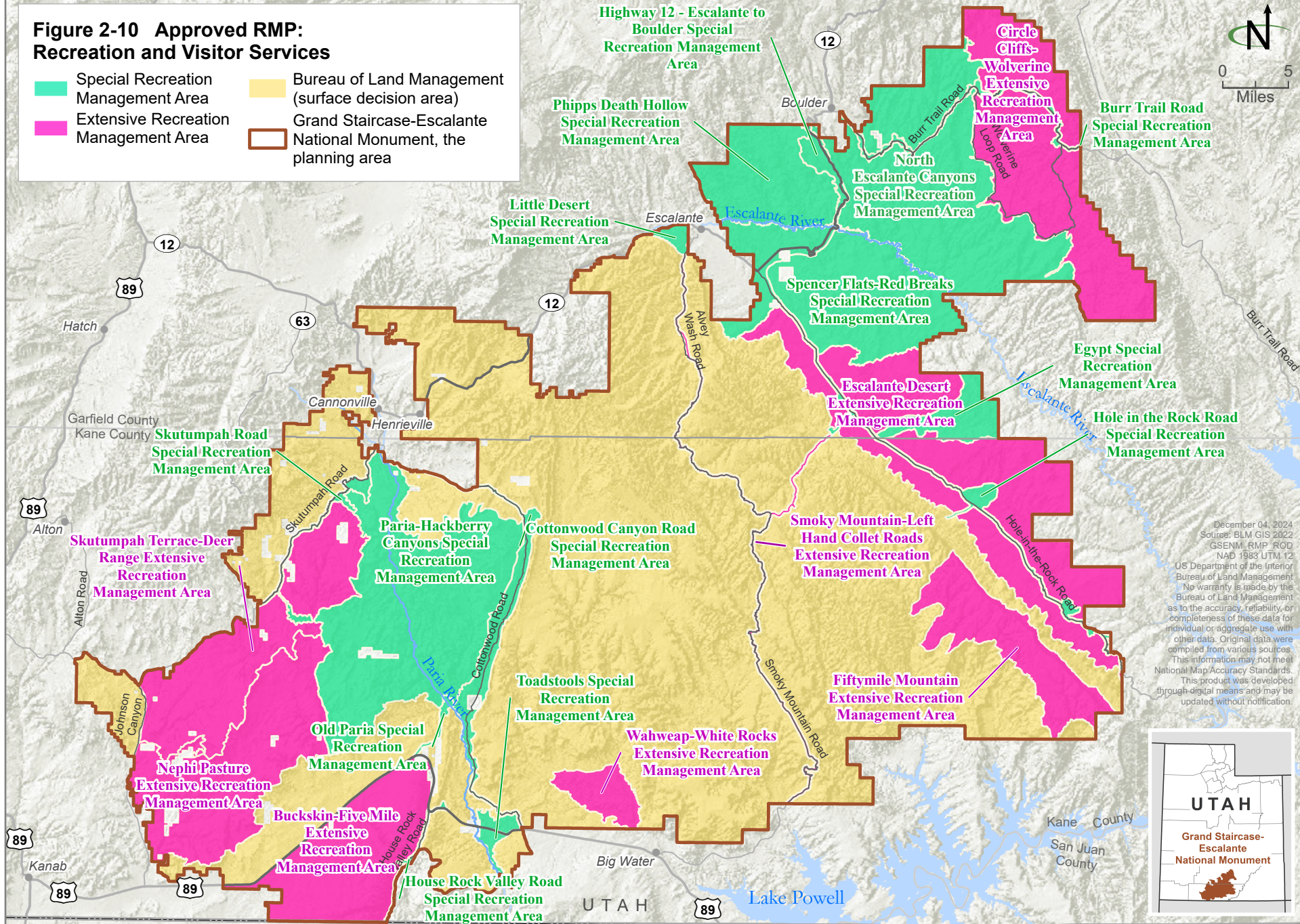




# Grand Staircase-Escalante National Monument

## Figure 2-10 Approved RMP: Recreation and Visitor Services

- Special Recreation Management Area
- Bureau of Land Management (surface decision area)
- Extensive Recreation Management Area
- Grand Staircase-Escalante National Monument, the planning area



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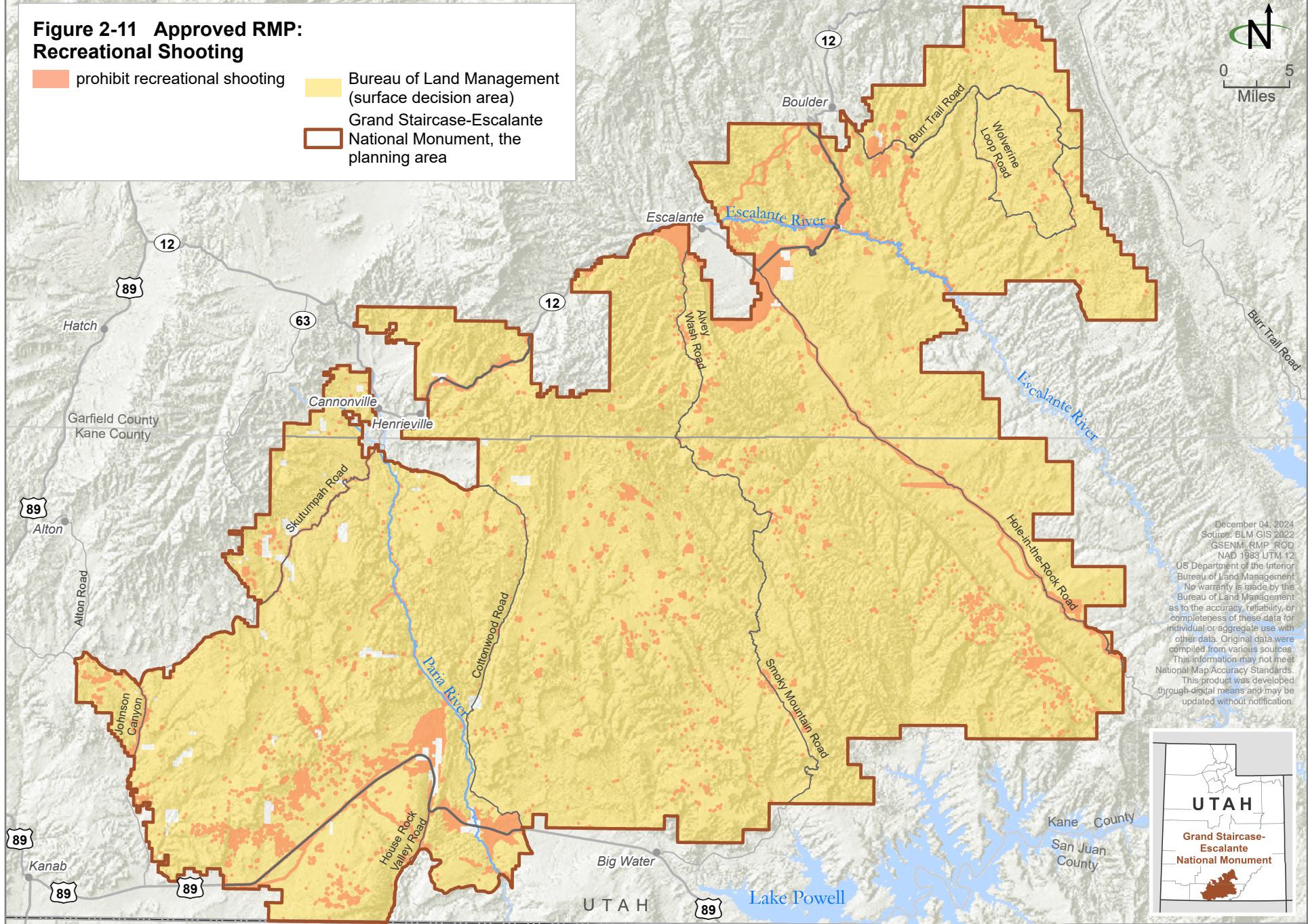
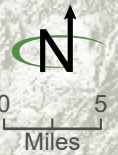




# Grand Staircase-Escalante National Monument

### Figure 2-11 Approved RMP: Recreational Shooting

- prohibit recreational shooting
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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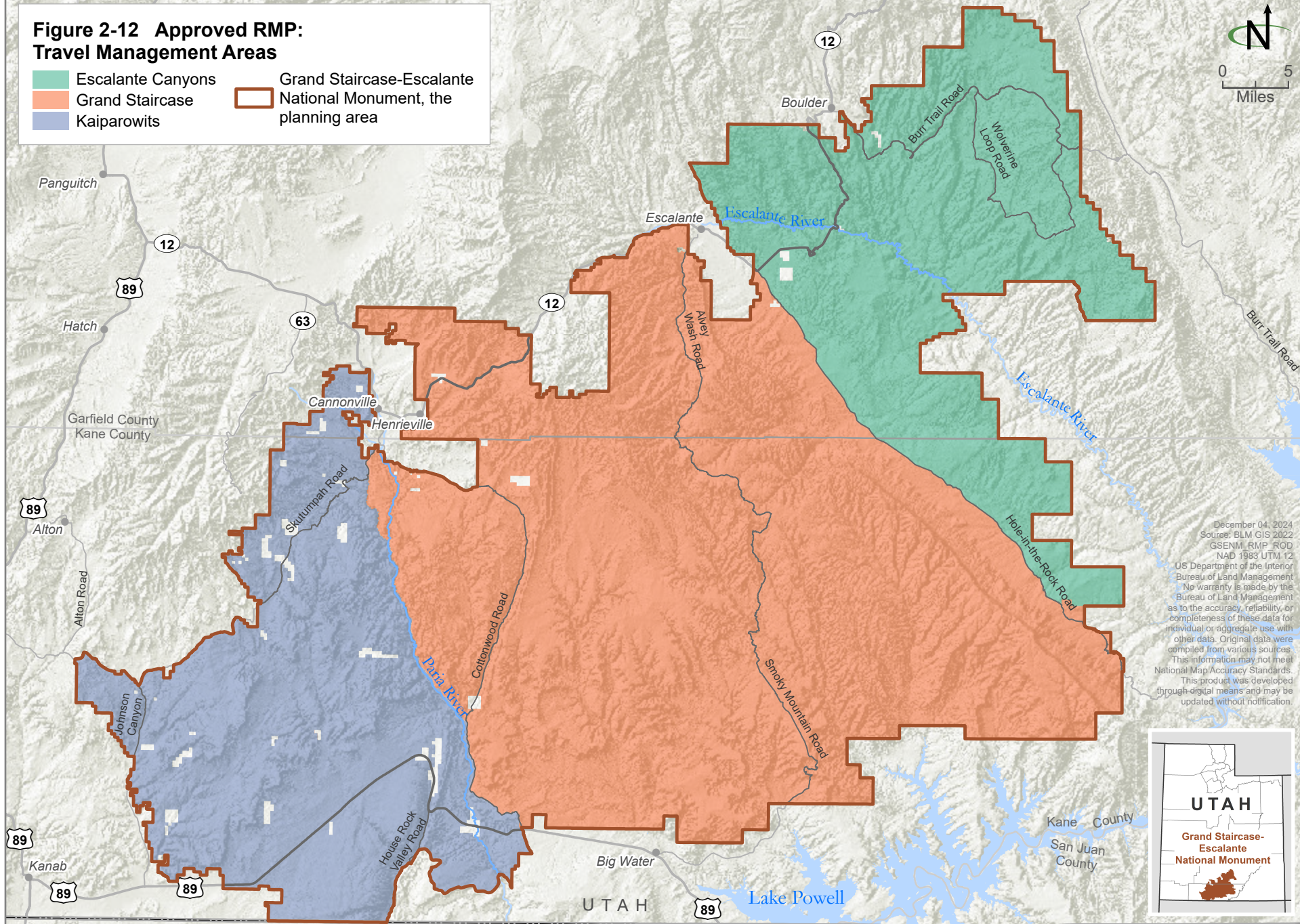




# Grand Staircase-Escalante National Monument

### Figure 2-12 Approved RMP: Travel Management Areas

- Escalante Canyons
- Grand Staircase
- Kaiparowits
- Grand Staircase-Escalante National Monument, the planning area



