

APPENDIX A

SUSTAINABLE GRAND STAIRCASE- ESCALANTE ALTERNATIVE

Sustainable Grand Staircase-Escalante Alternative

For Grand Staircase, Kaiparowits, and Escalante Canyons Units and Federal lands previously included in the Monument ("Monument+")

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1. Air

AIR-1 The Monument+ will continue to be managed as a Prevention of Significant Deterioration Class II area designated by the Clean Air Act. All BLM actions and use authorizations will be designed or stipulated so as to protect air quality within the Monument+ and the Class I areas on surrounding Federal lands.

AIR-2 Site specific project proposals affecting BLM and adjacent lands will be reviewed for compliance with existing air quality laws and policies. Mitigation will be incorporated into project proposals to reduce air quality degradation. Projects will be designed to minimize further degradation of existing air quality. New emission sources will be required to apply control measures to reduce emissions.

AIR-3 Management ignited fires will comply with the State of Utah Interagency Memorandum of Understanding requirements to minimize air quality impacts from resulting particulates (smoke). This procedure requires obtaining an open burning permit from the State prior to conducting a management ignited fire.

2. Archaeology

Objectives

- Identify, document, and protect the array of archaeological resources in the Monument+,
- manage uses to prevent damage to archaeological resources,
- increase public education and appreciation of archaeological resources through interpretation, and
- facilitate appropriate research on archaeological resources such that the Monument+ is recognized as a laboratory for the preservation, study and appreciation of cultural heritage.

Management

Definition: Adaptive management is a formal process for continually improving management policies and practices by learning from the outcomes of operational programs and new scientific information. Under adaptive management, plans and activities are treated as working hypotheses rather than final solutions to complex problems.

ARCH-1 The BLM will continue to inventory and conduct project compliance for archaeological resources in order to evaluate their potential for protection, conservation, research, or interpretation. Cultural surveys in high-use areas, such as along trails and open routes, will be prioritized to ensure protection of vulnerable resources. Beyond these areas, inventory and research efforts will be expanded to fill in the information gaps and complete research that will contribute to the protection of sites and adaptive management. The BLM will use the information collected to create a better understanding of cultures and will work to showcase and preserve remnants of Native American Indian cultures within the Monument+.

ARCH-2 Public education and interpretation will be emphasized to improve visitor understanding of archaeological resources and to prevent damage. Archaeological site etiquette information will be readily available to Monument+ visitors. Collaborative partnerships with Native American Indians, outfitters and guides, volunteers and universities will be pursued to document, preserve, study, monitor or interpret sites consistent with the overall objective of protecting archaeological resources.

ARCH-3 Traditional Cultural Properties are those sites recognized by contemporary Native American Indians as important to their cultural continuity. These sites will be identified, respected, preserved, and managed for continued recognized traditional uses. Consultation with appropriate Native American Indian communities will be a priority. Archaeological sites and Traditional Cultural Properties will be managed and protected from site degradation in accordance with appropriate laws and regulations.

3. Fish and Wildlife

Objectives

- Work in conjunction with the Utah Division of Wildlife Resources (UDWR) in managing fish, wildlife, and other animals work in conjunction with the Utah Division of Wildlife Resources (UDWR) in managing fish, wildlife, and other animals to achieve and maintain natural populations, population dynamics, and population distributions in a way that protects and enhances Monument+ resources,
- work cooperatively with the UDWR to reestablish populations of native species to historic ranges within the boundaries of the Monument+, and to take needed actions to protect and enhance the habitat of these native species,
- manage uses to prevent damage to fish and wildlife species and their habitats,
- increase public education and appreciation of fish and wildlife species through interpretation, and
- facilitate appropriate research to improve understanding and management of fish and wildlife resources within the Monument+.

Management

FW-1 The BLM will manage habitats for the recovery or reestablishment of native populations through collaborative planning with local, State and Federal agencies, user groups, and interested organizations.

FW-2 The BLM will work with the UDWR to meet the requirements of Executive Order 11312 (1999) as amended by EO 13751 (2017) on Invasive Species.

FW-3 The BLM will continue to work with the UDWR to meet the goals described in adopted species management plans.

FW-4 The BLM will place a priority on protecting riparian and water resources as they relate to fish and wildlife, and will work cooperatively with the U.S. Forest Service to coordinate maintenance of fisheries and flows.

