



U.S. DEPARTMENT OF THE INTERIOR

**BUREAU OF LAND
MANAGEMENT**

Bears Ears National Monument

San Juan County, Utah

RECORD OF DECISION

APPROVED RESOURCE MANAGEMENT PLAN

January 2025



U.S. DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

BLM Mission

The BLM's mission is to sustain the health, diversity, and productivity of public lands for the use and enjoyment of present and future generations.

Sunset in the Bears Ears landscape overlooking one of the many canyons of Cedar Mesa
Photograph by Bob Wick provided by the Bureau of Land Management

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ABBREVIATIONS

1986 Manti-La Sal LRMP	<i>Land and Resource Management Plan: Manti-La Sal National Forest</i>
2008 Moab RMP	<i>Bureau of Land Management Moab Field Office Record of Decision and Approved Resource Management Plan</i>
2008 Monticello RMP	<i>Bureau of Land Management Monticello Field Office Record of Decision and Approved Resource Management Plan</i>
2020 ROD/MMPs	<i>Bears Ears National Monument: Record of Decision and Approved Monument Management Plans, Indian Creek and Shash Jáa Units</i>
2022 BEITC LMP	<i>Bears Ears Inter-Tribal Coalition: A Collaborative Land Management Plan for the Bears Ears National Monument</i>
4WD	four-wheel drive
ACEC	area of critical environmental concern
ACHP	Advisory Council on Historic Preservation
AMP	allotment management plan
ARPA	Archaeological Resources Protection Act
Assistant Director	Bureau of Land Management Assistant Director for Resources and Planning
AUM	animal unit month
BEC	Bears Ears Commission
BEITC	Bears Ears Inter-Tribal Coalition
BENM, or Monument	Bears Ears National Monument
BLM	Bureau of Land Management
BMPs	best management practices
BSC	biological soil crust
CFR	Code of Federal Regulations
CO ₂ e	carbon dioxide equivalent
CRMP	cultural resources management plan
Dingell Act	John D. Dingell Jr. Conservation, Management, and Recreation Act of 2019
EIS	environmental impact statement
EPA	U.S. Environmental Protection Agency
ERMA	extensive recreation management area
ESA	Endangered Species Act
FACA	Federal Advisory Committee Act
FLPMA	Federal Land Policy and Management Act
GIS	geographic information system

GMO	genetically modified organism
GMP	grazing management plan
HM	head month
HPP	historic property plan
IRA	inventoried roadless area
LWC	lands with wilderness characteristics
MAC	Monument Advisory Committee
NEPA	National Environmental Policy Act
NFS	National Forest System
NHPA	National Historic Preservation Act
NOA	notice of availability
NPS	National Park Service
NRHP	National Register of Historic Places
NWSR	National Wild and Scenic River
OHV	off-highway vehicle
PAC	Protected Activity Center
PFC	proper functioning condition
PFYC	Potential Fossil Yield Classification
PLPCO	Utah Public Lands Policy Coordinating Office
RM	river mile
RMP	resource management plan
RNA	Research Natural Area
ROD	record of decision
ROS	Recreation Opportunity Spectrum
ROW	right-of-way
RS	Revised Statute
RSC	recreation setting characteristic
SHPO	State Historic Preservation Office
SIO	scenic integrity objective (USDA Forest Service)
SR	State Route
SRMA	special recreation management area
SRP	Special Recreation Permit
SUP	special use permit
TCP	traditional cultural property
TLA	Trust Lands Administration

TMP	travel management plan
UAC	Utah Administrative Code
UAS, or drone	unstaffed aircraft system
UDWR	Utah Division of Wildlife Resources
USC	United States Code
USDA Forest Service	U.S. Department of Agriculture, U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
UTV	utility task vehicle
VCC	Vegetation Condition Class
VRM	Visual Resource Management (BLM)
WSA	wilderness study area
WSR	wild and scenic river

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1 RECORD OF DECISION

1.1 Introduction

This record of decision (ROD) approves the U.S. Department of the Interior, Bureau of Land Management's (BLM's) resource management plan (RMP) for Bears Ears National Monument (BENM or Monument). The BLM Monticello and Moab Field Offices prepared the ROD and Approved RMP in response to Presidential Proclamation 10285, which restored the Monument boundaries and conditions established by Presidential Proclamation 9558 and retained approximately 11,200 acres that were added to the Monument by Presidential Proclamation 9681. Proclamation 10285 directed the BLM and U.S. Department of Agriculture, U.S. Forest Service (USDA Forest Service) (collectively referred to as "the agencies") to "prepare and maintain a new management plan for the entire monument" for the specific purposes of "protecting and restoring the objects identified [in Proclamation 10285] and in Proclamation 9558." Proclamation 10285 also re-established the Bears Ears Commission (BEC) of Tribal Nations in accordance with the terms, conditions, and obligations set forth in Proclamation 9558 to ensure that "management decisions affecting the monument reflect expertise and traditional and historical knowledge of Tribal Nations." The agencies' underlying purpose and need in developing this RMP is to provide a framework, including goals, objectives, and management direction, to guide the management of BENM consistent with the protection of BENM objects and other applicable laws, regulations, and policies.

This ROD and Approved RMP were prepared under the BLM planning regulations (43 Code of Federal Regulations [CFR] 1600) implementing the Federal Land Policy and Management Act (FLPMA) (43 United States Code [USC] 1701 et seq.) and other applicable laws. An environmental impact statement (EIS) was prepared to support the BLM's development and selection of the Proposed RMP in compliance with the National Environmental Policy Act (NEPA) (42 USC 4321-4347).¹ The agencies issued a Notice of Intent to prepare the RMP and associated EIS for BENM on August 30, 2022. On March 13, 2024, the agencies released the Draft RMP/EIS that considered the potential impacts of six alternatives. Release of the Draft RMP/EIS initiated a 90-day public review and comment period on the Draft RMP/EIS, proposed areas of critical environmental concern (ACECs), 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 making corresponding edits to the Draft RMP/EIS, the agencies released the Proposed RMP/Final EIS on October 4, 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.

This ROD includes ten appendices. Appendix A contains maps. Appendix B provides a framework for monitoring cultural resources. Appendix C details stipulations for surface-disturbing activities. Appendix D presents best management practices (BMPs) that may be used in the management of the Monument. Appendix E contains the Tribal Nations collaboration framework. Appendix F

¹ The agency is aware of the November 12, 2024, decision in *Marin Audubon Society v. Federal Aviation Administration*, No. 23-1067 (D.C. Cir. November 12, 2024). To the extent that a court may conclude that the Council on Environmental Quality 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 1500-1508, in addition to the U.S. Department of the Interior's procedures/regulations implementing NEPA at 43 CFR 46, to meet the agency's obligations under NEPA, 42 USC 4321 et seq.

provides information on monitoring strategies. Appendix G provides supporting information for decisions regarding recreation and visitor services and is applicable to BLM-administered lands only. Appendix H outlines travel management planning criteria and is applicable to BLM-administered lands only. Appendix I provides details on desired wildland fire conditions and condition class and is applicable to BLM-administered lands only. Finally, Appendix J provides details on scenery management on National Forest System (NFS) lands in BENM and is applicable to NFS lands only.

1.2 The Decision

The decision is hereby made to approve the RMP provided in Section 2 as the Approved RMP for BLM-administered lands within BENM. This Approved RMP was prepared under the BLM's regulations implementing Section 202 of FLPMA (43 CFR 1600). An EIS was prepared for this Approved RMP in compliance with NEPA. The Approved RMP is based on the Proposed RMP that was presented in the Proposed RMP/Final EIS on October 4, 2024, with several minor modifications and clarifications made as a result of internal reviews, protests submitted during the protest period, and recommendations provided to the BLM during the Governor's Consistency Review. The decisions in this ROD and Approved RMP supersede all previous BLM land use plans and land use plan amendments that guided the BLM's management within BENM.

The RMP decisions provide a comprehensive framework for the BLM's allocation of resources and management of BLM-administered lands within BENM. RMP decisions are expressed as goals and objectives (desired outcomes), allowable uses, and management decisions necessary to achieve desired outcomes. The decisions identified in the Approved RMP are final and effective when this ROD is signed; however, implementing activities may require additional implementation-level planning, environmental review, decision-making, mitigation, and monitoring. The BLM will prepare appropriate documentation to comply with NEPA and other applicable laws for such implementation-level decisions.

1.2.1 Summary of Management Decisions

The Approved RMP provides a detailed account of the management directions authorized by this ROD. The Approved RMP includes the following key management decisions:

- Manage recreation based on a zoned approach on all BLM and NFS lands within BENM and designate four zones: Front Country, Passage, Outback, and Remote. Establish six Management Areas and seven Sub-Areas that underlie the recreation zones on BLM-administered land.
- Recreational shooting will be prohibited in campgrounds, developed recreation sites, rock writing sites, and structural cultural sites. Additionally, recreational shooting will be prohibited in all developed recreation sites and areas under 43 CFR 8365.2-5(a) and 36 CFR 261.10(d) in all portions of the Monument.
- Allocate 162,217 acres as unavailable (BLM)/not suitable (USDA Forest Service) and restrict 10,917 acres to trailing/trailing with emergency grazing only. Apply adaptive management to John's Canyon, North Cottonwood, and North Cottonwood Upper Pastures.
- Designate the San Juan River, Lavender Mesa, Shay Canyon, Valley of the Gods, Indian Creek, and Aquifer Protection ACECs to protect relevant and important values with special management.
- Designate 591,185 acres as closed to off-highway vehicle (OHV) use and 483,917 acres as limited to OHV use on BLM-administered lands. On NFS lands, designated wilderness will be

closed to OHV use and all non-wilderness NFS lands will be limited to OHV use. Public use of BENM for landings and takeoffs of motorized aircraft will be limited to Bluff Airport and Fry Canyon Airstrip or on routes designated for such use in the travel management plan (TMP).

- Manage 205,594 acres of LWC to protect their wilderness characteristics while allowing for compatible uses. Manage 216,371 acres of LWC to minimize impacts to wilderness characteristics. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

1.2.2 Modifications and Clarifications

The following is a summary of the modifications and clarifications from the Proposed RMP to the Approved RMP:

- Adaptive management language was added for the John's Canyon pasture, which is unavailable to livestock grazing but would now become available if the BLM determines that the area meets rangeland health standards.
- Adaptive management language was added for the North Cottonwood Upper and North Cottonwood pastures, which are limited to trailing only but would become available to livestock grazing if the BLM determines that the area meets rangeland health standards.
- The North Cottonwood Upper pasture area was refined to include only the canyon bottoms and omit the uplands from the trailing-only allocation. Acreage and maps were updated to reflect this change.
- Recreational shooting prohibitions were modified and now apply only to campgrounds, developed recreation sites, rock writing sites, and structural cultural sites, and developed recreation sites and areas, as provided in 43 CFR 8365.2-5(a) and 36 CFR 261.10(d).
- Management direction regarding range improvements was changed to clarify that range improvements will be allowed if they improve vegetation and soil conditions along with the other criteria listed.
- Language regarding the introduction, transplantation, augmentation, and re-establishment of wildlife species was changed to clarify that the agencies will continue working with the Utah Division of Wildlife Resources (UDWR) and U.S. Fish and Wildlife Service (USFWS) and collaborate with the BEC and Tribal Nations.
- Several BMPs were updated to align with statute, policy, and best available science.
- The Stipulations Applicable to Surface-Disturbing Activities and Conservation Measures document (see Appendix C) was updated for consistency with the Approved RMP.

1.3 The Alternatives

1.3.1 Alternative A (No Action)

Alternative A, the No Action Alternative, represented existing management guided by management decisions in the 2020 *Bears Ears National Monument: Record of Decision and Approved Monument Management Plans, Indian Creek and Shash Jáa Units* (2020 ROD/MMPs) (BLM 2020),² 2008 *Bureau of Land Management Monticello Field Office Record of Decision and Approved Resource*

² The 2020 ROD/MMPs is referred to frequently through the ROD; therefore, the author-date citation is provided here at first mention only.

Management Plan (2008 Monticello RMP) (BLM 2008a),³ 2008 Bureau of Land Management Moab Field Office Record of Decision and Approved Resource Management Plan (2008 Moab RMP) (BLM 2008b),⁴ and 1986 Land and Resource Management Plan: Manti-La Sal National Forest (1986 Manti-La Sal LRMP) (USDA Forest Service 1986).⁵ Land use management direction in these plans guided BENM management to the extent that it was consistent with Proclamation 10285 and the protection of BENM objects. Where management direction in these plans was inconsistent with Proclamation 10285, the proclamation controlled. Alternative A served as the baseline comparison against which the BLM compared all action alternatives (B, C, D, and E), including the Proposed Plan.

- **Recreation areas:** The BLM would have continued to manage recreation with eight special recreation management areas (SRMAs) and two extensive recreation management areas (ERMAs). The SRMAs and ERMAs would have provided for specific, outcomes-based recreational experiences. The USDA Forest Service would have managed recreation on NFS lands within BENM based on the Recreation Opportunity Spectrum (ROS) categories of primitive, semi-primitive non-motorized, semi-primitive motorized, and roaded natural.
- **Recreational shooting:** Recreational shooting would have been allowed throughout BENM with the exception of campgrounds and developed recreation sites, rock writing sites, and structural cultural sites. If problems with recreational shooting would have occurred in the future, the agencies would have considered future restrictions or closures.
- **Recreational facilities:** This alternative would have continued to manage the existing recreational facilities. An implementation-level recreation management plan would have been developed to provide additional site-specific management.
- **Livestock grazing:** BENM would have been available (BLM)/suitable (USDA Forest Service) for livestock grazing except for approximately 135,007 acres that would have been unavailable (BLM)/not suitable (USDA Forest Service) for grazing, and 5,229 acres designated for trailing only (with 1,277 of those acres open to emergency grazing).
- **ACECs:** ACECs are designated only on BLM-administered lands. Alternative A would have continued to manage existing ACECs for their relevant and important values.
- **Vegetation management:** Alternative A would have continued to manage vegetation to provide for high levels of vegetative diversity and productivity while continuing to prioritize commercial and private use of the Monument.
- **Forest and wood product harvest:** Alternative A would have continued to limit private use of wood products to six designated areas.
- **Fire management:** Generally, Alternative A would have primarily relied on federal wildland fire land management decisions for wildfire and fuel management, with less emphasis on Tribal collaboration in these aspects. Alternative A would have given priority to fuels treatments in the wildland-urban interface and developed recreation areas. Additionally, there would have been an emphasis on fuels treatments around cultural and natural resources.
- **Travel and transportation management:** Alternative A would have continued to manage the existing network of non-motorized and non-mechanized trails per the 2008 Monticello RMP

³ The 2008 Monticello RMP is referred to frequently through the ROD; therefore, the author-date citation is provided here at first mention only.

⁴ The 2008 Moab RMP is referred to frequently through the ROD; therefore, the author-date citation is provided here at first mention only.

⁵ The 1986 Manti-La Sal LRMP is referred to frequently through the ROD; therefore, the author-date citation is provided here at first mention only.

and the 2020 ROD/MMPs. For OHV use, 389,645 acres of BLM-administered lands and 46,430 acres of NFS lands would have been managed as OHV closed areas, totaling 436,075 acres. OHV use would have been limited on 685,403 acres of BLM-administered lands and 242,677 acres of NFS lands.

- Lands with wilderness characteristics (LWC): The BLM would have continued to manage 48,954 acres of LWC for their wilderness characteristics. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

1.3.2 Alternative B

Alternative B would have provided the most permissive management for those discretionary actions that are compatible with protecting BENM objects. This alternative focused on on-site education and interpretation and allowed for the development of facilities to protect BENM objects.

- Recreation areas: The BLM would have managed recreation with four SRMAs and four ERMAs. The USDA Forest Service would have managed recreation on NFS lands within BENM based on the ROS categories of primitive, semi-primitive non-motorized, semi-primitive motorized, and roaded natural.
- Recreational shooting: Recreational shooting would have been allowed throughout BENM with the exception of the Indian Creek Corridor recreation management zone and San Juan River SRMA. Recreational shooting would also have been prohibited in campgrounds, developed recreation facilities, climbing areas, existing and designated trails, parking areas, trailheads, across roadways, rock writing sites, and structural cultural sites. If problems with recreational shooting would have occurred in the future, the agencies would have considered future restrictions or closures.
- Recreational facilities: Recreation facilities would have been developed as necessary to support the recreation objectives in recreation management areas, protect resources, and provide for public health and safety.
- Livestock grazing: BENM would have been available (BLM)/suitable (USDA Forest Service) for livestock grazing except for approximately 169,530 acres, which would have been unavailable (BLM)/not suitable (USDA Forest Service) or restricted to trailing or trailing with emergency grazing only.
- ACECs: The BLM would have designated the Indian Creek ACEC, Lavender Mesa ACEC, and Valley of the Gods ACEC. The San Juan River ACEC and Shay Canyon ACEC would not have been designated as ACECs. ACECs are designated only on BLM-administered lands.
- Vegetation management: Vegetation management under Alternative B placed more emphasis on restoring historical vegetation conditions and fire return intervals and included a reduction in some uses of vegetation resources such as timber harvest and grazing.
- Forest and wood product harvest: Alternative B would have managed approximately 930,911 acres as open to wood product harvest (approximately 68% of the Monument).
- Fire management: Fire management under Alternative B would have involved heightened environmental protection measures and placed a greater emphasis on the protection of cultural resources. Additionally, it would have prioritized increased Tribal collaboration during fire and fuels management. Alternative B would have given precedence to fuels treatments in culturally significant sites and areas that have deviated from their Vegetation Condition Class (VCC). In these instances, Traditional Indigenous Knowledge would have been integrated into fuels management.

- **Travel and transportation management:** Under Alternative B, public use of BENM for landings and takeoffs of motorized aircraft would have been limited to the Bluff Airport and Fry Canyon Airstrip, with the potential for additional locations to be identified in future implementation-level decisions. OHV use would have been limited to 685,403 acres of BLM-administered lands and 112,122 acres of NFS lands,⁶ totaling 797,525 acres. OHV use would have been managed as closed on 389,645 acres of BLM-administered lands and 176,982 acres of NFS lands, totaling 566,627 acres.
- **LWC:** The BLM would have managed 97,403 acres of LWC to protect wilderness characteristics while allowing for compatible uses. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

1.3.3 Alternative C

Alternative C would have allowed discretionary actions only if necessary to protect BENM objects. This alternative focused on off-site education and interpretation and allowed for limited development of facilities to protect BENM objects.

- **Recreation areas:** The BLM would have managed recreation with four SRMAs and four ERMAs. The USDA Forest Service would have managed recreation on NFS lands within BENM based on the ROS categories of primitive, semi-primitive non-motorized, semi-primitive motorized, and roaded natural.
- **Recreational shooting:** Recreational shooting would have been allowed throughout BENM with the exception of the Indian Creek SRMA and the San Juan River SRMA. Recreational shooting would have been prohibited in campgrounds, developed recreation facilities, climbing areas, existing and designated trails, parking areas, trailheads, across roadways, rock writing sites, and structural cultural sites. If problems with recreational shooting were to occur in the future, the agencies would have considered future restrictions or closures.
- **Recreational facilities:** Recreation facilities would have been developed or improved if needed to support the recreation objectives in RMAs, protect resources, and provide for public health and safety.
- **Livestock grazing:** BENM would have been available (BLM)/suitable (USDA Forest Service) for livestock grazing except for approximately 169,530 acres, which would have been unavailable (BLM)/not suitable (USDA Forest Service) or restricted to trailing/trailing with emergency grazing only.
- **ACECs:** The BLM would have designated the Indian Creek ACEC, Lavender Mesa ACEC, and Valley of the Gods ACEC. The San Juan River ACEC and Shay Canyon ACEC would not have been designated as ACECs. ACECs are designated only on BLM-administered lands.
- **Vegetation management:** Under Alternative C, vegetation management would have prioritized high-value/high-risk areas such as developed recreation facilities, and emphasis would have been placed on treatments that maintained plant diversity and enhanced native species productivity and habitat connectivity.
- **Forest and wood product harvest:** Alternative C would have managed approximately 930,910 acres as open to wood product harvest (approximately 68% of the Monument).
- **Fire management:** Fire management under Alternative C would have prioritized more environmental protection measures during fire and fuels treatments. Fuel reduction would have targeted areas with motorized access, high visitation, and/or developed recreation

⁶ "OHV limited" on NFS lands authorizes OHV travel on designated motorized routes as shown on the current Motorized Vehicle Use Map.

facilities, but would have also emphasized maintaining healthy VCCs, cultural resource protection, incorporation of Traditional Indigenous Knowledge, and Tribal collaboration.

- **Travel and transportation management:** Alternative C would have eliminated most public access of BENM for unstaffed aircraft systems (UASs or drones), except for authorizations for case-by-case landings and takeoffs through formal permitting processes, where the use was beneficial to protecting BENM objects. Under Alternative C, 487,048 acres of BLM-administered lands and 176,982 acres of NFS lands would have been managed as OHV closed areas, totaling 664,030 acres. In all, 588,000 acres of BLM-administered lands and 112,122 acres of NFS lands would have been managed as OHV limited areas, totaling 700,122 acres.
- **LWC:** The BLM would have managed 97,403 acres of LWC to protect wilderness characteristics while allowing for compatible uses under Alternative C. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

1.3.4 Alternative D

Alternative D would have generally prioritized the continuation of natural processes by limiting or discontinuing discretionary uses. This alternative would have minimized human-created facilities, and management would have emphasized natural conditions.

- **Recreation areas:** The BLM would have managed recreation with seven Management Areas. The USDA Forest Service would have managed recreation on NFS lands within BENM based on the ROS categories of primitive, semi-primitive non-motorized, semi-primitive motorized, and roaded natural.
- **Recreational shooting:** Recreational shooting would have been allowed throughout BENM with the exception of the Indian Creek Management Area, San Juan River Management Area, recommended wilderness, wilderness study areas (WSAs), and protected LWC. Recreational shooting would have been prohibited in campgrounds, developed recreation facilities, climbing areas, existing and designated trails, parking areas, trailheads, across roadways, rock writing sites, and structural cultural sites. If problems with recreational shooting would have occurred in the future, the agencies would have considered future restrictions or closures.
- **Recreational facilities:** This alternative would have minimized the development of recreational facilities and management and would have emphasized natural conditions.
- **Livestock grazing:** BENM would have been available (BLM)/suitable (USDA Forest Service) for livestock grazing except for approximately 410,367 acres, which would have been unavailable (BLM)/not suitable (USDA Forest Service) or restricted to trailing/trailing with emergency grazing only.
- **ACECs:** The BLM would have designated the Indian Creek ACEC, Lavender Mesa ACEC, Valley of the Gods ACEC, and nominated John's Canyon Paleontological ACEC, and the Aquifer Protection ACEC. The San Juan River ACEC and Shay Canyon ACEC would not have been carried forward. ACECs are designated only on BLM-administered lands.
- **Vegetation management:** Alternative D would have used "light-on-the-land" treatments and natural processes throughout the entire Monument to enhance or maintain desirable conditions for vegetation for traditional uses and improving VCCs.
- **Forest and wood product harvest:** Alternative D would have managed approximately 930,910 acres as open to wood product harvest (approximately 68% of the Monument).

- **Fire management:** Under Alternative D, numerous environmental protection measures would have been employed to safeguard natural and cultural resources. Fire and fuel management would have given precedence to natural processes and Traditional Indigenous Knowledge to achieve desired outcomes. The protection of culturally significant sites would have been a primary focus. Mechanical treatments would have been used solely to safeguard BENM objects.
- **Travel and transportation management:** In all, 808,630 acres of BLM-administered lands and 176,982 acres of NFS lands would have been managed as OHV closed areas, totaling 985,612 acres. A total of 266,429 acres of BLM-administered lands and 112,122 acres of NFS lands would have been managed as OHV limited areas, totaling 378,551 acres.
- **LWC:** All lands in BENM that have been inventoried as having wilderness characteristics (approximately 421,965 acres) would have been managed to protect wilderness characteristics while allowing for compatible uses. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

1.3.5 *Alternative E (Agency-Preferred Alternative in the Draft Environmental Impact Statement)*

Alternative E would have maximized the consideration and use of Tribal perspectives in managing the landscape of BENM. This alternative was meant to emphasize resource protection and the use of Traditional Indigenous Knowledge and perspectives on the stewardship of the Bears Ears landscape. This included consideration of natural processes and seasonal cycles in the management of BENM and collaboration with Tribal Nations to incorporate those considerations into BENM day-to-day management.

- **Recreation areas:** Alternative E would have managed recreation based on a zoned approach across all BLM and NFS lands within BENM. Four zones would have been designated: Front Country, Passage, Outback, and Remote. The USDA Forest Service would not have managed recreation on NFS lands within BENM using the ROS categories.
- **Recreational shooting** would have been prohibited in BENM.
- **Recreational facilities:** In general, development of facilities would have been allowed, where necessary, in Front Country and Passage Zones.
- **Livestock grazing:** BENM would have been available (BLM)/suitable (USDA Forest Service) for livestock grazing except for approximately 169,530 acres, which would have been unavailable (BLM)/not suitable (USDA Forest Service) or restricted to trailing only.
- **ACECs:** Under Alternative E, all existing ACECs would have been carried forward. Additionally, the nominated John's Canyon Paleontological ACEC and Aquifer Protection ACEC would have been designated. ACECs are designated only on BLM-administered lands.
- **Vegetation management:** Vegetation management under Alternative E would have emphasized Traditional Indigenous Knowledge and techniques and natural processes to restore ecosystems, return natural fire intervals, vegetation conditions, and landscape characteristics.
- **Forest and wood product harvest:** The agencies and the BEC would have monitored populations and locations of traditionally harvested trees and their uses and impacts to vegetation and wildlife species. Wood product use would have been opened or closed permanently or on a seasonal or multiyear basis to allow for resource rest. The acreages of areas open and closed to wood product harvest would have been determined by the agencies in collaboration with the BEC. Within areas open to wood product harvest,

designated harvest areas would have been designated with emphasis on areas with pinyon pine and juniper encroachment and where site-specific analysis indicated that harvest would have been useful to protect vegetation ecosystems.

- **Fire management:** Under Alternative E, the most environmental protection measures would have been employed to maximize protection of cultural resources while also protecting natural resources. Fire and fuel management would have prioritized natural processes and incorporated Traditional Indigenous Knowledge. The fuels treatments would have given precedence to the protection of culturally significant sites. Mechanical treatments would only have been used to protect BENM objects.
- **Travel and transportation management:** Under Alternative E, public use for landing and takeoffs of motorized aircraft would have been limited to Bluff Airport and Fry Canyon Airstrip. Alternative E would have eliminated most public access of BENM for UASs, except for authorizations for case-by-case landings and takeoffs through formal permitting processes, where the use was beneficial to protecting BENM objects. A total of 392,989 acres of BLM-administered lands and 176,982 acres of NFS lands would have been managed as OHV closed areas, totaling 569,971 acres. In all, 682,059 acres of BLM-administered lands and 112,122 acres of NFS lands would have been managed as OHV limited areas, totaling 794,181 acres.
- **LWC:** The BLM would have managed 421,965 acres of LWC to protect their wilderness characteristics while allowing for compatible uses under Alternative E. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

Consistent with BLM planning regulations (43 CFR 1610.4-7) and USDA Forest Service NEPA regulations (36 CFR 220.5(e)), and as part of the agencies' commitment to an open and transparent planning process, the agencies identified Alternative E as the preferred alternative at the Draft RMP/EIS stage. For additional information regarding the selection of the preferred alternative, see Section 2.3 of the Proposed RMP/Final EIS.

1.3.6 Proposed Plan (Environmentally Preferred Alternative)

The Proposed Plan was based on Alternative E, with a combination of components from the various alternatives. In accordance with 40 CFR 1505.2,⁷ the agencies have identified the Proposed Plan as the environmentally preferred alternative. The Proposed Plan similarly emphasized resource protection and the use of Traditional Indigenous Knowledge and perspectives in the stewardship of the Bears Ears landscape.

- **Recreation areas:** The Proposed Plan would have managed recreation based on a zoned approach on all BLM and NFS lands within BENM. Four zones would have been designated: Front Country, Passage, Outback, and Remote. In addition, the BLM would have managed recreation with six Management Areas and seven Sub-Areas that underlie the recreation zones. The USDA Forest Service would not have managed recreation on NFS lands within BENM using the ROS categories.
- **Recreational shooting** would have been prohibited in BENM.
- **Recreational facilities:** In general, development of facilities would have been allowed in Front Country and Passage Zones. In the Outback Zone, recreation facilities would have been allowed only when necessary for the protection of BENM objects. Finally, any facility development in the Remote Zone would have been the minimum allowed to protect at-risk

⁷ This planning effort complied with the NEPA regulations that were in place at the time the notice of intent was published in the *Federal Register* in August 2022.

resources, with no new development allowed. Management for these recreation zones would have dictated allowable facilities in different areas of Management Areas and Sub-Areas, unless the Management Areas or Sub-Areas had further limitations than the zones.

- **Livestock grazing:** BENM would have been available (BLM)/suitable (USDA Forest Service) for livestock grazing except for 174,411 acres, which would have been unavailable (BLM)/not suitable (USDA Forest Service) or restricted to trailing/trailing with emergency grazing only.
- **ACECs:** Under the Proposed Plan, all existing ACECs would have been carried forward. Additionally, the nominated Aquifer Protection ACEC would have been designated. The nominated John's Canyon Paleontological ACEC would not have been designated. ACECs are designated only on BLM-administered lands.
- **Vegetation management:** Vegetation management under the Proposed Plan would have used light-on-the-land treatments wherever practicable as well as natural processes to enhance or maintain desirable conditions for vegetation for traditional uses and improving VCCs.
- **Forest and wood product harvest:** In general, under the Proposed Plan, areas of BENM would have been available for wood product harvest in accordance with applicable law unless otherwise specified in the Proposed Plan and except in certain specified areas. Agencies would have collaborated with the BEC and used implementation-level planning to close or restrict areas that are available for wood product harvest on a seasonal or multiyear basis.
- **Fire management:** Under the Proposed Plan, the most environmentally protective measures would have been employed to maximize protection of cultural resources while also protecting natural resources. Fire and fuel management would have prioritized natural processes and incorporated Traditional Indigenous Knowledge. The fuels treatments would have given precedence to the protection of culturally significant sites. Mechanical treatments would have only been used to protect BENM objects.
- **Travel and transportation management:** The BLM would have managed 591,185 acres of public lands as OHV closed areas and 483,917 acres as OHV limited areas. The NFS land OHV designations would have been the same as under Alternative A. Under the Proposed Plan, public use of BENM for landings and takeoffs of motorized aircraft would have been limited to Bluff Airport and Fry Canyon Airstrip or on routes designated for such use in the TMP.
- **LWC:** The BLM would have managed 205,594 acres of LWC to protect their wilderness characteristics while allowing for compatible uses under the Proposed Plan. The BLM would have managed 216,371 acres of LWC to minimize impacts to wilderness characteristics. Under the Approved RMP, LWC are only applicable to BLM-administered lands.

1.4 Rationale for the Decision and Management

The Approved RMP provides the best combination of management decisions to meet the BLM's purpose and need for this planning effort and the desired outcomes established by Presidential Proclamation 10285. The Approved RMP was chosen as the approach to managing BENM because it most effectively accomplishes the broad range of desired outcomes and recognizes important relationships and interdependencies among BENM resources while ensuring protection of BENM objects.

1.4.1 Management in Accordance with Presidential Proclamations 9558 and 10285

Presidential Proclamation 10285 specifies that BENM ensures “the preservation, restoration, and protection of the objects of scientific and historic interest on the Bears Ears region, including the entire monument landscape,” and it re-establishes the BEC of Tribal Nations in accordance with the terms, conditions, and obligations set forth in Proclamation 9558 to ensure that “management decisions affecting the monument reflect expertise and traditional and historical knowledge of Tribal Nations.” Proclamation 10285 directs the agencies to “prepare and maintain a new management plan for the entire monument” for the specific purposes of “protecting and restoring the objects identified [in Proclamation 10285] and in Proclamation 9558.”

Presidential Proclamation 10285 discusses resources located within BENM. Many, but not all, of the resources discussed in Proclamation 10285 constitute objects of historic or scientific interest for which the Monument was designated. Although the BLM is not obligated to protect the resources discussed in Proclamations 9558 and 10285 that do not constitute Monument objects, the BLM nevertheless retains discretion to adopt management direction that protects such resources. That is particularly true in the case of BENM, where such resources are part of the BENM landscape, which Proclamation 10285 clearly identified as a Monument object that the BLM must protect. By protecting the resources addressed in Proclamation 10285, even those that do not themselves qualify as Monument objects, the BLM is ensuring and enhancing the protection of the objects of historic or scientific interest that must receive proper care and management in accordance with the proclamation.

Accordingly, the agencies developed a Proposed RMP/Final EIS that addressed how each alternative impacted the resources, including the objects of historic and scientific interest, identified in Proclamation 10285. The agencies considered the location and distribution of BENM objects and resources, their sensitivity to uses in BENM, and the anticipated nature and intensity of existing and future resource uses in the development of the Approved RMP. Based on this analysis, as well information obtained from public comments, coordination with the BEC, consultation with Tribal Nations, and coordination with state and local governments and other stakeholders, the BLM has prepared a ROD and Approved RMP that is consistent with the protection of all the resources discussed in Proclamation 10285. By doing so, the BLM is inherently providing management decisions consistent with the protection of BENM objects identified in Proclamation 10285.

BENM’s large, remote, rugged, and connected landscapes hold deep cultural and spiritual connections for many communities and include a diversity of ecotypes, geological and paleontological resources, vegetation, and wildlife. Livestock grazing is an important local economic use of the BENM landscape; recreational visitation is an important driver of the local economy. Public visitation, permitted activities, and climate change have the potential to impact objects of historic and scientific interest. Traditional Indigenous Knowledge, interpretation, and management guidance to help inform the public and protect various cultural resources and traditional uses are needed. The increased demand for BENM’s resources and objects pose a challenge to balance the wide variety of uses of the landscape with the protection of Monument objects.

In consideration of the varied landscape and uses in BENM, the Approved RMP will provide for a variety of activities within the Monument, while ensuring the protection and restoration of Monument objects, as well as the historical, cultural, natural, scientific, and paleontological resources in the Monument. In some instances, providing for the protection of BENM objects required placing site-specific prohibitions or allocations on certain resources and uses. In other instances, the agencies developed stipulations, BMPs, monitoring protocols, and other

management contained in the Approved RMP that will be applied by the Authorized Officer to the future management of BENM. Future actions authorized, carried out, or funded by the BLM within BENM may be subject to site- or activity-specific environmental review, documentation, mitigation, and monitoring requirements.

1.4.2 Resource Uses

The following sections provide discussion of certain resource uses within BENM that elicited substantial input through public engagement opportunities during the planning process. Additional detail regarding considerations in selecting the Approved RMP are provided.

1.4.2.1 TRAVEL AND TRANSPORTATION MANAGEMENT

BENM contains numerous opportunities for people to experience the landscape through recreation, including OHV use. In BENM, OHV use 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 UASs, also known as drones, has also increased in recent years.⁸

The Approved RMP designates 591,185 acres of BLM-administered lands as OHV closed, and 483,917 acres of BLM-administered lands as OHV limited. No areas of the Monument are designated as OHV open. Areas managed as OHV closed will not be available for public OHV use, reducing the available OHV recreational opportunities in those areas, including the use of 32 miles of routes that were previously designated as available for public OHV use and will now be closed to public OHV use; however, 98% of the previously designated routes will remain available for public OHV use, which will minimize impacts to recreation and the local economy while avoiding a concentration in OHV use in other portions of BENM that could adversely impact Monument objects and resources.

As explained in the Proposed RMP/Final EIS, OHV use can impact soundscapes in BENM and, through the access they facilitate, create potential opportunities for intended or unintended harm to cultural resources. OHV use can spread invasive plants, cause soil compaction, and cover vegetation with dust, affecting plants' ability to photosynthesize (Ouren et al. 2007), and maintaining existing roads can result in the removal of vegetation. OHV use can damage soils and cause ruts, soil compaction, increased erosion, increased frequency of dust storms, and sedimentation of waterways. OHV use can also cause habitat fragmentation (Ouren et al. 2007) and reduce habitat quality for species that require large contiguous habitat patches, including some big game, special status species, and species addressed in Proclamation 10285. The OHV area designations in the Approved RMP are intended to help avoid these impacts in the more remote portions of BENM while minimizing them in the more visited portions of the Monument by directing motorized travel to higher use, more hardened areas where the impacts from OHVs will be less widespread. For example, the OHV area closures in the Approved RMP largely coincide with the Remote Zone and apply to, among other areas, WSAs, LWC managed to protect wilderness characteristics, and certain ACECs that protect scenic resources. By designating these areas as closed, the Approved RMP will protect Monument objects and resources in the remote and wild portions of BENM that are most susceptible to the adverse impacts and user conflicts stemming from OHV use. And by carrying forward the OHV area closures from Alternative A in the Proposed RMP/Final EIS, the Approved RMP will protect the objects and resources located in areas that have not experienced OHV use in several years and, therefore, are most susceptible to impacts from OHV use.

⁸ The BLM manages launching and landing of UASs as OHVs per BLM Handbook H-8342.

Notably, the Approved RMP does not affect existing or future motorized vehicle uses in BENM that are individually authorized by the BLM. Such authorized motorized vehicle uses are excluded from the definition of OHV (43 CFR 8340.0-5(a)). Authorized uses can include, but are not limited to, grazing permittees who need to use a route to access their grazing allotments or range improvements, private landowners who obtain a right-of-way to access their inholding, or various entities who obtain a right-of-way to access Utah Trust Lands Administration (TLA) parcels. The BLM will continue to work with private landowners, the State of Utah, TLA permittees, and other authorized users to ensure reasonable access to, among other things, range improvements, private lands, and Utah TLA parcels.

Under the Approved RMP, designated roads can be maintained to meet public health and safety needs and/or to protect BENM objects, which can maintain access to recreational opportunities and access for various other uses, including traditional uses. Subsequent implementation-level travel planning and management analysis and decisions will further address and refine travel management.

Under the Approved RMP, the road in Arch Canyon is within an area designated OHV limited and remains open to OHV use; however, permits will be required for all motorized use in Arch Canyon. The BLM could use permits to regulate vehicle type or seasons or days of use in Arch Canyon, as necessary, which will provide the BLM with tools to limit conflicts and allow for riparian habitat in proper functioning condition (PFC). Arch Canyon is a large watershed that periodically sees high stream flows and flash floods from high-intensity monsoon rainstorms, which greatly influence riparian habitats. Although the designated road and subsequent OHV use in Arch Canyon is a minor influence on drainage functionality in relation to these scouring floods, continued maintenance and OHV use of Arch Canyon could prevent beaver recolonization within the riparian areas and limit the application of low-tech process-based restoration techniques. The permit system will help minimize these types of impacts.

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

1.4.2.2 LIVESTOCK GRAZING

Presidential Proclamation 10285 discusses the history of livestock grazing in BENM and its importance to historical uses, settlement, Tribal Nations, and local communities. Previously, 91,700 acres of the BLM-administered lands in BENM was allocated as unavailable to grazing, and 3,952 acres was limited to trailing only. The Approved RMP retains those allocations and allocates an additional 27,208 acres as unavailable to livestock grazing, bringing the overall total to 118,908 acres of BLM-administered lands that is unavailable to livestock grazing. The Approved RMP allocates a total of 11,130 acres as limited to trailing only.

The 118,907 acres unavailable for grazing and 11,130 acres limited to trailing include 1) areas not actively grazed because they are not accessible to livestock due to topography; 2) areas that historically have had only incidental use; and 3) areas that have been actively grazed that showed departure from expected reference ecological conditions, as informed by best available science (see Appendix K in the Proposed RMP/Final EIS). The areas actively grazed and showing departure from expected ecological conditions are John's Canyon of the Perkins South Allotment, which is unavailable to grazing in the Approved RMP, and the North Cottonwood pastures of the Indian Creek Allotment, which are limited to trailing only. The Approved RMP also includes adaptive management that would allow the BLM to retain the allocation decision (unavailable to grazing or limited to trailing only) unless/until the agency determines that all rangeland health standards are met. If rangeland health standards are met, these areas would be made available to livestock grazing and would be managed in accordance with 43 CFR 4100 grazing regulations. In addition, the North Cottonwood Upper Pasture area has been refined to only include the canyon bottoms instead of the greater North Cottonwood Upper Pasture.

The 944,917 acres remaining available for grazing on BLM-administered lands will continue to experience the same intensity and duration of grazing as is currently permitted. Under the Approved RMP, however, review and processing of grazing permits will be prioritized. These reviews, in addition to identifying sub-areas of allotments necessary for closure; reassessing stocking levels and season of use; and identifying resource thresholds, monitoring, and responses related to land health and/or impacts to cultural and sacred resources could impact the permittees economically.

Livestock grazing will be managed to, at minimum, meet or make progress toward Utah rangeland health standards (BLM 1997). The agencies will monitor rangeland conditions and adapt grazing practices as needed to maintain or make progress toward rangeland health standards and desired conditions. Additionally, land health assessments will be prioritized on the Comb Wash, Indian Creek, Slickhorn, White Canyon, Perkins North, Perkins South, and Tank Bench/Brushy Basin allotments/areas based on the rangeland health objectives and analysis of ecological objectives (see Appendix K in the Proposed RMP/Final EIS). If monitoring indicates that domestic livestock grazing is impacting the protection of BENM objects, appropriate changes to livestock grazing management will be implemented to mitigate those impacts in a manner that ensures protection of BENM objects. Managing livestock grazing to meet or make progress toward Utah rangeland health standards should reduce population-level conflicts between livestock, big game, and other wildlife species and allow upland soils to exhibit permeability and infiltration rates that sustain or improve site productivity, considering the soil type, climate, and landform.

In addition to managing rangeland health through monitoring and assessments, grazing management plans will be developed and implemented for all allotments in BENM during the BLM's scheduled permit renewal process and will include analysis of the allotment, including evaluating range improvements, as needed, and ensure consistency with protection of BENM objects. Creating grazing management plans should help the permittees and the agencies manage grazing public lands in a way that provides for the care and management of Monument objects and maintains or improves range conditions. In addition, the Approved RMP includes requirements for on-site surveys before authorizing new range improvements, which will likely result in reduced potential impacts to paleontological resources.

The allocation of 118,908 acres of BLM-administered lands as unavailable to livestock grazing will protect those areas of BENM from direct and indirect impacts from livestock, thereby contributing to the protection and restoration of various biological, riparian, cultural and paleontological resources as well as Monument objects. Of the 118,908 acres made unavailable for livestock grazing, 91,700 of those acres was unavailable under Alternative A in the Proposed RMP/Final EIS.

Moreover, an additional 21,661 of the acres made unavailable under the Approved RMP was available under Alternative A but was not actively being grazed. As a result, 113,361 of the acres made unavailable under the Approved RMP has not been actively grazed by livestock in several years. By making these areas unavailable to livestock grazing, the Approved RMP will prevent the introduction of livestock to areas that have not been grazed in years and, therefore, where the effects from livestock grazing on Monument objects and resources would be most pronounced. In short, allocating these areas as unavailable to grazing better allows the BLM to maintain their current ecological conditions, which, in turn, helps the BLM ensure the protection of Monument objects located in those areas.

The 5,547 acres in John's Canyon that is made unavailable to grazing, as well as the decision to limit North Cottonwood and North Cottonwood Upper Pastures to trailing only with adaptive management limit, is being made to protect riparian areas. As discussed in the Final EIS, the timing and intensity of livestock grazing in riparian areas has direct effects on stream channel morphology, riparian soils, riparian and wetland functionality, and biodiversity (Belsky et al. 1999). BLM relied on available AIM data and trend studies to identify areas within the BENM with the greatest ecological concern, including those in riparian areas, to determine which additional areas would benefit from being made unavailable to livestock grazing or prioritizing land health assessments. Making John's Canyon unavailable to grazing and North Cottonwood and North Cottonwood Upper Pastures limited to trailing only with adaptive management (which would allow these areas to be made available for livestock grazing if rangeland health standards are met) provides for the protection of ecological conditions and an opportunity to manage livestock grazing in those areas toward rangeland health standards in the future.

Finally, managing livestock grazing on available allotments toward Utah rangeland health standards, monitoring rangeland conditions and adapting grazing practices as needed, and prioritizing land health assessments on certain allotments should result in grazing practices that provide for the care and management of Monument objects, maintain or improve range conditions, and reduce potential for impacts described in the Proposed RMP/Final EIS for areas available for livestock grazing.

1.4.2.3 RECREATION AND VISITOR SERVICES

Proclamations 9558 and 10285 recognize BENM for its world class outdoor recreation opportunities, and recreation usage continues to increase in the Monument. Although an important use within BENM and an important source of economic opportunity for local communities, recreation is not itself an object of historic or scientific interest, and it can cause impacts to those resources that are Monument objects, such as cultural and natural resources, wildlife habitats, and vegetation. Accordingly, the Approved RMP contains management direction that is designed to facilitate recreation in a manner that protects Monument objects, emphasizes human health and safety, and educates visitors about BENM's invaluable cultural landscape. In particular, the Approved RMP uses landscape-level management zones (Front Country, Passage, Outback, Remote) and Sub-Areas to manage visitation and other recreation uses in a manner that will protect BENM objects. In the Front Country and Passage Zones, where developed recreation sites, infrastructure, and routes are concentrated, management in the Approved RMP is focused on the visitor experience by offering ongoing recreation opportunities and developed recreation sites that can withstand greater visitation. On the other hand, management associated with the Remote and Outback Zones is focused on protecting cultural resources from impacts associated with damage from high visitation levels, and these zones have much smaller visitation thresholds to help insulate sensitive resources and preserve Monument objects. This approach results in the allowance and provision of certain activities in appropriate settings while limiting uses in other

settings to protect Monument objects and resources, which best serves the purpose and need of this planning effort.

Additional management actions are applied at the Monument level to protect various Monument resources and objects. For instance, under the Approved RMP, rock stacking, otherwise known as “cairning” is a prohibited activity throughout the Monument. Although creating cairns is a common activity on the landscape, the agencies have documented impacts to cultural resources from rock stacking across the landscape, necessitating restrictions. The Approved RMP also prohibits entering the interior structures of archaeological sites. Although this activity has been undertaken by recreationalists for decades, it has long-term erosional effects on the sites and this can affect the physical integrity of these Monument objects. Tribal Nations have also stated that allowing the public to enter the interior of archaeological structures can affect the integrity of feeling at these sites. Similarly, under the Approved RMP, certain recreational activities, such as launching or landing of paragliders, hang gliders, base jumpers, and wing-suit flyers and highlining will be prohibited in the Monument. These activities, according to Tribal expertise and Traditional Indigenous Knowledge, can impact viewsheds, quiet contemplation, soundscapes, and cultural practices and, therefore, are inappropriate in the Bears Ears cultural landscape. Prohibiting these activities will limit recreational opportunities for some members of the public, but because relatively few visitors to BENM engage in these pursuits, the restrictions should not have a large impact to the overall recreational experience in the Monument. By comparison, activities that are more widely pursued in BENM, such as camping, backpacking, and cross-country hiking, will be allowed to continue, consistent with the protection of BENM objects.

1.4.2.4 RECREATIONAL SHOOTING

The Approved RMP closes BENM campgrounds, developed recreation sites and areas as defined at 43 CFR 8360.0-5(a), rock writing sites, and structural cultural sites to recreational shooting. Recreational shooting is also prohibited at those areas specified at 36 CFR 261.10(d). Where resource, public safety, or other concerns are identified in the future regarding recreational shooting, the agencies will consider additional recreational shooting closures in accordance with Section 4103 of the Dingell Act.

The Dingell Act at 16 USC 7913(a)(2) requires that the Secretary concerned “designate the smallest area for the least amount of time that is required for public safety, administration, or compliance with applicable laws” when closing any federal land to hunting, fishing, or recreational shooting. Consistent with the Dingell Act, this closure is the smallest area for the least amount of time required for public safety, administration, and compliance with applicable laws. Recreational shooting can damage structural cultural resource sites and rock writing sites, both of which are identified as Monument objects by Proclamation 10285. Stray bullets can adversely impact the physical and structural integrity of these sites, and, as explained by the BEC, the noise associated with the activity can adversely impact the sites’ spiritual integrity. In addition, recreational shooting can lead to inadvertent fire ignitions, which can severely impact the many archaeological sites in BENM that still contain wood and other perishable artifacts. For these reasons, the BLM believes that recreational shooting is not consistent with the protection of structural cultural resource and rock writing sites in BENM. And because the BLM is under a legal obligation to ensure that activities in BENM are consistent with the protection of Monument objects, prohibiting recreational shooting at structural cultural resource and rock writing sites is therefore necessary to comply with applicable laws—namely, Proclamation 10285, Section 302(a) of FLPMA, and Section 2002 of the Omnibus Public Land Management Act of 2009.

Recreational shooting can also cause safety concerns and user conflicts at BENM campgrounds, developed recreations sites and areas, and those areas specified in 36 CFR 261.10(d). These areas

tend to experience some of the highest levels of visitation in BENM, so the presence of recreational shooting inherently poses health and safety risks, especially if natural backstops and other topographical features that create safer conditions are not present. By prohibiting recreational shooting in high-use areas in BENM, including campgrounds and developed recreation sites, the Approved RMP will eliminate the potential for recreational shooting-induced user conflicts in those areas. Accordingly, the BLM determined that it was necessary for the Approved RMP to prohibit recreational shooting at BENM campgrounds, developed recreations sites and areas, and those areas specified in 36 CFR 261.10(d) to ensure public safety within the Monument.

Notably, the Proposed RMP would have closed all of BENM to recreational shooting; however, after considering public comments on the Draft RMP/EIS and protests on the Proposed RMP/Final EIS, the BLM determined that a more limited closure would be both more consistent with the requirements of the Dingell Act and consistent with the requirements of Proclamation 10285.

1.5 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 BENM ROD/MMPs, the 2008 Monticello RMP, the 2008 Moab RMP, and the 1986 Manti-La Sal LRMP, as amended. Beyond 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 Approved 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 Approved 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 Approved RMP.

1.6 Mitigation Measures and Best Management Practices

BMPs are land and resource management techniques determined to be the most effective and practical means of maximizing beneficial results and minimizing conflicts and negative environmental impacts from management actions. 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. BMPs can include structural and nonstructural controls, specific operations, and maintenance procedures. To reduce or eliminate negative environmental impacts, BMPs can be applied before, during, and after activities. BMPs are not one-size-fits-all solutions; they should be selected and adapted through interdisciplinary analysis to determine which management practices are necessary to meet the goals and objectives of an RMP. The best practices and mitigation measures for a particular site are evaluated by considering site-specific conditions, local resource conditions, and a suite of techniques that guide 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.

Appendix D provides a list of BMPs that may be used in the management of the Monument, but it is not an exhaustive list; additional BMPs may be identified during an interdisciplinary process when evaluating implementation-level management actions. BMPs may also be updated as new technology emerges. The implementation and effectiveness of BMPs must be monitored to determine whether the practices are achieving the Approved RMP's goals and objectives. Adjustments could be made, as necessary, to ensure that goals and objectives are met and to conform to changes in BLM and/or USDA Forest Service regulations, policy, direction, or new scientific information.

In addition, under the Approved RMP, the agencies will continue to coordinate and consult with Tribal Nations, the BEC, and other federal agencies and state and local governments with ties to BENM and will implement mitigation measures at the project-specific implementation level to reduce impacts to Monument resources and objects. Additional mitigation measures to avoid or minimize environmental harm are discussed throughout the Approved RMP. For example, the Approved RMP provides that during fire suppression activities, heavy equipment will not be used in riparian areas except to protect human life, property, or BENM objects. All practicable mitigation measures were adopted in the Approved RMP.

1.7 Public Involvement

1.7.1 Public Scoping

The BLM and USDA Forest Service published a notice of intent in the *Federal Register* on August 30, 2022. The notice of intent initiated a public scoping period that lasted through October 31, 2022, for a total of 62 days. Through public scoping, 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 Draft RMP/EIS. In addition to two virtual meetings held via Zoom, the agencies held in-person public scoping meetings at Monument Valley High School in the community of Monument Valley, Utah; in Blanding, Utah; and in Albuquerque, New Mexico. In all, 15,414 comment submissions were received from the public during the scoping period.

1.7.2 Public Comment on the Draft Resource Management Plan/Environmental Impact Statement

The BLM and USDA Forest Service published the NOA of the Draft RMP/EIS in the *Federal Register* on March 13, 2024. The publication of the NOA began a 90-day public comment period that ended on June 11, 2024. This comment period included a concurrent comment period on proposed recreational shooting closures and ACECs. The agencies accepted comments on the Draft RMP/EIS online through the BLM's ePlanning website, as well as via email, U.S. Postal Service mail, and hard copies sent to BLM and USDA Forest Service offices during the comment period.

During the public comment period, the agencies hosted five open house-style public meetings and two virtual meetings to provide the public with opportunities to speak with representatives of the BLM and USDA Forest Service, ask questions, and submit comments on the Draft RMP/EIS. The BLM and USDA Forest Service notified the public of these meetings via the project website and a news release. The in-person meetings were held on April 18, 2024, in Salt Lake City, Utah; on April 23, 2024, in Blanding, Utah; on May 5, 2024, in Twin Arrows, Arizona; on May 7, 2024, in

Albuquerque, New Mexico; and on May 16, 2024, in Monument Valley, Utah. The two virtual meetings were held via Zoom on April 16, 2024, and May 2, 2024.

The BLM and USDA Forest Service received 18,997 comments during the 90-day comment period, 82% of which were part of organized letter-writing campaigns, with approximately 3,300 being unique submissions. The BLM and USDA Forest Service considered all the comments, regardless of the method of submittal and whether or not the submittal was part of an organized letter-writing campaign. In response to the substantive comments, the BLM and USDA Forest Service either modified alternatives considered in the Draft RMP/EIS, considered new alternatives not addressed in the Draft RMP/EIS, made corrections to analysis or data used in the Draft RMP/EIS, or explained why the comments did not warrant further agency response. A summary of the substantive comments, the BLM's and USDA Forest Service's responses, and additional information regarding the comment review process are included as Appendix U in Volume 3 of the Proposed RMP/Final EIS.

1.7.3 Public Protest of the Proposed Resource Management Plan/Final Environmental Impact Statement

The Proposed RMP/Final EIS was subject to a 30-day protest beginning with U.S. Environmental Protection Agency's (EPA's) publication of the NOA for the Proposed RMP/Final EIS in the *Federal Register* on October 4, 2024. Pursuant to the BLM's planning regulations at 43 CFR 1610.5-2, any person who participated in the planning process and had an interest that may be adversely affected by the decision was allowed to submit a protest of proposed planning decisions. Resolution of protests is delegated to the BLM Assistant Director for Resources and Planning (Assistant Director) on behalf of the Director of the BLM, whose decision on the protest is the final decision of the U.S. Department of the Interior (43 CFR 1610.5-2(b)).

The Assistant Director received 40 protest letters timely filed during the 30-day protest period. In accordance with 43 CFR 1610.5-2(a), 20 of the letters were from parties whom the BLM determined had standing to protest. Eleven of those protest letters contained valid protest issues.

After careful review of the protest letters, 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 in developing the Proposed RMP/Final EIS. The Assistant Director addressed the protests and issued a protest resolution report to protesting parties and posted the report on the BLM's website at: <https://www.blm.gov/programs/planning-and-nepa/public-participation/protest-resolution-reports>. The BLM made no changes to the BENM Approved RMP as a result of granting a protest, though the BLM has made clarifications to the Approved RMP in consideration of the protests.

1.7.4 Governor's Consistency Review

In accordance with Section 202 of FLPMA and BLM planning regulations at 40 CFR 1610.3-2, land use planning decisions "shall be consistent with officially approved or adopted resource related plans, and the policies and programs contained therein" of state and local governments and Tribes "so long as the guidance and resource management plans [of the state and local government and Tribes] are also consistent with the purposes, policies, and programs of Federal laws and regulations applicable to public lands." As required by BLM planning regulations, and to promote consistency with state and local government plans or policies, the BLM identified and discussed inconsistencies of the state and county plans in Appendix S of the Proposed RMP/Final EIS and initiated a 60-day Utah Governor's Consistency Review period for the BENM Proposed RMP/Final

EIS on October 4, 2024. The BLM received and reviewed the resulting Governor's Consistency Review letter dated December 3, 2024.

The planning consistency issues and recommendations identified by the Governor of Utah's Office related to incorporation of Traditional Indigenous Knowledge; compliance of the BENM Proposed RMP/Final EIS with the multiple use and sustained yield mandates of FLPMA; the use of management zones and special designations; development of water resources; management of forestry and woodland products; management direction for travel and transportation and its relation to land access; coordination of law enforcement efforts; livestock grazing management, including management of livestock grazing for fire and fuels risk mitigation and grazing in riparian areas; management of noxious weeds; management of water resources; management of wildlife resources; management of WSAs and LWC; and protection of cultural and historical properties.

Following careful consideration of these issues, the BLM responded to the Governor of Utah's Office by letter dated December 9, 2024. The BLM made changes and clarifications to the Approved RMP based on issues and specific recommendations in the Governor's Consistency Review letter, including applying adaptive management that could result in the allocation of three livestock grazing pastures, clarifying the language regarding construction and modification of range improvements, and clarifying collaboration opportunities between the agencies and state and local government. See Section 1.2 for additional detail on modifications made between the Proposed RMP/Final EIS and the Approved RMP. Because the changes are minor and within the range of alternatives considered in the Draft RMP/EIS, the BLM did not seek public comments on the recommendations that were accepted. The Governor's Consistency Review letter also included items related to issues and processes outside the scope of the planning consistency review process. These issues were discussed in the Acting State Director's cover letter to the Governor, but they were not addressed in the BLM's response to the Governor's Consistency Review.

On January 8, 2025, the Governor of Utah appealed the BLM 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 13, 2025, after careful review and consideration of all the Governor's points, the U.S. Department of the Interior 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

NEPA and the Council on Environmental Quality's regulations (40 CFR 1501.9) establish requirements for public involvement in the NEPA process. In addition, Section 202 of FLPMA and its implementing regulations direct the BLM to coordinate its land use planning with Tribes, other federal agencies, and state and local governments. Presidential Proclamation 10285 also directs the BLM to undertake monument planning with maximum public involvement, including, but not limited to, consultation with federally recognized Tribal Nations and state and local governments. Finally, additional federal statutes, such as the National Historic Preservation Act (NHPA) and the Dingell Act, require consultation with respect to specific issues related to the planning process. The agencies' various consultation efforts as part of the planning process are discussed below.

1.8.1 Bears Ears Commission

In recognition of the importance of Traditional Indigenous Knowledge about the lands and objects within the boundaries defined by Proclamation 10285, and to ensure that management decisions

affecting the Monument reflect the expertise and traditional and historical knowledge of interested Tribal Nations and people, Proclamation 10285 re-established the BEC in accordance with the terms, conditions, and obligations set forth in Proclamation 9558. Consistent with Proclamations 9558 and 10285, the BEC consists of one elected officer each from the Hopi Tribe, Navajo Nation, Ute Mountain Ute Tribe, Ute Indian Tribe, and Pueblo of Zuni, designated by the officers' respective Tribal Nations. Proclamation 10285, which incorporates Proclamation 9558, further requires the BLM and USDA Forest Service to meaningfully engage with the BEC regarding the development of the management plan and to inform management of BENM. Finally, Proclamation 10285 provides that the BEC "may adopt such procedures as it deems necessary to govern its activities, so that it may effectively partner with the Federal agencies by making continuing contributions to inform decisions regarding the management of the monument."

In June 2022, in recognition of the importance of Traditional Indigenous Knowledge about the lands and objects within the Monument's boundaries, the BLM and USDA Forest Service entered into an Inter-Governmental Cooperative Agreement with the BEC representatives that addresses co-stewardship of BENM. In accordance with that agreement, the BLM and USDA Forest Service have closely coordinated with the BEC throughout the planning process, including in the preparation of the Approved RMP. This coordination has included attendance by members of the BEC and the BEC's Cultural Resources Subcommittee at weekly and biweekly management and planning meetings, input on the implementation of the scoping process, development of alternatives, assistance with the preparation of draft documents, document review, and acceptance of revisions for finalized documents.

The BLM and USDA Forest Service drafted a Tribal Nations Collaboration Framework (see Appendix E) to provide structure and strategy for future collaboration and consultation with the BEC and interested Tribes as the agencies move toward implementation of the Approved RMP.

1.8.2 Monument Advisory Committee

Presidential Proclamation 9558, which is incorporated into Presidential Proclamation 10285, provides that "The Secretaries, through the BLM and USDA Forest Service, shall establish an advisory committee under the FACA to provide information and advice regarding the development of the management plan and, as appropriate, management of the monument." The Secretary of the Interior signed the Monument Advisory Committee (MAC) charter on August 24, 2018, and established a 15-member committee that includes state and local government officials, Tribal members, representatives of the recreation community, local business owners, and private landowners in compliance with Proclamation 9558. The BLM and USDA Forest Service engaged the MAC throughout the RMP/EIS planning effort and considered the members' advice and recommendations on the issues and approaches for meeting objectives identified in Proclamation 10285. To date, there have been seven MAC meetings to discuss the BENM RMP/EIS planning effort.

1.8.3 Cooperating Agencies

The Council on Environmental Quality's regulations (40 CFR 1501.9) provide guidance for ensuring public involvement in land use planning, and Presidential Proclamation 10285 also directs the USDA Forest Service and the BLM to undertake Monument planning with maximum public involvement, including, but not limited to, consultation with federally recognized Tribal Nations and state and local governments. Federal regulations authorize the BLM and USDA Forest Service to invite eligible federal agencies, state and local governments, and federally recognized Tribal Nations to participate as cooperating agencies when drafting an RMP/EIS. To serve as a cooperating agency, the potential agency or government entity must have either jurisdiction by law or special expertise relevant to the environmental analysis.

The agencies invited 14 non-Tribal entities to be cooperating agencies for purposes of the planning process to share knowledge and resources throughout the development of the RMP/EIS. Eight of those entities elected to participate, and the agencies signed memoranda of understanding with those entities: City of Blanding; City of Monticello; National Park Service (NPS); San Juan County, Utah; Town of Bluff; Utah Public Lands Policy Coordinating Office (PLPCO); Utah TLA; and Grand County, Utah. The agencies also invited 34 Tribal entities and signed a similar memorandum of understanding with the Hopi Tribe. The Pueblo of Acoma and the Ute Mountain Ute Tribe, White Mesa Community, chose not to participate as cooperating agencies; the remaining Tribal entities did not respond. Appendix O of Proposed RMP/Final EIS contains the full list of the entities invited to participate.

Cooperating agency involvement was initiated during the scoping process and has continued throughout the planning process. The agencies have held seven meetings with cooperating agencies to discuss the RMP/EIS process, review and provide feedback on alternatives, and inform the Proposed RMP/Final EIS.

1.8.4 Government-to-Government Tribal Consultation

The agencies invited 32 Tribal Nations to engage in formal government-to-government consultation throughout the preparation of the BENM RMP/EIS: Colorado River Indian Tribes, Confederated Tribes of the Goshute, Kaibab Band of Paiute Indians, Navajo Nation, Northwest Band of Shoshone Nation, Ohkay Owingeh, Paiute Indian Tribe of Utah, Pueblo of Acoma, Pueblo of Cochiti, Pueblo of Isleta, Pueblo of Jemez, Pueblo of Kewa (Santo Domingo), Pueblo of Laguna, Pueblo of Nambe, Pueblo of Picuris, Pueblo of Pojoaque, Pueblo of San Felipe, Pueblo of San Ildefonso, Pueblo of Sandia, Pueblo of Santa Ana, Pueblo of Santa Clara, Pueblo of Taos, Pueblo of Tesuque, Pueblo of Ysleta del Sur, Pueblo of Zia, Pueblo of Zuni, San Juan Southern Paiute Tribe, Skull Valley Band of Goshute Indians, Southern Ute Tribe, The Hopi Tribe, The Ute Indian Tribe, Ute Mountain Ute Tribe, , White Mesa Community, and Ysleta del Sur Pueblo. The agencies held an initial meeting with Tribal Nations during the public scoping period on December 1, 2022, to seek input on cultural resources in the Planning Area, provide an overview of the planning process, and discuss other topics related to the BENM and the RMP/EIS. The agencies also met individually with the Pueblo of San Felipe during scoping to discuss BENM and the RMP/EIS. The agencies held an additional consultation meeting with Tribal Nations on April 3, 2024, during the public comment period for the Draft RMP/EIS. The agencies also held a meeting with the Pueblo of San Felipe during the public comment period to further discuss the RMP/EIS and get input on concerns from the Pueblo of San Felipe for cultural resources. The agencies similarly met with the Pueblo of Acoma during a quarterly meeting to discuss the Draft RMP/EIS and their forthcoming comment submission. Finally, the agencies met with the Pueblos of Zuni and Zia to discuss the Draft RMP/EIS and related concerns. The agencies consulted with Tribal Nations throughout the RMP/EIS process and will continue to consult with Tribal Nations during implementation of this Approved RMP.

The agencies held a consultation meeting on October 16, 2024, to discuss the Proposed RMP/EIS, the agencies' finding of effect, and other topics related to the BENM and the RMP/EIS.

1.8.5 Additional Consultation

1.8.5.1 U.S. FISH AND WILDLIFE SERVICE

Consistent with Section 7(a)(2) of the Endangered Species Act (ESA), the BLM and USDA Forest Service consulted with the USFWS to ensure the Approved RMP would not jeopardize the continued existence of federally listed threatened and endangered species or adversely modify designated critical habitat. As part of that process, the USFWS was invited to review internal documents that

preceded publication of the Draft RMP/EIS. Information received from the USFWS, including recommended conservation measures, has been incorporated into this document. The BLM and USDA Forest Service developed a biological assessment (BLM) and biological evaluation (USDA Forest Service) that analyze the impacts of the Proposed Plan to those species being consulted on. Formal consultation was initiated on August 27, 2024. The USFWS responded with a biological opinion on November 27, 2024, which included conservation measures with the intent to avoid and minimize adverse effects for species analyzed in the biological opinion. Those conservation measures are included in Appendix C of the ROD. Based on those conservation measures, the USFWS determined that the Approved RMP is not likely to jeopardize the continued existence of listed and candidate species.

1.8.5.2 SECTION 106 CONSULTATION

The agencies invited 27 consulting parties, 32 Tribal Nations, and the Utah SHPO to consult on the BENM RMP/EIS under Section 106 of the NHPA (54 USC 306108). The agencies also invited the ACHP to participate in the RMP/EIS process, and they elected to participate. The agencies held a meeting during scoping with the Utah SHPO, ACHP, and consulting parties to gather initial input on the RMP/EIS, seek input on cultural and historic resources in the Planning Area, and provide an overview of planning and known cultural and historic resources. The agencies held a separate meeting with Tribal Nations during scoping and covered similar topics. The agencies consulted with Tribal Nations, the Utah SHPO, the ACHP, and consulting parties throughout the development of the RMP/EIS.

At the beginning of the scoping process, the BLM and USDA Forest Service notified the public that they would fulfill the public involvement requirements of the NHPA (54 USC 306108) through the NEPA process as provided for in 36 CFR 800.2(d)(3). The Utah PLPCO participated in development of the Proposed RMP/Final EIS as a cooperating agency. This afforded the SHPO with the opportunity to review internal documents that preceded publication of this Proposed RMP/Final EIS, including the alternatives and environmental analysis. Information submitted by the SHPO, through Utah PLPCO, was incorporated into the document as appropriate.

After the release of the Draft RMP/EIS, the agencies held two meetings to discuss and invite input on historic properties and potential effects on historic properties from the Draft RMP/EIS. The first meeting with Tribal Nations occurred on April 3, 2024. The second meeting with consulting parties, Utah SHPO, and the ACHP occurred on April 4, 2024.

The agencies sent a letter in late September 2024, inviting the Tribal Nations, consulting parties, Utah SHPO, and the ACHP to meetings on October 16 and 17, 2024, to review the Proposed RMP/Final EIS and the agencies' proposed finding that the Proposed RMP would have "no adverse effect" on historic properties within the planning area. On October 11, 2024, the agencies shared the finding of "no adverse effect" on historic properties with the ACHP, SHPO, 32 Tribal Nations, and other consulting parties. The Utah SHPO concurred with the agencies' finding of no adverse effect on historic properties in a letter dated October 22, 2024. The State of Utah PLPCO informed the BLM that it disagreed with the agencies' finding of effect on November 12, 2024, alleging that the agencies did not properly identify a number of historic roads within the Planning Area or make reasonable efforts to identify a livestock grazing traditional cultural property (TCP). No other consulting parties commented on the agencies' finding. The agencies sent a follow up letter to consulting parties and Tribal Nations on November 27, 2024, to inform them that the State of Utah PLPCO objected to the agencies' finding of no adverse effect. On November 27, 2024, the agencies requested review by the ACHP of the agencies' finding pursuant to 36 CFR 800.5(c)(3)(1). The ACHP responded on January 6, 2025, concluding that the agencies reasonably made a finding of no adverse effect for the BENM RMP.

1.8.5.3 JOHN D. DINGELL JR. CONSERVATION, MANAGEMENT, AND RECREATION ACT COMPLIANCE

In accordance with the Dingell Act, a 90-day public comment period on the proposed recreational shooting closure began with the NOA of the Draft RMP/EIS in the *Federal Register*. The agencies provided public notice of the proposed closure through notices in local newspapers and consulted with the UDWR, Tribes, and the Federal Lands Hunting, Fishing, and Shooting Sports Roundtable. Responses to public comments on the proposed recreational shooting closure are included in Appendix U in the Proposed RMP/Final EIS and are incorporated into this Record of Decision.

1.9 Approval

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

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

2 APPROVED RESOURCE MANAGEMENT PLAN

2.1 Planning and Decision Areas

Consistent with the BLM's Land Use Planning Handbook (H-1601-1), the Approved RMP specifically delineates geographic areas associated with this planning process: the Planning Area and the Decision Area. The BENM Planning Area boundary includes all lands regardless of jurisdiction; however, the management direction in the Approved RMP will only apply to the Decision Area, which includes the lands within the Planning Area for which the BLM or USDA Forest Service have authority to make land use and management decisions, including for subsurface minerals. The Planning Area covers approximately 1.49 million acres, including all exterior boundaries, and represents the area that the agencies considered in the planning effort for the Approved RMP. The Decision Area covers approximately 1.36 million acres of federal land administered by the BLM or USDA Forest Service and is encompassed by the Planning Area. The remaining acreage not included in the Decision Area is managed by private landowners, the Utah TLA, or the State of Utah.

The Planning Area is near or adjacent to other areas of national and international significance, including Canyonlands National Park, Arches National Park, Capitol Reef National Park, Mesa Verde National Park, Glen Canyon National Recreation Area, Natural Bridges National Monument, Grand Staircase-Escalante National Monument, Canyons of the Ancients National Monument, Dead Horse Point State Park, Goosenecks State Park, and Hovenweep National Monument as well as the sovereign lands of the Hopi Tribe, the Navajo Nation, the Ute Indian Tribe, the Ute Mountain Ute Tribe, and the Zuni Tribe.

2.2 Purpose and Need

Proclamation 10285 directs the BLM and USDA Forest Service to “prepare and maintain a new management plan for the entire monument” for the specific purposes of “protecting and restoring the objects identified [in Proclamation 10285] and in Proclamation 9558.”

Accordingly, the agencies’ underlying purpose and need is to provide a framework, including goals, objectives, and management direction, to guide the management of BENM consistent with the protection of BENM objects and other applicable laws, regulations, and policies.

The following purposes and desired outcomes are set forward explicitly in Presidential Proclamation 10285, represent direction and guidance provided in BLM and USDA Forest Service regulations and policy, and address present and historical BENM management challenges:

1. Protect and restore Monument objects in large, remote, rugged, and connected landscapes. This includes the entire landscape within the Monument and the objects for which the Monument was established to protect.

Needs and challenges: For centuries, BENM has been a place that holds deep cultural and spiritual connections for many communities. BENM includes a diversity of ecotypes, geological and paleontological resources, vegetation, and wildlife. During the last century, uranium mining activities and livestock grazing, as well as medicinal herb gathering, fuelwood collection, and other traditional practices, have been common activities in this part of southeastern Utah. Mining activity within BENM is rare today, but livestock grazing remains an important local economic use of the landscape. Recreational visitation is an important driver of the local economy, with the area becoming world famous for rock climbing and the increased popularity of OHV use, cultural tourism, and other forms of recreation, many of which take place on a road network largely developed for mining and grazing activities. The increased demand for BENM’s resources, and subsequently, Monument objects, poses a challenge to balance the wide variety of uses of the landscape with the protection of Monument objects. Planning decisions can define resource uses and land designations to help resolve conflicts between various uses and object protection.

2. Protect the historical and cultural significance of this landscape. This includes objects identified in Presidential Proclamation 10285 such as numerous archaeological sites, modern Tribal uses, other traditional descendant community uses, historic routes and trails, historic inscriptions, and historic sites.

Needs and challenges: Public visitation, permitted activities, and climate change have the potential to impact cultural resources. Traditional Indigenous Knowledge, interpretation, and management guidance to help inform the public and protect various cultural resources and traditional uses are needed. Planning decisions can help provide management direction to protect cultural resources and traditional uses and to provide direction for a lasting and effective partnership with Tribal Nations and the BEC.

3. Protect and restore the unique and varied natural and scientific resources of these lands. This includes objects identified in Presidential Proclamation 10285 such as biological resources, including various plant communities, relict and endemic plants, diverse wildlife (including unique species), and habitat for ESA-listed species.

Needs and challenges: increasing uses of the landscape such as rock climbing, OHV use, and cultural tourism, whether through an organized or commercial event with a Special Recreation Permit (SRP) or by the public, can impact various plant and wildlife communities and habitats. Planning decisions can help re-evaluate and balance the

tradeoffs for the desired uses of the landscape with the need to protect the Monument's biological resources identified as objects.

4. Protect scenic qualities, including night skies, natural soundscapes, diverse and visible geology, and unique areas and features.

Needs and challenges: BENM is surrounded by various NPS and Utah State Park units designated as Dark Sky Parks, and the region is recognized for its uniquely dark night sky. Additionally, the remoteness of the region provides the opportunity for a quiet, natural soundscape, and the varied geological features provide incredibly unique scenic qualities. Planning decisions should reflect the need to protect these visual and scenic qualities.

5. Protect important paleontological resources.

Needs and challenges: BENM is becoming an increasingly important region for the study of paleontological resources. Some sites containing paleontological resources also have ties to the stories and cultures of Indigenous people. To protect these important resources, planning decisions should be made to support appropriate access, use, and the protection of paleontological resources.

6. Ensure that management of BENM will incorporate traditional and historical knowledge related to the use and significance of the landscape.

Needs and challenges: Tribal Nations and descendant communities care about and learn from cultural resources found in BENM and the BENM landscape. Indigenous peoples and descendant communities still use the BENM landscape for traditional, cultural, and spiritual needs, as well as for subsistence purposes. Agency actions have the potential to impact spiritual, traditional, or subsistence uses of the BENM landscape; therefore, it is critical that planning decisions reflect Traditional Indigenous Knowledge and provide a framework to incorporate traditional knowledge into any future implementation activities. Access for some traditional uses, however, such as the use of plants, wildlife, and water, may in some cases cause impacts to cultural resources, sensitive soils, and vegetation. Firewood, plant, wildlife, and water collection is an important traditional use and adds to the quality of life for local communities, and the planning decision should consider how to address the potential impacts while also balancing the positive aspects like fuel load reduction and subsistence needs.

7. Provide for uses of Monument lands, so long as those uses are consistent with the protection of BENM objects.

Needs and challenges: Public land uses within BENM, such as livestock grazing and recreation, are important to the economic opportunities and quality of life of the local communities surrounding BENM. Although these two uses are not identified in Presidential Proclamation 10285 as objects, these are discussed as important land uses in the area. Planning decisions should consider how to protect Monument objects with consideration of other uses of the landscape.

2.3 Plan Components

Use the following hyperlinks to access the resource sections of the RMP.

2.3.2 Natural Environment	31	2.3.3 Built Environment	60
2.3.2.1 Geology and Minerals (GEO).....	31	2.3.3.1 Cultural Resources (CUL).....	60
2.3.2.2 Paleontological Resources (PAL).....	32	2.3.3.2 Cross-Cultural Education and Outreach (CRO)	65
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2.3.2.9 Wildlife and Fisheries (FWL).....	51	2.3.3.9 Livestock Grazing (GRA)	85
2.3.2.10 Special Status Species (SSP).....	55		
2.3.2.11 Visual Resource Management (VRM), Night Skies, and Soundscapes	57		

2.3.1 Management Common to all Resources

2.3.1.1 OVERARCHING MANAGEMENT

- All actions in BENM will be consistent with Proclamations 9558 and 10285 and the protection of BENM objects.
- Agencies will collaborate with the BEC, or a comparable Tribal representative body, on the site-specific implementation-level management that follows this Approved RMP and future maintenance and/or amending of this Approved RMP as necessary. This ongoing implementation is necessary for the agencies to manage BENM consistent with Proclamation 10285 and the protection of BENM objects.
- Agencies will coordinate with the MAC, as appropriate, on future maintenance and/or amending of this Approved RMP, as necessary, as well as site-specific implementation-level management that follows this Approved RMP.
- Agencies will coordinate with state and local governments and Tribal Nations on future maintenance and/or amending of this Approved RMP, as necessary, as well as in the site-specific, implementation-level management that follows this Approved RMP.
- Agencies prohibit collection of BENM objects and resources, including, but not limited to, rocks; petrified wood; paleontological resources; plants; bones; parts of plants, animals, fish, insects, or other invertebrate animals; other products from animals; or other items from within BENM, except where the collection is allowed in Proclamation 9558 or 10285 and permitted under applicable BLM/USDA Forest Service authority 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 will not be prohibited where such prohibition constitutes a substantial burden on religious practices.

- For BLM-administered lands, BENM qualifies as a special area under 43 CFR 2932.5 notwithstanding its status as a national monument; in addition to being officially designated by Presidential order (Presidential Proclamations 9558 and 10285), 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.
- For NFS lands, BENM is a Statutorily Designated Area per 36 CFR 219.19 that is officially designated by Presidential order (Presidential Proclamations 9558 and 10285). In addition to the Approved RMP management actions for each resource, the Manti-La Sal LRMP direction applies to NFS lands in BENM unless there is no similar management in the Manti-La Sal LRMP or if the Approved RMP direction is more restrictive in terms of limits on use and development.
- Agencies may issue closures, in accordance with applicable law, regulation, and policy, when necessary, including when the closures support protecting BENM objects. This could include, but would not be limited to, protecting special status species populations, habitat, connectivity, forage, prey base, and/or cultural resources.

2.3.1.2 TRIBAL CO-STEWARDSHIP

- The agencies will manage BENM in collaboration with the BEC (see Appendix E). As described in Proclamations 9558 and 10285, the Tribal Nations that make up the BEC will inform management of BENM, and the traditional and historical knowledge and special expertise of the BEC will be integrated into BENM management. The agencies' co-stewardship relationship with the BEC facilitates, enhances, and supplements coordination and cooperative management of the federal lands within BENM; however, the agencies retain decision-making authority for the Approved RMP and its future implementation. The co-stewardship relationship respects but does not curtail, abrogate, or replace the agencies' obligations under applicable law and policy to consult with Tribal Nations—particularly the requirements to engage in government-to-government consultation and consultation pursuant to the NHPA.
- To ensure enhanced Tribal Nation engagement and collaboration in the management of BENM, the agencies will do the following:
 - Ensure that Traditional Indigenous Knowledge and local expertise informs and is reflected in agency decision-making processes for BENM.
 - Engage on an ongoing basis in joint dialogue, knowledge sharing, and learning programs for agency managers and professional staff, Tribal officials, and other appropriate partners to address critical resource management, Tribal and agency program priorities, and to foster a shared awareness of the Tribal context of the landscape, including the need to protect both important and sacred Tribal uses and activities as well as BENM objects and other resources.
 - Provide the BEC opportunities to review and provide input on BLM and USDA Forest Service policy guidance for BENM prior to issuance.
 - Collaborate, consult, and engage regularly with the BEC on resource management priorities and joint management opportunities within BENM as follows:

- Meet annually to develop a joint annual work plan that will set priorities for the year based on available funding, including, but not limited to, critical research opportunities, a schedule of site visit(s), shared training, visitor management initiatives, volunteer opportunities, interpretive signage needs, and categories of activities and types of agency decisions for which the BEC may elect to provide input, such as authorizations regarding range improvements, developed recreation sites and areas, and SRPs.
 - Meet annually to review the BENM RMP and the status of implementation.
 - Meet quarterly to collaborate and consult on Tribal Nations' land management priorities, public land resource issues, opportunities for joint Tribal-federal program development, BEC participation in implementation-level decision-making processes, and landscape-level management issues and to provide awareness of upcoming federal actions and authorizations.
 - Ensure appropriate BEC engagement on agency decision-making by adhering to the following communication and review processes:
 - At least 15 business days prior to initiating an implementation-level project in BENM, the agencies will provide initial notification to the BEC and provide an opportunity to collaborate via email. If the BEC responds within 15 business days via email electing to participate in the coordination process, the agencies will provide a schedule that includes the time frames for the BEC to provide input as part of each internal review stage and before the final decision is issued. The agencies will provide notice to the BEC at least 15 business days before each internal review stage and before the final decision is issued. If the BEC does not respond to the notification or declines to participate in the coordination process, the agencies may provide notice of the final decision 5 business days before it is issued. The agencies and the BEC may agree to modify these time frames if they do not provide adequate time to ensure appropriate collaboration with the BEC in agency decision-making processes.
 - If the BEC determines that more time is needed to provide feedback to the agencies than was provided in an established planning- or implementation-level decision-making schedule, they will provide the agencies timely notice, with an explanation of why more time is needed, and will propose a reasonable time frame to provide input. Although the agencies are not obligated to provide additional time, the agencies will endeavor to grant a reasonable extension if the delay will not place the agency in jeopardy of failing to meet a deadline imposed by law or this plan to issue the final decision.
 - If the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) decide not to incorporate specific recommendations timely submitted by the BEC in writing during the implementation-level decision-making process, they will provide the BEC written explanation at least 30 days prior to issuing the document on which the comments were provided (e.g., draft or final environmental assessment or EIS). Within 15 days of receiving the written explanation, the BEC may request a meeting with the BLM state director or USDA Forest Service regional forester, as appropriate, to discuss any disagreements with the Authorized Officer's/Responsible Official's explanation before the decision is finalized.
 - Agencies will collaborate with the BEC and Tribal Nations to develop a Tribal Nations co-stewardship implementation-level plan to provide for specific co-stewardship relationships between the agencies, the BEC, and Tribal Nations. This plan will provide additional direction for several items included in the Approved RMP, including some aspects of management identified in Section 2.3.3.2 , Cross-Cultural Education and

Outreach and Section 2.3.3.1, Cultural Resources. Additionally, the co-stewardship plan will address the following:

- Opportunities for development of initiatives to cooperatively conduct land management programs concerning BENM.
- Opportunities for repatriating cultural resources and related data excavated or removed from federal lands.
- Placename changes for locales, resources, and spaces in BENM, including recommendations for placename changes to the U.S. Board on Geographic Names or National Register of Historic Places (NRHP) to better honor Tribal stewardship of this landscape.
- Collaborate with the BEC to develop a woodcutter education program to educate woodcutters regarding wood cutting safety, authorization requirements, wood cutting opportunities and impacts, traditional Indigenous values associated with forestry, and the importance of forestry to the protection of BENM objects.
- Agencies will collaborate with the BEC to develop data-sharing agreements, including ownership of the data, to preserve sensitive information regarding BENM resources, including, but not limited to, ethnographic research and TCP surveys; natural resources data on quality and conditions of water, plants, animals, birds, air, land use; a trails inventory; and other recreation data.
- Agencies will collaborate with BEC and Tribal Nations in managing ethnographic or other sensitive cultural information. The agencies, BEC and/or Tribal Nations will coordinate the protection of this information through informal or formal agreements (e.g., data sharing agreements).
- Agencies will collaborate with the BEC and Tribal Nations on recreation and travel management planning, including, but not limited to, developing implementation-level recreation management plans, developing TMPs, managing use levels, and developing or maintaining infrastructure (see Appendix H [Appendix H is applicable to BLM-administered lands only]).
- Agencies will collaborate with the BEC and Tribal Nations when developing stipulations for discretionary actions, including, but not limited to, seed and plant collection and permitted activities, as consistent with federal law and regulations.
- Tribal site visits and other methods to ensure collaboration on the ground will be planned as part of the management of BENM and implementation plans and actions. Resources and places on the landscape will not be considered separately from the landscape as a whole.