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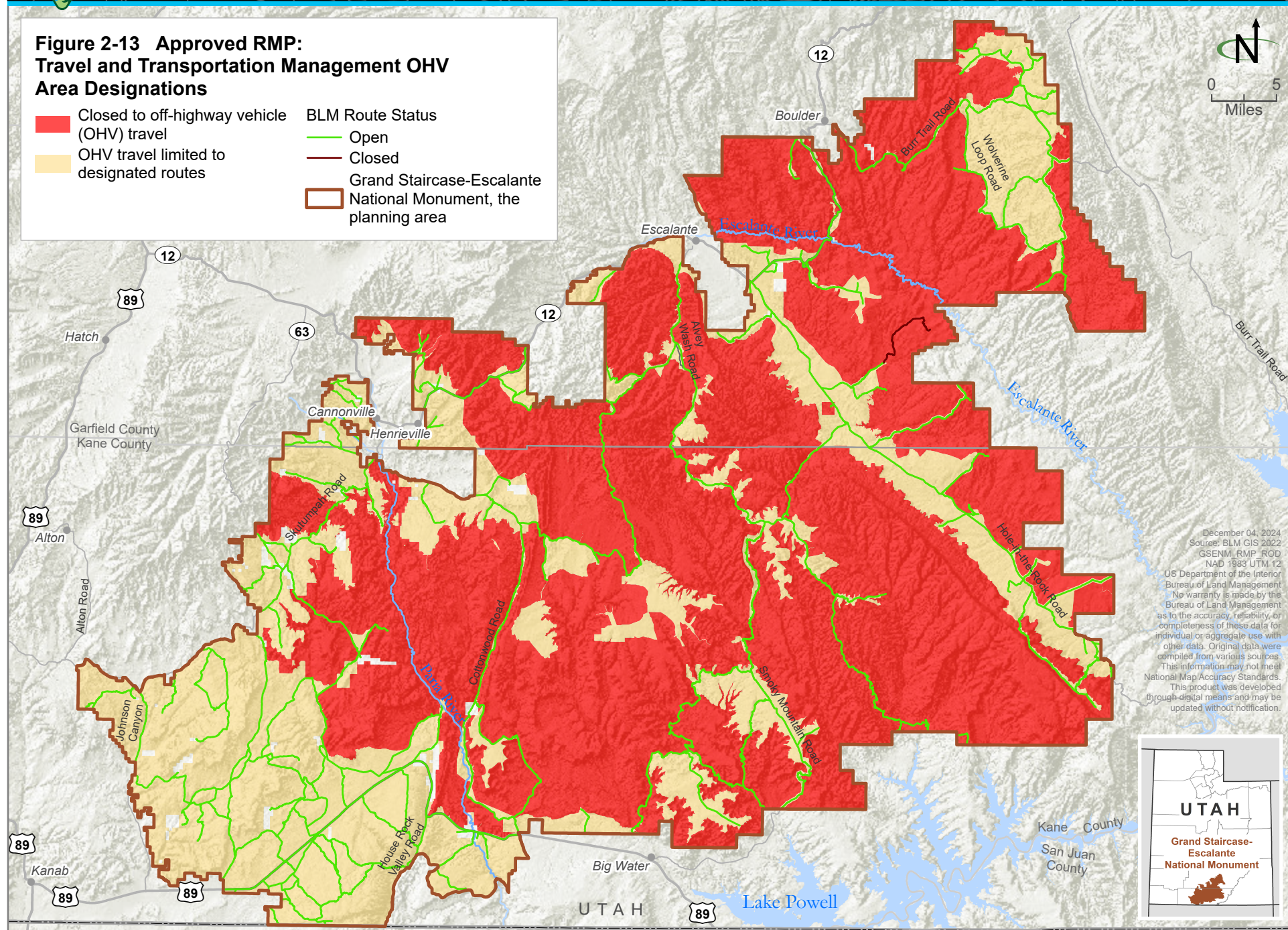




# Grand Staircase-Escalante National Monument

## Figure 2-13 Approved RMP: Travel and Transportation Management OHV Area Designations

- Closed to off-highway vehicle (OHV) travel
- OHV travel limited to designated routes
- BLM Route Status - Open
- Closed
- Grand Staircase-Escalante National Monument, the planning area



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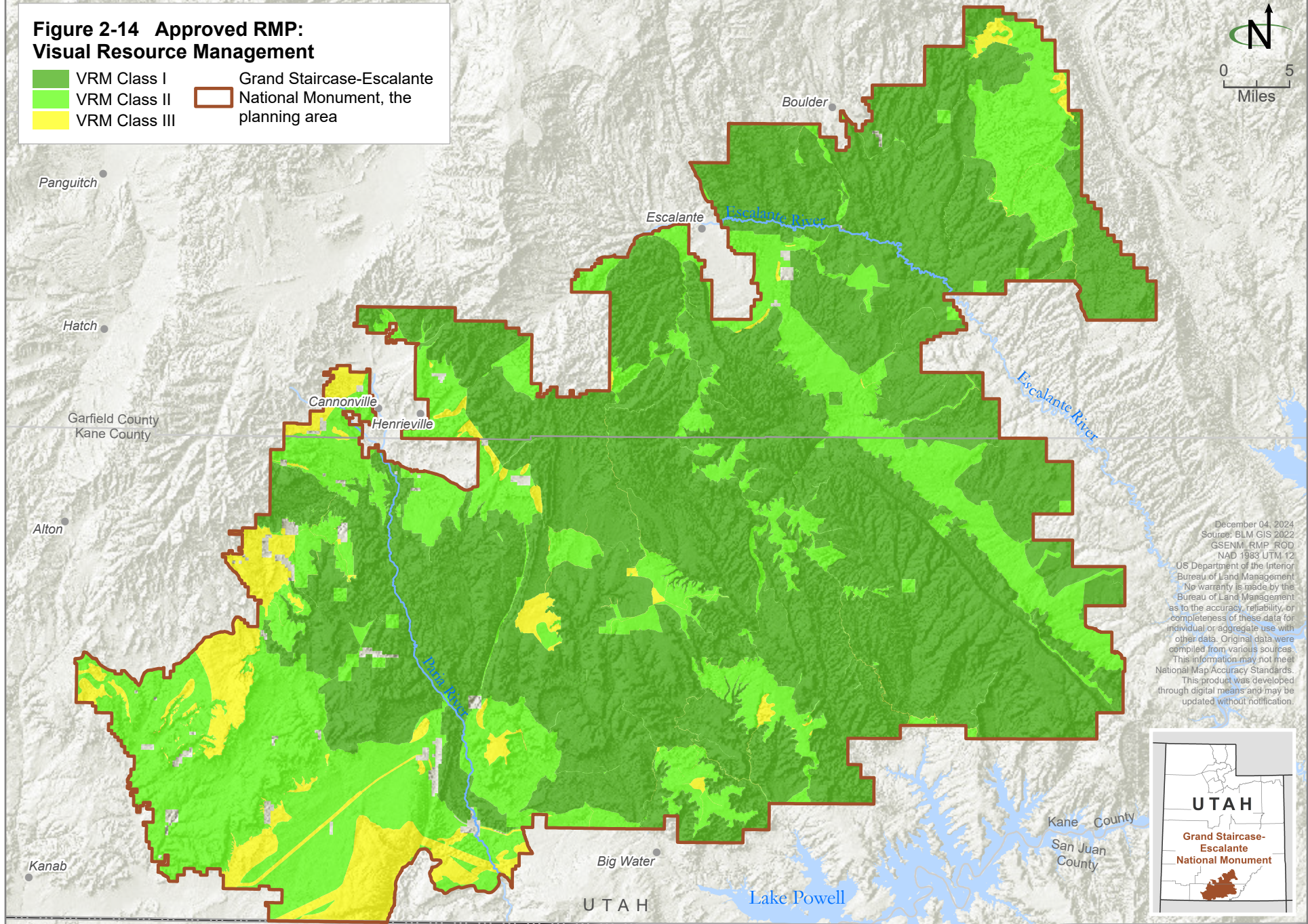
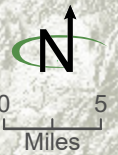




# Grand Staircase-Escalante National Monument

### Figure 2-14 Approved RMP: Visual Resource Management

- VRM Class I
- VRM Class II
- VRM Class III
- Grand Staircase-Escalante National Monument, the planning area



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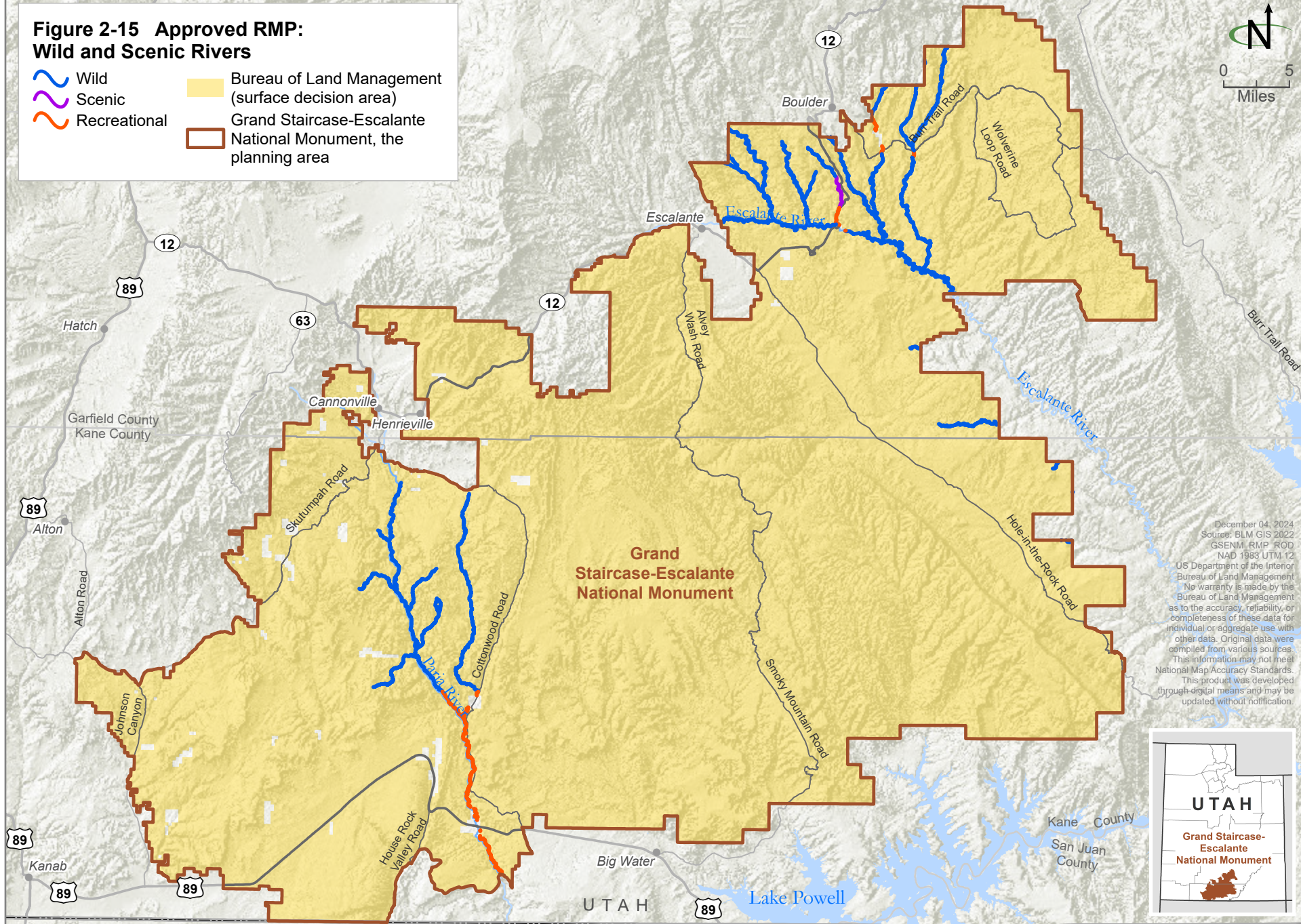
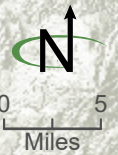




# Grand Staircase-Escalante National Monument

### Figure 2-15 Approved RMP: Wild and Scenic Rivers

- Wild
- Scenic
- Recreational
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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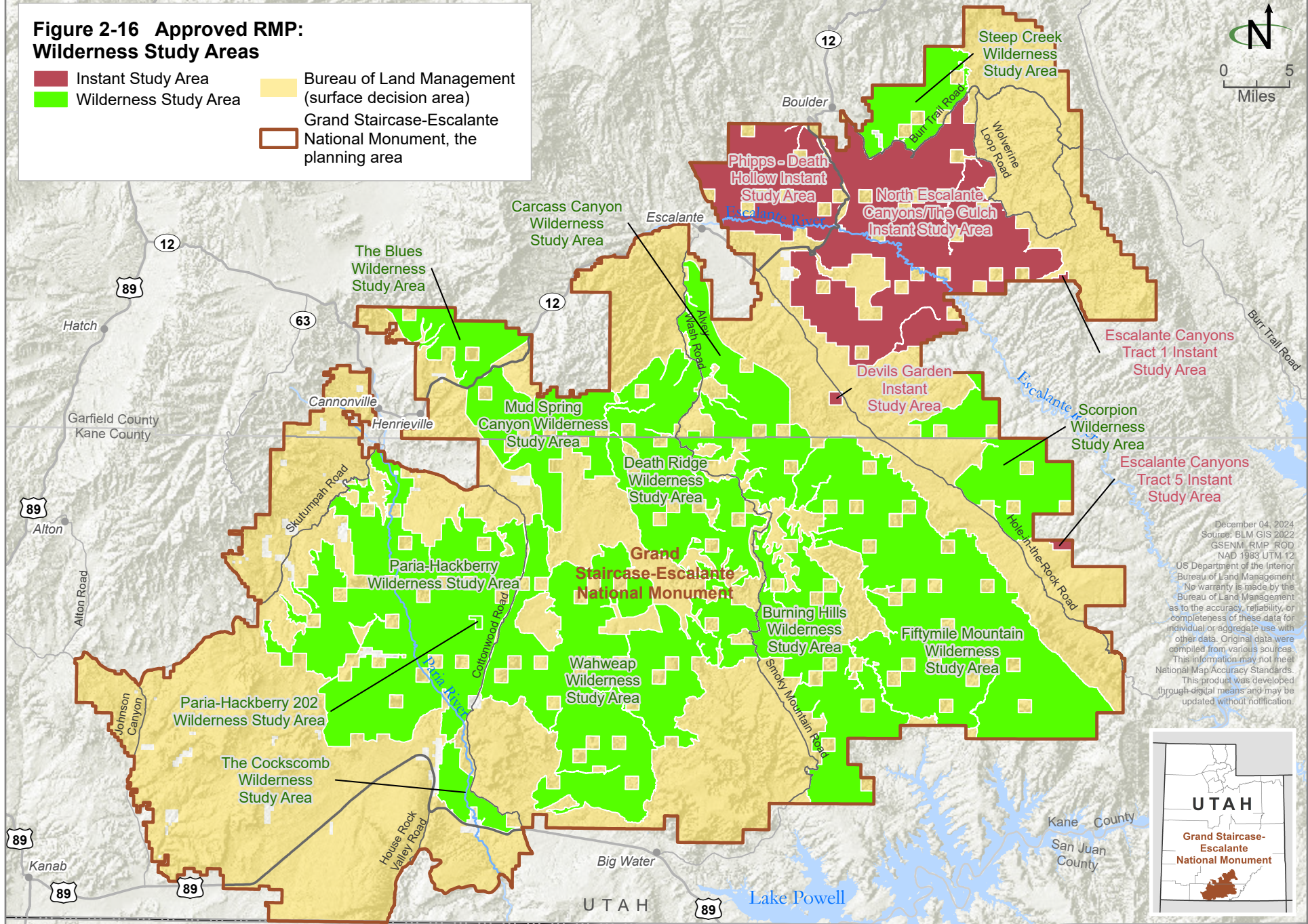




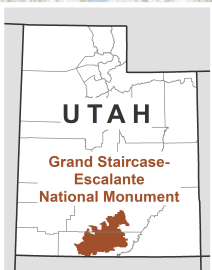
# Grand Staircase-Escalante National Monument

### Figure 2-16 Approved RMP: Wilderness Study Areas

- Instant Study Area
- Wilderness Study Area
- Bureau of Land Management (surface decision area)
- Grand Staircase-Escalante National Monument, the planning area



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# Appendix B

## Best Management Practices

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# Appendix B. Best Management Practices

## B.1 INTRODUCTION

The application of best management practices (BMPs) is often the first tool used to mitigate site-specific impacts to meet the United States (U.S.) Department of the Interior, Bureau of Land Management's (BLM's) statutory requirements for environmental protection and to meet the resource-specific goals and objectives of the resource management plan. The BLM will apply BMPs to modify the design of authorized uses or activities to meet these obligations.