FW-5 The BLM will preserve the integrity of wildlife corridors, migration routes and access to key forage, nesting, and spawning areas by limiting adverse impacts from development in the Monument.

FW-6 All proposed projects will be required to include a site assessment for impacts to fish and wildlife species. Appropriate strategies will be used to avoid sensitive habitat (i.e., construct barriers). Seasonal restrictions on visitor use could be implemented to protect crucial habitat and migration corridors.

FW-7 Water developments may be constructed for wildlife purposes if consistent with the overall objectives for fish and wildlife and with water management direction (**Water**); and if the development to benefit one species (e.g., an ungulate) is not detrimental to species depending on the source spring (e.g., a bat or amphibian) or associated riparian area being developed.

- FW-8 The BLM will continue to coordinate with the UDWR and other organizations to inventory for wildlife and to evaluate needs for habitat protection. Inventory and research efforts will be targeted to fill information gaps on habitat needs and support adaptive management.
- FW-9 Public education and interpretation will be emphasized to improve visitor understanding of fish and wildlife species. Collaborative partnerships with volunteers and universities will be pursued to monitor and study biological resources consistent with the overall objective of protecting such resources.
- FW-10 If recreation activities (e.g., hiking, camping, backpacking) are determined to impact known bald eagle roost sites, allocations and/or group size restrictions or other measures will be implemented to reduce disturbance. If allocations and group size limits are implemented, they will be developed in accordance with the **Group Size** and **Recreation Allocation** provisions of this Plan.
- FW-11 Trail construction will generally be limited to the Frontcountry and Passage Zones. Project level assessments of least-impacting trail locations will be completed before construction of any trails that are in close proximity to bald eagle roost sites. Designated primitive camping areas, picnic areas, and trailheads will not be located in areas of known roost sites for bald eagles. Every effort will be made to protect potential roosting areas in the Monument+ from human disturbance activities.
- FW-12 The use of poisons for Wildlife Services (Animal Damage Control) purposes will not be permitted in the Monument+ due to safety concerns and potential conflicts with Monument+ resources including bald eagles. All control will be coordinated with Wildlife Services, as described in the **Wildlife Services** section of this chapter. Control actions by the State of Utah, or actions taken under State law by private citizens, are not affected by this provision.
- FW-13 If recreation activities (e.g., hiking, camping, backpacking) are determined to impact known peregrine falcon nest sites, allocations and/or group size restrictions or other measures will be implemented to reduce disturbance. If allocations and group size limits are implemented, they will be developed in accordance with the **Group Size** and **Recreation Allocation** provisions of this Plan.
- FW-14 Project level assessments and consultation with the USFWS will be completed before construction of any trails within 1 mile of falcon nest sites. Designated primitive camping areas, picnic areas, and trailheads will not be located within 1 mile of known falcon nests. This 1 mile buffer is recommended in the “Utah Field Guide for Raptor Protection from Human and Land Use Disturbances” (USFWS, 2002a).
- FW-15 Criteria for designation of climbing areas will be established for the Monument+. These criteria will not allow climbing areas to be designated in known peregrine falcon nest sites. If new sites are identified as occupied for nesting in areas designated for climbing, seasonal closures will be established in those areas to assure that disturbance of nesting activities does not occur.
- FW-16 Activity level environmental assessments will be required before the use of any chemical substances that may reach Lake Powell through the Escalante River.
- FW-17 Honeybee apiaries will not be permitted on Monument+ lands.

4. Special Status Animal Species

Objectives

- work with State, local, and Federal partners to minimize or eliminate the need for additional listing of species under the Endangered Species Act, and to contribute to the recovery of species already listed as such.
- take measures to promote the recovery and conservation of all special status animal species within the Monument+ (including Federally listed endangered and threatened species, candidate species, and State sensitive species) in accordance with applicable Endangered Species Act of 1973 regulations (50CFR402) and BLM policy (6840 Manual, IM UT No. 97-66). Manual 6100 and Manual 6220.

Management

SSA-1 The BLM will continue to ensure that authorized actions do not jeopardize the continued existence of any special status animal species or result in the destruction or adverse modification of critical habitats.