2.3.1.3 INVENTORYING, MONITORING, SCIENCE, AND INDIGENOUS KNOWLEDGE

- Agencies will collaborate with the BEC to ensure that Tribal Nations' ways of knowing are given equal consideration with knowledge derived from a Western scientific paradigm by incorporating Tribal expertise when designing and implementing management in BENM.
- Agencies will collaborate with the BEC, Tribal experts recognized by Tribal Nations, and applicable federal and state agencies in inventorying and monitoring BENM resources to develop a greater understanding of resource status and to provide for effective management. The agencies will collaborate on strategies with the BEC on inventorying and monitoring, including, but not limited to, the following programs:
 - Wildlife habitat (including, but not limited to, goshawks, raptors, migratory birds, aquatic species, and bighorn sheep)
 - Soils

- Water (e.g., springs, streams, water wells)
- Vegetation
- Viewsheds, dark night skies, and soundscapes
- Recreation (e.g., visitor use)
- Culturally important plants and animals
- Paleontological resources
- Air quality (e.g., dust)
- Agencies will collaborate with the BEC to facilitate increased scientific research and increased understanding of Traditional Indigenous Knowledge to further understanding of BENM objects.
- Agencies will collaborate with the BEC to develop and maintain a BENM science plan that directs the administration of a science program and is informed by Traditional Indigenous Knowledge.
- Agencies will collaborate with the BEC on proposals for scientific research.

2.3.2 Natural Environment

The Bears Ears Inter-Tribal Coalition (BEITC) shared the following perspective in *Bears Ears Inter-Tribal Coalition: A Collaborative Land Management Plan for the Bears Ears National Monument* (hereafter referred to as the 2022 BEITC LMP and provided as Appendix L in the Proposed RMP/Final EIS). In light of this perspective, the resources listed in Section 2.3.2 are those that could most be considered part of the natural environment.

From a Native perspective, the natural world is much more than just a physical realm to sustain the material needs of life. The natural resources of the Bears Ears cultural landscape – water, land, wind, sound – are imbued by powerful religious, artistic, and other cultural meanings significant to Native communities with ancestral ties to this region. There are meaningful names for places on the land and they are linked with significant deities, stories, and past events. These places can be topographic features, but also can include areas containing important natural resources – hunting grounds, distant forests, lithic quarries, marshes, agricultural soils, etc. (BEITC 2022)

2.3.2.1 GEOLOGY AND MINERALS (GEO)

2.3.2.1.1 Goals and Objectives

- Manage BENM for the protection and preservation of all geological features and resources.

2.3.2.1.2 Management Directions

GEO-1: Ensure that adequate reclamation of disturbed areas is accomplished consistent with the protection of BENM objects.

GEO-2: Casual collection of minerals in BENM is prohibited except where inconsistent with the Religious Freedom Restoration Act and other applicable laws. Casual collection of minerals will not be prohibited where such prohibition constitutes a substantial burden on religious practices.

GEO-3: Subject to valid existing rights, BLM-administered and NFS lands within BENM are withdrawn from location, entry, selection, or patent under the Mining Law of 1872 and from disposition under all laws relating to mineral and geothermal leasing.

GEO-4: The agencies, in collaboration with the BEC, will, to the greatest extent possible, and in accordance with applicable law, manage any operations that occur under the Mining Law or the mineral leasing laws pursuant to valid existing rights in a manner that protects and mitigates impacts to the protection of BENM objects.

GEO-5: The agencies will collaborate with the BEC and federal and state partners in implementing the Abandoned Mine Reclamation Program to close access and clean up waste associated with abandoned mine lands.

GEO-6: Agencies will work with the BEC and Tribal Nations to identify geological hazards that pose a risk to public health and safety and partner with appropriate agencies as applicable for remediation.

GEO-7: Agencies will collaborate with the BEC and Tribal Nations to identify and preserve unique geological features and/or geological features of spiritual significance. This could include closing areas with these features on a seasonal basis to protect them or to provide for traditional uses or ceremonies.

2.3.2.2 PALEONTOLOGICAL RESOURCES (PAL)

2.3.2.2.1 Goals and Objectives

- Protect paleontological resources in BENM using scientific principles and expertise in collaboration with the BEC and Traditional Indigenous Knowledge regarding the value of these resources to the BENM cultural landscape.
- Foster public awareness and appreciation of paleontological resources.

2.3.2.2.2 Management Directions

PAL-1: Agencies will identify, evaluate, preserve, study, interpret, and protect paleontological resources in BENM in collaboration with the BEC while providing public access to those resources and promoting and facilitating scientific investigation.

PAL-2: Prior to implementing any discretionary actions that could impact paleontological resources, on-site surveys for paleontological resources will be required in areas of Potential Fossil Yield Classification (PFYC) Classes 3, 4, 5, and U (Unknown) (see Appendix A, Map A-16). Areas that contain or are likely to contain paleontological resources will be identified, evaluated, or reviewed by an agency-authorized paleontologist prior to implementing any discretionary actions. The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) has the discretion to modify these survey requirements if they determine that the modification will continue to provide for the proper care and management of BENM objects. This determination should include collaboration with the BEC.

PAL-3: If surveys indicate presence of paleontological resources, the agencies, using scientific principles and expertise and in collaboration with the BEC, will take appropriate action to avoid impacts to those resources. This may require the construction of physical barriers or other methods to protect the paleontological resources and could include collection (following direction in PAL-4).

PAL-4: Protect and preserve paleontological resources. Collection and curation of paleontological resources, in accordance with applicable law and regulation and using scientific principles and expertise, will only be done in collaboration with the BEC, due to Traditional Ecological Knowledge requiring that paleontological resources be left undisturbed. Agencies will minimize collection and

curation of fossils and will consider collection only in cases where paleontological objects are threatened by potential impacts, including, but not limited to, erosion, development, or discretionary actions. Identifying collection opportunities will be done in collaboration with the BEC. The following stipulations will be required on any excavation permit:

- Protect the cultural landscape during any excavations and address Traditional Ecological Knowledge, including the development of a guidebook, as part of evaluating and designing permits.
- Limit excavations to only those paleontological resources that will substantially advance scientific knowledge.
- Limit excavations to the minimum necessary area and minimum necessary paleontological resources.
- Evaluate options for conducting research without excavation.
- Ensure that paleontological resources are curated and available to the public and include education on cultural values.

PAL-5: All research, inventories, and monitoring of paleontological resources will be conducted in accordance with applicable federal laws, regulations, and policy using scientific principles and expertise and, where possible, Tribal Nations' policies and protocols in collaboration with the BEC. Paleontological resources inventories will comply with the Paleontological Resources Preservation Act. Example priorities for inventory include the following:

- Group 1: Areas that receive heavy public use and/or those that lack intensive inventory in relation to current standards.
- Group 2: Areas that need records clarification or updating.
- Group 3: Areas with little or no previous inventory.

PAL-6: Develop a paleontological resource implementation plan within 5 years in collaboration with the BEC that includes, but is not limited to, consideration for Traditional Indigenous Knowledge.

PAL-7: Agencies will collaborate with the BEC to provide for traditional and/or cultural uses of paleontological resources, consistent with applicable law.

PAL-8: Collaborate with the BEC and Tribal Nations to gather information on the importance of paleontological resources to Tribal Nations, where appropriate, including Traditional Indigenous Knowledge. The agencies will use Traditional Indigenous Knowledge regarding paleontological resources as a management approach, together with scientific principles and expertise. Agencies will also collaborate with the BEC on the prioritization of information gathering from Tribal Nations.

PAL-9: In situ casting of paleontological resources will be by permit only.

PAL-10: The agencies will collaborate with the BEC in the management of hiking trails in Shay Canyon and in areas classified as PFYC Classes 3, 4, 5, and U and will be consistent with maintaining BENM objects, including protection of paleontological resources.

If monitoring indicates impacts to paleontological resources, the agencies, in collaboration with the BEC, may harden, reroute, or close trails as necessary to protect sites through implementation-level planning. No new trail development will be allowed in Shay Canyon or areas classified as PFYC Classes 3, 4, 5, and U. Education or interpretation will be provided to inform recreational users of the importance of protecting paleontological resources.

Seasonal closures of trails and access areas to allow for resource rest will be determined in collaboration with the BEC and Tribal Nations.

2.3.2.3 SOIL RESOURCES (SOL)

2.3.2.3.1 Goals and Objectives

- Promote sustainable soil functions and interactions with all other resources in BENM and maintain or improve soils to a suitable level of functionality, with soil properties appropriate to site-specific climate and landform and to the total functional composition of soils in BENM.
- Protect soil resources and all other resources that depend on the soil as part of the healing landscape of BENM.
- Protect highly sensitive soils (e.g., highly susceptible to erosion) and biological soil crusts (BSCs).

2.3.2.3.2 Management Directions

SOL-1: Agencies will collaborate with the BEC to protect soil resources and provide for the long-term sustainability of soil.

SOL-2: Agencies will collaborate with the BEC to maintain and/or restore overall watershed health and water quality conditions. This could include reducing erosion, stream sedimentation, and salinization of water to ensure ecological diversity and sustainability.

SOL-3: Agencies will manage public lands consistent with the Colorado River Salinity Control Act and any other relative legislation or Traditional Indigenous Knowledge-based standards, as identified in collaboration with the BEC.

SOL-4: No discretionary actions will be allowed on slopes greater than 30% unless necessary to protect BENM objects. If discretionary actions cannot be avoided on slopes between 21% and 30%, an erosion control plan will be required, as applicable. The plan must be approved by the agencies, prior to construction and maintenance; agencies will collaborate with the BEC regarding the discretionary action. The erosion control plan will include the following:

- An erosion control strategy.
- An agency-approved survey and design of the erosion control plan.
- Measures to protect snow courses from site modification.
- Provisions to consider further restricting activities to assure control of soil erosion within acceptable levels if soil map units indicate that discretionary actions are within areas with sensitive soils.

SOL-5: Traditional Indigenous Knowledge and Tribal policies and guidelines, peer-reviewed literature based on the best available Western science, and BMPs should be applied to restore BSCs.

SOL-6: Maintain or improve soil quality and long-term soil productivity using Traditional Indigenous Knowledge, identified in collaboration with the BEC, designed to benefit natural ecosystems, native species, and important relationships between water and soil.

SOL-7: Agencies will collaborate with the BEC in identifying areas with BSCs and classifying those crusts to best protect them. These protections could include seasonal closures of areas to visitation during drought periods and ceremonially and traditionally important times of the year or permanent closures of areas with high BSC density.

2.3.2.4 WATER RESOURCES (WAT)

2.3.2.4.1 Goals and Objectives

- Surface and groundwater in BENM should be managed as having culturally important values. Water is integral to the cultural landscape of the entire BENM and supports culturally important springs, wildlife, and plants. Watersheds that feed BENM are also culturally important as are watersheds that rely on waters from BENM.
- Protect, maintain, and restore water resources and riverscapes, including riparian areas, wetlands, springs, and seeps. Collaborate with the BEC in the determination of appropriate restrictions or improvements to water resources, as necessary to protect BENM objects.

2.3.2.4.2 Management Directions

WAT-1: Manage riparian and wetland resources for PFCs and other agency methods; manage water resources for quality and quantity.

WAT-2: Maintain and enhance water quantity and quality, the desired mix of vegetation types, structural stages, and landscape/riparian/watershed function to protect BENM objects. Conduct comprehensive monitoring to track water quality conditions.

WAT-3: Manage riparian areas to ensure stream channel morphology and functions are appropriate to the local soil type, climate, and landform. Ensure ecological diversity, resilience, and sustainability, including maintaining the desired mix of vegetation types and structural stages. Provide for native and special status plant, fish, and wildlife habitats, and traditional, cultural, and ceremonial uses of water in BENM.

WAT-4: Collaborate with the BEC to develop a groundwater/surface water technical study and monitoring plan, including, but not limited to, studies related to pumping impacts, water well production rates, water levels in water wells, and triggers for adaptive management, if needed, to protect BENM objects.

WAT-5: Complete a comprehensive spring, seep, and water resources inventory of BENM. Collaborate with the BEC to protect properly functioning springs and restore and protect springs that are nonfunctional and/or functional-at risk.

WAT-6: Pursue and quantify federally reserved and other water rights where possible for springs and water resources to protect BENM objects.

WAT-7: Conduct a groundwater study on any and all relevant aquifers (including, but not limited to, the Cedar Mesa Sandstone and N Aquifers) to better understand characteristics, current conditions, recharge areas, recharge rates, groundwater budget (inflow vs. outflow), travel time, and springs.

WAT-8: Collaborate with the BEC and Tribal Nations to reclaim disturbed soils to avoid impacts to BENM objects, including riparian areas and aquatic ecosystems.

WAT-9: Agencies will collaborate with the BEC in managing for water flow (quantity and timing) to the extent possible to maintain habitat function.

WAT-10: Agencies will implement the management actions for water quality per the *Utah Statewide Nonpoint Source Pollution Management Plan* (Utah Department of Environmental Quality 2018) or most up-to-date plan.

WAT-11: Agencies will collaborate with the BEC and State of Utah to incorporate additional water quality standards in the management of BENM as appropriate and consistent with federal law.

WAT-12: In collaboration with the BEC, manage watersheds and natural catchments to facilitate groundwater recharge.

WAT-13: Collaborate with the BEC to develop a spring revitalization program, protect properly functioning springs, and restore and protect springs where riparian conditions are nonfunctional and/or functional-at risk or water quality conditions are degraded from impacts using implementable protection measures.

WAT-14: Support traditional uses of springs/seeps and riparian areas on BENM for Tribal Nations, consistent with the protection of BENM objects.

WAT-15: For the portions of BENM that include the Natural Bridges National Monument groundwater protection zone, adopt management actions defined in the Natural Bridges National Monument groundwater protection zone plan.

WAT-16: Follow management recommendations listed in the Utah Division of Water Quality total maximum daily load reports on streams that are not meeting state water quality standards to improve water quality conditions.

WAT-17: Adhere to Utah Division of Drinking Water restrictions on activities within public Drinking Water Source Protection zones.

WAT-18: Protect domestic water sources (water quality and water quantity) as defined by the EPA.

WAT-19: Limit or prohibit recreational activities where monitoring indicates that the riparian area or water quality conditions are being adversely impacted by those activities through implementation-level planning.

WAT-20: Limit or close dispersed camping areas in or near riparian areas or water sources if uses related to camping are determined to be a causal factor in adverse impacts to a surface waterbody, water quality conditions, and/or riparian functions. Limitations will be those required to maintain water quality and riparian function.

WAT-21: The agencies will collaborate with the BEC to reduce tamarisk, Russian olive, other woody or herbaceous invasive species, and other harmful invasive species and/or noxious weeds identified in collaboration with the BEC, where appropriate. Prioritize minimally invasive vegetation treatments where practicable. The agencies will coordinate with the USFWS, where appropriate, consistent with federal law and regulation. For management of vegetation treatments in riparian areas, see management actions in Section 2.3.2.5. Reseed treatment areas with native plants to avoid erosion damage or the re-establishment of invasive species.

All treatments will be implemented on a seasonal basis determined in collaboration with the BEC.

WAT-22: Floodplains and riparian/aquatic areas are as follows:

- Subject to fire suppression if necessary to protect riparian habitat.

- Excluded from private use of wood products, except where inconsistent with the Religious Freedom Restoration Act and other applicable laws.
- Excluded from commercial use of wood products.
- Available for habitat, watershed improvements, and vegetation treatments designed for long-term benefits to riparian, wetland, or aquatic habitats (e.g., side channel restoration, invasive plant removal, process-based restoration).
- Excluded from surface disturbance by mechanized or motorized equipment and from structural development unless to protect BENM objects (e.g., habitat restoration and fire suppression) or for maintenance of existing infrastructure. Open to all treatments on a seasonal basis as determined in collaboration with the BEC and Tribal Nations. See TM-8 for management direction for maintenance of routes.

WAT-23: Harvest of cottonwood, willow, and other traditionally used plants for ceremonial use will be allowed in accordance with applicable law and through notification of use through a point of contact and managed as follows:

- When removing hazard trees from developed sites, agencies will coordinate with the BEC and Tribal Nations to provide those trees for ceremonial use.
- With the exception of hazardous tree removal, no cutting will be allowed to create shade and within developed sites or areas.
- Cottonwood harvesting will be limited to 0.25 cord per person per year, and willow harvesting will be limited to 200 stems per person per year.
- Agencies will collaborate with the BEC to implement modifications to these restrictions as necessary to provide for Tribal traditional or ceremonial uses while protecting BENM objects.

WAT-24: Manage discretionary uses to protect Drinking Water Source Protection zones.

WAT-25: Prior to implementation of new discretionary actions, map and evaluate riparian areas and/or wetlands that may be impacted. Discretionary actions will be designed in collaboration with the BEC to protect riparian areas, wetlands, and water resources.

WAT-26: No new discretionary actions that alter vegetative cover, result in stream channel instability, loss of channel cross-sectional area, or reduction in water quality will be allowed within the 100-year floodplains or within 1,000 feet of springs, riparian areas, or intermittent and perennial streams unless an action maintains and/or improves riparian or riverscape function.

For management of livestock grazing within 100-year floodplains or within 1,000 feet of springs, riparian areas, and intermittent and perennial streams, see management actions in Section 2.3.3.9.

WAT-27: If monitoring determines that a permitted activity is a causal factor in riparian areas functional—at risk or nonfunctional and/or riverscape health, steps will be taken through implementation on a case-by-case basis to mitigate the impacts of that activity or temporarily restrict the activity, or, if necessary, the riparian area will be closed seasonally to that activity to provide for rest, restoration, and maintenance of riparian area PFC. In those cases where there are closures, those closures will be lifted if changes in the permitted activity provide for restoration and maintenance of riparian area PFC. Time periods for closure will be determined in collaboration with the BEC.

WAT-28: In collaboration with the BEC, new land use permits supporting groundwater withdrawals or diversions will not be authorized unless necessary to ensure the protection of BENM objects. A hydrologic study will be required for all proposed discretionary land uses supporting groundwater withdrawals.

WAT-29: Manage actions in BENM in accordance with relevant recommendations published in the State of Utah's total maximum daily load reports and in collaboration with the BEC.

WAT-30: Collaborate with San Juan County, the State of Utah, Tribal governments, and local municipalities on management of municipal watersheds to meet local needs.

WAT-31: Agencies will collaborate with the BEC to plan and implement stabilization of perennial streambanks that are damaged beyond natural recovery in a reasonable period with appropriate methods or procedures, where feasible. This includes the following:

- Rehabilitate disturbed areas, where feasible, that are eroding excessively and/or contributing significant sediment to perennial streams.
- Soil losses should be at or below the soil loss tolerance values (T-factors) as defined by the Natural Resources Conservation Service.
- Avoid channelization of natural streams. Where channelization is necessary for flood control or other purposes, use stream geometry relationships to re-establish meanders, width-to-depth ratios, etc., consistent with each major stream type.
- Incorporate Traditional Indigenous Knowledge and practices regarding managing natural streams and stream patterns, including the use of check dams.

WAT-32: Secure flows of water to protect BENM objects and provide for administrative uses and do the following:

- Obtain through the state, where appropriate, water rights for consumptive uses and instream flows.
- Maintain instream flows to protect BENM objects.
- Prohibit new or expansion of existing spring or other water source development and related facilities when
 - it will impact the PFC of riparian, wetlands, and water resources; and/or
 - it will result in unacceptable erosion, road damage, land instability, or other types of disruption or damage.

WAT-33: The agencies, working collaboratively with the BEC, and as informed by Traditional Indigenous Knowledge, will monitor water resources to identify whether water pumping for recreational use needs to be limited in any specific areas in order to protect BENM objects.

2.3.2.5 VEGETATION (VEG)

2.3.2.5.1 Goals and Objectives

- In collaboration with the BEC and Tribal Nations, use Ecological Site Descriptions and VCCs to identify and manage for desired vegetation community composition and range of conditions for vegetation communities throughout BENM, including what communities are most appropriate for different areas, where traditional harvest can be used (in accordance with applicable law) as part of the management of BENM, and where fire and vegetation treatments can be used to return natural vegetative communities.

- Manage vegetation to support fish and wildlife habitats and healthy watersheds in collaboration with UDWR, USFWS and the BEC.
- Manage vegetation to support traditional uses, medicinal plants, and other vegetative resources identified by the BEC and Tribal Nations as being culturally important according to Tribal expertise and where consistent with the protection of BENM objects.
- Manage applicable vegetative types for multiple successional stages to provide for a high level of vegetative diversity and productivity.

2.3.2.5.2 Management Directions

VEG-1: Collaborate with the BEC in identifying treatment priorities with the goal of maintaining or improving vegetation conditions to minimize uncharacteristic fire risk.

VEG-2: Coordinate with the BEC to incorporate Traditional Indigenous Knowledge in the identification and management of culturally important plants, where appropriate. Culturally important plants will be managed to protect them from potential impacts from uncharacteristic fire, livestock grazing, recreation, and other discretionary actions.

VEG-3: Coordinate with the BEC to incorporate Traditional Indigenous Knowledge into vegetation management, including culturally appropriate management techniques and seasons.

VEG-4: Agencies will coordinate with the BEC, Tribal Nations, and state and local governments in controlling the spread of invasive and nonnative plants. Use a combination of Traditional Indigenous Knowledge, including (to the extent practicable) Tribal Nations' policy on invasive species and agency techniques; for example, manage for a dense understory of native species with a reduction in tamarisk and improvement of cottonwood and willow regeneration. Along with other treatment options, agencies will also use whole tree extraction for removal of invasive species in riparian areas where practicable.

VEG-5: Agencies will collaborate with the BEC to protect and/or enhance culturally important plant communities during fuels reduction activities.

VEG-6: Agencies will collaborate with the BEC in planning vegetation treatments during the appropriate season and conditions to protect BENM objects.

VEG-7: Vegetation management will include all available tools, including mechanical methods, consistent with the protection of BENM objects. Emphasis will be on maintaining functional/structural plant groups and the productivity of native species and providing healthy communities and vegetation cover types for traditional/ceremonial uses, habitat, and habitat connectivity to enhance species resiliency.

Light-on-the-land treatments will be used in designated wilderness and WSAs. Vegetation treatments in designated wilderness will comply with regulatory requirements, require a Minimum Requirement Analysis, and will use the minimum tool required to maintain the wilderness character.

In collaboration with the BEC, the agencies will work to identify stewardship contracts or other partnerships to reduce fuels and provide fuels wood to Tribal Nations.

No chaining will be allowed in BENM.

Wherever practicable, light-on-the-land techniques will be used throughout the entire BENM.

VEG-8: Hazardous fuels reduction treatments will be used to restore ecosystems; protect human, natural, and cultural resources; and reduce the threat of wildfire to communities.

In addition to protecting human, natural, and cultural resources, fire and fuels treatments used throughout BENM will be implemented with the goal of returning to natural fire return intervals, historic vegetation conditions, and landscape characters, wherever possible, and be consistent with the protection of BENM objects. Vegetation treatments and nonstructural range improvements with a primary purpose of increasing forage for livestock will be prohibited.

VEG-9: Agencies will coordinate with the BEC and Tribal Nations to identify areas of high value/high risk and prioritize fuels treatment in those areas and consider the importance of seasonality. These could include, but are not limited to, areas that provide traditional use plants or animals, areas not meeting the desired VCC, areas that have significant cultural resources, areas of high visitation, and/or developed recreation sites and facilities. Traditional Indigenous Knowledge will be prioritized in guiding vegetation management. Agencies, in collaboration with the BEC, will prioritize the use of treatments using traditional Indigenous techniques and/or natural processes for vegetation management.

VEG-10: Agencies will collaborate with the BEC when determining appropriate seed mixes to provide for the revegetation of native and/or culturally important or traditionally harvested species. Priority will be on the use of native seeds for restoration based on availability, adaptation, and probability of success. Where probability of success or adapted seed availability is low, agencies will collaborate with the BEC to identify nonnative, non-genetically modified organism (GMO) seeds that may be used to protect BENM objects.

VEG-11: Pack stock and riding stock users on BENM will be required to use certified weed-seed-free feed if feed is necessary. Where possible, precautions will be taken to limit weed seed transfer on hooves, boots, boats, wheel axles, and vehicles.

VEG-12: Restoration and rehabilitation activities will be required to use certified weed-free seed mixes, mulch, fill, etc.

VEG-13: The power washing of equipment used for permitted or administrative uses will be required after use in areas with known weed populations or vectors to known weed populations to help control noxious weeds.

VEG-14: The agencies will collaborate with the BEC and Tribal Nations to provide for the monitoring, management, protection, and access to vegetation types important to Indigenous ceremonial or other traditional uses.

The agencies will collaborate with the BEC and Tribal Nations on the identification of areas for seasonal restrictions to vegetation management and vegetation gathering as applicable to provide for resource rest or to allow for traditional uses or ceremonies.

VEG-15: No commercial seed gathering or plant collection will be allowed. Private seed collection and plant collection will be allowed in accordance with applicable law. Agencies will coordinate with the BEC on management of and cultural appropriateness of seed collection, including collection for traditional, medicinal, and/or ceremonial uses; scientific collection; and the BLM's Seeds of Success management program.

VEG-16: The agencies will collaborate with the BEC to identify areas in BENM that will be closed to seed gathering as necessary to provide for sustainable annual seed production of native plants. An exception to this should be made where such closures constitute a substantial burden on religious

practices, including seed gathering and plant collection for Tribal Nations' traditional, medicinal, and ceremonial purposes.

VEG-17: For vegetation management and restoration projects and for projects with the potential to introduce invasive species, the agencies will collaborate with the BEC on herbicide use or other control methods (i.e., introduced species) as part of vegetation management projects in accordance with established agency, county, and future invasive/pest management plans.

VEG-18: In collaboration with the BEC, agencies will maintain existing vegetation treatments and design new vegetation treatments to protect BENM objects.

VEG-19: Fuels and vegetation management in designated wilderness, WSAs, and lands managed for wilderness characteristics will be allowed if they are determined to be consistent with the protection of BENM objects and maintain or enhance long-term wilderness character or characteristics, as applicable.

VEG-20: The agencies and the BEC will work together to identify the importance of seasonality for vegetation management and treatments, harvest, and protection.

VEG-21: Agencies will collaborate with the BEC and Tribal Nations to co-identify measures to implement during drought. These could include, but are not limited to the following:

- Limitations on seed collection
- Additional requirements for restoration and/or erosion control
- Changes in vegetation management
- Limitations on discretionary activities

2.3.2.6 FORESTRY AND WOODLANDS (FOR)

2.3.2.6.1 Goals and Objectives

- Agencies will collaborate with the BEC and consult with Tribal Nations to incorporate Traditional Indigenous Knowledge to maintain and/or promote continued health, diversity, and resiliency of forest structural stages, including old growth.

2.3.2.6.2 Management Directions

FOR-1: All lands in BENM will be designated as lands not suited for timber production (i.e., growing, harvesting, and regenerating crops of trees for commercial use); however, timber management may be used as an appropriate tool to provide for the protection of BENM objects.

FOR-2: BENM will be generally available for wood product harvest in accordance with applicable law, with the exception of the following areas or as otherwise specified in the Approved RMP (see Appendix A, Map A-17):

- Designated wilderness
- WSAs
- Research Natural Areas (RNAs)
- Dark Canyon Management Area
- Indian Creek Management Area

- Area above the east rim of Indian Creek, including the Needles Overlook and Anticline Overlook
- Livestock/wildlife exclosures
- Cultural sites
- Developed recreation sites and areas

Authorizations for private use of wood products will continue to be issued to the public in accordance with applicable law, consistent with the availability of wood products and the protection of other resource values. Agencies will coordinate with the BEC and Tribal Nations to identify appropriate areas for wood product harvest and to provide fuelwood for members of Tribal Nations. This coordination will also, if appropriate, include identifying areas for seasonal or multiyear closures to allow regeneration of woodlands or to provide for traditional or ceremonial uses, as appropriate.

Limited on-site collection of dead wood for campfires will be allowed in wilderness, WSAs, and inventoried roadless areas (IRAs), except in the Dark Canyon Management Area within the Remote Zone, Cedar Mesa Backpacking Sub-Area, White Canyon Canyoneering Sub-Area, Indian Creek Management Area, Indian Creek ACEC, Lavender Mesa ACEC, a portion of Cottonwood Canyon near Bluff, and a portion of Outlaw Canyon near Bluff.

Acres open to wood product harvest in accordance with applicable law and subject to restrictions below: 859,983

Acres closed to wood product harvest and subject to restrictions below: 504,076

Agencies, in collaboration with the BEC, can close or place restrictions on the areas that are available for wood product harvest on a seasonal or multiyear basis through implementation-level planning. Closures and restrictions will focus on areas where site-specific analysis indicates the continuing harvest of wood products will 1) impact the following, including but not limited to, a) the diversified vegetative community, b) soil stability, c) vegetation cover, d) the sagebrush ecosystem, e) effects to co-occurring species, f) cultural resources, or g) sensitive wildlife habitat; or 2) will no longer provide removal of pinyon pine and juniper in areas where encroachment is occurring.

Consistent monitoring for impacts, including soil erosion and vegetation cover, will be needed to establish a baseline for restrictions.

FOR-3: Where possible, agencies will prioritize making fuelwood and forestry products resulting from fuels and vegetation projects readily available to Indigenous people and other members of the public in accordance with applicable law. All wood product harvest will require an appropriate authorization. Agencies will coordinate with the BEC, Tribal Nations, local governments, Utah Division of Forestry, Fire and State Lands and other organizations to support the collection, storage, and transportation of fuelwood products to communities, including using programs like the Wood for Life Program and/or community wood banks.

FOR-4: Agencies will collaborate with BEC and Tribal Nations to incorporate Traditional Indigenous Knowledge to establish and implement forest health and forest management standards and guidelines to assess conditions and guide management decisions for wood products.

FOR-5: Agencies, in collaboration with the BEC, will follow forest health and forest management standards and guidelines to assess conditions and guide management decisions for wood products

and to preserve the benefits of carbon sequestration and air quality from healthy forests. Traditional Indigenous Knowledge will be applied, as applicable.

FOR-6: Agencies, in collaboration with the BEC, will identify stands or areas with old-growth characteristics and management practices to achieve old-growth management direction where applicable. Agencies, in collaboration with the BEC, will prepare an inventory and plan for managing stands with old-growth characteristics.

FOR-7: When initiating vegetative management treatments in forested cover types, the agencies, in collaboration with the BEC, will determine minimum snag numbers and size standards, with consideration for the cultural and ecological importance of snags.

FOR-8: When initiating vegetative management treatments, minimum down log numbers and size standards will be determined by the agencies and the BEC.

FOR-9: Manage insect and disease populations with an integrated pest management approach, developed in collaboration with the BEC, to reduce or prevent epidemics consistent with resource management objectives and protection of BENM objects.

FOR-10: Agencies will coordinate with the BEC and Tribal Nations to identify, where appropriate, traditionally harvested trees and their uses, to monitor populations and locations of these species, and to identify impacts to vegetation and wildlife species.

FOR-11: Commercial timber harvest will only be allowed if the proposed activity will ensure protection of BENM objects. The agencies will collaborate with the BEC to identify criteria and/or appropriate areas for commercial timber harvest, including opportunities to use forestry/wood product harvest to improve or restore healthy forest conditions. Commercial timber harvest will be considered when it advances the protection of BENM objects and ecological restoration as determined in collaboration with the BEC and Tribal Nations.

FOR-12: Provide for wood product harvest to support fuels treatment projects, as needed, and in collaboration with the BEC.

FOR-13: Prohibit floodplains, riparian and aquatic areas, and springs from wood product use except where inconsistent with the Religious Freedom Restoration Act and other applicable laws. Private collection of wood products will not be prohibited where such prohibition constitutes a substantial burden on religious practices. Agencies will collaborate with the BEC and Tribal Nations on identification of those uses.

FOR-14: The USDA Forest Service will collaborate with the BEC in the selection and application of all silvicultural treatments. These will be evaluated on a case-by-case basis by the agency forester/silviculturist and in collaboration with BEC Tribal Forestry or Knowledge Holder representation to ensure prescribed activities incorporate Traditional Indigenous Knowledge and are consistent with desired cultural landscape value(s) for a given area.

Within 5 years of plan approval, identify and map forest stands with old-growth forest characteristics or those developing old-growth characteristics.

Promote continued and accelerated development of late-successional and old-growth habitat, where feasible, by treating early to mid-seral stage forest stands that have the potential to become late-successional and old-growth habitat.

If soil map units indicate treatment areas contain sensitive soils, consider logging and wood product removal restrictions and stipulations to ensure soil erosion is within acceptable levels. Acceptable logging systems and methods will be evaluated on a site-by-site basis with the agency hydrologist and silviculturist, and in collaboration with the BEC.

Clearcutting for purposes of timber harvest in BENM will be prohibited. Vegetation management activities will be designed to blend with the natural landscape.

Agencies will collaborate with the BEC on additional standards of maximum size openings for silvicultural treatments, consistent with federal regulations.

Agencies will allow conventional logging equipment only on slopes less than 30% to avoid detrimental soil impacts.

Projects involving salvage of dead and/or dying trees will be evaluated in collaboration with the BEC and only implemented when the salvage will move the stand toward a more ecologically resilient condition to protect BENM objects.

FOR-15: When initiating vegetative management treatments in forested cover types, provide for a full range of seral stages by forested cover type that achieves a mosaic of habitat conditions and diversity.

FOR-16: Aspen will be managed with the goal of maintaining or increasing the aspen forest type.

FOR-17: Cross-country OHV travel for wood gathering will not be allowed in BENM.

2.3.2.7 LANDS WITH WILDERNESS CHARACTERISTICS (APPLIES TO BLM-ADMINISTERED LANDS ONLY) (LWC)

2.3.2.7.1 Goals and Objectives

- Protect wilderness characteristics (appearance of naturalness and outstanding opportunities for primitive and unconfined recreation or solitude) of non-WSA LWC as appropriate, considering manageability and the context of competing resource demands.

2.3.2.7.2 Management Directions

LWC-1: Manage 205,594 acres of non-WSA LWC to protect their wilderness characteristics (i.e., to only allow for discretionary uses that do not adversely impact the unit's wilderness characteristics and are consistent with the protection of BENM objects). These areas will be managed as follows (see Appendix A, Map A-2):

- OHV closed.
- Visual Resource Management (VRM) Class I.
- ROW exclusion areas.
- Available for authorized private wood product harvest, in accordance with applicable law, if beneficial to or will not diminish wilderness characteristics and if the private wood product harvest will meet VRM Class I objectives.
- Available for vegetation, range, watershed, or habitat improvements if beneficial or non-impairing to wilderness characteristics, and if improvements will meet VRM Class I objectives.

- All existing facilities could be maintained at their current level but may be removed at the agencies' discretion.
- Fire suppression will be through light-on-the-land or Minimum Impact Suppression Tactics.

LWC-2: Manage 216,371 acres (see Appendix A, Map A-2) to minimize impacts to wilderness characteristics (i.e., to allow for discretionary uses only in a manner that minimizes impacts to the unit's wilderness characteristics and is consistent with the protection of BENM objects).

Management will include the following:

- Seek to avoid impacts from discretionary uses to a unit's wilderness characteristics; where those impacts cannot be avoided, adopt design features and other conditions to minimize such impacts. The Authorized Officer should consider compensatory mitigation for those impacts that cannot be avoided and minimized.
- Prohibit impacts from discretionary uses to a unit's wilderness characteristics if those impacts will diminish the size and/or the manageability of the unit.

LWC-3: If further wilderness character inventories are conducted, the BLM will collaborate with the BEC to incorporate Traditional Ecological Knowledge and Tribal expertise.

2.3.2.8 SPECIAL DESIGNATIONS (SPEC)

2.3.2.8.1 Goals and Objectives

- ACECs
 - In collaboration with the BEC, the agencies will manage areas as ACECs where special management attention is required to protect and prevent irreparable damage to important historic, cultural, or scenic values; fish and wildlife resources; and other natural systems or processes or to protect life and safety from natural hazards.
- TCPs
 - In collaboration with the BEC, the agencies will designate and manage TCPs to protect tangible and intangible cultural resources, practices, and access for culturally affiliated Tribal Nations.
- Wild and scenic rivers (WSRs)
 - The BLM will, to the extent of its authority (limited to BLM-administered lands and waters within the river corridor), maintain and enhance the free-flowing character and water quality, preserve and enhance the outstandingly remarkable values, and allow no activities within the river corridor that will be inconsistent with identified river values or impact or alter the tentative classification of those river segments determined suitable for congressional designation into the National Wild and Scenic River (NWSR) System until Congress acts on the designation.
 - Protect the free-flowing nature and water quality of the river/segment, the tentative classification level, and prevent impairment of the outstandingly remarkable values within 0.25 mile from the high water mark on each side of the river not to exceed 320 acres per mile. On the San Juan River, the area will be 0.25 mile from the high water mark on the north side not to exceed 160 acres per mile. On the San Juan River, the BLM has jurisdiction on the lands north of the river, and the Navajo Nation has jurisdiction on the south side of the river. The BLM will coordinate with the Navajo Nation in developing consistent management of the river.
 - WSRs determined as eligible or suitable for designation under the Wild and Scenic Rivers Act will continue to be managed in accordance with BLM Manual 6400.

- **WSAs**
 - Manage FLPMA Section 603 WSAs in a manner that does not impair their suitability for congressional designation into the National Wilderness Preservation System.
 - WSAs will continue to be managed per applicable BLM guidance, including management as VRM Class I.
- **Designated wilderness**
 - Wilderness character and values are enhanced or maintained in Congressionally designated wilderness areas in accordance with the Wilderness Act.

2.3.2.8.2 Management Directions

SPEC-1: Agencies will collaborate with the BEC on management of all designated wilderness areas, IRAs, and RNAs consistent with federal law, regulation, and policy.

- **Dark Canyon Wilderness**
 - Additional management for Dark Canyon Wilderness is contained in the Manti-La Sal LRMP.
- **USDA Forest Service IRAs**
 - All IRAs that are partially or entirely within BENM will be managed to be consistent with the 2001 Roadless Rule (36 CFR 294) and the Manti-La Sal LRMP.
- **Cliff Dwellers Pasture RNA**
 - Management of Cliff Dwellers Pasture RNA will be managed per its establishment record and the Manti-La Sal LRMP.
 - Collaboration with the BEC regarding management of the Cliff Dwellers Pasture RNA will be consistent with federal law and policy.

SPEC-2: San Juan River ACEC – Relevant and Important Values: Scenic, Cultural, Fish and Wildlife, Natural Systems and Processes, and Geological Features.

Acres: 5,174 acres (1,555 within Planning Area) (see Appendix A, Map A-3). The ACEC will be managed with the following prescriptions:

- Unavailable for private and/or commercial use of wood products except for limited on-site collection of dead wood for campfires; woodland use within the floodplain will be limited to collection of driftwood for campfires.
- Available for livestock use October 1–May 31. Grazing must incorporate rest-rotation and/or deferred management systems. Riparian areas must meet or exceed PFC to the extent affected by grazing.
- Available for watershed, range, wildlife habitat improvements, and vegetation treatments.
- Managed to limit recreation use if wildlife values are being adversely impacted.
- Camping closed in areas as necessary to protect cultural, wildlife, and natural processes.
- Designated access trails to cultural sites as necessary to protect cultural resources.
- Managed as a ROW exclusion area.

SPEC-3: Lavender Mesa ACEC – Relevant and Important Value: Scenic and Relict Vegetation

Acres: 649 (see Appendix A, Map A-3). The ACEC will be managed with the following prescriptions:

- Provide a baseline for rangeland studies through research and experiments.

- Excluded from land treatments or other improvements, except for test plots and facilities necessary for study of the plant communities and restoration/reclamation activities.
- Campfires will be prohibited.
- Limit recreation use if vegetation communities are being adversely impacted.
- Limit recreation use if cultural resources or scenic values are being damaged.
- VRM Class II.
- Helicopter access limited to scientific study, emergency access and heliportable equipment.
- ROW avoidance area.
- Closed to private use of wood products and dead and down wood collection for campfires.
- Unavailable for livestock grazing, including grazing by saddle stock and pack animals allowed for access.
- Excluded from wildlife habitat improvements.
- Excluded from watershed control structures.
- Appropriate management response to wildland fire in accordance with the agency-approved fire management plan.
- Closed to OHV use.

SPEC-4: Shay Canyon ACEC – Relevant and Important Value: Cultural Resources and Paleontological Resources.

Acres: 119 (see Appendix A, Map A-3). The ACEC will be managed with the following prescriptions:

- OHV and mechanized travel limited to designated routes.
- No surface disturbance for vegetation, watershed, or wildlife treatments/improvements.
- Grazing restricted to trailing only.
- With the exception of side canyons, hiking is limited to existing and designated trails.
- Campfires will be prohibited.
- Unavailable for private or commercial use of forestry and wood products, including on-site collection of dead wood for campfires.
- Recreation use may be limited if cultural and paleontological resources are impacted.
- Managed as VRM Class II.
- Closed to camping.
- ROW avoidance area.
- SRPs: Competitive events; vending; and OHV, mechanized, and equestrian uses will not be allowed. All commercial and organized groups/activities must be coordinated with the BLM.

SPEC-5: Valley of the Gods ACEC – Relevant and Important Value: Scenic ACEC-58

Acres: 22,716 (see Appendix A, Map A-3). The ACEC will be managed with the following prescriptions:

- VRM Class I, except for the Passage Zone, which will be managed as VRM Class II.
- Available for vegetation treatments when consistent with VRM class designation.

- Closed to authorized use of wood products and dead and down wood collection for campfires.
- ROW exclusion area (excluding highway access portals [56 acres]).
- Campfires will be prohibited, except in agency-provided fire rings.

SPEC-6: Indian Creek ACEC – Relevant and Important Value: Scenic ACEC-50

Acres: 3,856 (see Appendix A, Map A-3). The ACEC will be managed with the following prescriptions:

- VRM Class I.
- Closed to authorized use of wood products except for limited on-site collection of dead wood for campfires.
- Closed to OHV use.
- All revegetation will be with native species naturally occurring in the ecological site, based on availability, adaptation (ecological site potential), and probability of success. Where probability of success or adapted seed availability is low, agencies will collaborate with the BEC to identify desirable nonnative seeds that may be used in limited situations to protect BENM objects.
- Limit recreation use if scenic values are being damaged.
- ROW exclusion area.

SPEC-7: Aquifer Protection ACEC – Relevant and Important Value: Natural System/Aquifer Recharge, Scenic, Cultural, Paleontological

Acres: 85,856 (see Appendix A, Map A-3). The ACEC will be managed with the following prescriptions:

- Surface-disturbing activities will be limited to those necessary to protect BENM objects.
- Manage discretionary uses to avoid adversely impacting vegetation communities and groundwater-dependent ecosystems.
- Management response to wildland fire will be in accordance with the agency-approved fire management plan.
- VRM: see Section 2.3.2.11.
- Prioritize the completion of a hydrologic study for this ACEC.
- Prohibit new storage tanks for hazardous materials. Avoid use of hazardous materials, unless otherwise addressed in this management plan.
- Collaborate with the BEC on the development of mitigation requirements and BMPs for discretionary uses.

SPEC-8: Suitable WSR segments will continue to be managed according to the tentative classifications and suitability recommendations in the 2008 Monticello RMP. WSR evaluations will be continued in collaboration with the BEC regarding designations.

Suitable – Scenic (see Appendix A, Map A-4):

- Colorado River Segment 2
- Colorado River Segment 3

Suitable – Wild (see Appendix A, Map A-4):

- Dark Canyon
- San Juan River Segment 5

Identified as not suitable:

- Arch Canyon
- Fable Valley
- Indian Creek
- San Juan River Segment 1
- San Juan River Segment 2

SPEC-9: Colorado River Segment 2 (see Appendix A, Map A-4)

Colorado River Segment 2 is identified as suitable for designation into the NWSR System. The segment specifics include the following:

- Recommendation: Suitable – Scenic
- Size: 809 acres, 759 within the Planning Area
- Location: State lands near river mile (RM) 44 to approximately RM 38.5 (5.5 miles)
- Total RMs: 6.8
- BLM RMs: 6.8

This segment will be managed with the following prescriptions:

- VRM Class I
- Motorized boat use allowed on the river
- ROW exclusion area

SPEC-10: Colorado River Segment 3 (see Appendix A, Map A-4)

Colorado River Segment 3 is identified as suitable for designation into the NWSR System. The segment specifics include the following:

- Recommendation: Suitable – Scenic
- Size: 987 acres, 752 within Planning Area
- Location: From approximately RM 37.5 (state land) to the boundary of Canyonlands National Park near RM 31 (6.5 miles)
- Total RMs: 6.5
- BLM RMs: 6.5

This segment will be managed with the following prescriptions:

- VRM Class I
- Closed to OHV use (see Section 2.3.3.8; see Appendix A, Maps A-12 and A-13; see Appendix H [Appendix H is applicable to BLM-administered lands only]), with the exception of the final 0.2 mile of the Chicken Corners Road, which will be OHV limited
- Use of motorized boats allowed on the river
- ROW exclusion area

SPEC-11: Dark Canyon (see Appendix A, Map A-4)

The Dark Canyon segment is identified as suitable for designation into the NWSR System. The segment specifics include the following:

- Recommendation: Suitable – Wild
- Size: 1,888 acres, 1,887 within Planning Area
- Location: USDA Forest Service boundary to Glen Canyon National Recreation Area below Young's Canyon
- Total RMs: 13.6
- BLM RMs: 6.4

This segment is managed with the following prescriptions:

- VRM Class I
- Closed to OHV use (see Section 2.3.3.8; see Appendix A, Map A-12 and A-13; see Appendix H [Appendix H is applicable to BLM-administered lands only])
- ROW exclusion area

SPEC-12: San Juan River Segment 5 (see Appendix A, Map A-4)

San Juan River Segment 5 is identified as suitable for designation into the NWSR System. The segment specifics include the following:

- Recommendation: Suitable – Wild
- Size: 1,875 acres (1,247 within Planning Area)
- Location: RM 28 to Glen Canyon National Recreation Area at RM 45
- Total RMs: 17.3
- BLM RMs: 17.3
- BENM RMs: 11

This segment is managed with the following prescriptions:

- VRM Class I
- Closed to OHV use
- ROW exclusion area
- Use of motorized boats not allowed on the river, except for authorized administrative use permitted on a case-by-case basis.

SPEC-13: No additional WSR inventory will occur on stream segments on NFS lands under the Approved RMP.

SPEC-14: The BLM manages 11 WSAs (see Appendix A, Map A-4) over 381,760 acres as identified in the Statewide Report to Congress (377,118 geographic information system [GIS] acres): Mancos Mesa (50,846 acres), Grand Gulch WSA (105,194 acres), Road Canyon (52,344 acres), Fish Creek Canyon (46,097 acres), Mule Canyon (6,014 acres), Cheese Box Canyon (14,871 acres), Dark Canyon WSA (67,840 acres), Butler Wash (24,312 acres), Bridger Jack Mesa (5,233 acres), Indian Creek (6,469 acres), and South Needles (159 acres).

- When any WSA, in whole or in part, is released from wilderness consideration by Congress, continue past management of such released lands, unless otherwise specified by Congress in its releasing legislation, in a manner to ensure protection of BENM objects, the following will occur:
 - Re-inventories for wilderness characteristics of all released WSAs not designated as wilderness; all lands determined to have wilderness characteristics, in collaboration with BEC, will immediately be managed to protect wilderness characteristics.
- Until the above are completed, and all steps necessary have been completed to establish management of the released areas moving forward, no proposals or actions will occur in the released areas unless essential for the protection of BENM objects.
- Following such interim steps, the agencies, in collaboration with the BEC and Tribal Nations, will conduct an amendment to the Approved RMP, with accompanying NEPA analysis, to determine how those lands will be managed in the long term.

SPEC-15: WSA management prescriptions, as stipulated in WSA policy, will take precedence over other management prescriptions throughout the Approved RMP, unless the other management prescriptions are more restrictive.

SPEC-16: WSAs are managed as VRM Class I.

SPEC-17: The Hole-in-the-Rock Trail is managed for heritage tourism in consultation with the Utah SHPO, interested stakeholder groups, the BEC, and Tribal Nations.

SPEC-18: As part of implementation-level planning, segments of the Hole-in-the-Rock Trail will be identified and evaluated for historic integrity and appropriate use.

SPEC-19: Landmarks (structures, features) on historic trails will be interpreted only if the action will not impact the values of the site or landmark. This will be determined in collaboration with the BEC.

2.3.2.9 WILDLIFE AND FISHERIES (FWL)

2.3.2.9.1 Goals and Objectives

- Manage to protect large undisturbed blocks of terrestrial and aquatic habitat and, where possible, consolidate and create larger protected blocks of habitat to ensure habitat connectivity.
- Maintain, enhance, and/or restore native aquatic, avian, and terrestrial habitat by improving quality and increasing quantity or connectivity. For biologically diverse and healthy ecosystems, consider spatial and temporal habitat needs (e.g., seasonal, migratory, nesting/brooding).
- Promote and restore healthy riparian habitat and riverscapes throughout BENM.
- Maintain and preserve aquatic connectivity through land acquisition and maintenance of instream flows.
- Facilitate fish and wildlife researchers to coordinate with agency biologists to contribute to a greater understanding of species abundance and distribution within the Monument.

2.3.2.9.2 Management Directions

FWL-1: Agencies will collaborate with the BEC to identify and avoid or minimize adverse impacts to native aquatic, avian, and terrestrial species habitat, connectivity, and movement.

FWL-2: Manage habitat for species conservation to incorporate Tribal and Utah statewide conservation strategies, in coordination with UDWR and USFWS.

FWL-3: During the active nesting period, conduct surveys and/or habitat analysis for nesting migratory birds and raptors prior to implementation of projects. If priority bird species (USFWS Birds of Conservation Concern, Utah Species of Greatest Conservation Need or special status species) or culturally important species are indicated, avoid or minimize discretionary actions that will impact nesting birds for the duration of the nesting period. Agencies will collaborate with the USFWS, BEC, and Tribal Nations to identify avoidance and mitigation requirements at the project-specific implementation level. Vegetation management timing and activities will account for key life history requirements for resident and migratory birds, including avoiding and minimizing impacts.

FWL-4: Maintain, enhance, and/or restore habitat through vegetation management or other actions (e.g., instream habitat improvement and process-based restoration) to support sustainable populations of native aquatic, avian, and terrestrial wildlife species.

FWL-5: Collaborate with the BEC and local, state, federal, and Tribal partners for inventory and monitoring and in program and project design to address management issues affecting terrestrial and aquatic wildlife species and their habitats across jurisdictional boundaries.

FWL-6: Provide habitat for populations of the native and existing vertebrate and invertebrate species found on BENM lands.

FWL-7: Collaborate with the BEC, Tribal Nations, and the State of Utah in management of habitats for species important to Tribal Nations (identified according to Traditional Ecological Knowledge and Tribal expertise), including their prey, cover, forage, habitat, and connectivity, and for species from the Utah Wildlife Action Plan as amended/updated.

FWL-8: Agencies will collaborate with the BEC and the State of Utah to incorporate Traditional Indigenous Knowledge to manage crucial big game habitat during key seasons. This could include closure of habitat areas to visitation or to certain uses (e.g., OHVs and commercial filming) on a seasonal basis to provide for resource rest, protect wildlife during key life history periods, or to allow for traditional/ceremonial use.

FWL-9: Agencies will collaborate with the BEC and USFWS to incorporate Traditional Indigenous Knowledge to determine seasonal restrictions on land use authorizations affecting wildlife habitat.

FWL-10: Agencies should implement, as appropriate, BMPs to avoid, minimize, and/or mitigate impacts to wildlife species in BENM (see Appendix D).

FWL-11: Maintain, restore, and/or improve important habitat requirements for native fish and amphibian and aquatic species, including process-based restoration, restoration and enhancement of backwater, side channel, and floodplain habitats, and monitoring of groundwater condition, water quality, and cumulative effects on watershed health. Manage habitat to minimize disturbance. Maintain or provide habitat for culturally and ecologically important species, including monitoring of forage, prey species, hiding cover, migration routes, and connectivity. Manage crucial habitat for these species to minimize disturbance with the exception of habitat maintenance projects or vegetation treatments that are expected to benefit culturally and ecologically important species.

FWL-12: Prohibit bathing in canyon stream/pool habitat in BENM except where inconsistent with the Religious Freedom Restoration Act or other applicable laws. Bathing in canyon stream/pool

habitat will not be prohibited where such prohibition constitutes a substantial burden on religious practices.

FWL-13: Allow the maintenance of existing precipitation catchments but do not allow the installation of new precipitation catchments unless necessary to protect BENM objects (e.g., in places heavily accessed by culturally and ecologically important wildlife). Maintenance should include replacement of nonfunctioning systems. Livestock access to precipitation catchments specifically built for wildlife will be prohibited.

Precipitation catchments will be installed in a manner that ensures wildlife do not become entrapped within the catchment structure.

FWL-14: Collaborate with the BEC and UDWR to maintain or provide habitat for culturally and ecologically important species, including monitoring of forage, prey species, hiding cover, migration routes, and connectivity. Manage crucial habitat for these species to minimize disturbance with the exception of habitat maintenance projects or vegetation treatments that are expected to benefit culturally and ecologically important species.

FWL-15: Maintain Abert's squirrel ponderosa pine habitat components related to nest/feed trees basal area, canopy cover, and understory based on best available Western and Indigenous science and Traditional Indigenous Knowledge.

FWL-16: Five mesa tops on BLM-administered lands (56,740 acres) within crucial bighorn sheep habitat referenced in Presidential Proclamation 10285 have been identified as areas of potential conflict between bighorn sheep and activities that cause surface disturbance resulting in permanent loss of bighorn sheep habitat. Bighorn sheep habitat improvement projects will be prioritized in these areas. Continued monitoring of bighorn sheep priority habitat, connectivity corridors, population size, health, long-term viability, and conflicts with surface-disturbing activities will proceed in collaboration with the BEC and Tribal and agency programs. Continued monitoring of the five mesa tops and other existing and potential bighorn sheep habitat sites will be conducted in coordination with the BEC.

Livestock grazing and associated range improvement projects are not allowed on the five mesa tops and will not be allowed in any habitat priority areas or connectivity corridors for bighorn sheep identified by future monitoring.

No allotments will be converted from cows and horses to domestic sheep or goats within at least a 10-mile buffer of bighorn sheep habitat or within crucial desert bighorn sheep habitat within BENM and connectivity corridors to reduce risk of disease transmission and competition for forage. For any allotments proposed to be converted from cows or horses to domestic sheep or goats, the agencies will notify the BEC prior to any transfer being approved, so the BEC can provide Traditional Indigenous Knowledge to inform the decision about the proper care and management of bighorn sheep. The agencies will collaborate with the BEC and BEC Tribal teams to incorporate any Traditional Indigenous Knowledge regarding required separation or buffer zones to protect bighorn sheep.

On BLM-administered lands only:

- Adhere to the recommendations in the BLM Bighorn Sheep Rangeland Management Plan, as revised (BLM 1993) and the Utah BLM Statewide Desert Bighorn Sheep Management Plan, as revised (BLM 1996), and Tribal policies regarding bighorn sheep stewardship, where practicable.

FWL-17: Agencies will continue working with UDWR and USFWS, and collaborate with the BEC and Tribal Nations, on the introduction, transplantation, augmentation, and re-establishment of both native and naturalized species to include, but not be limited to, pronghorn, desert bighorn sheep, wild turkey, beaver, chukar, Colorado River cutthroat trout, and endangered Colorado River fish species. Priority will be given to species that provide for traditional uses and ceremonies. Introduction, transplantation, or re-establishment programs will require prior genetic and disease monitoring.

FWL-18: Agencies will coordinate with the BEC and Tribal Nations to determine fence locations and establish fence standards to allow wildlife movement within existing or potential movement corridors. Traditional Indigenous Knowledge will be used in conjunction with agency data and standards to inform this process.

Discretionary actions carried out in important wildlife habitat will be subject to special conditions regulating use, especially during certain seasons. Agencies will coordinate with the BEC and Tribal Nations to incorporate Traditional Indigenous Knowledge to develop any closures or seasonal restrictions.

FWL-19: Desert Bighorn Sheep Lambing and Rutting Areas

In desert bighorn sheep lambing and rutting areas (see Appendix A, Map A-6), the following special conditions for all land use authorizations are required from April 1 to June 15 for lambing and October 15 to December 15 for rutting:

- No use of low-flying aircraft.
- Activities subject to requirements described in Appendix C (with the exception of private wood harvest).

As appropriate, agencies will develop additional special conditions in collaboration with the BEC, Tribal Nations, and UDWR.

FWL-20: Mule Deer Winter Range

In mule deer winter range (see Appendix A, Map A-7) the following special conditions for all land use authorizations are required from November 15 to April 15 or when deer wintering behavior is observed:

- No use of low-flying aircraft.
- Activities subject to requirements described in Appendix C (with the exception of private wood harvest).

As appropriate, agencies will develop additional special conditions in collaboration with the BEC, Tribal Nations and UDWR.

FWL-21: Rocky Mountain Elk Winter Range

In Rocky Mountain elk winter range (see Appendix A, Map A-5) the following special conditions for all land use authorizations will be required from November 15 to April 15 or when elk wintering behavior is observed:

- No use of low-flying aircraft.
- Activities subject to requirements described in Appendix C (with the exception of private wood harvest).

As appropriate, agencies will develop additional special conditions in collaboration with the BEC, Tribal Nations and UDWR.

FWL-22: Trail cameras will be allowed in BENM following existing laws, regulations, and policy, including state law. Seasonal or geographic closures will be coordinated with the BEC and UDWR.

2.3.2.10 SPECIAL STATUS SPECIES (SSP)

2.3.2.10.1 Goals and Objectives

- Manage special status species habitat to maintain and improve viable species populations, implement recovery actions, eliminate threats, and/or prevent federal listing.
- Ensure management actions support the protection of special status species and their habitats, including culturally identified species and their habitats, to maintain and improve viable species populations, connectivity and movement needs, prey species, and forage.
- Avoid adverse impacts to special status species habitat, connectivity, movement, and prey species or forage.
- Collaborate with the BEC to identify special status species of cultural priority to each Tribe of the BEC; develop a plan for protecting these species using Traditional Ecological Knowledge and Tribal expertise.

2.3.2.10.2 Management Directions

SSP-1: Manage habitat for species conservation to incorporate Tribal and Utah statewide conservation strategies, in coordination with UDWR and the USFWS. Consider national or global conservation strategies in habitat management.

SSP-2: Collaborate with the BEC to maintain, protect, or enhance habitats (including, but not limited to, designated critical habitat) of federally listed threatened, endangered, or candidate plant or animal species to actively promote recovery to the point that they no longer need listing or prevent the listing of species under the ESA.

SSP-3: Collaborate with the BEC to maintain, protect, or enhance habitats of the BLM state director's sensitive species list, Intermountain Region (R4) Sensitive Species list, Regional Forester's species of conservation concern list, USFWS Birds of Conservation Concern list, and species of cultural importance to culturally affiliated Tribal Nations (as determined through collaboration with the BEC) to ensure that discretionary actions by the agencies are consistent with the conservation needs of these species and do not contribute to the need to list any of these species under provisions of the ESA.

SSP-4: Preserve, restore, or protect habitat connectivity and unrestricted special status species movement between ecological zones, seasonal use areas, and other areas important for sustainable populations. 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 and doing so is consistent with the protection of BENM objects.

SSP-5: Preserve, restore, or protect native habitat through vegetation management, low-tech process-based restoration, or other actions to support sustainable populations of special status species. Habitat treatments will be coordinated with the BEC and agency resource programs to ensure consistency with protecting BENM objects.

SSP-6: Traditional use gathering of special status species plants will be managed through permit—for example, notification of use through a point of contact system, in collaboration with the BEC, in accordance with applicable law.

SSP-7: Agencies will collaborate with the BEC and other research partners to monitor prey base for raptors.

SSP-8: The effects of seasonality will be considered for limits on management and discretionary actions that might impact special status species and their habitats and for management actions and treatments to protect these species and habitats.

SSP-9: Agencies will collaborate with the BEC when developing seasonal restrictions and spatial buffers for raptor nesting and foraging habitats. At a minimum, the restrictions and spatial buffers will comply with Tribal standards, as consistent with federal law, and Utah Field Office Guidelines for Raptor Protection from Human and Land Use Disturbances (Romin and Muck 2002) and/or ESA species recovery plans.

SSP-10: Agencies, in collaboration with the BEC, will post or otherwise provide educational information to reduce climbing and canyoneering impacts to active raptor nests.

SSP-11: Ropes and other climbing aids are prohibited for accessing nesting raptors. Agencies will collaborate with Tribal Nations and the BEC to close active raptor nesting areas to visitation as necessary to provide for nesting success. This will include, if necessary, the temporary or permanent closure of any OHV route access to nesting areas, as well as the temporary or permanent closure of trails and climbing routes where active nests are located or nesting behavior is observed. Temporary and/or permanent closures will be considered during implementation-level planning.

SSP-12: Agencies will collaborate with the BEC when determining whether to seasonally restrict activities that impact bat roosting, hibernating, and breeding habitat. Seasonal restrictions could include closing cave and cavern access to prevent disturbance and disease transmission.

SSP-13: Agencies will collaborate with the BEC when determining requirements for bat-friendly designs for all new construction (e.g., no obstacles across the top of water sources).

SSP-14: Education and interpretation will be used to inform visitors of appropriate behaviors to minimize impacts to nesting Mexican spotted owl. Casual overnight users will be encouraged to not use Protected Activity Centers (PAC) areas. Commercial guides will not be allowed to use PAC areas for overnight use from March 1 to August 31.

If adverse impacts are occurring to Mexican spotted owl occupied habitat or PACs,

- group size limits may be implemented using the best available information to protect PACs, and
- camping may be limited to designated sites or closed if needed.

SSP-15: Maintain, restore, and/or improve special status aquatic species habitat and connectivity. Manage habitat for riverscape health to ensure no net loss of habitat, except for short-term impacts during riparian and aquatic habitat projects that will procure a long-term benefit. Examples include low-tech, process-based restoration; restoration and enhancement of backwater, side channel, and floodplain habitats; and invasive plant species treatment.

SSP-16: Agencies will collaborate with the BEC and USFWS in applying special status species conservation measures for all activities to comply with the ESA and BLM Manual 6840 or the most up-to-date policy.

SSP-17: Agencies will collaborate with the BEC in the development of pre-activity monitoring requirements for special status plant and animal species and important plants and animal species for traditional and ceremonial use. Projects with the potential to impact these species will be designed to avoid impacts to these species and/or achieve no net loss of the species, their habitats, and habitat connectivity, forage, and/or prey species.

SSP-18: No management action will be permitted that will jeopardize the continued existence of species that are listed, proposed for listing, or candidates for listing under the ESA.

SSP-19: The agencies included in sensitive species' conservation agreement, in collaboration with the BEC, will implement the agreement's provisions. This includes the Colorado River Cutthroat Trout Conservation Agreement and Strategy and Conservation Agreement for the roundtail chub, bluehead sucker, and flannelmouth sucker.

SSP-20: Special status species native to BENM will be allowed to be translocated to aid in conservation and recovery efforts only when culturally appropriate and if appropriate genetic and disease monitoring has been conducted prior to translocation. Necessary habitat manipulations and monitoring will be implemented to ensure successful translocation efforts.

SSP-21: Site-specific inventory will be conducted to determine presence or absence of Gunnison prairie dog colonies within potential or occupied habitat.

Projects with the potential to impact colonies will be designed in collaboration with UDWR and the BEC to avoid impacts and/or achieve no net loss of the species, their habitats, habitat connectivity, forage, and predators that rely on prairie dogs.

2.3.2.11 VISUAL RESOURCE MANAGEMENT (VRM), NIGHT SKIES, AND SOUNDSCAPES

2.3.2.11.1 Goals and Objectives

- Manage federal lands to protect the quality of scenic (visual) values in BENM in collaboration with the BEC.
- Manage federal lands to protect the quality of night skies and natural soundscapes in BENM in collaboration with the BEC.
- Manage BENM to maintain and enhance ecologically sound, resilient, and visually appealing natural and cultural landscapes that sustain the scenic character in ways that contribute to visitors' sense of place and connection with nature.
- Manage federal lands according to the assigned BLM VRM class objectives on BLM-administered lands and scenic integrity objectives (SIO) on NFS lands.
 - BLM
 - VRM Class I objective: To preserve the existing character of the landscape. The level of change to the characteristic landscape should be very low and must not attract attention (wilderness, WSAs, wild sections of WSRs, and other congressionally and administratively designated areas where decisions have been made to preserve a natural landscape are assigned VRM Class I).

- VRM Class II objective: To retain the existing character of the landscape. The level of change to the characteristic landscape should be low.
- VRM Class III objective: To partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate.
- VRM Class IV objective: To provide for management activities that require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high.
- USDA Forest Service
 - Very High–Unaltered: The valued scenic character “is” intact with only minute, if any, deviations. Generally provides for ecological change only.
 - High–Appears Unaltered: Landscapes where the valued scenic character “appears” intact. Deviations may be present but must repeat the form, line, color, texture, and pattern common to the scenic character so completely, and at such scale, that they are not evident.
 - Moderate–Slightly Altered: Noticeable deviations must remain visually subordinate to the scenic character being viewed.
 - Low–Moderately Altered: Deviations begin to dominate the valued scenic character being viewed but they borrow valued attributes such as size, shape, edge effect, and pattern of natural openings, vegetative type changes, or architectural styles outside of the landscape being viewed.
 - Very Low–Heavily Altered: Deviations may strongly dominate the valued scenic character. They may not borrow from valued attributes such as size, shape, edge effect, and pattern of natural openings; vegetative type changes; or architectural styles within or outside the landscape being viewed. Deviations, however, must be shaped and blended with the natural terrain (landforms) so that elements such as unnatural edges, roads, landings, and structures do not dominate the composition.

2.3.2.11.2 Management Directions

VRM-1: VRM Class I for BLM-administered lands and SIO Very High for NFS lands

596,030 acres are managed as VRM Class I (see Appendix A, Map A-8). These areas include the following:

- WSAs
- LWC managed to protect those characteristics
- Indian Creek ACEC
- Valley of the Gods ACEC (excluding Passage Zone)
- Dark Canyon WSR Suitable river segment
- San Juan WSR Suitable Segment 5
- Colorado River WSR Suitable Segment 2
- Colorado River WSR Suitable Segment 3

NFS lands in designated wilderness are managed with an SIO of Very High.

VRM-2: VRM Class II for BLM-administered lands and SIO High for NFS lands

459,390 acres of BLM-administered lands are managed as VRM Class II, including the following (see Appendix A, Map A-8):

- Portion of Valley of the Gods ACEC overlying the Passage Zone
- All BLM-administered lands within BENM not specifically managed as VRM Class I or VRM Class III will be managed as VRM Class II

Non-wilderness NFS lands are managed with an SIO of High.

VRM-3: VRM Class III for BLM-administered lands and SIO Moderate for NFS lands

19,681 acres of BLM-administered lands are managed as VRM Class III, including the following (see Appendix A, Map A-8):

- Existing communication sites (500-foot buffer)
- Lands within 0.75 mile of U.S. 191
- Acquired lands with existing infrastructure if that infrastructure is inconsistent with VRM Class I or Class II
- ROW open areas
- Portions of the Indian Creek Management Area, Cedar Mesa Management Area, White Canyon Management Area, Valley of the Gods Management Area that are in the Front Country Zone. This will not apply to areas managed as WSAs
- A portion of the Front Country Zone near Goosenecks State Park
- Bluff Airport

No NFS lands within BENM will be managed as SIO Moderate.

VRM-4: VRM Class IV for BLM-administered lands and SIO Low or Very Low for NFS lands

No BLM-administered lands in BENM will be managed as VRM Class IV.

No NFS lands within BENM will be managed as SIO Low or Very Low.

VRM-5: Collaborate with the BEC in the management of visual resources, soundscapes, and dark night skies according to Traditional Indigenous Knowledge as provided by the BEC and Tribal Nations, where appropriate.

VRM-6: Manage BLM-administered lands using the VRM system according to VRM class objectives, and manage scenic resources on NFS lands using the Scenery Management System to meet or exceed SIOs or VRM objectives.

VRM-7: For NFS lands, scenery will be managed to preserve the natural and cultural attributes of BENM's scenic character (see Appendix J [Appendix J is applicable to NFS lands only]). All management actions will maintain or move toward the assigned SIOs (see Appendix A, Map A-8).

VRM-8: To the extent practicable and consistent with the protection of BENM objects, restore natural visual contrasts remaining from past land uses that are inconsistent with VRM classes and SIOs.

VRM-9: Agencies will collaborate with the BEC when developing a night skies management plan and soundscapes management plan to mitigate effects from BENM uses, including education about night skies (e.g., celestial observations), unimpeded natural views, soundscapes, culturally important viewsheds, and their importance to BENM and Tribal Nations. The agencies will

seek to work with neighboring federal agencies, such as the NPS, in developing night skies and soundscapes management plans.

VRM-10: Agencies will collaborate with the BEC to survey existing impacts and to identify general trends and specific effects from managed uses within BENM on night skies, soundscapes, and visual resources and identify those that damage or degrade culturally affiliated Tribes' cultural practices requiring darkness and natural viewsapes.

VRM-11: Reclaim landscapes, restore native vegetation, and rehabilitate waterways and riparian areas to enhance natural and historical scenic values that have been significantly degraded.

VRM-12: The following management will be implemented at facilities and agency-permitted actions to manage for the benefit of night skies:

- All lighting will be directed on-site only.
- Artificial lighting will be allowed only when necessary for safety. No broad spectrum or bluish lights will be allowed.
- No permanent lighting will be allowed in Very High or High SIO (USDA Forest Service) and VRM Class I and VRM Class II areas (BLM).
- Motion-activated lighting will be used when feasible.
- Sodium lamps will be used to the extent possible to reduce atmospheric scattering.
- Shielding and aiming of all lights will be required.

2.3.3 Built Environment

As described in the 2022 BEITC LMP,

Native people have constructed culturally meaningful features on the land, often in the vicinity of notable natural landmarks. Archaeological sites, the physical remains of where people once lived, are found throughout the Bear's Ears region. All Tribal Nations that are part of the BEITC have always had respect for places that were used by all ancestors, regardless of whether there is a direct cultural affiliation to individual sites. (BEITC 2022)

In addition to archaeological sites, other resources considered in the Approved RMP are human constructs. For this reason they have been included in this section.

2.3.3.1 CULTURAL RESOURCES (CUL)

2.3.3.1.1 Goals and Objectives

- Work with the BEC and Tribal Nations to identify and evaluate properties of cultural significance, TCPs, American Indian sacred sites, cultural landscapes, trails, Traditional Indigenous Knowledge about cultural landscapes, and traditionally significant vegetation and forest products (FLPMA Sections 103I, 201(a), and 201(c); NHPA Section 110 (a); Archaeological Resources Protection Act [ARPA] Section 14 (a)).
- Preserve and protect cultural resources and ensure that they are available for appropriate uses by present and future generations (FLPMA Sections 103(c), 201(a), and 202(c); NHPA Section 110(a); ARPA Section 14(a)).
- Seek to reduce imminent threats and resolve potential conflicts from natural or human-caused deterioration or from other resource uses (FLPMA Section 103(c) and NHPA Sections 106 and 110(a)(2)).

- Ensure that BENM resources important for cultural and traditional needs, as well as for subsistence practices and economic support of Tribal communities, are available and sustainable.
- Ensure cultural resources, including sacred sites, plant populations and communities, and sacred landscapes are managed in accordance with applicable law, executive orders, policy, and other applicable directives. Management actions should preserve or enhance their ecological condition, setting for solitude, privacy, quiet, and scenic character of the cultural landscape of BENM.
- Agencies will collaborate with the BEC and Tribal Nations to identify and evaluate properties of cultural significance, such as sacred sites, cultural landscapes, and TCPs, and to develop priorities for cultural surveys and inventories.
- Manage BENM natural resources such as water, wildlife, plants, trees, and other resources to support cultural uses by culturally affiliated Tribal Nations.

2.3.3.1.2 Management Directions

CUL-1: A cultural resources management plan (CRMP)/historic property plan (HPP) will be developed within 2 years of the completion of the Approved RMP in coordination with the BEC and other culturally affiliated Tribal Nations. The CRMP/HPP will include site-specific, implementation-level direction to effectively manage uses while protecting the integrity of cultural resources and recognizing the interrelatedness of the cultural landscape in an earth-to-sky-based framework. The CRMP/HPP will include the following:

- Management tools and methods that include, where appropriate, Tribal protocols for identifying and evaluating cultural resources in collaboration with the BEC and Tribal Nations, including TCPs, Tribal Nations' sacred sites, cultural landscapes, Traditional Indigenous Knowledge about cultural landscapes and traditionally significant plants, wildlife, minerals, and tree species.
- A timeline for the completion of priority cultural and historic resource inventories in collaboration with the BEC and Tribal Nations.
- Annual survey requirements, using Western scientific and Indigenous methodologies, developed in collaboration with BEC.
- A monitoring and stabilization plan for cultural resource sites. In collaboration with the BEC, identification of criteria and risk factors for sites and areas, including, but not limited to, areas currently receiving visitation or that are impacted by visitation, grazing, climate change, and vegetation management. Identification of mitigation measures, including, but not limited to, stabilization, protective measures (e.g., fences and/or surveillance equipment), grazing limits, exclosures, avoidance, protection of the water table, education, or interpretation.
- Coordination with the BEC and Tribal Nations, consulting parties, and recreational and volunteer groups to assist with monitoring, education, and interpretation.
- A schedule for resource rest, including cultural sites, created in collaboration with Tribal Nations. Collaborative management meetings and activities will respect ceremonial times of the year and respect rest for BEC and Tribal representatives.
- A collaborative strategic plan by the Tribes of the BEC, the BLM, and USDA Forest Service to jointly identify funding to conduct cultural resource inventories.
- Agencies will collaborate with the BEC and Tribal Nations to identify and develop management strategies to protect, restore, and maintain culturally significant resources, such as sacred sites, TCPs, plant communities and gathering areas, wood gathering

locations, and springs. This may include co-stewardship of certain plant resources, pursuant to Traditional Ecological Knowledge and traditional cultural practices of the Tribal Nations of the BEC.

- During implementation-level planning, agencies will collaborate with the BEC to develop a database with maps for fire-sensitive cultural resources (including wildlife and plants associated with cultural practices) and make it available for fire management, fuels reduction planning, and resource protection during fire management activities.
- The agencies will work with Tribal Nations to create a comprehensive agreement to assist with efficient repatriation of Indigenous human remains and cultural items under NAGPRA. Consistent with federal law, this agreement should be guided by Traditional Indigenous Knowledge regarding the proper care of ancestral human remains, including ancient human remains. The agreement should reflect Tribal values. Human ancestral remains should remain in place where found and should generally not be disinterred or disturbed. This may require agencies to establish barriers preventing the public from coming into contact with ancestral remains, including paleoanthropological remains. All remains discovered in BENM should be evaluated on a case-by-case basis in collaboration with Tribal Nations, the BEC, and the appropriate cultural advisors from each Tribe. Upon discovery of ancestral human remains in BENM, the appropriate Tribal Nations and the BEC should be notified immediately, as per federal law.

CUL-2: The agencies will collaborate with the BEC to develop management direction for Public Use (Developed) sites. The agencies will consult with the BEC, Tribal Nations, the MAC, and the public, as appropriate, to add or remove sites to this list as necessary.

The following cultural sites will be allocated as Public Use (Developed) because they are currently managed as Public Use sites and are currently subject to high visitation:

- Newspaper Rock
- Shay Canyon
- Butler Wash Developed Roadside
- Mule Canyon Kiva
- River House
- Butler Wash Panel
- Arch Canyon Great House complex
- House on Fire
- Moon House
- Doll House
- Hole-in-the-Rock Trail
- San Juan Hill
- Butler Wash Dinosaur Tracksite
- Lower Butler Wash Panel
- Salvation Knoll
- Dry Wash Caves
- Sand Island Upper and Lower Panels

CUL-3: Agencies will manage cultural resources for present and future generations in collaboration with the BEC as they relate to scientific, educational, recreational, and traditional Tribal uses of these cultural landscapes.

CUL-4: Agencies will collaborate with the BEC and Tribal Nations to either stabilize ancestral sites with standing architecture or allow them to complete their natural life cycles, where appropriate. Stabilization will only be considered for sites where it is necessary to protect site values, as determined through collaboration with the BEC and Tribal Nations and in consultation under 54 USC 306108 and the implementing regulations at 36 CFR 800.

CUL-5: Cultural resources that are eligible for the NRHP, including archaeological sites, historic sites, cultural landscapes, districts, and TCPs that are managed according to NHPA, will continue to be maintained and managed to preserve their NRHP characteristics and integrity of location, design, setting, materials, workmanship, feeling, or association.

CUL-6: To ensure cultural resources, including sacred sites, traditional use plant populations and communities, and sacred landscapes, are managed appropriately, agencies will collaborate with the BEC and Tribal Nations to implement management actions to preserve or enhance their condition; setting for solitude, privacy, and quiet; ecological status; and scenic character. Seasonal attributes will be incorporated in management actions, where applicable, that reflect Tribal Traditional Indigenous Knowledge around seasons, such as rest.

CUL-7: To enhance cultural resources' resilience to fire, wildfire protection activities and fuels management projects will implement techniques and outcomes that incorporate Traditional Indigenous Knowledge to benefit cultural resources preservation and resiliency.

CUL-8: In collaboration with the BEC and Tribal Nations, identify appropriate measures to protect cultural resources, as appropriate, from deterioration due to natural forces, visitation, or authorized or unauthorized use.

CUL-9: Agencies will proactively manage sites to protect cultural resources, to the extent possible, from effects that might be accelerated by climate change (such as wildfire), as appropriate, in collaboration with the BEC and Tribal Nations.

CUL-10: Agencies will collaborate with the BEC and Tribal Nations so that Tribal perspectives and traditional knowledge become integral components of BENM management actions and decisions, where applicable.

CUL-11: Agencies will collaborate with the BEC to facilitate educational opportunities within Tribal communities with youth groups, elders, or other similar groups, including coordinating on the development of facilities.

CUL-12: Agencies will provide Tribal Nations and affected communities that maintain cultural or religious ties to BENM use and access to sacred sites, cultural landscapes, and traditionally significant vegetation and forest products consistent with the protection of BENM objects and to the extent practicable by law.

CUL-13: Agencies will collaborate with the BEC to identify sites where recreational visitation may be causing an impact and address those impacts, including educating recreational visitors about Indigenous descendant community connections to BENM cultural resources and etiquette to avoid or limit impacts to cultural resources, and, where necessary, controlling and/or limiting recreational visitation.

CUL-14: Agencies will collaborate with the BEC on appropriate interpretation and education of the public about cultural resources as part of a living landscape, as objects of BENM, and their connections to descendant communities.

CUL-15: Agencies will provide opportunities for volunteers to partner with the agencies and the BEC to identify, study, and monitor sites. This will include partnering with the USDA Forest Service Heritage Program, Tribal Nations, and volunteer organizations.

CUL-16: Agencies will collaborate with the BEC and Tribal Nations to identify cultural resource management projects or settings that provide educational opportunities for Tribal youth.