The BLM will apply BMPs to avoid, minimize, rectify, and reduce impacts during activity- and implementation-level decisions. BMPs for authorizations will be identified as part of the National Environmental Policy Act (NEPA) process, through interdisciplinary analysis involving resource specialists, project proponents, government entities, landowners, or other surface management agencies. Those measures selected for implementation will be identified in the record of decision or decision record for those authorizations and will inform a potential lessee, permittee, or operator of the requirements that must be met when using BLM-managed surface lands and minerals to mitigate impacts from those authorizations. Because these actions create a clear obligation for the BLM to ensure any proposed BMPs adopted in the environmental review process are performed, there is assurance that mitigation will lead to a reduction of environmental impacts in the implementation stage and have binding mechanisms for enforcement (Council on Environmental Quality 2011).

Because of site-specific circumstances and localized resource conditions, BMPs are site and project specific and may not apply to some or all activities (such as when a resource or conflict is not present on a given site), and/or they may require slight variations from what is generally recommended. The BLM may add additional measures as deemed necessary during site-specific environmental analysis. In addition, BMPs may be required by other federal or state agencies as part of their permitting process. As such, this appendix does not attempt to list all possible BMPs or sources. While the overall vision embraces the use of these guidelines to reduce and minimize impacts on the environment, the BMPs are not to be considered a land use plan decision.

## B.2 POLICY AND GUIDANCE DOCUMENTS

The following documents contain BMPs that the BLM may apply, as appropriate, in project design. As previously noted, this is not an exhaustive list.

- Pollinator-Friendly Best Management Practices for Federal Lands (USFWS 2015a)
- National Strategy to Promote the Health of Honey Bees and Other Pollinators (Pollinator Health Task Force 2015)
- Utah Field Office Guidelines for Raptor Protection from Human and Land Use Disturbances (USFWS 2002a)
- Suggested Practices for Avian Protection on Power Lines: The State of the Art in 2006 (Avian Power Line Interaction Committee 2006)
- Avian Protection Plan Guidelines (Avian Power Line Interaction Committee and USFWS 2005) for new power line construction, including upgrades and reconstruction

- Southwestern Willow Flycatcher Recovery Plan (USFWS 2002b)
- Mexican Spotted Owl Recovery Plan, First Revision (USFWS 2012)
- Construction Stormwater Field Guide (U.S. Department of Transportation 2016)
- American Association of State Highway and Transportation Officials' Construction Stormwater Field Guide (American Association of State Highway and Transportation Officials 2016)
- Leave-No-Trace principles (Leave No Trace 2024)
- National Seed Strategy for Rehabilitation and Restoration (USFWS 2015b)
- Interagency operating procedures identified in the Approved Resource Management Plan Amendments/Record of Decision for Designation of Energy Corridors on Bureau of Land Management-Administered Lands in the 11 Western States (BLM 2009), as revised or amended
- Best Management Practices for Reducing Visual Impacts of Renewable Energy Facilities on BLM-administered Lands (BLM 2013)
- Five Principles for Responsible Outdoor Lighting (International Dark Sky Association and Illuminating Engineering Society 2020)
- BLM Technical Note 457, Night Sky and Dark Environments: Best Management Practices for Artificial Light at Night on BLM-Managed Lands (BLM 2023)

### **B.3 AIR QUALITY**

The BLM will implement the following BMPs for air quality:

- Fugitive dust:
  - Water or alternative dust suppressants (that is, surfactants or other erosion-control materials) will be used to minimize fugitive dust during construction and applied on material (sand, gravel, soil, minerals, or other matter that may create fugitive dust) piles.
  - Unpaved roads will be periodically watered or chemically stabilized.
  - To discourage the generation of fugitive dust, vehicles are not to exceed a speed of 20 miles per hour on any unpaved road.
  - Trucks carrying loads will be enclosed, covered, watered, or otherwise treated to minimize loss of material to wind and spillage.
  - Excavated or inactive material piles will be covered, enclosed, or stabilized after activity ceases.
  - Chip seal or asphalt surfacing will be used for long-term access, where applicable.
  - Workers will be trained to handle construction materials and debris to reduce fugitive emissions.
- Engine exhaust:
  - All vehicles and construction equipment will be properly maintained to minimize exhaust emissions.
  - Carpooling to and from sites will be used to minimize vehicle-related emissions.
  - Unnecessary idling will be reduced.
  - Elemental carbon, particularly from diesel-fueled engines, will be reduced by using controls such as diesel particulate filters on diesel engines or by using lower-emitting engines (such as Tier 2 or better).

- Opportunities to reduce nitrogen oxides, particularly from internal combustion engines, will be pursued to control impacts related to deposition and visibility in nearby Class I areas. This may include the use of lower-emitting engines, such as Tier 2 or better for mobile and non-road diesel engines, and/or add-on controls, such as selective catalytic reduction, where appropriate.
- Ultra-low sulfur diesel will be used in engines when available.

## B.4 FISH AND WILDLIFE, INCLUDING SPECIAL STATUS SPECIES

### B.4.1 General

- The maintenance of instream flows will provide adequate water for the natural structure and function of riparian vegetation, which serves as habitat for many special status animal species.
- Timing restrictions will be applied to activities that may cause species disturbance or disruption. Habitat boundaries and timing may be adjusted through consultation with the appropriate agency, such as the Utah Division of Wildlife Resources or U.S. Department of the Interior, Fish and Wildlife Service (USFWS).

Species Consideration	Conservation Measure
Migratory birds nesting season	Avoid disruptive activities during primary nesting season (April 1 to July 1).  <b>Exception or Other Requirement:</b> If disturbance must occur within the nesting season, site-specific nest surveys will be conducted.
Pinyon jay nesting	Prior to disruptive activities within known or potential nesting habitat (e.g., presence of mid-aged to mature pinyon-juniper woodlands), conduct clearance surveys for nesting colonies year-round, or at least during nesting season (February 15 to May 31).  <b>Exception or Other Requirement:</b> None.
Pinyon jay breeding	Buffer colony sites by 500 meters (0.31 miles) for no disturbances during the breeding season (February 15 to July 15), and for no vegetation removal any time of the year within buffered areas.  <b>Exception or Other Requirement:</b> None.
Pinyon jay habitat	Avoid removing high-priority pinyon pines elsewhere in the home range of pinyon jays, especially open, multi-age, and mid-successional stands that bear cones.  <b>Exception or Other Requirement:</b> None.
Pronghorn fawning	Avoid disruptive activities in crucial pronghorn habitat during fawning season (April 15 to June 15).  <b>Exception or Other Requirement:</b> None.
Desert bighorn sheep lambing	Avoid disruptive activities in crucial desert bighorn sheep habitat during lambing season (February 15 to June 15).  <b>Exception or Other Requirement:</b> None.
Desert bighorn sheep rutting	Avoid disruptive activities in crucial desert bighorn sheep habitat during rutting season (October 15 to December 15).  <b>Exception or Other Requirement:</b> None.

Species Consideration	Conservation Measure
Mule deer and elk wintering	<p>Avoid disruptive activities in crucial mule deer and elk winter range from November 15 to April 15.</p> <p><b>Exception or Other Requirement:</b> Activity that would improve mule deer or elk habitat would be allowed.</p>
Paunsaugunt herd (mule deer) migration	<p>Avoid disruptive activities in the Highway 89 mule deer migration corridor from October 1 to April 30.</p> <p><b>Exception or Other Requirement:</b> Exceptions considered.</p>
Raptor nesting	<p>Avoid disruptive activities to nesting raptors within <b>0.25-mile</b> of a raptor nest during the following time periods:</p> <ul style="list-style-type: none"> <li>• Great-horned owl (<i>Bubo virginianus</i>): December 1 to September 30</li> <li>• Boreal owl (<i>Aegolius funereus</i>): February 1 to July 31</li> <li>• Long-eared owl (<i>Asio otus</i>): February 1 to August 15</li> <li>• Screech owl (<i>Megascops kennicottii</i>): March 1 to August 15</li> <li>• Northern saw-whet owl (<i>Aegolius acadicus</i>): March 1 to August 31</li> <li>• Northern pygmy owl (<i>Glaucidium gnoma</i>): April 1 to August 1</li> <li>• Prairie falcon (<i>Falco mexicanus</i>): April 1 to August 31</li> <li>• Flammulated owl (<i>Otus flammeolus</i>): April 1 to September 30</li> </ul> <p>Avoid disruptive activities to nesting raptors within <b>0.50-mile</b> of raptor nests during the following time periods:</p> <ul style="list-style-type: none"> <li>• Golden eagle (<i>Aquila chrysaetos</i>): January 1 to August 31</li> <li>• Red-tailed hawk (<i>Buteo jamaicensis</i>): March 15 to August 15</li> <li>• Cooper's hawk (<i>Accipiter cooperii</i>) and sharp-shinned hawk (<i>Accipiter striatus</i>): March 15 to August 31</li> <li>• Swainson's hawk (<i>Buteo swainsoni</i>): March 1 to August 31</li> <li>• Northern harrier (<i>Circus cyaneus</i>): April 1 to August 15</li> <li>• Merlin (<i>Falco columbarius</i>) and osprey (<i>Pandion haliaetus</i>): April 1 to August 31</li> <li>• Turkey vulture (<i>Cathartes aura</i>): May 1 to August 15</li> </ul> <p>Avoid disruptive activities to nesting raptors within <b>1 mile</b> of raptor nests during the following time periods:</p> <ul style="list-style-type: none"> <li>• Peregrine falcon (<i>Falco peregrinus</i>): February 1 to August 31</li> </ul> <p><b>Exception or Other Requirement:</b> Allow nonpermanent (short-term) activities within the spatial buffer of nests during the breeding season as long as those activities are shown to not affect nesting raptors.</p> <p>Where raptor nests are unoccupied (3 years of documented nonuse), allow for permanent (long-term) facilities and structures to be constructed within the spatial buffer zone as long as they would not cause the nest site to become unsuitable for future nesting. Construction activities are prohibited during breeding season.</p>
Special status raptor nesting	<p>Avoid disruptive activities within <b>0.25-mile</b> of special status raptor species nest sites during the following time periods:</p> <ul style="list-style-type: none"> <li>• Short-eared owl (<i>Asio flammeus</i>): March 1 to August 1</li> <li>• Burrowing owl (<i>Athene cunicularia</i>): March 1 to August 31</li> </ul> <p><b>Exception or Other Requirement:</b> None.</p>
Bald eagle nesting	<p>Do not place any permanent infrastructure within <b>1 mile</b> of bald eagle nest sites (year-round).</p> <p><b>Exception or Other Requirement:</b> None.</p>



Species Consideration	Conservation Measure
Bald eagle nesting	Avoid disruptive activities within <b>1 mile</b> of bald eagle nest sites that may disturb nesting bald eagles from January 1 to August 31.  <b>Exception or Other Requirement:</b> Exceptions may be granted where no nesting behavior is initiated prior to June 1.
Bald eagle winter concentration areas	Do not place any permanent infrastructure within <b>1 mile</b> of winter concentration areas (year-round).  <b>Exception or Other Requirement:</b> None.
Bald eagle winter concentration areas	Restrict temporary activities or habitat alterations that may disturb bald eagles within <b>0.50-mile</b> of known winter concentration areas from November 1 to March 31.  <b>Exception or Other Requirement:</b> Where daily activities occur within these spatial buffers and area approved through subsequent consultation, activities will also be properly scheduled to occur after 9 a.m. and terminate at least 1 hour before official sunset to ensure that bald eagles using these roosts are allowed the opportunity to vacate their roost in the morning and return undisturbed in the evening.
Condor roost and nest sites	Avoid disruptive activities within <b>0.50-mile</b> of roost sites and within <b>1 mile</b> of nest sites (Romin and Muck 2002) (year-round).  <b>Exception or Other Requirement:</b> None.
Mexican spotted owl protected activity centers, breeding habitat, and designated critical habitat	Avoid disruptive activities from March 1 to August 31 in protected activity centers, breeding habitats, or designated critical habitat to avoid disturbance to breeding owls.  <b>Exception or Other Requirement:</b> If disruptive actions occur during the seasonal restriction period (March 1 to August 31), surveys (according to USFWS protocol for Mexican spotted owl) will be required prior to commencement of activities. If Mexican spotted owls are detected, activities will be delayed until after the seasonal restriction period.
Yellow-billed cuckoo	Within suitable habitat for yellow-billed cuckoo, as determined by and consistent with the most recent USFWS habitat guidelines: <ul style="list-style-type: none"> <li>• Restrict livestock grazing within low-elevation riparian systems.</li> <li>• Restore natural patterns of water flow (i.e., allow periodic flooding and consequent widening of riparian areas).</li> <li>• Restrict the use of pesticides in and near riparian woodlands.</li> </ul>
Southwestern willow flycatcher	Habitat disturbances (such as organized recreational activities requiring special use permits) would be avoided within <b>0.25-mile</b> of suitable southwestern willow flycatcher habitat from April 15 to August 15.  <b>Exception or Other Requirement:</b> Unavoidable ground-disturbing activities in occupied southwestern willow flycatcher habitat will be conducted only when preceded by current year survey, will only occur between August 16 and April 14 (the period when southwestern willow flycatchers are not likely to be breeding), and will be monitored to ensure that adverse impacts on southwestern willow flycatcher are minimized or avoided and to document the success of project-specific mitigation/protection measures. As monitoring is relatively undefined, project-specific requirements would be identified.