SSA-2 Consultation with the USFWS will occur when activities are proposed in areas with listed or candidate species. Coordination with the U.S. Forest Service, the UDWR, and the National Park Service will occur in areas where species cross jurisdictional lines. The BLM will work with these agencies to develop recovery plans, when needed, and to implement existing recovery plans for all listed species.

SSA-3 Surface disturbing research activities will generally not be allowed in threatened or endangered species habitat. All scientific research projects in close proximity to listed species populations or habitat will be evaluated by Monument+ biologists, the USFWS, and appropriate experts prior to initiation to determine impacts to these populations or habitat. Any research project that may have an effect on populations of listed species will be coordinated with the USFWS and appropriate permits and Section 7 consultation will be completed as determined necessary. Projects which provide new information and understanding of listed species, their populations, and/or their habitat, may be allowed after approval by the BLM and the review and issuance of permits by the USFWS. All projects will be evaluated on a case-by-case basis.

SSA-4 Fuelwood cutting is restricted to designated areas, none of which occur in known nesting or roosting habitat. These areas are small in size and are unlikely to affect foraging activities of raptors or other listed species. Future identification of fuelwood cutting areas will consider listed animal populations and habitats prior to designation.

SSA-5 Vegetation Restoration methods will not be allowed in areas where special status species roost or nest (unless consultation with USFWS indicates no effect or a beneficial effect to species).

SSA-6 There will be an active noxious weed control program in the Monument+, This program will focus on areas where habitat, including special status animal species habitat, is being lost due to changes in the water table and changes in vegetation structure and composition caused by noxious weeds. This weed control program will include the use of volunteer groups, BLM employees, county personnel, contractors, and adjacent agency personnel when appropriate. This program will target species in a prioritized manner. Priorities for weed control may include: invasiveness of the species, extent of invasion, sensitivity of the area being invaded, and accessibility.

Special status animal species habitat jeopardized by noxious weed invasions will be a high priority for control efforts.

SSA-7 BLM law enforcement personnel and increased field presence of BLM personnel will concentrate efforts in areas with special status species habitat in order to curb non-compliance activities. The

BLM has established a cooperative law enforcement agreement with the Sheriff department in Kane County and is pursuing an agreement with Garfield County to facilitate shared law enforcement and support for enforcing established closures.

SSA-8 Livestock grazing allotments will be evaluated, and grazing as it relates to all endangered species will be addressed during this process. Evaluations will incorporate the latest research and information in the protection of species. Section 7 consultation will be conducted for all allotments that may affect listed species during the individual allotment evaluations. This process will provide protection for listed and sensitive species as the evaluation will be site specific for each of the allotments.

SSA-9 As described in the **Water** section, priority will be to maintain natural flows and flood events. The measures described in that section will be initiated to accomplish this goal. In addition, the maintenance of instream flows will provide adequate water for natural structure and function of riparian vegetation, which serves as habitat for many special status animal species.

Mexican Spotted Owl (*Strix occidentalis lucida*)

Spotted owls were listed as Threatened in 1993, In 2004, critical habitat was designated, including within GENM. In 2012, the recovery plan was revised..

SSA-10 Fire suppression activities will be evaluated by fir resource advisors prior to implementation to provide appropriate protection measures in spotted owl habitat.

SSA-11 If recreation activities (e.g., hiking, camping, backpacking) are determined to impact known nest sites, allocations and/or group size restrictions or other measures will be implemented to reduce disturbance. If allocations and group size limits are implemented, they will be developed in accordance with the **Group Size** and **Recreation Allocation** provisions in this Plan.

SSA-12 Trail construction will generally be limited to the Frontcountry and Passage Zones. Project level assessments and consultation with the USFWS will be completed before construction of any trails that are in close proximity to owl nest sites. Designated primitive camping areas, picnic areas, and trailheads will not be located within 1/2 mile of known spotted owl nesting, unless consultation with USFWS determines that impacts to nesting birds will not occur. This 1/2 mile buffer is recommended in the [“Utah Field Guide for Raptor Protection from Human and Land Use Disturbances”](#) (USFWS, 2002a).

SSA-13 Criteria for designation of climbing areas will be established for the Monument+. These criteria will not allow climbing areas to be designated in known Mexican spotted owl nest sites. If new nest sites are identified in areas designated for climbing, seasonal closures will be established in those areas to assure that disturbance of nesting activities does not occur.