CUL-17: Agencies will collaborate with the BEC and Tribal Nations to identify cultural resources on BENM that might be recognized only by those who know traditional practices and develop management strategies to protect them, according to Traditional Indigenous Knowledge and Tribal expertise.

CUL-18: Agencies will meet semiannually with Tribal Nations to collaborate, partner, and ensure that important resources or places are available for Tribal use, consistent with applicable law, and are protected from authorized and unauthorized uses.

CUL-19: Agencies will keep all sensitive cultural information confidential and safeguarded from public release to the extent allowed by law. This includes locations of cultural resource sites, traditional beliefs, LiDAR data, and cultural and traditional activities.

CUL-20: To ensure the BEC and Tribal Nations and their representatives can conduct ceremonial activities and gatherings in private, agencies will collaborate with the BEC in identifying temporary closures or use restrictions as needed.

CUL-21: Tribal access to culturally valued BENM resources will be consistent with the Religious Freedom Restoration Act and other applicable laws. Collection of BENM resources will not be prohibited where such prohibition constitutes a substantial burden on religious practices.

CUL-22: Protective measures will be established and implemented in collaboration with the BEC and other culturally affiliated Tribal Nations for sites, structures, objects, and traditional use areas that are important to Tribal Nations with historical and cultural connections to the land to maintain the viewsheds and intrinsic values, as well as the auditory, visual, and aesthetic settings of the resources.

Protection measures for undisturbed cultural resources and their natural settings will be developed in compliance with regulatory mandates and in collaboration with the BEC. Coordinate with the BEC, Tribal Nations, and county and state law enforcement to identify areas that will benefit from increased law enforcement efforts to protect cultural sites and historic properties.

CUL-23: The agencies, in collaboration with the BEC and Tribal Nations, will proactively reduce hazardous fuels or mitigate the potential hazard around cultural sites, including archaeological sites that are susceptible to destruction from prescribed burns. Management response to fire will follow guidelines described in Section 2.3.3.4 and in current implementation-level fire management planning documents. Hazardous fuels mitigation and fire mitigation will use traditional Tribal methods where feasible.

CUL-24: Unauthorized use of domestic pets and pack animals will not be allowed in cultural resource areas (including archaeological resources) except for historic roads and trails. Where

problems occur, the agencies will evaluate posting signs to notify visitors of restrictions and explore protective measures.

CUL-25: Protective measures related to potential recreation impacts include the following:

- Camping will not be allowed within archaeological sites and other cultural resource sites. Campfires will not be allowed in archaeological sites. An exception may be made to allow campfires in archaeological sites for culturally affiliated Tribes to accommodate Tribal Nations' traditional, medicinal, and ceremonial purposes and practices.
- Ropes and climbing aids (e.g., bolts, fixed anchors, webbing) will not be allowed to access archaeological resources and other cultural resources unless done for scientific purposes in accordance with an agency-issued permit or to address an emergency. Agencies will collaborate with the BEC on proposed permits for scientific purposes.
- UAS landings/takeoffs in archaeological and cultural resource sites will be allowed only when specifically authorized by the agencies after collaboration with the BEC.
- No entry by visitors will be allowed into the interior rooms of standing structural sites, except those structures specifically identified as open to entry. Where practicable, standing structural sites will be signed to indicate this restriction. Entry will be restricted to permitted access for scientific purposes, administrative access (either Tribal or agency), or emergencies.
- Agencies will consult with the BEC and Tribal Nations to identify seasons for closure for culturally significant areas as appropriate to allow for resource rest and to provide for traditional and ceremonial uses.

CUL-26: The agencies will conduct Class III (intensive-level) cultural resource inventories in a manner that complies with Section 110 of the NHPA and Section 14 of ARPA and will collaborate with the BEC to identify funding and gather information on the importance of cultural resources to Tribal Nations and other culturally affiliated Tribal Nations, including ethnographic work and traditional knowledge, culturally appropriate documentation, recognition of important traditional use areas, and culturally important plants. Agencies will also collaborate with the BEC on the prioritization of information gathering and the appropriateness of information sharing.

CUL-27: Agencies will collaborate with the BEC to identify which additional cultural resources sites will be prioritized for allocation to uses through area- or resource-specific implementation-level plans to be completed prior to the broader CRMP/HPP. Any other cultural resources will be allocated in the CRMP/HPP. Based on levels of use, type of site, and sensitivity of sites, as determined in collaboration with the BEC and Tribal Nations, sites will be categorized as Developed Public Use, Undeveloped Public Use, Scientific Use, Traditional Use, or Public Use (Undeveloped).

CUL-28: When identified by the BEC or Tribal Nations as necessary for ceremonies and gatherings, agencies will implement actions to minimize potential conflicts with other resource uses that could interfere with ceremonies and gatherings. Sensitive cultural information will be kept confidential and safeguarded from release to the extent allowed by law.

2.3.3.2 CROSS-CULTURAL EDUCATION AND OUTREACH (CRO)

2.3.3.2.1 Goals and Objectives

- Ensure that Traditional Indigenous Knowledge and Tribal Nations' ways of knowing are given equal consideration with knowledge derived from a Western scientific paradigm by incorporating Tribal expertise when designing research and educational programs for BENM.

- Ensure the protection of cultural resources, including those associated with Tribal Nations as well as other occupants of the landscape.
- Establish a reciprocal relationship between Tribes and federal land managers regarding sharing of Traditional Indigenous Knowledge with information collected within a Western scientific paradigm.
- Implement education and interpretation to provide the public with a greater respect and understanding of the importance of BENM and the connections between descendant communities and the cultural landscapes of BENM.
- Incorporate Traditional Indigenous Knowledge in the following ways:
 - Consider the intergenerational connection of those that came before and those that have yet to come to this landscape and the responsibility of land management to these generations.
 - Recognize the sacred responsibility to and relationship with the landscape; facilitate access for repatriation to the landscape for communities with ancestral connections to BENM.
 - Acknowledge humans and human actions as part of nature and natural processes with honorable and respectful harvest of resources traditionally used by Indigenous communities as a part of reciprocity-based land management consistent with protection of BENM objects.

2.3.3.2.2 Management Directions

CRO-1: Collaborate with Tribal Nations to develop interpretive messages and educational materials that tell the history of BENM from the Tribal Nations' perspective and their relationship to these sacred lands.

CRO-2: Collaborate with the BEC to develop a comprehensive interpretation and cross-cultural education plan or plans for BENM. The interpretive plan(s) will follow BLM and USDA Forest Service guidelines and define the BLM's and USDA Forest Service's overall interpretation and education vision, goals, themes, strategies, and opportunities. The plan(s) will include a long-range implementation strategy that includes partnership development, staffing needs, and program costs.

CRO-3: Highlight BEC Tribal Nations' connections to distant areas visible in BENM; culturally important plants; culturally important vantage points; high interest or unique geological, paleontological, biological, archaeological, or historical features for public information; and, as appropriate, develop interpretive information for these sites.

CRO-4: Coordinate with the MAC and local government during implementation-level development of plans, including interpretive plan(s).

CRO-5: Collaborate with the BEC for the development of an interdisciplinary Traditional Knowledge Institute under the collaborative management of Tribal Nations and federal agencies with the following emphasis areas:

- A natural history program that may include traditional Indigenous perspectives on plants, animals, geology, paleontology, astronomy, and water resources, as well as a BENM catalog that includes Tribal Nations' names, traditional uses, and narratives surrounding natural resources in the area. This catalog will help preserve Traditional Indigenous Knowledge and, as appropriate, serve as a foundation for educational programs and interpretation throughout BENM.

- Curriculum development with an emphasis on Traditional Indigenous Knowledge. Scientific data that are generated in BENM will be used to create curricula and provide Traditional Indigenous Knowledge for educational purposes. Curricula will be reviewed by individual Tribal Nations to be shared outside of their communities so that culturally sensitive information is not made public.
- Develop opportunities to engage Tribal youth in the culture and traditions of the Bears Ears landscape as well as the protection and management of BENM to cultivate a shared understanding of BENM's context and a shared stewardship of its resources.
- Collaborate with the BEC for the development of a cultural ranger program that emphasizes a Traditional Indigenous Knowledge approach to the cultural landscape. This program will be open to Tribal members and will support site monitoring and training of site stewards.
- In collaboration with the BEC, develop training for agency employees about specialized knowledge and issues important to Tribes of the BEC, such as cultural sensitivity protocols, Tribal legal rights, treaty obligations, Tribal sovereignty, traditional Indigenous perspectives on BENM, and the application of Traditional Indigenous Knowledge in management decision-making.
- Collaborate with the BEC to facilitate educational opportunities at BENM with Tribal communities, youth, elders, or other similar groups, including the development of a Tribal learning center and learning spaces and places such as the Kigalia Guard Station.
- Collaborate with the BEC to develop agency training opportunities for members of Tribal Nations on land management topics, including, but not limited to, NEPA, lands and realty, cadastral surveys, wildfire and fuels management, and heritage resources for better understanding of federal processes.

CRO-6: Collaborate with the BEC and local governments in the consideration of the need for and location of a visitor center or visitor centers as part of future implementation-level planning.

CRO-7: Collaborate with the BEC to provide educational outreach and interpretation of terrestrial and aquatic wildlife, including species of traditional importance to Tribal Nations.

CRO-8: Collaborate with the BEC to identify opportunities to educate the public about the importance of the soundscape to protect BENM objects and etiquette regarding the respectful use of the land and minimizing additional noise.

CRO-9: Collaborate with the BEC to create interpretive materials that highlight Tribal Nations' connections to distant areas visible from vantage points within BENM.

CRO-10: Collaborate with the BEC to provide educational outreach and interpretation about paleontological resources, including the importance of their protection and preservation.

CRO-11: Collaborate with the BEC to develop an interpretation plan. An emphasis will be educating recreational visitors on respectful visitation to cultural sites and protecting BENM objects. The agencies will also seek to work with neighboring federal agencies, such as the NPS, in development of an interpretation plan.

CRO-12: On-site interpretation will mostly be confined to cultural sites allocated for Public Use (Developed) and areas managed as Front Country, Passage, and Outback Zones. The agencies will collaborate with the BEC to identify themes and stories that the Tribal Nations want to convey to visitors but will primarily focus on information regarding cultural and natural resources protection. The interpretation plan will also identify methods (e.g., signs, printed materials, audio-visual

methods) appropriate for each Sub-Area to educate the public about culturally significant plants, BENM objects, and Leave No Trace practices. Provide for universal design (e.g., inclusion of Indigenous languages in exhibits and accessibility, as applicable) to the extent practicable and consistent with the protection of BENM objects.

Physical infrastructure to support interpretation will be emphasized in the Front Country Zone.

Interpretation in areas managed as the Remote Zone without recreational development and/or motorized access will be off-site interpretation unless on-site guidance is required to address impacts to BENM objects.

The BLM will work with the BEC to develop an interpretive plan specific to the Cedar Mesa Management Area. The emphasis for interpretation and education will be via Individual Special Recreation Permits and off-site means for the Remote Zone.

CRO-13: Use on-the-ground presence (agencies' rangers, Tribal ranger programs, site stewards, volunteers) as a tool to protect public lands, protect BENM objects, and provide visitor education regarding the proper care and stewardship of the cultural landscape. Collaborate with Tribal Nations to engage and, where feasible and in accordance with applicable law, contract Tribal site stewards and volunteers to assist with public engagement.

2.3.3.3 AIR QUALITY (AIR)

2.3.3.3.1 Goals and Objectives

- Protect and enhance air quality and air quality-related values (e.g., visibility) by ensuring that all authorized uses on public lands comply with and support federal, state, and local laws and regulations for protecting air quality.
- The Clean Air Act gives Class I areas special air quality and visibility protection. Recognizing this special protection, the agencies will collaborate with the NPS to limit adverse impacts to air quality and visibility in Class I airsheds.
- Minimize fugitive dust within BENM by enacting management as appropriate to protect soil resources and minimize erosion.
- Incorporate Traditional Ecological Knowledge and Tribal expertise of the BEC and Tribal Nations to protect air quality as a culturally important value of the BENM cultural landscape along with best available science to monitor, protect, and enhance air quality and air quality-related values (e.g., visibility) to maintain visual resources and dark night skies priorities and values identified in the 2022 BEITC LMP.

2.3.3.3.2 Management Directions

AIR-1: Manage emissions and discretionary actions in BENM to enhance air quality; maintain wilderness character for designated wilderness; and to protect BENM objects.

AIR-2: Agencies will collaborate with the BEC in identifying opportunities for climate change resiliency, in accordance with climate change research and Traditional Indigenous Knowledge, wherever practicable.

AIR-3: Manage emissions and discretionary actions in BENM to ensure compliance with state and federal air quality standards.

AIR-4: Collaborate with the BEC, Tribal Nations, local and county governments, and local communities to protect and enhance air quality within BENM.

AIR-5: In collaboration with Utah Division of Air Quality, the EPA, the BEC, and Tribal Nations, the agencies will implement applicable federal and/or state air pollution laws, regulations, and plans; emission controls; and site-specific mitigation measures, as appropriate, to reduce emissions and enhance air quality. This includes, but is not limited to, emissions of pollutants like methane.

AIR-6: Agencies will collaborate with the BEC, Tribal Nations, and Utah Department of Environmental Quality to time and implement prescribed burns in conjunction with meteorological conditions to minimize smoke impacts, particularly to sensitive receptors.

AIR-7: Agencies will comply with Utah Administrative Code R307-205, which prohibits the use, maintenance, or construction of roadways without taking appropriate dust abatement measures.

AIR-8: The agencies will comply with the Utah Smoke Management Plan, which requires reporting size, date of burn, fuel type, and estimated air emissions from each prescribed burn. Collaborate with the BEC and Tribal Nations to ensure that prescribed burns are conducted in a way that is culturally appropriate, including seasonal appropriateness.

AIR-9: The agencies will manage emissions to prevent adverse impact to air quality in Class I airsheds.

AIR-10: Agencies will collaborate with the BEC, Tribal Nations, NPS, and other state and federal agencies to develop air quality assessment protocols to address cumulative impacts of haze and other airborne pollutants to visibility and regional air quality. Agencies will collaborate with the BEC and Tribal Nations to ensure that air quality assessment protocols are conducted in a way that is culturally appropriate, including seasonal appropriateness, and consistent with the cultural resources implementation plan.

AIR-11: Agencies will collaborate with the BEC, Tribal Nations, and the Utah Airshed Group to manage emissions from wildland and prescribed fire activities.

AIR-12: Agencies will consider special requirements to reduce potential air quality impacts on a case-by-case basis in processing land use authorizations.

AIR-13: Project-specific analyses will consider use of quantitative air quality analysis methods (e.g., emissions inventory or modeling), when the project has substantial emissions as determined by the agencies, in collaboration with the BEC, Tribal Nations, and state and federal agencies.

2.3.3.4 FIRE MANAGEMENT (FIRE)

2.3.3.4.1 Goals and Objectives

- Firefighter and public safety are the primary goals in all fire management decisions and actions. The agencies, in collaboration with the BEC and Tribal Nations, will implement a consistent, safe, and cost-effective fire management program through appropriate planning, staffing, training, and equipment.
- Fires will be managed to account for firefighter and public safety and protect benefits and values that are consistent with the protection of BENM objects.
- Fuels will be proactively managed by the agencies in collaboration with the BEC in BENM to protect BENM objects.

2.3.3.4.2 Management Directions

FIRE-1: Agencies will collaborate with the BEC and Tribal Nations when planning fuels treatments in the appropriate conditions and areas to protect BENM objects.

FIRE-2: Through implementation-level fire management planning, fire management objectives and actions will be established for every area with burnable vegetation, based on sound science and Traditional Indigenous Knowledge, with consideration of other resource objectives.

FIRE-3: Agencies will coordinate with the BEC, Tribal Nations, and state and local government in developing implementation-level fire plans.

FIRE-4: Agencies will collaborate with the BEC to protect culturally modified trees during vegetation treatments and fire suppression, as practicable.

FIRE-5: Emergency Stabilization and Rehabilitation and restoration efforts following wildfires will be implemented to protect and sustain resources, including cultural resources, public health and safety, and community infrastructure.

FIRE-6: The agencies will work with the BEC, other partners, and impacted groups and individuals to reduce risks from wildfires to communities and to restore ecosystems.

FIRE-7: Wildland fire will be used to protect, maintain, and enhance resources and, when possible, will be allowed to function in its natural ecological role.

FIRE-8: Appendix I identifies the different fire management allowed for BLM-administered lands on BENM (Appendix I is applicable to BLM-administered lands only).

FIRE-9: The agencies will use best and current available tools, including Traditional Indigenous Knowledge, sound science, and the Wildland Fire Decision Support System, in making strategic and tactical decisions for fire incidents.

FIRE-10: Agencies, in collaboration with the BEC, will protect and/or enhance culturally important plant populations and communities during vegetation treatments.

FIRE-11: Protection of human life will be the primary fire management priority. Establishing a priority among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources will be based on human health and safety, the values to be protected, and the costs of protection. In addition to protecting human life, fire management decisions and actions will consider the following:

- Protection of cultural resources and/or cultural landscapes.
- Maintaining existing healthy ecosystems and environmental and ecological resources.
- High-priority subbasins or watersheds, including watersheds that are impaired or that support important natural or cultural resources.
- Habitat, connectivity, and migration needs of threatened, endangered, or special status species, including culturally important species.
- Protection of riparian, wetland, and water resources will be a priority.
- Agencies will avoid the construction of fire lines within 50 feet of all riparian, wetland, and water resources; critical habitat; and cultural sites unless necessary to protect human life and/or BENM objects.

- Foam retardant or any other chemical spraying will not be used for fire suppression within 300 feet of perennial waterbodies (riparian areas, wetlands, springs) except for protection of human lives. Potential damage to other ecological or cultural resources should be considered when using foam retardant.
- Where practicable, wood/biomass generated by vegetation treatments will be made available for Tribal and public use.
- Protection of recreation sites.
- Protection of property.

FIRE-12: Wildfires may be managed to meet resource objectives. When the following resources and values may be impacted, and there are no reasonable resource protection measures to protect such resources and values, then wildfires may be suppressed:

- Areas known to be highly susceptible to postfire cheatgrass or invasive weed invasion.
- Important terrestrial and aquatic habitats.
- Habitat connectivity and migration corridors.
- Riparian habitat.
- Non-fire-adapted vegetation communities.
- Sensitive cultural resources.
- Areas of soil with high or very high erosion hazard.
- Administrative sites.
- Developed recreation sites.
- Communication sites.
- Traditional use sites that might be vulnerable to damage from fire.
- Areas of special cultural significance to Indigenous communities that will be vulnerable to damage from fire.
- Fire management in areas of traditional use that might be vulnerable to fire will be identified by the BEC and will emphasize Traditional Indigenous Knowledge and traditional techniques.

FIRE-13: Initial attack and fire suppression:

- Heavy equipment will not be used in riparian areas unless necessary to protect human life, property, and/or BENM objects.

2.3.3.5 HEALTH AND SAFETY (HEALTH)

2.3.3.5.1 Goals and Objectives

- Agencies will strive to ensure that human health and safety is maintained on public lands.

2.3.3.5.2 Management Directions

HEALTH-1: Use, transportation, storage, and disposal of hazardous materials will comply with applicable federal and state laws. Use of pesticides and herbicides will be used only in accordance with their registered uses and within limitations imposed by agency guidance, developed in collaboration with the BEC.

HEALTH-2: Agencies will collaborate with the BEC to effectively manage hazardous risks on public lands to protect the health and safety of public land users, stewards, and wildlife; protect natural, environmental, and cultural resources; minimize future hazardous and related risks, costs, and liabilities; and mitigate physical hazards in compliance with all applicable laws, regulations, and policies.

HEALTH-3: Agencies will collaborate with the BEC, Tribal Nations, federal and state agencies, and county and local governments in planning and implementing search and rescue operations. Emergency situations such as search and rescue operations will be prioritized as necessary to provide for the protection of the health and safety of public land users to the extent possible.

HEALTH-4: Agencies will collaborate with the BEC to ensure that human health and safety concerns on the public lands they manage are appropriately mitigated.

HEALTH-5: The agencies will work with the BEC, Tribal Nations, and other partners to identify and address physical safety and environmental hazards at all abandoned mine land sites on public lands.

HEALTH-6: The agencies will collaborate with the BEC to identify and clean up unauthorized disposals and other areas in BENM.

HEALTH-7: The BEC and the agencies will collaborate to identify and monitor potential radioactive contamination in BENM, including monitoring of vegetation, fish and wildlife, and water quality. Where radioactive contamination is detected, appropriate mitigation measures will be identified by the agencies, in collaboration with the BEC, at the implementation stage.

2.3.3.6 LANDS AND REALTY (LAR)

2.3.3.6.1 Goals and Objectives

- Ensure lands and realty actions are consistent with the protection of BENM objects.

2.3.3.6.2 Management Directions

LAR-1: On BLM-administered lands, ROW open areas (5,477 acres) will include the following (see Appendix A, Map A-9):

- Utah State Route (SR) 95
- Utah SR-162
- Utah SR-261
- Utah SR-275
- Utah SR-276
- Utah SR-316
- Portion of Indian Creek Management Area that overlies the Front Country Zone

ROW exclusion areas (597,624 acres) will include the following (see Appendix A, Map A-9):

- Designated wilderness
- WSAs
- All suitable WSR segments classified as wild or scenic
- Indian Creek ACEC and Valley of the Gods ACEC (excluding highway access portals [56 acres])

- Lands managed for wilderness characteristics
- All areas managed as VRM Class I

The rest of the BLM-administered lands in BENM will be ROW avoidance (472,017 acres) (see Appendix A, Map A-9).

LAR-2: On NFS lands, ROW (Special Use) exclusion areas will be applied to designated wilderness.

Other NFS lands within BENM will be USDA Forest Service Special Use Authorization avoidance areas (see Appendix A, Map A-9).

LAR-3: Retain the following existing designated corridors:

- U.S. Highway 163 Corridor
- U.S. Highway 191 Corridor

Do not designate new corridors.

LAR-4: To request a ROW or SUP within an avoidance area, an applicant will be required to meet the following criteria:

- The extent of the ROW or SUP will be the minimum necessary to achieve the ROW or SUP purpose.
- The applicant can demonstrate that there is no practicable or reasonable route outside of the area.

The proposed ROW or SUP will be consistent with protecting BENM objects.

LAR-5: Issuance of SUPs on NFS lands will be allowed throughout BENM if consistent with federal regulations found at 36 CFR 251 and protecting BENM objects.

Consideration of SUPs will be done in coordination with the BEC.

LAR-6: Per BLM Manual 6330, USDA Forest Service Manual 2300, and Congressional action, WSAs and wilderness areas will be exclusion areas for any ROWs (FLPMA Section 501(a)). As per *State of Utah v. Andrus*, October 1, 1979 (Cotter Decision), the BLM will grant reasonable access to state lands for economic purposes on a case-by-case basis, consistent with the protection of BENM objects.

LAR-7: Subject to valid existing rights, BENM is withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws or laws applicable to the BLM and USDA Forest Service 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 BENM.

LAR-8: No commercial development of wind and solar energy will be allowed within BENM. Small developments needed to power facilities used to manage BENM will be allowed on a case-by-case basis in collaboration with the BEC and in accordance with applicable law, such as the small solar array that powers the Kane Gulch Ranger Station.

LAR-9: Filming that causes an appreciable disturbance to BENM resources or takes place in Tribal Nations' sacred sites will be prohibited.

Filming will be allowed in accordance with applicable laws and in collaboration with the BEC in other circumstances, provided the following criteria are met:

- Filming may not extend beyond 14 consecutive days.
- Cast and crew will number no more than 20 people.
- Vehicles will number no more than 12.
- There will be no set construction.
- The project will not involve use of pyrotechnics or explosives more than a campfire in an appropriate setting.
- The project, if it involves use of livestock, will provide certified weed-free feed for those animals and will include provisions for containment and/or capture of animals.
- The project will not involve extensive restriction of public access.

Criteria for use of motorized aircraft (e.g., helicopter, fixed wing, hot air balloons, UASs) will be as follows:

- Use of aircraft in an area with wildlife concerns will be allowed if a survey or inventory by an approved biologist demonstrates that animals are not present or, if animals are present, aircraft use is not proposed for more than 1 day and does not exceed the frequency of two projects per 30-day period.
- Use of aircraft in areas with high recreational use, WSAs, or areas close to residences is proposed for no more than 2 days and does not exceed the frequency of three 2-day projects per 30-day period.
- Aircraft use proposed within 0.5 mile of any designated campground will be during low-use times.

LAR-10: Additional minimum impact filming criteria for WSAs on BLM-administered lands are as follows:

- If the WSA is designated as wilderness during ongoing filming, the filming will cease until the BLM determines whether, and under what criteria, filming may continue.
- The project will not involve the use of more than 20 livestock in these locations, and impacts from livestock can be avoided, mitigated, or reclaimed.
- Vehicles will only be allowed on WSA or designated wilderness boundary roads.
- Filming may not extend beyond 10 days.
- No landings, takeoffs, dropping off or picking up any material or supplies with motorized aircraft, including UASs, will be allowed unless under other permitting authority.

LAR-11: Nothing in this Approved RMP will revoke any existing withdrawal, reservation, or appropriation; however, BENM will be the dominant reservation.

LAR-12: Acquisition of lands or interests therein within BENM will be pursued with willing sellers or by donation where it will provide for the protection of the objects for which BENM was designated. Any acquired lands will be managed as a portion of BENM in the same manner as adjacent lands in BENM unless they require specific management related to the protection of BENM objects.

LAR-13: Agencies will collaborate with the BEC on lands and realty actions, including seasonality and resource rest.

LAR-14: Agencies will work with private landowners on reasonable access as consistent with Proclamation 10285.

LAR-15: ROWs or SUPs may be granted or authorized to access non-federal inholdings so long as such a grant or permit is consistent with the protection of BENM objects and in accordance with federal law.

2.3.3.7 RECREATION AND VISITOR SERVICES (REC)

2.3.3.7.1 Goals and Objectives

- Manage recreation resources while protecting BENM objects, including cultural and natural resources, wildlife habitats, and vegetation.
- In collaboration with the BEC, provide for visitor services, including interpretation, information, and education. Emphasize and educate visitors on Leave No Trace and Visit with Respect practices for all recreation activities throughout BENM.
- Manage recreation to protect human health and safety.
- Consistent with Traditional Indigenous Knowledge, BENM will be stewarded as a sacred place, and visitors should be taught to visit the landscape in culturally appropriate ways. Education of visitors will emphasize the potential impacts of recreational activities and visitation to BENM objects to support management of BENM objects.
- Agencies, in collaboration with the BEC, will carefully manage recreation uses to protect the important cultural value of this landscape for the BEC and Tribal Nations and to respect Tribal Nation traditional uses, values, and perspectives.
- Manage BENM to provide for the protection of natural quiet, where practicable.

2.3.3.7.2 Management Directions

REC-1: Landscape-level management zones will be used to manage visitation and other recreation uses in a manner that will protect BENM objects. The following management zones will be designated (see Appendix A, Map A-10).

- **Front Country Zone (21,407 acres):**
 - **Zone Objectives:** This zone is the primary place within BENM for the agencies, in collaboration with the BEC and other Tribal Nations, to educate visitors about connections to the Bears Ears landscape over millennia, including ongoing and continuing traditional use of the Bears Ears region. Because this zone is located along paved highways and scenic byways, it will be the focal point for visitation and will accommodate the primary visitation infrastructure in BENM. Allowable recreational facilities include parking areas, toilets, interpretation sites, ranger stations, developed campgrounds, overlooks, trails, and related infrastructure needed to manage existing and anticipated uses. Lands and resources close to towns are included to provide for easily accessible recreation and visitation.
 - Campfires will be restricted to metal fire rings.
 - Existing and new developed campgrounds will be allowed in the Front Country Zone. New developed campgrounds will be considered in collaboration with the BEC and must be consistent with the protection of BENM objects.
- **Passage Zone (25,959 acres):**
 - **Zone Objectives:** This zone will contain maintained travel routes used as throughways and access to limited recreation destinations. This zone will provide a less focused and

- developed visitor experience than the Front Country Zone due to the condition of routes and distance from communities.
- In collaboration with the BEC, basic facilities and administrative sites will be provided where necessary for education, interpretation, and protection of BENM objects. Existing developed recreation sites, facilities, and trails will be maintained or improved.
 - New developed campgrounds will be considered in this zone in collaboration with the BEC.
 - Campfires will be limited to fire pans or metal fire rings.
- **Outback Zone (542,361 acres):**
 - **Zone Objectives:** This zone will provide an unsupported backcountry visitor experience that allows for dispersed camping and limited facilities such as backcountry trailheads and educational signage where needed to protect BENM objects. In this zone, the agencies, in collaboration with the BEC, will educate visitors about the enhanced stewardship responsibility to protect BENM objects in the Remote and Outback Zones, where there is less physical infrastructure to protect BENM objects. This zone also allows for motorized and mechanized travel to access backcountry trailheads serving the Remote Zone.
 - New developed campgrounds will be prohibited in the Outback Zone.
 - Recreation facilities such as trails, trailhead markers, toilets and informational kiosks will be allowed only when necessary for the protection of BENM objects.
 - Campfires will be limited to fire pans and metal fire rings unless campfires are otherwise prohibited.
 - **Remote Zone (774,589 acres):**
 - **Zone Objectives:** This zone will provide a natural and undeveloped experience for non-motorized and non-mechanized recreation with an emphasis on protecting the most fragile and least-accessible areas within the cultural landscape through distance from roads and developed trails. Where needed, this protection will be supplemented by permit systems and off-site education. Facilities will be the minimum infrastructure required to protect resources at risk. This zone includes wilderness areas, WSAs, LWC that are managed to protect wilderness characteristics, WSR sections, scenic ACECs, and other unroaded areas outside of special designations.
 - No new sites or facilities will be developed in the Remote Zone. The agencies, working collaboratively with the BEC, could develop and/or designate individual trails and/or a hiking trail system where consistent with protecting BENM objects. Signs will be allowed where necessary to protect BENM objects and public safety.
 - Where not prohibited by Management Area or Sub-Area management, campfires will be limited to fire pans on BLM-administered lands.
 - In addition to the zones above, designate the following Management Areas to provide additional management (see Appendix A, Map A-11) and manage to achieve the recreation objectives as presented in Appendix G (Appendix G is applicable to BLM-administered lands only):
 - Indian Creek Management Area (75,036 acres)
 - San Juan River Management Area (5,343 acres)
 - San Juan Hill Sub-Area (1,693 acres)
 - Cedar Mesa Management Area (341,523 acres)
 - Cedar Mesa Backpacking Sub-Area (34,834 acres)

- Comb Ridge Sub-Area (23,380 acres)
- Arch Canyon Sub-Area (3,344 acres)
- Moon House Sub-Area (318 acres)
- Dark Canyon Management Area (20,665 acres)
- White Canyon Management Area (118,452 acres)
- White Canyon Canyoneering Sub-Area (7,025 acres)
- Natural Bridges Overflow Sub-Area (1,659 acres)
- Valley of the Gods Management Area (34,395 acres)
- Within the identified Management Areas, maintain recreation activities, consistent with protection of BENM objects and, where appropriate, other BENM resources.
- Agencies will collaborate with the BEC in the development of recreation area management plans for BENM Management Areas. These plans could include temporary closure of areas as necessary, including to preclude disturbance during traditional and/or ceremonial uses.
- Lands not identified in the Management Areas above may be designated as a Management Area in the future based on intensity of use and the need to protect BENM objects. The designation of new management areas will be analyzed through the plan amendment process.
- Management Area objectives, management actions, and implementation-level decisions are provided in Appendix G (Appendix G is applicable to BLM-administered lands only).
- Agencies will seek information and advice from the MAC when developing recreation area management plans.

REC-2: Doll House

- No camping will be allowed.
- Unavailable for private and/or commercial use of wood products, including on-site collection of dead wood for campfires.
- Solid human waste must be packed out and disposed of at appropriate facilities.
- Campfires will not be allowed.
- Prohibit visitors inside or on top of archaeological structures. Pets and pack animals will not be allowed.
- The agencies will collaborate with the BEC to ensure that management of Doll House site is consistent with Traditional Indigenous Knowledge and Tribal expertise.

REC-3: Manage recreation to protect BENM objects with the following actions:

- Emphasize Leave No Trace, Tread Lightly, and Visit with Respect visitation, camping, and travel techniques throughout BENM.
- In collaboration with the BEC, the agencies will maintain, reroute, improve, repair, and/or close and rehabilitate disturbed areas.
- Coordinate management of recreation use with the BEC, Tribal Nations, other agencies, and state and local governments to provide public benefits, help assure public safety, and make effective use of staff and budget resources.
- Major developments such as visitor centers will, where practicable, be developed on the periphery of BENM and in or near local communities.

- Agencies will implement resource rest during certain times of the year as informed by Traditional Indigenous Knowledge. Any closures will be done in accordance with applicable law and agency policy.

REC-4: Recreation sites and facilities will be used to encourage visitor stewardship and to support protection of BENM objects, in collaboration with the BEC and consistent with all implementation-level plans.

- Seasonal closures of recreational facilities will be considered to allow for resource rest and/or traditional uses or ceremonies. These seasonal closures will be identified in collaboration with the BEC and Tribal Nations.
- For recreation facilities, the agencies, in collaboration with the BEC, will implement the following management:
 - Provide for universal design (e.g., inclusion of Indigenous languages in exhibits and accessibility, as applicable) to the extent practicable and consistent with the protection of BENM objects.
 - Evaluate specific flood hazards within identified 100-year floodplains.
 - Restrict uses that cause noise levels that create a public nuisance and are inconsistent with future implementation-level plans (e.g., cultural, night skies, soundscapes).
 - New facilities, sites, and trails will be designed to be unobtrusive and meet visual objectives to ensure they do not adversely impact the viewscape and soundscape and are culturally appropriate.
 - Subject to applicable law and valid existing rights, the BLM and USDA Forest Service will remove recreation facilities that do not serve an administrative, public safety, recreational, cultural, or historic purpose or that are not consistent with the protection of BENM objects.

REC-5: Recreation infrastructure that is consistent with the protection of BENM objects will remain available for use. If site-specific impacts exist, recreation infrastructure may be closed or rerouted. Any closures will be identified in collaboration with the BEC and Tribal Nations in accordance with applicable law.

REC-6: The agencies, working collaboratively with the BEC, will monitor impacts from solid human waste to identify whether solid human waste removal needs to be required in any specific areas to protect BENM objects, including cultural resources and wildlife, as informed by Traditional Indigenous Knowledge. If warranted, the agencies may require the removal of solid human waste through adaptive management.

REC-7: Campfire restrictions may be modified due to drought risk, fire risk, and presence of or proximity to BENM objects that could be damaged or destroyed by fire.

REC-8: Grazing is excluded from developed campgrounds, developed trailheads, and cultural sites that are Public Use (Developed). See also Section 2.3.3.9.

REC-9: Dispersed camping:

- The agencies, working collaboratively with the BEC, will inventory, designate, and monitor campsites and areas to help guide and focus visitors to appropriate places. The campsites and areas will be designed to protect BENM objects, including cultural resources, wildlife, and water resources, as informed by Traditional Indigenous Knowledge.

- The agencies, working collaboratively with the BEC, will identify areas through implementation-level planning that are available to dispersed camping and areas that are limited to designated sites.
- No dispersed camping will be allowed within 0.25 mile of surface water, unless in an existing or designated campsite or area.
- No dispersed camping will be allowed within 0.5 mile of a developed recreation area.
- The agencies, working collaboratively with the BEC, will remove and reclaim existing campsites and areas, as necessary, to protect BENM objects, including cultural resources, wildlife, and water resources, as informed by Traditional Indigenous Knowledge.

REC-10: Climbing and roped activities specific management (BENM-wide) (including, but not limited to, sport climbing, traditional climbing, and canyoneering):

- Use physical infrastructure to educate climbers at climbing access points on potential climbing impacts and how to recreate responsibly and/or self-regulate to avoid impacting BENM objects.
- Agencies, in collaboration with the BEC, will work with climbing organizations, Tribal Nations, and SRP holders to increase volunteer monitoring and to educate climbers about the cultural landscape of BENM and cultural resources. If site-specific impacts to BENM objects exist, climbing routes can be closed and access trails and staging areas may be rerouted. The need for closures will be identified in collaboration with the BEC and Tribal Nations. Climbing closures will be identified via physical infrastructure and/or kiosks or signs, in accordance with applicable law.
- Agencies will work with stakeholder and volunteer groups to educate climbers on methods to protect significant natural and cultural resources.
- 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. Agencies will encourage users to install the highest quality hardware to manufacturer specifications.
- Any new climbing or canyoneering routes that require the placement of bolts, anchors, or fixed gear requires approval from the agencies, who will work collaboratively with the BEC to determine whether the route is appropriate to protect BENM objects, including cultural resources and wildlife, as informed by Traditional Indigenous Knowledge. Until a process for approving new routes is established, new routes will be evaluated on a case-by-case basis.

REC-11: Pet management (BENM-wide)

- Pets will be leashed at all times, unless in the lawful pursuit of game. This will not apply during permitted uses such as herding, hunting, search and rescue, and service dogs.
- Pets will not be allowed in the Cedar Mesa Backpacking Sub-Area or the Doll House. Additional areas may be identified by the agencies for pet restrictions, in collaboration with the BEC.
- Pets are prohibited in or at any alcoves, rock writing sites, archaeological sites, or additional sites identified by the agencies, in collaboration with the BEC.
- Pets must not harass or harm wildlife, stock animals, or cattle. Pets must not harass visitors or other visitors' pets.
- Pets are prohibited from swimming in springs and potholes.
- Pet waste disposal requirements will be identical to human waste disposal requirements.

REC-12: Stock use

- Stock users will be required to take all feed (non-germinating, certified weed free) necessary to sustain their animals while traveling in the Monument.
- Loose herding of pack and saddle stock will be prohibited. All stock must be under physical control. When tethered, all stock must be at least 200 feet away from any water source and archaeological sites.

REC-13: Recreational shooting

- Close campgrounds, developed recreation sites, rock writing sites, and structural cultural sites in BENM to recreational shooting. Additionally, recreational shooting will be prohibited in all developed recreation sites and areas under 43 CFR 8365.2-5(a) and 36 CFR 261.10(d) in all portions of the Monument. Where resource, public safety, or other concerns are identified in the future regarding recreational shooting, the agencies will consider additional recreational shooting closures in accordance with Section 4103 of the Dingell Act. This prohibition does not apply to the use of firearms in the lawful pursuit of game.

REC-14: Activities inconsistent with the protection of BENM objects and the Bears Ears cultural landscape, as determined in collaboration with the BEC and in accordance with Tribal expertise and Traditional Indigenous Knowledge will be prohibited in BENM. The public will be prohibited from engaging in the following activities; launching or landing of paragliders, hang gliders, base jumpers, and wing-suit flyers, highlining, geocaching, and rock stacking.

REC-15: As part of the interpretation and cross-cultural education plan, the agencies will, in collaboration with the BEC,

- educate SRP and SUP holders and participants about BENM cultural history and resources, stewardship, visitor etiquette, and ways to respectfully interact with the Monument; and
- develop outfitter and guide training, including cultural awareness of the BENM landscape, for all SRP/SUP-authorized guides.

REC-16: Administer BLM SRPs and USDA Forest Service Recreation SUPs to protect BENM objects, preserve natural resources, manage visitor use, conserve the identified recreation objectives, and provide for the health and safety of visitors.

- All SRPs and SUPs will contain standard stipulations appropriate for the type of activity and will include stipulations necessary to protect BENM objects, reduce user conflicts, minimize health and safety concerns, and encourage respectful visitation within the Monument. Stipulations will be developed in collaboration with the BEC and consistent with protecting BENM objects.
- Permits will include stipulations educating users about the rules and regulations of BENM and applicable penalties and fines for permit violations.

REC-17: Limits on user days and/or numbers of permits issued for BENM, length of permits, number of participants, and appropriate seasons and use areas will be established for SRPs and SUPs in implementation-level planning in collaboration with the BEC.

REC-18: Collaborate with the BEC when creating or updating recreational permit systems.

REC-19: In addition to the requirements for SRPs identified in 43 CFR 2932.11(a), the following activities will require an SRP or an SUP in Management Areas (except where stated):

- Day or overnight use of more than
 - 35 people in the Front Country Zone (group campsites are permitted through recreation use permits),
 - 30 people in the Passage Zone,
 - 25 people in the Outback Zone, or
 - 15 people in the Remote Zone.
- Use of more than 15 riding and/or pack animals.

Consistent with 43 CFR 2932, the Authorized Officer (BLM) retains the discretion to require SRPs due to resource concerns, potential user conflicts, or public health and safety.

Consistent with 43 CFR 2932.12, the Authorized Officer (BLM) also retains the discretion to waive the requirement to obtain an SRP.

REC-20: Allow for non-competitive motorized or mechanized SRP and SUP activities on designated routes only.

Prohibit all motorized or mechanized SRPs and SUPs for activities in the Peavine corridor and in LWCs managed to protect wilderness characteristics.

REC-21: Limit the number of participants and vehicles and duration for motorized or mechanized SRP and SUP activities in crucial bighorn sheep lambing and rutting areas from April 1 to June 15 (lambing) and from October 15 to December 15 (rutting), unless it can be shown that the animals are not present in a specific location or the activity can be conducted so the animals are not adversely impacted.

REC-22: Limit the number of participants and duration for motorized or mechanized SRP and SUP activities in crucial deer and elk winter range from November 15 to April 15, unless it can be shown that the animals are not present in a specific location or the activity can be conducted so the animals are not adversely impacted.

REC-23: Group sizes for motorized SRP and SUP activities will be limited to two groups of 12 vehicles per route per day until implementation-level plans are completed. This limitation may be adjusted through implementation-level planning.

REC-24: SRP and SUP visitation to archaeological resources are limited to Public Use (Developed and Undeveloped) areas or designated trails. Solid human waste must be packed out and disposed of at appropriate disposal facilities.

REC-25: SRPs and SUPs will be required for the launching and landing of hot air balloons.

REC-26: Prohibit competitive motorized events. Non-motorized (mechanized and non-mechanized) competitive events on designated open routes may be considered by the Authorized Officer (BLM) in the Front Country, Passage, and Outback Zones.

REC-27: Agencies will collaborate with the BEC and county, state, and Tribal law enforcement on annual law enforcement strategies and through interim plan reviews to ensure that any management guidelines or prescriptions are followed by visitors to BENM.

2.3.3.8 TRAVEL AND TRANSPORTATION MANAGEMENT (TM)

2.3.3.8.1 Goals and Objectives

- Manage the transportation system in collaboration with the BEC so it provides safe and reasonable access while protecting BENM objects.
- Support a culture of stewardship and conservation of the landscape during travel in BENM.
- Ensure that travel and transportation management facilitate appropriate use and interaction with the cultural landscape of BENM. Ensure the travel network supports education and protection of BENM objects by siting roads and trails in locations that allow the public to better understand the cultural landscape in a manner that is consistent with the protection of BENM objects.

2.3.3.8.2 Management Directions

TM-1: Travel allocations

- BLM closed to OHV travel: 591,185 acres (see Appendix A, Maps A-12 and A-13)
 - With the exception of the following that are OHV closed, BLM-administered lands will be OHV limited:
 - WSAs (381,920 acres)
 - Lavender Mesa ACEC (649 acres)
 - Indian Creek ACEC (3,856 acres)
 - A portion of the San Juan Hill Sub-Area (673 acres)
 - A portion of Outlaw Canyon (1,877 acres)
 - A portion of South Cottonwood Wash near Bluff (844 acres)
 - Three WSR segments (totaling 4,977 acres), including Colorado River Segment 3, Dark Canyon, and San Juan River Segment 5, with the exception of the final 0.2 mile of the Chicken Corners Road
 - BLM-administered lands managed to protect wilderness characteristics (205,594 acres)
- BLM OHV travel limited: 483,917 acres
- BLM open to OHV travel: 0 acre
- USDA Forest Service closed to OHV travel: designated wilderness
- USDA Forest Service limited to OHV travel: all non-wilderness NFS lands
- USDA Forest Service open to OHV travel: 0 acre
- NFS lands will be managed consistent with the Travel Management Rule of 2005 and the Motor Vehicle Use Map. "OHV limited" on NFS lands authorizes OHV travel on designated motorized routes as shown on the current Motorized Vehicle Use Map. All NFS lands are closed to motorized use except for the roads and trails shown on the Motor Vehicle Use Map.

TM-2: Identify the entire BENM as a travel management area for the purposes of future travel management planning. To the extent possible, conduct travel planning cohesively across BENM.

TM-3: Agencies will develop an implementation-level travel and transportation management plan(s) within 5 years. Agencies will coordinate with state and local governments and the BEC and other Tribal Nations on implementation-level travel planning.

TM-4: Designation of new roads or trails for public motorized vehicle use must be limited to routes necessary for public safety or protection of BENM objects. Agencies will collaborate with the BEC on designation of new routes in an implementation-level travel plan and will incorporate Traditional Indigenous Knowledge, as applicable.

TM-5: The system of roads and trails will be well marked to protect BENM objects, promote safety, and minimize conflict among various user groups while accommodating appropriate access.

TM-6: ROWs and SUPs necessary to provide for public and authorized use will be acquired and maintained, consistent with protecting BENM objects.

TM-7: Plan and coordinate the maintenance, improvement, and monitoring of roads and trails with local governments, partners, and volunteers. See TM-8 for definitions of maintenance and improvements.

TM-8: Maintenance: Designated routes could be maintained to meet public health and safety needs and/or to protect BENM objects. Deviations from current route maintenance levels on designated motorized and mechanized routes to provide for public health and safety needs and/or to protect BENM objects will be considered on a case-by-case basis.

Improvements: Improvements to routes, including potential reroutes or alternative alignments to provide for public health and safety needs and/or to protect BENM objects will be considered on a case-by-case basis, in accordance with agency policy. 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, as well as any significant changes in the surface composition of the road or trail.

TM-9: For NFS lands, Administrative Level 1 roads will not be used by the public, except where they are dually designated as motorized trails. Gates or other barriers will be installed to manage use of these Administrative Level 1 roads.

TM-10: Implementation-level travel planning will not designate new motorized and mechanized routes or parking areas, including, but not limited to, in the following areas (unless necessary to ensure the protection of BENM objects or public safety, and in collaboration with the BEC):

- Riparian areas
- Wetlands
- Water resources, including 100-year floodplains, and perennial springs and seeps where monitoring has shown degradation.
- Crucial big game habitat
- Big game fawning and calving habitat
- Sensitive soils

Implementation-level travel management planning will ensure motorized and mechanized routes that parallel or cross streams will be located to protect riparian and aquatic ecosystems as well as road/trail and stream geometry. This includes locating crossings (fords) at points of low bank slope and firm surfaces wherever practicable. Existing trails will be maintained as necessary to protect BENM objects (see Appendix H [Appendix H is applicable to BLM-administered lands only]).

TM-11: Until an implementation-level TMP is completed, for OHV limited areas, OHV route designations in the 2008 Monticello RMP, 2008 Moab RMP, *Canyon Rims (Indian Creek) Travel Management Plan* (BLM 2021), and subsequent NEPA documents (for BLM-administered lands) will remain in effect (see Appendix A, Maps A-12 and A-13). For NFS lands, the current Motor Vehicle Use Map will remain in effect.

TM-12: Until an implementation-level TMP is completed, non-motorized and non-mechanized designations in the 2008 Monticello RMP and 2008 Moab RMP and subsequent BLM travel and transportation management NEPA documents (for BLM-administered lands), as shown in Appendix A, Maps A-12 and Map A-13, and the current Motor Vehicle Use Map, will remain in effect for NFS lands. See Appendix H for a list of designated non-motorized trails (Appendix H is applicable to BLM-administered lands only).

- Maintain existing and designated trails for non-motorized and non-mechanized use, including brushing, tread stabilization, installation of routine signs, markers, culverts, ditches, water bars, gates; placement of recreational, special designation, or information signs; and visitor registers, kiosks, and portable sanitation devices as needed to protect BENM objects. USDA Forest Service will maintain designated trails for their designated use and trail management objective.
- The public will be encouraged to stay on designated or existing trails in BENM.
- The agencies will inventory existing, undesignated trails in BENM.
- The agencies, working collaboratively with the BEC, will designate individual trails and/or a trail system to help guide and focus visitors to culturally appropriate places. The trails will be designed to protect BENM objects, including cultural resources and wildlife, and will be informed by Traditional Indigenous Knowledge. When new trails are designated, redundant trails and social trails will be closed and reclaimed unless retaining them is consistent with the protection of BENM objects.
- To the extent practicable, the agencies will seek input from the MAC and state, local, and Tribal Nations on trail designation.
- The agencies, working collaboratively with the BEC, will identify whether specific areas need to be closed to cross-country non-motorized, non-mechanized travel to protect BENM objects, including cultural resources and wildlife, as informed by Traditional Indigenous Knowledge. All closures will be implemented consistent with applicable laws and agency guidance.

TM-13: In addition to travel management regulations, in OHV limited areas, where the agencies, in collaboration with the BEC and Tribal Nations, determine that OHVs are causing considerable adverse impacts to BENM objects or traditional uses and resources and areas and resource rest important for traditional ceremonies, the agencies will close or otherwise restrict OHV use in such areas. Any closures will be done in accordance with applicable law and agency policy.

- In OHV limited areas, OHV limitations, including seasonal closures of individual routes, will be identified during travel management planning, in collaboration with the BEC, to allow for resource rest and/or traditional uses or ceremonies and to comply with 43 CFR 8342.1 (see Appendix H [Appendix H is applicable to BLM-administered lands only]).

TM-14: Individual Special Recreation Permits will be required for motorized and non-motorized use in Arch Canyon Sub-Area. Permit systems will be developed in collaboration with the BEC and may include, but not be limited to, seasonal limitations and timing restrictions. Motorized events will be prohibited in the Arch Canyon Sub-Area.

TM-15: Mechanized travel (e.g., bicycles) will be limited to routes where OHV use is allowed and to trails specifically designated for mechanized use.

TM-16: For the purposes of this Approved RMP, motorized aircraft include, but are not limited to, fixed-wing aircraft, helicopters, powered paragliders, electric aircraft, and UASs.

- The landings and takeoffs of motorized aircraft in BENM will be managed as follows:
 - On NFS lands, with the exception of administrative or emergency use, landing and takeoff of aircraft will be by permit only.
 - For BLM-administered lands, motorized aircraft are managed as OHVs (43 CFR 8340) when on or immediately over agency-managed lands and waters. Landing and takeoff of motorized aircraft, with the exception of administrative or emergency use, will only be allowed at the Bluff Airport and Fry Canyon Airstrip or on routes designated for such use in the TMP. Unless designated as part of a TMP or at the Bluff Airport and Fry Canyon Airstrip, landings and takeoffs of motorized aircraft will be prohibited elsewhere within BENM.
- The agencies may authorize case-by-case landings and takeoffs of motorized aircraft through formal permitting processes, where the use is beneficial to protecting BENM objects. The agencies will consider the seasonality of use when permitting, in collaboration with the BEC.

TM-17: Acquired lands will be managed consistent with the same OHV area designations of adjoining or surrounding agency-administered lands or as stated in the land transfer decision.

TM-18: Except for emergency or authorized administrative purposes, motorized and non-motorized mechanized vehicle use will be allowed only on roads and trails designated for such use, consistent with the protection of BENM objects.

TM-19: There are no exceptions that allow for cross-country OHV travel for game retrieval or antler gathering.

TM-20: There are no exceptions that allow for cross-country OHV travel for wood gathering.

TM-21: Agencies will coordinate with the BEC, Tribal Nations, UDWR, and Utah Department of Transportation to adapt trails, roads, and OHV routes (i.e., consider wildlife underpass and overpass infrastructure) to allow wildlife movement within existing or potential movement corridors (see Appendix H [Appendix H is applicable to BLM-administered lands only]).

2.3.3.9 LIVESTOCK GRAZING (GRA)

2.3.3.9.1 Goals and Objectives

- Maintain, protect, and restore healthy rangelands.
- Implement livestock grazing management practices to meet standards for rangeland health in a manner that is consistent with the protection of BENM objects.
- Manage grazing to minimize or eliminate intrusion of invasive grass and plant species due to grazing-related activities.

2.3.3.9.2 Management Directions

GRA-1: BENM will be available (BLM)/suitable (USDA Forest Service) for grazing with the following exceptions, which will be unavailable (BLM)/not suitable (USDA Forest Service) for grazing (see Appendix A, Map A-14) (162,217 acres):

- **BLM: (118,908 acres)**
 - **Bridger Jack Mesa**
 - **Lavender Mesa**
 - **Nine side canyons of Butler Wash**
 - **Comb Wash side canyons (Mule Canyon south of SR-95 and Arch, Fish, Owl, and Road Canyons)**
 - **Dark Canyon Plateau Area**
 - **Grand Gulch area (within the canyon) of Cedar Mesa**
 - **Five identified mesa tops (White Canyon area)**
 - **Slickhorn Canyon (within Perkins South Allotment)**
 - **Mikes Mesa**
 - **Chicken Corners**
 - **Lockhart Basin Butte**
 - **Salt Creek – Upper**
 - **South Six Shooter**
 - **North Six Shooter**
 - **Salt Creek Mesa-South**
 - **Tuwa Canyon (Natural Bridges)**
 - **Texas Canyon**
 - **Indian Creek – Lower**
 - **John’s Canyon**
 - **The John’s Canyon pasture will remain unavailable to livestock grazing unless/until the BLM determines that all rangeland health standards are met, at which point the area will be fully available to livestock grazing and be managed in accordance with grazing regulations at 43 CFR 4100.**
 - **San Juan River – Lower**
 - **Butler Wash – Lower 1**
 - **Butler Wash – Lower 2**
- **USDA Forest Service:**
 - **USDA Forest Service portion of Arch Canyon, including Texas and Butts Canyons**
 - **Chippean Allotment**
 - **Woodenshoe Canyon/Trail**
 - **Cliff Dwellers Pasture RNA**

The agencies, working collaboratively with the BEC, in accordance with applicable law, will

- **prioritize the review and processing of grazing permits, including compliance monitoring and resource assessments, to protect BENM objects;**
- **incorporate Traditional Indigenous Knowledge into the livestock grazing decision-making processes;**
- **coordinate with the BEC on opportunities for joint data collection and/or analysis;**
- **identify pastures in allotments for closure or periodic rest (year-round or seasonal) to protect BENM objects consistent with BLM 43 CFR 4110.3 and USDA Forest Service regulations at 36 CFR 222.4;**

- reassess stocking levels, seasons of use, and management approach; and
- identify resource thresholds, monitoring, and automatic responses related to land health and/or impacts to cultural and sacred resources.

For grazing and trailing with allotments, see Appendix A, Map A-15.

GRA-2: The following areas within BENM will be limited to trailing (11,130 acres) (see Appendix A, Map A-14):

- Shay Canyon (boundary area identified for trailing is not the Shay Canyon ACEC boundary)
- Indian Creek from Kelly Ranch vicinity to NFS lands boundary
- Fable Valley is limited to trailing only on an annual basis and grazing use under emergency conditions
- Moqui Canyon (Middle) restricted to trailing only except in the spring and fall for up to 1 to 2 weeks for gathering livestock prior to moving to and from these areas
- Moqui Canyon – Lower
- Harts Canyon – Upper
- North Cottonwood Upper Pasture (Indian Creek Allotment) canyon bottoms
 - The North Cottonwood Upper Pasture (Indian Creek Allotment) canyon bottoms (see Appendix A, Map A-15) will be 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 restrictions will no longer apply, and these canyon bottoms will be managed in accordance with the grazing regulations at 43 CFR 4100. If rangeland health standards are not being met under trailing-only restrictions and livestock are determined to be a causal factor, the trailing restrictions will remain, and additional site-specific management prescriptions will be applied until rangeland health standards are achieved.
- North Cottonwood Pasture (Indian Creek Allotment)
 - North Cottonwood Pasture (Indian Creek Allotment) will be 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 restrictions will no longer apply and this area will be managed in accordance with the grazing regulations at 43 CFR 4100. If rangeland health standards are not being met under trailing-only restrictions and livestock are determined to be a causal factor, the trailing restrictions will remain, and additional site-specific management prescriptions will be applied until rangeland health standards are achieved.

GRA-3: Use natural topographic features (e.g., pour-offs, canyon walls) to the extent possible to exclude livestock in areas unavailable (BLM)/not suitable (USDA Forest Service) for grazing. Where necessary to protect the cultural landscape and/or objects, fencing may be required to augment natural topographical boundaries.

GRA-4: 62,035 AUMs on BLM-administered lands and 10,659 head months (HMs) on NFS lands will be available for grazing.

GRA-5: Utilization levels of key forage species will be identified on an allotment-specific basis. Utilization levels will be managed to meet the goals and objectives in this Approved RMP and implementation plans, as applicable. Utilization levels will be established within 2 years of the release of this Approved RMP assessing appropriate utilization levels and baselines.

Utilization levels will take forage needs of wildlife into consideration.

GRA-6: Within 3 years of the signing of the ROD, BLM will complete land health assessments and, if needed, causal factor determinations on the following allotments/areas:

- Comb Wash
- Indian Creek
- Slickhorn
- White Canyon
- Perkins North
- Perkins South
- Tank Bench/Brushy Basin

The land health assessments and causal factor determinations will inform the BLM's full processing of livestock grazing permit renewals for allotments within those allotments/areas, which will be completed within 6 years of the signing of the ROD.

If a land health determination indicates that grazing use is not consistent with the provisions of 43 CFR 4180, decrease permitted use in accordance with 43 CFR 4110.32 and/or make changes to grazing practices to support the achievement of the BLM Utah rangeland health standards and ensure consistency with protecting BENM objects.

In addition, the agencies will complete annual monitoring reports for grazing in collaboration with the BEC.

GRA-7: Manage livestock grazing, subject to appropriate terms, conditions, and annual instructions, in a manner consistent with the protection of BENM objects, including during periods of drought.

GRA-8: Develop a formal drought management plan that considers best available Western scientific information and Traditional Indigenous Knowledge specific to the region and regarding climate change.

GRA-9: In collaboration with the BEC and grazing permittees, develop grazing permit terms and conditions, monitor rangeland conditions, and adapt grazing practices as necessary to maintain or make progress toward meeting rangeland health standards through incorporation of Traditional Indigenous Knowledge where applicable and consistent with protecting BENM objects.

GRA-10: If monitoring indicates that domestic livestock grazing is adversely impacting the protection of BENM objects, appropriate changes to implementation of livestock grazing management will be used to mitigate those impacts in a manner that ensures protection of BENM objects.

GRA-11: Develop and implement BLM grazing management plans (GMPs) or USDA Forest Service allotment management plans (AMPs) for all allotments within BENM during the BLM's scheduled permit renewal process and the USDA Forest Service's allotment decision-making process, as necessary, in collaboration with the BEC. Development and implementation of GMPs and AMPs will include analysis of the allotment, including evaluating range improvements, as needed, and ensuring consistency with protection of BENM objects. If there is an existing GMP or AMP, the agencies will consider whether the GMP or AMP needs to be renewed or adjusted in collaboration with the BEC.

GRA-12: Grazing should be excluded from developed recreation facilities, which may include developed campgrounds, developed trailheads, and cultural sites that are Public Use (Developed). Grazing may be limited in areas to allow for resource rest.

GRA-13: Educate the public about avoiding conflict with livestock; manage livestock grazing to avoid conflicts with recreational users to the extent possible.

GRA-14: Noncompliance with the terms and condition of a livestock grazing permit or lease will be addressed in a timely manner in accordance with applicable law and policy and could include withholding issuance of the permit/lease, suspending the permit/lease, fines, or cancelling the permit/lease.

GRA-15: Grazing will be managed to maintain or move toward PFC for streams, springs, and other important riparian areas.

GRA-16: The agencies will continue to work with permittees to ensure that the installation, use, maintenance, modification, and/or removal of range improvements is consistent with protection of BENM objects. Federal regulations at 43 CFR 4120 (BLM) and 36 CFR 222.9 (USDA Forest Service) describe the applicable responsibilities for the installation, use, maintenance, modification, and/or removal of range improvements.

GRA-17: Any range improvements will avoid construction on cultural sites and will avoid creating concentrations of livestock on cultural sites. Additionally, prohibit new range improvements and water developments or modifications to existing range improvements and water developments for livestock grazing purposes, unless

- the primary purpose is to protect BENM objects and/or improve vegetation and soil conditions; and
- (BLM-administered lands only) a current (within the last 10 years) land health assessment has been completed, and, if needed, a causal factor determination has been made for the allotment or applicable watershed. As informed by the land health assessment and causal factor determination, the new/modified range improvements will support the achievement of the BLM Utah rangeland health standards. An exception to this requirement could be approved for new/modifications to range improvements and water developments to prevent imminent damage to BENM objects.

For NFS lands, the USDA Forest Service will review allotment monitoring and AMP documents to determine that AMP standards are being maintained and the new/modified water development will support the maintenance of these AMP standards.

Existing range improvements and water developments for livestock grazing purposes will be maintained in the same manner and degree as authorized, if consistent with protecting BENM objects.

Existing range improvements and water developments for livestock grazing purposes not consistent with protecting BENM objects will be removed, modified, or abandoned to be consistent with protecting BENM objects and may be subject to site-specific NEPA.

Corresponding changes may be necessary to applicable livestock grazing permits.

GRA-18: Avoid new water developments for livestock or other improvements that will intensify or concentrate livestock use within the South Milk Ranch Point pasture unit of the Babylon Allotment. Fences that protect BENM objects will still be allowed.

GRA-19: Avoid trailing livestock along the length of riparian areas except where existing livestock trailing corridors occur. Rehabilitate existing livestock trailing corridors where damage is occurring in riparian areas. Implement management actions if monitoring shows livestock are causing impairment to achieving PFC to riparian areas. If management actions are ineffective, prohibit trailing livestock along the length of riparian areas.

GRA-20: Grazing will be managed to maintain or improve soil stability, BSCs, and culturally important plants, including trees.

GRA-21: Do not authorize maintenance feeding (provision of fodder that serve the bulk of dry matter forage) on public lands, regardless of drought, unless an emergency arises (e.g., deep snow prevents stock from being removed from BENM). Remove livestock on rangelands that do not supply the dry matter diet requirements of livestock.

GRA-22: Proclamation 10285 provides: “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 will advance the purposes of this proclamation and Proclamation 9558.” 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 10285. The assignment of a livestock grazing permit or lease from one person or entity to another, or waiver of a grazing permit or lease in preference of another person or entity, 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 agencies will do the following:

- Verify that the permit or lease being voluntarily relinquished is valid and authorizes livestock grazing on federal lands in BENM.
- Provide a written acknowledgement of the voluntary relinquishment to the permit or lease holder.
- Update any applicable data systems, modify the allotment record, and update other applicable records upon relinquishment.
- Update the acreage figures in the Approved RMP to reflect that the lands covered by the voluntarily relinquished permit or lease are unavailable for livestock grazing via plan maintenance.
- Unless the forage associated with the subject lands is reallocated for livestock grazing purposes to specifically enhance the protection of BENM objects identified in Proclamation 10285, manage the lands previously subject to the voluntarily relinquished permit or lease consistent with the goals and objectives for wildlife and fisheries in Section 2.3.2.9. The Authorized Officer (BLM) will prohibit uses that are inconsistent with the use of the subject lands being managed consistent with the goals and objectives for wildlife and fisheries in Section 2.3.2.9.
- 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 compliance review and decision-making.

In the case of common/shared allotments, the voluntary relinquishment of a grazing permit or lease by one permit or lease holder will result in a reduction of the following:

- The overall authorized number of AUMs or HMs on the allotment as a whole. Although 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/HMs available for the allotment. The reduction will correspond to the number of permitted AUMs/HMs (including active and suspended AUMs/HMs) authorized under the voluntarily relinquished permit or lease.
- Increasing active AUMs/HMs on remaining permits or leases by converting suspended AUMs/HMs to active AUMs/HMs to replace the retired AUMs/HMs will not be allowed.
- The overall authorized number of AUMs/HMs 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, and in accordance with applicable law, the agencies may amend the applicable permit or lease to no longer authorize grazing of that geographic area and reduce the overall authorized number of AUMs/HMs, as described in the previous bullet.

A grazing permittee's or lessee's voluntary relinquishment of its livestock grazing permit or lease does not involve an agency decision and, therefore, it does not require compliance with NEPA, and it cannot be protested or appealed under 43 CFR 4160 or 36 CFR 214. A voluntary relinquishment and the resulting retirement of the subject lands from livestock grazing does not require the agencies 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.

2.4 Plan Evaluation, Maintenance, Amendment, and Monitoring

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

2.4.1 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; and
- any new decisions are needed.

In making these determinations, the BLM's evaluation will consider whether mitigation measures such as those described in this Approved RMP are effective at mitigating impacts, whether there are significant changes in the related plans of other entities, or whether there is significant new information. In addition to regular 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.

2.4.2 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 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 as follows:

- 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 because 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.

2.4.3 Plan Amendment

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

2.4.4 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). A monitoring strategy was developed for the BENM Proposed RMP/Final EIS to support these two processes, and is included in this ROD as Appendix F. The monitoring plan provides a strategy to collect a portion of the data and information necessary for BENM 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 BENM objects that are discussed in Presidential Proclamations 9558 and 10285.

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4 GLOSSARY

Actual use (grazing): Where, how many, what kind or class of livestock, and how long livestock graze on an allotment, or on a portion or pasture of an allotment (from 43 CFR 4100.0-5).

Air pollution: The addition of any material to the atmosphere that may have deleterious effect on life on Earth.

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.

Air quality maintenance area: A geographic area that had a history of nonattainment but is now consistently meeting the National Ambient Air Quality Standards (NAAQS). Maintenance areas have been redesignated by the U.S. Environmental Protection Agency (EPA) from “nonattainment” to “attainment with a maintenance plan,” or designated by the Environmental Quality Commission.

Air quality related values: Resources such as visibility, water, soils, flora, fauna, cultural resources, or odor that have the potential to be changed by air pollution.

Air quality standard: Level of air pollutants prescribed by regulations that may not be exceeded during a specified time in a defined area.

Allotment: An area of land where one or more livestock operators graze their livestock. Allotments generally consist of Bureau of Land Management (BLM)–administered and National Forest System (NFS) lands but may also include other federally managed, state-owned, or private lands. An allotment may include one or more separate pastures. Livestock numbers and periods of use are specified for each allotment.

Ambient air: The surrounding atmospheric conditions to which the general public has access.

Ambient air quality: The state of the atmosphere at ground level as defined by the range of measured or predicted ambient concentrations of all significant pollutants for all averaging periods of interest.

American Indian 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 (Public Law 103-454; 108 Stat. 4791; 25 USC 479a-1.).

Animal unit month: A standardized measurement of the amount of forage necessary for the sustenance of one cow unit or its equivalent for 1 month. Approximately 800 pounds of forage.

Areas of critical environmental concern (ACECs): Areas within the public lands where special management attention is required to 1) protect and prevent irreparable damage to important historical, cultural, or scenic values; fish and wildlife resources; or other natural systems or processes or 2) protect life and safety from natural hazards.

Astrotourism: A type of tourism focused on the viewing of celestial objects, space, and the physical universe within areas of dark night skies where the influence of light pollution is limited.

Attainment area: An area that meets a federal primary or secondary ambient air quality standard for a specified pollutant.

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

Avoidance areas: Areas with sensitive resource values where rights-of-way (ROWs) or special use permits (SUPs) will be strongly discouraged. Authorization made in avoidance areas will have to be compatible with the purpose for which the area was designated and not is otherwise feasible on lands outside the avoidance area.

Backpacking: Backpacking refers to self-supported trips of one or more nights in the backcountry and away from vehicle support.

Best management practices (BMPs): A suite of techniques that guide, 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.

Big game: Large species of wildlife that are hunted, such as elk, deer, bighorn sheep, and pronghorn antelope.

Biological soil crusts: Biological communities that form a surface layer or crust on some soils. These communities consist of cyanobacteria (blue-green bacteria), micro fungi, mosses, lichens, and green algae and perform many important functions, including fixing nitrogen and carbon, maintaining soil surface stability, and preventing erosion. Biological soil crusts also influence the nutrient levels of soils and the status and germination of plants in the desert. These crusts are slow to recover after severe disturbance, requiring 40 years or more to recolonize even small areas.

Bortle scale: A nine-level numeric scale that measures the brightness of night skies and stars at a particular location. Lower Bortle classes correspond with pristine, dark night skies.

Browse: To browse (verb) is to graze; also, browse (noun) is the tender shoots, twigs, leaves, and shrubs often used as food by livestock and wildlife.

Camping: Unless otherwise specified, camping in this document refers to vehicle-supported camping, whether at developed or dispersed sites.

Carbon dioxide: A colorless, odorless gas produced by burning carbon and organic compounds and by respiration. It is naturally present in air (approximately 0.03%) and is absorbed by plants in photosynthesis. Carbon dioxide is removed from the atmosphere (or sequestered) when it is absorbed by plants as part of the biological carbon cycle.

Carbon monoxide: A colorless, odorless, poisonous gas produced by incomplete burning of carbon-based fuels, including gasoline, oil, and wood. Carbon monoxide is also produced from incomplete combustion of many natural and synthetic products.

Casual collecting: The collecting of a reasonable amount of common invertebrate and plant paleontological resources for non-commercial personal use, either by surface collection or the use of non-powered hand tools resulting in only negligible disturbance to the Earth's surface and other resources.

Casual use: Any short-term non-commercial activity that does not cause appreciable damage or disturbance to the public lands, their resources or improvements, and that is not prohibited by closure of the lands to such activities.

Class I area (for air quality): Certain wilderness areas greater than 5,000 acres, national memorial parks greater than 5,000 acres, national parks greater than 6,000 acres, and international parks that were in existence on or before August 7, 1977.

Class II area (for air quality): By default, all areas not designated as Class I areas.

Clean Air Act (CAA): Federal legislation governing air pollution. The CAA established NAAQS for carbon monoxide, nitrogen dioxide, ozone, particulate matter, sulfur dioxide, and lead. Prevention of significant deterioration classifications define the allowable increased levels of air quality deterioration above legally established levels. They consist of the following:

Class I: Minimal additional deterioration in air quality (certain national parks and wilderness areas)

Class II: Moderate additional deterioration in air quality (most lands)

Class III: Greater deterioration for planned maximum growth (industrial areas)

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 (e.g., changes in ocean circulation)

Human activities that change the atmosphere's composition (e.g., burning fossil fuels) and the land surface (e.g., 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.

Code of Federal Regulations (CFR): The official, legal tabulation or regulations directing federal government activities.

Collaboration: Entities shall seek consensus.

Communities of shared interest: Organizations and groups of individuals who have common interests in the use and management of BLM and NFS public resources; many organizations or groups of individuals fall under multiple types of communities of interest.

Habitat and resource preservation communities of interest: Organizations and groups of individuals who have a number of conservation objectives, but most believe broadly that protecting at-risk species and maintaining habitats and ecosystems for all species is a fundamental value and should be a high priority for public policy.

Mineral development and production communities of shared interest: Organizations and groups of individuals who believe mineral development is a vital component of national, state, and local economies—creating jobs, generating income, and contributing tax and royalty payments to all levels of government.

Recreation communities of shared interest: Organizations and individuals that seek protection of areas with high recreation values so that future generations can enjoy these values.

Tribal and cultural resource communities of interest: Organizations and groups of individuals who value Bears Ears National Monument (BENM) for its cultural and spiritual significance.

Visual resource communities of shared interest: Organizations and individuals who focus on the scenic qualities of the area. They consider visual resources as a unique and valuable asset and emphasize that the visual integrity of the area needs to be maintained.

Conformance: That a proposed action shall be specifically provided for in the land use plan or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved land use plan.

Consumer surplus (value): The maximum dollar amount, above any actual payments made, that a consumer will be willing to pay to enjoy a good or service

Contiguous: Lands or legal subdivisions having a common boundary; lands having only a common corner are not contiguous.

Cooperating agency: Assists the lead federal agency in developing an environmental assessment or environmental impact statement (EIS). The Council on Environmental Quality regulations implementing the National Environmental Policy Act of 1969 (NEPA) defines a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA. Any Tribe or federal, state, or local government jurisdiction with such qualifications may become a cooperating agency through an agreement with the lead agency.

Corridor: A wide strip of land within which a proposed linear facility could be located.

Council on Environmental Quality: An advisory council to the president of the United States established by NEPA. It reviews federal programs for their effect on the environment, conducts environmental studies, and advises the president on environmental matters.

Criteria air pollutant: The CAA required the EPA to set NAAQS for pollutants known to be hazardous to human health and the public welfare. Six pollutants were identified: ozone, carbon monoxide, particulate matter (defined as having diameters less than or equal to 10 microns or to 2.5 microns), sulfur dioxide, lead, and nitrogen oxides. The term “criteria pollutant” derives from the requirement that the EPA must describe the characteristics and the potential health and welfare effects of these pollutants. It is on the basis of such criteria that the NAAQS are set or revised.

Critical habitat: For listed species, consists of 1) the specific areas within the geographical area occupied by the species at the time it is listed in accordance with the provisions of Section 4 of the ESA, on which are found those physical or biological features (constituent elements) (a) essential to the conservation of the species and (b) which may require special management considerations or protection; and 2) specific areas outside the geographical area occupied by the species at the time it is listed in accordance with the provisions of Section 4 of the ESA upon a determination by the Secretary of the Interior that such areas are essential for the conservation of the species. Designated critical habitats are described in 50 CFR 17 and 226.

Crucial habitat: Habitat on which a species depends for survival because there are no alternative ranges or habitats available.

Cultural resources: 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. Cultural resources are concrete, material places and things that are located, classified, ranked, and managed through the system of identifying, protecting, and using for public benefit. They may be but are not necessarily eligible for the NRHP.

Cultural site: Any location that includes pre-contact and/or historic evidence of human use or that has important sociocultural value.

Cumulative impact: The impact to the environment that results from the incremental impact of the action when added to other past, present, or reasonably foreseeable future actions regardless of the agency (federal or non-federal) or person that undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

Deciview: A measure of visibility derived from light extinction that is that is designed so that incremental changes in the haze index correspond to uniform incremental changes in visual perception across the entire range of conditions from pristine to highly impaired. The change in visibility that is just perceptible to an average person is 1 deciview, or equivalent to an approximately 10% change in light extinction.

Desired condition: Description of those factors that should exist within ecosystems both to maintain their survival and to meet social and economic needs.

Dispersed camping: Vehicle-accessed and -supported camping occurring outside of developed campgrounds.

Dispersed recreation: Recreation activities of an unstructured type, which are not confined to specific locations such as recreation sites. Example of these activities may be hunting, fishing, off-highway vehicle (OHV) use, hiking, and sightseeing.

Drought: Drought is a protracted period of deficient precipitation resulting in extensive damage to crops, resulting in loss of yield.

Endangered species: A plant or animal species whose prospects for survival and reproduction are in immediate jeopardy, as designated by the Secretary of the Interior, and as further defined by the ESA.

Environmental impact statement (EIS): A detailed written statement required by NEPA when an agency proposes a major federal action significantly affecting the quality of the human environment.

Erosion: The wearing away of the land surface by running water, wind, ice, or other geological agents.

Exclusion area: An area with sensitive resource values where ROWs will not be authorized.

Existing scenic integrity (USDA Forest Service): Measure of the intactness associated with the visual elements that define a particular landscape.

Extensive recreation management area (ERMA): An ERMA is an administrative unit that requires specific management consideration in order to address recreation use, demand, or recreation and visitor services program investments. An ERMA is managed to support and sustain principal

recreation activities and associated qualities and conditions. Management of ERMA is commensurate with the management of other resources and resource uses.

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.

Federal Register: A daily publication that reports presidential and federal agency documents.

Fire management plan: A plan that identifies and integrates all wildland fire management and related activities within the context of approved land/resource management plans. A fire management plan defines a program to manage wildland fires (wildfire and prescribed fire). The plan is supplemented by operational plans, including preparedness plans, preplanned dispatch plans, prescribed fire burn plans, and prevention plans. Fire management plans assure that wildland fire management goals and components are coordinated.

Floodplain: The relatively flat area or lowlands adjoining a body of standing or flowing water, which has been or might be covered by floodwater.

Forage: Palatable vegetation that occurs within the natural environment that is used by domestic livestock and wildlife as food.

Formation: The primary unit in stratigraphy consisting of a succession of strata useful for mapping or description. Most formations possess certain lithologic features that may indicate genetic relationships.

Free-flowing and water quality: These rivers, or sections of rivers and tributaries, are preserved in their free-flowing condition and are not dammed or otherwise impeded. The national wild and scenic designation essentially vetoes the licensing of new hydropower projects on or directly affecting these rivers. The designation also provides very strong protection against bank and channel alterations that adversely affect river values; protects riverfront public lands from oil, gas, and mineral development; and creates a federal reserved water right to protect flow-dependent values.

Fugitive dust: Airborne particles emitted from any source other than through a stack or vent.

Goal: A broad statement of a desired outcome. Goals are usually not quantifiable and may not have established time frames for achievement.

Grazing permit: A document authorizing use of the BLM-administered 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).

Greenhouse gas: A gas in an atmosphere that absorbs and emits radiation within the thermal infrared range. This process is the fundamental cause of the greenhouse effect. The primary greenhouse gases in the Earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.

Guidelines: Actions or management practices that may be used to achieve desired outcomes, sometimes expressed as BMPs. Guidelines may be identified during the land use planning process, but they are not considered a land use plan decision unless the plan specifies that they are mandatory.

Habitat: A specific set of physical conditions that surround a species, group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

Habitat fragmentation: The disruption (by division) of extensive habitats into smaller habitat patches. The effects of habitat fragmentation include loss of habitat area and the creation of smaller, more isolated patches of remaining habitat.

Hazardous air pollutant: Pollutants that are known or suspected to cause cancer or other serious health effects, such as reproductive effects or birth defects, or adverse environmental effects.

Historic property: Any pre-contact or historic district, site, building, structure, or object included in, or eligible for inclusion in, the NRHP maintained by the Secretary of the Interior. This term includes artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to a Tribal Nations or Native Hawaiian organizations and that meet the NRHP criteria (36 CFR 800.16(l)(1)).

Impact: A modification of the existing environment caused by an action. These environmental consequences are the scientific and analytical basis for comparison of alternatives. Effects may be either direct, which are caused by the action and occur at the same time and place, or indirect, which are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable, or cumulative.

Implementation decisions: Decisions that take action to implement land use plan decisions. They are generally appealable to Interior Board of Land Appeals.

Implementation plan: A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies BMPs to meet land use plan objectives. Implementation plans are synonymous with “activity” plans. Examples of implementation plans include interdisciplinary management plans, habitat management plans, Management of Land Boundary plans, and AMPs.

Inholding: Land owned or managed by an entity other than the BLM or USDA Forest Service that is completely surrounded by BLM-administered or NFS lands. If two or more contiguous parcels owned by different parties are completely surrounded by agency lands except for their common borders, each is considered an inholding.

Interdisciplinary team: A group of individuals with different training, representing the physical sciences, social sciences, and environmental design arts, assembling to solve a problem or perform a task. The members of the team proceed to a solution with frequent interaction so that each discipline may provide insights to any stage of the problem and disciplines may combine to provide new solutions. The number and disciplines of the members preparing the plan vary with circumstances. A member may represent one or more disciplines or BLM program interests.

Invertebrate species: Any animal without a backbone or spinal column.

Irretrievable: An environmental effect caused by an action, or series of actions, that cannot be reversed or undone, until or unless the cause of the effect is removed or the effect is restored or rehabilitated (e.g., inundating a river canyon by construction of a dam, clear-cut logging a forest). The loss of production of renewable resources during the life of a land use plan.

L50 (A-weighted decibels): A descriptor of loudness that represents the existing ambient noise levels where the sound level is exceeded 50% of the time.

L90 (A-weighted decibels): A descriptor of loudness that represents the existing ambient noise levels where the sound level is exceeded 90% of the time.

Land use allocation: The identification in a land use plan of the activities that are allowed, restricted, or excluded for all or part of the Planning Area, based on desired future conditions.

Land use plan or resource management plan: A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA and the National Forest Management Act (NFMA); an assimilation of land use plan-level decisions developed through the planning process, regardless of the scale at which the decisions were developed.

Land use plan decision: Establishes desired outcomes and the actions needed to achieve them. Decisions are reached using the BLM and USDA Forest Service planning process. When they are presented to the public as proposed decisions, they can be protested to the BLM director. They are not appealable to Interior Board of Land Appeals.

Light on the land: Implementation strategies that use non-intensive restoration techniques to protect BENM objects. These strategies will include emphasis on non-motorized and non-mechanized (boots on the ground) work, use of hand tools wherever applicable, safe herbicide use, and minimal disruption of existing soil communities and native vegetation.

Local residents: Individuals who reside near BENM, consisting of Indigenous people and non-Indigenous people.

Management decision: A decision made by the BLM or USDA Forest Service to manage public lands. Management decisions are made on both land use plan decisions and implementation decisions.

Management of Land Boundary plan: A high-level boundary evidence risk assessment for a special management area, generally focused on high-risk boundaries of high-valued lands or resources; used in outyear budget and workforce planning documents.

Management opportunities: A component of the analysis of the management situation; actions or management directions that could be taken to resolve issues or management concerns.

Mechanized travel: Travel by use of a machine, either motorized or non-motorized.

Methane: Methane is emitted during the production and transport of coal, natural gas, and oil. Methane emissions also result from livestock, other agricultural practices, and land use and from the decay of organic waste in municipal solid waste landfills.

Minimize: To reduce the adverse impact of an operation to the lowest practical level.

Mitigation measures: Methods or procedures that reduce or lessen the impacts of an action.

Monument management plan: A land use plan as prescribed by FLPMA and NFMA, which establishes, for a national monument and given area of land, land use allocations, coordination guidelines for multiple use, objectives, and actions to be achieved.

Motorized vehicles or uses: Vehicles that are motorized, such as Jeeps, all-terrain vehicles (e.g., four-wheelers and three-wheelers), trail motorcycles or dirt bikes, and aircraft.