Note: If an aircraft is used in reseeded operations in areas with raptor species, ensure that timing is appropriate to eliminate impacts on these species.

## B.5 LISTED PLANTS

- Pre-project habitat assessments will be completed across 100 percent of the project disturbance area and species-specific buffer area within potential habitat<sup>1</sup> prior to any ground-disturbing activities to determine whether suitable habitat<sup>2</sup> is present.
- Site inventories must be conducted within suitable habitat:
  - Inventories are required in suitable habitat for all areas proposed for surface disturbance and the species-specific buffer area prior to initiation of project activities, at a time when the plant can be detected, and during appropriate flowering periods.
  - Documentation should include, but not be limited to, individual plant locations and suitable habitat distributions.
  - Inventories must be conducted by qualified individual(s) and according to BLM and USFWS accepted survey protocols (USFWS 2011).
- Ground-disturbing activities will require monitoring throughout the duration of the project.
- To ensure desired results are met, minimization measures will be evaluated and, if necessary, project-specific Section 7 consultation will be initiated.
- Projects will be designed to minimize effects on listed plants and their habitat, including the following:
  - The edge of disturbance should be located at least 300 feet from occupied habitat.<sup>3</sup>
  - The disturbance size will be reduced to the minimum needed.
  - Areas for avoidance will be visually identifiable in the field (for example, flagging, temporary fencing, rebar, etc.).
  - Projects will avoid concentrating water flows or sediments into occupied habitat.
  - Surface disturbance will occur downslope of listed plants and populations.
  - Projects will limit the creation of new access routes and reduce the width of rights-of-way and the depth needed.
  - Signage will be placed to limit off-road travel in sensitive areas.
  - Projects will limit disturbances to and within suitable habitat by staying on designated routes. Off-site impacts or indirect impacts should be avoided or minimized.
  - Dust abatement practices within occupied habitat will be implemented. Only water and no chemicals will be used for dust abatement.
  - All disturbed areas will be revegetated with native species indigenous to the area and be designed to match the natural conditions of applicable reference sites.
  - Post-project monitoring for invasive species will be required.

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<sup>1</sup> Potential habitat is defined as areas that satisfy the broad criteria of the species' habitat description; these areas are usually determined by preliminary, in-house assessment.

<sup>2</sup> Suitable habitat is defined as areas that contain or exhibit the specific components or constituents necessary for plant persistence; these areas are determined by field inspection or surveys, or both. The areas may or may not contain listed plants. Habitat descriptions can be found in the *Federal Register* notices and species' recovery plan links at <https://www.fws.gov/species>.

<sup>3</sup> Occupied habitat is defined as areas currently or historically known to support listed plants; it is synonymous with "known habitat."

- For riparian- and wetland-associated species (for example, Ute ladies'-tresses), projects will avoid loss or disturbance of riparian habitats, as follows:
  - The BLM will ensure water extraction or disposal practices and ground disturbance do not result in a change of hydrologic regime.
  - Sedimentation and erosion controls must be implemented on-site at all times during wetland restoration or creation activities to maintain the water quality of adjacent water sources.
- Livestock grazing will be limited or avoided within suitable and occupied habitat, as follows:
  - The BLM will encourage the avoidance of key habitats<sup>4</sup> during livestock herding and trailing activities on BLM-managed lands.
  - Permittees will avoid trailing livestock through occupied and suitable habitat. If existing livestock trails are known in occupied habitat, alternative routes that avoid habitat will be examined.
  - Permittees will avoid placing range improvements (such as water tanks, ponds, and fences) in occupied habitat or within 0.5 miles of occupied habitat unless specifically designed to protect the population (such as construction of a fence to exclude livestock from occupied habitat).
  - Placement of livestock supplements, such as salt and mineral blocks, molasses tubs, and reservoirs, will occur outside of, and a minimum distance of 0.5 miles from, suitable and occupied habitat.
  - No sheep camps will be allowed within 0.5 miles of known listed plants.
  - The BLM will review and implement additional conservation measures, if needed, during grazing permit renewals, including the implementation of allotment management plans.
  - If livestock grazing is unavoidable in suitable habitat, the BLM will limit the timing to outside flowering periods.
  - The BLM will use rotational grazing practices to limit effects on listed plants and their habitat.
- The BLM will apply the following BMPs to invasive species management:
  - The BLM will avoid travel through noxious and invasive weed infestations prior to traveling through suitable or occupied habitat. The BLM will clean equipment prior to entering occupied habitat.
  - The BLM will control infestations of noxious weeds in and around suitable and occupied habitat and limit their spread.
  - No mechanized and vehicle or aerial herbicide treatments in suitable and occupied habitat will be allowed.
  - The BLM will use hand-removal methods (such as pulling, grubbing, and spray bottle) within suitable and occupied habitat, where feasible.
  - The BLM will follow application guidelines and restrictions, including buffers on herbicide labels and BLM guidance documentation.
  - The BLM will develop a separate weed management plan that tiers to the 2007 Final Vegetation Treatments Using Herbicides on the Bureau of Land Management Lands in 17

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<sup>4</sup> Key habitats are those that are deemed necessary for the conservation of the species, including, but not necessarily limited to, designated critical habitat and other occupied or unoccupied habitats considered important for the species' survival and recovery and determined in coordination with the USFWS.

- Western States Programmatic Environmental Impact Statement (BLM 2007) and subsequent programmatic environmental impact statements for other herbicides.
- The BLM will apply the following BMPs to its management of fire and fuels:
    - Projects will avoid direct disturbance to plants and suitable and occupied habitat.
      - The BLM will limit fuel reduction treatments to hand-removal methods in suitable and occupied habitat.
      - No mechanized treatments in suitable and occupied habitat will be allowed.
      - The BLM will limit the use of prescribed fire in suitable and occupied habitat.
      - Piling and burning in suitable and occupied habitat will be avoided.
      - No removal of pinyon (*Pinus edulis*) or Utah juniper (*Juniperus osteosperma*) will occur in occupied habitat unless identified as a recovery action in the approved recovery plan.
  - Reinitiation of Section 7 consultation with the USFWS will be sought immediately if any loss of plants or occupied habitat for any listed plants is anticipated because of project activities.
  - The BLM will continue to document new populations of federally listed plant species as they are encountered. All conservation measures will be applied to any new listed plants encountered during the project.
  - Additional site-specific measures may also be employed to avoid or minimize effects on the species. These additional measures will be developed and implemented in consultation with the USFWS to ensure continued compliance with the Endangered Species Act.

## **B.6 SOIL RESOURCES**

- The BLM will design roads to conform to the topography and to minimize disruption of natural drainage patterns. Design must consider the soil type, soil vulnerability, and slope.
- The following BMPs will apply to surface disturbance:
  - The BLM will minimize the period between initial disturbance of the soil and revegetation or other surface stabilization. Interim reclamation will be used.
  - The BLM will minimize the area of disturbed land.
  - There will be prompt revegetation of disturbed lands.
  - The BLM will revegetate, mulch, or otherwise stabilize the surface of all disturbed areas that adjoin roads.

## **B.7 WATER RESOURCES**

- The BLM will design roads and road crossings to preserve natural flows, prevent contamination, and protect water quality.

## **B.8 VISUAL RESOURCES**

- Visual conservation:
  - All new surface-disturbing projects or activities, regardless of size or potential impact, will incorporate visual design considerations during project design as a reasonable attempt to meet

- the visual resource management (VRM) class objectives for the area and to minimize the visual impacts of the proposal. Visual design considerations will be incorporated by:
- Using the VRM contrast rating process in VRM Class I and II areas, for high-impact projects, and for other projects where it is the most effective design or assessment tool.
  - Providing a brief, narrative visual assessment for all other projects that require an environmental assessment or environmental impact statement.
- The form, line, color, and texture elements will be repeated to blend facilities, roads, and earthwork with the surrounding landscape.
  - Aboveground facilities and project features will be painted a color that blends with the background (usually selected from the BLM’s standard environmental colors) or treated with weathering stains.
  - New roads will be designed and constructed to a safe and appropriate standard, and they will be “no higher than necessary” to accommodate intended vehicular use. Roads will follow the contour of the land, where practical.
  - The landform and vegetation will be used to screen facilities from view, and placement on steep slopes, hilltops, and ridgelines will be avoided.
  - The color of the road gravel/base will be similar to the adjacent dominant soil colors.
  - Power lines will be buried in or adjacent to roads, where feasible and practical.
  - Non-specular wire will be used for transmission lines.
  - Lattice-style towers will be used unless other types are determined to create less visual impact.
  - The BLM will perform final reclamation recontouring of all disturbed areas, including access roads, to the original contour or a contour that blends with the surrounding topography.

## **B.9 DARK NIGHT SKIES**

- The BLM will use BLM Technical Note 457, Night Sky and Dark Environments: Best Management Practices for Artificial Light at Night on BLM-Managed Land (BLM 2023) for all projects in Grand Staircase-Escalante National Monument requiring or considering lighting. The following principles will guide lighting decisions:
  - Light only if needed: Alternatives to permanent lighting will be used.
  - Light only when needed: Lighting control technologies will be used.
  - Light only where needed: Lights will be shielded and directed properly.
  - Light color matters: Amber, orange, or red will be selected, whenever possible.
  - The minimum level of illumination necessary will be used, and over-illumination will be avoided.
  - Energy-efficient lights and advanced lighting controls will be used; energy will be saved while adding useful lighting capabilities.
- Impacts on dark night skies will be prevented through the application of specific design features identified in activity-level planning and NEPA-level review. These measures may include directing all light downward, using circuit timers, using motion sensors, and switching off or dimming lighting during times of critical biological activity.

- Any facilities authorized where lighting is deemed necessary will use the best technology available to prevent impacts on dark night skies.

### **B.10 NATURAL SOUNDSCAPES**

- There are three primary methods for reducing impacts from noise: mitigation at the source, mitigation along the path, and mitigation at the receiver.
  - To reduce noise at the source:
    - Quieter equipment will be used.
    - Equipment will be kept in good working order.
    - Muffling equipment will be used.
    - The orientation of the noise source will be altered.
  - To reduce noise along the sound path:
    - The distance between the source and receiver will be increased.
    - Vegetative barriers will be used.
    - Human-made barriers or natural terrain will be used.
    - Activities will be conducted when meteorological conditions are unfavorable for sound propagation.
    - Active noise-reduction technology will be used.
  - To reduce noise at the receiver:
    - Alternatives will be scheduled to avoid times when people are most likely to be disturbed (quiet hours).
    - Noise-producing activities will be conducted in locations where similar noise-producing activity is already occurring.
    - Public notice will be provided about the noise-producing activity.

**B.11 ACRONYMS**

BLM	Bureau of Land Management
BMP	Best Management Practice
NEPA	National Environmental Policy Act
U.S.	United States
USFWS	United States Fish and Wildlife Service
VRM	visual resource management

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# Appendix C

## Monitoring Plan

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# Appendix C. Monitoring Plan

## C.1 INTRODUCTION

Land use plan monitoring is the process of (1) tracking the implementation of land use planning decisions (implementation monitoring) and (2) collecting data and information necessary to evaluate the effectiveness of land use planning decisions (effectiveness monitoring).

Monitoring of the Grand Staircase-Escalante National Monument (GSENM) resource management plan (RMP) is essential to:

- 1) Determine the level of activity and whether the RMP management direction is being followed at the implementation level (implementation monitoring primarily of management directions through projects)
- 2) Verify if management under and using the RMP is achieving the desired results (effectiveness monitoring primarily of the goals and objectives in the RMP).

This RMP Monitoring Plan (hereafter Plan) specifically supports these two processes and is not intended as an all-encompassing strategy that addresses all of the Bureau of Land Management's (BLM's) ongoing monitoring and research efforts.

This Plan provides a strategy to collect a portion of the data and information necessary for GSENM staff to be able to conduct RMP evaluations. RMP evaluations are discussed in BLM Handbook H-1601-1, Land Use Planning Handbook.

## C.2 RMP MONITORING PLAN STRATEGY

This Plan documents the BLM's strategy for collecting data and information to measure the achievement of the goals and objectives, using the associated management directives, in the RMP. This Plan outlines the monitoring for this purpose, including the scope of monitoring, intervals and standards for evaluation, and description of the two aspects of RMP monitoring indicated earlier, as follows:

- *Implementation monitoring* provides information to determine whether the BLM is actively following the management approach provided by the RMP's components.
- *Effectiveness monitoring* is used to determine whether the actions taken to implement the RMP through projects are effective in achieving the stated desired results for the project or resource.

A single format for all documentation of RMP monitoring results will be established, and results will be reported in one location, providing consistent presentation that facilitates cross-resource trend identification and ease of RMP evaluations. This reporting format will include (1) the type of monitoring, (2) areas monitored, and (3) results of monitoring. The BLM will further consolidate the results of RMP monitoring in a manner compatible with the above reporting format and most helpful to facilitating a given RMP evaluation. Examples of ways the BLM may document the results of RMP monitoring include spreadsheets, databases, or a report.

This Plan uses, when practical, standards that involve statistical or other quantitative methods for sample design and site selection; national monitoring indicators; geospatial data standards, including those that support spatial data display; and monitoring reporting intervals that reflect the sensitivity of the item being monitored to change.

Additionally, this Plan aims to be efficient and implementable. Because of the ecological and geographical diversity and GSENM's size, reliable, efficient, and multipurpose data are to be emphasized in designing monitoring questions. It is important to understand that a given type of existing monitoring may support aspects of both implementation and effectiveness monitoring.

Monitoring methods and metrics may change throughout the life of the RMP, reflecting the most current standards. GSENM staff will evaluate the monitoring questions at each monitoring interval to ascertain whether the questions, reporting, methods, sample size, or intervals need to be changed. The BLM will make such changes to the Plan through RMP maintenance.

The BLM anticipates annual monitoring reporting (unless otherwise indicated within this Plan), generally reported within a 5-year RMP evaluation cycle. The first RMP evaluation will occur in the sixth year after issuance of the record of decision on the RMP (after 5 years of data have been completed), although certain RMP implementation may warrant earlier reporting (for example, for commitments made in the RMP, such as rangeland health determinations for certain allotments). Note that sometimes actions occur just once (for example, the development of a step-down plan), while other actions occur on a fairly regular basis (for example, steps taken to repair a road). RMP evaluations will state the findings of the monitoring, including tracking and assessing the progress of implementation actions, discussions and analysis of any shortfalls, and recommendations for improvement.

RMP monitoring is distinct from individual resource program monitoring. Individual resource programs provide for detailed and ongoing monitoring of all resources, including the GSENM objects that are discussed in Proclamations 6920 and 10286.

### **C.2.1 Implementation Monitoring**

Implementation monitoring is the process of tracking and documenting the implementation (or the progress toward implementation) of the RMP. The BLM will evaluate the level of management activity and whether those actions are in accordance with this RMP's management direction. It is not necessary or desirable to monitor every implementation action of an RMP. The BLM will select projects to be monitored based on those that will yield a greater amount of information or be more beneficial to management. For example, monitoring special recreation permits (SRPs) might yield limited information, whereas a more sophisticated or complex project might be available for monitoring that would yield more information. The intention is to monitor that which will inform management. As much as possible, project implementation monitoring will be integrated to reflect multiple resource programs and uses. In cases with high compliance, the interval of monitoring may be adjusted.

Not all programs or resources have monitoring questions (for instance, because many programs do not have ongoing needs for projects to meet program objectives). Monitoring of certain questions will not take place in the early years of implementation; this is because the BLM will have neither partial nor completed projects and, therefore, would not be ready for monitoring.

For a given reporting period, information will reference and briefly describe the management actions proposed, actions being implemented, or actions undertaken (completed), which relate to implementing the RMP. Additionally, it should be documented what further actions are considered essential to continue implementing the land use plan decisions.

### **C.2.2 Effectiveness Monitoring**

Effectiveness monitoring is the process of collecting data and information to determine whether desired outcomes (goals and objectives in the RMP), or progress toward desired outcomes, are being achieved, due to implementation of allowable uses and management actions. The level and intensity of monitoring will vary, depending on the sensitivity of the resource or area and the scope of the proposed management activity.

Effectiveness monitoring employs monitoring questions. Monitoring questions are quantifiable, when practicable, and aim to tie to more than one objective or goal. Monitoring questions can help to assess the level of management activity (often distinct from implementation activity) and examine whether GSENM staff is implementing actions consistent with assumptions and direction in the Proposed RMP/Final Environmental Impact Statement. Monitoring questions also support identification of trends associated with adverse impacts identified either during the RMP planning process or identified and added later in the life of the RMP.

This Plan provides monitoring questions that were developed based on an interdisciplinary approach. There will not be monitoring questions for each management direction in the RMP. Instead monitoring questions broadly inform about the BLM's implementation and thereby inform RMP evaluations. Within each RMP evaluation, the BLM will ascertain whether the questions, reporting, or interval need to be changed; if they need changes, the BLM will make the changes through RMP maintenance.

### **C.2.3 Monitoring Questions**

All monitoring requirement responses require a narrative rationale for yes/no answers.

#### ***Air Resources***

1. **Monitoring Question:** Was collaboration with appropriate regulatory agencies necessary due to atmospheric pollutants originating outside GSENM, when identified as negatively affecting ecosystems, vegetation, wildlife, or other resources within GSENM?  
**Monitoring Requirement:** Report 100 percent of cases of collaboration.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** Was management of air quality consistent with State of Utah goals and regulations?  
**Monitoring Requirement:** Report 100 percent of cases.  
**Monitoring Interval:** Annual
3. **Monitoring Question:** Were actions taken to maintain or improve air quality within GSENM, including design elements within any proposals?  
**Monitoring Requirement:** Report 100 percent of actions and proposals.  
**Monitoring Interval:** Annual

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### Soil and Water Resources

1. **Monitoring Question:** Did management (either via projects or other actions) of hydrologic and soil function protect and/or restore overall watershed health, including in sensitive or impaired watersheds and riparian areas?  
**Monitoring Requirement:** Report 100 percent of projects and actions.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** How have GSENM water rights been managed and what actions have been taken, including for surface and groundwater resources into and out of GSENM?  
**Monitoring Requirement:** Report 100 percent of projects and actions.  
**Monitoring Interval:** Annual

### Vegetation and Riparian Resources

1. **Monitoring Question:** Did management protect and/or restore a resistant, resilient mosaic of biological diversity (for example, vegetation, riparian areas, and wildlife) across GSENM? Describe what methods were used.  
**Monitoring Requirement:** Report 100 percent of management.  
Note: Management includes, but is not limited to, proposals, project implementation, fieldwork, patrols, and other management decisions or actions.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** Were primarily native vegetation species used in projects involving vegetation restoration and proactive vegetation management? Were nonnative species used to best meet long-term goals?  
**Monitoring Requirement:** Report 100 percent of instances.  
**Monitoring Interval:** Annual
3. **Monitoring Question:** How many riparian areas were assessed for proper functioning condition? Of those assessed, how many met proper functioning condition?  
**Monitoring Requirement:** Report the overall number of riparian areas assessed, as well as the number of riparian areas meeting proper functioning condition.  
**Monitoring Interval:** Annual
4. **Monitoring Question:** Has an integrated weed management plan been developed and subsequently annually implemented?  
**Monitoring Requirement:** Report progress toward and completion of an integrated weed management plan. Report on annual acres and areas of implementation.  
**Monitoring Interval:** Annual
5. **Monitoring Question:** Are there specific weed invasion concerns that need to be addressed?  
**Monitoring Requirement:** Consider the entire GSENM. Report locations and specific species.  
**Monitoring Interval:** Annual

### Cultural Resources

1. **Monitoring Question:** How did the BLM reduce threats or resolve potential conflicts related to cultural resources arising from natural processes or human activities (for example, discretionary actions and recreational visitation)?  
**Monitoring Requirement:** Report 100 percent of interventions and resolutions.



Note: Management includes, but is not limited to, proposals, project implementation, fieldwork, outreach, patrols, and other management decisions or actions.

**Monitoring Interval:** Annual

2. **Monitoring Question:** Were previously unknown sites inventoried or otherwise identified?

**Monitoring Requirement:** Report the number of previously unknown sites.

Note: Include explicit reporting of proactive surveys, such as for Section 110 of the National Historic Preservation Act.

**Monitoring Interval:** Annual

3. **Monitoring Question:** Has the cultural resources management plan been developed, and is it subsequently being implemented?

**Monitoring Requirement:** Report progress toward and completion of a cultural resources management plan. How is the plan guiding annual activities of the cultural resources program?

**Monitoring Interval:** Annual

### **Tribal Stewardship**

1. **Monitoring Question:** How many projects involved substantial collaboration with Tribal Nations?

**Monitoring Requirement:** Report the number of projects.

**Monitoring Interval:** Annual

2. **Monitoring Question:** Has the tribal co-stewardship plan been developed and implemented?

**Monitoring Requirement:** Report progress toward and completion of a tribal co-stewardship plan. Report how whether the plan is guiding collaboration.

**Monitoring Interval:** Annual

### **Paleontological and Geological Resources**

1. **Monitoring Question:** Have paleontological resources been inventoried, monitored, removed, and/or curated when appropriate?

**Monitoring Requirement:** Require a narrative response that reports on the entire GSENM, as applicable, from the GSENM paleontologist or other professional paleontologist.

**Monitoring Interval:** Annual

2. **Monitoring Question:** Has the paleontological resources management plan been developed and implemented?

**Monitoring Requirement:** Report progress toward and completion of a paleontological resources management plan. Report how the plan is guiding activities of the paleontological resources program.

**Monitoring Interval:** Annual until the plan is completed, subsequently every 5 years.

### **Fish and Wildlife Resources**

1. **Monitoring Question:** How did GSENM staff manage for the biological integrity of terrestrial and aquatic ecosystems for the benefit of native aquatic, avian, and terrestrial wildlife habitats and populations, with emphasis on native ecosystem health, habitat connectivity and corridors, resiliency, and biodiversity? Describe what methods were used.

**Monitoring Requirement:** Report on management, including, but not limited to, proposals, project implementation, fieldwork, patrols, and other management decisions or actions, for all elements of the monitoring question.

**Monitoring Interval:** Annual

2. **Monitoring Question:** How many and what project design features were implemented to avoid adverse impacts on aquatic, avian, and terrestrial species habitat?

**Monitoring Requirement:** Report 100 percent of projects and associated design features.

**Monitoring Interval:** Annual

### **Special Status Species**

1. **Monitoring Question:** How many special status species were inventoried and/or monitored? Which special status species were found to be recovering?

**Monitoring Requirement:** Report the number of species inventoried and/or monitored within the RMP monitoring interval, as well how many of those species are recovering.

**Monitoring Interval:** Annual

2. **Monitoring Question:** How did GSENM staff manage to protect and recover sustainable populations of special status species and the diversity of associated habitats in GSENM? Describe what actions were used.

**Monitoring Requirement:** Report on management, including, but not limited to, proposals, project implementation, fieldwork, patrols, and other management decisions or actions.

**Monitoring Interval:** Annual

3. **Monitoring Question:** How many cases occurred of special status species habitat being disrupted by discretionary uses?

**Monitoring Requirement:** Report 100 percent of cases.

**Monitoring Interval:** Annual

### **Visual, Night Sky, and Natural Soundscape Resources**

1. **Monitoring Question:** Did management actions or other factors result in shifts in visual resource inventory ratings?

**Monitoring Requirement:** Report 100 percent of actions.

**Monitoring Interval:** Annual

2. **Monitoring Question:** Did management actions result in existing, nonconforming projects meeting visual resource management objectives?

**Monitoring Requirement:** Report 100 percent of actions.

**Monitoring Interval:** Annual

3. **Monitoring Question:** Did any projects require short-term or long-term sound attenuation, or specific proposal design, to conform to the protection of the quality of natural soundscapes? If so, how many?