Multiple use: The management of the public lands and their various resource values so that they are used in the combination that will best meet the present and future needs of the American people; making the most judicious use of the lands for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some lands for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including recreation, range, minerals, watershed, wildlife and fish, and natural scenic, scientific, and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the lands and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or greatest unit output.

National Ambient Air Quality Standards (NAAQS): The allowable concentrations of air pollutants in the air specified by the federal government. The air quality standards are divided into primary standards (based on the air quality criteria and allowing an adequate margin of safety to protect the public health) and secondary standards (based on the air quality criteria and allowing an adequate margin of safety to protect the public welfare) from any unknown or expected adverse effects of air pollutants.

National Environmental Policy Act of 1969 (NEPA): An act that encourages productive and enjoyable harmony between humans and their environment and promotes efforts to prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of humans; enriches the understanding of the ecological systems and natural resources important to the nation; and establishes the Council on Environmental Quality.

National monument: An area created from any land owned or controlled by the federal government for the protection of objects of historical, cultural, and/or scientific interest. National monuments can be created by proclamation of the president of the United States or by Congress.

Nitrous oxide: Emitted during agricultural, land use, and industrial activities; combustion of fossil fuels and solid waste; and wastewater treatment.

Nitrous oxides: Produced from burning fuels, including gasoline and coal. Nitrogen oxides are smog formers, which react with volatile organic compounds to form smog. Nitrogen oxides are also major components of acid rain.

Nonattainment area: An area that does not meet (or that contributes to ambient air quality in a nearby area that does not meet) any of the federal primary or secondary ambient air quality standards for the pollutant.

Nonmarket values: The benefits that individuals attribute to experiences of the environment or uses of natural and cultural resources that do not involve market transactions and, therefore, lack prices.

Non-mechanized travel: Travel by foot or on an animal.

Nonuse value: The utility or psychological benefit some people derive from the existence of some environmental condition that may never be directly experienced, such as an unspoiled landscape or the continued presence of an endangered species.

Non-wilderness study area (WSA) lands with wilderness characteristics: Undeveloped federal land that has been inventoried and/or reviewed by a BLM interdisciplinary team and determined to

possess wilderness characteristics such as those listed in Section 2(c) of the Wilderness Act of 1964. These lands do not possess special management designations like WSA.

Noxious weeds: A plant species designated by federal or state law as generally possessing one or more of the following characteristics: aggressive and difficult to manage; parasitic; a carrier or host of serious insects or disease; or nonnative, new, or not common to the United States.

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.

Off-highway vehicle (OHV): Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding: 1) any non-amphibious registered motorboat; 2) any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; 3) any vehicle whose use is expressly authorized by the Authorized Officer or otherwise officially approved; 4) vehicles in official use; and 5) any combat or combat support vehicle when used in times of national defense emergencies.

Off-highway vehicle (OHV) area designations: A land use planning decision that permits, establishes conditions for, or prohibits OHV activities on specific areas of public lands. The BLM is required to designate all public lands as open, limited, or closed to OHVs. Definitions and designation criteria are provided in 43 CFR 8342.1.

OHV open area: A designated area where all types of OHV travel is permitted at all times, anywhere in the area, subject only to the operating restrictions set forth in subparts 8341 without restriction (43 CFR 8340.0-5(f)). Open area designations are made to achieve a specific recreational goal, objective, and setting and are only used in areas managed for intensive OHV activity where there are no special restrictions or where there are no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel.

OHV limited area: An area where OHV use is restricted at certain times, in certain areas, and/or to certain vehicular use. Examples of restrictions include numbers or types of vehicles; time or season of use; permitted or licensed use only; use limited to existing, designated roads and trails; or other restrictions necessary to meet resource management objectives, including certain competitive or intensive use areas that have special limitations (43 CFR 8340.0-5 (g)).

OHV closed area: An area where OHV use is prohibited. Access by means other than OHVs, such as by motorized vehicles that fall outside the definition of an OHV or by mechanized or non-mechanized means, is permitted. The BLM designates areas as closed, if necessary, to protect resources, promote visitor safety, or reduce user conflicts (43 CFR 8340.0-5(h)).

Off-highway vehicle (OHV) route designations: Management designations applied to individual routes (as opposed to OHV areas) during interdisciplinary route evaluation sessions. The BLM designates routes as open, limited, or closed, and the designation must be included in all route-specific decisions and recorded in the national ground transportation linear feature data set(s). Definitions and the designation criteria used in this decision-making process stem from those provided for OHV areas in 43 CFR 8340.0-5(f), (g), and (h).

OHV open: OHV travel is permitted where there are no special restrictions or no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting the timing or season of use, the type of OHV, or the type of OHV user.

OHV limited: OHV travel on routes, roads, trails, or other vehicle ways is subject to restrictions to meet specific resource management objectives. Examples of restrictions include numbers or types

of vehicles; time or season of use; permitted or licensed use only; or other restrictions necessary to meet resource management objectives, including certain competitive or intensive uses that have special limitations.

OHV closed: OHV travel is prohibited on the route. Access by means other than OHVs, such as by motorized vehicles that fall outside the definition of an OHV or by mechanized or non-mechanized means, is permitted. The BLM designates routes as closed to OHVs if necessary to protect resources, promote visitor safety, reduce use conflicts, or meet a specific resource goal or objective.

Open: Generally denotes that an area is available for a particular use or uses. Refer to specific program definitions found in law, regulations, or policy guidance for application to individual programs.

Outstandingly remarkable value (ORV): Each designated wild and scenic river (WSR) requires that ORVs are protected. An ORV must be a river-related value that is rare, unique, or an exemplary feature on a regional or national scale. ORVs may include scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values.

Ozone: A gas that is a variety of oxygen. The oxygen gas found in the air consists of two oxygen atoms stuck together; this is molecular oxygen. Ozone consists of three oxygen atoms stuck together into an ozone molecule. Ozone occurs in nature; it produces the sharp smell near a lightning strike. High concentrations of ozone gas are found in a layer of the atmosphere—the stratosphere—high above the Earth. Stratospheric ozone shields the Earth against harmful rays from the sun, particularly ultraviolet B. Smog's main component is ozone; this ground-level ozone is a product of reactions among chemicals produced by burning coal, gasoline, and other fuels, and chemicals found in products, including solvents, paints, and hairsprays.

Paleontological resource: Any fossilized remains, traces, or imprints of organisms, preserved in or on the Earth's crust that are of paleontological interest and that provide information about the history of life on Earth.

Particulate matter: Includes dust, soot, and other tiny bits of solid materials that are released into and move around in the air. Particulates are produced by many sources, including burning of diesel fuels by trucks and buses; incineration of garbage; mixing and application of fertilizers and pesticides; road construction; industrial processes, such as steel making, mining operations, and agricultural burning (field and slash burning); and operation of fireplaces and woodstoves.

Permitted use: Any use that requires a permit or other special authorization.

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) (BLM Manual H-4180-1).

Permittee (livestock operator): A person or organization legally permitted to graze a specific number and class of livestock on designated areas of BLM-administered or NFS lands during specified seasons each year.

Petrified wood: Fossilization of wood through introduction or replacement by silica (silicified wood) in such a manner that the original form and structure of the wood is preserved.

Planning Area: The entire land area within the perimeter of BENM.

Planning criteria: The standards, rules, and other factors developed by managers and interdisciplinary teams for their use in forming judgments about decision-making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions.

Prescribed fire: Any fire intentionally ignited by management actions in accordance with applicable laws, policies, and regulations to meet specific objectives.

Primitive and unconfined recreation: Non-motorized, non-mechanized, and undeveloped types of recreational activities.

Public land: Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM or Secretary of Agriculture through the USDA Forest Service, except lands located on the Outer Continental Shelf and land held for the benefit of American Indians, Aleuts, and Eskimos.

Range development: A structure, excavation, treatment, or development to rehabilitate, protect, or improve lands to advance range betterment.

Rangeland: Land used for grazing by livestock and big game animals on which vegetation is dominated by grasses, grass-like plants, forbs, or shrubs.

Raptor: Bird of prey with sharp talons and strongly curved beak (e.g., hawks, owls, vultures, and eagles).

Record of decision: A document signed by a responsible official recording a decision that was preceded by the preparing of an EIS.

Recreational shooting: The discharge of firearms (as defined in Utah Administrative 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 Administrative Code 23A and other applicable law), or when verifying firearm accuracy immediately prior to or during the lawful hunting activity.

Relict: A remnant or fragment of the vegetation of an area that remains from a former period when the vegetation was more widely distributed.

Resource: The natural, biological, and cultural components of the environment, including air, soil, water, vegetation, wildlife, minerals, historic and pre-contact (cultural) sites and features, and paleontological resources. Land use plans set goals and objectives for desired outcomes for management of the various resources in a planning area.

Resource management plan (RMP): A land use plan as prescribed by FLPMA and the NFMA that establishes, for a given area of land, land use allocations, objectives, and actions to be achieved.

Resource use: Human uses of resources for the social and economic benefit of society, including mining, energy production, livestock production (grazing), recreation (motorized, non-motorized), forest production (timber, fire wood, fence posts), utility corridors (power lines, pipelines, roads), and communication sites. Land use plans identify allowable uses of the public lands and set goals and objectives for desired outcomes for resource uses.

Right-of-way (ROW): A ROW grant is an authorization to use a specific piece of BLM-administered land for a specific project. The grant authorizes rights and privileges for a specific use of the land for a specific period of time.

Riparian area: A form of wetland transition between permanently saturated wetlands and upland areas. 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.

Riverscape: Streams and riverine landscapes that are composed of connected floodplain and channel habitats that together make up the valley bottom.

River classification: Specific management strategies will vary according to WSR classification but will always be designed to protect and enhance the values of the river area. Every WSR is classified into one of three categories as follows:

Wild rivers: Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.

Scenic rivers: 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.

Recreational rivers: Those rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past.

Road: A linear route declared a road by the owner, managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use.

Route: A linear line for motorized travel.

Routes: Roads, trails, and primitive roads. Generically, components of the transportation system are described as routes.

Scenic attractiveness (USDA Forest Service): Measure of the scenic importance of a landscape based on human perceptions of the intrinsic beauty.

Scenic byways: Highway routes that have roadsides or corridors of special aesthetic, cultural, or historical value. An essential part of the highway is its scenic corridor. The corridor may contain outstanding scenic vistas, unusual geological features, or other natural elements.

Scenic character (USDA Forest Service): A combination of the physical, biological and cultural images that gives an area its positive scenic identity. Scenic Character provides a frame of reference from which to determine Scenic Attractiveness and to measure Scenic Integrity and Scenic Stability.

Scenic Integrity Objective (USDA Forest Service): Established during the land use planning process by balancing inventoried visual values with other resource needs and uses to establish the future desired condition of a given landscape area.

Scenic Quality (BLM): A measure of the visual appeal of a tract of land.

Scoping: The process of identifying the range of issues, management concerns, preliminary alternatives, and other components of an EIS or land use planning document. It involves both internal and public viewpoints.

Section 106 compliance: The requirement of Section 106 of the National Historic Preservation Act that any project funded, licensed, permitted, or assisted by the federal government be reviewed for impacts to significant historic properties and that the State Historic Preservation Officer and the Advisory Council on Historic Preservation be allowed to comment on a project.

Section 7 consultation: The requirement of Section 7 of the ESA that all federal agencies consult with the U.S. Fish and Wildlife Service (USFWS) or the National Marine Fisheries Service (NMFS) if a proposed action might affect a federally listed species or its critical habitat.

Sensitive species: All species that are under status review, have small or declining populations, live in unique habitats, or need special management. Sensitive species include threatened, endangered, and proposed species as classified by the U.S. Fish and Wildlife Service and National Marine Fisheries Service.

Sensitivity Levels (BLM): Measures of public concern (i.e., high, medium, low) for the maintenance of scenic quality.

Significant: An effect that is analyzed in the context of the proposed action to determine the degree or magnitude of importance of the effect, whether beneficial or adverse. The degree of significance can be related to other actions with individually insignificant but cumulatively significant impacts.

Sky glow (ratio of artificial brightness to natural sky brightness): Increased apparent brightness of the night sky, compared with natural levels of brightness produced by the Milky Way and zodiacal light, associated with artificial sources of light that reduce visibility for astronomical observation. Lower ratio to natural brightness values correspond to less sky glow, and deviation from the natural condition high values correspond to skies with increased light pollution.

Sky luminance: Measurement of visible light on a clear moonless night, which for pristine night skies is typically measured as 21.9 to 22.0 magnitudes per square arcsecond. Lower values correspond to artificially brighter night skies, obscuring visibility of natural night sky phenomena, whereas higher values (closer to 22.0) correspond to more pristine night skies.

Slope: The degree of deviation of a surface from the horizontal.

Sound attenuation features: Equipment installed on noise-generating facilities to suppress sound and/or reduce noise levels during their operation.

Soundscapes: Human perception of the acoustic environment composed of both natural ambient sounds and a variety of human-made sounds.

Snow course: A location where manual snow measurements are taken during the winter season to determine the depth and water content of the snowpack. Snow courses are permanent locations and represent the snowpack conditions at a given elevation in a given area. Generally, snow courses are approximately 1,000 feet (300 meters) long and are situated in small meadows protected from the wind. They consist of a variable number of individual sample points, typically five to 10, which are evenly spaced between points.

Special Recreation Management Area (SRMA): An SRMA is an administrative unit in which the existing or proposed recreation opportunities and recreation setting characteristics (RSCs) are recognized for their unique value, importance, or distinctiveness; especially compared to other areas used for recreation. An SRMA is managed to protect and enhance a targeted set of activities, experiences, benefits, and desired RSCs. Within an SRMA, recreation and visitor services management is recognized as the predominant land use plan focus, where specific recreation opportunities and RSCs are managed and protected on a long-term basis.

Special status species: Includes proposed species, listed species, and candidate species under the ESA; state-listed species; and BLM state director–designated sensitive species (BLM Manual 6840).

Special use permit (SUP): An SUP is an authorization to use a specific piece of NFS land for a specific project. The SUP authorizes rights and privileges for a specific use of the land for a specific period of time.

Stipulations: Requirements that are part of the terms of a BLM or NFS land use approval. Some stipulations are standard on all approvals. Other stipulations may be applied to the lease at the discretion of the surface management agency to protect valuable surface resources and uses.

Sulfur dioxide: A gas produced by burning coal, most notably in power plants. Some industrial processes, such as production of paper and smelting of metals, produce sulfur dioxide. Sulfur dioxide is closely related to sulfuric acid, a strong acid. Sulfur dioxide plays an important role in the production of acid rain.

Surface disturbance: Activities that normally result in more than negligible disturbance to public lands and that accelerate the natural erosive process. These activities normally involve use and/or occupancy of the surface, cause disturbance to soils and vegetation, and are usually caused by motorized or mechanical actions. Surface disturbance may result from, for example, activities using earth-moving equipment or the construction of new facilities like power lines, pipelines, recreation sites, livestock facilities, or wildlife water developments. Surface disturbance is not normally caused by casual use, proper livestock grazing, cross-country hiking, and vehicle travel on designated routes.

Sustainability: The ability of an ecosystem to maintain ecological processes and functions, biological diversity, and productivity over time.

Threatened species: Any plant or animal species defined under the ESA as likely to become endangered within the foreseeable future throughout all or a significant portion of its range; listings are published in the *Federal Register*.

Timber harvest: The removal of trees for wood fiber use and other multiple-use purposes.

Timber production: The purposeful growing, tending, harvesting, and regeneration of regulated crops of trees to be cut into logs, bolts, or other round sections for industrial or consumer use. Managing land to provide commercial timber products on a regulated basis with planned, scheduled entries.

Traditional Ecological Knowledge: As a component of Traditional Indigenous Knowledge (see entry below), Traditional Ecological Knowledge is the culturally and spiritually based way in which Indigenous peoples relate to their ecosystems (LaDuke 1994). Traditional Ecological Knowledge amassed by the Indigenous peoples whose ancestors inhabited this region, passed down from generation to generation, offers critical insight into the historical and scientific significance of the

area. Such knowledge is, itself, a resource to be protected and used in understanding and managing this landscape sustainably for generations to come (Proclamation 10825).

Traditional Indigenous Knowledge: Traditional Indigenous Knowledge is a core part of Indigenous peoples' identities and ways of life, is highly spiritual, and carries responsibilities for its appropriate uses. Traditional Indigenous Knowledge includes the use of medicinal plants, knowledge of traditional habitats, proper care of ancestral dwellings and structures, and relationships with the built and natural elements of a cultural landscape. Some Traditional Indigenous Knowledge is so sacred that it cannot be shared outside of Tribal societies and traditional holders. It is often passed from one generation to another verbally and not documented in writing (BEITC 2022).

Trail: A linear route managed for human power (for example, hiking or bicycling), stock (for example, horseback riding), OHV forms of transportation, or for historical or heritage values. Trails are not generally managed for use by four-wheel drive (4WD) or high-clearance vehicles.

Travel network: Routes occurring on public lands or within easements granted to the BLM that are recognized, designated, decided upon, or otherwise authorized for use through the planning process or other travel management decisions. These may be part of the transportation system and may be administered by the BLM.

Undertaking: (54 USC 300320): A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; those requiring a federal permit, license or approval; and those subject to state or local regulation administered pursuant to a delegation or approval by a federal agency.

Unique geological features: Unique geological features include mesas, towers, arches, hoodoos, and cliffs found in the Indian Creek Canyon, Cedar Mesa, Mancos Mesa, Beef Basin, the Abajo Mountains, Elk Ridge, the Dark Canyon and Dry Mesa complex, and Valley of the Gods.

Universal design: The design and composition of an environment so that it can be accessed, understood, and used to the greatest extent possible by all people regardless of their age, size, ability, or disability.

User day: Any calendar day, or portion thereof, for each individual accompanied or serviced by an operator or permittee on public lands or related waters; synonymous with passenger day or participant day.

Use value: The benefits an individual derives from some direct experience or activity, such as climbing a peak, hunting, or viewing wildlife.

Utility corridor: A parcel of land that has been identified by law, Secretarial order, land use plan, or by other management decision as being the preferred location for existing and future ROW grants and suitable to accommodate one type of ROW or one or more ROWs that are similar, identical, or compatible.

Vegetation type: A plant community with distinguishable characteristics described by the dominant vegetation present.

Vertebrate species: Animals with a backbone or spinal column.

Visibility (air quality): A measure of the ability to see and identify objects at different distances.

Visual Quality Objective (USDA Forest Service): A desired level of excellence based on physical and sociological characteristics of an area. Refers to degree of acceptable alteration of the characteristic landscape.

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

Visual Resource Inventory (BLM): The inventory of scenic values based on the factors of scenic quality, sensitivity levels, and distance zones, which, when combined, form Visual Resource Inventory classes, indicating the existing scenic values of BLM-administered lands.

Volatile organic compounds: Organic chemicals all contain the element carbon. Organic chemicals are the basic chemicals found in living things and in products derived from living things, such as coal, petroleum, and refined petroleum products. Volatile chemicals readily produce vapors; at room temperature and normal atmospheric pressure, vapors escape easily from volatile liquid chemicals. Volatile organic chemicals include gasoline, industrial chemicals such as benzene, solvents such as toluene and xylene, and tetrachloroethylene (perchloroethylene is the principal dry-cleaning solvent). Many volatile organic chemicals are also hazardous air pollutants.

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

Watershed: All lands that are enclosed by a continuous hydrologic drainage or divide and lay upslope from a specified point on a stream.

Way (now known as a *primitive route*): A vehicle route within a WSA that was in existence and identified during the FLPMA Section 603–mandated wilderness inventory. The term is also used during wilderness inventory to identify routes that are not roads. The term developed from the definition of the term “roadless” provided in the Wilderness Inventory Handbook (September 27, 1978), is as follows: “roadless refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.”

Wild and Scenic Rivers Act: The National Wild and Scenic Rivers System was established by the Wild and Scenic Rivers Act of 1968 and authorizes Congress to preserve certain rivers with outstanding natural, cultural, and recreational values in a free-flowing condition for the enjoyment of present and future generations. It safeguards the special character of these rivers, while also recognizing the potential for their appropriate use and development. It encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection.

Wilderness: A Congressionally designated area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation that is protected and managed to preserve its natural conditions as described in Section 2A of the Wilderness Act of 1964.

Wilderness character: As set forth in Section 2(c) (“Definition of Wilderness”) of the Wilderness Act of 1964, wilderness character is composed of four mandatory qualities and a fifth optional quality. These are: 1) untrammeled, 2) natural, 3) undeveloped, 4) solitude or primitive and unconfined

recreation, and 5) unique, supplemental, or other features. Designated wilderness is managed to protect wilderness character.

Wilderness characteristics: The attributes enumerated in the “Definition of Wilderness” found in Section 2(c) of the Wilderness Act of 1964. The wilderness characteristics are 1) the area’s size (usually 5,000 acres, alone or in combination with a contiguous unit), 2) apparent naturalness, 3) outstanding opportunities for solitude or primitive recreation, and 4) any supplemental features or values present. For WSAs, the BLM is mandated to not impair the suitability of areas identified as having wilderness characteristics. Wilderness characteristics are also considered in the inventory and management of non-WSA lands with wilderness characteristics.

Wilderness study area (WSA): A roadless area or island of undeveloped federal land that has been inventoried and found to possess wilderness characteristics described under Title VI, Section 603 of FLPMA and Section 2(c) of the Wilderness Act of 1964. These characteristics are 1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; 2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; 3) has at least 5,000 acres or is large enough to make practicable its preservation and use in an unimpaired condition; and 4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historic value.

Wildfire: Unplanned ignition of a wildland fire (such as a fire caused by lightning, volcanoes, and unauthorized and accidental human-caused fires) and escaped prescribed fires.

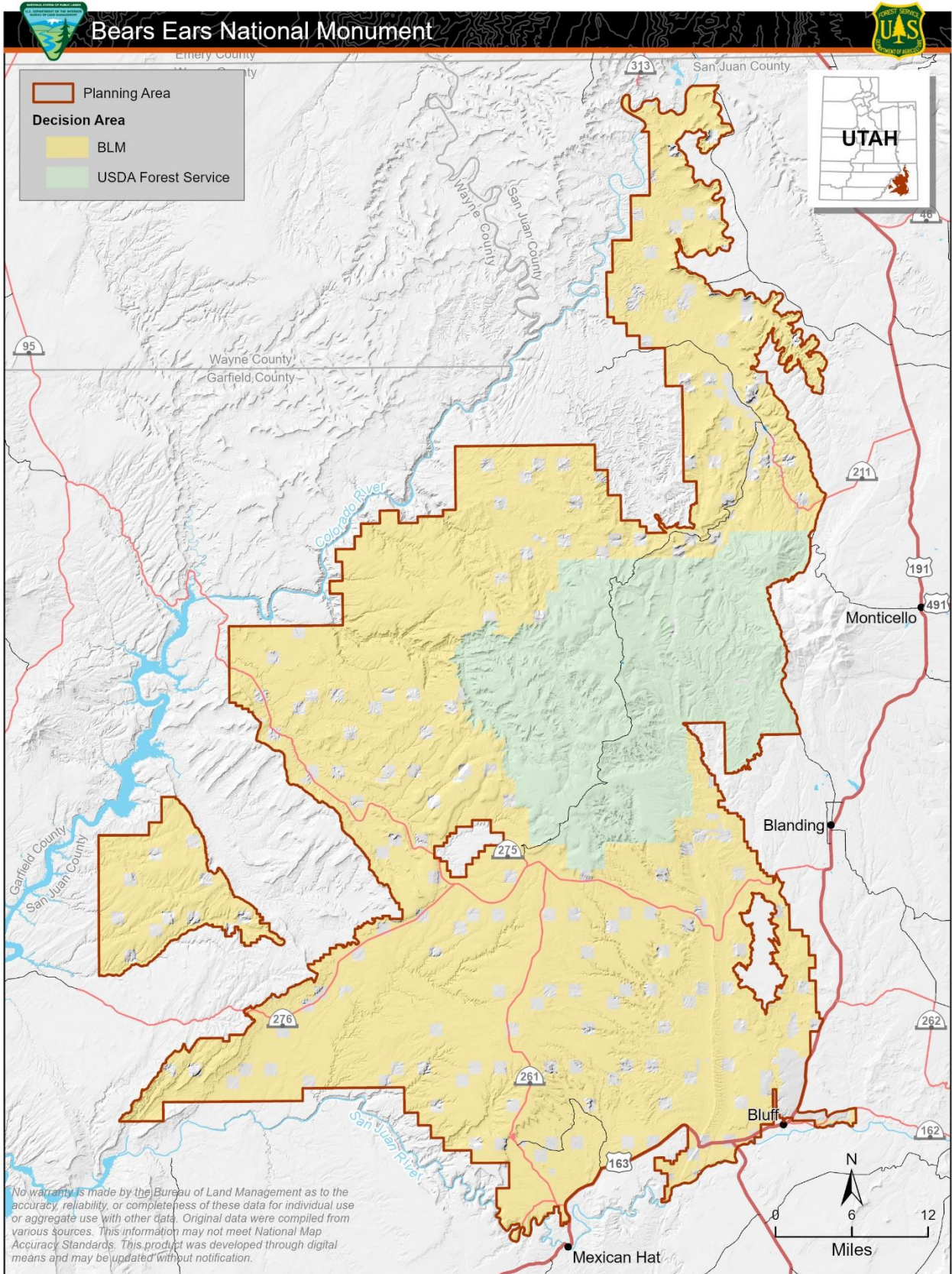
Wildland fire: A general term describing any non-structure fire that occurs in the wildland.

Woodland: A forest community occupied primarily by non-commercial species such as juniper, mountain mahogany, or quaking aspen groves; all western juniper forestlands are classified as woodlands, because juniper is classified as a non-commercial species.

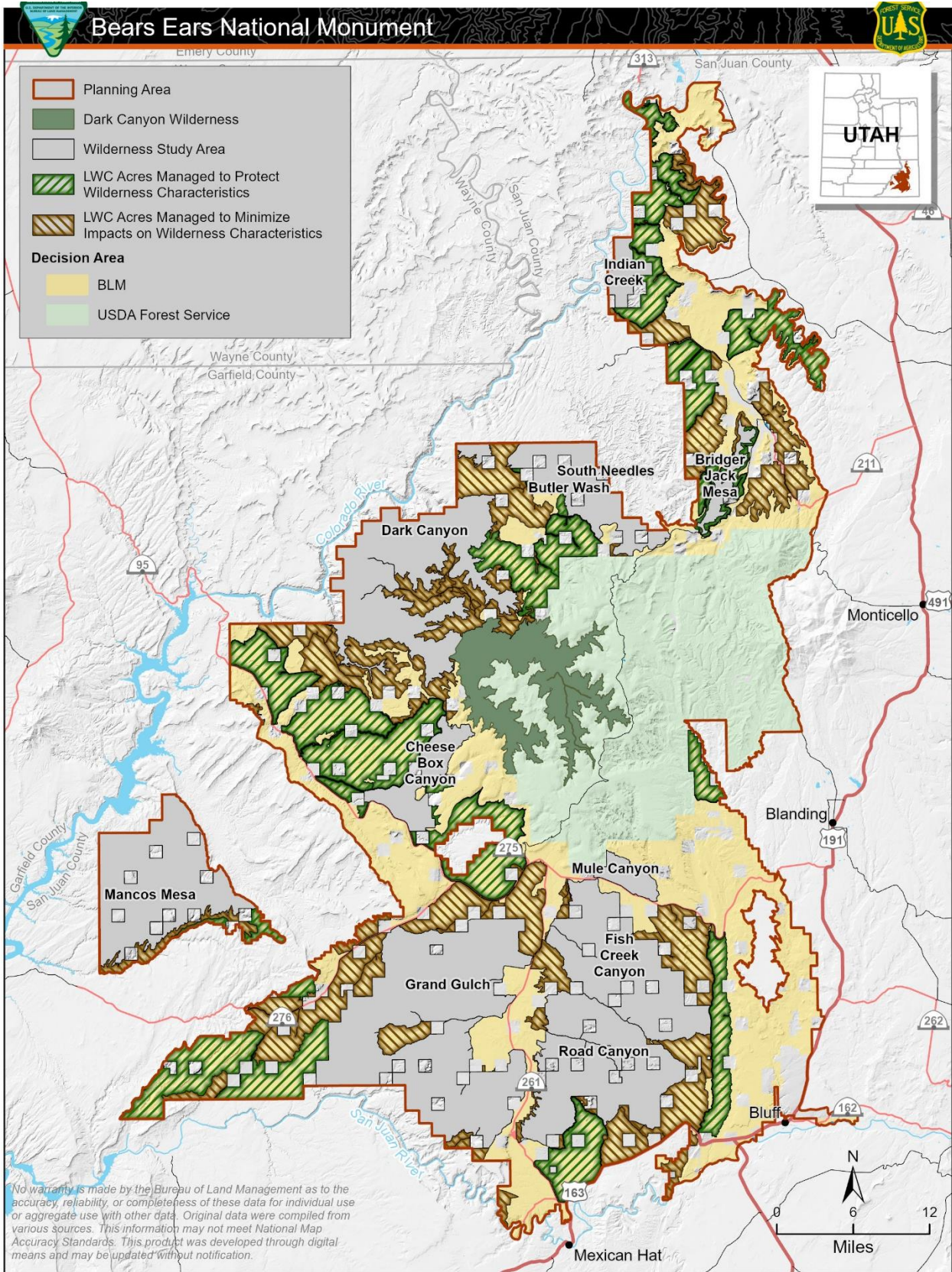
APPENDIX A

Maps

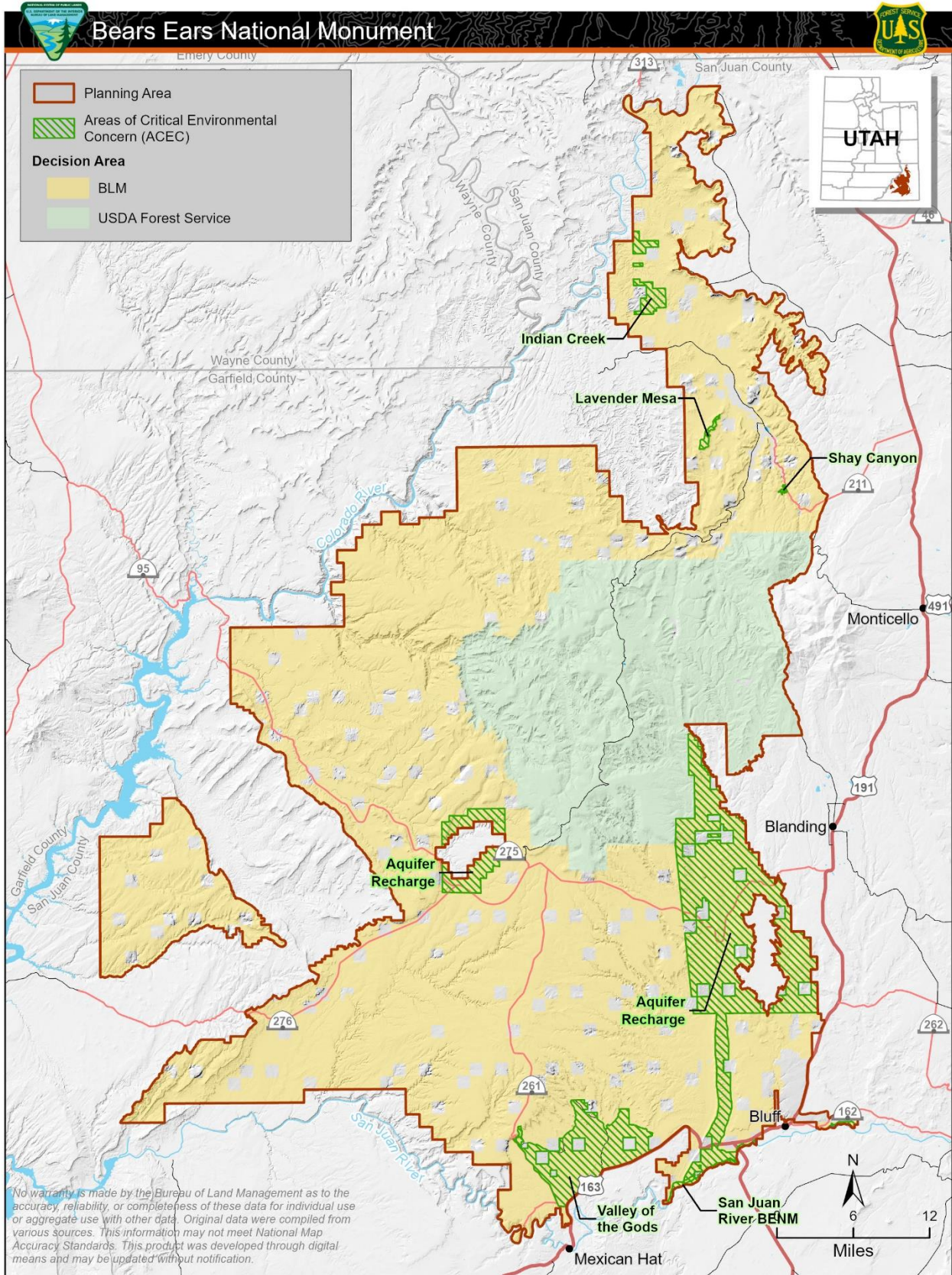




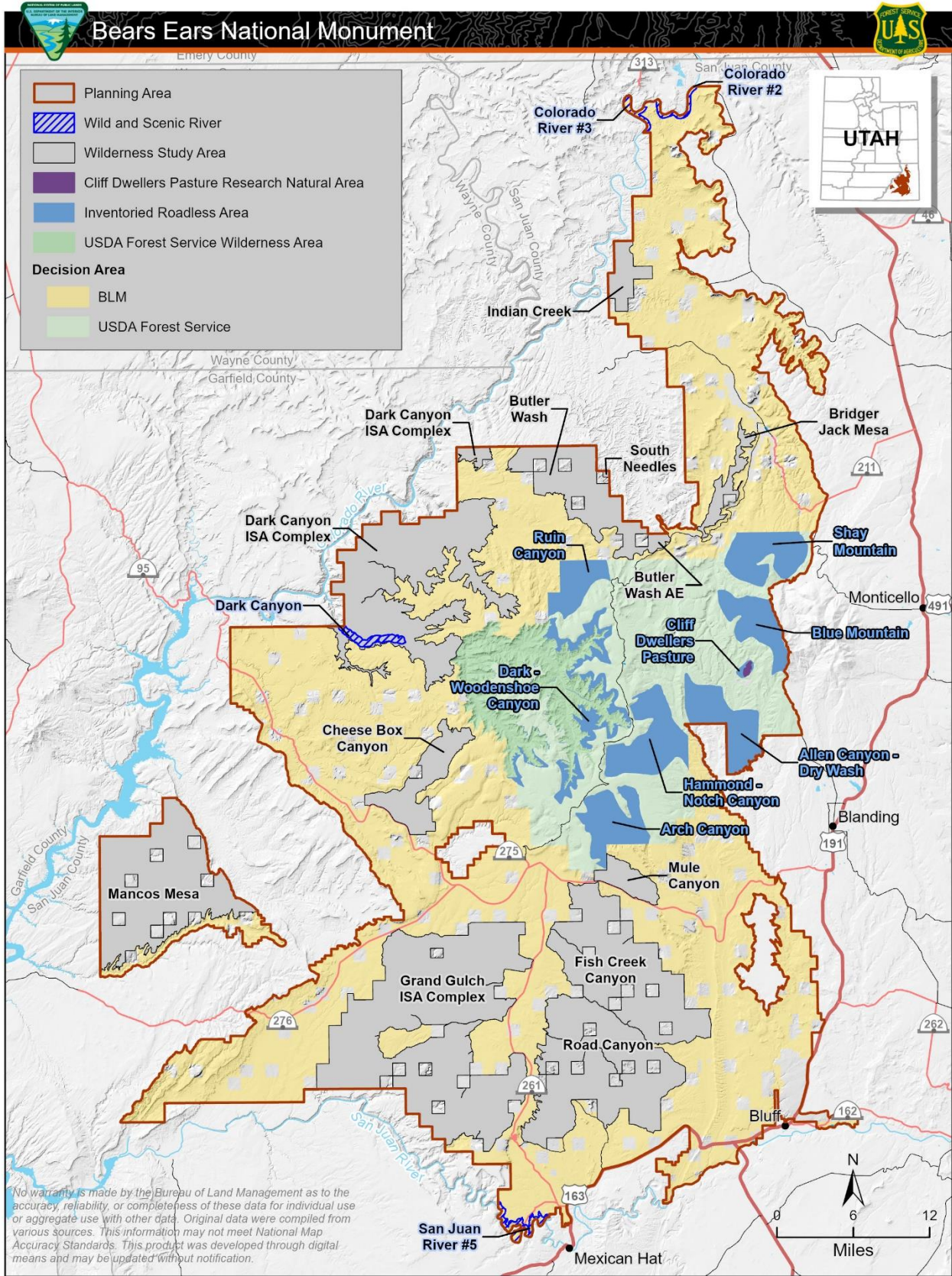
Map A-1. Planning Area and Decision Area



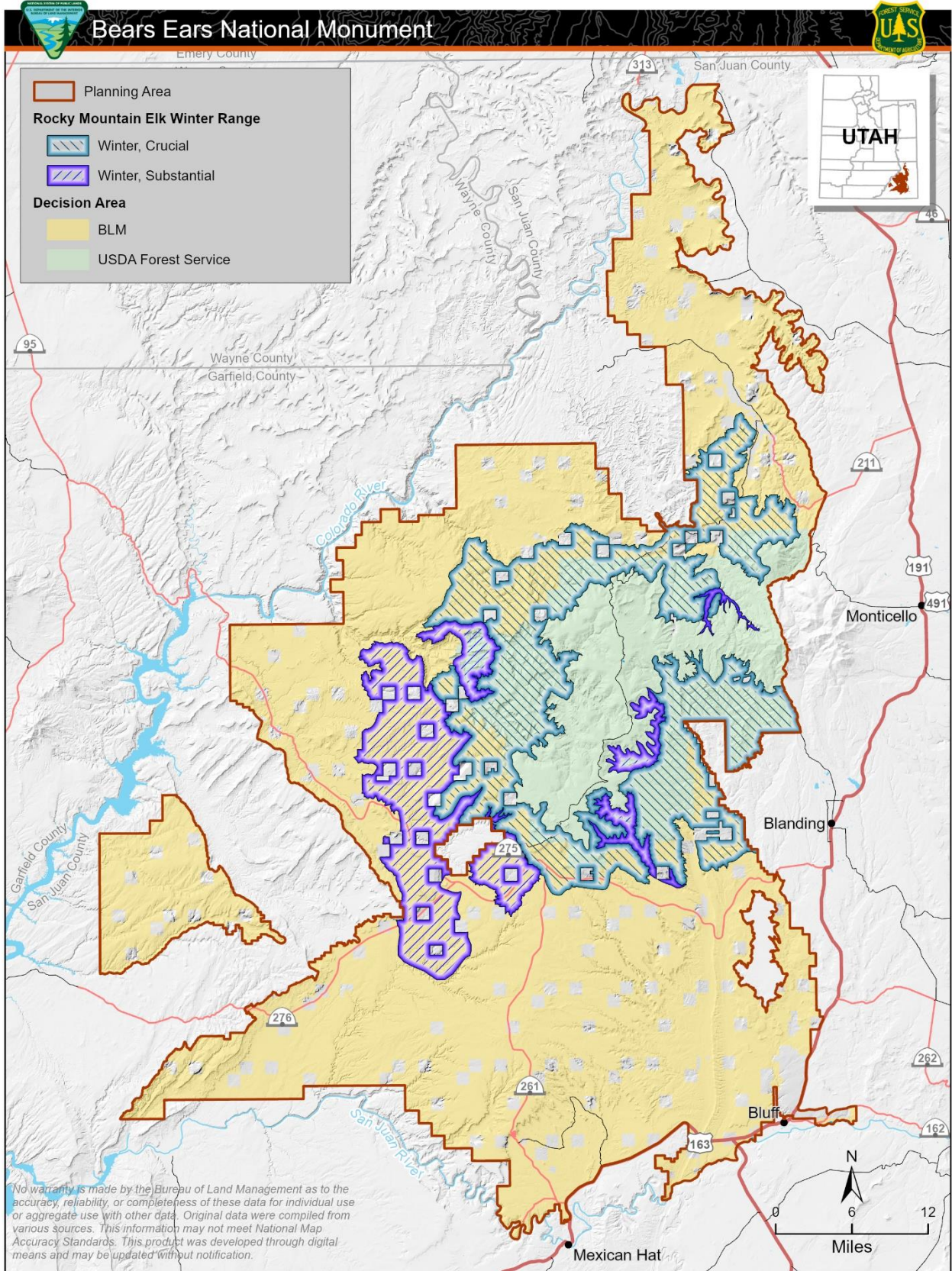
Map A-2. Lands with wilderness characteristics.



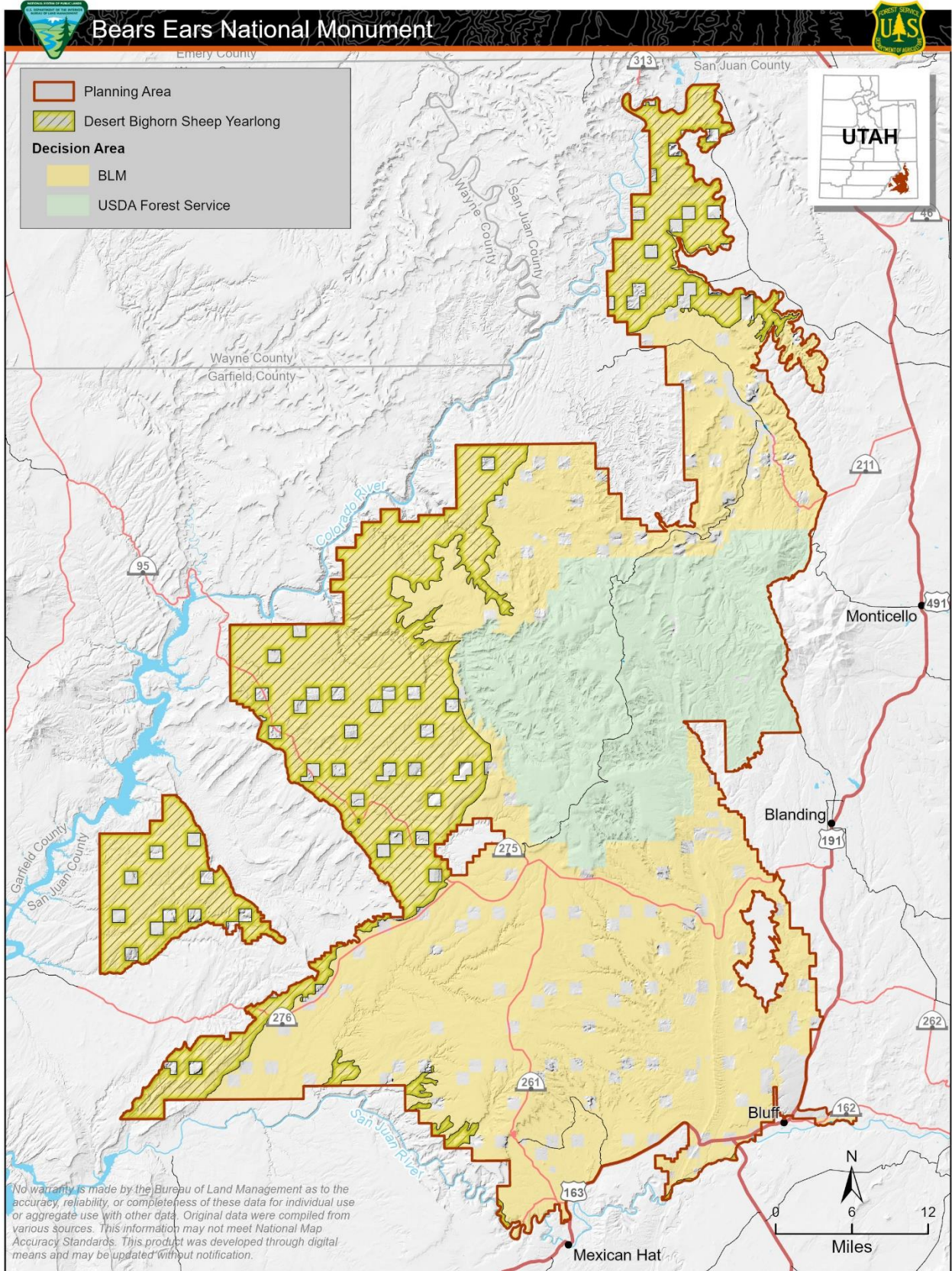
Map A-3. Areas of critical environmental concern.



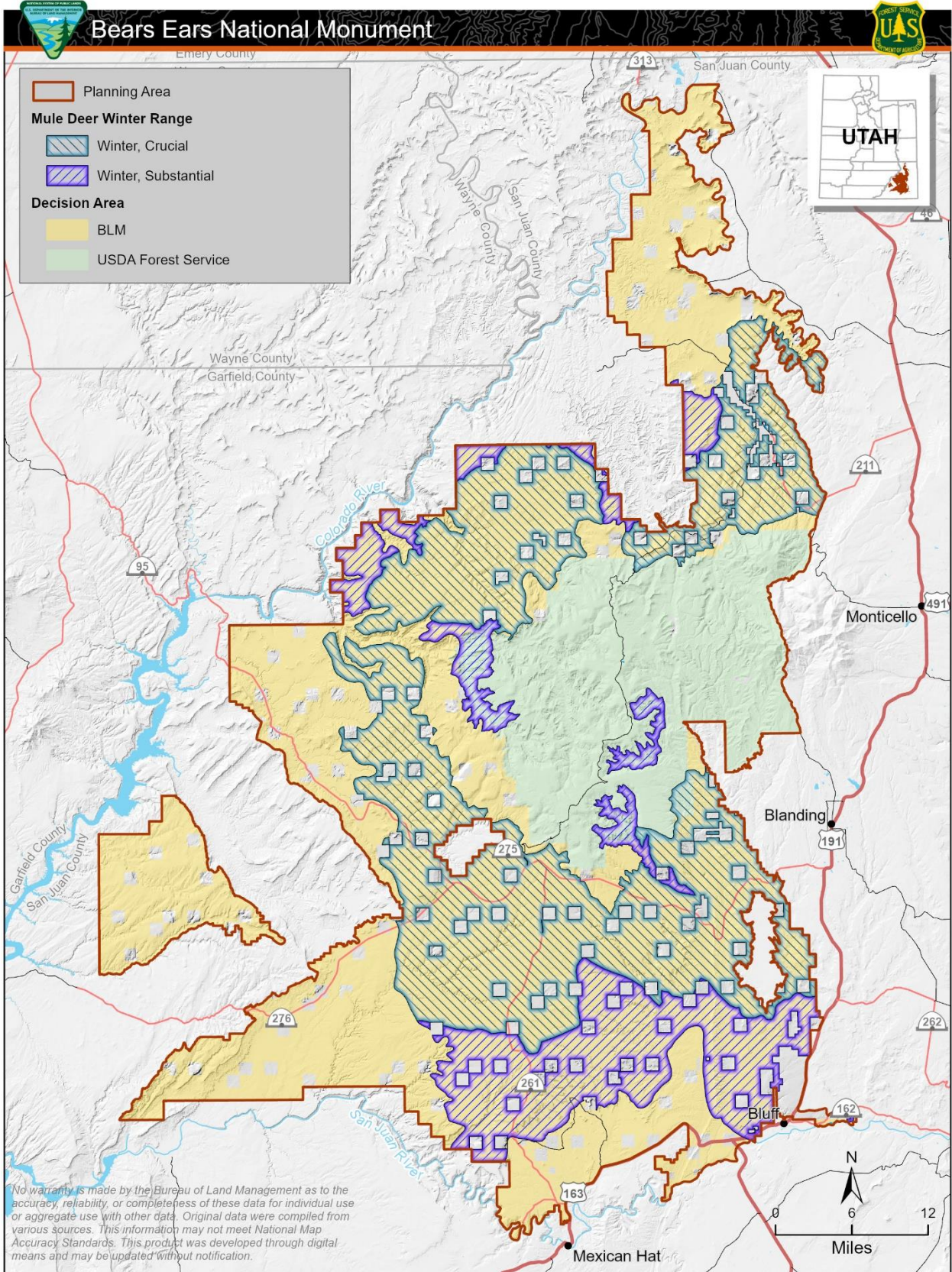
Map A-4. Special designations.



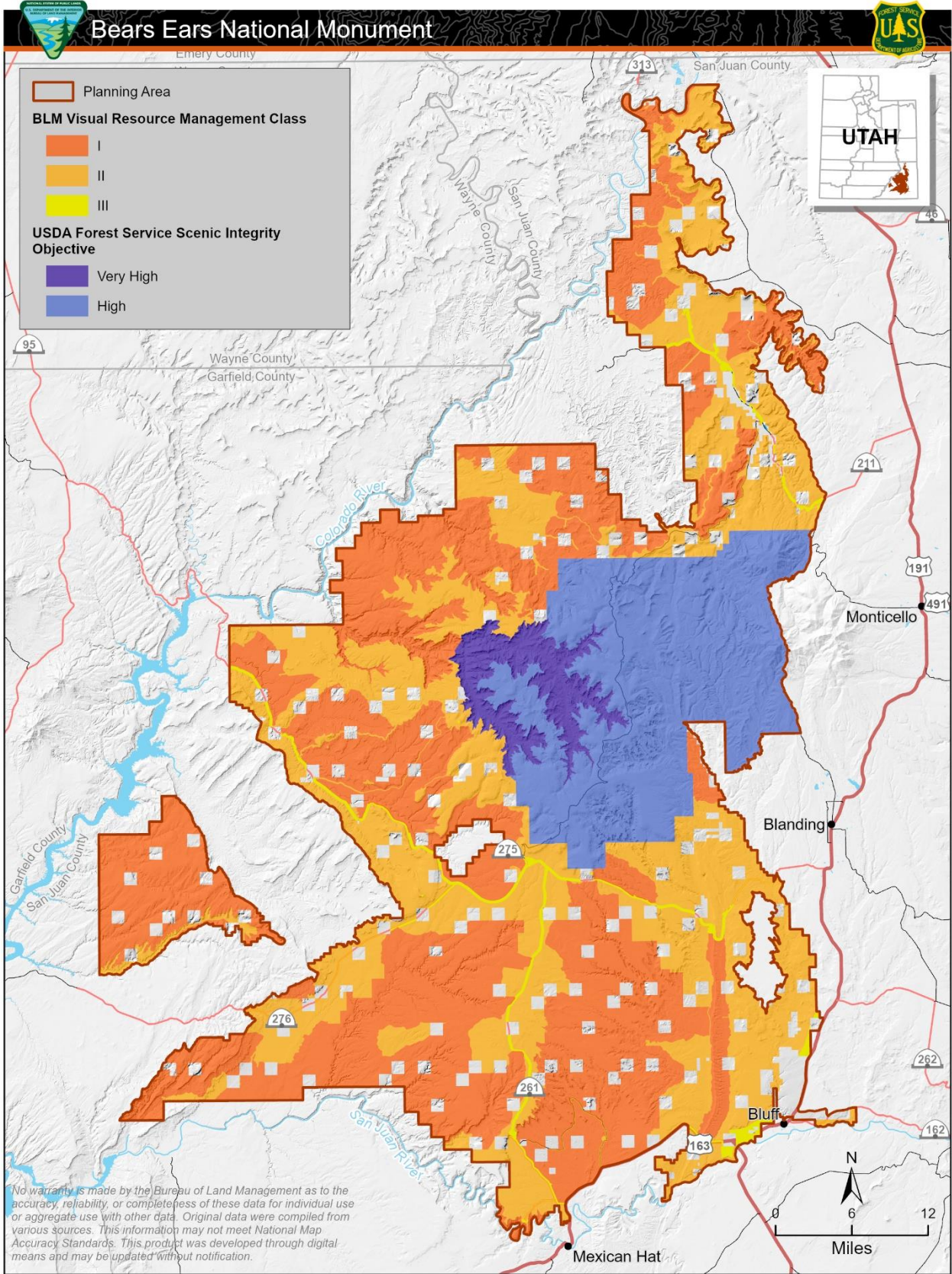
Map A-5. Rocky Mountain elk winter range.



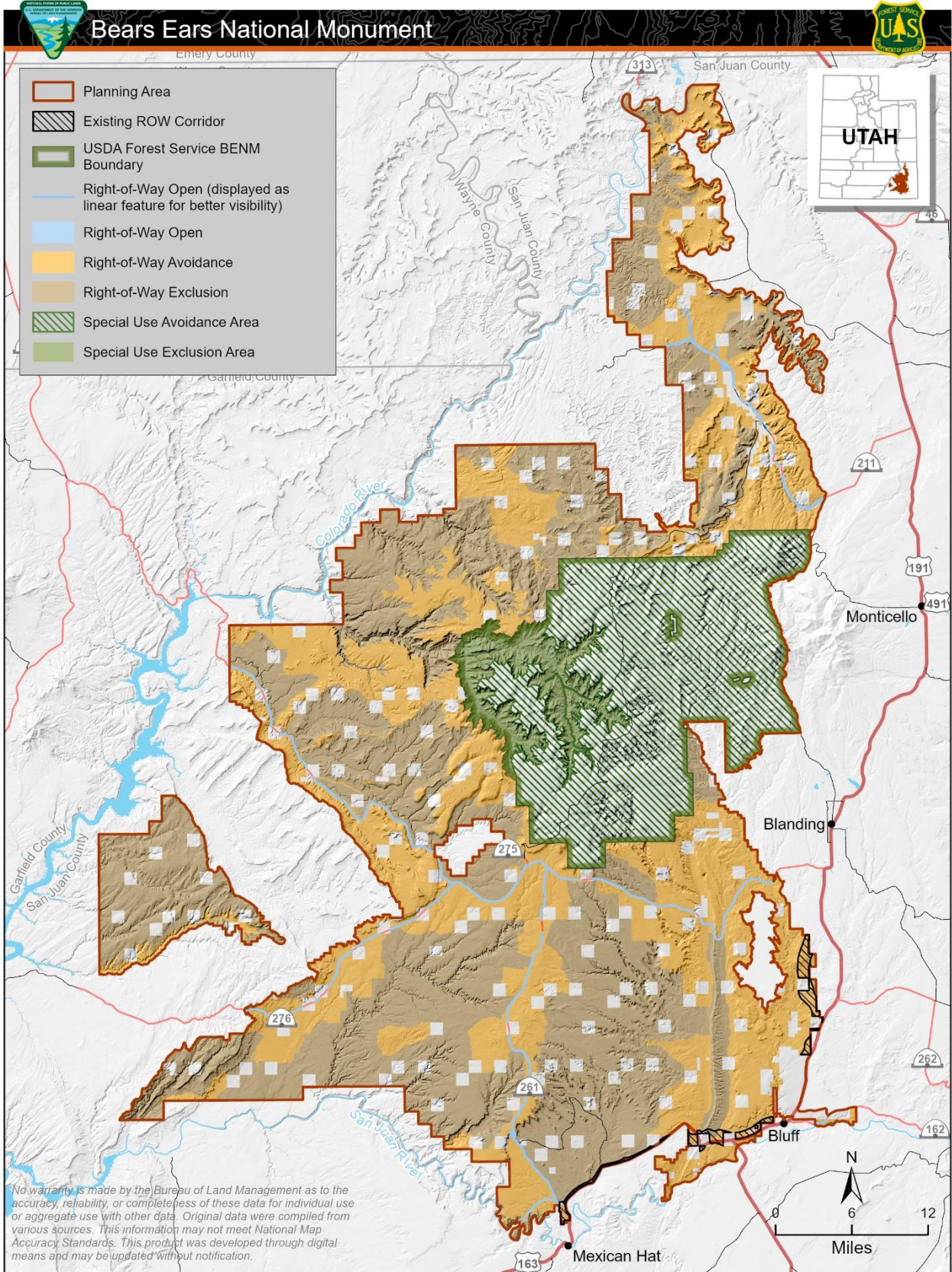
Map A-6. Desert bighorn sheep habitat.



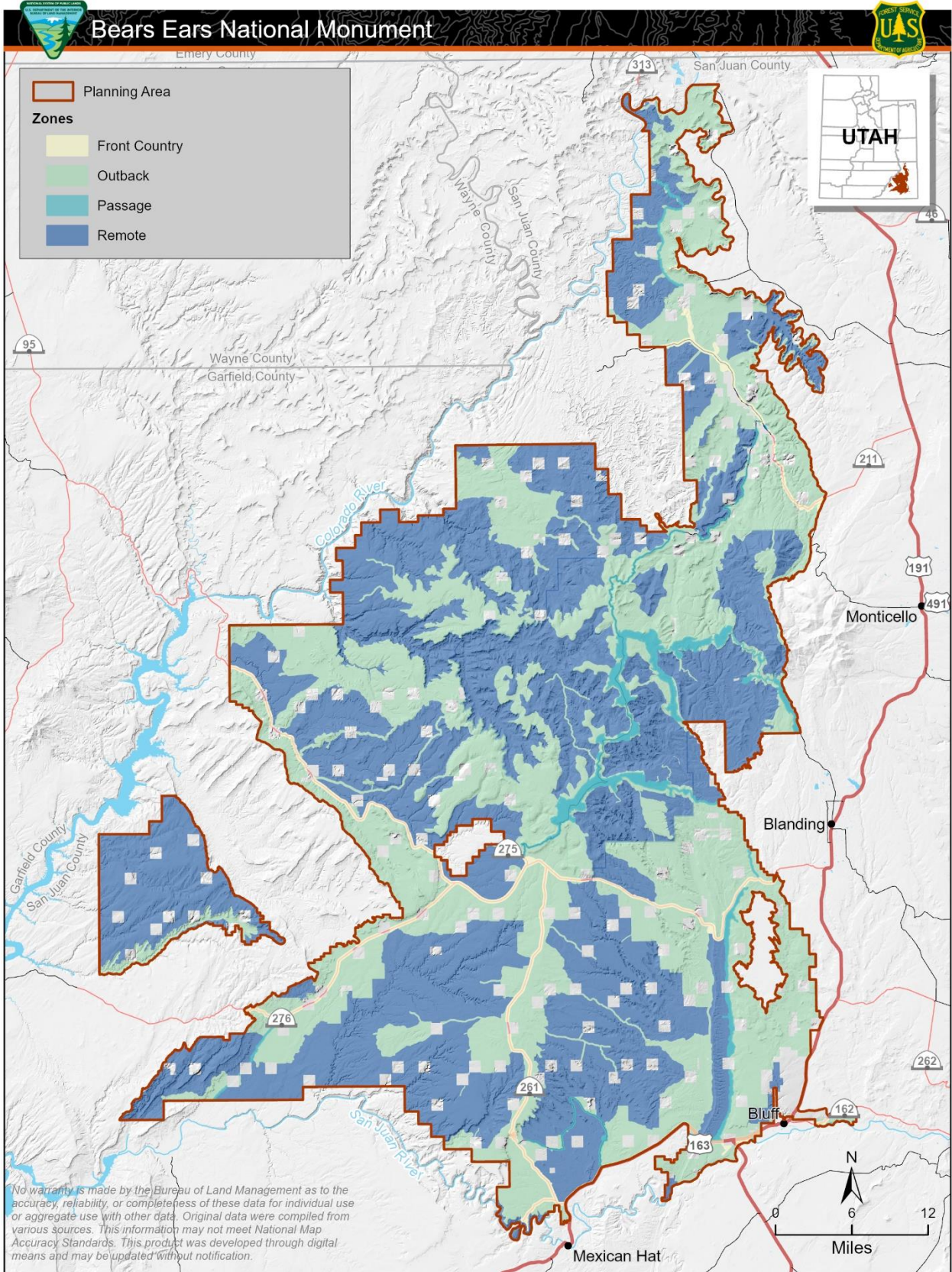
Map A-7. Mule deer winter range.



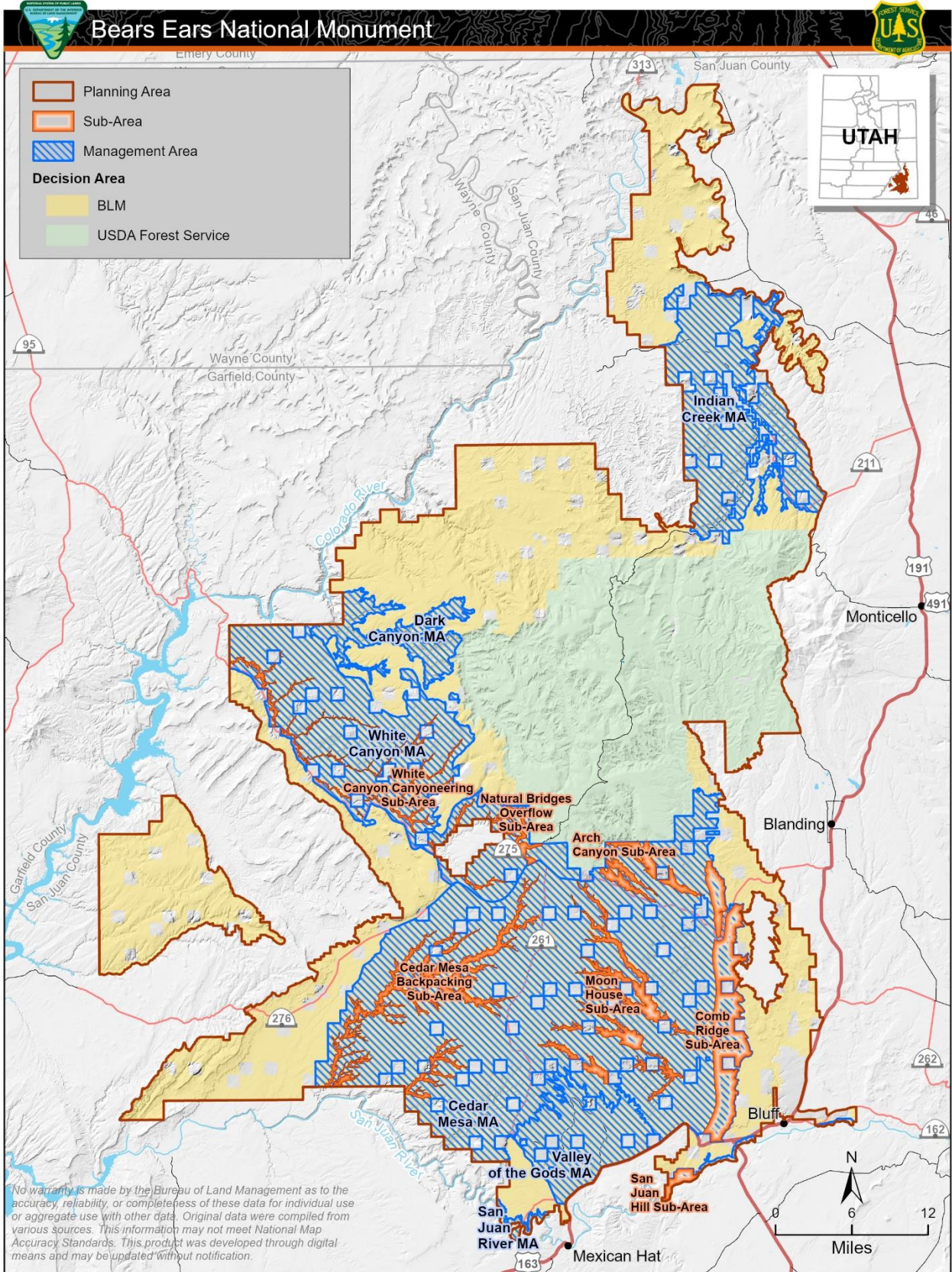
Map A-8. Visual Resource Management classes and scenic integrity objectives.



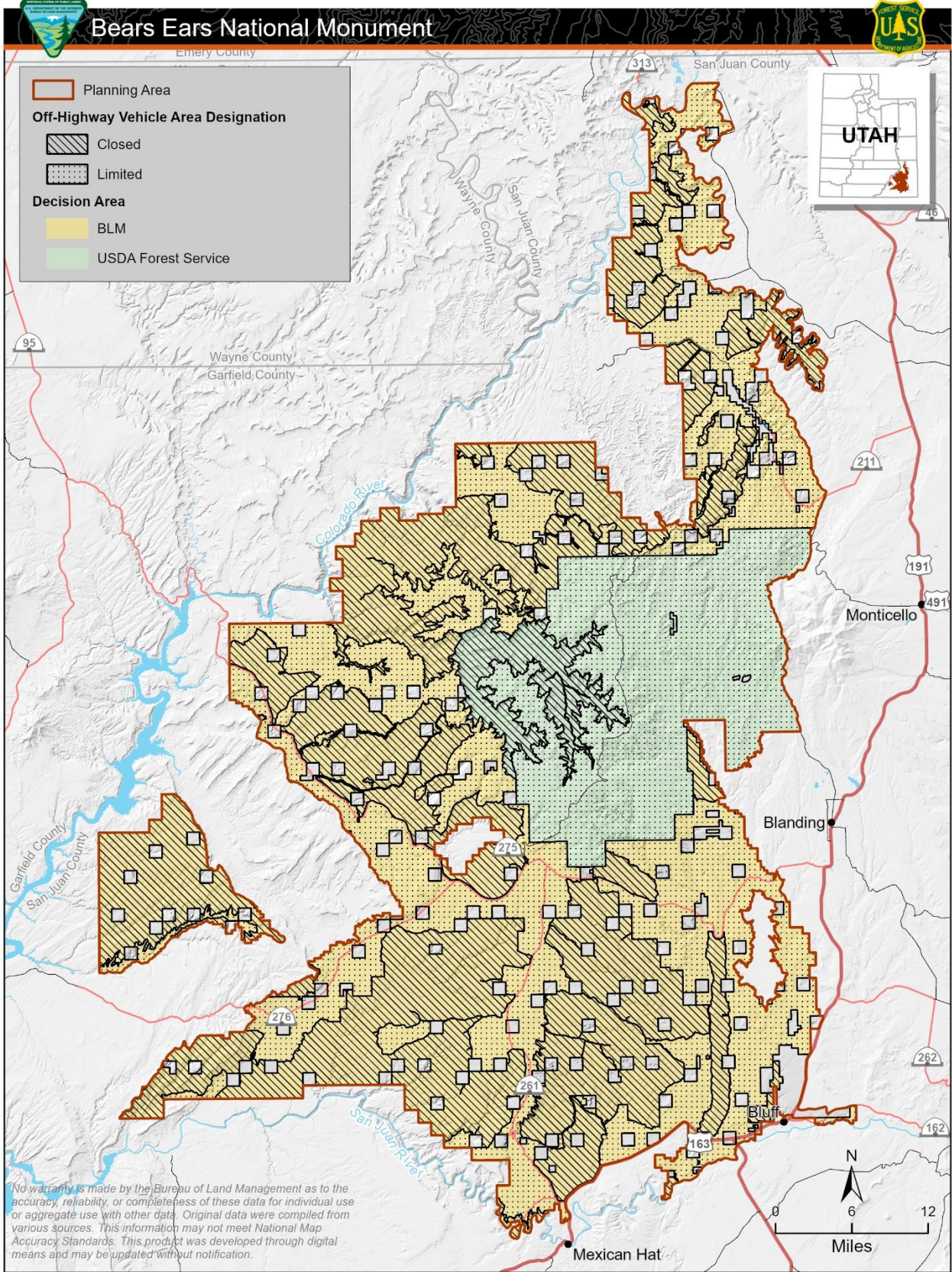
Map A-9. Rights-of-way and authorizations.



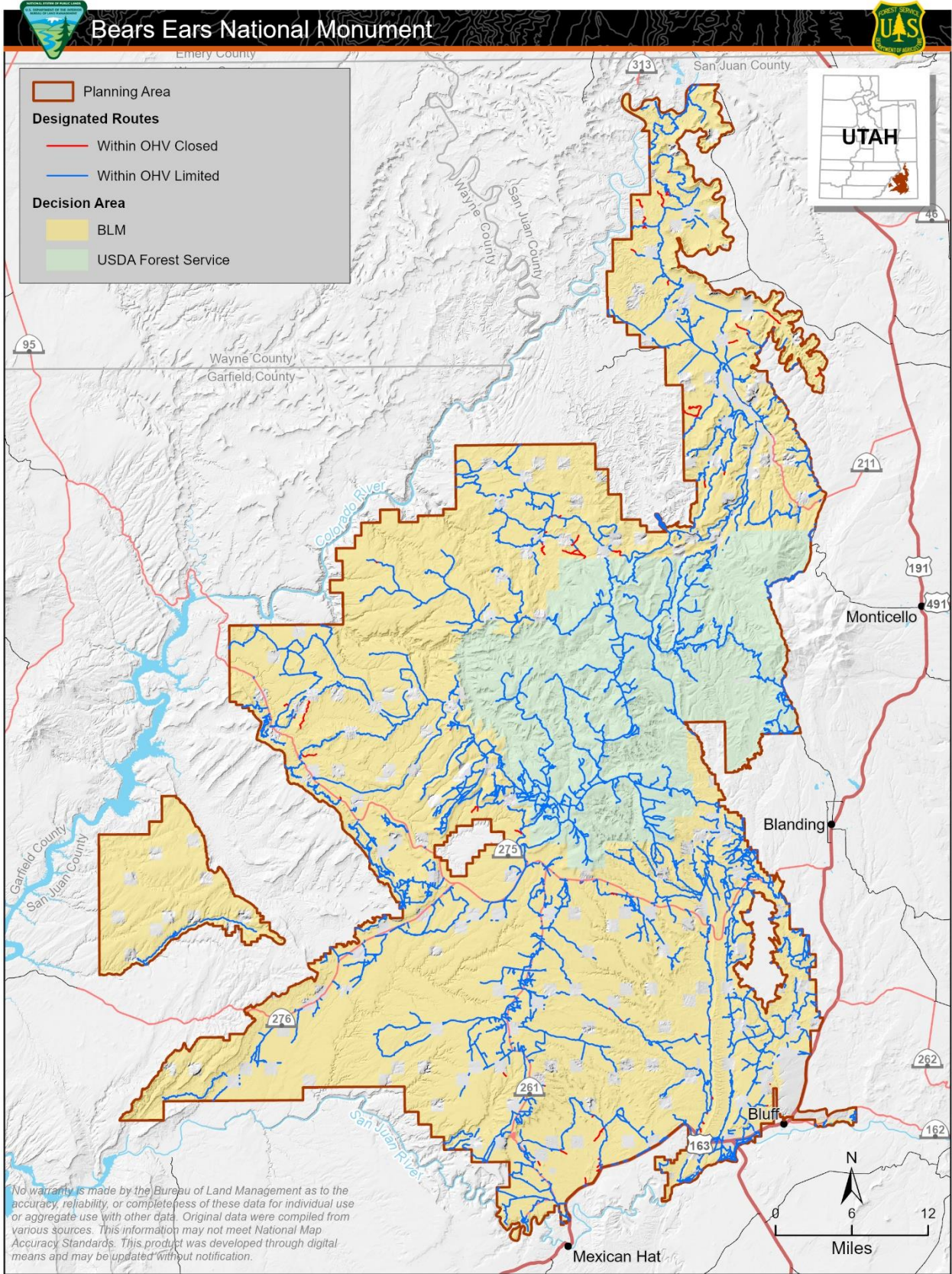
Map A-10. Zones.



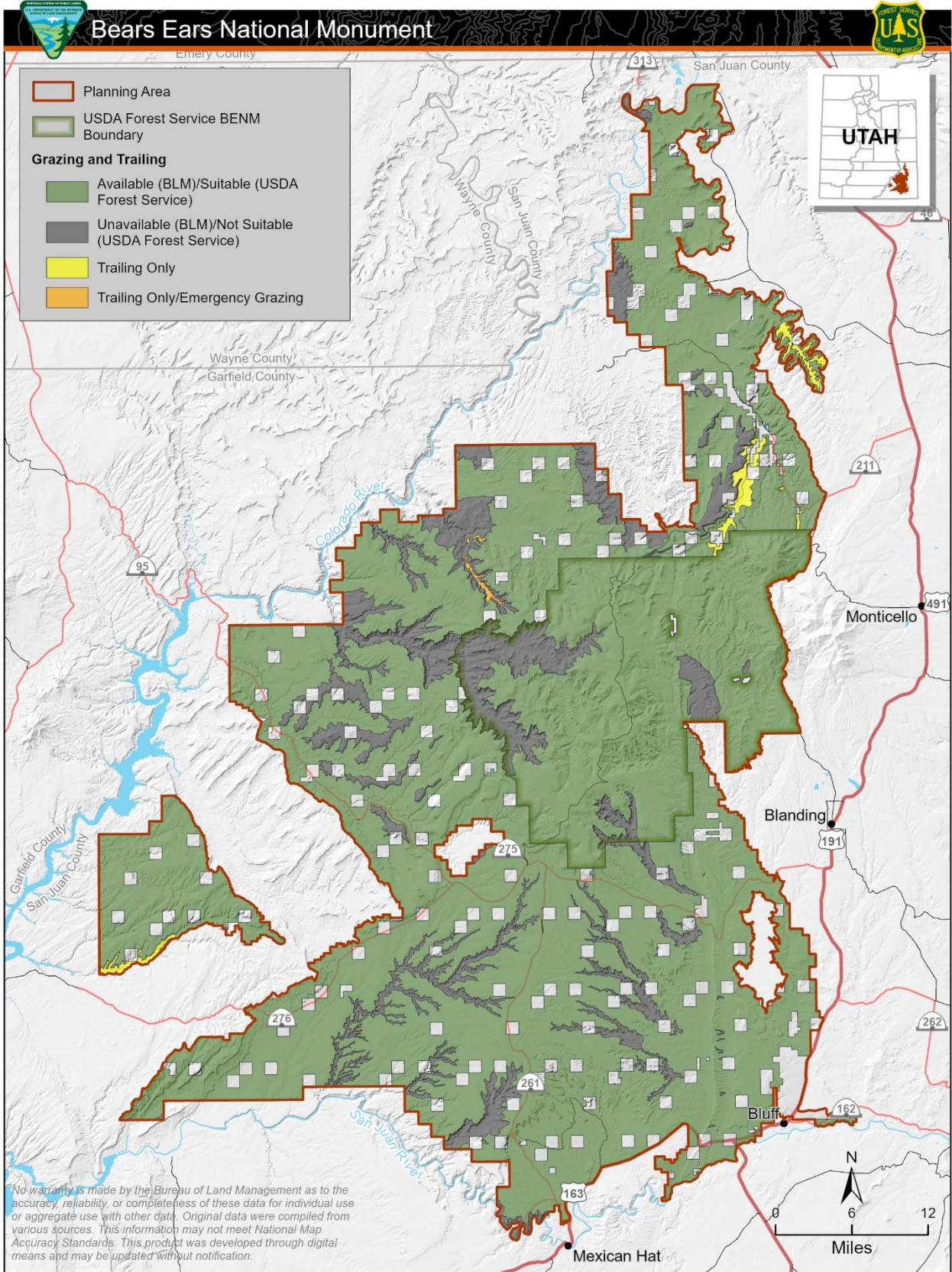
Map A-11. Sub-Areas and Management Areas.



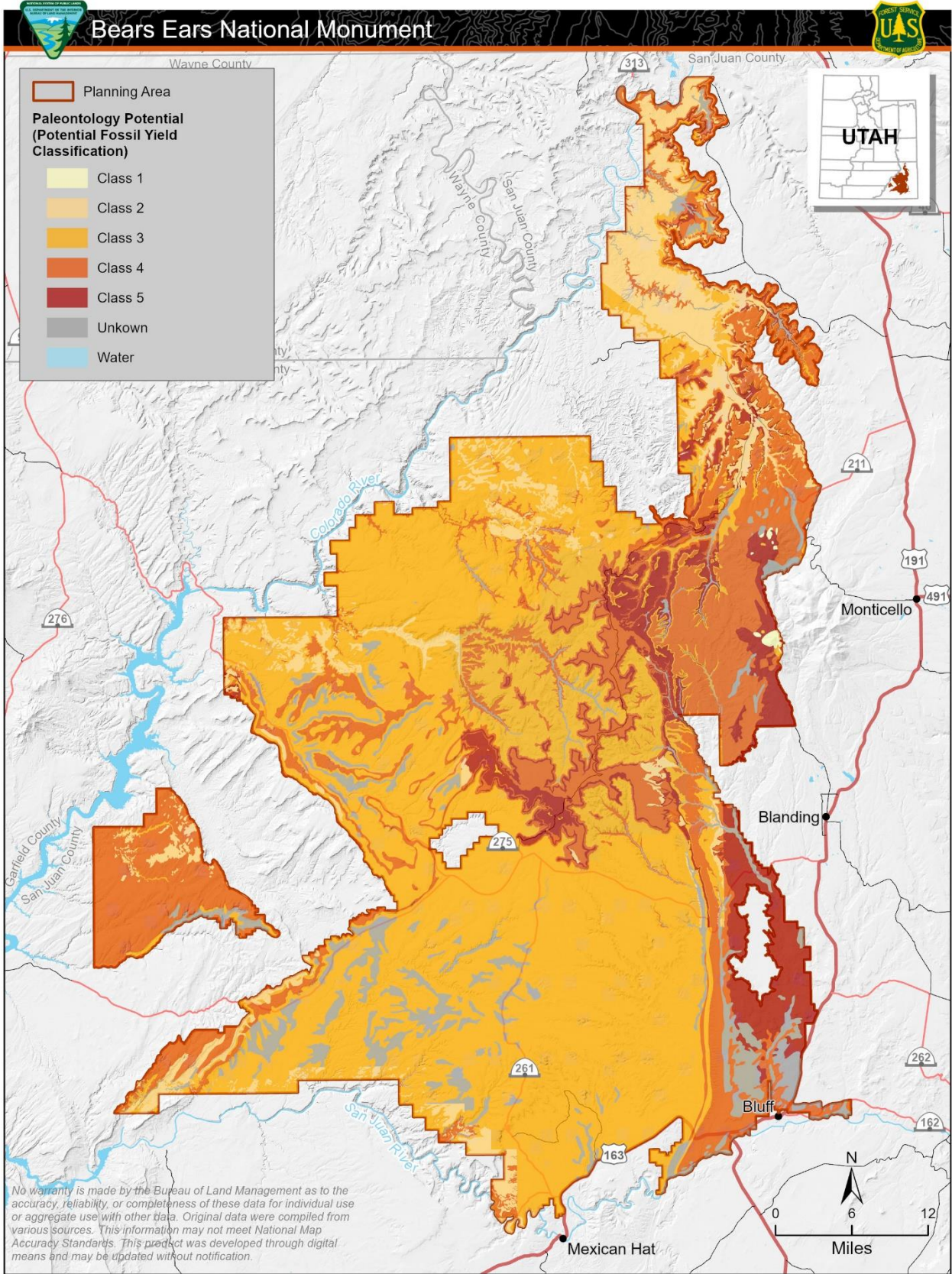
Map A-12. Off-highway vehicle area designation.



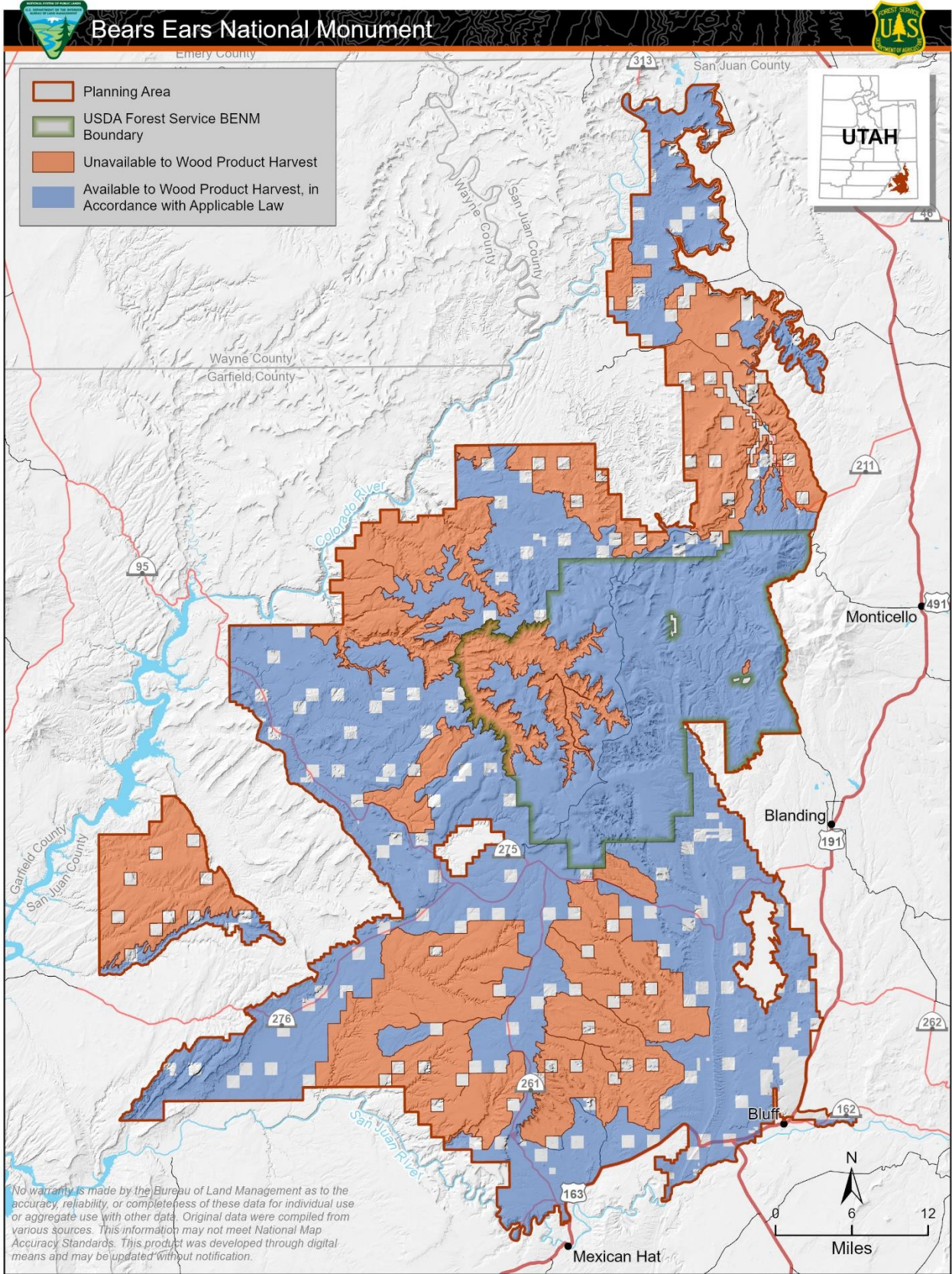
Map A-13. Routes within off-highway vehicle area designation.



Map A-14. Grazing and trampling.



Map A-16. Potential Fossil Yield Classification.

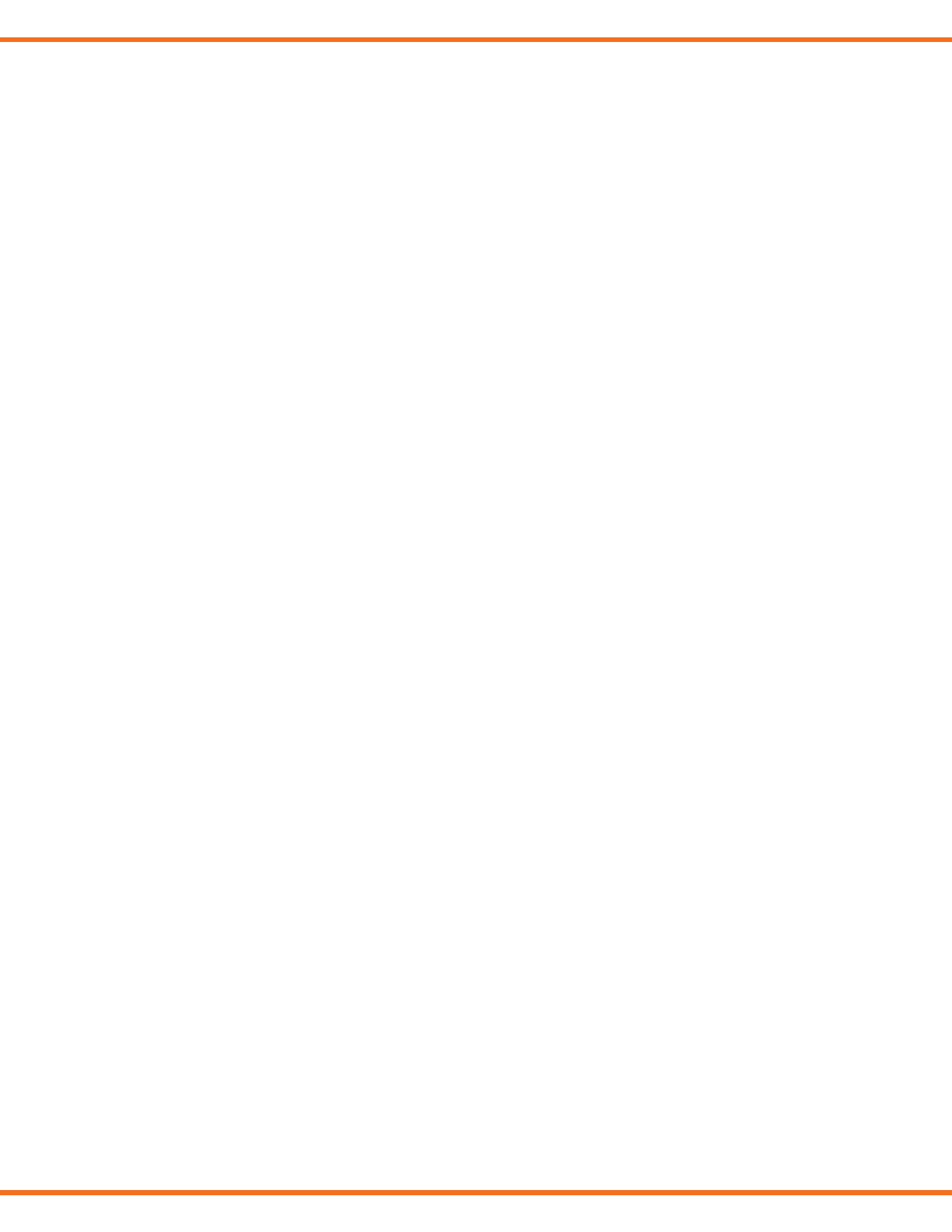


Map A-17. Areas open and closed to wood product harvest.

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APPENDIX B

Cultural Resources Monitoring Framework



1 PURPOSE AND NEED

The desired outcome of adaptive management strategies for cultural resources is to provide for the proper care and management of objects identified in Proclamation 9558, as modified by Proclamation 10285, by preserving and maintaining those characteristics of culturally significant properties—including historic properties eligible for or listed in the National Register of Historic Places (NRHP), traditional cultural properties (TCPs), American Indian sacred sites, or cultural landscapes—that make them important.

Effective adaptive management to meet expected outcomes requires that clear resource indicators be established that can be measured to assess any changes to those resources, thresholds for implementation of new management actions, methodologies for monitoring resource conditions relative to stated indicators to determine whether management action thresholds have been met, and a suite of management actions to be taken should a threshold be crossed. This document outlines a framework for developing site-specific monitoring plans for cultural resource localities within the Monument where adaptive management strategies are applied and ongoing location-specific monitoring is necessary. The completed implementation-level cultural resource monitoring and management plan(s) will include the site-specific resource indicators, thresholds, and adaptive management actions to be taken when thresholds are crossed.

2 CULTURAL RESOURCE INDICATORS

2.1 National Register of Historic Places Criteria

Indicators of resource conditions for cultural resources such as historic properties, archaeological sites, TCPs, American Indian sacred sites (when they are or contain resources that are eligible for inclusion in the NRHP), and cultural landscapes are those criteria established for inclusion of a property in the NRHP. These criteria are detailed in 36 Code of Federal Regulations (CFR) 60.4:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and

- a. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- b. that are associated with the lives of persons significant in our past; or
- c. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- d. that have yielded, or may be likely to yield, information important in prehistory or history.

2.2 Types of Significance

The NRHP identifies four types of significance (36 CFR 60.4(a–d)). The National Park Service (NPS), which administers the NRHP, has provided guidance on the characteristics of properties that might meet one or more of these types of significance (NPS 1997:11–24). Table B-1 provides a summary of the definitions provided in that document for each type of NRHP significance criteria.

Table B-1. Definitions of Types of Significance for National Register of Historic Places Properties

Element of Integrity	Definition
Criterion A: Event	Properties can be eligible for the NRHP if they are associated with events that have made a significant contribution to the broad patterns of our history.
Criterion B: Person	Properties may be eligible for the NRHP if they are associated with the lives of persons significant in our past.
Criterion C: Design/construction	Properties may be eligible for the NRHP if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.
Criterion D: Information potential	Properties may be eligible for the NRHP if they have yielded, or may be likely to yield, information important in prehistory or history.

2.3 Elements of Integrity

Of note among the criteria for considering the significance of a property for its inclusion in the NRHP are seven elements of integrity: location, design, setting, materials, workmanship, feeling, and association. The NPS (1997:44–45) has provided guidance that describes and better defines these elements of integrity.

Definitions of each element of integrity as described by this guidance are summarized in Table B-2.

Table B-2. Definitions of Elements of Integrity for National Register of Historic Places Properties

Element of Integrity	Definition
Location	Location is the place where the historic property was constructed or the place where the historic event occurred.
Design	Design is the combination of elements that create the form, plan, space, structure, and style of a property.
Setting	Setting is the physical environment of a historic property.
Materials	Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
Workmanship	Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
Feeling	Feeling is a property's expression of the aesthetic or historic sense of a particular period of time.
Association	Association is the direct link between an important historic event or person and a historic property.

2.4 Sacred Sites or Sites of Cultural or Religious Importance

Sacred sites or sites of cultural or religious importance may not exhibit characteristics amenable to evaluation of significance within the framework of NRHP eligibility. Such locations, however, can be of substantial cultural concern. Identification of these places occurs during consultation between American Indian Tribes, traditional communities, and the Bureau of Land Management (BLM) and/or the U.S. Department of Agriculture U.S. Forest Service (USDA Forest Service). Appropriate indicators to evaluate possible ongoing or emerging impacts to such sites will be determined on a case-by-case basis during the consultation process.

3 THRESHOLDS FOR MANAGEMENT ACTION

Archaeological sites in Utah, both historic and prehistoric, are documented as they are discovered on a Utah Archaeology Site Form (UASF) (Interagency Heritage Resources Work Group 2018). This form also allows for site information to be updated or for the site to be completely re-recorded, as appropriate, during subsequent visits. Previously recorded sites are documented on earlier versions of Utah archaeological site forms. These forms are designed to prompt the collection of a host of data for each locality relevant for researchers and for land managers tasked with protecting and preserving significant historic localities. These forms prompt researchers to document characteristics of a locality that are relevant to those indicators of resource conditions discussed above. Changes in condition at cultural resource sites that have already been documented on standard site forms can also be recorded on site monitoring forms. Particularly salient among those characteristics for which researchers document resource condition observations are impacting agents, site condition, retention of integrity, and NRHP status. Changes to the features of a significant historic property, TCP, American Indian religious site, or cultural landscape that make it eligible for inclusion on the NRHP are appropriate thresholds across which consideration of a change in management action would be appropriate.

3.1 Impacting Agents

Impacting agents are those that may alter characteristics of a locality that make it eligible for listing on the NRHP, including those that may affect a site's type of significance or one or more elements of integrity.

The UASF form provides a short list of common impacting agents that include erosion, livestock concentration, recreation, road/trail, vandalism/looting, none, and other. The form also provides a free-text entry portion, where researchers documenting a locality are expected to describe those agents impacting the site. Site monitoring forms contain similar impacting agents and text options. A change to a locality's impacting agents could be a threshold for consideration of new or increased management action if monitoring were to identify the addition of a new impacting agent or a change is observed in the relative effects of an already identified impacting agent.

3.2 Site Condition

Site condition is determined on-site by a qualified person conducting a site documentation or site monitoring visit. The BLM and USDA Forest Service will determine the qualifications of those individuals qualified to evaluate site condition as the monitoring plan is completed. Qualifications may vary based on site type and sensitivity; however, in most cases it will be a Utah-permitted archaeologist or monitors trained by a similarly qualified archaeologist. The agencies will apply confidentiality provisions, as appropriate, for sacred sites and other sensitive Tribal cultural resources, as well as consider the use of Tribal monitors for sensitive sites. The UASF (or site monitoring) form provides a list of site conditions: stable, deteriorating, imminently threatened, and destroyed. A stable site is defined as one where impacting agents such as erosion, decay, or other forces of nature are affecting the locality, as would be expected from the antiquity of the site. A deteriorating site is one where, if current impacts continue, the site is in danger of significant loss of integrity in a 3- to 15-year time frame. An imminently threatened locality is one where, if current impacts continue, the locality is likely to lose significant elements of integrity in less than 3 years. A destroyed site is one where impacting agents have left a locality completely devoid of any physical evidence of its one-time presence or have damaged a site's characteristics to the point that it no longer meets the criteria for listing in the NRHP. Changes to the condition of a site that adversely

affect those characteristics of the site that make it eligible for the NRHP are threshold events that will trigger a change in management action in consultation with Tribes.

3.3 Retention of Integrity

Integrity, as it relates to significant cultural resources such as historic properties, was described in Section 2.3 of this appendix. The UASF form asks researchers documenting a locality to assess which of the seven elements of integrity important for a site's NRHP eligibility are retained at a location. Deterioration of a locality such that an element of integrity once present at a site is lost is a threshold across which a management action will occur. Integrity for sacred sites or sites of cultural or religious importance to Tribes may not meet NRHP aspects of integrity.

3.4 National Register of Historic Places Status

NRHP status of a site refers to whether the site is currently listed in the register or whether the researcher documenting the site considers it to be eligible or not eligible for listing. Formal determinations of whether a site is eligible or not eligible for NRHP listing are made by agencies in consultation with the State Historic Preservation Officer during consultation required by Section 106 of the National Historic Preservation Act. NRHP eligibility can be re-evaluated and changed by agencies in consultation with the State Historic Preservation Office when better information is available on the elements of site integrity (see Table B-2). A change in the NRHP status of a locality is a threshold across which new management actions will occur. The BLM and USDA Forest Service will consider eligibility of potential cultural and religious properties that are of importance to Tribes (as per 36 CFR 800).

4 CULTURAL RESOURCES MONITORING METHODOLOGIES

4.1 Location Selection

Known historic properties, archaeological sites, TCPs, American Indian sacred sites, or cultural landscapes for which adaptive management strategies are implemented will be subject to cultural resources monitoring. In addition, the agencies may select localities for monitoring if they determine that a particular location may be subject to impacts and management of that particular location necessitates monitoring site conditions. The agencies will also select localities for monitoring through government-to-government consultation with Tribal Nations and, if applicable, Multi-Tribal Organizations, acknowledging that not all cultural sites are archaeological sites. Other consulting parties, as deemed appropriate, will be included in the location selection process.

4.2 Baseline Assessment

The initial step in establishing a site-specific monitoring program is to document the baseline conditions of the site so that any future changes to those conditions can be clearly identified. For newly discovered localities, the baseline assessment consists simply of a thorough documentation of the site on a current UASF form with careful attention given to a complete description of those aspects of the form relating to potential management action thresholds.

Localities that have been previously documented are not likely to have fully detailed descriptions of those site characteristics considered most critical when considering the adaptive management of a site.

Nonetheless, providing important details about site condition allows relevant characteristics to be inferred. For baseline assessments of localities included in a monitoring program, these prior data will be carefully evaluated and considered. For each of these previously documented localities, the site will be visited and documented, incorporating information from prior documentation, as appropriate, to establish a baseline condition assessment. Baseline assessments will be updated as NRHP recommendations are updated, and the agencies will work with State Historic Preservation Office to formalize eligibility where applicable.

4.3 Cultural Resources Monitoring

Cultural resources monitoring of selected historic properties, archaeological sites, TCPs, American Indian sacred sites, or cultural landscapes will occur at a frequency determined by the agencies, in consultation with Tribes, as appropriate, that is appropriate to the management objectives of each monitored locality. A site may be subject to more frequent monitoring if impacts to the site are expected to occur, are observed to occur often, or are substantial. Less frequent monitoring may be appropriate where impacting agents are rare or have little impact. Monitoring will be conducted by agency personnel or by site stewards.

Documentation of site condition during monitoring will be conducted using protocols of the Utah Cultural Site Stewardship program's electronic site monitoring system to record on-site observations for archaeological sites. When significant changes are noted, the affected site's UASF form will be supplemented with relevant site photographs that show impacts from impacting agents and document any changes to the types or relative effect of impacting agents. Documentation of the condition of sacred sites, TCPs, and other locales of importance to Tribes will be monitored using criteria and methodologies developed in consultation with Tribes.

4.4 Management Actions

Adaptive management strategies for historic or prehistoric properties, TCPs, American Indian sacred sites, or cultural landscapes establish a series of if-then actions: if monitoring shows that X is happening, then management action Y will be taken. Because such actions are determined on a site-specific basis and are dependent on the management objectives and the desired outcome for a particular locality, a comprehensive list of management actions to be taken should a threshold be crossed for one or more resource indicators described in this cultural resources monitoring framework is not possible. In many cases, however, appropriate management options for classes of site types allocated to one or more use classes can be presented. The cultural resource management plan will describe the management strategy option for different site types allocated for research, traditional use, and/or public use. Future management actions that affect sites or allocate sites to particular uses will be done in collaboration with the Bears Ears Commission and in consultation with Tribal Nations.

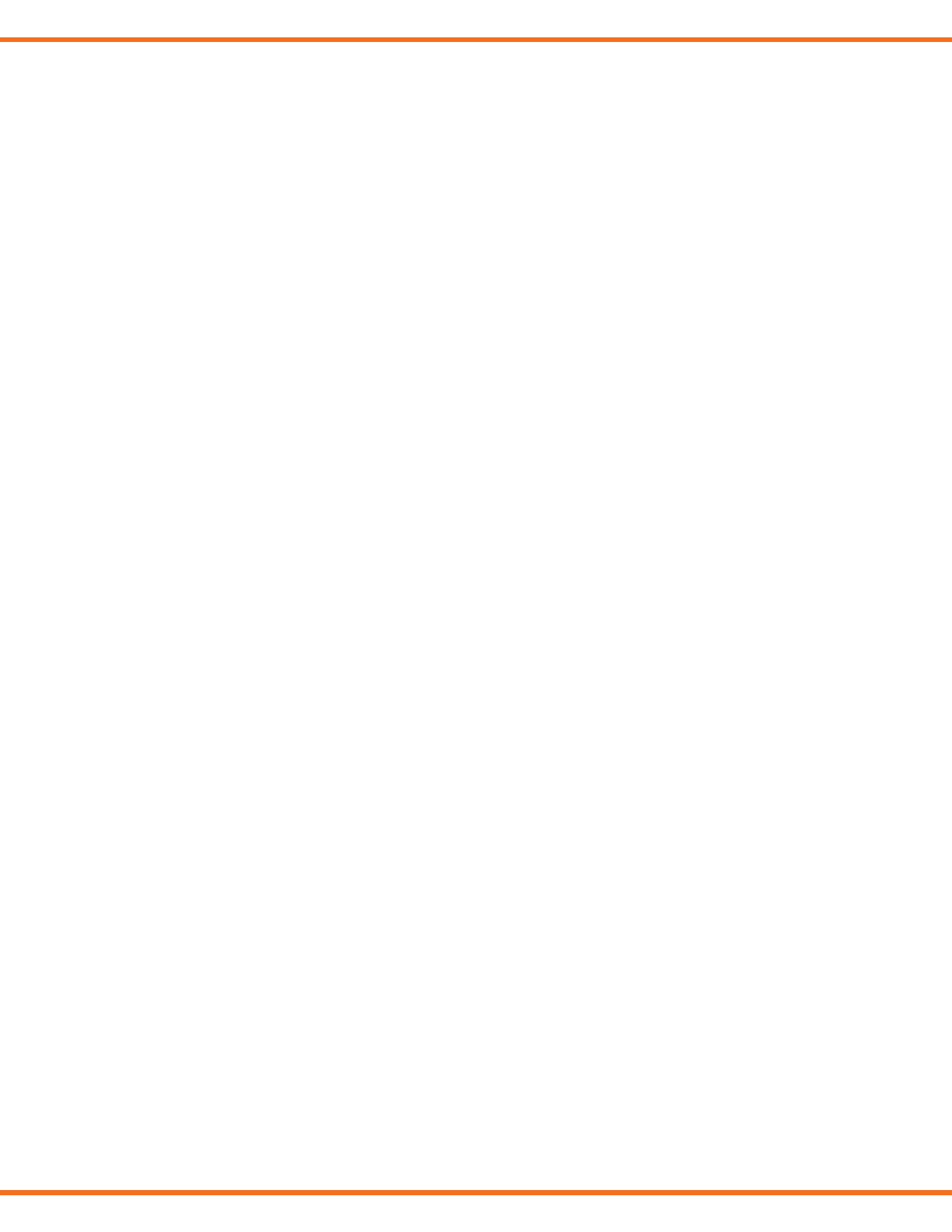
5 LITERATURE CITED

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APPENDIX C

Stipulations Applicable to Surface-Disturbing Activities and Conservation Measures



1 STIPULATIONS APPLICABLE TO SURFACE-DISTURBING ACTIVITIES AND CONSERVATION MEASURES

This appendix identifies stipulations for all surface-disturbing activities and conservation measures for species analyzed in the biological opinion (U.S. Fish and Wildlife Service [USFWS] 2024) for the Bears Ears National Monument (BENM or Monument) Approved Resource Management Plan (RMP). The stipulation language used in this appendix typically describes limitations on oil and gas development; however, Proclamation 10285 withdrew all federal lands within BENM from location and entry under the Mining Law of 1872 and from the disposition of leasable and salable minerals under the Mineral Leasing Act of 1920 and all other applicable laws, subject to valid existing rights. The agencies adopted the stipulation language as a clear way to express specific expectations as to how Monument objects and other resources will be protected from future surface-disturbing activities. Stipulations are generally applied to projects that will require surface disturbance. As appropriate, this appendix also identifies exceptions, modifications, and waivers for these stipulations.

Surface-disturbing activities are actions that mechanically alter the vegetation, surface/near-surface soil resources, and/or surface geological features, beyond natural site conditions and on a scale that affects other public land values. Surface-disturbing activities may include operation of heavy equipment to construct power lines, roads, and campgrounds. Surface-disturbing activities will typically not include such activities as livestock grazing, cross-country hiking, vehicle travel on designated routes, and minimum-impact filming.

Although some activities will not require use or occupation of the surface, stipulations may still be applied if the activity requires Bureau of Land Management (BLM) or U.S. Department of Agriculture Forest Service (USDA Forest Service) authorization and it is determined that the activity may result in more than negligible resource impacts. One example is applying a timing limitation to activities that require the use of low-flying aircraft in crucial wildlife areas. Identification of appropriate measures to reduce potential impacts resulting from new range improvements will be handled at the implementation level and through the application of appropriate best management practices.

2 DESCRIPTION OF STIPULATIONS

Table C-1 shows resources of concern and stipulations, including exceptions, modifications, and waivers. Table C-2 shows conservation measures for species analyzed in the biological opinion (USFWS 2024), including exceptions, modifications, and waivers.

3 EXCEPTIONS, MODIFICATION, AND WAIVERS

Stipulations could be excepted, modified, or waived by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service), so long as doing so would be consistent with the protection of Monument objects identified in Proclamations 9558 and 10285. Because the BLM has an obligation to ensure that all activities in BENM are consistent with the protection of Monument objects, exceptions, modifications, or waivers cannot be granted where doing so would not be consistent with the protection of Monument objects.

An exception exempts the holder of the land use authorization document from the stipulation on a one-time basis. A modification changes the language or provisions of a surface stipulation, either

temporarily or permanently. A waiver permanently exempts the surface stipulation. The documented environmental analysis for site-specific proposals will need to address proposals to exempt, modify, or waive a surface stipulation. Exceptions, waivers, and modifications will be considered when the agency conducts site-specific analysis. The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may require surveys, mitigation, environmental analysis, or consultation with other government agencies when making this determination. Table C-1 and C-2 specify the circumstances under which the general exceptions, modifications, and waivers will apply. The general exceptions, modifications, and waivers that commonly apply to many stipulations are as follows:

- **Exception** – The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may grant an exception to a stipulation if it is determined that the factors leading to its inclusion as stipulation have changed sufficiently such that the protection provided by the stipulation is no longer necessary to meet resource objectives established in the Approved RMP.
- **Modification** – The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify a stipulation as a result of new information if: 1) the protection provided by the stipulation is no longer necessary to meet resource objectives established in the Approved RMP, or 2) the protection provided by the stipulation is no longer sufficient to meet resource objectives established in the Approved RMP. The modification may be subject to public review for at least a 30-day period.
- **Waiver** – The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may waive a stipulation if it is determined that the factors leading to its inclusion as a stipulation no longer exist. The waiver may be subject to public review for at least a 30-day period.

Specific exceptions, modifications, and waivers have been developed for some surface-disturbing activities and are provided in Tables C-1 and C-2. When no exceptions, modifications, or waivers can be granted under a specific resource or resource use (e.g., the general exceptions, modifications, and waivers do not apply for the resource), then the table will state “none.”

Table C-1. Stipulations including Exceptions, Modifications, and Waivers

Resource	Applicable Area/Resource	Stipulation Description
Cultural resources	Historic properties	<p>Cultural properties eligible for or listed in the National Register of Historic Places will be surrounded by an avoidance area, identified at the time of consultation, sufficient to avoid impacts.</p> <p>Purpose: Protect and preserve cultural resources and/or sites of religious significance to Indigenous people.</p> <p>Exception: An exception could be granted if the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines that avoidance of direct and indirect impacts to historic properties is not feasible (e.g., avoidance may cause unacceptable damage to other public land resources or affect valid existing rights or may harm other cultural resources).</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Cultural resources	Cultural resources	<p>Surveys and monitoring (where appropriate) are required for all surface-disturbing activities. Where monitoring encounters cultural resources, all operations must cease until the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines whether the site can be avoided, protected, or fully excavated.</p> <p>Purpose: Protect and preserve cultural resources and/or sites of religious significance to Indigenous people.</p> <p>Exception: None.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Special designations: Lavender Mesa Area of Critical Environmental Concern (ACEC)	Relict vegetation	<p>Surface-disturbing activities are not allowed on the mesa top.</p> <p>Purpose: Protect relevant and important vegetation and visual values.</p> <p>Exceptions: An exception could be granted for test plots and facilities necessary to study the plant communities, restoration, and reclamation activities if, after an analysis, the Authorized Officer (BLM) determines that the project will not impair or could benefit the ACEC's relevant and important values.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Special designations: Indian Creek ACEC	Visual resources	<p>Surface-disturbing activities are generally not allowed.</p> <p>Purpose: Protect relevant and important scenic values.</p> <p>Exceptions: An exception could be granted if activities are short term or if, after an analysis, the Authorized Officer (BLM) determines that the project could meet Visual Resource Management Class I Objectives or determines that the project will not impair or could benefit the ACEC's relevant and important values. Small signs, kiosks, route designators, low-contrast range improvements, etc. used to manage activities or resources could also be allowed.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Special designations: Valley of the Gods ACEC	Visual resources	<p>Surface-disturbing activities are generally not allowed.</p> <p>Purpose: Protect relevant and important scenic values.</p> <p>Exception: Allow for addition of utilities in highway access portals (56 acres). Other projects may be allowed if activities are short term or if, after site-specific analysis, the Authorized Officer (BLM) determines that the project could meet Visual Resource Management Class I objectives or determines that the project will not impair or could benefit the ACEC's relevant and important values. Small signs, kiosks, route designators, designated campsites, low-contrast range improvements, and other infrastructure used to manage activities and resources could also be allowed within the Passage Zone.</p> <p>Modification: None.</p> <p>Waiver: None.</p>

Resource	Applicable Area/Resource	Stipulation Description
Special designations: San Juan River ACEC	Relict vegetation and visual resources	<p>Surface-disturbing activities are generally not allowed.</p> <p>Purpose: Protect relevant and important scenic, cultural, and wildlife values</p> <p>Exception: An exception could be granted if activities are short term or, after an analysis, the Authorized Officer (BLM) determines that the project will benefit the ACEC's relevant and important values. Small signs, kiosks, route designators, etc. used to manage activities or resources could also be allowed.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Special designations: Colorado River No. 2 Wild and Scenic River (WSR)	Scenic, fish, recreation, wildlife, cultural, and ecological outstandingly remarkable values (ORVs)	<p>Surface-disturbing activities are generally not allowed.</p> <p>Purpose: Protect ORVs.</p> <p>Exception: An exception may be granted if, after an analysis, the Authorized Officer (BLM) determines that the disturbance will be short term or could benefit the ORVs. Small signs, kiosks, route designators, etc. used to manage activities or resources could also be allowed.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Special designations: Colorado River No. 3 WSR	Scenic, fish, recreation, wildlife, cultural, and ecological ORVs	<p>Surface-disturbing activities are generally not allowed.</p> <p>Purpose: Protect ORVs.</p> <p>Exception: An exception may be granted if, after an analysis, the Authorized Officer (BLM) determines that the disturbance will be short term or could benefit the ORVs. Small signs, kiosks, route designators, etc. used to manage activities or resources could also be allowed.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Recreation	Developed recreation sites in Planning Area	<p>No surface-disturbing activities allowed within 0.25 mile of campgrounds and within 200 meters of other developed recreation sites.</p> <p>Purpose: Preserve and protect the federal investment in recreation sites and enhance visitor experiences.</p> <p>Exception: An exception could be granted if the disturbance is related to recreational infrastructure to manage recreation or if, after an assessment, it is determined that the visual intrusions and noise can be mitigated so as to not adversely affect BENM objects and is related to or can be shown to help manage recreational experiences.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Recreation	San Juan River Management Area (excluding segment No. 5 WSR)	<p>Surface-disturbing activities are generally not allowed.</p> <p>Purpose: Preserve and protect the federal investment in developed and potential recreation sites, recreational opportunities, and visitors' San Juan River experience.</p> <p>Exceptions: An exception may be granted if, after an analysis, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines that the disturbance does not impact BENM objects and is related to or can be shown to help manage recreational experiences.</p> <p>Modification: None.</p> <p>Waiver: None.</p>

Resource	Applicable Area/Resource	Stipulation Description
Special status species	Special status species habitat	<p>Prior to surface disturbing actions, agencies would review projects for special status plant and animal species habitats. Projects with the potential to impact these species or habitats would be designed to avoid impacts to these species and/or achieve a no net loss of the species, their habitats, and habitat connectivity, forage, and/or prey species.</p> <p>Purpose: To minimize habitat loss of special status species.</p> <p>Exception: An exception may be granted if the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines that there is no special status species habitat present.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if a portion of the area is determined, through survey, to not be special status species habitat.</p> <p>Waiver: A waiver may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if it is determined the habitat is not occupied and the action will not result in significant loss of habitat; if impacts to the habitat can be mitigated through reseeded, replanting, buffers, and/or seasonal stipulations; or if there will be no net loss of special status species habitat and/or if the action will be a benefit to the special status species.</p>
Special status species: plants	Special status species plant habitat	<p>Surface-disturbing activities will not be allowed within 330 feet of potential, suitable, and occupied special status plant habitat. Habitat-fragmenting activities will not be allowed within 660 feet of potential, suitable, and occupied special status plant habitat.</p> <p>Purpose: To protect special status species plants.</p> <p>Exception: An exception could be authorized if 1) the activity is consistent and compatible with protection, maintenance, or enhancement of the habitat and populations as outlined in recovery and conservation plans and when such actions will not lead to the need to list the plant, or 2) the activity is relocated or redesigned to eliminate or reduce detrimental impacts to acceptable limits.</p> <p>Modification: None.</p> <p>Waiver: None.</p>

Resource	Applicable Area/Resource	Stipulation Description
Wildlife and fisheries: bald eagle (<i>Haliaeetus leucocephalus</i>)	Nest sites and winter roost areas within bald eagle habitat	<p>To protect bald eagle habitat and avoid negative impacts to the species, actions will be avoided or restricted that may cause stress and disturbance during nesting and rearing of young. Appropriate measures will depend on whether the action is temporary or permanent and whether it occurs within or outside the bald eagle breeding or roosting season: a) a temporary action is completed prior to breeding or roosting season, leaving no permanent structures, and resulting in no permanent habitat loss; b) a permanent action continues for more than one breeding or roosting season and/or causes a loss of eagle habitat or displaces eagles through disturbances (i.e., creation of a permanent structure). Current avoidance and minimization measures consist of the following:</p> <ul style="list-style-type: none"> • Surveys will be required prior to operations, unless species occupancy and distribution information is complete and available. All surveys must be conducted by qualified individual(s) and be conducted according to protocol. • Surface-disturbing activities will require monitoring throughout the duration of the project. • Minimization measures will be evaluated to ensure that desired results are being achieved. • Water production will be managed to ensure maintenance or enhancement of riparian habitat. • Temporary activities within 1 mile of nest sites will not occur during the breeding season, which lasts from January 1 to August 31, unless the area has been surveyed according to protocol and determined to be unoccupied. • Temporary activities within 0.5 mile of winter roost areas, (e.g., cottonwood galleries) will not occur during the winter roost season of November 1 to March 31, unless the area has been surveyed according to protocol and determined to be unoccupied. • No permanent infrastructure will be placed within 1 mile of nest sites. • No permanent infrastructure will be placed within 0.5 mile of winter roost areas. • Big game carrion will be removed to 100 feet from roadways occurring within bald eagle foraging range. • Loss of or disturbance to large cottonwood gallery riparian habitats will be avoided. • All areas of surface disturbance within riparian areas and/or adjacent uplands should be revegetated with native species. <p>Purpose: To protect bald eagle habitat and avoid negative impacts to the species.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if authorization is obtained from the USFWS/Utah Division of Wildlife Resources (UDWR). The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an analysis indicates that the nature of the conduct of the actions, as proposed or conditioned, will not impair the habitat and physical requirements determined necessary for the survival of the bald eagles.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an analysis indicates, and the USFWS/UDWR determines, that a portion of the area is not being used as bald eagle nesting or roosting territories or if additional nesting or roosting territories are identified.</p> <p>Waiver: May be granted if there is no reasonable likelihood of site occupancy over a minimum 10-year period.</p>

Resource	Applicable Area/Resource	Stipulation Description
Wildlife and fisheries: golden eagle (<i>Aquila chrysaetos</i>)	Golden eagle nest sites and territories	<p>To protect the golden eagle habitat, nest sites, and nesting territories, actions will be avoided or restricted that may cause stress and disturbance during nesting and rearing of young. Appropriate measures will depend on whether the action is temporary or permanent and whether it occurs within or outside the golden eagle breeding season: a) temporary action is completed prior to the breeding or roosting season, leaving no permanent structures and resulting in no permanent habitat loss; b) a permanent action continues for more than one breeding or roosting season and/or causes a loss of eagle habitat or displaces eagles through disturbances (i.e., creation of a permanent structure). Current avoidance and minimization measures consist of the following:</p> <ul style="list-style-type: none"> • Surveys will be required prior to operations unless species occupancy and distribution information is complete and available. All surveys must be conducted by qualified individual(s) and be conducted according to protocol. • Surface-disturbing activities will require monitoring throughout the duration of the project. • Minimization measures will be evaluated to ensure desired results are being achieved. • Temporary activities within 0.5 mile of nest sites will not occur during the breeding season from January 1 to August 31, unless the area has been surveyed according to protocol and determined to be unoccupied. • No permanent infrastructure will be placed within 0.5 mile of nest sites. <p>Purpose: To protect golden eagle habitat, nest sites, and nesting territories.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if authorization is obtained from USFWS and UDWR. The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an environmental analysis indicates that the nature or the conduct of the actions, as proposed or conditioned, will not impair the primary constituent element determined necessary for the survival and recovery of the golden eagle.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an environmental analysis indicates, and USFWS and UDWR determine, that a portion of the area is not being used as golden eagle nesting territory.</p> <p>Waiver: A waiver may be granted if an individual golden eagle nest has been inactive (unoccupied) for at least a period of 3 years. Nest-monitoring data for a 3-year period will be required before the waiver could be granted.</p>
Wildlife and fisheries: raptors	Raptors	<p>Appropriate seasonal and spatial buffers shall be placed on all known raptor nests in accordance with the <i>Utah Field Office Guidelines for Raptor Protection from Human and Land Use Disturbances</i> (Romin and Muck 2002) and <i>Best Management Practices for Raptors and their Associated Habitats in Utah</i> (BLM 2020). All activities related to surface-disturbing activities will not occur within these buffers if pre-surface-disturbing activity monitoring indicates the nests are active, unless a site-specific evaluation (survey) for active nests is completed prior to surface-disturbing activities, and if an agency wildlife biologist, in consultation with the USFWS and UDWR, recommends that activities may be permitted within the buffer. The agencies will coordinate with the USFWS and UDWR and have a recommendation within 3 to 5 days of notification. Any surface-disturbing activities authorized within a protective (spatial and seasonal) buffer for raptors will require an on-site monitor. If there is any indication that activities are adversely affecting a raptor and/or its young, the on-site monitor will suspend activities and contact the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) immediately. Surface-disturbing activities may occur within the buffers of inactive nests. Surface-disturbing activities may commence once monitoring of the active nest site determines that fledglings have left the nest and are no longer dependent on the nest site.</p> <p>Purpose: To minimize stress and disturbance to raptors during nesting season.</p> <p>Exception: None.</p> <p>Modification: None.</p> <p>Waiver: None.</p>

Resource	Applicable Area/Resource	Stipulation Description
Wildlife and fisheries: migratory birds	Migratory bird habitat	<p>Surveys for nesting migratory birds may be required during migratory bird breeding season (April 1 to July 31) whenever surface disturbances and/or occupancy is proposed in association with any surface-disturbing activity or occupancy within priority habitats. Surveys should focus on identified priority bird species in Utah. Field surveys will be conducted as determined by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service). Based on the result of the field survey, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) will determine appropriate buffers and timing limitations.</p> <p>Purpose: To minimize stress and disturbance to migratory birds during breeding season.</p> <p>Exception: None.</p> <p>Modification: None.</p> <p>Waiver: None.</p>
Wildlife and fisheries: migratory birds	Migratory bird nesting habitats	<p>During nesting season for migratory birds (April 1–July 31), avoid or minimize surface-disturbing activities and vegetative-altering projects and broad-scale use of pesticides in identified occupied priority migratory bird habitat.</p> <p>Purpose: To minimize stress and disturbance to migratory birds during nesting season.</p> <p>Exception: An exception will be granted if clearance surveys determine that there are no migratory bird nesting sites in the project area.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if a portion of the area is not being used for migratory bird nesting.</p> <p>Waiver: A waiver may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if migratory bird nesting clearance surveys are carried out a minimum of 2 weeks prior to surface disturbance. If nests are found, buffers appropriate to the species will be applied to protect the nest sites.</p>
Wildlife and fisheries: burrowing owl (<i>Athene cunicularia</i>) and ferruginous hawk (<i>Buteo regalis</i>)	Burrowing owl and ferruginous hawk habitats	<p>No surface disturbances will be conducted during the breeding and nesting season (March 1 to August 31 for burrowing owl and March 1 to August 1 for ferruginous hawk) within spatial buffers (0.25 mile for burrowing owl and 0.5 mile for ferruginous hawk) of known nesting sites.</p> <p>Purpose: To minimize stress and disturbance to burrowing owls and ferruginous hawks during breeding and nesting season.</p> <p>Exception: No surface disturbances or occupancy will be conducted during the breeding and nesting season (March 1 to August 31 for burrowing owl and March 1 to August 1 for ferruginous hawk) within spatial buffers (0.25 mile for burrowing owl and 0.5 mile for ferruginous hawk) of known nesting sites.</p> <p>Exception: An exception may be granted if protocol surveys determine that nesting sites, breeding territories, and winter roosting areas are not occupied.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if portions of the area do not include habitat or are outside the current defined area, as determined by the agencies.</p> <p>Waiver: May be granted if it is determined the habitat no longer exists or has been destroyed.</p>
Wildlife and fisheries: Gunnison prairie dog (<i>Cynomys gunnisoni</i>)	Gunnison prairie dog habitat	<p>No surface-disturbing activities within 660 feet (200 meters) of active prairie dog colonies identified within prairie dog habitat will be allowed. No permanent aboveground facilities are allowed within the 660-foot buffer.</p> <p>Purpose: To minimize stress and disturbance to active prairie dog colonies.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if the applicant submits a plan that indicates that impacts of the proposed action can be adequately mitigated; or, if due to the size of the town, there is no reasonable location for the surface-disturbing activity and colonies cannot be avoided, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) will allow for loss of prairie dog colonies and/or habitat.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if portions of the area do not include prairie dog habitat or active colonies are found outside the current defined area, as determined by the agencies.</p> <p>Waiver: May be granted if it is determined that the habitat no longer exists.</p>

Resource	Applicable Area/Resource	Stipulation Description
Wildlife and fisheries: deer	Deer winter range	<p>No surface-disturbing activities from November 15 to April 15.</p> <p>Purpose: To minimize stress and disturbance to deer during crucial winter months.</p> <p>Exception: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may grant an exception if, after an analysis, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines that the animals are not present in the project area or the activity can be completed so as to not adversely affect the animals. Routine operation and maintenance are allowed.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if a portion of the area is not being used as deer winter range.</p> <p>Waiver: May be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if the deer winter range is determined to be unsuitable, unoccupied, or if the winter conditions are mild.</p>
Wildlife and fisheries: elk	Elk winter range	<p>No surface-disturbing activities from November 15 to April 15.</p> <p>Purpose: To minimize stress and disturbance to elk during crucial winter months.</p> <p>Exception: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may grant an exception if, after an analysis, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines that the animals are not present in the project area or the activity can be completed so as to not adversely affect the animals. Routine operation and maintenance is allowed.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if a portion of the area is not being used as elk winter range.</p> <p>Waiver: May be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if the elk winter range is determined to be unsuitable, unoccupied, or if the winter conditions are mild.</p>
Wildlife: desert bighorn sheep	Desert bighorn lambing and rutting areas	<p>No surface-disturbing activities or occupancy are allowed from April 1 to June 15 for lambing and from October 15 to December 15 for rutting.</p> <p>Purpose: To minimize stress and disturbance to desert bighorn sheep during lambing and rutting periods.</p> <p>Exception: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may grant an exception if, after an analysis, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines that the animals are not present in the project area or the activity can be completed so as to not adversely affect the animals. Routine operation and maintenance is allowed.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if a portion of the area is not being used as desert bighorn lambing or rutting grounds.</p> <p>Waiver: A waiver may be granted if the habitat is determined as unsuitable for lambing and/or rutting grounds.</p>
Paleontological resources	Geological units with potential for paleontological resources	<p>Areas that contain or are likely to contain paleontological resources in Potential Fossil Yield Classification 3, 4, 5, and Unknown, as determined by an agency-authorized paleontologist, will be surveyed prior to discretionary activities. Depending on survey, monitoring will be required where appropriate for surface-disturbing activities. If paleontological resources are encountered, all operations must cease until the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines whether the resources can be avoided or whether other appropriate mitigation must be enacted.</p> <p>Purpose: Preserve and protect paleontological resources.</p> <p>Exception: None.</p> <p>Modification: None.</p> <p>Waiver: None.</p>

Table C-2. Conservation Measures, including Exceptions, Modifications, and Waivers

Resource	Applicable Area/Resource	Stipulation Description
Special status species: Mexican spotted owl (<i>Strix occidentalis lucida</i>) (MSO)	MSO designated critical habitat and suitable habitat	<p>To protect MSO habitat and avoid negative impacts to the species, actions will be avoided or restricted that may cause stress and disturbance during nesting and rearing of young. Appropriate measures will depend on whether the action is temporary or permanent and whether it occurs within or outside the MSO nesting season: a) a temporary action is completed prior to the following breeding season, leaving no permanent structures and resulting in no permanent habitat loss; b) a permanent action continues for more than one breeding season and/or causes a loss of MSO habitat or displaces MSO through disturbances (i.e., creation of a permanent structure). Conservation measures consist of the following:</p> <ul style="list-style-type: none"> • Within potential MSO habitat or within 0.5 mile of suitable MSO, 2 consecutive years of protocol-level surveys will be required prior to implementation of activities described in the proposed action that may have an impact to MSO. All surveys must be conducted by qualified individual(s). • Assess habitat suitability for both nesting and foraging habitats using accepted habitat models in conjunction with field reviews. • If implementation-level projects occur in suitable habitats, document the type of activity, acreage, and location of direct habitat impacts and the type and extent of indirect impacts relative to the location of suitable MSO habitat. • Document the type of activity, acreage, and location of direct habitat impacts, and the type and extent of indirect impacts relative to the location of suitable MSO habitat. Document whether the action is temporary or permanent. Activities may require monitoring throughout the duration of the project. To ensure desired results are being achieved, minimization measures will be evaluated and, if necessary, Endangered Species Act (ESA) Section 7 consultation reinitiated. • Any activity that includes water production should be managed to ensure that riparian habitat is maintained or enhanced. • Establish new protected activity centers as new MSO sites are discovered and described. • All relevant Appendix C management recommendations from the <i>Mexican Spotted Owl Recovery Plan, First Revision</i> (<i>Strix occidentalis lucida</i>) (USFWS 2012) will be followed when conducting project-level activities. <p>For all temporary actions that may impact MSO or its suitable habitat:</p> <ul style="list-style-type: none"> • If the action occurs entirely outside of the MSO breeding season from March 1 through August 31 and leaves no permanent structure or permanent habitat disturbance, the action can proceed without an occupancy survey. • If the action will occur during a breeding season, conduct protocol-level surveys for MSO for 2 consecutive years, prior to commencing activities. If MSOs are found, the activity should be delayed until outside of the breeding season. • Rehabilitate access routes created by the project through such means as raking out scars, revegetation, and gating access points. <p>For all permanent actions that may impact MSOs or suitable habitat:</p> <ul style="list-style-type: none"> • Conduct 2 consecutive years of protocol-level surveys prior to implementation of future proposed actions. All surveys must be conducted by a qualified individual(s). • If MSOs are found, no disturbing actions may occur within 0.5 mile of an identified site. • If the nest site is unknown, no activity will occur within the designated current or historical protected activity center. • Avoid building permanent structures within suitable habitat unless it is surveyed and not occupied. • Reduce noise emissions (e.g., use hospital-grade mufflers) to 69 A-weighted decibels (dBA) at 0.5 mile from suitable habitat, including canyon rims. Placement of permanent noise-generating facilities should be contingent upon a noise analysis to ensure noise does not encroach upon a 0.5-mile buffer for suitable habitat, including canyon rims. • Limit disturbances to suitable habitat by staying on designated and approved routes. • Limit new access routes created by the proposed projects in MSO habitat. <p>Purpose: To minimize effects on MSO.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if authorization is obtained from the USFWS (through applicable provisions of the ESA). The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an analysis indicates that the nature or the conduct of the actions will not impair the primary</p>

Resource	Applicable Area/Resource	Stipulation Description
		<p>constituent element determined necessary for the survival and recovery of MSO, and the USFWS, through consultation, concurs with this determination.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an analysis indicates and the USFWS (through applicable provisions of the ESA) determines a portion of the area is not being used as critical habitat.</p> <p>Waiver: A waiver may be granted if MSO is delisted and the critical habitat is determined by the USFWS as not necessary for the survival and recovery of MSO.</p>
<p>Special status species: southwestern willow flycatcher (<i>Empidonax traillii extimus</i>)</p>	<p>Southwestern willow flycatcher habitat (riparian areas)</p>	<p>To protect southwestern willow flycatcher habitat and avoid negative impacts to the species, actions will be avoided or restricted that may cause stress and disturbance during nesting and rearing of young. Conservation measures consist of the following:</p> <ul style="list-style-type: none"> • In potentially suitable habitat, protocol presence/absence surveys are required prior to operations during the breeding season unless species occupancy and distribution information is complete and available. All surveys must be conducted by a qualified individual in coordination with the USFWS and be conducted according to the published protocol. • Activities will require monitoring throughout the duration of the project during the breeding season. To ensure that desired results are being achieved, minimization measures will be evaluated, and, if necessary, ESA Section 7 consultation will be reinitiated. • Water production will be managed to ensure maintenance or enhancement of riparian habitat. • Activities will maintain a 330-foot buffer from suitable riparian habitat all year long. • Activities within 0.25 mile of occupied breeding habitat will not occur during the breeding season of April 15 to August 15. • Noise emissions within 0.25 mile of suitable habitat for southwestern willow flycatcher will not exceed baseline conditions during the breeding season of April 15 to August 15 unless a more appropriate buffer is determined in coordination with USFWS. • Water extraction or disposal practices must not result in a change of hydrologic regime that will result in loss or degradation of riparian habitat. • All areas of surface disturbance within riparian areas and adjacent land must be revegetated with native species. • Loss or disturbance of riparian habitats will be avoided, if possible. <p>Purpose: To minimize effects on the southwestern willow flycatcher.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if concurrence is obtained from USFWS (through applicable provisions of the ESA). The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an environmental analysis indicates that the nature of the conduct of the actions, as proposed or conditioned, will not impair the primary constituent element determined necessary for the survival and recovery of the southwestern willow flycatcher, and USFWS concurs with this determination.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an environmental analysis indicates and USFWS (through applicable provisions of the ESA) determines that a portion of the area is not being used as southwestern willow flycatcher habitat.</p> <p>Waiver: May be granted if the southwestern willow flycatcher is delisted and the critical habitat is determined by the USFWS as not necessary for the survival and recovery of the southwestern willow flycatcher.</p>
<p>Special status species: western yellow-billed cuckoo (<i>Coccyzus americanus</i>)</p>	<p>Western yellow-billed cuckoo habitat (riparian areas)</p>	<p>Avoidance or use restrictions may be placed on any proposed project. Application of appropriate measures will depend on whether the action is temporary or permanent and whether it occurs within or outside the breeding and nesting season: a) a temporary action is completed prior to the following breeding season, leaving no permanent structures and resulting in no permanent habitat loss; b) a permanent action could continue for more than one breeding season and/or cause a loss of habitat or displace western yellow-billed cuckoo through disturbances. The following avoidance and minimization measures have been designed to ensure that activities carried out are in compliance with the ESA. Integration of and adherence to these measures will facilitate review and analysis of any submitted project proposal. Following these measures could reduce the scope of ESA Section 7 consultation at the permit stage. Conservation measures consist of the following:</p>

Resource	Applicable Area/Resource	Stipulation Description
		<ul style="list-style-type: none"> • Suitable habitat within the action area and/or within a 0.5-mile buffer of the action area will be identified prior to project authorization to identify potential survey needs. Suitable habitat should be determined in accordance with <i>Guidelines for the Identification of Suitable Habitat for WYBCU in Utah</i> (USFWS 2017). • Protocol presence/absence surveys during the appropriate season will be required prior to operations unless species occupancy and distribution information is complete and available. All surveys must be conducted by permitted individual(s) and be conducted according to protocol. • For all temporary actions that might impact western yellow-billed cuckoo or suitable habitat: <ul style="list-style-type: none"> ○ If the action occurs entirely outside of the western yellow-billed cuckoo breeding season (June 1 to August 31) and leaves no structure or habitat disturbance, the action can proceed without a presence/absence survey. ○ If the action is proposed between June 1 to August 31, presence/absence surveys for western yellow-billed cuckoo will be conducted in coordination with USFWS prior to commencing activity. If western yellow-billed cuckoos are detected, activity should be delayed until after the breeding season as determined by the USFWS. ○ Noise levels within 0.25 mile of suitable habitat must not exceed 10 dBA above baseline conditions unless a more appropriate buffer is determined in coordination with the USFWS. • Access roads created by the project will be eliminated through such means as raking out scars, revegetation, and gating access points. • For all permanent actions that may impact western yellow-billed cuckoo or suitable habitat: <ul style="list-style-type: none"> ○ Protocol presence/absence surveys by permitted individual(s) will be conducted during the appropriate season prior to commencing activities. If western yellow-billed cuckoos are detected, no activity will occur within 0.25 mile of occupied habitat. ○ Noise levels within 0.25 mile from suitable habitat must not exceed 10 dBA above baseline conditions unless a more appropriate buffer is determined in coordination with the USFWS. • Temporary or permanent actions will require monitoring throughout the duration of the project to ensure that western yellow-billed cuckoo or its habitat is not affected in a manner or to an extent not previously considered. Avoidance and minimization measures will be evaluated through the duration of the project. • Water extraction or disposal practices must not result in a change of hydrologic regime that will result in loss or degradation of riparian habitat. • All areas of surface disturbance must be revegetated with native species within riparian areas and/or adjacent uplands. A seed mix list for revegetation will be developed in coordination with the USFWS. <p>Purpose: To minimize effects on the western yellow-billed cuckoo.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if authorization concurrence is obtained from USFWS (through applicable provisions of the ESA). The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an environmental analysis indicates that the nature of the conduct of the actions, as proposed or conditioned, will not impair the primary constituent element determined necessary for the survival and recovery of the western yellow-billed cuckoo, and the USFWS concurs with this determination.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an environmental analysis indicates and the USFWS (through applicable provisions of the ESA) determines that a portion of the area is not being used as western yellow-billed cuckoo habitat.</p> <p>Waiver: May be granted if the western yellow-billed cuckoo is delisted and the potential habitat is determined by the USFWS as not necessary for the survival and recovery of the western yellow-billed cuckoo.</p>

Resource	Applicable Area/Resource	Stipulation Description
Special status species: silverspot butterfly (<i>Speyeria nokomis nokomis</i>)	Silverspot butterfly potential habitat	<p>Conservation measures consist of the following:</p> <ul style="list-style-type: none"> • Site/project-specific Section 7 consultation and survey will be conducted for projects that may affect potential habitat for silverspot butterfly. • When wetland inventories and riparian habitat assessments are conducted, an assessment will also occur for silverspot butterfly and its host plant, the bog violet (<i>Viola nephrophylla</i>). <p>Purpose: To minimize effects on the silverspot butterfly</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if authorization concurrence is obtained from the USFWS (through application provisions of the ESA. The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an environmental analysis indicates that the nature of the conduct of the actions, as proposed or conditioned, will not impair the primary constituent element determined necessary for the survival and recovery of the silverspot butterfly, and the USFWS concurs with this determination.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an environmental analysis indicates and the USFWS (through applicable provisions of the ESA) determines that a portion of the area is not being used as silverspot butterfly habitat.</p> <p>Waiver: May be granted if the silverspot butterfly is delisted and the potential habitat is determined by the USFWS as not necessary for the survival and recovery of the silverspot butterfly.</p>
Special status species: Colorado River fishes and designated critical habitat for Colorado pikeminnow (<i>Ptychocheilus lucius</i>) and razorback sucker (<i>Xyrauchen texanus</i>)	Within special status fish species habitat	<p>Conservation measures include the following:</p> <ul style="list-style-type: none"> • With the exception of habitat improvement projects (e.g., vegetation treatments, side channel restoration), surface-disturbing and disruptive activities within 330 feet of ESA-listed fish species habitat should be avoided. Where applicable, surface-disturbing activities will require implementation of an approved stormwater management plan that provides more specifics on how runoff and sedimentation will be prevented from entering tributaries or rivers, how turbidity will be monitored, and what further steps will be taken should a threshold of excessive sedimentation or anoxia be reached. • Surface-disturbing activities will require monitoring throughout the duration of the project. To ensure that desired results are being achieved, minimization measures will be evaluated and, if necessary, Section 7 consultation will be initiated specific to the proposed project. • Water production will be managed to ensure maintenance or enhancement of riparian habitat. Any project that will result in new depletions or a change in water use of a historic depletion shall trigger initiation of Section 7 consultation specific to the project. • Loss or disturbance of riparian habitats will be avoided. • Watershed analysis will be conducted for surface-disturbing activities in designated critical habitat and overlapping major tributaries to determine toxicity risk from permanent facilities. <p>Purpose: To protect critical habitat of the endangered Colorado River fishes.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if there are no practical alternatives and the development will enhance riparian/aquatic values. This exception will require consultation with the USFWS. The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an environmental analysis indicates that the nature or the conduct of the actions, as proposed or conditioned, will not impair the primary constituent element determined necessary for the survival and recovery of the endangered Colorado River fishes.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an environmental analysis indicates and the USFWS (through applicable provisions of the ESA) determines that a portion of the area is not being used as critical habitat.</p> <p>Waiver: A waiver may be granted if the endangered Colorado River fishes are delisted and the critical habitat is determined by the USFWS as not necessary for the survival and recovery of the endangered Colorado River fishes.</p>

Resource	Applicable Area/Resource	Stipulation Description
Special status species: all listed plants	Within listed plan habitat	<p>Conservation measures include the following:</p> <ul style="list-style-type: none"> • Site-specific Section 7 consultation will be required for future projects that have the potential to affect listed plants and their habitat and may include additional site and project-specific conservation measures. • Prior to surface disturbing activities, presence/absence surveys will be conducted in accordance with the USFWS and BLM protocols in potential habitat. • For new proposed actions and projects, areas of suitable habitat will be surveyed according to established protocols for new or undocumented populations of the species. • Surface-disturbing activities will require monitoring throughout the duration of the project. To ensure that desired results are being achieved, minimization measures will be evaluated and, if necessary, Section 7 consultation reinitiated. • Disturbances to and within suitable habitat will be limited by staying on designated routes. • The edge of any surface disturbance should be located 300 feet from occupied habitat. • Minimize or avoid surface disturbances in suitable habitat for federally listed species. • Limit fuel reduction treatments to manual treatment methods where feasible in suitable habitat and within 300 feet in occupied habitat; treatments within 300 feet of occupied habitat will be evaluated under site-specific National Environmental Policy Act (NEPA) and Section 7 consultation if necessary. • Limit prescribed burning and avoid pile burning in suitable and within 300 feet of occupied habitat or directly upslope of occupied habitat where soil erosion is a concern. Treatments within 300 feet of occupied habitat will be evaluated under site-specific NEPA and Section 7 consultation if necessary. • Disturbances to and within suitable habitat will be limited by staying on designated routes. • Avoid loss or disturbance of riparian habitats if possible; ensure that water diversion, extraction, or disposal practices will not result in a change of hydrologic regime. • No mechanized/vehicle/aerial herbicide treatments in suitable and occupied habitat unless treatment is for the benefit of threatened and endangered plants and clearance surveys occur in suitable habitat finding no plants present. • Vehicles and equipment will be power washed prior to entering suitable habitat or when moving between infested areas to prevent spreading seeds from noxious and invasive species. • Noxious weeds within suitable habitat will be controlled with herbicides or manual treatments. The following restrictions apply to the use of herbicides: <ul style="list-style-type: none"> ○ A pesticide use permit will be approved through authorizing federal or state agency. ○ No aerial or broadcast herbicide treatments will be applied for vegetation management within 2,500 feet of occupied habitat. ○ For noxious weed control within 2,500 feet of occupied habitat, manual spot treatments (i.e., backpack sprayers) shall be used. ○ Treatments will not be done when wind speeds exceed 6 miles per hour. ○ Drift-reducing agents shall be used when practical. ○ A reduced application rate will be used. ○ Pump pressure will be reduced, per label instructions. ○ Droplet size will be increased to the largest size possible while still effectively covering the target vegetation. This could be accomplished using larger nozzles or reduced pressure. ○ Herbicides shall be stored in spill-proof containers away from special status plant habitats. • For existing and active grazing permits: <ul style="list-style-type: none"> ○ If occupied habitat is identified in existing active allotments, coordination with the Bears Ears Commission, BLM, and the USFWS will occur to identify specific avoidance and minimization measures that may be implemented. ○ Site-specific NEPA and Section 7 consultation will be conducted if necessary. • Review and implement additional conservation measures if needed during grazing permit renewals. When a grazing permit is renewed, consider the following conservation measures as potential examples:

Resource	Applicable Area/Resource	Stipulation Description
		<ul style="list-style-type: none"> ○ The agencies will encourage the avoidance of key habitats during all livestock activities, including herding and trailing on agency-administered lands if possible. Key habitats are those deemed necessary for the conservation of the species, including, but not limited to, designated critical habitat and occupied or unoccupied habitat considered important for survival and recovery as determined in coordination with the USFWS. ○ Avoid livestock grazing and trailing in occupied habitat. If livestock grazing is unavoidable in habitat, limit timing to outside of flowering periods. If existing livestock trails are known in occupied habitat, alternative routes that avoid habitat will be examined. ○ Use rotational grazing practices to limit effects on listed plants and their habitats. ○ Evaluate the implementation of allotment management plans. ○ Fully processing livestock grazing permits with the appropriate level of NEPA analysis needed, including Section 7 consultation with the USFWS when and where applicable. <p>Purpose: To protect listed plant species habitat.</p> <p>Exception: An exception may be granted by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) if authorization concurrence is obtained from USFWS (through applicable provisions of the ESA). The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may also grant an exception if an environmental analysis indicates that the nature of the conduct of the actions, as proposed or conditioned, will not impair the primary constituent element determined necessary for the survival and recovery of listed plant species, and the USFWS concurs with this determination.</p> <p>Modification: The Authorized Officer (BLM)/Responsible Official (USDA Forest Service) may modify the boundaries of the stipulation area if an environmental analysis indicates and the USFWS (through applicable provisions of the ESA) determines that a portion of the area is not listed plant species habitat.</p> <p>Waiver: May be granted if the listed plant species is delisted and the potential habitat is determined by the USFWS as not necessary for the survival and recovery of the listed plant species.</p>

4 LITERATURE CITED

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APPENDIX D

Best Management Practices



1 BEST MANAGEMENT PRACTICES

Best management practices (BMPs) are land and resource management techniques determined to be the most effective and practical means of maximizing beneficial results and minimizing conflicts and negative environmental impacts from management actions. BMPs can include structural and nonstructural controls, specific operations, and maintenance procedures. To reduce or eliminate negative environmental impacts, BMPs can be applied before, during, and after activities. BMPs are not one-size-fits-all solutions; they should be selected and adapted through interdisciplinary analysis to determine which management practices are necessary to meet the goals and objectives of a resource management plan. The best practices and mitigation measures for a particular site are evaluated by considering site-specific conditions, local resource conditions, and a suite of techniques that guide 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; therefore, they are not mandatory. They may be updated or modified without a plan amendment.

This appendix does not provide an exhaustive list of BMPs; additional BMPs may be identified during an interdisciplinary process when evaluating site-specific management actions. BMPs may also be updated as new technology emerges. The implementation and effectiveness of BMPs must be monitored to determine whether the practices are achieving a resource management plan's goals and objectives. Adjustments could be made, as necessary, to ensure that goals and objectives are met and to conform to changes in Bureau of Land Management (BLM) and/or U.S. Department of Agriculture Forest Service (USDA Forest Service) regulations, policy, direction, or new scientific information.

1.1 Air Resources

1. All site-specific proposals should be reviewed for compliance with existing laws and policies regarding air quality and will be designed not to degrade existing quality. Specific procedures include the following:
 - a. Coordinate with the Utah Department of Environmental Quality if an emission permit is required.
 - b. Prescribed fires will comply with State of Utah regulations on smoke management (Rule 307-204), the *Utah Smoke Management Plan* (Utah Division of Air Quality 2021), and future updates to the plan and regulation to minimize air quality impacts from resulting particulates.
2. Fugitive dust
 - a. Water or alternative dust suppressants (i.e., surfactants or other erosion-control materials) should 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.
 - b. Vehicle speeds on any unpaved roads should be low enough to discourage the generation of fugitive dust.
 - c. Enclose, cover, water, or otherwise treat loaded haul trucks to minimize loss of material to wind and spillage.
 - d. Cover, enclose, or stabilize excavated or inactive material piles after activity ceases.
 - e. Use chip-seal or asphalt surface for long-term access.
 - f. Train workers to handle construction materials and debris to reduce fugitive emissions.

3. Surface disturbance
 - a. Minimize the period of time between initial disturbance of the soil and revegetation or other surface stabilization. Use interim reclamation procedures.
 - b. Minimize the area of disturbed land.
 - c. Prompt revegetation of disturbed lands.
 - d. Revegetate, mulch, or otherwise stabilize the surface of all disturbed areas adjoining roads.
4. Engine exhaust
 - a. All vehicles and construction equipment should be properly maintained to minimize exhaust emissions.
 - b. Use carpooling to and from sites to minimize vehicle-related emissions.
 - c. Reduce unnecessary idling.
 - d. Reduce elemental carbon, particularly from diesel-fueled engines, by utilizing controls such as diesel particulate filters on diesel engines or by using lower-emitting engines (e.g., Tier 2 or better).
 - e. Opportunities to reduce nitrogen oxides (NOX), particularly from internal combustion engines, should be pursued to control impacts related to deposition and visibility in nearby Class I areas. This may include the use of lower-emitting engines (e.g., Tier 2 or better for mobile and non-road diesel engines) and/or add-on controls (e.g., selective catalytic reduction) where appropriate.
 - f. Use of ultra-low sulfur diesel in engines when available.
 - g. Stationary internal combustion engine standard of 2 grams NOX/brake horsepower-hour (bhp-hr) for 300-horsepower engines and 1 gram NOX/bhp-hr for engines with more than 300 horsepower.

1.2 Cultural Resources

1. Evaluation of all BLM activities and BLM-authorized activities should be made in compliance with BLM Manual 8100 and subsequent 8100 series manuals as well as the *Handbook of Guidelines and Procedures for Inventory, Evaluation, and Mitigation of Cultural Resources* (BLM 2021).
2. When possible, locate projects in areas that are previously disturbed. To comply with the National Historic Preservation Act, the BLM and USDA Forest Service must identify eligible cultural resources. Under the current regulations and guidelines, the BLM and USDA Forest Service may decide that no inventory needs to be conducted because the proposed action is located in an environment where ground disturbance has modified the surface so extensively that the likelihood of finding intact cultural resources is negligible.
3. When a National Environmental Policy Act document specifically stipulates the need for an archaeological monitor during construction or a project is located in areas that require an archaeological monitor to be present, it is the applicant's responsibility to contract an archaeological consultant that holds a current Utah BLM or USDA Forest Service permit (as applicable) and that is authorized to work in Bears Ears National Monument (BENM). Fieldwork authorizations are required prior to any construction monitoring.
4. Where proposed projects or development will adversely affect a cultural resource, testing, data recovery, or full excavation to recover scientific information may be required as mitigation. The applicant or operator bears the full cost of mitigation and is encouraged to consider avoiding adverse effects through project relocation or redesign rather than

mitigating adverse effects. The applicant or operators would also be responsible for the costs of consultation with Tribal cultural advisors in addition to contract archaeologists. The agencies would consult with Tribes prior to cultural resources testing or data recovery consistent with existing agency policy.

5. A cultural resource should be allocated by appropriate analysis prior to a) authorizing or implementing any heritage tourism project, b) issuing Special Recreation Permits that will use a cultural resource, or c) proposing a BLM recreation project that involves the use or interpretation of a cultural resource.
6. The National Historic Preservation Act, as amended, requires that if newly discovered historic or archaeological materials or other cultural resources are identified during project implementation, work in that area must stop and the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) must be notified immediately. Within 5 working days, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) should inform the proponent as to
 - a. whether the materials appear eligible for the National Register of Historic Places;
 - b. the mitigation measures that would likely have to be undertaken before the site can be used (assuming in situ preservation is not practicable) (36 Code of Federal Regulations [CFR] 800.13); and
 - c. a time frame for the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) to complete an expedited review under 36 CFR 800.11 to confirm, through the State Historic Preservation Office (SHPO), that the Authorized Officer's (BLM)/Responsible Official's (USDA Forest Service) findings were correct and mitigation was appropriate.
7. A standard education/discovery stipulation for cultural resource protection shall be attached to the land use authorization. The operator or its contractor is responsible for informing all persons who are associated with the project operations that federal laws protect archaeological resources and they will be subject to prosecution for disturbing or destroying any historic or archaeological sites, or collecting any cultural objects, pre-contact or historic, from federal lands.
8. Any companies, individuals, or their subcontractors to which the BLM or USDA Forest Service issues a land use authorization should strictly adhere to the confidentiality of information provided by the BLM or USDA Forest Service that pertains to the nature and location of archaeological resources (Archaeological Resource Protection Act, 16 United States Code 470hh).
9. If any previously unidentified cultural resources or human remains are discovered, all activity in the vicinity of the discovery will cease and will be immediately reported to the relevant BLM field office or USDA Forest Service district office. Work may not resume at that location until it is approved by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service).
10. Visual resource BMPs should be used to avoid, minimize, or mitigate potential adverse effects on historic properties.
11. The Canyon Country Fuels Program should use design features during vegetation projects to protect cultural resources. These design features are developed through the Section 106 process in consultation with the SHPO and generally include, but are not limited to, the following:
 - a. Buffering the sites (by a distance of approximately 15 meters).
 - b. Including cultural sites within the feathered edges of treatments.

- c. Leaving faux islands for wildlife habitat purposes.
- d. Treating the sites.
- e. Leaving the sites untreated.
- f. Method of treatment (hand, mechanized, rubber tire or tracked, etc.).
- g. Time of year (frozen/dry preferred).
- h. Evaluating, protecting, and monitoring all National Register of Historic Places–eligible sites. These sites will be avoided during mechanized treatments or managed as agreed through SHPO consultation.

1.3 Construction

1. When necessary to promote soil permeability and infiltration rates, construction should not be conducted during wet conditions when soils are saturated.
2. Drainage from disturbed areas should be confined or directed so as not to cause erosion in undisturbed areas.
3. Construction of access roads on steep hillsides and near watercourses should be avoided where alternate routes provide adequate access.
4. Activities on slopes over 21% should be avoided to the extent possible.
5. Access roads requiring construction with cut and fill should be designed to minimize surface disturbance and should take into account the character of the landform, natural contours, cut material, depth of cut, where the fill material will be deposited, resource concerns, and visual contrast. Roads should follow the contour of the land where practical.
6. Fill material should not be cast over hilltops or into drainages. Cut slope ratios should normally be no steeper than 3:1 and fill slopes no steeper than 2:1.
7. Placement of facilities on hilltops and ridgelines will be avoided. Facility layout should take into account the character of the topography and landform.
8. Burning of trash should not be allowed on the site.
9. Construction sites should be maintained in a sanitary condition at all times; waste materials at those sites should be disposed of promptly at an appropriate waste-disposal site. “Waste” means all discarded matter, including human waste, trash, garbage, refuse, oil drums, petroleum products, ashes, and equipment.
10. Trash should be retained in portable trash containers and hauled to an authorized disposal site.
11. Cattle guards should be installed and maintained whenever access roads go through pasture gates or fences as practicable. Maintenance includes cleaning out under cattle guard bases when needed.
12. Only the minimum amount of vegetation necessary for the construction of structures and facilities should be removed. Topsoil should be conserved during excavation and reused as cover on disturbed areas to facilitate regrowth of vegetation.
13. All brush, limbs, crushed stumps, and other woody material should be stockpiled separately from topsoil, and the stripped vegetation should be used for reclamation.
14. During reclamation, certified weed-free mulch or other suitable materials should be applied and crimped or tackified to remain in place to reclaim areas for seed retention.

15. In areas where grading is necessary, the disturbed area should be recontoured and all earthwork obliterated by removing embankments, backfilling excavation, and grading to re-establish the approximate original contours of the land on the right-of-way.
16. After site restoration, right-of-way holders should construct waterbars along graded areas of the right-of-way as required by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service).

1.4 Fire Management

1. Maintain organic groundcover, where possible, to minimize the formation of pedestals, rills, and/or surface runoff.
2. Do not build fire lines in or around wetlands unless they are needed to protect life, property, and/or wetland resources. Use natural features as preferred fire breaks over constructed fire lines. When possible, use hand crews to construct fire lines within, or adjacent to, wetlands and/or riparian areas.
3. Retain organic groundcover in filter strips during prescribed fires. As a fire break, build fire lines outside of filter strips, unless they are tied into a stream and/or wetlands.
4. Build fire lines with rolling grades and minimum downhill convergence, where practicable. Out-slope or back-blade, permanently drain, and revegetate fire lines shortly after the burn. Use certified local native plants, where practicable, to revegetate burned areas.
5. Conduct prescribed fires in a manner that minimizes the residence time on the soil, while at the same time conducting them in a manner that meets the burn objectives (such as when soils are moist).
6. Use broadcast burning, where appropriate, during prescribed fire operations to prevent excessive heat transfer to the soil.
7. Resource coordinators on incident overhead teams and fire rehabilitation teams should consider weed-risk factors and weed-prevention measures when developing resource protection recommendations.
8. Locate temporary labor, spike, logging, and/or fire camps in a manner that protects surface and subsurface water resources. Consideration should be given to the disposal of human waste, wastewater, garbage, and/or other solid wastes.
9. Fuels treatment projects should avoid old-growth pinyon-juniper using visual characteristics criteria as outlined in Miller et al. 1999 and using metrics from *FS-1215a, April 2024 (revised), Mature and Old-Growth Forests: Definition, Identification and Initial Inventory on Lands Managed by the Forest Service and Bureau of Land Management in Fulfillment of Section 2(b) of Executive Order No. 14072* (USDA Forest Service 2024).
10. Apply a 300-foot buffer from a streambank for the application of fire retardant.

1.5 Livestock Grazing

1. Grazing management practices should be implemented that do the following:
 - a. Maintain sufficient residual vegetation and litter on both upland and riparian sites to protect the soil from wind and water erosion and support ecological functions.
 - b. Promote attainment or maintenance of proper functioning condition riparian/wetlands areas, appropriate stream channel morphology, desired soil permeability and infiltration, and appropriate soil conditions and kinds and amounts

- of plants and animals to support the hydrologic cycle, nutrient cycle, and energy flow.
- c. Meet the physiological requirements of desired plants and facilitate reproduction and maintenance of desired plants to the extent natural conditions allow.
 - d. Maintain viable and diverse populations of plants and animals appropriate for the site.
 - e. Provide or improve, within the limits of site potentials, habitat for threatened or endangered species.
 - f. Avoid grazing management conflicts with other species that have the potential of becoming protected or special status species.
 - g. Encourage innovation, experimentation, and the ultimate development of alternatives to improve rangeland management practices.
 - h. Give priority to rangeland improvement projects and land treatments that offer the best opportunity for achieving the *Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah* (BLM 1997) or Forest Service Handbook 2209.21.
2. Any spring and seep developments should be designed and constructed to protect ecological processes and functions and improve livestock and wildlife distribution.
 3. New rangeland projects for grazing will be constructed in a manner consistent with the *Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah* (BLM 1997) or Forest Service Handbook 2209.21. Considering economic circumstances and site limitations, existing rangeland projects and facilities that conflict with the achievement or maintenance of the standards should be relocated and/or modified.
 4. Livestock salt blocks and other nutritional supplements should be located away from riparian/wetland areas or other natural water sources. It is recommended that the locations of these supplements be moved, as needed, to reduce resource impacts.
 5. The use and perpetuation of native species will be emphasized; however, when restoring or rehabilitating disturbed or degraded rangelands, non-intrusive, nonnative plant species are appropriate for use where native species a) are not available, b) are not economically feasible, c) cannot achieve ecological objectives as well as nonnative species, and/or d) cannot compete with already established nonnative species.
 6. When rangeland manipulations are necessary, the BMPs, including biological processes, fire, and intensive grazing, should be used prior to the use of chemical or mechanical manipulations.
 7. When establishing grazing practices and rangeland improvements, the quality of the outdoor recreation experience should be considered. Aesthetic and scenic values, water, campsites, and opportunities for solitude are among those considerations.
 8. Feeding of hay and other harvested forage (which does not refer to miscellaneous salt, protein, and other supplements), for the purpose of substituting for inadequate natural forage will not be conducted on BLM lands other than in a) emergency situations where no other resource exists and animal survival is in jeopardy, or b) situations where the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines such a practice will assist in meeting a standard or attaining a management objective.
 9. To eliminate, minimize, or limit the spread of noxious weeds, a) only hay cubes, hay pellets, or certified, weed-free hay will be fed on BLM-administered lands; and b) reasonable

adjustments in grazing methods, methods of transport, and animal husbandry practices will be applied.

10. On rangelands where a standard is not being met, and conditions are moving toward meeting the standard, grazing may be allowed to continue. On lands where a standard is not being met, conditions are not improving toward meeting the standard or other management objectives, and livestock grazing is deemed responsible, administrative action with regard to livestock will be taken by the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) pursuant to CFR 4180.2(c).
11. Where it can be determined that more than one kind of grazing animal is responsible for failure to achieve a standard and adjustments in management are required, those adjustments should be made to each kind of animal, based on interagency cooperation as needed, in proportion to their degree of responsibility.
12. Rangelands that have been burned, reseeded or otherwise treated to alter vegetative composition should be closed to livestock grazing as follows:
 - a. Burned rangelands, whether by wildfire or prescribed burning, should be left ungrazed for a minimum of one complete growing season following the burn.
 - b. Rangelands that have been reseeded or otherwise chemically or mechanically treated should be left ungrazed for a minimum of two complete plant growing seasons following treatment.
13. Livestock use and resulting levels of utilization on forage should be monitored to help determine the proper carrying capacity of allotments.
14. Specific archaeological sites that have the potential for adverse impacts from livestock should be mitigated as necessary and practicable. Site-specific clearances on range improvements will continue to be performed.

1.6 Paleontological Resources

1. Prohibit resumption of activity in the vicinity after an inadvertent discovery until the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines whether the resources can be avoided or whether other appropriate mitigation must be enacted.
2. When possible, avoid ground-disturbing activities in areas in the immediate vicinity of scientifically important or instructive paleontological resource localities.
3. Require on-the-ground survey prior to approval of ground-disturbing activity for all Potential Fossil Yield Classification (PFYC) 3, 4, 5, and Unknown (U) or otherwise high potential (as defined by an agency paleontologist) geological units.
4. Monitor ground-disturbing activities in potential paleontological resource-bearing geological units on a case-by-case basis as determined by an agency paleontologist.
5. Attach standard stipulations to authorizations for ground-disturbing activities in all areas regardless of PFYC.
6. Prioritize inventory on areas that are most likely to include important paleontological resources, are relatively accessible to the public, and/or are vulnerable to damage or loss from natural processes and/or land use activities.
7. Use best available scientific principles and practices when managing paleontological resources.

1.7 Recreation Activities

1.7.1 *Camping*

1. Cans, rubbish, and other trash should not be discarded, buried, or dumped on public lands or related waters. Wet garbage such as egg shells, orange peels, leftover solid food, bones, melon rinds, etc., should be removed. Trash cleanup at campsites and day use areas should include collecting all litter or discarded items, including small items such as bottle caps and cigarette butts.
2. Camping should not be authorized within historic and pre-contact structures.
3. No camping should be permitted within 200 feet of a water source other than perennial streams unless within a developed campground or with prior authorization from the Authorized Officer (BLM)/Responsible Official (USDA Forest Service).
4. Where human waste pack out is not required and toilet facilities are not present, disposal of human waste should not be authorized within 200 feet of a water source, trail, or campsite. If greater than 200 feet from water sources, trails, or campsites, then solid human waste may be deposited in a cat hole (6 inches deep) and covered with soil, following Leave No Trace guidelines.
5. Washing or bathing with soap should not be authorized in streams, springs, or other natural water sources. Dishwater must be strained prior to dispersal. Dishwater and bathwater should not be dumped within 100 feet of streams, springs, or other natural water sources. Only biodegradable soap should be used.
6. Climbing or rappelling should not be authorized over petroglyphs, pictographs, or historic inscriptions.
7. Dispersed campsites should be closed in areas with known cultural sites, wildlife conflicts, and livestock conflicts, including corrals, ponds, and guzzlers used and maintained by grazing permittees.

1.7.2 *Outfitting and Recreation Pack and Saddle Stock Use*

1. Allow only certified weed-free hay/feed on BLM-administered and NFS lands.
2. Inspect, brush, and clean animals (especially hooves and legs) before entering public land.
3. Inspect and clean tack and equipment.
4. Regularly inspect trailheads and other staging areas for backcountry travel.
5. Alternate locations where livestock is tied or contained to minimize impacts to vegetation.
6. Educate and encourage outfitters to look for and report new weed infestations.
7. Riding and pack animals should not be tied to live trees under 6 inches diameter breast height in size. Using hobbles, picket lines, and highlines is preferable to hard tying to individual trees.
8. Livestock should not be tied or picketed for more than 1 hour within 300 feet of a natural water source other than perennial streams. All animals should be under control en route and in camp to protect wildlife, other livestock, and range forage.
9. Corrals located on public lands should not be available for public or recreational permittee use, with the exception of corrals built in developed recreation sites for recreational use. Prior authorization is required for the use of such corrals.

1.7.3 Permitted Activities

1. Permittees should not leave unattended personal property on public lands administered by the BLM or USDA Forest Service for a period of more than 48 hours without written permission of the Authorized Officer (BLM)/Responsible Official (USDA Forest Service), with the exception that vehicles may be parked in designated parking areas for up to 14 consecutive days. Unattended personal property is subject to disposition under the Federal Property and Administrative Services Act of 1949, as amended.

1.7.4 Visiting Cultural and Historic Sites

1. No surface collection or digging for artifacts.
2. No standing, sitting, or leaning on walls or other architectural features.
3. Do not touch petroglyphs and pictographs. Taking rubbings of petroglyphs or historic inscriptions is not allowed.

1.8 Vegetation and Weeds

1. Avoid or minimize the loss of sagebrush/steppe and blackbrush habitat.
2. During operations conducted in sagebrush/steppe habitat, focus on maintaining large blocks of sagebrush habitat.
3. Reseed or plant disturbed areas with desirable vegetation when the native plant community cannot recover and occupy the site sufficiently.
4. Seeding application performed as part of reclamation operations should occur during the appropriate season for best seed establishment or during the fall from mid-October until mid-December when the ground surface is not frozen.
5. Prior to commencing operations, clean all equipment and vehicles to remove seeds and soil that may contain seeds to avoid the spread of noxious weeds and invasive species.
6. Develop a weed management plan, which should include using portable washing stations to periodically wash down equipment entering and leaving areas with surface disturbance, especially during muddy conditions because seeds and propagules of noxious plants are commonly transported on equipment and mud clinging to equipment.
7. Treatments should be designed to prevent the introduction or spread of invasive and noxious plants that conform to the guidelines in the Approved Resource Management Plan/Final Environmental Impact Statement and follow BLM/USDA Forest Service protocol.
8. Control noxious and invasive plants that become established along roads or adjacent to facilities.
9. Clean and sanitize all equipment brought in from other regions.
10. Maintain trailheads, campgrounds, visitor centers, picnic areas, roads leading to trailheads, and other areas of concentrated public use in a weed-free condition. Consider high-use recreation areas as high-priority sites for weed and invasive plant eradication.
11. Sign trailheads and access points to educate visitors on noxious and invasive weeds and the consequences of their activities.
12. Inspect and document travel corridors for weeds and treat as necessary.

13. Encourage backcountry equestrians and hunters to use pelletized feed. Pelletized feed is unlikely to contain weed seed. Inspect and clean mechanized trail vehicles of weeds and weed seeds.
14. Wash boots and socks before hiking into a new area. Inspect and clean packs, equipment, and bike tires. Install boot brushes at trailheads to facilitate boot cleaning.
15. Avoid hiking through weed infestations whenever possible.
16. Keep dogs and other pets free of weed seeds.
17. Avoid picking unidentified "wildflowers" and discarding them along trails or roadways.
18. Frequently and systematically inspect and document riparian areas and wetlands for noxious weed establishment and spread. Eradicate new infestations immediately because effective tools for riparian-area weed management are limited.
19. Promote dense growth of desirable vegetation in riparian areas (where appropriate) to minimize the availability of germination sites for weed seeds or propagules transported from upstream or upslope areas.