**Monitoring Requirement:** Report 100 percent of projects.

**Monitoring Interval:** Annual

### **Fire Management**

1. **Monitoring Question:** Did any natural fires occur that were able to function meaningfully in their natural ecological role?  
**Monitoring Requirement:** Report 100 percent of natural fires, how they were managed, and the ecological effects.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** If any fires occurred, what landscape-scale ecosystem restoration proposals and projects were initiated and/or implemented?  
**Monitoring Requirement:** Report 100 percent of fires and all subsequent proposals and projects related to restoration.  
**Monitoring Interval:** Annual

### **Lands with Wilderness Characteristics**

1. **Monitoring Question:** Have lands with wilderness characteristics been managed to protect and restore the appearance of naturalness and outstanding opportunities for solitude and/or primitive and unconfined recreation, as well as supplemental values, as appropriate?  
**Monitoring Requirement:** Include a narrative response, reporting on all lands with wilderness characteristics, from the GSENM monument manager or her/his designee.  
**Monitoring Interval:** Every 5 years

### **Rangelands and Livestock Grazing**

1. **Monitoring Question:** Did management of rangelands and livestock grazing protect, restore, and/or result in positive trends for healthy native rangelands? Describe the data used.  
**Monitoring Requirement:** Use the best available geospatial data. Report on 100 percent of GSENM.  
**Monitoring Interval:** Every 5 years or once every RMP evaluation cycle, whichever is more frequent.
2. **Monitoring Question:** How many land health assessments are underway, and how many were completed in this monitoring interval? Are RMP timelines for completion being met?  
**Monitoring Requirement:** Report the number of land health assessments underway and completed. Note: If timelines are not being met, provide a narrative explaining why.  
**Monitoring Interval:** Annual
3. **Monitoring Question:** What is the total allocated animal unit months (AUMs) for livestock across GSENM? Was there a seasonal reduction in AUMs in drought years? If so, what was the reduction amount, and how was the amount of reduction determined?  
**Monitoring Requirement:** Report applicable AUMs and include a narrative explanation.  
**Monitoring Interval:** Annual
4. **Monitoring Question:** How many grazing permits or leases were voluntarily relinquished by holders? If any were relinquished, is subsequent restoration activity planned or occurring?  
**Monitoring Requirement:** Report the number of permits or leases, and all potential restoration.  
**Monitoring Interval:** Annual

### Recreation

1. **Monitoring Question:** Are the extensive recreation management areas and special recreation management areas described in the RMP being implemented?  
**Monitoring Requirement:** Report on all recreation management areas in GSENM, as described in the RMP.  
**Monitoring Interval:** Every 5 years or once every RMP evaluation cycle, whichever is more frequent.
2. **Monitoring Question:** Are recreational opportunities and facilities (for example, visitor centers and toilets) available in appropriate areas and commensurate with needs?  
**Monitoring Requirement:** Require a narrative response, reporting on the entire GSENM, as applicable, from a GSENM recreation specialist.  
**Monitoring Interval:** Every 5 years
3. **Monitoring Question:** Are there recreation-related user conflicts (for example, recreation versus grazing) or resource issues (for example, damage to frequently visited cultural sites) that warrant management action? Were these conflicts resolved or what further action is needed?  
**Monitoring Requirement:** Require a narrative response, reporting on the entire GSENM, as applicable, from a GSENM recreation specialist.  
**Monitoring Interval:** Every 5 years
4. **Monitoring Question:** Do SRPs conform to the RMP?  
**Monitoring Requirement:** Require the planning and environmental coordinator or planning and environmental specialist identify and review three SRPs for conformance.  
**Monitoring Interval:** Annual

### Travel and Transportation

1. **Monitoring Question:** Have the travel management plans been developed and implemented? Has other travel planning occurred?  
**Monitoring Requirement:** Report progress toward or completion of travel management plan(s). Report 100 percent of travel management actions.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** Have travel management-related disputes occurred? Were they resolved?  
**Monitoring Requirement:** Report 100 percent of disputes and provide a resolution narrative.  
**Monitoring Interval:** Annual

### Lands and Realty

1. **Monitoring Question:** How many rights-of-way (ROWs) have been granted or denied? Has RMP ROW management direction provided for efficient processing of ROW applications?  
**Monitoring Requirement:** Report on 100 percent of ROW applications. Provide an explanation regarding efficiency.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** Have GSENM lands changed through acquisitions, exchanges, purchases, or donations?  
**Monitoring Requirement:** Report location and acres.  
**Monitoring Interval:** Annual

### **Areas of Critical Environmental Concern (ACEC)**

1. **Monitoring Question:** Have monitoring plans, when applicable, been developed for ACECs?
2. **Monitoring Requirement:** Report progress toward or completion of each ACEC monitoring plan.  
**Monitoring Interval:** Annual
3. **Monitoring Question:** Have adaptive management actions been implemented, when applicable, according to ACEC monitoring plans?  
**Monitoring Requirement:** Report adaptive management actions taken.  
**Monitoring Interval:** Annual
4. **Monitoring Question:** Are there concerns that require proactive management not already addressed by adaptive management within an existing ACEC monitoring plan?  
**Monitoring Requirement:** Report management needed.  
**Monitoring Interval:** Annual

### **National Historic Trails**

1. **Monitoring Question:** Has the activity plan been developed for the Old Spanish National Historic Trail management corridor, including a monitoring component?  
**Monitoring Requirement:** Report progress toward or completion of the activity plan.  
**Monitoring Interval:** Annual

### **Wild and Scenic Rivers and Wilderness Study Areas (WSAs)**

1. **Monitoring Question:** Have both eligible and suitable segments of wild and scenic rivers been managed to protect their free-flowing condition, water quality, and identified tentative classification, and to preserve their outstandingly remarkable values to ensure a decision on suitability can be made for eligible rivers, or in the case of suitable rivers, until Congress designates the rivers or releases them for other uses? During this RMP monitoring interval, have all proposals and management actions that might affect a segment conformed to Manual 6400, Section 3.5A–B?  
**Monitoring Requirement:** Include a narrative response, reporting on all wild and scenic river eligible and suitable segments, from a GSENM recreation specialist. Report on 100 percent of eligible and suitable segments, and 100 percent of proposals and actions.  
**Monitoring Interval:** Every 5 years
2. **Monitoring Question:** Have WSAs been managed for non-impairment of characteristics of wilderness, including each WSA's inventoried supplemental values, to ensure continued suitability for preservation as wilderness until Congress designates or releases these areas? During this RMP monitoring interval, have all proposals and management actions that might affect a WSA conformed to Manual 6330, Section 1.6C?  
**Monitoring Requirement:** Include a narrative response, reporting on WSAs, from a GSENM recreation specialist. Report on 100 percent of WSAs, and 100 percent of proposals and actions.  
**Monitoring Interval:** Every 5 years

**Science Program**

1. **Monitoring Question:** What research projects were conducted that prioritized the inventory of and basic research on GSENM resources in danger of being lost over short time frames (100 years or less)?  
**Monitoring Requirement:** Report on 100 percent of applicable inventories and basic research.  
**Monitoring Interval:** Annual
2. **Monitoring Question:** What research was conducted that contributes to better management of GSENM resources?  
**Monitoring Requirement:** Report on 100 percent of applicable research.  
**Monitoring Interval:** Annual

**C.3 ACRONYMS**

ACEC	Area of Critical Environmental Concern
AUM	Animal Unit Month
BLM	Bureau of Land Management
GSENM	Grand Staircase-Escalante National Monument
Plan	the RMP Monitoring Plan
RMP	Resource Management Plan
ROW	Right of Way
SRP	Special Recreation Permit
WSA	Wilderness Study Area

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# Appendix D

Cultural Resources

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# Appendix D. Cultural Resources

## D.I CULTURAL RESOURCE SITE USE CATEGORIES

Cultural resource sites should be categorized as to their allowable uses, per United States (U.S.) Department of the Interior, Bureau of Land Management (BLM) Handbook H-1601-1, Appendix C, page 9. Supplemental guidance for defining cultural resource use allocations and corresponding management actions is found at BLM Manual 8130, Section.21D and Manual 8130, Section.21E. These categories of allowable uses include:

- A. Scientific use
- B. Conservation for future use
- C. Traditional use
- D. Public use
- E. Experimental use
- F. Discharged from management

The BLM will develop a cultural resources management plan for Grand Staircase-Escalante National Monument (GSENM), including assigning cultural sites to use categories (that is, public, scientific, or traditional use) and managing for the protection and interpretation of these sites. The criteria below will be used to assign cultural sites to appropriate classifications. The BLM anticipates that Category F (discharged from management) will not be used. In addition, Category D (public use) will be further subdivided into “public use, developed” and “public use, undeveloped.” Categorization of the many sites found across the planning area is beyond the scope of the current document; instead, sites will be classified under the cultural resources management plan on an as-needed basis or when future conditions of time and personnel permit. Generalized site types, use categories, and assignment criteria are included in the following table.

<b>Site Type</b>	<b>A: Scientific Use</b>	<b>B: Conservation for Future Use</b>	<b>C: Traditional Use</b>	<b>D: Public Use, Developed</b>	<b>D: Public Use, Undeveloped</b>	<b>E: Experimental Use</b>
Prehistoric: Architectural (Sheltered and Open)	Allow excavation or other investigative techniques, subject to approved research design and consultation with appropriate Native American tribes.	Preserve until conditions for categorization and use become apparent.	Determine appropriate traditional use through consultation with Native American tribes.	Allow public use in accordance with development features.  Consult with Native American tribes to find whether the site is appropriate for public use.  Monitor the site on a regular and frequent basis.	Do not suggest visitation to the site but offer information if requested.  Consult with Native American tribes to find whether the site is appropriate for public use.  Monitor the site on a regular and frequent basis.  Consider movement to Category D, Public Use, Developed, if warranted and with appropriate development.	Protect until a need for use arises.  Consult with Native American tribes to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.
Prehistoric: Artifact/Lithic Scatter with Features	Allow excavation or other investigative techniques, subject to approved research design and consultation with appropriate Native American tribes.	Preserve until conditions for categorization and use become apparent.	Determine appropriate traditional use through consultation with Native American tribes.	N/A	N/A	Protect until a need for use arises.  Consult with Native American tribes to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.

<b>Site Type</b>	<b>A: Scientific Use</b>	<b>B: Conservation for Future Use</b>	<b>C: Traditional Use</b>	<b>D: Public Use, Developed</b>	<b>D: Public Use, Undeveloped</b>	<b>E: Experimental Use</b>
Prehistoric: Open Lithic/Artifact Scatter	Allow excavation or other investigative techniques, subject to approved research design and consultation with appropriate Native American tribes.	Preserve until conditions for categorization and use become apparent.	Determine appropriate traditional use through consultation with Native American tribes.	N/A	N/A	Protect until a need for use arises.  Consult with Native American tribes to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.
Prehistoric: Lithic Source/Quarry	Allow excavation or other investigative techniques, subject to approved research design and consultation with appropriate Native American tribes.	Preserve until conditions for categorization and use become apparent.	Determine appropriate traditional use through consultation with Native American tribes.	N/A	N/A	Protect until a need for use arises.  Consult with Native American tribes to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.

<b>Site Type</b>	<b>A: Scientific Use</b>	<b>B: Conservation for Future Use</b>	<b>C: Traditional Use</b>	<b>D: Public Use, Developed</b>	<b>D: Public Use, Undeveloped</b>	<b>E: Experimental Use</b>
Prehistoric: Petroglyphs, Pictographs, and Inscriptions	Document to Utah Archaeology Site Form standards.  Allow excavation or other investigative techniques, subject to approved research design and consultation with appropriate Native American tribes.	Preserve until conditions for categorization and use become apparent.	Determine appropriate traditional use through consultation with Native American tribes.	Allow public use in accordance with development features.  Consult with Native American tribes to find whether the site is appropriate for public use.  Monitor the site on a regular and frequent basis.	Do not suggest visitation to the site but offer information if requested.  Consult with Native American tribes to find whether the site is appropriate for public use.  Monitor the site on a regular and frequent basis.  Consider movement to Category D, Public Use, Developed, if warranted and with appropriate development.	Protect until a need for use arises.  Consult with Native American tribes to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.

<b>Site Type</b>	<b>A: Scientific Use</b>	<b>B: Conservation for Future Use</b>	<b>C: Traditional Use</b>	<b>D: Public Use, Developed</b>	<b>D: Public Use, Undeveloped</b>	<b>E: Experimental Use</b>
Historic: Architectural	Document standing architectural resources to the appropriate Utah Division of State History standards.  Allow investigative techniques, subject to approved research design.	Preserve until conditions for categorization and use become apparent.	Determine appropriate traditional use in consultation with descendant communities.	Allow public use in accordance with development features.  Monitor the site on a regular and frequent basis.	Do not suggest visitation to the site but offer information if requested.  Monitor the site on a regular and frequent basis.  Consider movement to Category D, Public Use, Developed, if warranted and with appropriate development.	Protect until a need for use arises.  Consult with descendant communities to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.
Historic: Artifact Scatter	Document to scientific and applicable standards.  Allow excavation or other investigative techniques as applicable.	Preserve until conditions for categorization and use become apparent.	N/A	N/A	N/A	Protect until a need for use arises.  Consult with descendant communities to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.

<b>Site Type</b>	<b>A: Scientific Use</b>	<b>B: Conservation for Future Use</b>	<b>C: Traditional Use</b>	<b>D: Public Use, Developed</b>	<b>D: Public Use, Undeveloped</b>	<b>E: Experimental Use</b>
Historic: Inscription or Dendroglyph	Document to scientific and applicable standards.	Preserve until conditions for categorization and use become apparent.	N/A	Allow public use in accordance with development features.  Monitor the site on a regular and frequent basis.	Do not suggest visitation to the site but offer information if requested.  Monitor the site on a regular and frequent basis.  Consider movement to Category D, Public Use, Developed, if warranted and with appropriate development.	Protect until a need for use arises.  Consult with descendant communities to find whether the site is appropriate for experimentation.  Allow experimentation following appropriate research design.
Historic: Trail/Road	Document to scientific and applicable standards.	Preserve until conditions for categorization and use become apparent.	Open to general public use that is not necessarily strictly for traditional use.	Allow public use in accordance with development features.  Monitor the site on a regular and frequent basis.	Do not suggest visitation to the site but offer information if requested.  Monitor the site on a regular and frequent basis.  Consider movement to Category D, Public Use, Developed, if warranted and with appropriate development.	Protect until a need for use arises.  Allow experimentation following appropriate research design.