1.9 Soil, Water, and Riparian Resources

1. For projects involving surface disturbance, to aid in the reclamation of surface-disturbing actions in areas of identified biological soil crusts, the top 2 to 5 inches of topsoil, inclusive of the biological soil crusts, should be carefully stripped and stockpiled separately from all other soil materials where practicable. Organic matter and debris may be retained in the piles to help sustain biological activity and increase the effectiveness of respreading the crust material. Storage piles should be shallow to preserve microorganisms and seeds. Respread the soil crust during interim and final reclamation. During reclamation, re-establish mounds on the surface prior to reapplying the biological soil crusts. Stabilize topsoil stockpiles by 1) spraying with water to establish crust, and 2) covering with biodegradable product.
2. Regular monitoring of revegetated and reclaimed areas should be conducted with regular maintenance or reseeded as needed until the agency determines that the revegetation is successful. Follow-up invasive species control will be done when needed.
3. Topsoil should be segregated and stored separately from subsurface materials to avoid mixing during construction, storage, and interim and final reclamation. Subsurface materials should never be placed on top of topsoil material at any point in the operation. Stockpiles should be located and protected so that wind and water erosion are minimized and reclamation potential is maximized. Topsoil should be spread evenly over the reclaimed area.
4. No new surface-disturbing activities should be authorized within active floodplains or within 100 meters of riparian areas, springs, or water sources unless it can be shown that a) there is no practical alternative, b) all long-term impacts can be fully mitigated, or c) the activity will benefit and enhance the riparian area or water resources.
5. All structures crossing intermittent and perennial streams and 100-year floodplains should be located and constructed such that they do not decrease channel stability or increase water velocity, in compliance with Executive Order 11988.
6. Any activity that includes water production should be managed to ensure maintenance or enhancement of riparian habitat.
7. Loss or degradation of large cottonwood gallery riparian habitats should be avoided.

8. All areas of surface disturbance within riparian areas and/or adjacent uplands should be revegetated with native species.
9. To avoid contamination of water sources and inadvertent damage to non-target species, aerial application of pesticides should not be applied within 100 feet of a riparian wetland area or water source unless the product is registered for such use by the U.S. Environmental Protection Agency.
10. On National Forest System (NFS) lands, guidelines in Forest Service Handbook 2509.22 should be followed.
11. Loss or degradation of side channel, backwater, or other off-channel habitats should be avoided, as well as increasing surface roughness in these locations. The effects of seeding or planting on surface roughness and side channel resilience and persistence should be considered.
12. When conducting vegetation treatments to remove nonnative invasive species in southwestern willow flycatcher (*Empidonax traillii extimus*) and yellow-billed cuckoo (*Coccyzus americanus*) nesting habitat, reducing patch size beyond that which is sufficient for nesting (>0.25 acre) should be avoided.

1.10 Visual Resources, Noise, Night Skies, and Soundscape

1. Natural or artificial features, such as topography, vegetation, or an artificial berm should be used to help screen facilities. Design roads and other linear facilities to follow the contour of the landform or mimic lines in the vegetation. Avoid a straight road that will draw the viewer's eye and attention straight toward the facility at the end of the road.
2. If electricity is used to power a facility, bury electric lines and place solar panels out of view of the casual observer.
3. Use semi-gloss paints rather than flat paints; the selected paint color should be one or two shades darker than the background.
4. During reclamation, soil, brush, rocks, shrub/tree debris, etc. should be replaced over disturbed earth surfaces to allow for natural regeneration rather than introducing an unnatural-looking grass cover.
5. Place infrastructure within or near previously disturbed locations.
6. Post nighttime quiet hours at developed campgrounds.
7. Limit the use of artificial lighting during nighttime operations to only those lights that are determined necessary for the safety of operations and personnel.
8. Use shielding and aiming techniques and limit the height of light poles to reduce glare and avoid light shining above horizon(s).
9. Use lights only where needed, use light only when needed, and direct all lighting on-site.
10. Use motion sensors, timers, or manual switching for areas that require illumination but are seldom occupied.
11. Reduce lamp brightness and select lights that are not broad spectrum or bluish in color.
12. Require a lightscape management plan where an extensive amount of long-term lighting is proposed.

1.11 Wildlife and Fisheries

1. Identify important, sensitive, and unique habitats of fish and wildlife in the area. Incorporate mitigation practices that minimize impacts to these habitats.
2. If migration corridors and unique habitats are identified, implement mitigation practices to minimize impacts.
3. Place infrastructure within or near previously disturbed locations to avoid new impacts to fish and wildlife habitat.
4. Evaluate seasonal restrictions on public vehicular access where there are fish and wildlife conflicts or road damage and maintenance issues.
5. To the extent possible, avoid activities and facilities that create barriers to the seasonal big game crucial habitats, including any identified transitional and stopover routes.
6. Advise project personnel regarding appropriate speed limits to minimize wildlife mortality due to vehicle collisions. Reclaim temporary and closed roads as soon as possible after they are no longer required.
7. Promptly report observations of potential wildlife problems to the regional office of the Utah Division of Wildlife Resources (UDWR) and, as applicable, to the U.S. Fish and Wildlife Service (USFWS).
8. Monitor and survey abandoned mine lands prior to reclamation. If bats are present, prior to mine reclamation install bat gates and/or use nonlethal bat exclusion methods unless human safety is at risk.
9. Where practicable, follow *Pollinator-Friendly Best Management Practices for Federal Lands* (USFWS 2015).

2 BEST MANAGEMENT PRACTICES FOR RAPTORS AND THEIR ASSOCIATED HABITATS IN UTAH

1. Raptor management on BLM-administered and NFS lands in BENM will be guided by the use of these BMPs, which are specific recommendations for implementation of the USFWS *Utah Field Office Guidelines for Raptor Protection from Human and Land Use Disturbances* (Guidelines) (Romin and Muck 2002).
2. These BMPs, or specific elements of the BMPs that pertain to a proposal, should be attached as conditions of approval to all BLM and USDA Forest Service use authorizations that have the potential to adversely affect nesting raptors or may cause occupied nest sites to become unsuitable for nesting in subsequent years.
3. The implementation of raptor spatial and seasonal buffers will be consistent with Table 2 of the Guidelines. As specified in the Guidelines, modifications of spatial and seasonal buffers for BLM- and USDA Forest Service-authorized actions will be permitted, so long as protection of nesting raptors was ensured.
4. The agencies are encouraged to informally coordinate with UDWR and the USFWS any time a site-specific analysis shows that an action may have an adverse impact to nesting raptors. The coordination will determine if the impact could be avoided or must be mitigated, and if so, to determine appropriate and effective mitigation strategies.
5. Seasonal raptor buffers should be reviewed by local raptor nesting authorities who are knowledgeable of raptor nesting chronologies within their local area. For those nesting

raptors for which local nesting chronologies remain uncertain, the seasonal buffers should serve as the default; however, for those raptor species whose known nesting chronologies differ from the seasonal buffers, the local seasonal buffers may be used as a modification of the Guidelines.

6. Criteria that should be met prior to implementing modifications to the spatial and seasonal buffers in the Guidelines will include the following:
 - a. Completion of a site-specific assessment by a wildlife biologist or other qualified individual. Written documentation by the BLM field office or USDA Forest Service district wildlife biologist, identifying the proposed modification and affirming that implementation of the proposed modification(s) will not affect nest success or the suitability of the site for future nesting. Development of a monitoring and mitigation strategy by a BLM or USDA Forest Service biologist or other raptor biologist.
7. Apply seasonal (temporal) buffer zones as conservation measures for proposed actions to schedule potentially impacting activities to periods outside of the nesting season for a particular raptor species. These seasonal limitations are particularly applicable to actions proposed within the spatial buffer zone of a nest for short-duration activities such as vegetative treatments, fence or reservoir construction, or permitted recreational events where subsequent human activity is not expected to occur.
8. Apply spatial buffer zones to the physical areas around raptor nest sites where seasonal conservation measures or surface occupancy restrictions may be applied, depending on the type and duration of activity, distance and visibility of the activity from the nest site, and adaptability of the raptor species to disturbance. Surface occupancy restrictions should be used for actions that will involve human activities within the buffer zone for a long duration (more than one nesting season) and that will cause an occupied nest site to become unsuitable for nesting in subsequent years.
9. Habitat loss or fragmentation should be minimized and/or mitigated to the extent practical and may include such measures as limiting access roads, effective rehabilitation or restoration of plugged and abandoned well locations and access roads that are no longer required, rehabilitation or restoration of wildland fires to prevent domination by nonnative invasive annual species, and vegetation treatments and riparian restoration projects to achieve rangeland health standards.
10. In some cases, artificial nesting structures, located in areas where preferred nesting substrates are limited but where prey base populations are adequate and human disturbances are limited, may enhance some raptor populations or may serve as mitigation for impacts occurring in other areas.
11. Surface-disturbing activities occurring outside of the breeding season (seasonal buffer) but within the spatial buffer for unoccupied nests may be allowed during a minimum 3-year nest monitoring period, as long as the activity will not cause the nest site to become unsuitable for future nesting, as determined by a wildlife biologist.
12. Land use activities that will have an adverse impact to an occupied raptor nest should not be allowed within the spatial or seasonal buffer.
13. Alternatives, including application of conservation measures and denial of the proposal, should be identified, considered, and analyzed in a National Environmental Policy Act document any time an action is proposed within the spatial buffer zone of a raptor nest. Selection of a viable alternative that avoids an impact to nesting raptors should be selected over attempting to mitigate those impacts. If unavoidable impacts are identified, mitigation measures should be applied as necessary to mitigate adverse impacts of resource uses and

development to nesting raptors. Monitoring of the effectiveness of the mitigation measures should be mandatory and should be included as a condition of approval.

14. Excavation and studies of cultural resources in caves and around cliff areas should be delayed until a qualified biologist surveys the area to be disturbed or impacted by the activity for the presence of raptors or nest sites. If nesting raptors are present, the project should be rescheduled to occur outside of the seasonal buffer recommended by the Guidelines.
15. Timber harvest should be conducted in a manner that will avoid impacts to raptor nests. This could also apply to areas identified for wood gathering and firewood sales.
16. Hazardous fuels reduction projects and shrub-steppe restoration projects should be reviewed for possible impacts to nesting raptors. Removal of trees containing either stick nests or nesting cavities, through prescribed fire or mechanical or manual treatments, should be avoided.
17. Locations of camps and other temporary intrusions associated with permitted livestock grazing should be located in areas away from raptor nest sites during the nesting season. Placement of salt and mineral blocks should also be located away from nesting areas.
18. When proposals for off-highway vehicle (OHV) events are received, the proposed event area should be surveyed by a qualified wildlife biologist to determine if the area is used by raptors. Potential conflicts should be identified and either avoided or mitigated prior to the issuance of any permit.
19. A priority list of important raptor habitat areas, especially for federally listed or state sensitive raptor species, on state and private lands should be developed and used as lands to be acquired by the BLM or USDA Forest Service when opportunities arise to exchange or otherwise acquire lands.
20. Lands and realty authorizations should include appropriate conservation measures to avoid and/or mitigate impacts to raptors.
21. Development of biking trails near raptor nesting areas should be avoided.
22. Rock climbing activities should be authorized only in areas where there are no conflicts with cliff-nesting raptors. Seasonal and spatial buffers may be applied to areas where rock climbing activities occur.
23. In high recreation use areas where raptor nest sites have been made unsuitable by existing disturbance or habitat alteration, mitigation should be considered to replace nest sites with artificial nest structures in nearby suitable habitat, if it exists, and consider seasonal protection of nest sites through fencing or other restrictions.
24. Dispersed recreation should be monitored to identify where this use may be impacting nesting success of raptors.
25. Active nest sites should be monitored during all authorized activities that may impact the behavior or survival of the raptors at the nest site. A qualified biologist will conduct the monitoring and document the impacts of the activity to the species. A final report of the impacts of the project should be placed in the environmental assessment file, with a copy submitted to the Natural Heritage Program.

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APPENDIX E

Tribal Nations Collaboration Framework



1 IMPROVING AND SUSTAINING TRIBAL RELATIONSHIPS AT BEARS EARS NATIONAL MONUMENT

Presidential Proclamation 10285 recognizes the importance of Bears Ears National Monument (BENM, or Monument) to Tribal Nations and the importance of Tribal participation in the future management of the Monument, including the proper care and management of important cultural objects. This framework outlines the strategy that the Bureau of Land Management (BLM) and U.S. Department of Agriculture Forest Service (USDA Forest Service) will use for closely coordinating with Tribal Nations as envisioned in Presidential Proclamation 10285. The BLM and USDA Forest Service have developed this document with the intent of creating an ongoing two-way dialogue with Tribal Nations, specifically those named in Presidential Proclamation 10285. Changes will be made in response to Tribal Nation comments or feedback.

2 BUILDING AND MAINTAINING RELATIONSHIPS WITH TRIBAL NATIONS IDENTIFIED IN BEARS EARS NATIONAL MONUMENT PRESIDENTIAL PROCLAMATIONS

The BLM and USDA Forest Service recognize that beyond the formal and legal consultation responsibility the United States has with Tribal governments, the federal government is committed to pursuing a goal of shared stewardship of lands managed within BENM. BENM stands out from other monuments in that Presidential Proclamation 10285 recognizes the importance of Tribal participation in the development of a management plan and the subsequent management of the Monument to ensure the proper care and management of Monument objects.

Presidential Proclamation 10285 notes the establishment of a commission or comparable entity composed of a designated officer from the Hopi Tribe, the Navajo Nation, the Ute Mountain Ute Tribe, the Ute Indian Tribe, and the Pueblo of Zuni.

In striving to protect Tribal interests and further the nation-to-nation relationship with Tribal Nations, as directed in Proclamation 10285, the BLM and USDA Forest Service recognize the following:

- Presidential Proclamation 10285 envisions a new way of working together.
- There is value in traditional knowledge and maintaining respectful relationships in furthering shared stewardship of BENM natural and cultural resources. The agencies are committed to working collaboratively with the Bears Ears Commission (BEC) or comparable entity consistent with Presidential Proclamation 10285 and law and policy, including Executive Order 13175 “Consultation and Coordination with Indian Tribes” (2000) and BLM Manual 1780.
- It is important to work closely with all Tribal governments that attach religious or cultural significance to BENM or that are otherwise interested in actions occurring within BENM on a government-to-government consultation basis, consistent with consultation law and policy, including Executive Order 13175, the National Historic Preservation Act (NHPA) (54 United States Code [USC] 300101 et seq.), and the National Environmental Policy Act (NEPA) (42 USC 4321 et seq.). There is value in working together with all interested members of the Tribes, including local American Indian residents, for example, Navajo chapter houses, and the members of the Ute Mountain Ute Tribe living at White Mesa.

- Many governmental entities, organizations, and individuals have an important role in the shared stewardship of BENM, including federal, Tribal, state, and local governments; local American Indian residents; other Tribal members; other area residents; and public land users.
- Successful collaboration and integration of Tribal historical knowledge into future management of BENM is contingent on the federal government and the BEC or comparable entity being equally willing to take part in Monument organization and administration.

3 BEARS EARS COMMISSION

An agreement for the cooperative management of the federal lands and resources of the Monument was signed on June 18, 2022. The intergovernmental cooperative agreement is between the Tribal Nations whose representatives make up the BEC (the Hopi Tribe, Navajo Nation, Ute Mountain Ute Tribe, Ute Indian Tribe, and the Pueblo of Zuni) and the U.S. Department of the Interior, BLM, and the USDA Forest Service (2022). It states that its purpose is to “facilitate coordination and cooperative management of the Federal lands within the Bears Ears, for purposes of implementing the Proclamation and to provide consistent, effective, and collaborative of the land and resources.”

Further, the cooperative agreement states that it will seek to achieve this goal by “coordinating on land use planning and implementation, as well as the development of long-term resource management and programmatic goals. Through the cooperative agreement the parties will work collaboratively to address tribal issues, including developing robust outreach efforts to Tribal Nations and more effective mechanisms for Tribal government coordination. In doing so, the parties will ensure that tribal priorities inform the management of the Bears Ears” (2022).

The interagency cooperative agreement provides a framework for collaborative management of the Monument. It identifies actions to be taken by the agencies and the BEC to ensure that the proclamation purposes and goals are met. All parties agree to the following:

1. Cooperate in land use planning, including preparation of a Monument management plan and travel management plan for BENM, as well as subsequent, implementation-level decision-making.
2. Cooperate in program development (including education and interpretation about species, Tribal uses, and other Monument objects), resource protection, and public land access concerning BENM.
3. Engage on an ongoing basis in joint dialogue, knowledge sharing, and learning programs for BLM and USDA Forest Service managers and professional staff, Tribal officials, and other appropriate parties to address critical resource management, Tribal and agency program priorities, and a shared awareness of the Tribal context of the landscape, including the need to protect both visible and sacred Tribal uses and activities, as well as Monument objects and other resources.
4. Coordinate, consult, and engage regularly on resource management priorities and joint management opportunities within the Monument as follows:
 - a. Meet annually to develop a joint annual work plan that will set priorities for the year based on available funding, including, but not limited to, critical research opportunities, a schedule of site visit(s), shared training, discussions about planning a visitor center, visitor management initiatives, volunteer opportunities, interpretive signage needs, and categories of activities and types of agency decisions for which

the BEC may elect to provide input, such as, authorizations regarding range improvements, developed recreation sites and areas, and Special Recreation Permits.

- b. Meet quarterly to coordinate and consult on Tribal Nations' land management priorities, public land resource issues, opportunities for joint Tribal-federal program development, BEC participation in planning- and implementation-level decision-making processes, landscape-level management issues, and to provide awareness of upcoming federal actions and authorizations.
 - c. Engage regularly and frequently at the local level to coordinate federal decision-making processes and to ensure Traditional Indigenous Knowledge, priorities, and interests are incorporated into the management of the Monument.
5. Develop opportunities to engage Tribal youth in the culture and traditions of BENM, as well as the protection and management of the Monument to cultivate a shared understanding of the Monument's context and a shared stewardship for its resources.
 6. Cooperatively seek additional partnerships, funds, and authorities to achieve shared Tribal and federal land management goals.
 7. 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.
 8. Take all reasonable measures to protect information regarding sacred sites, traditional ceremonies and other rituals from disclosure in order to prevent damage or desecration.
 9. Adhere to the agreed-upon schedule established for the Monument management plan and other critical planning and decision-making time frames as discussed below in Section 9.
 10. Explore opportunities for repatriating cultural resources and related data excavated or removed from federal lands.
 11. Work collaboratively to ensure Tribal Nations have access to sacred sites and other areas of Tribal importance in BENM for cultural purposes and for non-cultural purposes, such as gathering plants and firewood.
 12. Work collaboratively to develop a strategy for inventorying and monitoring the objects within the Monument. Within this strategy, identify how to obtain the input from Tribal members, in particular Tribal Elders, who cannot travel to remote sites.

The BEC agrees to the following:

1. Coordinate, organize, and assure appropriate Tribal professional and executive involvement in programs within the scope of this collaboration framework.
2. Identify and provide appropriate staff to engage in the development of the Monument management plan and implementation-level planning, as well as implementation of initiatives developed pursuant to this cooperative agreement.
3. Provide specific information for identified Monument landscapes to inform the BLM's and USDA Forest Service's inventory of Monument objects.
4. Develop and execute organizational documents for the BEC to memorialize roles and responsibilities (such as identifying a chairperson) and operating procedures (including internal dispute resolution) governing the BEC's activities in order to facilitate engagement

with the BLM and USDA Forest Service on decisions regarding the management of the Monument.

5. Notify the BLM and USDA Forest Service about issues identified by other Tribal Nations with interests in the Bears Ears region that are not part of the BEC.

In order to implement the direction in Proclamation 10285, the BLM and USDA Forest Service agree to the following:

1. Ensure that federal policies reflect the needs of Tribal Nations and that Tribal leaders have a meaningful seat at the table before decisions are made that impact their communities by centering Indigenous voices, including increasing the recognition of the value of Traditional Indigenous Knowledge and empowering Tribal Nations to make decisions for their cultural, natural, and spiritual values.
2. Honor applicable executive orders, secretarial orders, and memoranda of understanding, including, but not limited to, Executive Order 13175 of November 6, 2000, Consultation and Coordination With Indian Tribal Governments; Secretarial Order No. 3403: U.S. Department of the Interior and U.S. Department of Agriculture Joint Secretarial Order on Fulfilling the Trust Responsibility to Indian Tribes in the Stewardship of Federal Lands and Waters; and the November 16, 2021, Memorandum of Understanding Regarding Interagency Coordination and Collaboration for the Protection of Indigenous Sacred Sites.
3. Coordinate and consult with the BEC throughout land use planning and subsequent implementation-level decision-making processes concerning BENM, including preparation of a Monument management plan and a travel management plan.
4. Identify opportunities for development of initiatives to cooperatively conduct land management programs concerning BENM.
5. Seek specific opportunities to involve the BEC in public land management activities concerning BENM.
6. Coordinate, organize, and assure appropriate government professional and management involvement in programs within the scope of this collaboration framework.
7. Ensure that Traditional Indigenous Knowledge and local expertise is reflected in agency decision-making processes for BENM. Develop and share information and data with the BEC, to the extent possible, to facilitate understanding of issues and sites, such as providing pictures and other information to Tribal Elders who cannot travel, and to facilitate Tribal Nations' work and engagement on the management of the Monument.
8. Provide opportunities for input on implementation of interim guidance issued jointly or individually by the BLM and USDA Forest Service, including the BLM's interim Monument management guidance issued on December 16, 2021, which directs the BLM to a) inventory Monument objects, b) review existing discretionary uses and activities within the Monument to determine whether their impacts are consistent with the protection of the Monument objects, and c) update existing monitoring plans to ensure protection of Monument objects.
9. Provide opportunities for input to the USDA Forest Service review of existing discretionary uses and activities within the Monument to determine whether their impacts are consistent with the protection of the Monument objects.
10. Provide opportunities to review and provide input on BLM and USDA Forest Service policy guidance for BENM prior to issuance (2022).

The cooperative agreement is in effect until terminated or modified. The parties will review it within 5 years of signing, and every 5 years thereafter. It may be modified, amended, supplemented or terminated by mutual written consent of the parties. Its ultimate goal is to honor Tribal Nations, and particularly Tribal Elders, who have important knowledge, local expertise, and an understanding of the spiritual significance of the Bears Ears region beyond the physical environment. That knowledge is critical to inform the BLM and USDA Forest Service planning processes and management of Monument objects.

4 PARTNERSHIPS

Federal land managers and BENM agency staff should seek out opportunities for partnerships with Tribal Nations and their designated representatives. All federal employees of BENM will work to ensure that the management of the Monument benefits from full engagement with the original stewards of BENM through such means as cooperative agreements, interagency agreements, contracts, hires, and volunteers.

5 COLLABORATIVE LAND MANAGEMENT

The BLM and USDA Forest Service, in collaboration with the BEC or comparable entity, should identify any programs, functions, services, and activities that self-governance Tribes can assume, as described in the Indian Self-Determination and Education Assistance Act of 1975 and later amendments, regulations, and agency policy associated with this act. Self-determination contracts, also known as “638 contracts,” and negotiated funding agreements to assume programs, functions, services, or activities for the benefit of American Indians because of their status as American Indians are available to use under the discretion of the manager.

The BLM and USDA Forest Service should engage with the BEC and Tribal Nations to ensure access to and use of sacred sites, as defined in Executive Order 13007. The BLM and USDA Forest Service should seek to enter into agreements to share capability, expertise, and insight into fostering the collaborative stewardship of sacred sites and other properties of traditional religious and cultural importance.

The BLM and USDA Forest Service will collaborate with the BEC and Tribal Nations when developing site-specific protection and management plans that pertain to sacred sites or properties of traditional religious and cultural importance. Site-specific protection and management plans may include procedures for utilizing Tribal expertise and capabilities regarding stabilization, patrolling, interpretation, stewardship education, or ethnographic insights into site use and significance, including identification of traditional cultural properties, American Indian sacred sites, and cultural landscapes. Federal land managers and Tribal Nations may formalize site-specific protection and management plans with the completion of an agreement document.

5.1 Collaboration with the Bears Ears Commission or Comparable Entity

The BLM and the USDA Forest Service will work with the BEC or comparable entity on projects that will include, but are not limited to, the following:

- Execution of an annual or semi-annual BENM summit with the BEC or comparable entity to discuss management direction, proposed and ongoing projects, agency and Tribal priorities, research proposals and findings, and other items of importance or significance.

- Routine and ongoing communication (including, and as determined necessary, weekly, biweekly, or monthly meetings) with Tribal leaders or their delegated representatives to discuss regular and continuing administration and management activities.
- Administration of permits for traditional uses, including group events and firewood and seed collecting.
- Development of confidentiality agreements allowing the Tribes to share sensitive cultural resource information that can be used when considering or evaluating projects.
- Identification and listing of traditional cultural properties and other properties on the National Register of Historic Places.
- Identification of cultural landscapes to be considered when evaluating projects.
- Access to and protection and use of American Indian sacred sites in accordance with Executive Order 13007.
- Protection of cultural objects currently under the care of the BLM (including in the Cerberus Collection and other BLM-administered collections), and/or USDA Forest Service, and the development of interpretive and educational materials.
- Work with Tribal governments to establish a comprehensive agreement to assist with efficient repatriation of American Indian human remains and cultural items under the Native American Graves Protection and Repatriation Act (NAGPRA).
- Cooperative development of activity-level plans identified in the Resource Management Plan and Environmental Impact Statement, including, but not limited to, such items as the cultural resource management plan, recreation area management plan, travel management plan, and sign and interpretation plan.
- Review of, prioritization of, and input on the selection of research projects funded by the federal government through various programs, including the National Conservation Lands program and federal agency cultural programs.
- Internal review of all project proposals and associated environmental analysis to ensure that Tribal Nations' concerns are adequately addressed and that Tribal historical knowledge is adequately taken into consideration.
- Participation in internal scoping efforts, including early issues identification and project design.
- Development and management of volunteer and cooperative agreements with third-party organizations to assist with the implementation of on-the-ground projects, monitoring, and other public education and outreach activities.
- Collaboration with Tribes and agencies to maximize efficiencies for wildfire and fuels reduction programs. This may include a partnership for initial fire attack and protecting structures, facilities, natural resources, and cultural resources through fuels reduction projects.
- Review, prioritization, and input on the management of cultural resources, including scientific, traditional, conservation, experimental, and public uses.
- Expansion and promotion of employment, volunteer, and internship opportunities for American Indians.
- Enhancement of on-the-ground experiential education and service opportunities for both Tribal and non-Tribal youth groups or organizations.
- Collaboration on issues of general administration, including items such as law enforcement, wildland fire, and the identification, location, and design of future facilities.

- Identification of shared office space, including the location of the BEC or comparable entity staff in BENM facilities so there is full integration into federal agency interdisciplinary teams.

6 PROCUREMENT

6.1 Small Disadvantaged Businesses

Federal officials should seek opportunities to utilize contracting opportunities for small business communities. Section 8(a) of the 1958 Small Business Investment Act (15 USC 14A) authorized the Small Business Administration to enter into prime contracts with federal agencies and to subcontract the performance of the contract to small business concerns. Executive Order 11458, Prescribing Arrangements for Developing and Coordinating a National Program for Minority Business Enterprise (34 Code of Federal Regulations [CFR] 4937), authorized the use of this provision to assist minority businesses and established the 8(a) Program, as it is commonly called. Federal officials should take advantage of Tribal businesses that are eligible as Small Disadvantaged Businesses, an 8(a) participant, or a Historically Underutilized Business Zone. The BLM and USDA Forest Service should encourage Tribal Nations firms to bid on upcoming agency contracts for which they qualify. The BLM and USDA Forest Service may also utilize their discretionary authority to purchase products of Indian Country as outlined in the 1910 Buy Indian Act (25 USC 47) and the regulations found at 48 CFR 1401, 1452, and 1480.

6.2 Contracting for Services, Expertise, or Products Needed for Decision-Making

The BLM and USDA Forest Service may require land use applicants (e.g., Special Recreation Permit holders) to obtain information from Tribes needed to comply with NEPA or the NHPA. Information may include knowledge about the management of natural resources or cultural resources, such as current or past land use practices, resource utilization, or distribution of natural resources. In addition, the BLM and USDA Forest Service may contract or pay for Tribes and American Indian individuals to produce reports. The BLM's and USDA Forest Service's ability to obtain this information may be impossible without the assistance of a Tribe or Tribal representative.

Tribes have occupied lands near or utilized portions of BENM for long periods of time. Their insights into past land conditions and the impacts of human use and occupation on this ecosystem extends back in time for hundreds of years. Thus, their knowledge of natural and human interactions on this landscape may be obtained by the BLM and USDA Forest Service working in collaboration with the BEC or comparable entity through the following methods:

- Studies on visitor use and the management of Monument objects
- Studies on utilizing traditional ecological knowledge for the management of Monument objects
- Studies on traditional, public, and scientific uses of Monument objects, including, but not limited to, pre-contact sites, rock writings, artifact scatters, American Indian sacred sites, cultural landscapes, and traditional cultural properties
- Studies on promoting access for religious and traditional uses
- Studies on sustainable firewood collection based on modern use and ethnographic accounts
- Studies on traditional building skills, technology, art, place names, and subsistence

- Ethnographic reports, National Register of Historic Places nominations, or other specific information regarding historic properties, trails, sacred sites, and culturally significant landscapes
- Studies on the location, habitat, condition, and trend of important plant and animal species, including ethnobotanical species

7 HUMAN RESOURCES

The BLM and USDA Forest Service will collaborate with the BEC or comparable entity on the development of American Indian recruitment programs. Although the BLM and USDA Forest Service do not utilize American Indian preference in hiring, the agencies do allow self-identification for employment statistics. Internship opportunities for Tribal youth and partnerships offer additional opportunities to bolster American Indian employment while facilitating mutually supported projects. Providing educational opportunities and employment to Tribal members is a powerful demonstration of a federal commitment to establishing positive, long-term working relationships with Tribes.

7.1 Education

The BLM and USDA Forest Service, in collaboration with the BEC, will negotiate cooperative agreements with Tribal Nations in the field of education and employment. The agencies will seek out partnerships with American Indian educational institutions to assist in the development of curricula or implementing cooperative education programs. Programs such as Project Archaeology will enable the agencies and Tribes to develop curricula and lesson plans that strengthen science competencies and interests that American Indian youth have in resource management careers. Agency officials may also seek out fully accredited Tribal colleges and universities to provide practical experiences and opportunities for their students. The BLM, USDA Forest Service, and Tribal colleges can partner to establish research projects and facilitate involvement with land management issues of BENM.

7.2 Training Opportunities

All federal employees working in BENM should complete the most recent training courses on Tribal relations. The BLM and USDA Forest Service should invite Tribes to attend and participate in agency training courses related to NEPA, lands, rights-of-way, cadastral surveys, wildfire and fuels management, and heritage resources. Holding periodic joint training courses may familiarize BENM staff members with Tribal cultural and governmental structure, and familiarize Tribal leaders and staff members with the USDA Forest Service's and BLM's legal authorities, missions, histories, and programs. Training courses should be tailored to address issues in BENM. Both federal employees and Tribes can benefit from a greater understanding of how federal programs can be coordinated with Tribal government programs. As funding allows, the BLM and USDA Forest Service may send Tribal staff to off-location trainings at locations such as the BLM's National Training Center. Access to BLM and USDA Forest Service online training courses should be made known to Tribes. The dialogue and multicultural perspectives that result from such exchanges enhance relationships in BENM.

Federal employees of the BLM and USDA Forest Service should take advantage of cultural awareness training sponsored by Tribes when and where they are available. Such classes strengthen the staff's understanding and appreciation of Tribal traditional, cultural, and religious

values, as well as treaties and other Tribally reserved rights on federal lands. Managers should encourage BENM staff to attend gatherings sponsored by Tribal entities, Tribal consortiums, or nonprofit organizations offering specialized knowledge and addressing issues important to Tribes. The BLM and USDA Forest Service may also co-host workshops with Tribes concerning Tribal relationships, traditional cultures, and consultation. Presentations may include traditional technologies and crafts, a mutual understanding of traditional use areas, cultural landscapes, and the full scope of Tribal interests.

7.3 Financial Support for Tribal Participation in Monument Land Management Decision-Making

At the discretion of Authorized Officer (BLM)/Responsible Official (USDA Forest Service), funding may be provided to Tribes to facilitate their participation in the NEPA and NHPA processes under several circumstances (see BLM Manual MS-1780, Section 1.6.B, and H-1780-1, Appendix 2; see also Forest Service Manual 1563.15). It should be noted that this compensation policy allows for compensation but does not mandate it. Such compensation for consultation is not legally required; however, the BLM and USDA Forest Service have the authority to provide it directly under certain circumstances or require that the compensation needed to acquire information necessary for the agency to make decisions regarding land use applications or authorizations be provided by third parties. The agencies may utilize their own appropriated funds or cost-reimbursable accounts to reimburse Tribal members for travel expenses to attend meetings in connection with NEPA, the Federal Land Policy and Management Act, or NHPA Section 106 processes, or for time taken to discuss proposed projects, cultural resources site management, or traditional use areas (see the Advisory Council on Historic Preservation memorandum, *Guidance on Assistance to Consulting Parties in the Section 106 Review Process* [2018]).

7.4 Employee Performance

Federal employees working in BENM that are routinely engaged in collaborative management with the BEC or comparable entity will be evaluated regarding their efforts to build Tribal relationships and carry out effective consultation. BLM and USDA Forest Service managers and staff will do the following:

- Seek opportunities to develop ongoing partnerships with the Tribes to ensure that land use decisions reflect effective collaboration, including engagement of the BEC or comparable entity, early in the decision-making process. Decisions should include documentation on how Tribal issues and concerns were taken into account.
- Facilitate Tribal access for Tribal religious and traditional uses; maintain a professional staff that is capable of carrying out timely and effective collaboration and that seeks out and establishes educational, training, interpretive, contracting, fire, and cadastral programs of joint interest and benefit to Tribes and the agencies.
- Take steps to fully utilize information provided by Tribes regarding traditional uses, access concerns, and resource issues and will protect such sensitive information from public disclosure to the extent allowed by law.
- Personally participate in discussions with the BEC or comparable entity and establish professional relationships with Tribal governments, appointed delegates or representatives, and delegated Tribal staff in an effort to facilitate long-term, positive partnerships involving land management, resource protection, and economic development.

7.5 Tribal Consultation General Considerations

This section includes information on how the BLM and USDA Forest Service will consult with Tribal Nations not specifically identified in Presidential Proclamation 10285. The BLM and USDA Forest Service will also follow these general procedures when consulting with Tribes identified in Presidential Proclamation 9558, as re-established by Presidential Proclamation 10285, as required by federal laws requiring government-to-government consultation, such as the NHPA.

8 GENERAL ASPECTS OF CONSULTATION

8.1 Roles - Federal Official

Government-to-government consultation requires the participation of the BLM and/or USDA Forest Service manager and the Tribal chairperson or other representative official designated by the Tribal chair or council. The authority for consultation may be delegated through the BENM manager to the lowest practical level; however, the agency manager who delegates or re-delegates authority does not divest himself or herself of the power to exercise that authority, nor does the delegation or re-delegation relieve that official of the responsibility for actions taken pursuant to the delegation.

8.2 Roles - Staff

BLM and USDA Forest Service program specialists and staff members play an invaluable role in gathering information and briefing the agency manager on issues affecting Tribal relations. They provide professionally sound information, recommendations, and advice regarding the Tribes' traditional and ongoing uses of public lands, practices and beliefs, locations and uses of importance on public lands, and other information necessary for consultation. They interact frequently with their Tribal counterparts within Tribal governments to facilitate compliance with laws and regulations requiring Tribal consultation and input into federal decision-making. Staff members often arrange consultation meetings and meet with Tribal staff to discuss issues once the agency manager and Tribal officials decide it is time to consult on a matter. They obtain and share data needed for decision-making. They may identify opportunities for cooperative agreements or other proactive relationships in the fields of education, outreach, and research with Tribes. They play key roles in contracting and managing sensitive information. Agency staff members cannot, however, represent the BLM or USDA Forest Service in government-to-government interactions.

8.3 Roles - Third Parties

Contractors cannot negotiate, make commitments, or otherwise give the appearance of exercising the BLM's or USDA Forest Service's authority in consultations. Therefore, as a general rule, consulting firms working for land use applicants may be approved by the agency to carry out the following limited and restricted activities to facilitate consultation:

- Gathering and analyzing data
- Preparing reports
- Arranging meetings
- Facilitating field trip logistics
- Managing the compilation of data and records as part of the administrative record

Although these steps are helpful, the BLM and USDA Forest Service ultimately retain the responsibility to consult with Tribal Nations on a government-to-government basis. It cannot be transferred by the agencies to other entities.

8.4 Identifying Tribal Nations for Consultation

Specific consultation should focus on Tribal Nations known to have concerns about the BENM area under consideration and the Monument objects, natural resources, cultural resources, and/or land uses involved. In addition, nonresident Tribes with historical ties should be given the same opportunities as resident Tribes to identify their selected contact persons and their issues and concerns regarding public lands.

8.5 Points of Contact within Tribal Nations

For each Tribe, the BLM and USDA Forest Service should develop and maintain current lists of the following:

- Tribal officials (e.g., chairperson, president, council members, etc.)
- Appropriate staff contacts for specific programs and issues (e.g., energy development, natural resources, lands, cadastral surveys, economic development, Tribal Historic Preservation Offices, etc.)
- Traditional cultural or religious leaders
- Lineal descendants of deceased American Indian individuals whose remains are discovered on public lands or are in federal possession or control

8.6 Multitribal Organizations

Official Tribal consultation takes place as part of government-to-government relationships between the BLM and/or USDA Forest Service and individual federally recognized Tribes; however, Tribal relationships can also be enhanced through the development of positive working relationships with Tribal consortiums.

9 METHODS OF CONSULTATION

Agency managers should determine Tribal preferences for information sharing and consultation. Agency managers and staff should consider meeting with Tribes in their areas after each agency office's annual work plan has been prepared for the Monument. Regularly scheduled meetings can accomplish several important things:

- Agency managers and staff can identify and briefly explain actions planned for the coming year and can describe any additional land use proposals that are foreseeable on public lands or lands that may be affected by management decisions.
- A Tribe can identify proposed actions or geographic areas that it is concerned about and about which it would like to be consulted at a later date. The Tribe might also identify actions or geographic areas for which it feels no need to be consulted.
- For some proposed actions, agency managers and staff and the Tribe can agree to follow expedited or tailored consultation procedures to resolve scheduling conflicts, meet project time frames, or accommodate the special needs of the people involved.

- A Tribe can use the meeting as an opportunity to identify persons it recognizes as traditional leaders or religious practitioners. The Tribe can also identify specific proposed actions, kinds of actions, or geographic areas about which these individuals should be consulted.

Information coming out of these meetings may form the basis of consultation agreements or memoranda of understanding that can define the manner in which Tribes prefer that future consultation take place, areas or actions the Tribes wish to discuss in the future, or specific natural or heritage resources Tribes wish to be consulted about whenever proposed actions might affect them. Regular periodic meetings can be an effective means for maintaining a constructive ongoing intergovernmental relationship.

9.1 When and with Whom to Consult

Table E-1 indicates the types of Tribal Nation officials and/or individuals with whom the BLM and USDA Forest Service are obligated to consult.

Table E-1. Tribal Consultation Guidance

Officials or Individuals to Consult	NHPA	Archaeological Resources Protection Act	NAGPRA	Federal Land Policy and Management Act	NEPA	American Indian Religious Freedom Act	Executive Order 13007
Tribal representative whom the Tribal government has designated for this purpose	X	X	X*	X	X	X	X
Lineal descendant of an identified American Indian individual			X†				
Traditional religious leader			X‡			X‡	
Appropriately authoritative representative of an American Indian religion							X‡

* Tribal Nations also consulted.

† Lineal descendants (who need not be Tribal members) have legal precedence for repatriation and custody.

‡ A Tribal government may designate a "traditional religious leader" or an "authoritative representative" as the Tribe's representative for consultation under the American Indian Religious Freedom Act or Executive Order 13007. Under NAGPRA, a traditional religious leader is a person recognized by Tribal members as responsible for performing certain cultural or religious duties or a leader of the Tribe or organization's cultural, ceremonial, or religious practices, as defined in 43 CFR 10.2(d)(3).

9.2 Coordinating Consultation across Administrative and Jurisdictional Boundaries

The BLM and USDA Forest Service managers responsible for the Monument should seek partnership opportunities to jointly meet with Tribes to discuss land management issues relevant to both agencies and multiple Tribes.

9.3 Preparing and Initiating Tribal Consultation

When it becomes apparent that the nature and/or location of an activity could affect Tribal Nations' issues or concerns, the BENM manager should initiate appropriate consultation with the potentially affected Tribes as soon as possible once the proposed project-specific land use decision

has been developed. Although land use planning is the best time to identify landscape-scale issues and other broad Tribal concerns, the BLM and USDA Forest Service must also address Tribal concerns when approving specific land use authorizations and making other decisions, such as revising significant policies, rules, and regulations.

10 CONSULTATION GUIDELINES FOR SELECTED AUTHORITIES

10.1 Consultation Guidelines for the National Historic Preservation Act

The BLM's and USDA Forest Service's responsibilities for compliance with Section 106 of the NHPA, including Tribal consultation, are triggered by a proposed undertaking. Tribal consultation as part of the Section 106 process is driven by and focused on a specific undertaking. Although the agencies must conduct Tribal consultation as part of the Section 106 process, this consultation is focused on historic properties only and does not satisfy the agencies' obligations to consult with Tribes on other issues potentially raised by a proposed action or program. Section 106 consultation will follow the requirements provided in 36 CFR 800.1 et seq.

10.2 Consultation Guidelines for the National Environmental Policy Act

For NEPA purposes, the agency manager consults with elected Tribal officials or Tribal representatives(s) whom the Tribal government has designated for this purpose. The purpose of consultation is to identify a proposed action's potential to conflict with Tribal members' uses of the environment for cultural, religious, and economic purposes and to seek alternatives that will resolve potential conflicts. Tribal consultation may begin before public notice, including when pre-application meetings occur. This early consultation may be initiated by providing Tribes the opportunity to add comments to the project-specific interdisciplinary team NEPA checklists. Tribal consultation should continue throughout the NEPA process.

For environmental assessments and environmental impact statements, consultation should occur at the formation of the proposed action, when alternatives are formulated, an assessment of impacts is projected, and analysis documents are published: before the final decision is rendered.

The NEPA document must fully disclose Tribal issues and provide a summary of Tribal consultation in order to demonstrate that Tribal concerns have been heard and their positions considered. As is fitting for the special, BENM federal-Tribal relationship, Tribal issues and recommendations should be fully discussed and addressed in relevant sections of the text within the NEPA document rather than as an appendix to the discussion of cultural and archaeological resources. The following is a list of relevant sections where these discussions could occur:

- **Scoping and issues.** Include a specific discussion of scoping issues raised by Tribes.
- **Affected environment.** Include a section that introduces those Tribes with interests in the project and identifies resources or issues of significance to them.
- **Alternatives.** Discuss how Tribal issues shaped the alternatives considered.
- **Environmental impacts.** Address impacts, including cumulative effects, to Tribal concerns and refer to more detailed discussions in other sections, such as impacts to water or biological or botanical resources of Tribal significance.

If a categorical exclusion is completed, the agency should take care to consider whether or not the proposed action covered by the categorical exclusion involves “extraordinary circumstances” relating to impacts to Tribal Nations’ religious concerns or impacts to Tribal Nations’ resources of concern to. If, for any reason, a NEPA document will not be prepared, an appropriate non-NEPA document should be used to substantiate identification and consideration of Tribal Nations concerns and places of importance. Such non-NEPA documentation may consist of federal–Tribal consultation logs, inventory reports, and data recovery reports, among others. These documents should be maintained and housed with the administrative record for the project.

A number of strategies should be discussed with Tribes during consultation associated with the NEPA process to protect resources and access issues of importance to the Tribes. Mitigation measures analyzed in the NEPA document may include, but are not limited to, the following:

- Attaching measures to use authorizations to protect resources of importance to Tribes and accommodate their use. For example, in certain situations, ceremonial places can be screened from view by planting vegetation or installing temporary visual barriers. Intrusive developments can be hidden or painted to blend with the environment.
- Moving competing uses. Conflicting activities and uses can be shifted to other areas or scheduled for other times.
- Removing incompatible facilities. Disturbed ground surfaces and vegetation can be restored. Vehicle use can be restricted. Livestock can be managed. Vandalism can be reduced by law enforcement patrols and site steward monitoring. Tribes can probably also suggest additional measures.
- Including Tribes in project planning and utilizing their input to design specifications for access, parking, trails, interpretive signs, and other visitor developments. Tribal consultation in several states has resulted in Tribal input into the text and artwork on interpretive signs at rock writing sites. Partnering on the interpretation of a site enhances the interpretive experience of all visitors and improves relationships with Tribes by reflecting their cultural traditions.
- Consulting with Tribal governments to collaboratively identify means of reducing or avoiding impacts.
- Issuing special use permits to address conflicts.
- Negotiating memoranda of understanding to facilitate access and use.
- Specifying the appropriate treatment of accidental finds such as archaeological sites or human remains resulting from project activities or natural erosion processes. This can include developing a comprehensive agreement or a plan of action related to NAGPRA.

Where Tribal concerns are appropriately addressed through the NHPA Section 106 process, as in the consideration of historic properties with traditional and religious significance, the NEPA document should reference the outcome of the Section 106 process.

10.3 Consultation Guidelines for the American Indian Religious Freedom Act

For the purpose of complying with the American Indian Religious Freedom Act, the BENM manager should consult with elected officials or Tribal representative(s) and/or Tribal Nations’ traditional religious leaders whom the Tribal government has designated or identified for this purpose. The purpose of consultation is to identify the potential for land management procedures to conflict with

Tribal Nations' religious observances and to seek alternatives that will resolve the potential conflicts.

Case law has established that the American Indian Religious Freedom Act has an ongoing implementation requirement, obligating agencies to consult with Tribal officials and Tribal religious leaders when agency actions will abridge the Tribe's religious freedom by 1) denying access to sacred sites required in their religion, 2) prohibiting the use and possession of sacred objects necessary to the exercise of religious rites and ceremonies, or 3) intruding upon or interfering with ceremonies. The American Indian Religious Freedom Act focuses not just on religious places but also on religious practices or religious activities, and it directs agencies to consider both places and practices before taking actions that could affect Tribes. The BENM manager must examine proposed actions and authorizations as well as routine management practices that could substantially restrict access or interfere with the free exercise of religion.

10.4 Consultation Guidelines for Executive Order 13007, Indian Sacred Sites

For the purpose of complying with Executive Order 13007, the agency manager should consult with elected officials or Tribal representative(s) and/or the appropriately authoritative representative of a Tribal Nation whom the Tribal government has identified for this purpose. The purpose of consultation is to do the following:

- Determine whether proposed land management actions will
 - accommodate Tribal Nations' religious practitioners' access to and ceremonial use of traditional cultural properties, American Indian sacred sites, and cultural landscapes on federal lands; and/or
 - avoid adversely affecting the physical integrity of American Indian sacred sites on federal lands.
- Seek alternatives that will resolve potential conflicts.

Aside from a few exceptional cases where well-known physical markers are present, only Tribal representatives have the knowledge needed to identify a Tribe's sacred sites. A Tribe may name an appropriately authoritative representative of an American Indian religion to provide this information. Agency officials cannot know to accommodate access to and ceremonial use of traditional cultural properties, American Indian sacred sites, and cultural landscapes, and to avoid adversely affecting them unless the Tribe identifies them. Identification can only occur by consultation. In some cases, a Tribe may be reluctant to tell the BLM and USDA Forest Service where a site is located, because the agencies cannot protect that information or because the site may no longer be sacred if its location is revealed. In such cases, the agency manager should ask if there is a broader area that should be protected, within which there may be a sacred site.

10.5 Consultation Guidelines for the Native American Graves Protection and Repatriation Act

For the purposes of NAGPRA consultation, the agency manager consults with lineal descendants, a culturally affiliated Tribal Nation or Native Hawaiian organization, or a Tribal Nation that aboriginally occupied the area (as determined by the Indian Claims Commission). For the purposes of NAGPRA collections, the BLM state director conducts consultation. For the purposes of

inadvertent discoveries or intentional excavation, the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) for the Monument conducts consultations.

For intentional excavations, the agency manager must take reasonable steps to determine whether a planned activity may result in the excavation of American Indian human remains and/or cultural items subject to NAGPRA from federal lands. When an intentional excavation is planned, the agency manager must follow the procedures found at 43 CFR 10.3 and any applicable requirements of applicable state laws, as specified in statewide protocol agreements between the BLM and the State Historic Preservation Office. In addition, a cultural resources use permit (see BLM Manual 8150) or equivalent documentation is required, which ensures that the recovery is conducted in accordance with the Archaeological Resources Protection Act, as required by 43 CFR 10.3(b)(1).

When the agency anticipates that an activity may result in the discovery of American Indian human remains and/or cultural items, the agency manager must notify and consult with Tribal Nations before issuing authorizations. Consultation informs the development of the BLM's plan of action for the identification, treatment, recording, and disposition of American Indian human remains and/or cultural items. Plans of action have a specific format, which is detailed in the regulations at 43 CFR 10.5(e). The agency manager signs the plan of action; consulting Tribes are provided a copy and may sign but do not have to sign.

Plans of action address specific projects. On a more programmatic level, a comprehensive agreement is encouraged, following 43 CFR 10.5(f). These agreements are developed in consultation with Tribal Nations, and the agency manager and Tribal officials sign.

An inadvertent discovery is a discovery of American Indian human remains and/or cultural items on public land when there is no plan of action. When American Indian human remains or other cultural items protected by NAGPRA are discovered on public land, BLM offices must handle this in the manner described in the inadvertent discovery procedures found at 43 CFR 10.4 and any applicable requirements of state laws, as specified in statewide protocol agreements between the BLM and the State Historic Preservation Office.

If a discovery occurs but no plan of action is in place, the agency manager must telephone, notify in writing, and initiate Tribal consultation within 3 working days. Work must cease at the location of the discovery, and the remains must be safeguarded for up to 30 days while the agency manager conducts Tribal consultation to determine next steps. If the human remains and/or cultural items must be removed, the BLM will develop a plan of action to address their treatment, recording, and disposition, in accordance with 43 CFR 10.5(e).

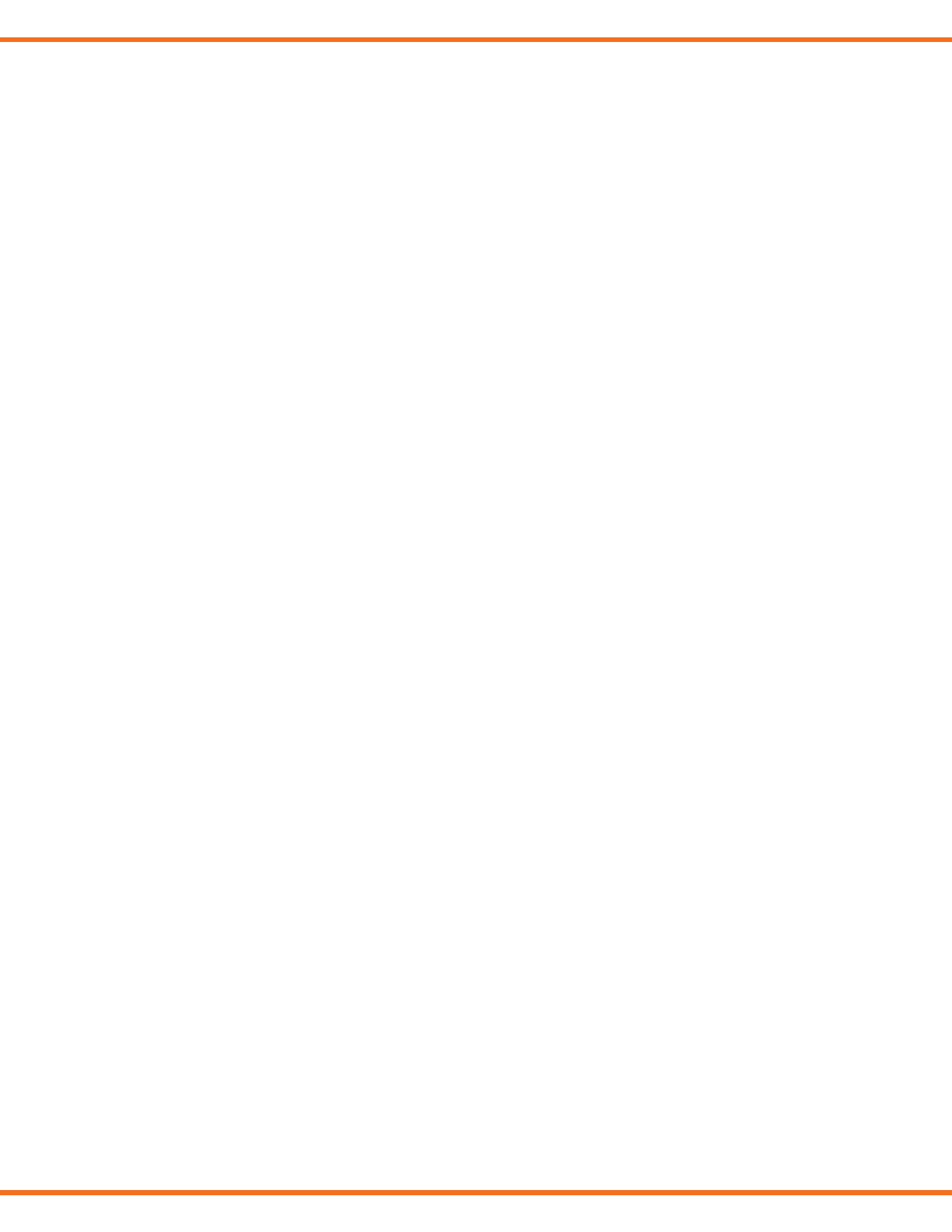
To minimize chances of a 30-day work stoppage, when there is a reasonable likelihood that a project will result in the discovery of American Indian human remains and/or cultural items, the agency manager should consult with Tribal Nations and develop plan(s) of action that will be implemented should discoveries occur.

11 LITERATURE CITED

Advisory Council on Historic Preservation. 2018. *Guidance on Assistance to Consulting Parties in the Section 106 Review Process*. Available at:
<https://www.achp.gov/sites/default/files/guidance/2018-11/ACHP%20Guidance%20on%20Assistance%20to%20Consulting%20Parties.pdf>.
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APPENDIX F
Monitoring Strategy



1 INTRODUCTION

This appendix provides an overview of the Bears Ears National Monument (BENM or Monument) monitoring protocol to meet the established objectives of the Approved Resource Management Plan (RMP) for resources and Monument objects within BENM. Land use plan monitoring is the process of 1) tracking the implementation of land use planning decisions (implementation monitoring), and 2) collecting the data/information necessary to evaluate the effectiveness of land use planning decisions (effectiveness monitoring). Monitoring documents the Bureau of Land Management's (BLM's) and U.S. Department of Agriculture Forest Service's (USDA Forest Service's) progress toward full implementation of the land use plan and the achievement of desired outcomes. The monitoring plan for this Approved RMP focuses specifically on monitoring the implementation and effectiveness of the Approved RMP and is not intended as an all-encompassing strategy that addresses all ongoing monitoring and research efforts.

Conditions may change over the life of the land use plan, and such changes may require adaptive management to protect resources and minimize resource conflicts. To address changing conditions and provide management flexibility that incorporates best management practices (BMPs) (see record of decision Appendix D), the BLM and USDA Forest Service review the effectiveness of management actions, assess the current resource conditions, and, if needed, alter management actions.

The regulations in 43 Code of Federal Regulations (CFR) 1610.4-9 require that land use plans establish intervals and standards for monitoring and evaluations based on the sensitivity of the resource decisions involved. Additionally, BLM Manual 6220 requires that land use plans for national monuments analyze and consider measures to ensure that objects are conserved, protected, and restored. Specifically, plans must include a monitoring strategy that identifies indicators of change, methodologies, protocols, and time frames for determining whether desired outcomes are being achieved.

Giving consideration to staffing and funding, monitoring will be prioritized consistent with the goals and objectives of the Approved RMP in cooperation with local, state, other federal agencies, the Bears Ears Commission (BEC), and the Monument Advisory Committee.

2 DATA COLLECTION

In cooperation with the BEC, local, state, other federal agencies, scientific academia, nongovernmental agencies, and volunteers, the BLM and USDA Forest Service will collect, analyze, and report monitoring data that allow for the determination of cause and effect, conditions, trends, and predictive modeling of land use authorizations. Monitoring methods are implemented to collect data that establish current conditions and reveal any change in the indicators. Monitoring techniques consider when, where, and at what frequency monitoring may take place. The data collected through monitoring provide a variety of information applicable to one or more resource uses. Section 5 of this document contains additional information on protocols for resources. To increase effectiveness and efficiency and eliminate duplication, monitoring methods will address as many resources as possible. The BLM and USDA Forest Service will collaborate with the BEC, cooperating agencies, and permittees to collect and share data.

3 DATA ANALYSIS

Data collected through this monitoring strategy will be analyzed to determine whether changes occur because of management actions. Data analysis will be conducted according to the suggested frequency for each resource, subject to time and funding. Data will be assessed to determine whether the resource conditions are meeting the goals identified in the Approved RMP; whether a change has occurred and, if so, identifying the cause; and which appropriate action should be taken to achieve the desired outcome if the goal or objective is not being met. New technology and management methods will be reviewed to determine their applicability in modifying or replacing current management actions. The BLM and USDA Forest Service will collaborate with the BEC and cooperating agencies to assist in or perform this data analysis, as appropriate.

4 ADAPTIVE MANAGEMENT AND PLAN MAINTENANCE

If data collection and analysis conclude that the desired outcome is not being achieved, the causal factors must be documented. A change or modification to management actions or agency actions at the implementation level (e.g., adding additional avoidance or minimization measures to a site-specific action) may be warranted to address these causes. The Approved RMP includes adaptive management that provides for indicators that will be monitored, and, if thresholds for those indicators are exceeded, additional management that will be implemented. If those indicators, thresholds, and the subsequent management are identified in the Approved RMP, implementation of this adaptive management will not require a plan amendment; however, the agencies will also develop recommendations to be considered by management for continuation, modification, or replacement of RMP management actions, subject to the National Environmental Policy Act (NEPA) and land use planning regulations. Adoption of new adaptive management that is not analyzed and disclosed through the RMP/environmental impact statement (EIS) process will require a plan amendment with accompanying NEPA analysis. Because adoption of a new management action may also require changes in the monitoring plan, the BLM and USDA Forest Service will also evaluate the effectiveness of the monitoring and data collection methods and recommend continued use, modification, or elimination of the methods proposed in this appendix. New technologies or a better understanding of information may also result in changes to this monitoring strategy.

5 RESOURCE MONITORING

Table F-1 identifies monitoring questions to facilitate the determination of implementation and effectiveness of monitoring, the indicators that will be monitored to detect change in resource conditions, the method or technique of monitoring, the locations for monitoring, the unit of measurement for monitoring, the frequency (i.e., time frames) for monitoring, and the action triggers that indicate the effectiveness of the management action. During implementation, the BLM and USDA Forest Service will rely on the indicators, methods, and frequencies listed below to demonstrate that objects within BENM are protected.

Footnotes in Table F-1 indicate monitoring activities that are also generally conducted by stakeholders or cooperating agencies.

Table F-1. Resource Monitoring Activities

Resource	Record No.	Indicator	Method or Technique	Location	Unit of Measure	Frequency	Action Triggers
Air quality*	M-1	Air quality	Ambient air sampling and air quality modeling	Established monitoring stations	Parts per million, microgram per cubic meter, deciview, kilograms per hectare per year	Hourly to 24-hour samples in accordance with standards	Samples violating National Ambient Air Quality Standards.
	M-2	Gaseous and particulate critical air pollutants	Emission inventory	Established monitoring stations	Pounds per hour and tons per year	Annually	Samples exceeding levels of concern or screening thresholds (e.g., significant emissions rates in Utah Administrative Code R307-410-4 and in 40 CFR 52.21 (b)(21)(i), or the Environmental Protection Agency's Modeled Emission Rates or Precursors (MERPs)).
	M-3	Climate	Weather stations	Representative sample to detect weather patterns	Degrees, miles per hour, inches of precipitation, millibars	Monthly and annually	Establish trends and use to correlate monitoring and research variables.
Cultural resources† (see Cultural Resources Monitoring Plan for specific information) Are cultural resources that are threatened by natural processes or human activity, including casual use, protected where warranted? Were previously unknown sites identified? For these and all other known sites, have there been noticeable, documented changes to the integrity of cultural resources?	M-4	National Register of Historic Places eligible sites, including archaeological, historic, or cultural objects within BENM	Site inspection	Planning Area-wide	Number and types of incidents of damage to cultural resources	Case-by-case basis	Disturbance as a result of land uses or vandalism, fire, and severe weather events such as flooding and erosion.
	M-5	Vulnerable sites and archaeological, historic, or cultural objects within BENM	Comprehensive monitoring utilizing archaeologists, law enforcement, rangers, and site stewards	Public use developed, public use undeveloped sites, and other cultural sites that are identified as being impacted; cultural sites identified on maps, brochures, websites, or other media that bring the site into public awareness; sites that are known to be popular for public visitation; a representative sample of sites known to be prone to impacts from predictable sources	Number and types of incidents, and severity of damage to cultural resources	Park rangers, law enforcement, and site stewards patrol multiple times during busy season (public use developed and undeveloped sites), and annually (sites in Remote Zone); other monitoring targets will be established in implementation-level planning	Management actions including closures, stabilization, enhanced education, increased patrols, permits, or other protection efforts will be taken on a case-by-case basis determined by the number and types of incidents, and severity of damage to cultural resources.
Fish and wildlife‡ Have authorized actions maintained, provided, or restored fish and wildlife habitat, such as instream flows, forage areas, hiding cover, and migration routes?	M-6	Big game seasonal habitat	Aerial and field inspections, conducted by or in coordination with the State of Utah	Crucial wildlife habitat areas	Numbers during occupancy periods	Annually	A change in numbers beyond the normal fluctuations.
	M-7	Special status species occupancy and productivity	Aerial, field, and site inspections. For fish: electrofishing, Passive Integrated Transponder (PIT) tags, environmental DNA (eDNA), and/or netting	Special status species habitat areas and established buffer zones	Numbers during occupancy periods; population and trend	Annually or biennially (fish) as needed	A decline in numbers beyond the normal fluctuations. Declining trend in populations.
	M-8	Threatened and endangered species occupancy and productivity	Aerial and field inspections. For fish: electrofishing, PIT tags, eDNA, and/or netting	Habitat areas and established buffer zones	Numbers during occupancy periods	Annually or biennially (fish) as needed	A decline in numbers beyond the normal fluctuations.
	M-9	Macroinvertebrate species and communities	Collect macroinvertebrates samples following National Aquatic Monitoring Center sampling protocols and Utah Division of Water Quality (UDWQ) sampling protocols. At aquatic Assessment, Inventory, and Monitoring (AIM) sites using reach-wide or targeted riffle methods	Perennial stream reaches and spring-fed pools	Species and condition of macroinvertebrate communities, observed versus expected (O/E) ratios of macroinvertebrate species, etc., as determined by UDWQ staff in relation to state water quality standards	Sample in midsummer every 1 to 5 years	Declining presence or absence of macroinvertebrates that indicate good water quality in the stream; low or declining observed values versus expected values; presence of invasive species; stream not meeting state water quality standards, particularly the aquatic habitat parameters.
	M-10	Neotropical bird habitat	Site visit	Planning Area-wide	Numbers during occupancy period	As needed	Declining trend in habitat occupancy.
	M-11	Raptors	Site visit	Planning Area-wide	Nest/territory occupancy rate	As needed	Declining trend in nest site occupancy.
	M-12	Bald eagle	Survey	Suitable bald eagle nesting habitat or identified concentration areas	Detection of bald eagle presence	As needed	Declining trend in nest site or habitat occupancy.
M-13	Mexican spotted owl (<i>Strix occidentalis lucida</i>)	Survey	Designated critical habitat, identified protected activity centers, or breeding habitats where it has been determined that there is a potential for take	Mexican spotted owl territory occupancy	As needed	Adverse impacts to individuals or habitat from, including but not limited to, grazing, increases or changes in recreation use of canyon habitat, wildfire or wildfire suppression activity. Declining trend in habitat occupancy.	

Resource	Record No.	Indicator	Method or Technique	Location	Unit of Measure	Frequency	Action Triggers
	M-14	Southwestern willow flycatcher (<i>Empidonax traillii extimus</i>) and western yellow-billed cuckoo (<i>Coccyzus americanus occidentalis</i>)	Surveys conducted by agency-approved personnel	Within habitat	Species occupancy data and distribution information	As needed	Adverse effects on southwestern willow flycatcher and habitat from ground-disturbing activities, including, but not limited to, recreation, mining, and oil and gas activities. Species occurrence is verified. Any level of anticipated take or incidental take.
Geology	M-15	Geological objects within BENM	Survey	Planning Area-wide	Acres of inventoried objects	As needed	Loss or damage to geological objects as a result of human or natural causes.
Lands with wilderness characteristics	M-16	Presence or absence of wilderness characteristics	Inventory in accordance with BLM Manual 6310	Planning Area-wide	Acres of inventoried lands	Per BLM Manual 6310 guidance	Loss of acres of lands with wilderness characteristics that are managed for protection of wilderness characteristics.
Lands recommended for wilderness on National Forest System (NFS) lands	M-17	Impacts to existing wilderness character	Field monitoring	Units recommended for wilderness	Acres of lands recommended for wilderness	Annually	Loss of acres of lands with wilderness characteristics that are managed for protection of wilderness characteristics.
Paleontological resources Are paleontological resources that are threatened by natural processes or human activity, including casual use, stabilized and protected or collected and the data recovered where warranted? Has the BLM inventoried for paleontological resources and, if so, what was identified?	M-18	Scientifically important or instructive paleontological resources within BENM	Survey, monitoring, inventory, mitigation	Planning Area-wide	Acres of geological units, number of localities and documented and/or collected paleontological resources, degradation or loss of important fossil resources	Case-by-case basis	Anticipated disturbance, proposed disturbance, or disturbance (e.g., from construction, vandalism, erosion, grazing, recreation, or other).
Soil resources How have the BLM and USDA Forest Service promoted sustainable soil functions, including maintaining or improving soil productivity? Have actions been managed to protect sensitive soils and biological soils crusts?	M-19	Standards for Rangeland Health Standard 1	Rangeland Health Assessment	Planning Area-wide where land use activities are occurring, especially on sensitive soil units or steeper slopes	Soil cover, indicators of rangeland health, soil stability classes	As required by the Standards for Rangeland Health	When monitoring and assessment indicate Standard 1 is not being met.
Water resources Is implementation of the RMP maintaining or restoring watershed health, water quantity, and water quality conditions and, if so, where? Are unauthorized or prohibited activities occurring in prohibited area as identified in the RMP? What has been done to eliminate these activities?	M-20	Perennial and intermittent surface water quality ^s	Water chemistry sampling, bacteriological sampling, macroinvertebrate sampling following UDWQ protocols for assessing water quality conditions; aquatic AIM protocols can be used as indicators of water quality conditions for temperature, pH, specific conductance, total nitrogen/phosphorus, and macroinvertebrates	All perennial and intermittent surface waters, including streams and springs	UDWQ parameters for state water quality standards, including milligrams/liter, tons per day, observed-to-expected macroinvertebrate communities, aquatic AIM reaches observed-to-expected macroinvertebrates, temperature, pH, specific conductance, total nitrogen/phosphorus	Sampling in coordination with the UDWQ at priority sites, conducted on a monthly basis for a minimum of 1 year at a time; less frequent sampling can indicate impairment of state water quality standards; aquatic AIM sites sampled once by the BLM every 5 years can be indicators of water quality conditions	Water quality does not meet state standards.
	M-21	Stream channel geometry	Stream channel cross sections, Multiple Indicator Monitoring (MIM), long-term photo points; aquatic AIM protocols include measurements of bankfull height, floodplain height, floodplain connectivity, wetted width, bank angle, residual pool depth/length, slope, and bank stability	Intermittent and perennial stream reaches, 100-year floodplains; aquatic AIM sample design reaches on perennial streams	Changes in stream channel characteristics (width, depth, sinuosity, streambank characteristics [e.g., bank sloughing]); change in Rosgen stream channel type; change in floodplain connectivity	Stream channel cross sections or MIM studies will be repeated every 3 to 5 years; aquatic AIM sites sampled once by the BLM every 5 years	Conditions are moving away from proper functioning condition, conditions determined by MIM to be degrading or impaired (i.e., quantifiable changes in stream channel characteristics, including floodplain width-depth ratios, stream channel width, depth, sinuosity, longitudinal characteristics [pools versus riffles], etc.).
	M-22	Groundwater quality and quantity ^s	Groundwater sampling Water well levels and stream flow measurements; aquatic AIM protocols include measuring wetted width, pool length, depth, and thalweg depth profile	Water wells and shallow water wells (piezometers), perennial and intermittent streams, springs and seeps; AIM sample design reaches on perennial streams	Ground and surface water quantities measured in gallons per minute (gpm) or cubic feet per second (cfs) Water levels in wells Water chemistry parameters, including specific conductivity and total dissolved solids (TDS)	On a monthly basis over the course of a full water year (October 1 to September 30) Using either continuous loggers in wells or seasonal testing	Water quality conditions are degrading (i.e., increased conductivity or TDS levels). Decreased stream or spring flows either seasonally or annually, decreased peak flows in spring, decreased water levels in water wells, decreased size of wetlands or riparian areas. Adequacy for BLM- and USDA Forest Service-administered resources and cultural/traditional uses; loss of aquatic refugia for aquatic species.

Resource	Record No.	Indicator	Method or Technique	Location	Unit of Measure	Frequency	Action Triggers
	M-23	Surface water quantity, water sources and streams identified as BENM objects	Water quality sampling, water quantity measurements	Where present within BENM	Parameters described by UDWQ state water quality standards, stream flows (cfs or gpm), spring discharges (cfs or gpm), depth to groundwater in water wells or piezometers from surface	Monthly or seasonally	Any changes to water sources and streams, including water quality conditions, streambank stability, or channel geometry; any changes to water-dependent vegetation, including in hanging gardens and adjacent to seeps, and in riparian areas.
	M-24	Precipitation	Weather stations	Representative sample to detect precipitation patterns	Inches of precipitation	Monthly, quarterly, and/or annually	Drought (periods of abnormally low rainfall).
Vegetation Are noxious weeds and invasive plant species and populations stable, increasing or declining? What has been done to stop the establishment and spread of noxious weeds and invasive plant species? What actions have been taken to ensure riparian areas and wetlands function properly? How have authorized actions contributed to vegetation conditions meeting or making progress toward desired conditions?	M-25	Noxious weed and invasive plant trends ¹	Remote sensing or site visit; terrestrial AIM plots, nested-frequency trend	Priority areas; terrestrial AIM random sample design	Acres of established weeds and potential habitat areas; terrestrial AIM percent cover of invasive species, number of plots with high invasive species cover	Annually; terrestrial AIM sites every 5 years, or as outlined in the field office monitoring plan	Spreading or establishment of invasive species in new areas.
	M-26	Wetland/riparian areas	Proper functioning condition; aquatic and terrestrial AIM protocols (Riparian and Wetland AIM, Lotic AIM); Remote Sensing Normalized Difference Vegetation Index	All wetlands/riparian areas; aquatic AIM sample design; Functional-at risk and non-functioning riparian areas	Riparian miles (lotic) or riparian acres (lentic); number of reaches with biological, physical, or chemical impairments; percentage of active valley bottom; area (acres per linear feet)	As-needed basis; aquatic AIM sites every 5 years, funding permitting	Not achieving proper functioning condition or not exhibiting movement toward achievement. Effects from surface-disturbing activities.
	M-27	Vegetation treatments and large-scale invasive plant treatments	Pre- and post-treatment and controls monitoring per established USDA Forest Service protocols	Within vegetation treatment areas	Effectiveness of vegetation treatments and large-scale invasive plant treatments	Pre- and post-implementation	Ability to meet objectives prescribed for treatment.
	M-28	Vegetation condition	Nested frequency trend and/or terrestrial and aquatic AIM methods	Key areas and/or representative samples; terrestrial and aquatic AIM sample designs	Plant frequency, percent ground cover, trend; for AIM sites, compare against ecological site or other benchmark	Every 3 to 5 years; for AIM sites, once every 5 years, funding permitting	Downward trend.
	M-29	Desired species are maintained at a level appropriate for the site and species involved	Rangeland Health Assessment (Standard 3); terrestrial AIM protocol	Grazing allotment; terrestrial AIM sample design	Acres; terrestrial AIM sites (number of plots); individual plot cover estimates	As needed	When assessments indicate Standard 3 is not achieved nor progress being made toward achievement.
	M-30	Springs, seeps, tinajas, and hanging gardens within BENM	Water quality sampling, water quantity measurements	Where present within BENM	Water quality parameters as described in UDWQ water quality standards, including specific conductivity, pH, temperature, etc.; water quantity measurements in gpm or cfs	Monthly or seasonally	Changes in water quantity or flows, decreasing water-dependent vegetation (species richness or overall density or aerial extent, encroachment of upland or invasive plant species, changes in water quality, including TDS, specific conductivity, temperature, etc.).
	M-31	Special status plant species (relict and rare and endemic plants)	Site inspection on USDA Forest Service Threatened, Endangered and Sensitive Plant Element Occurrence Protocol	Plant habitats	Population and trend	Annually	A declining trend in populations.
	M-32	Threatened and endangered plant species	Surveys conducted by agency-approved and U.S. Fish and Wildlife Service-approved personnel	Habitat areas	Population abundance, life stage, reproductive success, and distribution information	As needed; known populations may be monitored annually or biennially	Adverse impacts to individuals or habitat conditions.
Fire Were fuels managed to reduce wildfire hazard, risk to communities, negative impacts to ecosystems, and highly valued resources, and maintain proper functioning conditions?	M-33	Fire fuels	Site inspection or LANDFIRE	Wildland-urban interface and industrial interface areas	Acres	Annually or biannually	Presence of fire fuels that present a risk to communities and industrial sites.
	M-34	Vegetation condition	Ecological site condition and trend studies or LANDFIRE	Vegetation types where there is a history of fire in the ecosystem	Representative sample	Annually or biannually	Vegetation growth trend is moving away from desired conditions for the vegetation type.
	M-35	Resource and property damage	Fire behavior	Individual fire	Fire temperature, flame length, burn rate, and acres burned	While the fire is burning	Acres burned and fire intensity that exceed the prescription.

Resource	Record No.	Indicator	Method or Technique	Location	Unit of Measure	Frequency	Action Triggers
Visual resource management Is the level of change to the landscape character consistent with Visual Resource Management (VRM) Class I/ Scenic Integrity Objective (SIO) Very High and VRM Class II/SIO High objectives?	M-36	Project conformance with VRM class objectives	Remote sensing or site visit; visual resource contrast rating from key observation points; visual simulations	Class I and II, areas on BLM-administered lands; Very High, High, Moderate, and Low scenic objective areas on NFS lands	Measure the degree of contrasting elements against the surrounding natural elements of the landscape (color, form, line, etc.) before and after implementation of an action	Visual contrast ratings will be prepared for projects in visually sensitive areas; comparison of pre- and post-implementation data will evaluate the sufficiency of project design features in meeting VRM class objectives	Project elements that exceed thresholds for meeting VRM and SMS class objectives.
		Sound intensity level	Noise monitoring or sound propagation modeling	Planning Area-wide	A-weighted decibel (dBA)	As needed	Project sound level plus other anthropogenic (LA50) exceeding background sound levels (LA90) by 10 decibels at sensitive noise receptor locations over a 24-hour period. LA50 or LAeq sound levels exceeding 55 dBA during the day and 45 dBA during the night at 100 feet from a stationary noise source.
Forestry and woodland products How have the BLM and USDA Forest Service maintained or developed resilient forests while allowing opportunities for woodland harvests and forest products consistent with identified objects?	M-37	Forest health	Ecological site condition and trend	Forested lands	Representative sample area	Every 3 to 5 years	Disease, insect infestation, or encroachment of undesirable plant species threatens forest health.
	M-38	Timber stands	Timber stand examination	Commercial forested areas	Board feet, age class, and damages	Every 10 to 20 years	Basal area growth does not meet timber type standards.
Lands and realty	M-39	Realty authorization compliance	Site compliance inspection	Entire Planning Area	Number of site inspections	Annually	Noncompliance or nonuse.
Livestock grazing Has grazing been managed to maintain or make progress toward long-term rangeland health, and to maintain a healthy and diverse vegetation community?	M-40	Vegetation condition	BLM- and USDA Forest Service-approved monitoring methods (e.g., nested plot frequency); terrestrial, lotic, and riparian and wetland AIM protocols	Key areas in locations available (BLM)/suitable (USDA Forest Service) for livestock grazing; terrestrial, lotic, and riparian and wetland AIM	Representative sample in grazing allotments; AIM (compare against ecological site or other benchmark)	Every 3 to 5 years, as time and funding allow; AIM sites, once every 5 years, funding permitting	Conditions are not meeting goals and objectives for vegetation due specifically to livestock grazing management.
	M-41	Livestock use	Monitor the intensity, duration, and timing of grazing use	Varies by allotment	Percent utilization or grazing response index score	Annual indicator (will not be done every year everywhere)	Excessive plant utilization levels by livestock that does not allow for proper vegetative recovery or reproduction requirements for sustained yield of forage resources.
	M-42	Standards for rangeland health	Rangeland health assessment (applicable standards Nos. 1-4)	Allotment	Acres	Every 10 years, as time and funding allow	When assessments indicate a standard is not achieved, nor progress being made toward achievement, and livestock grazing is a causal factor.
Recreation Are BENM zones and BLM Management Areas and Sub-Areas managed in accordance with their planning frameworks? Are recreation opportunities, facilities, and basic visitor services available in appropriate areas and commensurate with needs?	M-43	General recreation use; realization of zone and Management Area objectives (additional monitoring specific to Front Country and Remote Zone below)	Park ranger and specialist patrols of zones and Management Areas with digital and paper monitoring reports, visitor use data compiled from multiple sources, visitor use surveys; documented user conflicts or complaints. National Visitor Use Monitoring on NFS lands	Planning Area-wide with emphasis on Management Areas	Measures of types, seasons, or levels of use; consistent with Recreation Opportunity Spectrum classes on NFS lands	Prioritize areas and monitor higher priority areas; visitor use surveys every 3 to 5 years; visitor use volumes quarterly; patrols weekly to monthly in high-use season; National Visitor Use Monitoring every 5 years	When patrol monitoring reports, visitor surveys, measured use volumes or public comments indicate inconsistency with zone or Management Area objectives.
		Effectiveness of Front Country Zone in attracting and educating visitors	Concentration of visitor counts at developed Front Country Zone, reports of visitors lost or unintentionally in backcountry, application of Quality Built Environment to make sites attractive to majority of visitors	Front Country focal areas	Visitor use statistics for Front Country Zone and other zones, incident reports, visitor use surveys, patrol monitoring reports	Quarterly visitation statistics, visitor surveys every 3 to 5 years, annual evaluation of incident reports in conjunction with annual Law Enforcement report.	If indicators do not show a significant increase of visitors in the Front Country Zone as opposed to other zones, increase communication with outside sources (partner visitors centers, online media).
	M-45	Undeveloped Remote Zone	Infrastructure inventorying	Remote Zone	Number of signs or other infrastructure installed	Annual review of NEPA projects within Remote Zone	Set limits for cumulative change in collaboration with the Tribes of the BEC. Review approved NEPA to determine if caps are exceeded, and if so, make a plan to remove redundant or excess infrastructure in elsewhere within the Remote Zone (compensatory mitigation).
	M-46	Developed/Concentrated recreational use (facilities, trails, and public use sites)	Inspect developed recreation sites and facilities; monitor developed sites to determine they are being managed to the standard on NFS lands; BLM sites meet Guidelines for Quality Built Environment	Recreation site	Condition of recreation sites, designated trails, and facilities	Annually	Facilities are inadequate or outdated to achieve zone or Management Area objectives. Degradation of facilities, damage to use areas; public complaints, or issues documented in formal inspections or reports.