<b>Site Type</b>	<b>A: Scientific Use</b>	<b>B: Conservation for Future Use</b>	<b>C: Traditional Use</b>	<b>D: Public Use, Developed</b>	<b>D: Public Use, Undeveloped</b>	<b>E: Experimental Use</b>
Historic: Mining	Document to scientific and applicable standards. Allow excavation or other investigative techniques as applicable.	Preserve until conditions for categorization and use become apparent.	N/A	<p>Allow public use in accordance with development and safety features.</p> <p>Monitor the site on a regular and frequent basis.</p> <p>Ensure visitor safety is a priority consideration.</p>	<p>Do not suggest visitation to the site but offer information if requested.</p> <p>Monitor the site on a regular and frequent basis.</p> <p>Consider movement to Category D, Public Use, Developed, if warranted and with appropriate development.</p> <p>Visitor safety should be a priority consideration.</p>	<p>Protect until a need for use arises.</p> <p>Allow experimentation following appropriate research design.</p>
Historic: Artifact Scatter	Document to scientific and applicable standards. Allow excavation or other investigative techniques as applicable.	Preserve until conditions for categorization and use become apparent.	N/A	N/A	N/A	<p>Protect until a need for use arises.</p> <p>Consult with descendant communities to find whether the site is appropriate for experimentation.</p> <p>Allow experimentation following appropriate research design.</p>

N/A - not applicable

The management of cultural resources on federal lands is dictated, in large part, by federal laws, regulations, and policies. Although there are many addressing cultural resource concerns, the most applicable laws, regulations, and policies for the BLM are the following:

- National Environmental Policy Act
- National Historic Preservation Act (NHPA)
- Antiquities Act
- Historic Sites Act
- American Indian Religious Freedom Act
- Religious Freedom Restoration Act
- Archaeological Resources Protection Act
- Native American Graves Protection and Repatriation Act
- Federal Land Policy and Management Act
- 36 Code of Federal Regulations (CFR) 800
- State Protocol Agreement between the BLM and Utah State Historic Preservation Office
- BLM Manual MS-8100, The Foundation for Managing Cultural Resources
- BLM Handbook H-1780-1, Improving and Sustaining BLM-Tribal Relations

Cultural resources are nonrenewable; that is, any loss or degradation of cultural resources is permanent. Historic properties are cultural resources that are over 50 years old and meet specific criteria for listing on the National Register of Historic Places (NRHP). Properties of traditional religious and cultural importance to a Native American tribe that meet the NRHP criteria are also historic properties. It is important that there is no net loss of scientific information potential or integrity for historic properties and that they are managed to prevent or minimize adverse impacts on their integrity or any of the qualities that are character defining. Preservation and protection are the primary goals of any federal cultural resource program.

**Sections 3.6 and 1.6 (Appendix I, Cultural Resources)** of the final environmental impact statement present the background information on cultural resources in the planning area. A brief description of the types of properties found in the planning area and the various forms of impacts that could affect these sites is included in this appendix. Included below is a description of the resource types felt to be most susceptible to adverse effects. Also included are the criteria by which determinations of effect are made and a discussion of potential mitigation options for sites being adversely affected.

## **D.2 SITES AND ADVERSE IMPACTS**

Cultural resource concerns regarding adverse impacts focus on site type and the potential for impacts caused by a variety of sources. The term “impact” is used in this appendix to differentiate this process of site condition and threat assessment from the Section 106 process and its findings for effect, which relate to federal undertakings rather than individual sites. Site types within the planning area that may be most susceptible to adverse impacts include the following:

- **Rock shelters.** These locations often contain complex sites with a variety of features that can include delicate and perishable materials not found in open settings, and very complicated natural and cultural sedimentary stratigraphy. Shelter and alcove settings can suffer from the immediate

and cumulative physical impacts of livestock; they are also often subject to looting and vandalism. Grazing-related adverse impacts and vandalism in rock shelters within the Kanab Field Office's administrative boundaries were noted as early as 1919 (Judd 1926). Currently, it is difficult to find sheltered sites in the planning area that have not been vandalized or looted. Although rare in rock shelters, range improvements and other recent human-made features can also adversely impact sheltered sites.

- **Sites with standing architecture, including historic and prehistoric sites, and sites with exposed architectural features.** These sites may have architectural features that can suffer from recreational use, development projects, and livestock impacts. As with rock shelters, remains of prehistoric and historic structures are often subject to vandals and looters. Even sites with only a few courses of intact masonry or rubble mounds are included in this category because any adverse impacts would be considered unacceptable levels of damage.
- **Open sites in sensitive locations, such as in erosive soils and in areas that tend to concentrate recreational use or the presence of livestock, and those sites with discreet features, such as hearths, slab features, soil staining, middens, and other features that are susceptible to disturbance.** Increased visitation throughout GSENM has led to an increase in graffiti on open sites such as petroglyphs, pictographs, and inscriptions. Impacts from climate change, such as more frequent flash flooding, have also been observed. Sites in erosive sediments suffer from natural weathering impacts that are exacerbated by trampling, off-highway vehicle (OHV) use, and erosion. Features such as middens, hearths, fire-cracked rock, lithic debitage, and artifact concentrations are easily disturbed; once disturbed, they can lose integrity and scientific value. In certain contexts, cumulative impacts due to disturbance and erosion can quickly and irreversibly affect these features, especially in sensitive soils and on slopes.

Buried slab features, such as slab-lined hearths, storage features, and pit houses, may at first seem impervious to such impacts; however, observation has shown that this is not always the case, especially with softer sandstones. Hard sandstone slabs may help to enclose and protect some features, but softer sandstones may weather quickly. As the upper margins of soft sandstone slabs are exposed through erosion and weathering, these slabs can be quickly broken down by exposure to the elements, trampling, and vehicles. Without the slabs to help protect and define the features, they can be rapidly lost to additional direct impacts, exposure, and erosion.

This category may exclude sites based on their lack of potential for additional adverse impacts. For example, a lithic scatter found on sandy sediments or slopes open to recreational use or cattle trailing and with increased erosion would be included in this category; however, a lithic scatter on stable, gravelly sediments with little depth potential, with light impacts, and not prone to increased erosion might not be included.

- **Petroglyph, pictograph, and inscription sites.** Vandalism is by far the most important factor concerning adverse impacts on petroglyphs, pictographs, and inscriptions, but livestock also can adversely affect these sites. Instances of both petroglyphs and pictographs suffering from livestock rubbing have been noted in the planning area. Cases of dung splattering on petroglyphs, pictographs, and inscription panels have been documented in the planning area and noted in nearby areas.

All readily accessible sites can be subject to various degrees of human or grazing-related influences, but the above sites are considered more easily damaged or more often targeted by looters and collectors than most other site types. These conclusions are based on field observations, reviews of literature (see,

for example, Geib et al. 2001), and conversations with other area archaeologists. While the site type is important regarding adverse impacts, site location is also a factor. Observation has shown that sites in the immediate vicinity of recreation areas, OHV routes, and range improvements that focus on livestock-related activity suffer more than those in backcountry situations.

### **D.3 CATEGORIZING SITE CONDITIONS AND THREATS**

BLM Manual 8130, Section.12A notes that a range of information may be needed to prepare cultural resource management plans, including density, diversity, and distribution of cultural properties; potential uses, goals, management actions, and traditional values; and the existing commitments and agreements that are described or accounted for in this appendix, and in the final environmental impact statement in **Section 3.6**, and **Section I.6 (Appendix I)**. Other information can include the present condition and existing and foreseeable threats to cultural resources. The cultural resources management plan to be developed in the Proposed Resource Management Plan could also include the categorization or procedures for categorizing site condition and threats.

These potential categories of site condition and threats could include descriptors about impacts on any aspects of site integrity, cumulative impacts, and conflicts with other GSENM uses; however, any descriptors such as “impact” or “affected by” should be clearly distinct from the defined “findings of effect” (adverse effect, no effect, etc.), which applies to undertakings, not resources, considered under the NHPA Section 106 process.

To describe the site condition and threats, the BLM may take into account existing data on previously recorded sites, until such time as the BLM can revisit a given site. Future data can be gathered from research-driven inventory projects, NHPA Section 106-compliance projects related to implementation actions, and ongoing monitoring and management programs.

### **D.4 TOOLS FOR SITE PROTECTION AND MANAGEMENT**

Land managers must “seek ways to avoid, minimize, or mitigate . . . adverse effects,” as outlined at 36 CFR 800.6(b).

Following are brief discussions of Class I overviews and ethnographies, which are important documents that set the stage for the many “tools” in the cultural “toolbox.” Subsequent sections contain detailed explanations of the various protective measures for cultural resources in relation to the Approved RMP. Which option or options the BLM chooses will depend on several factors, including the site type; characteristics that relate to the site’s eligibility for listing on the NRHP; location, access, and use for and by humans and livestock; nearby rangeland improvements; soil type; site condition; results of any tribal or other consultations; and likelihood for continued adverse effects. The tools are presented below in two primary sections: **Section D.6**, Non-Cultural Tools for Site Protection, and **Section D.9**, Cultural Tools for Site Protection. Each tool is examined and detailed regarding adverse effects. These tools may be used singly or in combination to meet the required objectives.

#### **D.4.1 Archaeological and Historical Synthesis of the Planning Area (Class I Overview)**

An archaeological and historical synthesis (commonly referred to as a Class I overview) is a synthesis of all known relevant information regarding the archaeology and history of a specified area. An overview of this sort is necessary before the history and prehistory of an area can be understood and before the area sites can be tied into a meaningful background. Often the archaeological and historical syntheses are

produced as separate volumes, but each should be considered as important as the other. These set the stage by which sites can be evaluated in context to nearby sites as well as to the larger cultural or physiographic area. While not a mitigation or protective action itself, the development and use of these documents provides the setting in which much of the following actions should be considered.

For GSENM, the BLM currently has on file a prehistoric Class I overview (Spangler et al. 2019). Depending on factors such as new research, boundary changes, land tenure adjustments, and other actions, a Class I overview should be periodically updated to reflect the most up-to-date information available. GSENM staff is currently in the process of updating the original Class I overview.

## **D.5 CULTURAL ETHNOGRAPHIES**

Over years of consultation and coordination, the BLM, in collaboration with tribes, has developed a library of cultural resource and ethnographic information related to tribal use and important locations and resources within the planning area. Multiple ethnographic reports about the planning area, many of which are confidential, can provide this information. As with the Class I overview, an ethnography is not a mitigation or protective action; instead, it is a source of information and reference material while considering the following actions.

## **D.6 NON-CULTURAL TOOLS FOR SITE PROTECTION**

### **D.6.1 Avoidance**

The simplest and most effective way to protect a historic property is to avoid any adverse effects. While this can be relatively easy in some cases (such as moving a proposed activity location to avoid a historic property), it becomes more difficult with livestock that are relatively free to move on their own or with unrestricted human use of the landscape. This avoidance option is best used with fixed objects, such as a proposed corral, road, campground, water improvement, or certain other physical improvements. Many of the following tools are more applicable and can work both in the minimization and mitigation aspects.

### **D.6.2 Access Restriction**

Restricting access, as considered here, generally refers to restrictions on a site-by-site basis. In some settings, human restrictions may be accomplished with signage or, if needed, fencing or other physical restriction barriers. Where possible, brush barriers could be used for livestock. These would have the advantage of appearing more natural, would not call attention to the site, and would not generally require many tools or artificial materials. Where such natural barriers could not be used, traditional fencing or other restrictive options may be necessary. Closure through legal channels (that is, making a location off limits) is also an option; however, closure only affects humans and is often difficult to reliably enforce.

### **D.6.3 Closures as a Scientific Control**

Closure of certain areas can act as a scientific control compared with areas left open to free access. Closure is an important aspect when considering livestock or OHV effects, both direct (from livestock or OHVs on the sites) and indirect (such as erosion exacerbated by livestock or OHV use), as compared with other adverse effects. Restrictions for scientific purposes should be planned to take full advantage of the research potential. Areas with a variety of site types should be considered, but the restricted and open portions of the research areas should be as similar as possible in the geographic and cultural landscapes. This allows the researcher to make a parallel comparison.

#### **D.6.4 Location of Facilities and Range Improvements**

Livestock are controlled by a whole series of range improvements, including fence lines, corrals, water sources, salt licks, and driveways. All these tend to focus livestock use into certain areas, which concentrates the related adverse effects. When cultural resource sites are found in the vicinity of these improvements, the adverse impacts on these sites can rise significantly.

In many cases, these effects can be mitigated through project design by relocating the range improvement prior to implementation (see *Avoidance*, above). Fences can be constructed around, rather than through, sites. Watering troughs, corrals, and other improvements can be constructed or moved away from sites. Removing the reason for livestock congregation would have a positive effect on any site in the vicinity.

Livestock congregation at a watering source not only intensifies livestock use of the source area itself but also increases livestock use of the surrounding area. Data from Glen Canyon National Recreation Area indicate that cattle tend to stay within a 2-mile radius of their water source (U.S. Department of the Interior, National Park Service 1999), meaning that livestock affect sites within that 2-mile radius to a greater degree than outside that area. If a watering source or corral is found within or proposed for an area of high site density, it may be prudent to move that improvement to an area of lesser site density.

Similar issues regarding concentrations of human use in certain areas may result from placing recreational facilities, such as campgrounds, parking lots, picnic areas, and trail systems, near archaeological and historic sites. This is appropriate in situations where the archaeological or historic site is the focus for interpretive or educational purposes. In other situations, it would be prudent to consider moving the proposed facility to a different location.

#### **D.7 OFF-HIGHWAY VEHICLES AND RELATED VEHICLES**

Unregulated and unauthorized use of OHVs may directly impact cultural resources. Increasing accessibility to distant parts of GSENM has the potential to increase accessibility to cultural resources, which may increase impacts or provide access for scientific, public, or traditional uses. Impacts on cultural resources that are susceptible to OHV use may be destructive. Limiting the use of OHVs and similar vehicles where such activities are affecting cultural resource sites may remove potential impacts. Restricting OHV use to authorized open routes and designated open areas that have been processed through the BLM's travel and appropriate Section 106 processes would create fewer impacts on cultural resources.