Resource	Record No.	Indicator	Method or Technique	Location	Unit of Measure	Frequency	Action Triggers
	M-47	Compliance with Special Recreation Permit (SRP)/special use permit authorization	Administrative review, site inspection	Activity site	Instances of noncompliance with permit stipulations documented by agency personnel or reported by public or partners and verified	During and after each motorized, competitive, or large events; annually, or more frequently if needed (documented in permit), for other SRPs/special use permits	When an instance of noncompliance is documented leading to degradation of resources or other serious violation is occurring, permit will be put on probation. If behavior is not corrected, permit will be revoked.
	M-48	Interpretation and Education Plan	Visitor surveys, overall resource impacts, use of facilities, media, and programs	At visitors centers (agency and partner operated), programs, online, various field locations	Inclusion of tribal input in interpretive and educational media; programs delivered, website hits, use of non-personal media (signs, brochures, tangible media); changes in visit with respect behaviors from outcomes-focused management baseline; impacts of social media (number of appropriate/inappropriate behaviors, inclusion of visit with respect messaging)	Ongoing collaboration with the Tribes of the BEC; reporting of programs delivered and media created in quarterly workload measures, visitor use surveys every 3 to 5 years, comparison to studies every 1 to 3 years	When measures show insufficient change in behaviors or understanding, messaging or management actions may be redirected or updated to meet zone and Management Area objectives. In zones with an emphasis on limited infrastructure, consider increased personal interpretation (i.e., requiring a guide). Educational infrastructure, allocations, increased patrols, or physical barriers or closures when indirect options have been exhausted.
	M-49	Campsite proliferation/expansion	Geographic information system (GIS) monitoring systems and existing baseline GIS data	Designated dispersed campsites, river campsites, and backpacking sites	Number, size, and condition of dispersed, designated dispersed, and backpacking campsites; presence of rock fire rings	Compare to baseline every 2 to 3 years	Inventory remaining areas for baseline conditions. If additional user-created campsites are documented or if closed camping areas are reopened, use standard restoration techniques to close.
	M-50	Bolts and anchors (new routes)	Guidebooks and website information, park ranger observation, new route requests	Mostly Indian Creek Management Area, other climbing routes	Number of new routes, number of new bolts	Compare to baseline	If unauthorized routes are discovered, work with climbing groups to educate the public and remove bolts/anchors or close routes if necessary.
	M-51	Cedar Mesa Backpacking permit system (group size and other Individual Special Recreation Permit regulations)	Park ranger reports of incidents, cultural program concerns, wildlife concerns, permits data issued	Cedar Mesa Backpacking Zone	Number of incidents reported, on-site degradation	Every 3 years	If number of incidents within the 3-year review period increases, an adjustment will be made to the number of permits (allocation), group sizes, day use to overnight ratio, or other Individual Special Recreation Permit regulations.
	M-52	San Juan River permit system (allocation and private to commercial ratio)	Permit data, campsite availability, affidavits, lottery results	San Juan River	Distribution systems success rates and visitor complaints, SRP use and meeting permit stipulations	Every 5 years	If changes in primary permit distribution (lottery) and secondary permit distribution (first come, first serve) success ratios occur, new visitor comment trends emerge, SRP use patterns shift, allocation ratios and permitting strategies will be revisited, aligned with implementation-level planning decisions.
	M-53	New or revised permit systems	Visitor use data, patrol reports, visitor complaints	Management Areas and Sub-Areas	Number of incidents reported, visitor complaints, degradation of resources	Every 5 years	If number of incidents or complaints substantially increases, or visitor use types and patterns change, a free use, paid, or allocated permit system may be implemented.
	M-54	Availability of backcountry water sources for visitor use	National Drought Monitoring reports, patrol reports	Planning Area-wide; emphasis on areas with backcountry recreation permits	Observations of springs, volume of water observed, wildlife observations	Ongoing during dry seasons	If drought monitoring reports reach D3, increase patrols and discussion with hydrologist/aquatic ecologist and wildlife specialists on Management Area-specific next steps.
	M-55	Adequacy of existing decision to manage emerging recreation types and patterns	Visitor use data, patrol reports, visitor comments and complaints or other documented conflict, increase in specialized recreationist inquiries, permit data	Planning Area-wide	Shifting use volumes and patterns, number of documented events contributing to trend, number of visitor comments or inquiries, other data derived from permits	Every 3 to 5 years, or more frequently as necessary	If emerging recreational use trends require management, adjustments will be made to messaging approaches, permit stipulations, or other existing management systems, or new systems will be developed to manage emerging use type.

Resource	Record No.	Indicator	Method or Technique	Location	Unit of Measure	Frequency	Action Triggers
Efficacy of patrols Patrol data, visitor use data, sensitivity of sites or historic issue Monument wide Proportionally of patrols to seasonal use and historic issues Every year? If patrols are not proportional to use volumes and documented impacts, adjust targets for field going rangers, enlist partner organizations.	M-56	Roads and trails [#]	Route management categories and maintenance levels; on-site inspection or remote sensing; traffic counter data; Tracs surveys for USDA Forest Service system trails	Planning Area-wide	Miles	Per facility asset management system Condition Assessment Plans; Tracs survey every 5 years for USDA Forest Service system trails	Conditions represent a hazard to life and property; route conditions do not meet identified road or trail standards.
	M-57	Seasonal closures [†]	Aerial and field inspections, Traditional Indigenous Knowledge	Travel management areas with seasonal closures for wildlife or cultural reasons	Acres	Every 5 years	Changes in use of seasonal habitat requiring closure.
Transportation Did the BLM appropriately consider and apply resource-specific criteria when designating routes?	M-58	Off-highway vehicle (OHV) disturbance; establishment of unauthorized vehicle routes	Remote sensing or site visit; traffic counter data, patrol database	Travel management area; site-specific to area of disturbance	Miles of routes; acres of disturbance	Prioritize areas and monitor higher priority areas every 1 to 3 years and lower priority areas every 2 to 4 years	Disturbance is exceeding the baseline, accelerated soil erosion is occurring, and vegetation is being removed.
(BLM) Areas of Critical Environmental Concern	M-59	See other resource sections for relevant and important values (e.g., cultural, wildlife, etc.)	As prescribed for affected resource	Designated Areas of Critical Environmental Concern	As prescribed for affected resource	During 5-year evaluations	Undue or unnecessary degradation or loss of relevant and important resources as a result of human or natural causes.
(BLM) Wilderness study areas	M-60	Wilderness characteristics (size, naturalness, outstanding opportunities for primitive and unconfined recreation or solitude, supplemental values)	Site visits; aerial monitoring	Wilderness study areas	Miles of linear human intrusions; acres disturbed; impacts to wilderness characteristics identified by on-site visit or public comment	Monthly, unless an alternative monitoring strategy is adopted	Failure to meet the non-impairment standard or other objectives outlined in BLM Manual 6330.
(USDA Forest Service) Inventoried roadless areas	M-61	Roadless character (absence of roads, size, outstanding opportunities for primitive and unconfined recreation or solitude, supplemental values)	Site visits; aerial monitoring	Arch Canyon inventoried roadless area	Miles of linear human intrusions; acres disturbed; impacts to wilderness characteristics identified by on-site visit or public comment	Annually	Failure to meet the 2001 Roadless Rule.
Wild and Scenic Rivers	M-62	Compliance with the Wild and Scenic Rivers Act in protecting and enhancing free-flowing condition, water quality, and outstandingly remarkable values (ORVs) of suitable and eligible WSR segments	On-site inspections, off-site evaluation using available data or other evidence of continued free-flowing condition, water quality, and specified ORVs	Flowing waterbodies in the Planning Area	Impacts to free-flowing condition, water quality, or specified ORVs	Every 5 years	Degradation of free-flowing character, water quality, or specified ORVs in suitable and eligible WSR segments. If negative impacts are identified outside allowable actions under the Wild and Scenic Rivers Act, impact sources must be mitigated.

* Utah Division of Air Quality conducts data collection.

† The State Historic Preservation Officer conducts data collection.

‡ Utah Division of Wildlife Resources conducts data collection.

§ Utah Division of Water Resources conducts data collection.

¶ Utah Department of Agriculture and Food conducts data collection.

The county with jurisdiction conducts data collection.

In order to determine the effectiveness of the RMP and the ability of the BLM and USDA Forest Service to meet the goals and objectives (see the goals and objectives for each resource in Chapter 2 of the Proposed RMP/Final EIS document), the standard protocols listed below will be used.

6 CULTURAL RESOURCES

- Site stewards (i.e., citizens performing site stewardship) will be trained by an agency archaeologist or a partner organization that is certified by an agency archaeologist to conduct such training. Cultural sites that are relevant and important values in Areas of Critical Environmental Concern and other selected sites will be monitored by the agency or site stewards at least annually. Sites with heavier traffic will have a goal of four visitations per year.
- Sites that are prone to vandalism and/or unauthorized camping will receive regular patrols by agency archaeologists and law enforcement rangers.

7 FISH AND WILDLIFE

7.1 Big Game

- In conjunction with other federal, state, or private agencies, the BLM and USDA Forest Service will continue to monitor wildlife populations and habitats in the Planning Area. This will be done for individual species such as mule deer, elk, bighorn sheep, and pronghorn; and groups of species associated with source habitats such as sagebrush-steppe, juniper, and mixed conifer forest.

7.2 Raptors

- For raptors, nest site detection and monitoring will be conducted near high-use sites and near surface-disturbing projects, primarily with volunteers and as time and funding allow.

7.3 Special Status Species – Wildlife

- Follow U.S. Fish and Wildlife Service (USFWS) protocol for threatened and endangered species surveys/monitoring.
- Follow USDA Forest Service protocol for a northern goshawk territory survey, inventory, and monitoring.
- As required by the Endangered Species Act, monitoring, using approved protocol, will be required on listed and non-listed special status species and their habitat that may be affected by agency authorization of any activities within that habitat.
- Monitor and protect known Mexican spotted owl (*Strix occidentalis lucida*) protected activity center sites according to USFWS recommendations and the Mexican spotted owl recovery plan.
- Monitor and protect known nesting sites of southwestern willow flycatcher (*Empidonax traillii extimus*) according to USFWS recommendations and the southwestern willow flycatcher recovery plan.

- Monitor and protect known nesting sites of western yellow-billed cuckoo (*Coccyzus americanus occidentalis*) according to USFWS recommendations and the western yellow-billed cuckoo recovery plan.

8 PALEONTOLOGICAL RESOURCES

- Indicators of resource conditions for paleontological resources are established by field experts who identify resources of scientific importance and instructive potential. Management actions will occur on a case-by-case basis, in collaboration with the BEC, triggered by the potential for disturbance to paleontological resources either by natural processes or human activity.
- Documentation of baseline conditions via survey and inventory of geological units with high potential for paleontological resources must be conducted and documented to identify if paleontological resources are present, if any adverse impacts (e.g., degradation or loss) are occurring, and if mitigation is necessary. Inventory must be ongoing and repetitive depending on rates of erosion as resources present subsurface may become newly exposed.
- Visits to known localities (paleontological monitoring) will determine whether adverse impacts are occurring and if mitigation is necessary. Targets include, but are not limited to, localities where research-related ground disturbance has occurred, localities frequented by the recreating public, and areas at risk or subject to violations of the Paleontological Resources Preservation Act.
- Upon proposal of ground disturbance, an agency paleontologist will review the proposed activity and relevant resources (e.g., locality map and forms, geological maps, literature) to determine potential for adverse impacts to paleontological resources.
 - If the Potential Fossil Yield Classification (PFYC) of underlying bedrock is 3, 4, 5, or Unknown or otherwise determined to have high potential for paleontological resources by an agency paleontologist, a survey must be completed and documented by an agency-permitted paleontologist per H-8270-1, *General Procedural Guidance for Paleontological Resource Management*.
 - If paleontological resources are discovered in survey, an agency official in collaboration with an agency-permitted paleontologist will determine what and if any mitigation must occur (e.g., rerouting infrastructure, collection of the resource, monitoring).
 - Regardless of whether scientifically important paleontological resources are discovered in survey, the stipulation for inadvertent discovery will be standard: if paleontological resources are encountered, all operations must cease until the Authorized Officer (BLM)/Responsible Official (USDA Forest Service) determines whether the resources can be avoided or whether appropriate mitigation must be enacted.

9 SOIL RESOURCES, VEGETATION, SPECIAL STATUS SPECIES PLANTS, AND FIRE AND FUELS

- Assessment, Inventory, and Monitoring (AIM) methods (MacKinnon et al. 2011) and/or upland trend monitoring for upland rangelands will be implemented for soil, vegetation, special species plants, and postfire monitoring.
- The agencies will follow standard monitoring protocols and methods for measuring vegetation.

- Rangeland Health Assessments will be conducted as required in the *Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah* (BLM 1997).
- The agencies will follow standard soil stability testing protocol, which can be found in Herrick et al. (2005).

10 WATER

- Water quality sampling will be conducted as part of the Cooperative Program with the Utah Division of Water Quality, and data will be used to assess whether a stream is meeting state water quality standards.
- Macroinvertebrate sampling will be conducted to assess water quality conditions based on the observed versus expected ratio determined by the Utah Division of Water Quality following protocols described by the National Aquatic Monitoring Center.
- The AIM National Aquatic Monitoring Framework: Introducing the Framework and Indicators for Lotic and Lentic Systems, Technical Reference 1735-1 (BLM 2015a), and AIM National Aquatic Monitoring Framework: Field Protocol for Wadeable Lotic Systems, Technical Reference 1735-2 (BLM 2015b), will be used to collect hydrological data as a one-time indicator of macroinvertebrates, nutrient levels, pH, specific conductance, temperature, wetted width, and thalweg depth.
- Multiple Indicator Monitoring (MIM) of stream channels and streamside vegetation (BLM Tech Reference 1737-23) may be conducted to assess conditions that may affect water quality conditions (i.e., streambank stability versus sediment loading). Establish MIM long term, and conduct monitoring every 3 to 5 years.
- Stream flow measurements will be collected to determine trends in water quantity following USGS protocols. Water levels in water wells will be monitored to assess trends in water quantity using calibrated measuring devices such as piezometers.
- Spring inventory and sampling procedures will follow one of these protocols:
 - Springs Ecosystem Inventory Protocols and Springs Ecosystem Assessment Protocol (as described by Stevens et al. 2023).
 - Groundwater-Dependent Ecosystems: Level I Inventory Field Guide (USDA Forest Service 2022).
 - Groundwater-Dependent Ecosystems: Level II Inventory Field Guide (USDA Forest Service 2012).
 - Other agency monitoring protocols.
- Establish long-term stream channel cross section study sites and repeat surveys every 3 to 5 years using *Stream Channel Reference Sites: An Illustrated Guide to Field Technique* (Harrelson et al. 1994).

11 VISUAL RESOURCES

- Visual contrast ratings (BLM Form 8400-4) will be documented for projects in VRM Class I, II, III, and IV areas to monitor how visual resource inventory's scenic quality factor ratings are affected and update the inventory. Scenic integrity objective monitoring will be conducted for all proposed projects on National Forest System lands.

12 FORESTRY AND WOOD PRODUCTS

- Reforestation surveys (typically in the first, third, and fifth years) will be conducted in artificial and natural regeneration treatments per the National Forest Management Act of 1976. Small-sale public use permits will be monitored to ensure compliance.
- Areas where woodland harvest is prohibited will be monitored to ensure compliance.

13 RIPARIAN/WETLANDS

- Proper functioning condition assessments will be conducted in riparian and wetland areas as time and funding allow.
- Aquatic AIM data (MacKinnon et al. 2011) will be collected as time and funding allow using the Riparian and Wetland AIM protocol (TR 1735-3).
- Rangeland Health Assessments will be conducted to determine if riparian and wetland areas are meeting Standard 2 (i.e., are they in proper functioning condition; are stream channel morphology and functions appropriate to soil type, climate, and landform).
- Long-term MIM study sites may be established as necessary, as time and funding allow.

14 LIVESTOCK GRAZING/RANGELAND MANAGEMENT

- To determine long-term trends in vegetation, BLM and USDA Forest Service monitoring protocols (e.g., nested plot frequency or upland trend monitoring, respectively) and/or AIM core methods (MacKinnon et al. 2011) will serve as baseline monitoring methods.
- Monitoring associated with livestock management will be prioritized by a monitoring plan schedule, resource issues, and the need to complete a land health assessment and/or permit renewal, as time and funding allow.
- AIM core methods (MacKinnon et al. 2011) may be collected at additional points according to an intensified design or at targeted sites when overarching AIM sites are not sufficient for local data needs.
- Allotment monitoring will be prioritized by designated Improve, Custodial, and Maintain categories, land health assessments, permit renewals, and existing data and completed as time and funding allows.
- Short-term utilization of the proportion or degree of the current year's forage production that is consumed or removed by animals will be conducted using BLM and USDA Forest Service monitoring protocols (e.g., the Key Species Method [BLM 1999]).
- Utilization monitoring will be conducted at each allotment within the Planning Area, as funding and staff time allow.
- Compliance inspections on allotments will be periodically conducted. Frequency of compliance checks will be determined primarily on past noncompliance, climatic conditions, designated Improve, Custodial, and Maintain category, and/or allotment prioritization.
- Rangeland Health Assessments will be conducted as required in the *Standards for Rangeland Health and Guidelines for Grazing Management for BLM Lands in Utah* (BLM 1997).

15 RECREATION AND TRAVEL MANAGEMENT

- Campsite monitoring, traffic counter data collection, visitor use surveys, and the sign inventory will be conducted, as time and funding allow.
- Visitor and site data collected for recreational sites will be entered into the agencies' database of record (currently Recreation Management Information System (RMIS) for the BLM and Infra for the USDA Forest Service).
- Information collected at visitor facilities will be entered into the Facilities Assessment Management System, Inventory and Deferred Maintenance Report.
- A percentage of road condition surveys will be performed annually and inputted into the USDA Forest Service database.
- Road maintenance will be performed on main access roads to BENM, as time and funding allow.

16 WILDERNESS STUDY AREAS

- Wilderness study areas are required to be monitored at least once per month during the months the area is accessible by the public (BLM Manual 6330), unless an alternative monitoring strategy is adopted.

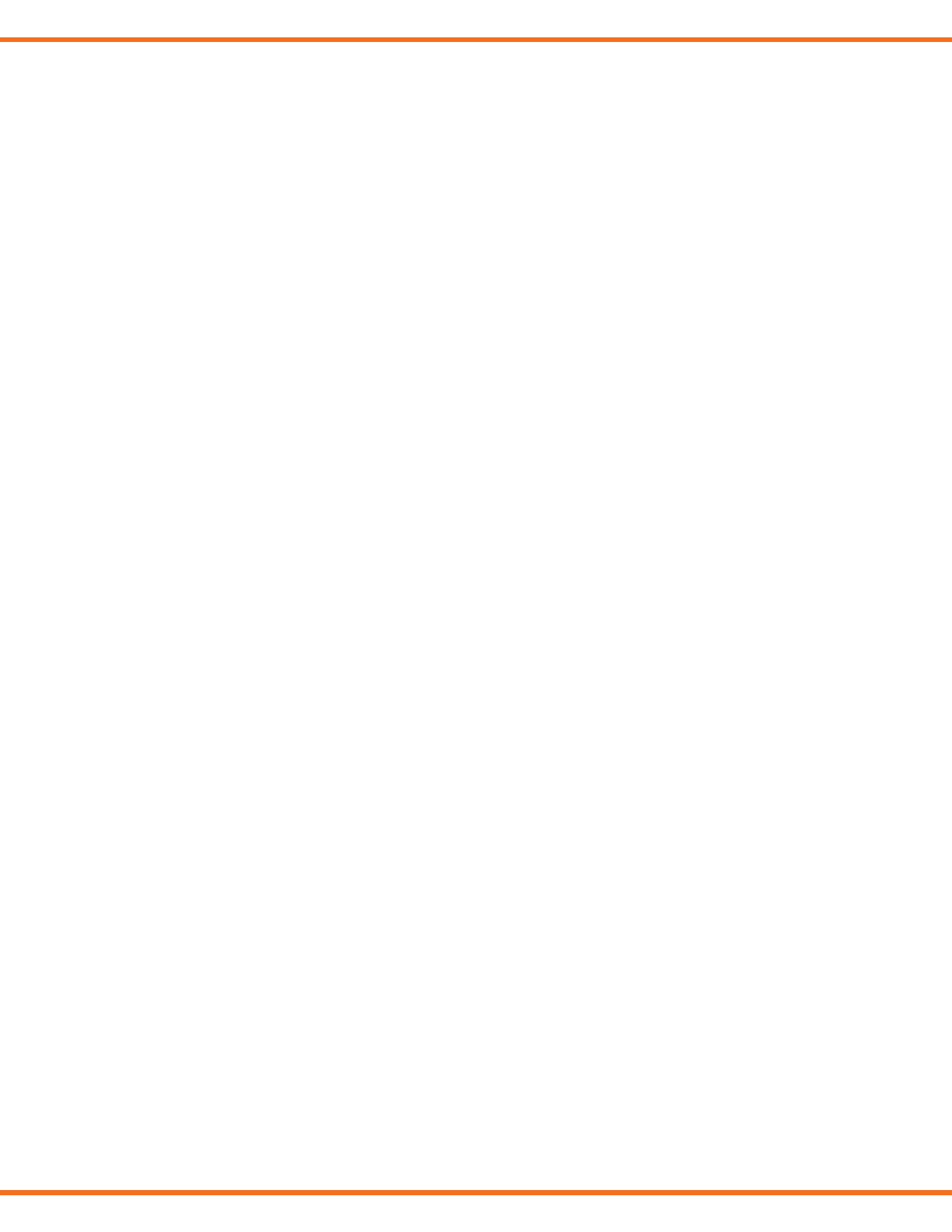
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APPENDIX G

Supporting Information for Bureau of Land Management Recreation and Visitor Services Decisions

(This appendix applies only to Bureau of Land Management-administered lands)



1 RECREATION MANAGEMENT FRAMEWORK

This appendix provides supporting information for recreation and visitor services management actions included in the Approved Resource Management Plan (RMP).

1.1 Terms and Definitions

Zones: In order to manage visitation and other recreation uses in a manner that protects Bears Ears National Monument (BENM or Monument) objects, the Monument is divided into landscape-level zones. The zones are defined as:

- **Front Country:** This zone is the primary place within the Monument for the Bureau of Land Management (BLM), in collaboration with the Bears Ears Commission (BEC) and other Tribal Nations, to educate visitors about connections to the Bears Ears landscape over millennia, including ongoing and continuing traditional use of the Bears Ears region. Because this zone is located along paved highways and scenic byways, it is the focal point for visitation and accommodates the primary visitation infrastructure needed to protect BENM objects. Allowable recreational facilities include parking areas, toilets, interpretation sites, ranger stations, developed campgrounds, overlooks, trails, and related infrastructure needed to manage existing and anticipated uses. Lands and resources close to towns are included to provide for easily accessible visitation opportunities.
- **Passage:** This zone contains maintained travel routes used as throughways and access to limited recreation destinations. The Passage Zone provides a less focused and developed visitor experience than the Front Country Zone due to the condition of routes and distance from communities. In collaboration with the BEC, the BLM provides basic facilities and administrative sites where necessary for education, interpretation, and protection of BENM objects. The BLM maintains and improves existing developed recreation sites, facilities, and trails. Developed campgrounds may be considered in this zone in collaboration with the BEC.
- **Outback:** This zone provides an unsupported backcountry visitor experience that allows for dispersed camping and limited facilities such as backcountry trailheads and educational signage where needed to protect BENM objects. In this zone, the BLM, in collaboration with the BEC, educates visitors about the enhanced stewardship responsibility to protect BENM objects in the Remote and Outback Zones, where there is less physical infrastructure to protect BENM objects. This zone also allows for motorized and mechanized travel to access backcountry trailheads accessing the Remote Zone. New developed campgrounds are prohibited in the Outback Zone. Recreation facilities such as trails, trailhead markers, toilets, and informational kiosks are allowed only when necessary for the protection of BENM objects.
- **Remote:** This zone provides a natural and undeveloped experience for non-motorized and non-mechanized recreation with an emphasis on protecting the most fragile and least accessible areas within the cultural landscape through distance from roads and developed trails. Where needed, this protection is supplemented through permit systems and off-site education. This zone includes wilderness areas, wilderness study areas (WSAs), lands with wilderness characteristics (LWC) that are managed to protect wilderness characteristics, suitable wild and scenic river (WSR) sections, scenic areas of critical environmental concern (ACECs), and other unroaded areas outside of special designations. Facilities are the minimum infrastructure required to protect resources at risk. No new sites or facilities may be developed in the Remote Zone. The BLM, working collaboratively with the BEC, may develop and/or designate individual trails and/or a hiking trail system, consistent with

protecting BENM objects. Signs are allowed only where necessary to protect BENM objects and public safety.

Management Areas: Management Areas are designated in places where additional management is needed for specific recreational activities or to address complex recreation challenges. Management Areas are similar to extensive recreation management areas under H-8320-1, meaning that management of recreation in these areas is commensurate with management of other resources and resource uses.

Sub-Areas: Management Areas may be subdivided into Sub-Areas to ensure recreation and visitor services are managed commensurate with other resources and resource uses.

Management Area/Sub-Area objective: Objectives direct supporting management actions and allowable use decisions that facilitate visitors' ability to participate in outdoor recreation activities and protect the associated qualities and conditions. Incompatible uses, including some recreation activities, may be restricted or constrained to achieve interdisciplinary objectives. Management Area objectives must define the recreation activities and the associated qualities and conditions that become the focus for recreation and visitor services management.

Indicator: Indicators are specific, objective, and manageable variables related to monitoring the effectiveness of management actions in meeting Management Area and Sub-Area Objectives. Indicators are measurable in as reliable and repeatable a manner available and are sensitive enough, and measured often enough, to inform adaptive management aligned with Management Area/Sub-Area objectives. See Table G-1 for a chart of indicators broken out by zone.

Conditions: Desired conditions are a description of the characteristics that define a Management Area's function and condition in the future. Desired conditions are often derived from the Zone indicators for a specific area (see Table G-1). The desired conditions may currently exist in a location, in which case the objective would be to maintain them. Alternatively, desired conditions may be a target toward which management of the Management Area or Sub-area is to be directed.

Supporting Management Action and Allowable Use Decisions: Management actions and allowable use decisions are generally described as land use planning level decisions needed to achieve program objectives or constrain noncompatible land uses. Supporting management action and allowable use decisions are selected in terms of their ability to help achieve the recreation objectives (that is, recreation opportunities), maintain or enhance the recreation settings, or guide recreation implementation.

Implementation Decisions: Included in this Approved RMP, implementation decisions allow site-specific (on-the-ground) actions needed to achieve land use plan decisions (see BLM Land Use Planning Handbook H-1601-1, pp. 30–31 and CFR 8365.1-6 supplementary rules). If implementation decisions are included in the land use planning document to achieve recreation and visitor services program objectives, they must be clearly distinguished as implementation decisions that are appealable to the Interior Board of Land Appeals.

Best Management Practices: Site-specific National Environmental Policy Act analysis would be required to implement some types of actions. Other actions that involve education, information, interpretation, and monitoring may not require site-specific National Environmental Policy Act analysis. The subsequent best management practices for implementation-level planning guidance are presented to illustrate opportunities for active stakeholder collaboration and to provide a suite of possible implementation actions that could be adaptively performed to ensure management effectiveness in meeting recreation and visitor services goals and objectives.

Recreation Area Management Plan (RAMP): Management Areas with complex implementation issues related to recreation and visitor services may require a subsequent implementation-level RAMP that is tiered to land use plan decisions. RAMPs are implementation plans for recreation areas. They are completed as necessary to implement the decisions in the land use plan. RAMPs provide specific direction for on-the-ground implementation of the land use plan over a discrete management unit. RAMPs may precede project plans and must address the four implementation categories: management, administration, information and education, and monitoring.

Educate/Education: Refers to both the act of teaching knowledge to others and the act of receiving knowledge from someone else.

Interpretation: “An educational activity which aims to reveal meanings and relationships through the use of original objects, by firsthand experience and illustrative media, rather than simply to communicate factual information.” (Tilden 2007)

Steward/Stewardship: The careful and responsible management of something entrusted to one's care.

Interpreter: A professional responsible for educating and engaging visitors about the natural, cultural, and historical significance of a place or object with the goal of fostering a deeper connection between the visitor and the resource being interpreted.

Non-personal media: Material and tools used to convey interpretive content to audiences without direct personal interaction. These can include signs, brochures, exhibits, websites, audio tours, and videos. The goal of these media is to educate, inform and engage the public by providing insights and context about a particular subject, location, or object.

Personal media: Direct, interactive communication between an interpreter (such as a ranger, guide, docent, or educator) and the audience. This form of media includes but is not limited to guided tours, live demonstrations, educational programs, and live web-based programming. The goal is to provide personalized, engaging experiences that adapt to the interests and questions of the audience, fostering a deeper connection and understanding of the subject matter.

Outdoor ethics program: Initiative programs designed to educate and encourage individuals to engage in environmentally and culturally responsible behaviors while recreating on the landscape. These programs promote principles and practices aimed at minimizing human impacts on natural, cultural and historic features ensuring sustainable use of Monument objects. Examples include but are not limited to: Leave No Trace, Visit with Respect, and Tread Lightly.

Wayside stop: Also known as an interpretive wayside, a designated area along a road or trail containing non-personal media, usually interpretive signage, where visitors can learn about the natural, cultural, or historical significance of the location.

Table G-1. Management Area Indicators by Zone for Bears Ears National Monument (Applies to BLM-administered lands only)

Indicator	Remote (587,582 acres)	Outback (542,361 acres)	Passage (25,959 acres)	Front Country (21,407 acres)
Remoteness	WSAs, LWC, suitable WSR, scenic ACECs, and other off-highway vehicle (OHV) closed areas	Backcountry roaded areas and backcountry trailheads	Main thoroughfares that lead to multiple trailheads or touring opportunities	Highway corridors, rest areas, developed campsites
Naturalness (visuals and soundscape)	Undisturbed natural landscape with few sounds of people. No alteration of the natural terrain except small Leave No Trace campsites and foot trails. Sounds of people rare.	Natural landscape with modifications in harmony with surroundings and not visually obvious. Areas of alteration uncommon (primarily small, dispersed campsites). Sounds of people infrequent.	Character of the natural landscape retained. A few visual contrast (e.g., fences, ditches, kiosks) and some sounds of people. Small areas of alteration (primarily trailheads and dispersed campsites). Occasional sounds of people.	Character of the natural landscape partially modified, but not overpowering. Sounds of other visitors common. Small areas of alteration prevalent with some larger altered campgrounds. Sounds of people regularly heard.
Facilities	No structures, some exceptions to protect Monument objects. Improvements limited to unimproved foot or horse trails.	Developed trails made mostly of native materials. Structures are rare and isolated. Could include vault toilets and trailheads to protect BENM objects.	Maintained and marked trails, simple trailhead developments, and basic toilets.	Developed campgrounds, rustic contact stations.
Contacts	No more than 15 people per group, unless permitted. Group sizes often smaller in areas requiring Individual Special Recreation Permits (ISRPs). Few encounters.	No more than 25 people per group, unless permitted. Encounters with other groups uncommon.	No more than 30 people per group, unless permitted. Encounters with other groups common.	No more than 35 people in a group, unless permitted. Encounters with other groups common.
Access	Foot, horse, non-motorized float boat travel.	Four-wheel drive (4WD) vehicles and mountain bikes in addition to non-motorized vehicles.	4WD vehicles, some two-wheel drive vehicles, and mountain bikes in addition to non-motorized vehicles.	Two-wheel drive vehicles predominant.
Interpretation and Education Products and Services	No maps or interpretive brochures available on-site. Minimal signage relating to object protection and wayfinding only, and staff rarely present. Off-site means such as websites, brochures, video/audio, and virtual visits may be employed when needed to protect objects. Focus is on outdoor ethics to protect BENM objects in specific locations.	Basic maps provided. Wayfinding signage present with minimal non-personal and personal interpretive media such as impermanent interpretive and educational products and staff or volunteer guided programing. Staff infrequently present on-site. Focus is on outdoor ethics to protect BENM objects in Remote and Outback Zones.	Permanent wayfinding and interpretive signage present. Area brochures and maps provided. Non-personal media such as wayside stops and scenic overlooks with educational and interpretive signage present. Infrequent guided interpretive programing. Staff frequently on-site. Focus is on outdoor ethics to protect BENM objects across BENM.	Formal interpretive programing, permanent wayside stops, interpretive displays and facilities such as ranger stations, visitor's centers, and campgrounds present, with scheduled personal interpretive guided programing. Staff regularly on-site. Interpretation emphasizes telling the stories of Tribal Nations' ongoing relationship with the Bears Ears cultural landscape.
Permits and Regulations	Minimal on-site posts or signs with visitor regulations. Use may be regulated via ISRPs to maintain setting.	Basic user regulations at key access points. Use may be regulated via permits to maintain setting.	Some regulatory and ethics signs. Use restrictions (e.g., camping designations) and permitting as needed.	Rules, regulations, and ethics clearly posted. Fewer use restrictions. Permits rare, except for Special Recreation Permits.

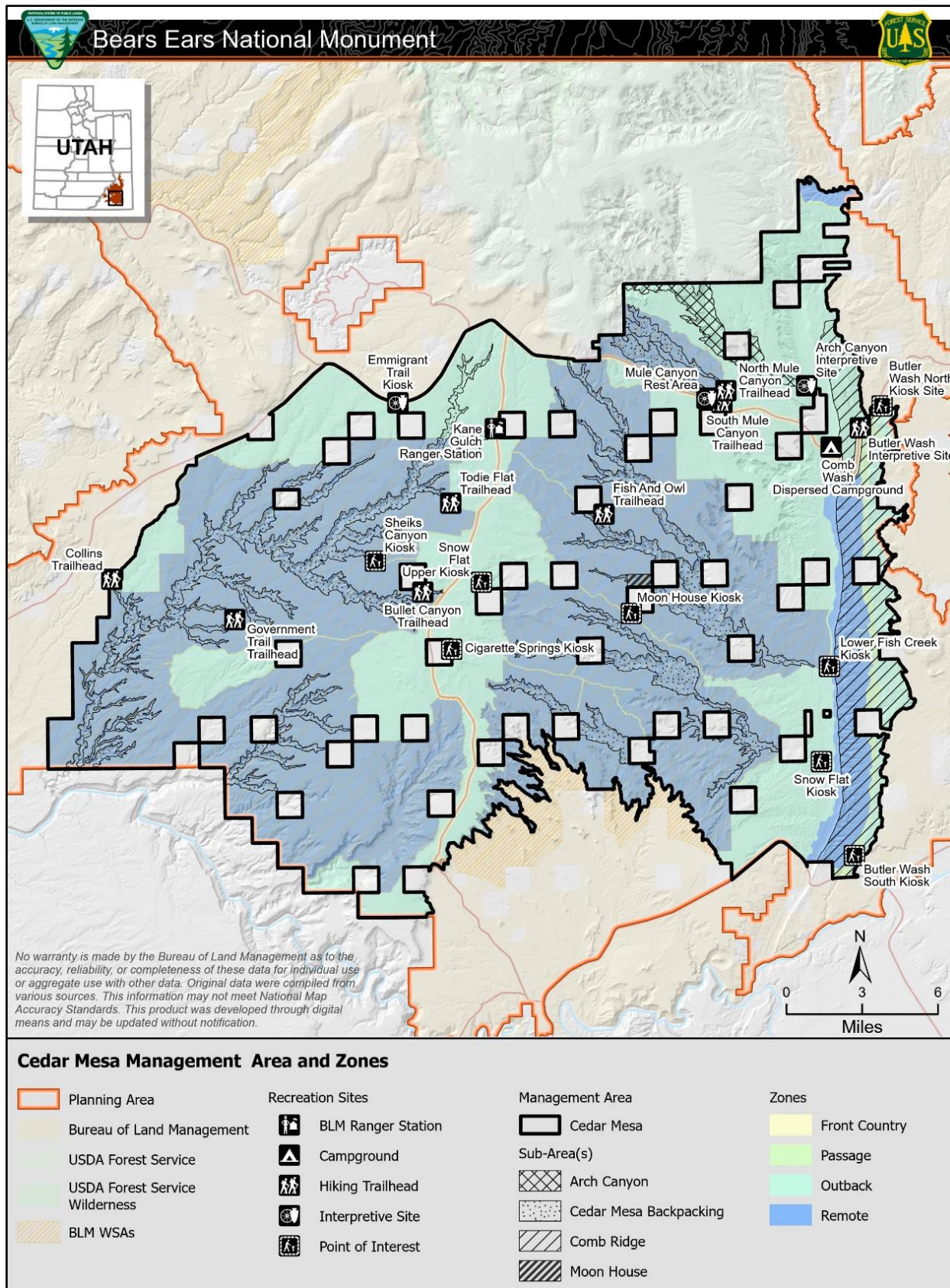


Figure G-1. Cedar Mesa Management Areas and Zones.

1.2 Cedar Mesa Management Area

Acres: 341,523

Rationale: Cedar Mesa is a designated Management Area due to extensive scenic driving, backpacking, hiking, camping, and cultural site visitation opportunities. Cultural site visitation is concentrated in developed roadside sites on the Trail of the Ancients Scenic Byway such as the Mule Canyon Village Interpretive Site and the Butler Wash Interpretive Trail (both stabilized as off-site migration for the paving of Utah State Route (SR) 95 in the late 1970s and early 1980s). Popular day hikes include House on Fire, the many short trails found along the Butler Wash Road, the Butler Wash Dinosaur Tracksite, and several access points and trail segments related to the historic Hole-in-the-Rock Trail. The four WSAs within this Management Area contain a network of remote canyons which allow for multiday backpacking experiences. This Management Area is further subdivided into Sub-Areas in order to match recreational opportunities with corresponding physical infrastructure and management controls necessary to protect Monument objects.

Objective: Steward the Cedar Mesa Management Area to protect BENM objects, while providing opportunities for cultural site visitation, hiking, backpacking, camping, and scenic driving. The Trail of the Ancients National Scenic Byway is within the Front Country Zone to allow for development of recreational facilities consistent with protection of the Byways' scenic values. Grand Gulch, Mule Canyon, Fish Creek Canyon, and Road Canyon WSAs are within the Remote Zone to prevent impairment to their suitability for wilderness designation. Comb Ridge west of Butler Wash is within the Remote Zone to protect wilderness characteristics. The remainder of this Management Area is within the Outback and Passage Zones to allow for motorized travel to backcountry trailheads and dispersed camping.

Supporting Management Actions and Allowable Uses:

- The Hole-in-the-Rock Trail is managed for heritage tourism in consultation with the Utah State Historic Preservation Office, interested stakeholder groups, the BEC, and Tribal Nations.
- **Special Recreation Permits (SRPs)/Special Use Permits (SUPs):**
 - Limit the number of participants and duration for motorized or mechanized SRPs/SUPs activities in crucial deer and elk winter range from November 15 to April 15, unless it can be shown that the animals are not present in a specific location, or the activity can be conducted so the animals are not adversely impacted.
- The following cultural sites are allocated as Public Use (Developed) because they are currently managed as Public Use sites and are currently subject to high visitation:
 - Butler Wash Developed Roadside
 - Mule Canyon Village Interpretive Site
 - Arch Canyon Great House complex
 - House on Fire (in Cedar Mesa Backpacking Sub-area)
 - Moon House (in Moon House Sub-area)
 - Hole-in-the-Rock Trail
 - Butler Wash Dinosaur Tracksite
 - Salvation Knoll

Implementation-Level Decisions:

- **Planning and coordination:** Prioritize the completion of an implementation-level RAMP in coordination with the BEC within 3 years of the issuance of this Approved RMP. The RAMP will address permit allocations (including Individual Special Recreation Permits [ISRPs], commercial, and organized group use), stipulations, group size limits, development or removal of recreation facilities, designation of campsites, interpretation and education, and monitoring. Until the RAMP is developed, existing permit allocations, group sizes (when lower than those prescribed by the zone) and camping limitations remain in place.
- **Group size:** Maximum group size limits for each Sub-Area apply to all private and commercial trips to protect BENM objects. Every 3 years, the BLM, in collaboration with the BEC, will review visitor impacts to cultural resources and adjust group size limits and allocations accordingly.
- **Camping:** New campgrounds will be developed in the Front Country Zone. Designated dispersed camping will be physically delineated in the Outback Zone in an implementation-level plan and is limited to designated campsites along designated routes.
- **Developed recreation facilities:** Existing and new developed recreation facilities will be developed and maintained in the Front Country Zone. They will be designed to protect the scenic values of the Trail of the Ancients National Scenic Byway. New recreation facilities will be developed or improved in the Outback Zone only when necessary to protect BENM objects.

Existing and Desired Conditions

Remoteness: The portion of the Management Area within the Front Country Zone is situated within 0.5 mile of the paved SR-95 and SR-261 highways, which form the Trail of the Ancients Scenic Backway. The remainder of the Management Area outside of the Sub-Areas includes several large, maintained roads (Comb Wash, Fish and Owl, Government, Snow Flat), but the majority of the area is situated on the mesa tops of the four WSAs contained within the Cedar Mesa Management Area. These areas lack the complete isolation provided by the canyons, but they are remote.

Naturalness: Within the Front Country Zone, the Management Area has several rustic facilities that are in harmony with the natural environment, as well as one communications tower facility located along SR-261. Visitor facilities will be updated and upgraded in the Front Country Zone, which might reduce their visibility on the landscape and increase naturalness. The primary evidence of use on the mesa tops is related to wood cutting. There is some camping adjacent to County B and D Roads. Inside the WSAs, the area appears essentially undisturbed with few trails or campsites. The area has little evidence beyond small user-created campsites near the roads. The BLM will work the BEC to reduce impacts from woodcutting through a woodcutter education program, providing communities with wood from fuels treatment projects, and continued monitoring and rehabilitation of incursions.

Facilities: The Front Country Zone includes a range of facilities. The Kane Gulch Ranger Station has a staffed visitor desk, interpretive displays, a small store, toilets, and staff housing. The Comb Wash Campground is a designated dispersed camping area with toilets and minimal campsite amenities. Butler Wash Interpretive Trail and Mule Canyon Village Interpretive Site were developed in the 1980s and include interpretive displays, toilets, and sidewalks. The Sub-Area also has several facilities with fewer amenities, including the Butler Wash Dinosaur Tracksite, the Cigarette Springs Road kiosk, Government Road kiosk, the Hole-in-the-Rock interpretive panels at Natural Bridges, the Salvation Knoll Trail, lightly signed Hole-in-the-Rock Trail segments, the Snow Flat upper kiosk and the Texas Flat/South Mule kiosk. Facilities within

Existing and Desired Conditions

the Front Country Zone will be enhanced, including creation of new campgrounds, updating interpretive materials and improving accessibility. There are minimal visitor facilities in Management Area outside of the Front Country Zone. Those that do exist, such as the Snow Flat Road kiosk, provide information for areas within the Sub-Areas.

Contacts: Group size may be large in the Front Country Zone because of its proximity to paved highways and because many of the facilities can accommodate large groups. A group size limit of 35 will be applied to all non-SRP groups within the Front Country Zone. In the remainder of the area, group sizes are correlated to each Zone (see Table G-1).

Access: Access within the Front Country Zone is via passenger cars on highways. Elsewhere within the Management Area, maintained roads, including the Fish and Owl Road, Bullet Canyon Road, Government Road, Snow Flat Road, and Cigarette Springs Road can sometimes accommodate passenger cars, but are often four-wheel drive (4WD) only in inclement weather or when not recently maintained. Access in the WSAs is by non-motorized/non-mechanized means only.

Interpretation/Education: Visitor services are provided at a staffed ranger station, multiple developed trailheads, and less-developed trailheads serving backcountry trails. The BLM will work with the BEC and other partners to develop an interpretive/education plan specific to Cedar Mesa. This Plan creates more robust interpretation and education opportunities within the Front Country Zone, while allowing for more off-site means to educate the public before they venture into the Outback and Remote Zones

Permits and Regulations: There are few permit requirements or management controls in the Management Area outside of the Sub-Areas. Additional permits may be required outside of the Front Country Zone, and campsites may be designated. Fire pans are required for all locations without agency-provided metal fire rings.

1.2.1 Cedar Mesa Backpacking Sub-Area

Acres: 34,834

Rationale: Managed as a Sub-Area due to high levels of backpacking use in remote canyons within WSAs and the potential for impacts to the high density of significant archaeological resources in this area. Restrictions and management prescriptions are intended to minimize impacts to cultural resources, including culturally important riparian and wildlife resources.

Objective: Steward the Cedar Mesa Canyons Sub-Area to protect BENM objects while providing opportunities for backpacking, hiking, and cultural site visitation in the remote canyons of Cedar Mesa. Use the existing Cedar Mesa permit system to convey important rules, regulations, and ethics to visitors and off-site interpretive materials (such as videos and web tours) to instill a sense of stewardship. The majority of the Sub-Area is located within the Remote Zone to prevent impairment to the suitability of the Grand Gulch, Mule Canyon, Fish Creek Canyon, and Road Canyon WSAs for wilderness designation. Backcountry trailheads at the periphery of the Sub-Area is managed within the Outback Zone to allow for posting of recreation use rules, regulations, and ethics.

Supporting Management Action and Allowable Use Decisions:

- **Campfires:** Closed to private wood harvest, including collection of dead and down wood for campfires. No campfires are allowed in canyons.

- **Grazing:** Closed to grazing with the exception of South Mule Canyon, North Mule and Lime Creek.
- **Aquatic Habitat:** No swimming or bathing is allowed in canyon stream/pool habitat.

Implementation-Level Decisions:

- **Permits:** Overnight permits are allocated and issued to users through a permit reservation system. A maximum group size limit is applied to all private and commercial trips to protect BENM objects. The group size limits and allocations in the 2008 *Bureau of Land Management Monticello Field Office Record of Decision and Approved Resource Management Plan* (2008 Monticello RMP) (BLM 2008) remain in effect until superseded by the Cedar Mesa RAMP or other future implementation-level planning.
- **Permits:** Day use may be allocated if monitoring indicates damage to BENM objects.
- **Camping:** Campsites will be designated, and all overnight visitors are encouraged to use these designated sites.
- **Trash:** All cans, trash, organic garbage, and refuse, including toilet paper, must be carried out. Liquid garbage may be discarded 200 feet away from water sources. Dishwater must be strained and discarded 200 feet from camps, trails, and water sources.
- **Human waste:** Solid human waste must be packed out and disposed of at appropriate facilities.
- **Water sources:** If drought conditions are impacting wildlife, overnight users will be notified that they must pack all water for their trip (no pumping from water sources in BENM).
- **Pets:** Pets are prohibited within this Sub-Area.
- **Mexican spotted owl (*Strix occidentalis lucida*) (MSO):** Educate visitors to minimize impacts to nesting MSO. Commercial guides are not allowed to use Protected Activity Center (PAC) areas for overnight use from March 1 to August 31. If visitation exceeds 50 people a day in the area of impact, group size limits may be implemented or camping may be limited.

Existing and Desired Conditions

Remoteness: Aside from trailheads and access points, the Sub-Area is located entirely within WSAs (Grand Gulch, Fish Creek Canyon, Road Canyon, and Mule Canyon), meaning no motorized or mechanized access is allowed. Use is further limited through an allocated permit system.

Naturalness: There are few impacts to the naturalness other than trailheads and access points on the perimeter. Inside the WSAs, current impacts to naturalness include several small backpacking campsites and some removable stanchions to protect standing archaeological structures. Sights and sounds of other visitors are rare except during direct encounters due to topographic screening provided by the canyons. Campsites will be designated to reduce proliferation.

Facilities: Visitor facilities consist of trailheads with toilets at Kane Gulch (co-located with the Kane Gulch Ranger Station in the Front Country Zone), Bullet Canyon, and Fish and Owl Canyons and trailheads without toilets at Road Canyon (Citadel), Collins Canyon, Government Canyon, South Fork Mule Canyon (House on Fire), North Fork Mule Canyon, Lime Canyon, Sheiks Canyon, Slickhorn No. 1 Canyon, Step Canyon, Water Canyon, and Todie Canyon, which all serve the corresponding designated trails within the Remote Zone. These facilities will be maintained, and may be improved if necessary to protect Monument objects. This includes development of high-use sites such as the House on Fire Trailhead. Additional trails may be designated.

Existing and Desired Conditions

Contacts: Due to the existing permit system and the isolation provided by the canyons, contacts are limited throughout most of the area. House on Fire and the Citadel have become more heavily visited due to the short length of the hikes and exposure on social media, and it is not uncommon to have up to 15 contacts at those locations on busy spring days. Group sizes will be determined in a RAMP, and will be reevaluated every 3 years.

Access: Because the Sub-Area is located almost entirely within WSAs, access is by foot and stock only. The BLM will inventory and, if warranted, designate existing trails. Visitors will be encouraged to stay on designated trails.

Interpretation and Education: The BLM provides visitor information online, including an educational video that visitors are required to view before overnight trips and a requirement to pick up overnight permits at the Kane Gulch Ranger Station during the busy season. The BLM also provides information with online day passes and at the trailheads. These materials will contain stories and messages that the BEC wants to convey to the public.

Permits and Regulations: The existing permit and fee system would be retained and refined as needed. Regulations are posted at trailheads and, if needed, at key locations to protect archaeological sites within the WSAs.

1.2.2 Comb Ridge Sub-Area

Acres: 23,380

Rationale: This Sub-Area needs special management due to easy vehicular accessibility and the high density of cultural sites within easy hiking distance of the Butler Wash Road. Visitors are attracted to the numerous short (less than a mile) scenic day hikes to significant cultural sites on Comb Ridge. As a result, dispersed camping activities at trailheads and user-created campsites are frequent along the Butler Wash Road. A permit and fee system have been in place in the area since 2019 to manage day hiking and cultural site visitation use. Specific objectives and management are needed within the Sub-Area to protect cultural resources from recreational impacts and regulate dispersed camping activities for the protection of Monument objects.

Objective: Steward the Comb Ridge Sub-Area to protect BENM objects while providing opportunities for cultural site visitation via day hiking and dispersed camping. Recreation use rules, regulations, and ethics are clearly posted on-site at facilities within the Passage Zone along Butler Wash Road. The remainder of the Sub-Area is within the Remote Zone, which would allow for limited infrastructure only when necessary to protect BENM objects.

Supporting Management Action and Allowable Use Decisions:

- **Off-highway vehicles (OHVs):** No new OHV or mechanized trails will be developed on the Comb Ridge formation west of Butler Wash.

Implementation-Level Decisions

- **Public sites:** The BLM, in collaboration with the BEC, will identify appropriate sites within the Passage Zone along Butler Wash Road for development as public use cultural sites as part of the RAMP. Designate and sign trails from parking areas to public use cultural sites, and harden or otherwise make sites visitor ready.

- **Permits:** Day use hiking within the Sub-Area requires an ISRP. If monitoring indicates damage to BENM objects, the BLM will provide for visitor management infrastructure and education to mitigate impacts. If those actions are not effective, day use must be allocated.
- **Camping:** Designate dispersed campsites within the Passage Zone along the Butler Wash Road, and limit camping to designated sites with designated access routes and parking. Overnight use is prohibited in the Outback Zone. The camping limitations in the 2020 *Bears Ears National Monument: Record of Decision and Approved Monument Management Plans: Indian Creek and Shash Jáa Units* (2020 ROD/MMPs) (BLM 2020) remain in effect until superseded by the Cedar Mesa RAMP or other future implementation-level planning.
- **Human waste:** Solid human waste must be packed out and disposed of at appropriate facilities.

Existing and Desired Conditions

Remoteness: The Comb Ridge Sub-Area is accessed by the Butler Wash Road on the east side of Comb Ridge and the Comb Wash Road on the west side of Comb Ridge. The entire area is in proximity to these designated B roads.

Naturalness: The Sub-Area has numerous dispersed campsites, spur roads, and features related to old mining and range facilities, which are mostly located in the strip of land between the Butler Wash Road and Butler Wash. The character of naturalness is higher west of Butler Wash, where there is minimal change. Additional developments within the Passage Zone around the Butler Wash Road may include developed trailheads, toilets, and designating dispersed sites. This will result in increased modifications to naturalness east of Butler Wash. Only if necessary to protect Monument objects, some sites within the Remote Zone may be made visitor ready through signage, barriers, delineating trails, use of fill, or other stabilization techniques.

Visitor facilities: Visitor facilities consist of a kiosk and fee station on the north and south ends of the Butler Wash Road, three sets of portable toilets, and lightly marked designated trails at Monarch Cave, Fish Mouth, Cold Springs, Procession Panel, Wolf Man Panel, and Ball Room Cave. The BLM will work with the BEC to develop appropriate trailheads at selected locations within the Passage Zone.

Contacts: Visitor contacts are common in the Passage Zone along the Butler Wash Road, with some contacts at trailheads. The existing Cedar Mesa permit system limits group size to 12 for hiking. Group size could be reconsidered as part of a RAMP.

Access: Access to the area is currently via hiking from undeveloped trailheads and user-created dispersed campsites within the Passage Zone on the Butler Wash Road into the Remote Zone on the Comb Ridge Formation west of Butler Wash.

Interpretation/Education: Trailheads with visitor information will be developed in the Passage Zone. Toilets will be installed to accommodate day hikers and dispersed camping. Better online information, including virtual tours and brochures, may also be developed.

Permits and Regulations: A permit and fee system has been in place in the Sub-Areas since 2019. Locations for posting information could be improved in the Passage Zone.

1.2.3 Arch Canyon Sub-Area

Acres: 3,344

Rationale: The Arch Canyon Sub-Area is distinct within the Cedar Mesa Management Area due to the concentration of potentially conflicting recreation uses (OHV, hiking, and backpacking) in a narrow riparian system with a high density of significant archaeological structures and rock imagery. Arch Canyon is one of two canyons in the Cedar Mesa Management Area that allows for driving on a motorized road, and it is attractive to both motorized and non-motorized users as one of a small handful of canyons in the area with a semi-perennial water source. The availability of year-round water makes Arch Canyon important for wildlife, specifically MSO and amphibious species.

Objective: Steward the Arch Canyon Sub-Area to protect BENM objects while providing opportunities for OHV driving, cultural site visitation, and hiking in a scenic canyon setting. The Arch Canyon Sub-Area is entirely within the Outback Zone to allow for motorized travel and for limited visitor facilities at the Arch Canyon trailhead and Great House Interpretive Site.

Supporting Management Action and Allowable Use Decisions:

- **OHV:** Sub-Area managed as OHV limited.
- **OHV:** To protect MSO habitat, the BLM may develop a turnaround point no closer than 0.5 mile before the national forest boundary. The turnaround would be marked with signs.
- **Permits:** Motorized commercial and organized group events are prohibited.

Implementation-Level Decisions

- **Permits:** An ISRP is required for all motorized travel in the Arch Canyon Sub-Area. Use may be allocated if needed to protect BENM objects. Motorized use may be prohibited seasonally from March 1 to August 31 for the last 0.5 mile before the National Forest boundary.
- **Camping:** Camping is limited to designated camping areas. Designated dispersed camping is not allowed in MSO PACs from March 1 to August 31.
- **Permits:** If needed, hiking and backpacking in Arch Canyon may be added to the Cedar Mesa permit system, including allocations on overnight use.
- **MSO:** Educate visitors to minimize impacts to nesting MSO. Commercial guides are not allowed to use PAC areas for overnight use from March 1 to August 31. If visitation exceeds 50 people a day in the area of impact group size limits may be implemented or camping may be limited.

Existing and Desired Conditions

Remoteness: The Arch Canyon Road remains open for 7.5 miles and use for the last 0.5 mile would be limited via a physical turnaround or permit system during MSO breeding season. This makes the northernmost part of the Sub-Area slightly more remote during certain parts of the year, but most of the area is within 0.5 mile of a designated road.

Naturalness: The Sub-Area has few modifications beyond the sign at the mouth of the canyon, the structures protecting the Arch Canyon Great House Interpretive Site, and the campsite/turnaround at the end of the road. A turnaround spot may be developed 0.5 mile from the USDA Forest Service boundary in order to protect MSO.

Visitor facilities: Visitor facilities consist of some simple structures near the mouth of the canyon, including those created to protect the Arch Canyon Great House Interpretive Site.

Contacts: Commercial and motorized events are prohibited. Group sizes might be reduced through a permit system.

Access: Access to the area is via side-by-sides, Jeeps, and modified vehicles on the designated road or hiking from the parking area at the mouth of the canyon.

Interpretation and Education: In addition to website information, an Arch Canyon brochure is available online and at local visitor centers. Signage at the Great House will be improved.

Permits and Regulations: A permit system will be put in place for all motorized use, and non-motorized use may be added to the Cedar Mesa permit system.

1.2.4 Moon House Sub-Area

Acres: 318

Rationale: Moon House Sub-Area is a popular visitor destination within the Cedar Mesa Management Area for hiking and cultural site visitation due to its easy accessibility and the unique architecture of the Moon House site. From a scientific perspective, Moon House is unique, in part due to the fragile murals in the interior rooms. An allocated permit system was established for day hiking to Moon House in 2009 to limit and manage visitation for protection of the site.

Objective: Steward the Moon House Sub-Area to protect Moon House and other cultural sites. Use permits to promote an ethic of stewardship while allowing day hiking and cultural site visitation. This sub-area is located entirely within the Remote Zone to prevent impairment to the suitability of the Fish Creek Canyon WSA for wilderness designation.

Supporting Management Action and Allowable Use Decisions:

- **Campfires:** Closed to private wood harvest, including collection of and dead and down wood for campfires. Campfires are prohibited.

Implementation-Level Decisions:

- **Permits:** Visitation is by ISRP only. All permit restrictions under the 2020 ROD/MMPs remain in place until development of the RAMP.
- **Hiking:** Visitors are not allowed to enter the interior corridor of Moon House.

- **Hiking:** Hiking to the Moon House site is limited to the designated trail. Hiking to other sites in the Sub-Area may also be limited to existing and designated trails if determined necessary.
- **Overnight use:** Overnight use is prohibited.
- **Human waste:** Solid human waste must be packed out and disposed of at appropriate facilities.
- **Pets and stock:** The Sub-Area is closed to pack animals and pets.
- **Guided trips:** Guided trips (led by the BLM, BLM volunteers, or permitted outfitters and guides) are encouraged to reduce potential for resource damage.

Existing and Desired Conditions

Remoteness: The Sub-Area is located entirely within Fish Creek Canyon WSA, meaning no motorized or mechanized access is allowed.

Naturalness: There are few existing impacts to the Sub-Area naturalness other than a small trail.

Facilities: Visitor facilities consist of the Moon House Trailhead, which is located on Utah Trust Lands outside of the Sub-Area, and two informational kiosks at either end of the Snow Flat Road (outside of the Sub-Area).

Contacts: Due to the existing allocated permit system, contacts are limited to a maximum of 20 per day. This allocation may be changed in a RAMP. Group sizes might be imposed but will be similar to existing average group sizes of four to six individuals.

Access: Because the Sub-Area is located entirely within WSAs, access is by foot only. Access to the interior corridor is not allowed.

Interpretation and Education: The BLM provides visitor information online, including an educational video that visitors are required to watch before trips and opportunities to engage with staff. Stories that the BEC wants to share will be included in these materials.

Permits and Regulations: An allocated permit and fee system has been in place in the Sub-Area since 2009. Regulations are clearly posted at trailheads.

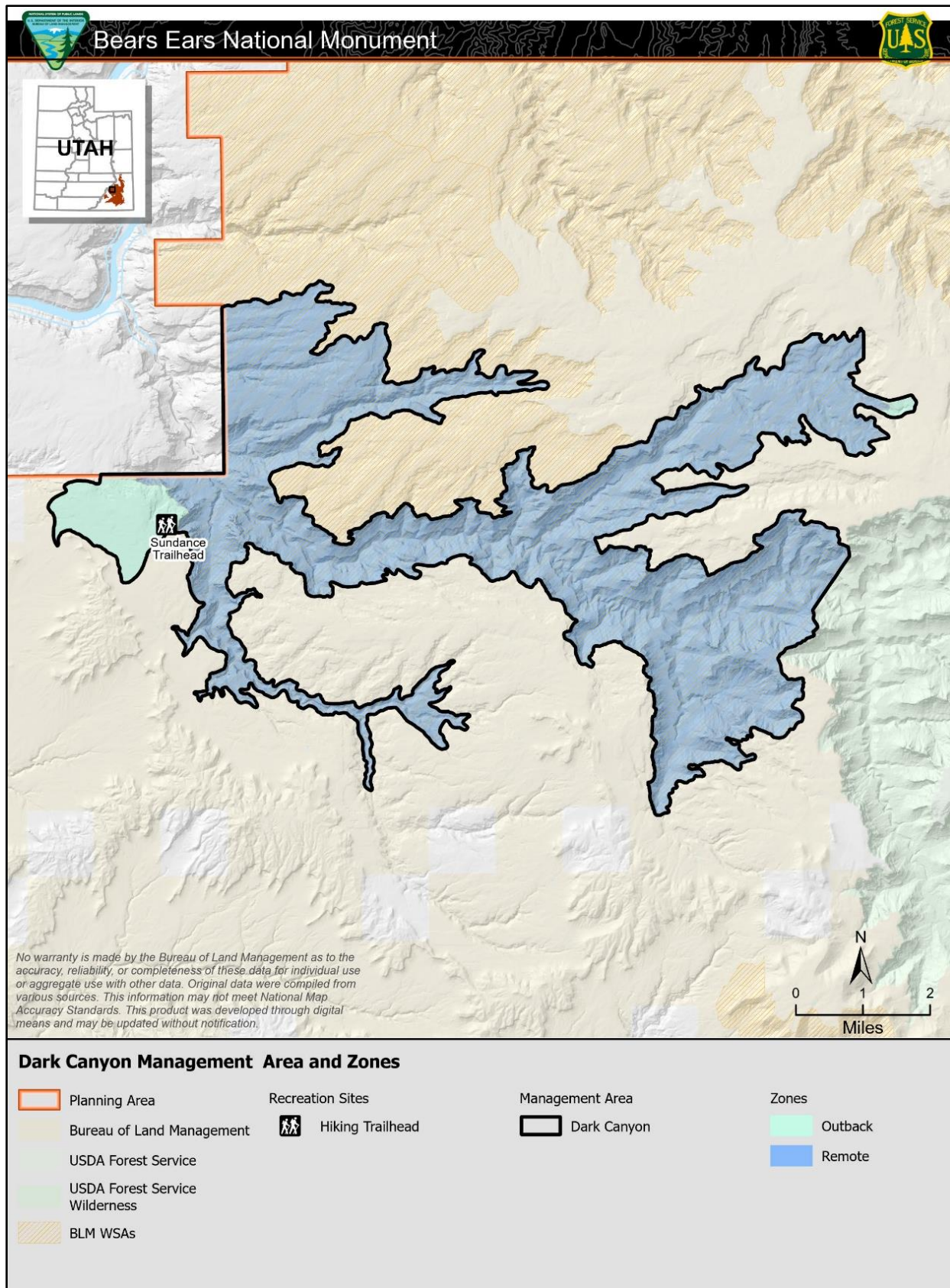


Figure G-2. Dark Canyon Management Areas and Zones.

1.3 Dark Canyon Management Area

Acres: 20,665

Rationale: Dark Canyon Management Area needs specific management to maintain a scenic backcountry experience of expansive views from within one of the deepest canyon systems in the region. This middle section of Dark Canyon on BLM lands contains multiday backpacking opportunities in a remote, roadless, and essentially unmodified natural environment. Trips in the Management Area may be combined with travel in the same drainage from the Dark Canyon Wilderness on the Manti-La Sal National Forest portion of the Monument to the Colorado River in the Glen Canyon National Recreation Area.

Objective: Steward the Dark Canyon Management Area to protect BENM objects while providing opportunities for backpacking in a remote canyon setting. The Dark Canyon WSA and Dark Canyon Suitable Wild River Segment is located within the Remote Zone to prevent impairment to their suitability for wilderness designation and wild and scenic river (WSR) designation, respectively. An area around the Sundance Trailhead is managed within the Outback Zone to allow for the development of limited facilities to clearly post recreation use rules, regulations, and ethics.

Supporting Management Action and Allowable Use Decisions:

- **Campfires:** Closed to private wood harvest. In the Remote Zone, closed to private wood harvest, including collection of and dead and down wood for campfires. Campfires are prohibited in Dark Canyon and its tributaries. Campfires are allowed only on mesa tops.

Implementation-Level Decisions:

- **Planning and coordination:** Prioritize the completion of an interagency implementation-level RAMP in coordination with the BEC and the contiguous National Forest System lands and National Park Service (NPS) units within 5 years of the issuance of this Approved RMP.
- **Permits:** If needed to reduce resource damage or encourage visitor stewardship, the BLM, in collaboration with the BEC, will create an allocated permit and fee system for these canyons to protect BENM objects and reduce user conflict.
- **SRPs/SUPs:** Until a RAMP is signed, the following stipulation will be added to SRPs:
 - To avoid disturbance to wildlife during the nesting season (March 1–August 31), the following limitations apply during the season:
 - A. The permittee will not camp within Seasonally Closed areas.
 - B. The permittee will not hike one-half hour before and after sunrise or sunset within Seasonally Closed areas.
 - C. The BLM will provide updated maps and stipulations to Dark Canyon permittees on an annual basis that will indicate closed areas or areas subject to other timing and avoidance mitigation stipulations. Maps and stipulations will be updated to reflect new information or survey results.
- **Camping:** Campsites within the canyon will be designated, and all overnight visitors will be encouraged to use these designated sites.
- **Group size:** Additional group size limitations for the Management Area will be considered in the RAMP.
- **MSO:** Educate visitors to minimize impacts to nesting MSO. Commercial guides are not allowed to use PAC areas for overnight use from March 1 to August 31. If visitation exceeds 50 people a day in the area of impact, group size limits may be implemented or camping may be limited.

Existing and Desired Conditions

Remoteness: The Dark Canyon Management Area above the rim of Dark Canyon contains the Sundance Trailhead, which is accessed from an unmaintained road. Evidence of use is limited to small, dispersed campsites. The remainder is within the Dark Canyon WSA, where some backcountry campsites are evident.

Naturalness: There are few impacts to the naturalness of the Dark Canyon Management Area. Modifications from existing resource uses are rare and are generally not visually obvious.

Visitor facilities: The only visitor facility in the Management Area is the Sundance Trailhead, which is located in the Outback Zone.

Contacts: Contacts are typically focused on the Sundance Trailhead. Due to topographic screening and distance, encounters within the canyon are rare. Group size for private groups is typically small. Group size is limited to 15 within the Remote Zone, and could be reduced in a RAMP.

Access: Access on the designated road is by 4WD or passenger cars. In the Remote Zone, access is by non-motorized/non-mechanized means only.

Interpretation and Education: Basic area maps are provided off-site. Staff are infrequently present on-site. Informational and interpretive materials will be updated and improved, including update the brochure(s) and website information.

Permits and Regulation: Regulatory and ethics signs will be added and improved at the Sundance Trailhead. A permit system will be developed within the Remote Zone.

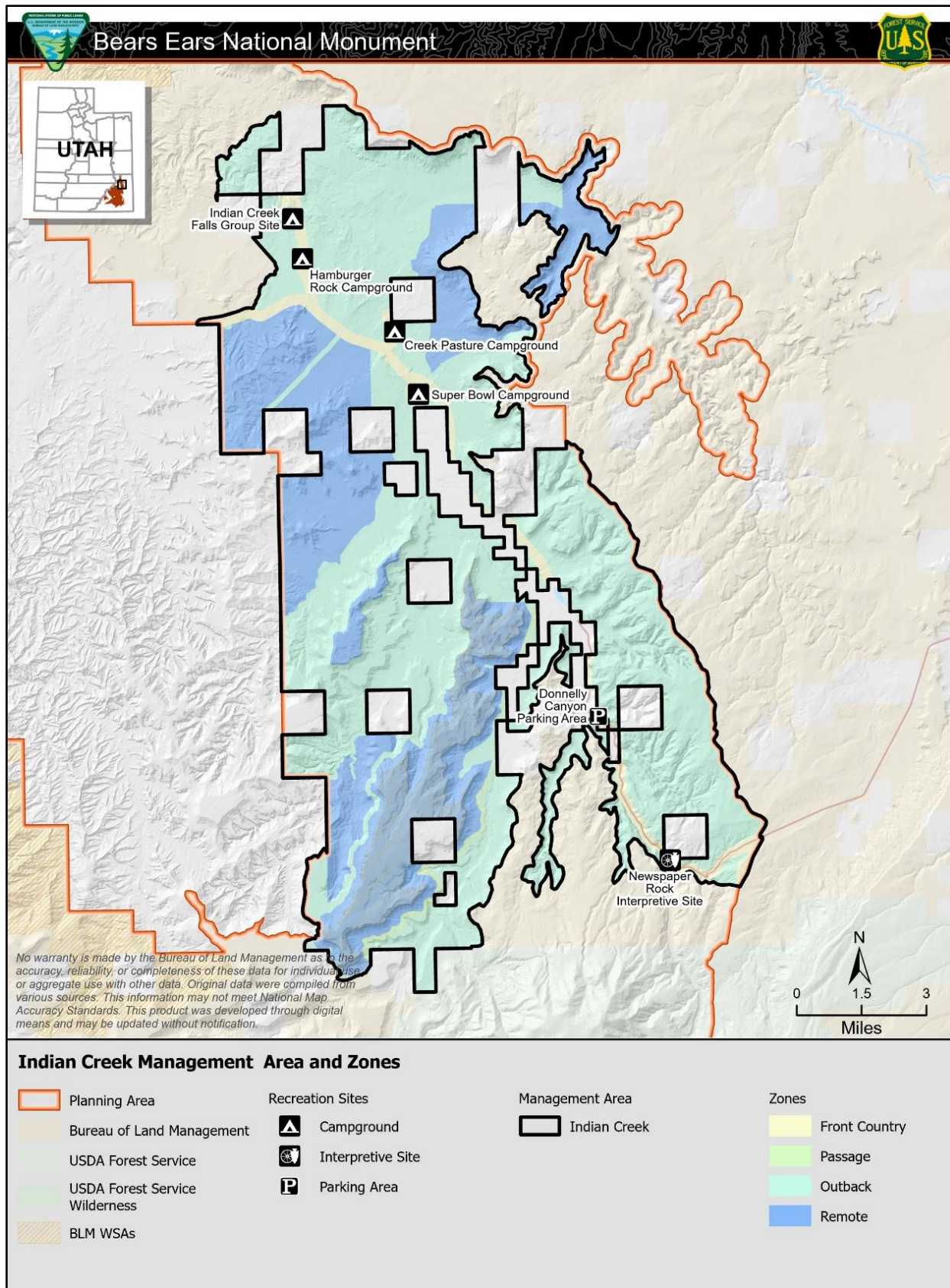


Figure G-3. Indian Creek Management Areas and Zones.

1.4 Indian Creek Management Area

Acres: 75,036

Rationale: Indian Creek is a Management Area due to the world-class crack climbing opportunities as well as cultural site visitation, camping, and scenic driving in a scenic red rock and riparian setting. SR211 in the Indian Creek Corridor is the gateway to the Needles District of Canyonlands National Park, and upward of 200,000 visitors per year stop at the developed Newspaper Rock site, which has parking, paved sidewalks, and toilets in addition to the rock imagery site. There are currently four developed campgrounds and three reservable group sites in the Indian Creek Management Area, but the demand for camping continues to grow, with several documented dispersed camping areas throughout the Management Area. The primary draw outside of the main Indian Creek Corridor is crack climbing in the Wingate sandstone cliffs, which contain rock imagery and other cultural sites. Interest in rock climbing has increase significantly in the last several years, and Indian Creek has long been an international crack climbing destination. The northern part of the Management Area is popular for OHV use and camping. Recreational pressures, including climbing, camping, and OHV riding must be managed in order to protect the fragile cultural landscape and the unique recreation experience that Indian Creek offers.

Indian Creek Management Area Objective: Steward the Indian Creek Management Area to protect BENM objects while providing opportunities for climbing, camping, and cultural site visitation in a scenic red rock setting. The Indian Creek Corridor Scenic Byway is within the Front Country Zone to allow for development of recreational facilities consistent with protection of the Byways' scenic values. Recreation use rules, regulations, and ethics are clearly posted on-site in the Front Country Zone. The Remote Zone includes the Lavender Mesa Area of Critical Environmental Concern (ACEC) to protect outstandingly remarkable values and Bridger Jack Mesa WSA to prevent impairment to its suitability wilderness designation.

Supporting Management Action and Allowable Use Decisions:

- **Campfires:** The area is unavailable for private and/or commercial use of wood products, including on-site collection of dead wood for campfires. Campfires are prohibited in the Lavender Mesa ACEC or the Shay Canyon ACEC.
- **Camping:** Shay Mesa ACEC closed to camping.
- **Paleontological Resources:** No new trail development would be allowed in Shay Canyon.
- **SRPs/SUPs:**
 - Limit the number of participants and vehicles and duration for motorized or mechanized SRPs/SUPs activities in crucial bighorn sheep lambing and rutting areas from April 1 to June 15 (lambing) and from October 15 to December 15 (rutting), unless it can be shown that the animals are not present in a specific location or the activity can be conducted so the animals are not adversely impacted.
 - Limit the number of participants and duration for motorized or mechanized SRPs/SUPs activities in crucial deer and elk winter range from November 15 to April 15, unless it can be shown that the animals are not present in a specific location or the activity can be conducted so the animals are not adversely impacted.
- **Grazing:** Unavailable for Grazing on Bridger Jack Mesa WSA and Lavender Mesa ACEC and North and South Six Shooter Peaks area.

- The following cultural sites are allocated as Public Use (Developed) because they are currently managed as Public Use sites and are currently subject to high visitation:
 - Newspaper Rock
 - Shay Canyon

Implementation-Level Decisions

- **Planning and coordination:** Prioritize the completion of an implementation-level RAMP in coordination with the BEC within 3 years of the issuance of this Approved RMP. The RAMP will address group size limits, development or removal of recreation facilities, designation of campsites, interpretation and education, and monitoring. Until the RAMP is developed, existing group size camping limitations from the 2020 ROD/MMPs and 2008 Monticello RMP remain in place.
- **Raptor closures:** Collaborate with Tribal Nations and the BEC to close active raptor nesting areas to visitation as necessary to provide for nesting success. This includes, if necessary, the temporary or permanent closure of any OHV route access to nesting areas, as well as the temporary or permanent closure of trails and climbing routes where active nests are located or nesting behavior is observed. Consider temporary and/or permanent closures during implementation-level planning.
- **SRPs/SUPs:** Until a RAMP is signed, the following stipulation will be added to SRPs:
 - To avoid disturbance to wildlife during the nesting season March 1 to August 31:
 - No activity will be allowed on or near any wall included in the seasonal climbing avoidance areas. The areas included in the avoidance areas will be periodically updated during the season by the BLM. These updates will be contingent on the results of standard wildlife surveys conducted throughout the nesting season. It is the permittees' responsibility to obtain and adhere to the most current climbing avoidance map.
 - The permittee will not hike into Donnelly Canyon past the climbing wall one-half hour before or after sunrise or sunset.
- **Camping:**
 - Camping is restricted to designated areas/sites or developed campgrounds in the Front Country Zone.
 - Designated dispersed camping will be physically delineated in the Outback Zone in the Indian Creek RAMP.
 - The existing dispersed camping closure affecting the floodplain of Indian Creek from Newspaper Rock to 9 miles upstream remains until a RAMP is completed.
- **Human and other waste:** Visitors are required to use existing toilet facilities or pack out solid human waste and dispose of it at appropriate facilities. All cans, trash, organic garbage, and refuse, including toilet paper, must be carried out. Liquid garbage may be discarded 200 feet from any water source. Dishwater must be strained and discarded 200 feet from any camps, trails, and water sources.
- **Climbing:** Access points, trails, and climbing routes that are consistent with the protection of BENM objects will continue to be allowed.
- **Climbing:** Replacement of existing bolts, anchors, and fixed gear is allowed on existing climbing routes as needed for safety reasons without prior authorization. All bolts, anchors, and fixed gear must be painted to limit visual contrast.

- **Climbing:** Any new climbing routes that require the placement of bolts, anchors or fixed gear requires approval from the BLM. Until a process for approving new routes is established, new routes will be evaluated on a case-by-case basis.

Existing and Desired Conditions

Remoteness: The Front Country Zone is situated within $\frac{1}{8}$ mile of SR-211, the paved road leading to the Needles District of Canyonlands National Park, and the Lockhart Basin Road (B112), which is an improved gravel road. The Outback Zone includes many backcountry climbing access points which may be accessed via unmaintained designated roads or hiking. The Remote Zones on top of Bridger Jack and Lavender Mesa are difficult to access, although there are two abandoned stock trails leading to the top of Bridger Jack Mesa.

Naturalness: The Front Country Zone has several rustic facilities, climbing access points, and campgrounds that are in harmony with the natural environment. Due to excellent natural screening provided by the canyon environment, these facilities are often virtually unnoticeable from common observation points such as the Indian Creek Scenic Backway. Dispersed campsites will be designated or closed and rehabilitated.

Facilities: Facilities within the Management Area include Newspaper Rock Interpretive Site, the Creek Pasture Campground and Group Site, the Superbowl Campground and Group Site, the Hamburger Rock Campground, the Indian Creek Falls Group Site, the Bridger Jack designated dispersed campsites, the Donnelly Canyon Day Use Area, the Lockhart Basin kiosk, and a set of kiosks and toilets at the North Cottonwood Road turnoff. New campgrounds and campsites may be developed in the Front Country Zone.

Contacts: Group size may be large in the Front Country Zone because many of the facilities can accommodate large groups, including groups of up to 60 under a permit at group campsites. Visitor contacts are common in the due to the presence of the highways. Newspaper Rock is the most heavily visited site in BENM, although trips tend to be 15 minutes or less. The maximum group size in the Front Country Zone is 35 without a permit (SRP or recreation use permit [RUP]). In the Outback Zone, group size is limited to 25.

Access: Access to the area is via passenger car on the highways and more rugged vehicles or on foot in the Outback.

Interpretation and Education: The BLM provides visitor information online and at several interpretive signs throughout the Front Country and Outback Zones.

Permits and Regulations: Regulations are clearly posted at interpretive sites. No permits are currently required for access to the Management Area, with the exception of developed campgrounds and group sites. Camping is limited to designated campgrounds or campsites in the Front Country and Outback Zones.

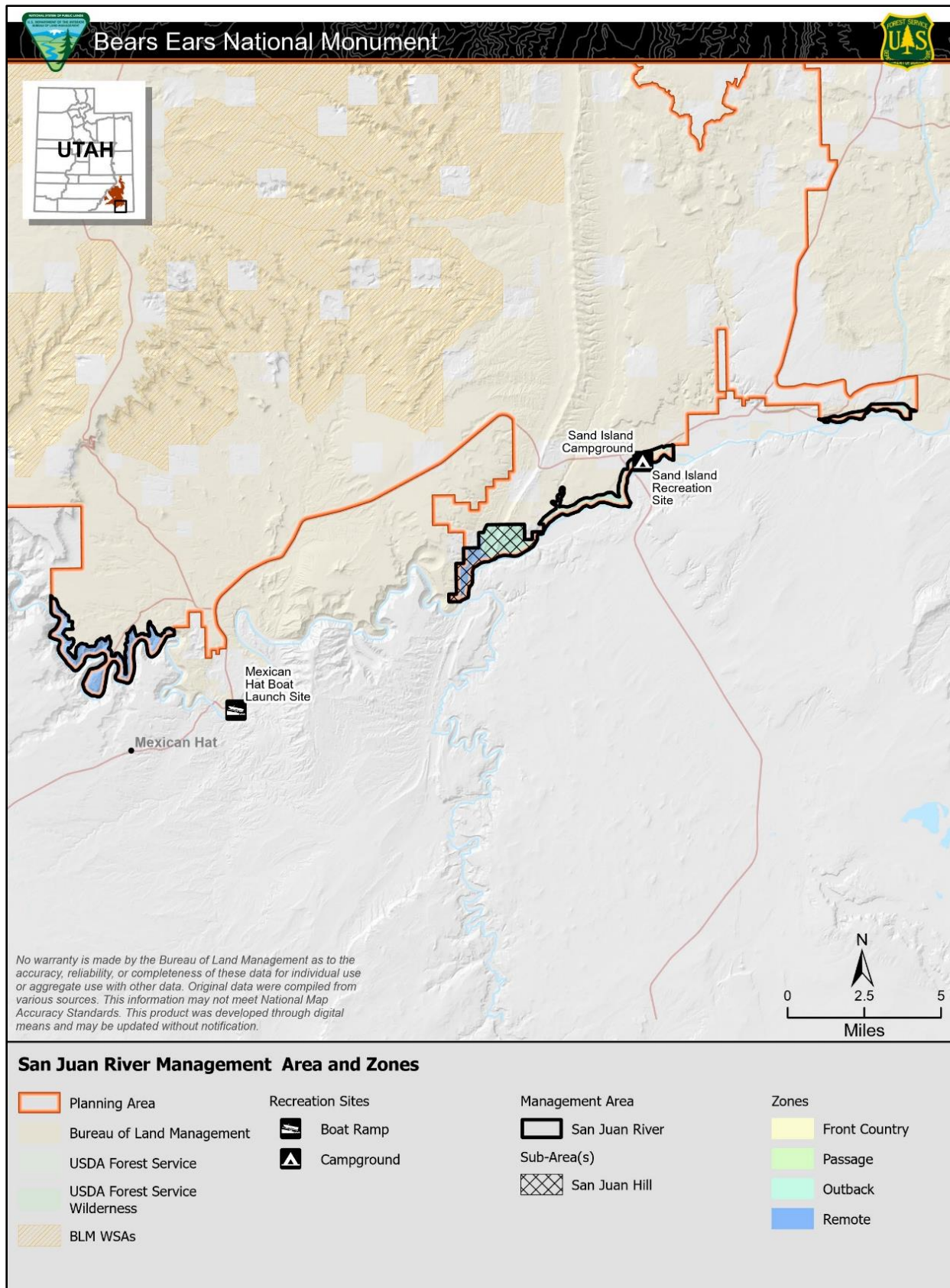


Figure G-4. San Juan River Management Areas and Zones.

1.5 San Juan River Management Area

Acres: 5,343

Rationale: The San Juan River provides a unique recreation opportunity in the American southwest to float through a remote and scenic river canyon system containing world-renowned geological formations and cultural and historic sites. River boating is the predominant recreation activity and mode of access. Approximately 11,000 visitors float the river annually. A permit and limited allocation system have been in place to float the river since 1974, and the area was identified as a BLM Special Area in 1981 to permit and allocate recreation use for the protection of natural and cultural resources and protection of the recreation experience. Increasing demand subsequently required the establishment of a permit lottery to distribute permits. Demand for this unique recreation experience, and whitewater boating on other permitted rivers in the region, has steadily grown since the initial establishment of the permit system in the 1980s. An intensive level of recreation management and operational controls are needed to continue managing this area for the protection of resources and the unique recreation experience that attracts so many visitors.

The river corridor contains multiple jurisdictions, which adds to the complexity of recreation management of the area and requires careful interagency coordination and planning with the Navajo Nation and NPS. The Management Area designation of the San Juan River should remain consistent for BLM-administered lands both within and outside the Monument to manage for a continuous and consistent San Juan River user experience.

Objective: Steward the San Juan River Management Area to protect BENM objects while providing opportunities for river boating, camping, and cultural site visitation, with integrated management between the BLM, NPS, and Navajo Nation. The Sand Island Campground and Swinging Bridge area is managed within the Front Country Zone to allow for developments to protect BENM objects and convey important rules, regulations, and ethics to visitors. An area of the river upstream of Butler Wash and a portion of the San Juan Hill Sub-Area is managed within the Outback Zone to allow for motorized access, trailheads, and limited facilities to manage visitation. The remainder of the river is managed in the Remote Zone to protect BENM objects.

Supporting Management Action and Allowable Use Decisions:

- **Motorized boating:** No private or commercial motorized use is allowed (official and emergency use allowed).
- **Campfires:** This Management Area is unavailable for wood product use, except for limited on-site collection of dead wood for campfires. Woodland use within the floodplain is limited to collection of driftwood for campfires.
- **Campfires:** Campfires allowed only with a fire pan and campfire ash should be hauled away (except for BLM-constructed fire rings at Sand Island Campground).
- **Grazing:** Grazing in the riparian area is only allowed from October 1 to May 31 and must meet or exceed proper functioning condition and incorporate rest-rotation and/or deferment systems. This includes Perkins South (outside Slickhorn Canyon), East League, and McCracken Wash Allotments.
- **VRM:** VRM Class II to allow for minimal recreation infrastructure (e.g., signs, fences, trail improvements) for the protection of BENM objects, except Sand Island as VRM Class III and San Juan WSR Suitable Segment 5 managed as VRM Class I.

- **Vegetation:** Prioritize developed facilities, designated campsites, existing and designated trails, and public use cultural sites for invasive vegetation treatment projects in the river corridor.
- The following cultural sites are allocated as Public Use (Developed) because they are currently managed as Public Use sites and are currently subject to high visitation:
 - River House (in San Juan Hill Sub-Area)
 - Butler Wash Panel (in San Juan Hill Sub-Area)
 - Hole-in-the-Rock Trail (in San Juan Hill Sub-Area)
 - San Juan Hill (in San Juan Hill Sub-Area)
 - Lower Butler Wash Panel
 - Sand Island Upper and Lower Panels

Implementation-Level Decisions:

- **Planning and coordination:** Prioritize the completion of an implementation-level RAMP in coordination with the BEC, NPS, and the Navajo Nation within 2 years of the issuance of this Approved RMP. The RAMP will include integrated and collaborative management of the entire river segment, across jurisdictions and within and outside of BENM, between Montezuma Creek and Clay Hills Crossing. The RAMP will address group size limits, development or removal of recreation facilities, designation of campsites, interpretation and education, and monitoring. Until the RAMP is developed, existing management, including but not limited to group size, allocations, and camping limitations from the 2020 ROD/MMPs and 2008 Monticello RMP remain in place.
- **Planning and coordination:** A memorandum of understanding would be signed between the NPS/Glen Canyon National Recreation Area and the Navajo Nation. This memorandum would include details on the numbers of campsites and associated permit restrictions.
- **Planning and coordination:** The Bluff River Trail system is managed in coordination with Bluff community partners and private landowners to provide non-motorized, land-based opportunities for visitors and community members to access the river.
- **Permits:** River trips on the San Juan River downstream of Sand Island require an ISRP. Permits are issued to private users through a permit lottery and reservation system.
- **Launch limits:** Launch limits and permit allocations are maintained year-round to protect BENM objects, provide recreation experiences, and maintain a level of use that is commensurate with campsite and boat ramp capacity.
- **Commercial/private allocations:** Commercial and private use allocations are adaptive and determined based on the relative visitor demand for self-supported (private) and guided (commercial) recreation opportunities, and preceding actual use trends. Allocations sustain the viability of both types of visitor opportunities. The specific commercial/private allocation in the 2008 Monticello RMP remain in effect until superseded by the San Juan River RAMP or other future implementation-level planning.
- **Camping:** The BLM will collaborate with the BEC and Tribal Nations and the NPS to manage camping and other recreational activities consistent with the protection of BENM objects.
- **Camping:** Camping in the Front Country Zone is limited to the developed Sand Island Campground.
- **SRPs:** No competitive events. Vending permits are limited to vehicle/visitor shuttle operations. A cap on commercial SRPs for river guiding will be established in a RAMP or other implementation-level planning.

- **Group size:** A maximum group size limit is applied to all private and commercial river trips to protect BENM objects and maintain a level of use that is commensurate with campsite and boat ramp capacity. The group size limit in the 2008 Monticello RMP remains in effect until superseded by the San Juan River RAMP or other future implementation-level planning.
- **Human waste:** All solid human waste must be packed out and disposed of at appropriate facilities.
- **Pets:** Pets are prohibited for river boating activities downstream of Sand Island or at the Honaker Trail.

Existing and Desired Conditions

Remoteness: The Front Country Zone is within $\frac{1}{8}$ mile of the U.S. Highway (US) 163 and 191 corridors. A paved road provides access to Sand Island and a maintained road provides access to the Swinging Bridge area. Otherwise, there are very few roads within the Management Area that provide access to the river. Most roads are separated from the Management Area by deep canyon walls. There are no roads within the suitable-wild WSR segment.

Naturalness: Within the Front Country Zone, the character of the natural landscape is partially modified by existing visitor facilities, utility lines, fences, corrals, and highway corridor infrastructure. Sounds of people can be regularly heard most times of the year. The suitable-wild WSR segment features a predominantly undisturbed natural landscape. Segments upstream have some modifications, but they are rare and not visually obvious. Areas of alteration are mostly limited to dispersed campsites and foot trails. Outside of the Front Country Zone and San Juan Hill Sub-Area, sounds of people are infrequent except in a few popular camping areas where camps are in close proximity.

Facilities: The Management Area features rustic facilities, including a developed campground, boat ramp, picnic area, ranger station and staff housing, parking area, and the Bluff River Trail. Outside of Sand Island and the San Juan Hill Sub-Area, facilities are limited to rare trails constructed with native materials. There are no structures.

Contacts (average): Sand Island is an easily accessible and popular destination for a variety of recreation users due to its campground, river access, day use areas, and trail access. Contacts with other groups are common most times of the year, and group size at the group campgrounds can be up to 40. Group size in the Front Country Zone is limited to 35, unless under an SRP or RUP. On the river, the number of contacts can vary based on how close together and the pace at which groups are travelling through the linear corridor, but generally a group can expect less than six contacts because of permit launch limits. The permitting system limits private groups to a maximum group size of 25 and commercial groups to a maximum group size of 33. Group sizes may be adjusted in a RAMP.

Access: Sand Island is primarily accessed by passenger cars from US-163 via a less-than-0.5-mile paved road. A maintained concrete boat ramp provides river access. The Swinging Bridge area is accessed primarily by passenger cars via a maintained road, and there is an unmaintained boat launching area for river access. Outside of Sand Island and the San Juan Hill Sub-Area, access is predominantly limited to river boating and foot.

Existing and Desired Conditions

Interpretation and Education: Sand Island includes interpretive trails and educational infrastructure, including an underused visitor contact station and interpretive kiosks on the boat ramp and at the Lower Sand Island Panel. River rangers and volunteers are often present to check permits and assist visitors. Maps, brochures, and trip planning information are provided online and there is a dedicated phone line and email address for river inquiries. Rangers frequently conduct river monitoring patrols. The Bluff River Trail and lower Sand Island Panel will have accessible interpretation.

Permits and Regulations: Use has been regulated and allocated through a permit system for approximately 40 years to maintain the recreation setting and protect resources. A lottery is used to distribute limited allocation for the high-demand recreation season, with released and low-use season permits being available on a first-come, first-served basis. Minimal on-site posts and signs are present within the river corridor.

1.5.1 San Juan Hill Sub-Area

Acres: 1,693

Rationale: San Juan Hill Sub-Area is a distinct area within the San Juan River Management Area due to the concentration of Public Use cultural sites (e.g., River House, Lower Butler Wash Panel) and historical, heritage tourism sites (e.g., San Juan Hill, Barton Trading Post), which attract both river users and land-based, motorized recreation users. The Sub-Area is the only area within the Management Area where river recreation use and land-based, motorized recreation use and access significantly converge. The concentration of popular sites and the presence of motorized access result in much higher visitation within the Sub-Area compared to other areas within the Management Area, which are largely constrained by the ISRP system. Specific objectives and management are needed for the protection of the cultural and heritage tourism sites within the Sub-Area and to reduce the potential for recreation use conflicts.

Objective: Steward the San Juan Hill Sub-Area to protect BENM objects while allowing opportunities for both land-based and river-based cultural site visitation and heritage tourism activities. The area containing a dense collection of cultural sites around the Hole-in-the-Rock Trail and River House is managed within the Outback Zone to allow for education and interpretation of these Monument objects. The remainder of the Sub-Area is in the Remote Zone to protect the undeveloped experience on the San Juan River.

Supporting Management Action and Allowable Use Decisions:

- **Camping:** This Sub-Area is day use only, except for camping in designated campsites under a San Juan River ISRP.
- The Hole-in-the-Rock Trail is managed for heritage tourism in consultation with the Utah State Historic Preservation Office, interested stakeholder groups, the BEC, and Tribal Nations.

Existing and Desired Conditions

Remoteness: Most of the Sub-Area is more than 150 feet from roads but the most commonly visited sites and trail parking areas within the Sub-Area (i.e., River House, San Juan Hill, Barton Trading Post, Lower Butler Wash Panel) are located within 150 feet of unmaintained roads.

Naturalness: The area contains fences, remnants of historical structures, kiosks, signs, and natural surface parking areas. Small areas of alteration include parking areas at Public Use Sites, social trails, and dispersed campsites along the river. The sounds of people can occasionally be heard in the area.

Facilities: Short trails in the area are user-created social trails or are made of mostly native materials. There are several small informational kiosks at public use sites. Informational and interpretive kiosks will be enhanced, and recreation use rules, regulations, and ethics are clearly posted on-site and at major access points.

Contacts (average): Although sites within the Sub-Area have more visitation than most of the river corridor, contacts with other groups are limited because users tend to spend a short duration of time at Lower Butler Wash, River House, and other sites before leaving the area or returning to camp. Although the average group size is seven to 12 (San Juan River average group size is nine) larger groups frequently visit the area, including large river groups (maximum group size is 25) and heritage tourism and OHV SRP groups.

Access: The area is limited to access by boat from the San Juan River or 4WD vehicles from a single unmaintained road.

Interpretation and Education: There are small informational kiosks at River House, Lower Butler Wash Panel, and San Juan Hill. A brochure is available for River House. Rangers are infrequently on-site. More informational and interpretive information will be provided.

Permits and Regulations: Land-based access is not under permit. River access is limited and regulated by river permit system. Rules, regulations, and ethics signs will be clearly posted. Camping is designated and is limited to river users (no vehicle-supported camping or backpacking).

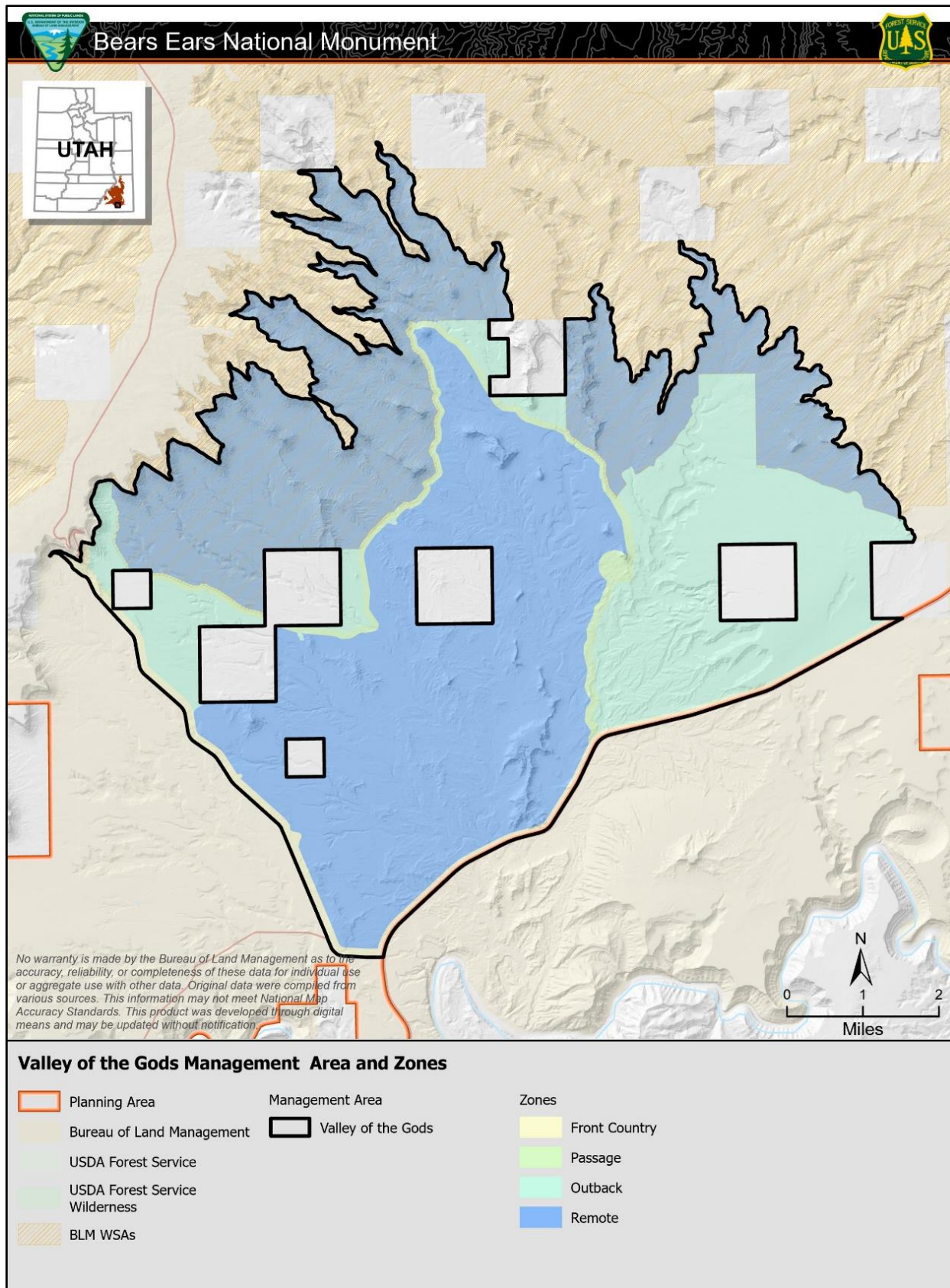


Figure G-5. Valley of the Gods Management Areas and Zones.

1.6 Valley of the Gods Management Area

Acres: 34,395

Rationale: Due to the area's high scenic quality, naturalness, and easy accessibility, Valley of the Gods is a popular recreation destination for scenic driving and dispersed camping. The area is easily accessible via an unpaved, maintained passenger car road adjacent to US-163 and SR-261. Large geological features, often compared to those of Monument Valley, dominate the area extending from SR-261 to the southern cliffs of Cedar Mesa in the Road Canyon WSA. Approximately 60,000 people visit Valley of the Gods annually to see these scenic features. User-created dispersed camping sites are prolific along the primary improved road. Due to the high level of visitation, recreation uses need specific management for the protection of Monument objects in Valley of the Gods.

Objective: Steward the Valley of the Gods Management Area to protect BENM objects while providing opportunities for scenic driving and camping. The Trail of the Ancients National Scenic Byway is within the Front Country Zone to allow for development of recreational facilities consistent with protection of the byway's scenic values. A corridor around the Valley of the Gods Road is managed within the Passage Zone to allow for vehicle access and infrastructure to manage camping. Recreation use rules, regulations, and ethics are clearly posted on-site in the Passage and Front Country Zones. The Remote Zone includes the Valley of the Gods ACEC to protect scenic outstandingly remarkable values and Road Canyon WSA to prevent impairment to its suitability for wilderness designation.

Supporting Management Action and Allowable Use Decisions:

- **VRM:** The Valley of the Gods ACEC is managed as VRM Class I with the exception of the Passage Zone, which is managed as VRM Class II.
- **ROW:** ROW exclusion (within ACEC)
- **Campfires:** Unavailable for private and/or commercial use of wood products, including collection of dead and down wood for campfires. Campfires only in agency-provided fire rings.

Implementation-Level Decisions:

- **Planning and coordination:** Prioritize completion of an implementation-level RAMP in collaboration with the BEC within 5 years of issuance of this Approved RMP. The RAMP will address camping designations and limitations.
- **Human waste:** Solid human waste must be carried out and disposed of at appropriate facilities.
- **Camping:** Camping areas will be designated. Once designated, camping will be limited to those areas, and permits will be required for dispersed camping.

Existing and Desired Physical RSCs

Remoteness: The vast majority of visitors experience Valley of the Gods within the Passage Zone around Valley of the Gods Road (B242), which is a large, maintained gravel road. The area also includes portions of the remote Road Canyon WSA and the seldom accessed and mostly unroaded valley in which the geological features sit.

Naturalness: Areas of modification are concentrated along the Valley of the Gods Road and primarily consist of dispersed vehicle campsites. A campground might be developed, or campsites might be designated and delineated to prevent further modification. These areas, if designated, will be concentrated along the Valley of the Gods Road in order to leave large unroaded areas within the Remote Zones.

Facilities: The kiosks at either end of the Valley of the Gods Road will be improved, and a campground will be developed or campsites will be designated.

Contacts (average): Contacts are common on the paved highway and the gravel road but are uncommon outside of these areas. Large groups are common due to the maintained road. Group size in the Passage Zone is limited to 30 without an SRP or RUP.

Access: Within the Front Country and Passage Zone, access is via passenger vehicles. The Outback Zone includes some small unmaintained roads, which can be accessed with a 4WD vehicle. Within the Remote Zone, access is on foot only.

Interpretation and Education: Visitor services and information are minimal and are currently limited to small parking areas with two kiosks and temporary toilets at either end of the Valley of the Gods Road and a small trifold brochure available in print or online. Parking areas will be improved, which may include adding information about camping and vault toilets.

Permits and Regulations: Camping is limited to a campground or to designated sites, and permits are required for dispersed camping.

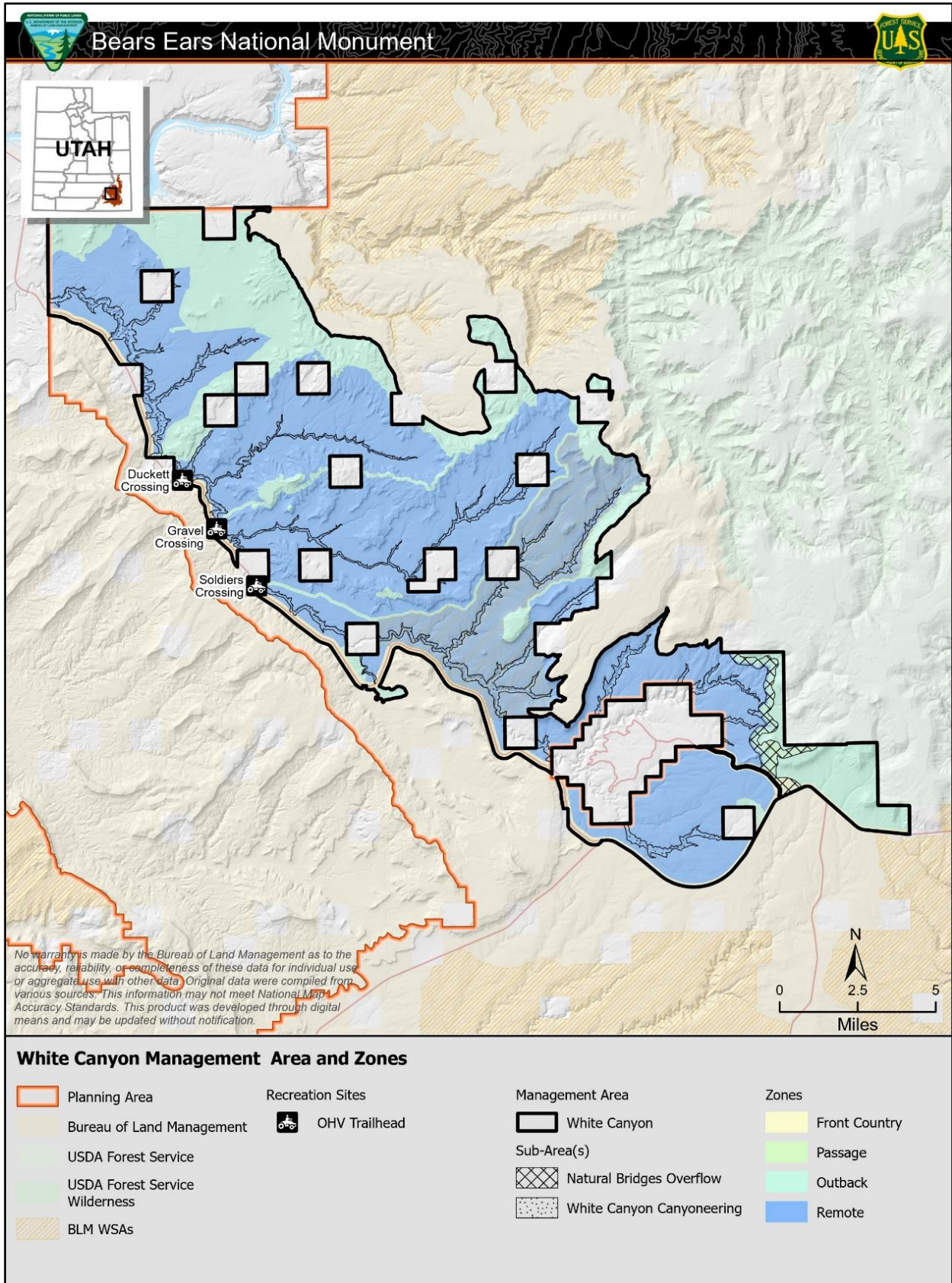


Figure G-6. White Canyon Management Areas and Zones.

1.7 White Canyon Management Area

Acres: 118,452

Rationale: Within White Canyon and its tributaries, non-technical and technical canyoneering and backpacking are popular recreation activities. Outside of the canyons, scenic driving on designated roads and OHV trails are common activities, along with dispersed camping. Dispersed camping is particularly common and dense in the area surrounding Natural Bridges National Monument. Specific management for recreation activities occurring within the canyon system and the areas outside of the canyons is needed for the protection of Monument objects.

Objective: Steward the White Canyon Management Area to protect BENM objects while providing opportunities for canyoneering, backpacking, scenic driving (scenic byway and OHV), and dispersed camping. The Bicentennial Highway Scenic Byway is within the Front Country Zone to allow for development of recreational facilities consistent with protection of the Byway's scenic values. Recreation use rules, regulations, and ethics will be clearly posted on-site at access points within the Front Country Zone. Designated roads and OHV trails within the Outback Zone allow for motorized access. The Remote Zone includes the Cheesebox Canyon WSA to prevent impairment to the suitability for designation as wilderness and LWC areas managed for those characteristics to protect wilderness characteristics.

Supporting Management Action and Allowable Use Decisions:

- **SRPs/SUPs:**
 - Limit the number of participants and vehicles and duration for motorized or mechanized SRPs/SUPs activities in crucial bighorn sheep lambing and rutting areas from April 1 to June 15 (lambing) and from October 15 to December 15 (rutting), unless it can be shown that the animals are not present in a specific location or the activity can be conducted so the animals are not adversely impacted.

Implementation-Level Decisions:

- **Planning and coordination:** Prioritize completion of an implementation-level RAMP in collaboration with the BEC within 5 years of issuance of this Approved RMP. The RAMP will address group sizes, facility development and removal, camping designations, SRP limitations, and permits (if needed).
- **SRPs/SUPs:** Until a RAMP is signed, the following stipulations will be added to SRPs:
 - To avoid disturbance to wildlife during the nesting season (March 1–August 31), the following limitations apply during the season:
 - A. Permittees will not camp within Seasonally Closed areas (see map attached to permit). Campsites must be located more than 180 feet from the canyon rim in these areas.
 - B. Permittees will not hike one-half hour before and after sunrise or sunset within Seasonally Closed areas.
 - C. The BLM will provide updated maps and stipulations to White Canyon area permittees on an annual basis that will indicate closed areas or areas subject to other timing and avoidance mitigation stipulations. Maps and stipulations will be updated to reflect new information or survey results.
- **Group size:** Group size limits will be established in implementation-level planning.
- **Bicentennial Highway Scenic Byway:** The entire Management Area will have minimal infrastructure to protect the viewshed of the scenic byway. This includes signs for trailheads

and for motorized and non-motorized use, including Soldier's Crossing, Duckett Crossing, Gravel Crossing, and Black Hole. Signs would be maintained and improved to provide for the protection of BENM objects.

Existing and Desired Conditions

Remoteness: The Management Area within the Front Country Zone is within 1/8 mile of SR-95. The remainder of the area includes a network of maintained and unmaintained roads within the Outback Zone, including the Woodenshoe Road (B256), Jacob's Chair OHV Trail, the Sundance Trailhead access, and the Deer Flat Road. The Management Area encompasses a large area of Remote Zone, most of which is more than 1/8 mile from any roads or trails.

Naturalness: The Front Country Zone includes several visible modifications, including four recreational trailheads, old mining operations, modern gravel pits, range facilities, and a designated air strip. In other zones, with the exception of several historic structures, mining infrastructure, and abandoned historic vehicles, there are small, dispersed campsites along the roads and the sounds of other people is infrequent. Modifications from existing resource uses are rare and are generally not visually obvious.

Facilities: There are four OHV/canyoneering trailheads located within this Management Area: Soldier's Crossing, Duckett Crossing, Paiute Pass, and Gravel Crossing, as well as informal parking areas for the Black Hole. The trailheads will be developed and improved to provide better visitor orientation and etiquette information.

Contacts (average): Activities in the Management Area (outside of the Sub-Areas) are mostly focused on and along the County B and D Roads. In these areas, visitors can expect seven to 15 contacts per day. Most groups are small (two to four people), but large SRP and multi-family groups camp or drive in the area.

Access: Access within the Front Country Zone is by passenger vehicle. The remainder Management Area is primarily accessed by 4WD vehicles and all-terrain vehicles (ATVs)/side-by-sides and includes a mix of well-maintained natural surface roads and more rugged narrow trails.

Interpretation/Education: The trailheads will be maintained and improved to provide visitor orientation and etiquette information.

Permits and Regulations: Posted rules and regulations at trailheads that serve the Management Area will be improved.

1.7.1 White Canyon Canyoneering Sub-Area

Acres: 7,025

Rationale: Within White Canyon and its tributary canyons (Gravel, Long, Short, Cowboy, Fry, Cheesebox, Armstrong, Horse Tanks, Fort Knocker, Nook, Tuwa, K & L, Hideout, and Burch), non-technical and technical canyoneering and backpacking are the predominant recreation activities. Specific management of these activities within the canyons is needed for the protection of Monument objects and the maintenance of predominantly remote physical and social recreation settings.

Objective: Steward the White Canyon Canyoneering Sub-Area to protect BENM objects while providing opportunities for canyoneering and backpacking. This Sub-Area is within the Remote Zone to prevent impairment to the suitability of Cheesebox Canyon for designation as wilderness and to protect wilderness characteristics in LWC areas managed for those characteristics.

Supporting Management Action and Allowable Use Decisions:

- **Campfires:** Canyons are closed to private wood harvest, including collection of and dead and down wood for campfires. Campfires are prohibited in canyons.

Implementation-Level Decisions

- **SRPs:** Limits on the amount of SRP use will be determined through the RAMP.
- **Canyoneering:** Replacement of existing bolts, anchors, and fixed gear is allowed on existing canyoneering routes as needed for safety reasons without prior authorization.
- **Canyoneering:** Any new canyoneering routes that require the placement of bolts, anchors or fixed gear requires approval from the BLM. Until a process for approving new routes is established, new routes will be evaluated on a case-by-case basis.

Existing and Desired Conditions
<p><i>Remoteness:</i> Aside from trailheads and access points, the White Canyon Canyoneering Sub-Area is located entirely under the rims of the canyons. Although some of these canyons are within proximity of roads, the sheer canyon walls screen and enhance the quality of remoteness.</p> <p><i>Naturalness:</i> There are few impacts to the Sub-Area’s naturalness other than trailheads and access points on the perimeter. Canyoneers have installed permanent anchors and hardware at obstacles. Impacts to naturalness include several small backpacking campsites.</p> <p><i>Facilities:</i> There are no visitor facilities within the Sub-Area, but it is served by four OHV/canyoneering trailheads in the Front Country Zone.</p> <p><i>Contacts:</i> Due to the isolation provided by the canyons, contacts are limited. Group size in the Remote Zone is limited to 15, and a permit system may further limit group size.</p> <p><i>Access:</i> There are no roads within the Sub-Area. Access is by foot and technical canyoneering only.</p> <p><i>Interpretation and Education:</i> Visitor information at the trailheads within the Front Country Zone that serve the Sub-Area) will be improved.</p> <p><i>Permits and Regulations:</i> Rules and regulations will be clearly posted at the trailheads in the Front Country Zone that serves the Sub-Area.</p>

1.7.2 Natural Bridges Overflow Sub-Area

Acres: 1,659

Rationale: Dispersed camping in user-created campsites has proliferated along the Deer Flat Road (B254) and Bears Ears Road (B228) immediately east of Natural Bridges National Monument. Specific management is needed to regulate dispersed camping activities along the maintained roads in this area, prevent the spread of additional user-created campsites, and protect Monument objects.

Objective: Steward the Natural Bridges Overflow Sub-Area to control dispersed camping activities and limit the proliferation and expansion of user-created campsites. The area adjacent to SR-95 and SR-275 (Natural Bridges Highway) is within the Front Country Zone to allow for development of facilities needed to manage camping, while the remainder of the Sub-Area is within the Outback Zone to protect the scenic values of the Elk Ridge Road Backcountry Byway.

Implementation-Level Decisions:

- **Camping:** Focus on mitigating the impacts of dispersed camping, either through designating dispersed campsites in the Outback Zone or by developing a campground in the Front Country Zone.

Existing and Desired Conditions

Remoteness: Portions of the Sub-Area are within the Front Country Zone around SR-275. The remainder of the Sub-Area follows the Deer Flat Road and Bears Ears Road, which are both maintained roads.

Naturalness: Impacts to naturalness may include a developed campground or designated dispersed sites as well as improved regulatory signage.

Facilities: A campground may be developed, or dispersed campsites may be designated. Regulatory and ethics signs or kiosks will be added at major access points.

Contacts (average): Because dispersed campsites are along popular maintained roads and in close proximity to Natural Bridges National Monument and the Bears Ears Buttes, contacts are frequent.

Group size (average): Most groups are small (two to four people), but large SRP and multi-family groups camp in the area.

Evidence of use: A campground might be developed, or campsites will be designated and delineated to limit and prevent further modification but will be concentrated along the roads. User-created dispersed campsites are removed, and evidence of that kind of use is rare.

Access: The area is accessed by both passenger cars and 4WD vehicles.

Interpretation and Education: Informational and interpretive materials will be provided. Staff will be on-site frequently.

Permits and Regulations: A campsite will be developed or dispersed camping will be designated. All camping will be restricted to developed sites. Rules, regulations, and ethics will be clearly posted.

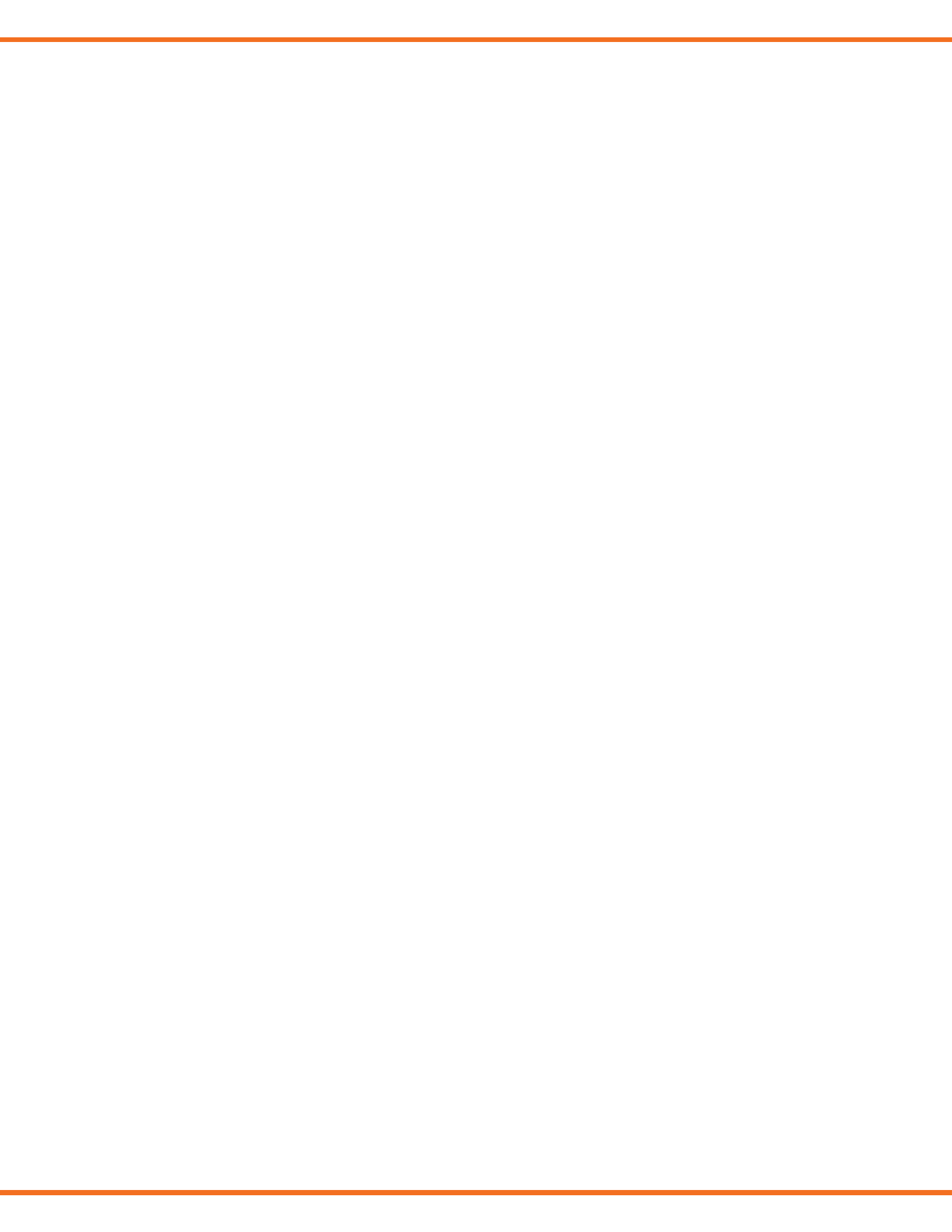
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APPENDIX H

Travel Management Plan Criteria

(This appendix applies only to Bureau of Land Management-administered lands)



1 BUREAU OF LAND MANAGEMENT TRAVEL MANAGEMENT PLAN CRITERIA FOR AREA DESIGNATIONS

At the land use planning level, the Bureau of Land Management (BLM) is required to designate all public lands as areas open, limited, or closed to motorized travel activities, as defined in 43 Code of Federal Regulations (CFR) 8340.0-5. The off-highway vehicle (OHV) area designations in the Bears Ears National Monument (BENM) Approved Resource Management Plan will apply only to public lands managed by the BLM in BENM and will recognize current valid existing rights. Decisions regarding OHV travel will be consistent with the BLM's national OHV strategy.

In general, policy guidance in 43 CFR 8342.1 lists the following OHV designation criteria that the BLM must meet in the travel planning process:

1. **Cultural and natural resources:** Designations must minimize damage to all cultural and natural resources; examples include historic and archaeological sites and soil, water, air, vegetation, and scenic values.
2. **Wildlife:** Designations must minimize harassment of wildlife and significant disruption of wildlife habitat with special attention given to protect endangered or threatened species and their habitats.
3. **Conflict resolution:** Designations must minimize conflicts between OHV use and other existing or proposed recreational uses to ensure the compatibility of such uses, taking into account noise and other factors.
4. **Wilderness:** Designations must not be located in officially designated wilderness areas or primitive areas, nor may they impair the wilderness suitability of lands under consideration for inclusion in the wilderness system (i.e., wilderness study areas).

In addition to the standard criteria listed in 43 CFR 8342.1, the designation of roads, trails, and areas within BENM must take into account the protection of BENM objects as described in Proclamation 10285.

2 BUREAU OF LAND MANAGEMENT PRELIMINARY TRAVEL MANAGEMENT PLAN CRITERIA FOR ROAD AND TRAIL DESIGNATIONS

Proclamation 9558, incorporated by reference into Proclamation 10285, requires that designation of new roads or trails for public motorized vehicle use must be limited to routes necessary for public safety or protection of BENM objects. Designation criteria for roads and trails will include all standard and Proclamation 10285-specific criteria listed above, with additional designation criteria chosen in coordination with the Bears Ears Commission. Additional criteria may include, but is not limited to, the following:

1. **Access:** Designations must consider requirements to access culturally significant resources (such as American Indian sacred sites, traditional cultural properties, cultural landscapes, plant communities and gathering areas, wood gathering locations, and springs), recreational uses, facilities maintenance for both agency and permitted users, and rights-of-way.

2. **State and private lands:** Designations must consider the access and use needs for roads and trails within state and privately held inholdings and edge holdings, including legal access requirements based on valid and existing rights.
3. **Hazards:** Designations must eliminate, mitigate, or minimize travel in areas of extreme natural or human-made hazards and separate uses in situations where safety factors present unacceptable risks (e.g., rifle ranges, open mines, and proposed campgrounds).

Until implementation-level travel planning, maintain the following trails for non-motorized and non-mechanized use, as identified in the 2008 Monticello Travel Plan (for BLM-administered lands), as amended (included as Appendix O in the *Bureau of Land Management Monticello Field Office Record of Decision and Approved Resource Management Plan* [BLM 2008]). Prior to implementation-level travel planning, the agencies may prohibit specific uses (i.e., hiking, stock) on individual trails listed below due to unsafe conditions or unresolved resource concerns, consistent with federal law and regulation:

- **Open to Foot Travel:** Kane Gulch, Todie Canyon, Bullet Canyon, Sheiks Canyon, Government Trail, Collins Canyon, Slickhorn Canyon, Point Lookout Canyon, Grand Gulch (from the junction to the San Juan River), Fish Canyon, Owl Canyon, Road Canyon, McLoyd Canyon, Lime Creek Canyon, North Mule Canyon, South Mule Canyon, Lower Mule Canyon from Comb Wash, Mule Canyon or Cave Canyon Towers, Arch Canyon, John's Canyon, Honaker Trail, Dark Canyon (Sundance Trail), Fable Valley Trail, Salt Creek Mesa Trail, Butler Wash Interpretative Trail, Sand Island Petroglyph Trail, Shay Canyon Petroglyph Trail, Newspaper Rock Trail, Salvation Knoll Trail, Monarch Cave Trail, Fish Mouth Trail, Cold Springs Trail, Procession Panel Trail, Wolf Man Panel Trail, Moon House Trail, Ball Room Cave Trail, Bridger Jack Mesa, Super Crack Buttress, Cat Wall, Broken Tooth Wall, Scarface, Battle of the Bulge, Blue Gramma, 4x4 Wall, Donnelly, Pistol Whipped, Fin Wall, Second Meat Wall, Original Meat Wall, Tenderloins Wall, Optimator Wall, Sparks Wall, and Way Rambo.
- **Open for Stock Day Use:** Bullet Canyon from Grand Gulch to Jailhouse Ruin. Two miles upstream Fish Canyon from the confluence with Owl Canyon, McLoyd Canyon to impassable pour-off, and Owl Canyon to Nevill's Arch. Kane Gulch, Collins Canyon, Government Trail, Grand Gulch from Kane Gulch to Collins Canyon, Fish Creek Canyon from Comb Wash to the confluence with Owl Canyon, Mule Canyon South of State Route 95, Road Canyon, Lime Creek Canyon, John's Canyon, and Arch Canyon.
- **Open for Stock Overnight Use:** Kane Gulch, Government Trail, Collins Canyon, Grand Gulch (from Kane Gulch to the junction of Collins Canyon; no stock below Collins Canyon), Fish Canyon (from Comb Wash to the confluence with Owl Canyon), Road Canyon, Lime Creek Canyon, Lower Mule Canyon from Comb Wash, Arch Canyon, John's Canyon, and Salt Creek Mesa Trail.

3 LITERATURE CITED

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APPENDIX I

Desired Wildland Fire Condition and Condition Class on Bureau of Land Management- Administered Lands

(This appendix applies only to Bureau of Land Management-administered lands)



Table I-1. Ecological Systems

Row Labels	Sum of Count (%)
Colorado Plateau Pinyon-Juniper Woodland	32.97
Colorado Plateau Blackbrush-Mormon-tea Shrubland	21.94
Colorado Plateau Mixed Bedrock Canyon and Tableland	14.58
Colorado Plateau Pinyon-Juniper Shrubland	12.68
Southern Rocky Mountain Ponderosa Pine Woodland	3.86
Inter-Mountain Basins Big Sagebrush Shrubland	2.35
Inter-Mountain Basins Mixed Salt Desert Scrub	1.60
Southern Rocky Mountain Dry-Mesic Montane Mixed Conifer Forest and Woodland	1.15
Rocky Mountain Gambel Oak-Mixed Montane Shrubland	1.09
Inter-Mountain Basins Semi-Desert Shrub-Steppe	0.98
Great Basin and Intermountain Ruderal Shrubland	0.87
Southern Colorado Plateau Sand Shrubland	0.85
Rocky Mountain Lower Montane-Foothill Shrubland	0.76
Rocky Mountain Cliff Canyon and Massive Bedrock	0.51
Rocky Mountain Aspen Forest and Woodland	0.44
Inter-Mountain Basins Shale Badland	0.40
Western Cool Temperate Pasture and Hayland	0.36
Developed-Roads	0.32
Rocky Mountain Lower Montane-Foothill Riparian Woodland	0.21
Inter-Mountain Basins Greasewood Flat	0.21
Inter-Mountain Basins Montane Sagebrush Steppe	0.20
Western Cool Temperate Urban Shrubland	0.17
Southern Rocky Mountain Mesic Montane Mixed Conifer Forest and Woodland	0.15
Inter-Mountain Basins Semi-Desert Grassland	0.13
Colorado Plateau Mixed Low Sagebrush Shrubland	0.12
Inter-Mountain Basins Active and Stabilized Dune	0.11
Inter-Mountain Basins Mat Saltbush Shrubland	0.11
Great Basin and Intermountain Introduced Annual Grassland	0.10
Great Basin and Intermountain Introduced Annual and Biennial Forbland	0.09
Western Cool Temperate Fallow/Idle Cropland	0.07
Great Basin and Intermountain Introduced Perennial Grassland and Forbland	0.07
Interior West Ruderal Riparian Scrub	0.07
Southern Rocky Mountain Montane-Subalpine Grassland	0.05
Rocky Mountain Subalpine Dry-Mesic Spruce-Fir Forest and Woodland	0.05
Interior Western North American Temperate Ruderal Grassland	0.05
Western Cool Temperate Urban Evergreen Forest	0.04
Open Water	0.04
Interior West Ruderal Riparian Forest	0.03

Row Labels	Sum of Count (%)
Rocky Mountain Subalpine-Montane Mesic Meadow	0.03
Interior Western North American Temperate Ruderal Shrubland	0.03
Western Cool Temperate Close Grown Crop	0.02
Western Cool Temperate Urban Herbaceous	0.02
Inter-Mountain Basins Aspen-Mixed Conifer Forest and Woodland	0.02
Rocky Mountain Lower Montane-Foothill Riparian Shrubland	0.02
Western Cool Temperate Developed Shrubland	0.02
North American Arid West Emergent Marsh	0.01
Western Cool Temperate Wheat	0.01
Rocky Mountain Alpine Bedrock and Scree	0.01
Western Cool Temperate Developed Evergreen Forest	0.01
Rocky Mountain Alpine-Montane Wet Meadow	0.00
Developed-Low Intensity	0.00
Rocky Mountain Subalpine-Montane Limber-Bristlecone Pine Woodland	0.00
Quarries-Strip Mines-Gravel Pits-Well and Wind Pads	0.00
Western Cool Temperate Urban Deciduous Forest	0.00
Western Cool Temperate Urban Mixed Forest	0.00
Rocky Mountain Subalpine-Montane Riparian Shrubland	0.00
Developed-Medium Intensity	0.00
Rocky Mountain Subalpine-Montane Riparian Woodland	0.00
Western North American Ruderal Wet Meadow and Marsh	0.00
Southern Rocky Mountain Ponderosa Pine Savanna	0.00
Western North American Ruderal Wet Shrubland	0.00
Developed-High Intensity	0.00
Western Cool Temperate Row Crop	0.00
Rocky Mountain Alpine Dwarf-Shrubland	0.00
Western Cool Temperate Row Crop - Close Grown Crop	0.00
Western Cool Temperate Developed Deciduous Forest	0.00
Western Cool Temperate Developed Mixed Forest	0.00
Western Cool Temperate Developed Herbaceous	0.00
Inter-Mountain Basins Curl-leaf Mountain Mahogany Woodland	0.00
Grand Total	100.00

Note: Although this table shows ecological systems for the entire Monument, this appendix and the desired conditions described within only apply to BLM-administered lands.

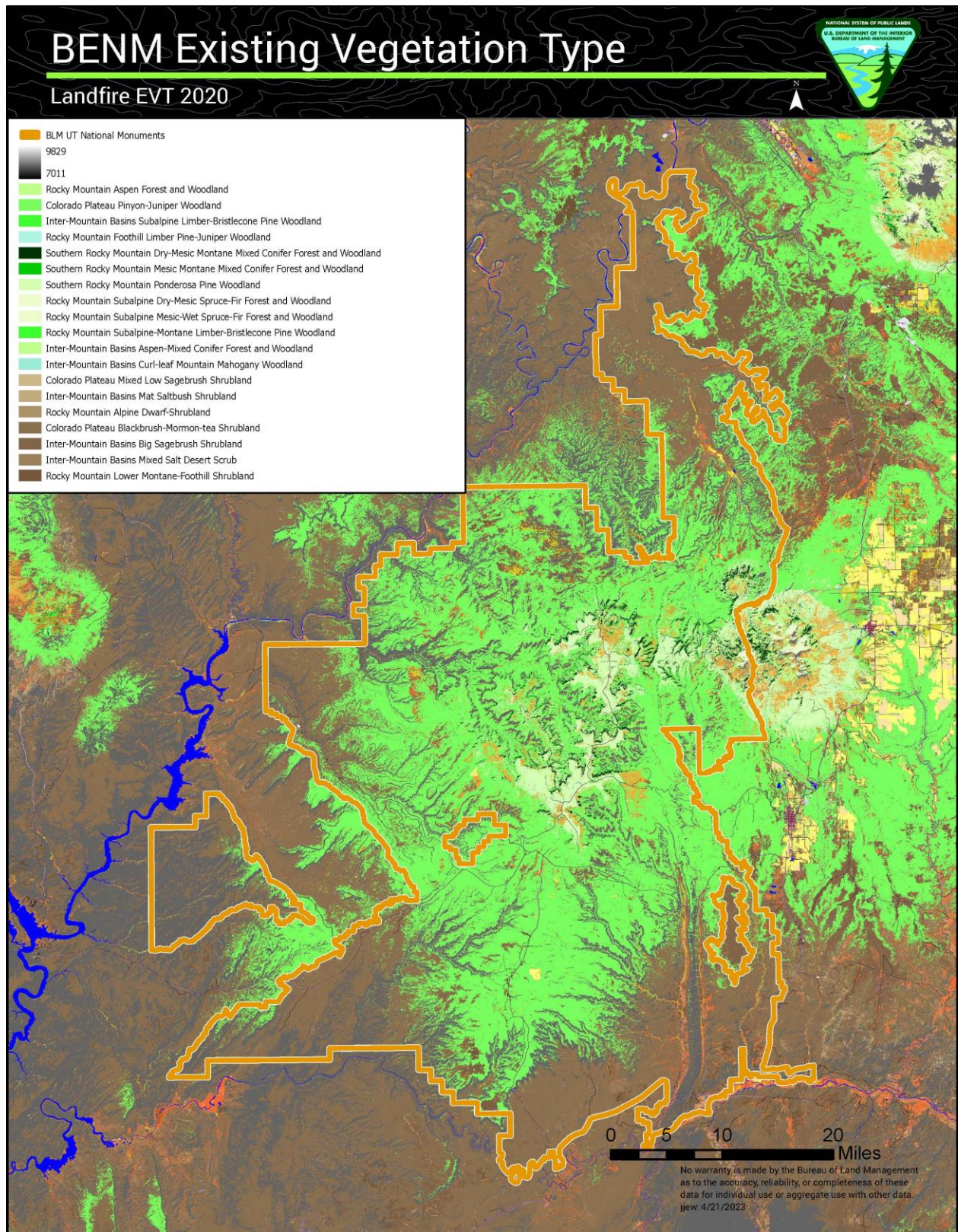


Figure I-1. BENM existing vegetation type. Note: Although this figure shows vegetation types for the entire Monument, this appendix and the desired conditions described within only apply to BLM-administered lands.

Table I-2. Vegetation Group and Desired Wildland Fire Condition

Major Vegetation Group (Percentage in Planning Area)	Desired Wildland Fire Condition and Actions Needed to Meet Desired Wildland Fire Condition
Salt Desert Scrub (3%)	<p>The Desired Wildland Fire Condition (DWFC), both outside and inside the wildland-urban interface (WUI), is native, open salt desert scrub vegetation with little to no invasive species cover. Fire will be mostly excluded from these vegetation types. Due to the historical lack of surface fuels, the historical fire-return interval is extremely infrequent.</p> <p>Due to the historical lack of fire and current potential for cheatgrass (<i>Bromus tectorum</i>) invasion, do not allow wildland fire to burn into salt desert scrub vegetation types. Wildland fire is not desired due to high potential for cheatgrass invasion following wildfire and loss of native salt desert scrub communities.</p> <p>Treat salt desert scrub types using a combination of mechanical, chemical, seeding and biological treatments to reduce cheatgrass cover and restore native communities. Prescribed fire may be used in conjunction with seeding when part of a cheatgrass control objective (Pellant 1996). Due to the high incidence of cheatgrass in this vegetation type, consider seeding following any surface-disturbing activity.</p> <p>Following wildland fire, aggressively seed to reduce potential for cheatgrass and other noxious weed invasion.</p>
Pinyon and Juniper Woodland (13%)	<p>Where pinyon and juniper occurred historically, the DWFC both outside and inside the WUI is open stands of pinyon and juniper with native grass and shrub understory (Miller and Wigand 1994). Where pinyon and juniper did not occur historically, the DWFC is the native shrub, grass and forest communities that the pinyon and juniper have invaded. The historical role of fire (estimated 15-50 year fire-return interval) prevented encroachment of pinyon and juniper into other vegetation communities (Bradley et al. 1992; Heyerdahl et al. 2004; Miller and Tausch 2001; Romme et al. 2002). Most pinyon and juniper encroachment has occurred in the past 100 years (Miller and Wigand 1994). Follow treatments with seeding in stands that lack native understory vegetation. Avoid treatments in old-growth (i.e., pre-settlement stands) pinyon and juniper. Historical occurrence of pinyon and juniper is difficult to map, but pre-settlement trees are generally located in shallow, rocky soils and tend to have a unique growth form characterized by rounded, spreading canopies; large basal branches; large irregular trunks; and furrowed fibrous bark (Miller and Rose 1999). Historical fire-return intervals in these protected sites are greater than 100 years (Romme et al. 2002).</p> <p>When possible, allow wildland fire to play its natural role that mimics the historical fire-return interval and severity in stands that have some cover of native understory vegetation. Due to the high risk of losing key ecosystem components in stands with extremely depauperate native understory, avoid wildland fires in these areas. Prescribed fires should be applied to pinyon and juniper communities when native surface fuels will carry fire and when there is low risk of invasive species.</p> <p>Prescribed fire should be used to approximate historical fire-return intervals and promote recovery of the pre-settlement vegetation cover types. Remove most young (<100 years old) pinyon and juniper trees through fire or mechanical treatments (Brockway et al. 2002). In the WUI, construct fuel breaks between Bureau of Land Management (BLM) and private land or other values at risk.</p> <p>Following wildfire in areas lacking native understory, aggressively seed to reduce invasive species establishment and to restore native communities.</p>
Sagebrush (3%)	<p>The DWFC, both outside and inside the WUI, is healthy sagebrush defined as diverse age classes with an understory of native grasses and forbs (Paige and Ritter 1999). Research suggests that stand-replacement fires burned every 7 to 110 years depending on the particular sagebrush species and its associated habitat (Brown 2000; Miller 2002). Fire management actions in sagebrush must be carefully balanced between invasive species concerns, wildlife habitat, and the need to restore fire.</p> <p>When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity in lands that have a low potential for cheatgrass invasion. Areas with low potential for cheatgrass invasion include higher elevation sites and/or sites that have very low incidence of cheatgrass pre-fire.</p> <p>Treat dense sagebrush (>30%) (Winward 1991) with fire, mechanical, seeding, or chemical treatments to reduce sagebrush canopy cover and improve native grass and forb density and cover; an additional objective in treating sagebrush is to remove encroaching pinyon and juniper trees (Miller and Tausch 2001). In the WUI, construct fuel breaks between BLM and private land (or other values at risk) in dense stands of sagebrush.</p> <p>Following wildfire in lands lacking native understory vegetation, aggressively seed to promote native understory grasses and forbs and reduce invasion of cheatgrass and noxious weeds. Consider including sagebrush in seeding mixes or planting sagebrush seedlings in high-value wildlife areas following large, high-severity wildfires when natural seed sources are lacking.</p>

Major Vegetation Group (Percentage in Planning Area)	Desired Wildland Fire Condition and Actions Needed to Meet Desired Wildland Fire Condition
Grassland (<1%)	<p>Where native grasslands occurred historically, the DWFC outside and inside the WUI consists of native grass and forb communities. Native grasslands have been lost to pinyon and juniper encroachment, cheatgrass invasion, and nonnative plant seedings (e.g., crested wheatgrass, perennial ryegrass, etc.). Where nonnative grasslands occur, the DWFC is the restoration of the native grassland or shrub community. The historical role of fire in Utah's grasslands was similar to pinyon and juniper and sagebrush community types, with fires every 15 to 50 years (Paysen et al. 2000).</p> <p>When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity.</p> <p>Treat native grasslands with fire, mechanical, or chemical treatments to reduce encroaching trees (mainly juniper), shrubs, and invasive plants. Fire treatments alone should be avoided where there is potential for cheatgrass invasion (e.g., areas below 7,000 feet that have adjacent cheatgrass populations) (Pellant 1996). In the WUI, consider green stripping between BLM and private lands and other values at risk (Harrison et al. 2002).</p> <p>Following wildfire in lands lacking native grasses, aggressively seed to reduce potential for cheatgrass and other invasive weeds.</p>
Blackbrush (22%)	<p>The DWFC, both outside and inside the WUI, is composed of dense-to-scattered shrubs and dense-to-open native grasses. Evidence suggests Utah's blackbrush communities fail to re-establish following fire.</p> <p>Wildland fire should be avoided in blackbrush communities due to invasive species concerns, historical lack of fire, and poor regeneration of blackbrush following fire (Callison et al. 1985).</p> <p>There is little research on non-fire treatments in blackbrush. Any treatments should be of relatively small size and closely monitored. In the WUI, consider fuel breaks between dense blackbrush stands on BLM-administered lands and private land.</p> <p>Following wildfire, aggressively seed to reduce potential for invasion of cheatgrass and noxious weeds.</p>
Mountain Shrub (2%)	<p>The DWFC outside of the WUI is stands with patches of differing age classes. In the WUI, the DWFC is greatly reduced vegetation density or a conversion to less-flammable vegetation between BLM and private lands or other values at risk.</p> <p>When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity.</p> <p>Treat large expanses of even-aged, dense, homogenous stands to result in patches of diverse age classes (see Rondeau 2001 for patch size guidance). To achieve greater habitat diversity and decreased potential for large-scale, high-severity fire, reduce invasion of pinyon and juniper and reduce the average age of stands through fire, mechanical or biological (i.e., grazing goats) treatments. In the WUI, consider aggressive vegetation manipulation to create fire breaks in highly flammable shrub types (e.g., Gambel oak [<i>Quercus gambelii</i>]) when there are values at risk.</p> <p>Because most of these species sprout following wildfire, consider seeding only to reduce potential for invasive weeds.</p>
Mixed Conifer (36%)	<p>The DWFC outside the WUI is landscapes with a mosaic of age classes (Arno 2000). In the WUI, the DWFC is reduced canopy density and reduced ladder fuels between BLM and private lands and other values at risk.</p> <p>When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity in stands with low to moderate fuel loading. In dense stands with high fuel loading, consider mechanical treatments prior to reintroducing fire.</p> <p>Treat areas to result in a landscape of diverse age classes while retaining patches of large old trees. In the WUI, remove ladder fuels and create shaded fuel breaks between BLM and private land when values are at risk.</p> <p>Consider tree planting following wildland fire to restore or rehabilitate the forest resource to promote forest regeneration.</p>

Major Vegetation Group (Percentage in Planning Area)	Desired Wildland Fire Condition and Actions Needed to Meet Desired Wildland Fire Condition
Ponderosa Pine (4%)	<p>The DWFC, both outside and in the WUI, is open stands with a native grass and forb understory. When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity. Restore fire (natural or prescribed) to stands with open to moderately dense canopies and with native understory.</p> <p>Consider mechanical treatments in dense stands until they reach a lower Fire Regime Condition Class before restoring fire. Reduce juniper encroachment through fire (preferred when fuels conditions allow) or mechanical treatments. In the WUI, remove ladder fuels and create fuel breaks between BLM and private land and other values at risk.</p> <p>Following wildfires, consider seeding to reduce invasive weeds and planting ponderosa pine seedlings for forest restoration and rehabilitation.</p>
Creosote Bursage (<1%)	<p>The DWFC is for fire to be mostly excluded from these vegetation types. Historically, fire seldom or rarely occurs due to the lack of surface fuels in these communities. Do not allow fire to burn into these vegetation types because fire rarely occurred historically, and the potential for cheatgrass invasion is high.</p> <p>Treat creosote and bursage types using mechanical, chemical, or biological treatments to reduce annual grass cover.</p> <p>Following wildfire, aggressively seed to reduce potential for annual grasses and other invasive weeds.</p>
Riparian Wetland (<1%)	<p>The DWFC, both outside and inside the WUI, are riparian and wetland areas with the appropriate composition of native species (e.g., reduction of tamarisk [<i>Tamarix</i> sp.] and other invasive species). When possible, allow fire to play its natural role, mimicking the historical fire-return interval and intensity. Allow low to moderate severity fire to burn into riparian and wetland areas when natural ignitions are managed as wildland fire use.</p> <p>Restore native riparian and wetland species through fire and mechanical treatments. Reduce flammable invasive species along riparian corridors (e.g., tamarisk) through mechanical, chemical, biological, and fire treatments. For prescribed fire, allow low-intensity fire to back into riparian and wetland areas through ignition outside of these areas. Mechanical treatment as the initial treatment will be emphasized where there is a moderate to high potential for riparian and wetland to be burned to a high severity.</p> <p>Consider active restoration options when native riparian and wetland communities are unlikely to recover with passive restoration (due to invasive species or stream bank erosion, for example).</p>
Aspen (<1%)	<p>The DWFC, both outside and inside the WUI, is healthy clones with diverse age classes represented and ample regeneration.</p> <p>When possible, allow fire to play its natural role that mimics the historical fire-return interval and severity because aspen (<i>Populous</i> sp.) readily sprout following fire.</p> <p>Treat aspen stands with fire or mechanical treatments to reduce encroaching junipers and conifers and to stimulate sprouting. If treated aspen stands are small, consider excluding big game and livestock until the regeneration can withstand grazing. In the WUI, consider increasing aspen cover if possible to create a shaded fuel break between private land (and other high value areas) and the more flammable conifer trees on BLM-administered lands.</p> <p>Following wildfire, most aspen stands will need little stabilization, except soil stabilization on steep slopes; however, burned areas may need to be fenced to exclude wildlife and livestock until the regeneration can withstand grazing.</p>

Note: Major vegetation types not categorized in Table I-2 include sparsely vegetated (16%) and exotic herbaceous (<1%). Major vegetation types include BLM-administered lands and NFS lands.

Although this table addresses vegetation groups for the entire Monument, this appendix and the desired conditions described within only apply to BLM-administered lands.

Fire management will adopt the resource protection measures and applicable fire management practices from the *Utah Land Use Plan Amendment for Fire and Fuels Management* (BLM 2005). Resource protection measures for fire management practices to protect natural and cultural resource values are carried forward and incorporated by reference, as applicable, into this appendix (BLM 2005:Attachment 1).

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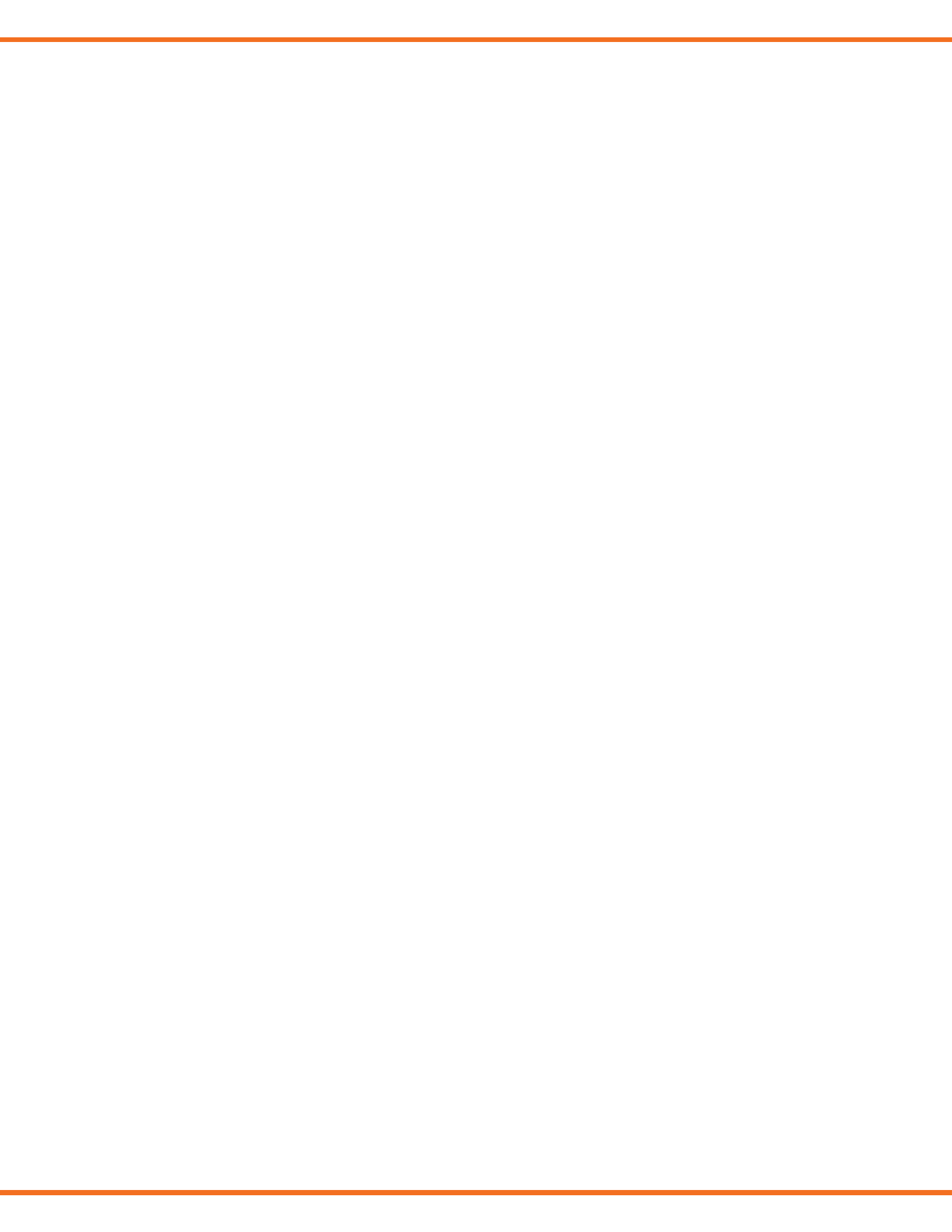
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APPENDIX J

Scenery Management on National Forest System Lands in Bears Ears National Monument

(This appendix applies only to National Forest System lands)



1 INTRODUCTION

Scenery management on the National Forest System (NFS) lands within Bears Ears National Monument (BENM) will be managed through the Scenery Management System and the revised *Landscape Aesthetics: A Handbook for Scenery Management* (the Handbook) (U.S. Department of Agriculture Forest Service [USDA Forest Service] 1995). The Scenery Management System focuses on ecological and cultural health and sustainability principles to manage entire ecological and cultural landscapes cohesively. This system recognizes that the landscapes we experience are the result of both natural and human-driven processes and these factors will continue to influence the future landscapes we experience. Therefore, management of the scenery on BENM must also be adaptable to these processes and to incorporate people's values as well as ecological values into our management decisions and approaches.

This appendix provides context for and descriptions of the scenic character of the NFS lands within BENM. Scenic integrity objectives (SIO), as mapped, provide the indicators to ascertain whether the scenic character is being maintained or enhanced when management actions are undertaken. Project-level desired scenic character descriptions should be crafted, when management actions are proposed, to demonstrate on a finer scale whether an action will meet or exceed the assigned SIO and contribute to sustaining or improving the scenic character of the landscape level land type on the NFS lands of BENM. Scenery direction in the approved resource management plan ties to the mapped SIOs and scenic character descriptions.

1.1 Definitions

1. **Scenic character descriptions:** written descriptions of NFS lands that provide a visual and cultural image of the combination of physical, biological and cultural attributes that make the area identifiable and unique (USDA Forest Service 1995). The definition at 36 Code of Federal Regulations 219.19 is: the combination of physical, biological, and cultural images that gives an area its scenic identity and contributes to its sense of place.
 - a. A scenic character is described for each portion of NFS lands in BENM to articulate the valued ecological and cultural attributes of the landscape that it is desired to scenically retain and sustain.
2. **SIO mapping:** This component measures the state of the scenic character being whole, complete, entire, intact, or unbroken. Human elements and alterations may raise, maintain, or lower the integrity, depending on the degree of deviation from the valued scenic character and the structural form, color, texture, pattern, and scale of the element. This is a measure of the minimum level of intactness of the scenic character or the acceptable maximum level of deviation from the scenic character (USDA Forest Service 1995).

1.2 Scenic Character

The Handbook (USDA Forest Service 1995) directs that the scenic character descriptions both document the current valued scenic attributes as well as serve as the measure to manage the scenery resource in future projects and management actions. Scenic character descriptions are defined as “a combination of the objective information contained within ecological unit descriptions and the cultural values that people assign to landscapes. Together they help define the meaning of *place*, and its scenic expression” (USDA Forest Service 1995). It is noted that when the Handbook was published in 1995 the term used was landscape character; since then the term has been updated to be scenic character. Therefore, all references to scenic character may be articulated as landscape character in Handbook direction.

NFS lands with BENM are composed of three land type divisions, of which two are distinctly different in scenic character description for the NFS lands within BENM. These divisions were made based on differences in both the biophysical aspects of the landscape as well as the differences in visitor social expectations for their visit to these areas of the NFS lands within BENM. The three land type divisions are: Abajo Mountains, Elk Ridge-Cottonwood Creek Canyons, and Inner Canyonlands. The Inner Canyonlands land type encompasses Dark Canyon Wilderness but is scenically very similar to Elk Ridge-Cottonwood Creek Canyons and is therefore combined with it for the scenic character descriptions. See Table J-1 for acres of each land type division.

Table J-1. Land Type Associations and Approximate Acres within Bears Ears National Monument on National Forest System Lands

Land Type Name	Acres
Abajo Mountains	35,830
Combined Total Elk Ridge-Cottonwood Creek Canyon and Inner Canyonlands	254,110

Note: Inner Canyonlands is combined with Elk Ridge-Cottonwood Creek Canyons in the scenic character descriptions.

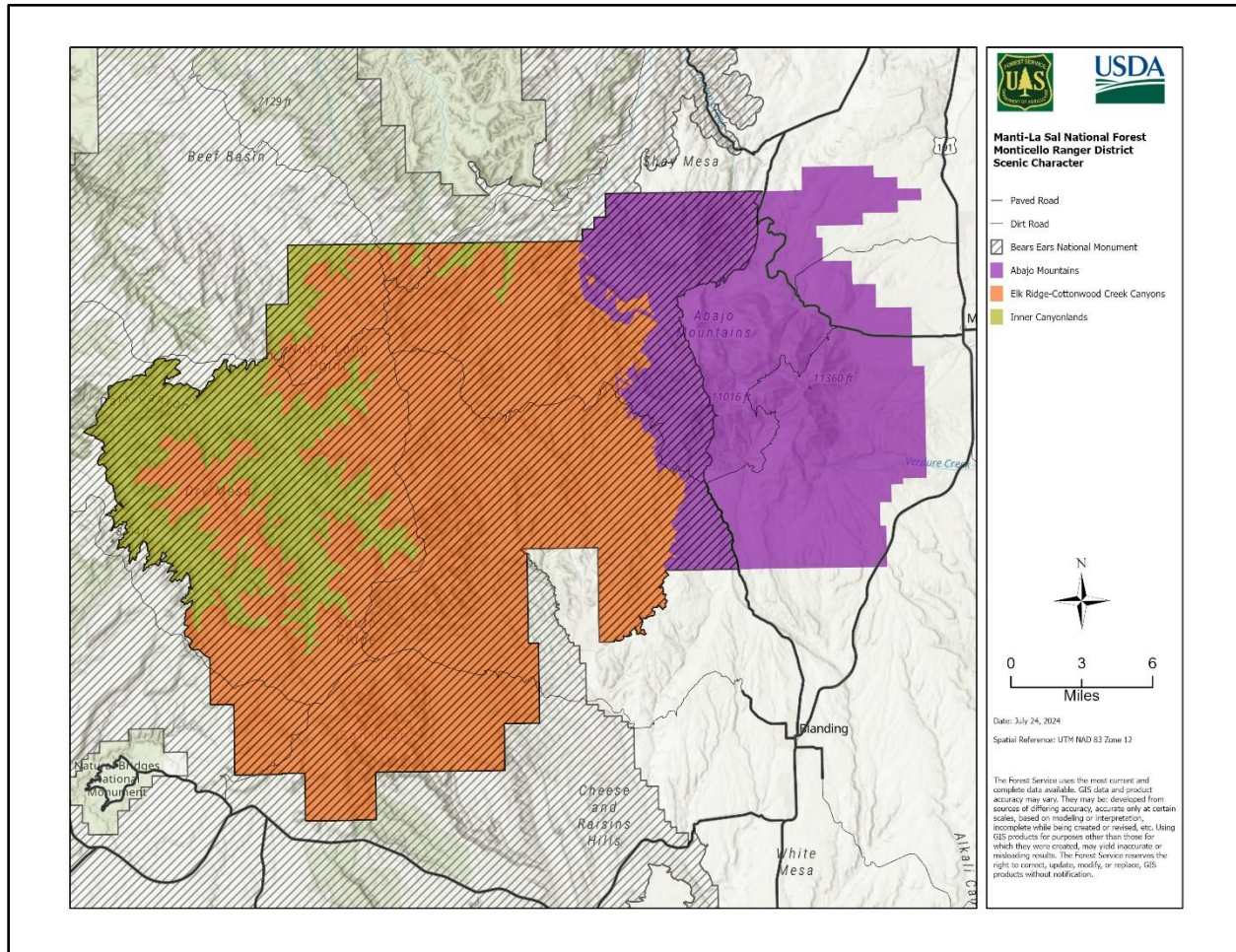


Figure J-1. Land type divisions applicable to the National Forest System lands scenic character descriptions within Bears Ears National Monument.

1.2.1 Abajo Mountains Scenic Character



Figure J-2. North Cottonwood Guard Station.



Figure J-3. The Causeway.



Figure J-4. View from within BENM to the eastern boundary of BENM and the Abajo Mountains just beyond the boundary.



Figure J-5. Entering BENM from the Abajo Mountains, along the eastern boundary of BENM.

The Abajo Mountains land type division is characterized by the namesake Abajo Mountains. The Abajos are visible for approximately 100 miles in any direction, due to the elevation change between this sky island and its surroundings. The primary peaks of the Abajos are not within BENM, but lie just east of the eastern boundary of BENM. Shay Mountain, Mount Linnaeus, Bob Park Peak, and West Mountain do lie within BENM, and Shay Ridge and Duckett Ridge form the eastern boundary of BENM and of this land type. Tuerto Canyon and the north end of Allen Canyon also fall within this scenic character and represent the transition from forested scenery to canyon scenery. Color variation as seen from BENM looking toward this mountain and these ridges is highlighted by the contrast between the sandstone cliffs in tans and reds compared to the dark green, almost black, of the forest rising in elevation toward the peaks, which in winter are a stark white with snow against these other colors at the lower elevations. Closer color variation also becomes apparent when within this scenic character area and land type division. The higher-elevation areas with denser forested canopy radiate in the fall when the maples (*Acer* sp.) and oaks (*Quercus* sp.) provide a rainbow of yellows, oranges, reds, and browns. Orange-barked ponderosa pine (*Pinus ponderosa*), mixed with an open understory of small forbs and grasses also provide both visual access deeper into the forest as well as consistent color contrast all year round.

Open vistas within this scenic character area are generally looking to the west into the Elk Ridge-Cottonwood Canyons scenic character area, and across the BENM boundary onto the rest of the Monticello District of the Manti-La Sal National Forest and the rest of the Abajo Mountains.

The Causeway along Forest Road 7600 provides a unique vantage point with the forested mountains to the east and the canyonlands to the west. It is a significant feature unto itself, formed by a narrow band of rock on top of which the roadway lies, with steep descents into canyons on the north and south sides.

Unique historical features such as the North Cottonwood Guard Station also provide glimpses into the lives and work of earlier forest managers and are built out of local materials, such as the pink sandstone present in the area. Once again pink and red colors contrast with sage greens and the dark timber greens drawing viewers into the foreground and middleground views. Limited other features of human origin are found within this land type aside from evidence of historical and current-day grazing activities such as fences and troughs, a few motorized and non-motorized trails, and Forest Road 7600. This relatively natural-appearing scenery characterizes this area as the highest elevation portions of BENM lie here with vistas out toward much of the rest of BENM.

1.2.2 Elk Ridge-Cottonwood Creek Canyons and Inner Canyonlands



Figure J-6. Bears Ears Buttes and meadow.



Figure J-7. View into Arch Canyon.

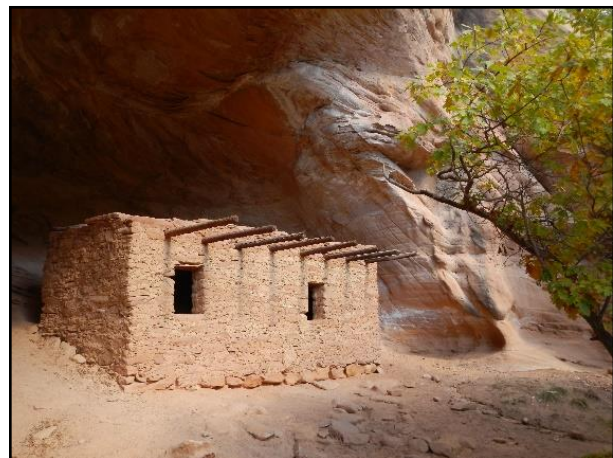


Figure J-8. Archaeological resources.



Figure J-9. West Texas looking to Bears Ears.



Figure J-10. Hammond Canyon.

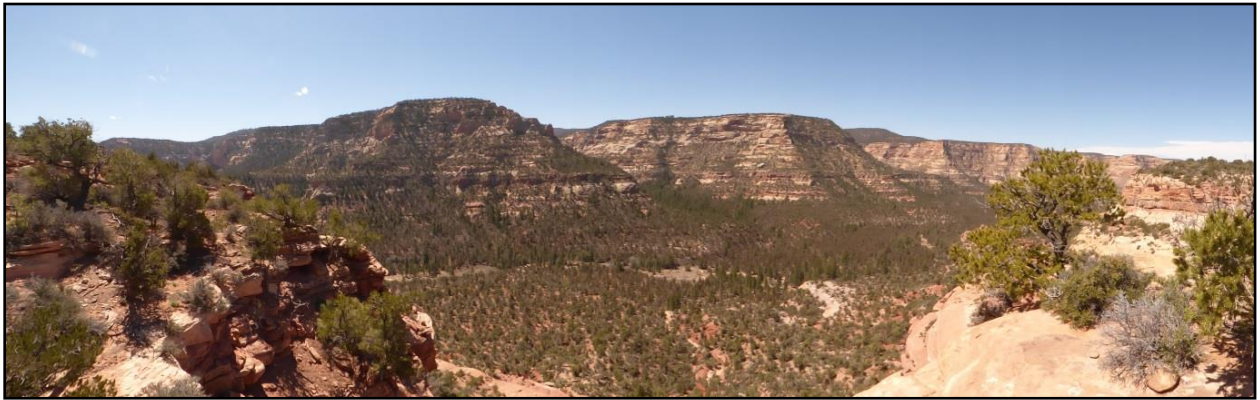


Figure J-11. Woodenshoe Canyon in Dark Canyon Wilderness.



Figure J-12. Horse Pasture in Dark Canyon Wilderness, with horses.

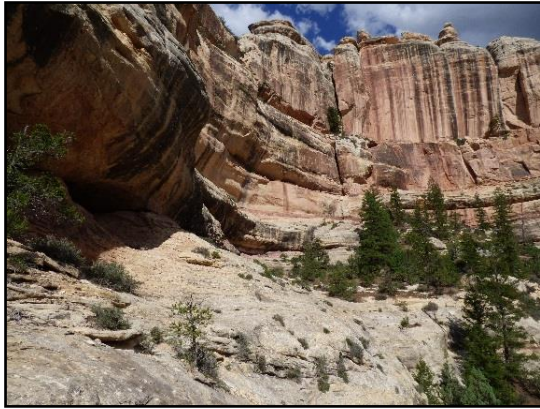


Figure J-13. Typical canyon walls.



Figure J-14. Night sky in Dark Canyon Wilderness.

Seen from a distance, Elk Ridge appears like a flat ship, the prow of which is the Abajo Mountains to the east. This high plateau is not as distinguishable from its surroundings when viewed in the background, but in the foreground the relief and variation become acute. Narrow fins of exposed rock are common, with steep cliff drops on either side. The Notch is approximately 100 feet wide before dropping precipitously—approximately 500 feet on either side—into the Cottonwood Canyon system to the east and Dark Canyon system to the west. This exposed, dissected canyon country is visually stunning and unique; vegetation becomes the background to the forms and sandstone colors that draw the eye. This land type class includes notable landscape features such as the Bears Ears Buttes and Chippean Rocks, the south end of Allen Canyon, Chippean Canyon, West Texas Canyon, Arch Canyon, Hammond Canyon, and Mormon and Horse Mountains, all geological and topographic features that grab the eye. High-elevation meadows and pastures, such as Babylon Pasture, Horse Pasture, and along Dry Mesa provide contrast to the aspen (*Populus* sp.) and ponderosa pine canopies between the canyons.

Water is found in pockets, where seeps and springs provide magical gardens of lush vegetation, spring wildflowers, and cooler temperatures and shade. Intermittent streams and riparian areas provide narrow ribbons of green lush vegetation, including cottonwoods (*Populus* sp.) and other riparian trees and shrubs throughout the area as well. No larger waterbodies are present, highlighting the value of these sinuous waterways punctuated by the seep and spring pockets.

Sculptural towers and arches can be found throughout in muted tones of tan and red hiding and then revealing to the eye the cultural resources that lie within the canyon walls and intermittent riparian areas along the canyon bottoms. Densities of cliff archaeological sites are well camouflaged yet also visually intriguing at all times of year. Sandstone boulder and dome outcrops are exposed along the high mesa lands and provide a visual break from the plateau and canyon country. Fall color is present in the oaks but perhaps the green contrast in spring and summer is more stunning here due in part to the dominance of nonvegetated places. Ponderosa pine and grass understory are also visually intriguing and repeat the colors of orange and tans throughout the area. When within the canyons, the views are quite narrow and limited to the canyon and riparian areas.

Elk Ridge Road is a designated scenic backway and is traveled by forest users seeking a scenic drive as well as remote, undeveloped recreation experiences. This ridge is the highest roadway between the Abajo Mountains and the Henry Mountains and provides panoramic views of the forest to the west for many miles.

The Kigalia Guard Station area and Gooseberry Guard Station and meadow provide glimpses into the history of USDA Forest Service management and are visual contributions to the scenic character of the area. Scorup Cabin in Dark Canyon is another visual reminder of the history of the area, in addition to the archaeological resources on cliffs and in canyons throughout the area. Other evidence of historical and current grazing practices, such as fences and troughs, are also common throughout the area.

Dark Canyon Wilderness is a distinct part of this scenic character area. Unlike many of the other canyon and cliff features it is unique in part because of its horseshoe shape. The entire horseshoe is not visible from any single space aside an aerial view, but the connectivity of the canyons to one another does become its own visual world when moving through it. From within the canyons, visibility is limited and instead the foreground of meadows in the bottom with grasses and forbs and the steep cliffs and archaeological resources come into focus. The eye scans throughout the layers of cliffs searching for breaks and contrasts in color and form. The yellow to orange sandstone dominates, and the green meadows punctuate the viewshed.

1.3 Scenic Integrity Objectives

Baseline SIOs on NFS lands within BENM were determined to be either Very High or High, to maintain the objects of BENM related to the scenic values of the landscape. The SIO for Dark Canyon Wilderness is Very High. For the remainder of the NFS lands within BENM, the SIO is Very High or High.

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