#### **D.8 CHANGES IN RANGE MANAGEMENT PRACTICES**

Practices such as clearing and seeding to increase the forage in an area eventually draw livestock to these areas. Clearing operations, such as chaining and bulldozer pushes, can have impacts on cultural resources. Subsequently, as the seeding matures and cattle are drawn to the project area, additional grazing-related adverse impacts on sites in that area may increase. If cultural resource sites are protected during the clearing operations by leaving them in undisturbed tree islands, cattle may later be drawn to them for the shade they provide in an otherwise open setting. The sites are then open to adverse effects by not just a few cattle wandering by, but by larger numbers of cattle drawn by the very factors designed to protect the site. These islands could also draw unwanted human attention to cultural resource sites.

Future large-scale range improvement projects, such as seedings, should be planned in conjunction with cultural resource specialists. This should be done to ensure that cultural resource sites are taken into consideration and that potential adverse effects can be mitigated prior to project implementation. In the

seeding example noted above, initial avoidance of archaeological sites followed by hand thinning of the remaining tree cover to match the surrounding vegetation density would not adversely affect the site and would leave no reason for livestock to concentrate in that location.

Animal unit months (AUMs) reflect the number of head of livestock permitted to graze in a certain location for a certain time span. Recent investigation and research (Zweifel 2016) have shown that stocking rates are only one of a suite of factors influencing adverse impacts on cultural resource sites. However, the amount of impact a cultural resource site might suffer from livestock is, to a certain degree, proportional to the number of livestock on that site at any given time. Reducing the number of livestock would, therefore, reduce livestock-related adverse effects, although direct measurements of the potential adverse effect reduction would depend on a variety of factors and would be specific to the sites in question. Reducing the AUMs would probably not completely avoid adverse effects. Although adverse effects would be minimized with the reduction of livestock, if some livestock remain, there is the potential for adverse effects.

Area closure to livestock, either on a temporary or permanent basis, is the only mitigation strategy that removes all potential for grazing-related adverse effects on a broader scale than a site-by-site basis. Closures will be used as a form of mitigation only when it is apparent that no other potential mitigation actions would meet protection requirements or where all other attempts have failed to realize the necessary levels of protection.

Closures will generally be considered as a last line of defense for areas where multiple sites or cultural landscapes are being adversely affected. Closures of areas large enough to reduce AUMs would generally require a land use plan amendment and consultation with the permittees and other interested parties. Such closures, even when intended for cultural resource protection, could serve as scientific control areas for a wide variety of other resources (see *Research*, below, for additional details and discussion).

Changes in the season of use could also be used for mitigation. It is at first difficult to see how changes in the season of use could be used as mitigation for a cultural resource site, but this tool should be considered as a possibility. Livestock tend to congregate in sheltered areas, such as alcoves, overhangs, and rock shelters. Part of this behavioral pattern is in response to weather conditions. In the summer, livestock seek shade in shelters; in the winter, they move to these shelters for protection from wind, rain, and snow. In either weather extreme, livestock seek sheltered areas.

Vegetation has a stabilizing effect on sediments and soils. A change in the season of use that reduces adverse effects on vegetation would also increase site stability by lessening erosion.

In wet weather, such as the monsoon season, there is a more abundant water supply in areas that might not usually have available water, such as natural tanks in slick rock areas. Under these conditions, livestock may tend to wander farther from their traditional water source than they would under normal conditions, entering areas and affecting sites that only rarely see livestock. Under such conditions, a seasonal restriction may be all that is needed to protect a whole series of sites.

Certain types of soils and sediments may also be more prone to livestock effects under specific weather conditions. Soft sediments and clay soils may be much more susceptible to the hoof action of livestock in wet conditions. Sites found in these areas, within these sediment types, would be more open to adverse

effects, as the sediments themselves become more susceptible. Again, a seasonal restriction may be all that is necessary to protect sites in these settings.

Applications for grazing permits, range improvements, vegetation projects, and all other activities that constitute federal undertakings are subject to Section 106 review and compliance to protect cultural resources. Through Section 106 compliance, such activities and management practices are reviewed, and their potential effects on cultural resources are assessed, avoided, minimized, or mitigated. The Section 106 process is implemented by federal regulations (36 CFR 800). On BLM-managed lands in Utah, the Section 106 process is also guided and supplemented by the following programs and procedures:

- **BLM Manual 8110 – Identifying and Evaluating Cultural Resources.** This manual provides general guidance for cultural resource identification, evaluation, categorization, and use allocations on BLM-managed lands.
- **BLM Manual 8140 – Protecting Cultural Resources.** This manual provides general guidance for protecting cultural resources from natural or human-caused deterioration, including inadvertent effects from BLM land use decisions and illegal activities.
- **BLM Supplement H-8110 – Utah – Cultural Resource Fieldwork Guidelines and Standards.** This supplement sets the standards to ensure consistent, statewide cultural resource identification, evaluation, treatment, and management, including proper recording and maintenance of cultural resource data for the BLM’s actions in Utah by both the BLM itself and consultants.
- **BLM Handbook H-8120 – Utah Guidelines for Protecting Cultural Resources.** This handbook provides direction for determining and treating effects on cultural resources from natural or human-caused deterioration, as well as physical and administrative protection measures, in accordance with the *State Protocol Agreement between the Bureau of Land Management and Utah State Historic Preservation Office* and BLM Manual 8140.
- **State Protocol Agreement between the BLM and Utah State Historic Preservation Office.** This agreement implements the nationwide Programmatic Agreement between the BLM, Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers, which governs the manner in which the BLM complies with NHPA by describing how the agencies will interact and cooperate.
- **Programmatic Agreement Regarding National Historic Preservation Act Responsibilities for Travel and Transportation Management Undertakings.** This agreement sets the standards for BLM Utah Section 106 compliance for travel and transportation management undertakings, including the planning and designation of OHV use areas, routes, and special recreation permits.

The above-listed documents describe detailed procedures, methodologies, standards, and guidelines for cultural resource research and management that the BLM employs in Utah. Some of the more common elements of cultural resource protection methodologies are discussed in the following section.

## D.9 CULTURAL TOOLS FOR SITE PROTECTION

### D.9.1 Inventory

Approximately 7 percent of the decision area has been comprehensively surveyed for cultural resources. While many project areas are included in this figure, some older improvements and development projects



were implemented or established prior to standard cultural resource surveys. Inventory is needed at those activity locations that have never been surveyed and would be needed at proposed project locations. Certain projects, such as campgrounds or livestock watering locations, tend to concentrate usage. With such projects, inventory should not be limited to the specific development location; those projects must consider the effects of recreational, development, or livestock concentration in the area surrounding the improvements.

Future inventory across the decision area will generally be in response to NHPA Section 106 compliance or Section 110 obligations and in accordance with BLM Manual 8130, Section 2B. The extent and location of Section 106 inventories will be largely determined by the specifics of the project generating the need for inventory. Section 110 inventories should be directed at locations or topographic features likely to harbor site types known to be at risk from adverse effects, locations that tend to attract livestock, areas of known or suspected high site density, or locations that address certain research topics and information needs. Larger areas that have seen little or no inventory should be surveyed to identify at-risk sites and to establish the area's cultural resource character.

### **D.9.2 Detailed Site Recording and Collection**

Cultural resource sites are generally documented by recording certain data on specially prepared site forms. Many factors influence what kind and amount of information are included on a site form. Early site forms often lacked many categories that today are considered required information. An example of this is impacts on sites. Most site forms from 30 or 40 years ago did not include a category or space for noting specific impacts; instead, they may have had only a check box for site condition, indicating good, fair, or poor. The rare comments on specific impacts, if any, were added in the narrative portion of the site form, and these narratives themselves were often not as detailed as modern procedures require.

In some specific cases, detailed recording or rerecording of a site may be all that is necessary for mitigation. For example, sites that have been heavily affected in the past and retain little integrity may be adequately documented by a thorough recording process and possibly artifact collection and curation. Recording and collection as mitigation should be reserved for sites where it is apparent that these actions alone would retrieve any remaining scientific information left at those sites.

At a minimum, detailed site recording should be the beginning of the first step of the documentation process, and it is a requirement prior to any collection, testing, or full excavation. For any reasonable form of scientific monitoring to be accomplished, a detailed record of the site before the monitoring process begins is necessary. Only then can changes in site condition, artifact counts and dispersal patterns, and future adverse effects be accurately tracked.

### **D.9.3 Archaeological Testing and Data Recovery Excavation**

Archaeological testing of a site refers to test excavations to determine its character, depth, cultural affiliation, and eligibility for listing on the NRHP. Test excavations are usually restricted in scope and involve a few small test plots or trenches. Testing can provide a host of information without the destruction and cost involved in larger-scale excavations. It can often provide the level of information needed to make informed decisions regarding management direction for that site. Testing and excavation can often provide information not just about that specific site, but about other nearby sites in similar settings and apparent cultural affiliation. Therefore, the testing of one site may provide insight to the

management needs of numerous sites. While testing, like excavation, is a destructive process, it is performed on a scale small enough that the site's overall integrity is not impaired.

Data recovery excavation of cultural resource sites is a destructive process; once a site has been excavated, it cannot be reassembled and protected. Excavation is generally used in situations where the site is in imminent danger of destruction and some form of data retrieval is necessary, or in situations where important scientific research questions cannot be answered by other, nondestructive means. As a mitigation tool, excavation should be a last resort. Excavation can provide a host of scientific information that cannot be had otherwise, but it is costly, can be time consuming, and results in the loss of some, or all, of the cultural resource site. Excavation may be the most suitable form of mitigation at sites that have been heavily affected or at sites that may suffer significant loss of integrity from a development project. Any proposed excavations must be preceded by tribal and State Historic Preservation Office consultation. They also would include other consulting parties, as appropriate, and require the development of a specific treatment plan.

#### **D.9.4 Monitoring**

Monitoring is a necessary component of any cultural resource program. Cultural resource programs have monitoring programs in place, but these are generally site specific, are performed on an as-needed or when-possible basis, and respond to a variety of projects and effects. There is a recognized need for a more comprehensive inventory and monitoring program designed to identify, quantify, assess, and monitor impacts on cultural resource sites. Site steward programs have become an effective tool in providing wider monitoring coverage than would otherwise be possible.

Baseline data on the condition of sites are generally collected at the time the site is recorded. However, many older site forms did not adequately address impacts on the sites. Within the past two or three decades, this has begun to change as archaeologists gain a broader understanding of the nature of various impacts. Monitoring provides baseline data, where necessary, and allows tracking of resource conditions over time. While inventory provides a first look and recording episode for cultural resource sites, monitoring provides the basic information by which changes to the site can be measured. Monitoring is also necessary to track the effectiveness of different mitigation measures applied to various cultural resource sites.

Management must have the information necessary to make informed decisions in the future as to what forms of mitigation may better apply to various site types, including which techniques have been shown to work and which did not prove effective. Although inventory and monitoring are not mitigation measures in themselves, they are a vital part of an overall mitigation plan. The importance of monitoring cannot be overemphasized.

#### **D.9.5 Research**

Continuing research is an important aspect of any cultural resource program. Effective land management is only possible if an agency has adequate knowledge of the resources being managed. This involves what is present, but also how the resource is affected by natural and human-induced processes and actions.

Over the past two or three decades, a fair amount of research has been accomplished regarding grazing-related adverse impacts on cultural resources; however, most of these studies have been relatively small and short term. Research at GSENM includes an ongoing, long-term monitoring study, begun in 2005,

comparing two specific sets of sites, one ungrazed and the other grazed annually. This is an ambitious 15-year project that, when completed, will result in the most comprehensive study of its kind to date.

Research on any given parcel of land applies locally, but it can have far-reaching applications. The above-noted grazing research can provide insights that may be applied across the American Southwest and perhaps beyond. Other recent GSENM research has produced archaeological reports and publications that apply to wide areas and an extensive time depth; these will prove extremely valuable for the next several generations of archaeologists and other researchers.

The continuing collection of local oral histories is another example of an ongoing research program. Interviews conducted with longtime area residents can address the history of the ranching and livestock industry in the decision area and can help describe range conditions and how they have changed over the past several decades. Also included in research is the current development of a comprehensive grazing and ranching history of the planning area. This may be particularly important because the ranching lifestyle from past decades is quickly becoming outdated, and no such detailed grazing history has yet been accomplished.

#### **D.9.6 Consultation**

The federal government has a unique and distinctive relationship with federally recognized Native American tribes, as set forth in the Constitution of the United States, treaties, statutes, executive orders, judicial decisions, and agreements. This relationship is different from the federal government's relationship with other entities. The U.S. government has a trust responsibility to federally recognized Native American tribes that covers lands, resources, money, or other assets held by the federal government in trust and the ability of those tribes to exercise their tribal rights. The United States recognizes Native American tribes as sovereign nations. The BLM, as lead federal agency, has the responsibility to ensure meaningful tribal consultation and coordination concerning GSENM planning are conducted on a government-to-government basis. Tribal consultation is a process of seeking communication, discussing, considering the views, and seeking agreement with tribal participants regarding cultural resources and the resources' protection.

Other consultation should also occur during Section 106 compliance for undertakings at GSENM with other stakeholders, including State Historic Preservation Offices, local governments, permit applicants, the public, and the Advisory Council on Historic Preservation, as warranted.

#### **D.10 REFERENCES**

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## D.II ACRONYMS

<b>Term</b>	<b>Definition</b>
AUM	animal unit month
BLM	United States Department of the Interior, Bureau of Land Management
CFR	Code of Federal Regulations
GSENM	Grand Staircase-Escalante National Monument
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
OHV	off-highway vehicle
U.S.	United States