SSA-14 A comprehensive inventory for spotted owls in the Monument+ was begun in 1999. This is a multi-year project that will look at occurrence of owls, current habitat, and potential habitat (i.e., habitat that is potential if modifications were made to that habitat). After the surveys are completed, the BLM will designate protected activity centers in accordance with the recovery plan. Activities such as recreational use in these protected areas may be limited (as described in SSA-18) to help protect this species.

Southwestern Willow Flycatcher (*Empidonax traillii extimus*)

For the purposes of the Endangered Species Act, all breeding southwestern willow flycatchers in Monument+ are endangered southwestern willow flycatchers. Non-breeding southwestern willow flycatchers confirmed outside the June 22 to July 10 window may or may not be endangered willow flycatchers.

SSA-15 Actions which promote the recovery and conservation of this species and habitat will be encouraged and all activities will conform with the [Final Recovery Plan Southwestern Willow Flycatcher \(*Empidonax traillii extimus*\)](#) (USFWS 2002b)

SSA-16 Livestock will be excluded from suitable SW flycatcher habitat (whether occupied or unoccupied) during the growing season (bud break to leaf drop). Unsurveyed suitable habitat should be considered occupied. If livestock are excluded using fencing, fencing will be inspected and maintained annually

***California Condor* (*Gymnogyps californianus*)**

The California condor has been protected as an endangered species by federal law since 1967. The California condor population in northern Arizona and southern Utah is designated as nonessential and experimental under section 10(j) of the Endangered Species Act [Federal Register (Vol. 61, No. 202) October 16, 1996, pp. 54044-54060]. An agreement between the counties in Utah and the USFWS outlines a positive working relationship, and a USFWS report on condor recovery is to be issued every five years.

SSA-16 Although Section 7 consultation is not required for this species, the USFWS and the BLM will discuss this species. Efforts will be made to protect potential habitat for this species and to limit activities which may be detrimental to their existence in cooperation with the counties and the USFWS.

***Kanab Ambersnail* (*Oxyloma hadeni kanabensis*)**

Kanab ambersnail was listed as endangered in 1992, and a recovery plan was prepared in 1995. In Utah, the Kanab ambersnail is known to exist in two small populations outside the Monument+; a third population is in Arizona. Although Kanab Creek is a drainage not connected to the Monument+, there is the potential for this species to occur within the Monument+. Surveys for this species were initiated in 1999. in potential habitat, moist seeps, and along water courses in the Monument.

SSA-24 Actions will be taken to improve identified habitat as consistent with the recovery plan objectives. Actions may include assuring flows in appropriate streams and seeps by removing non-native plants affecting the water table and reducing impacts from visitors and/or livestock. Surveys will also identify current habitat and habitat that is potential if modifications are made.

SSA-25 All potential Kanab Ambersnail habitat in Monument+ will be surveyed or re-surveyed at least once every ten years.

5. Geology

Objectives

- Manage uses to prevent damage to the geomorphologic features (small-scale expressions of geological processes) and manage uses to minimize activities in high-hazard areas,
- increase public education and appreciation of geologic resources through interpretation, and
- facilitate appropriate geologic research to improve understanding of geologic processes within the Monument+.

Management

GEO-1 Efforts to inventory and assess the potential for geologic hazards as they might relate to visitor safety, visitor facilities, rights-of-way, communication sites, and transportation routes will continue.

GEO-2 Visitor activities could be restricted in high-hazard areas or in areas where damage to sensitive geomorphologic features may occur. Examples include restrictions on camping in known flood channels, debris basins, or sensitive soil areas.

GEO-3 The design or placement of designated primitive camping areas, trailheads, or communication structures may be affected by geologic hazards. Prior to construction of any of these facilities, surveys will be conducted to assess impacts to geologic resources in the Monument+.

6. History

Objectives

- Identify, document, and protect the historic resources of the Monument+,
- manage uses on the Monument+ to prevent damage to historical resources,
- increase public education and appreciation of historic resources through interpretation, and
- facilitate appropriate research on historic resources so that the Monument+ is recognized as an outdoor classroom and laboratory for the preservation, study, and appreciation of cultural heritage.

Management

HIST-1 In order to protect important historic resources, the BLM will continue to inventory the Monument+ to identify historic resources and to evaluate their potential for conservation, research, or interpretation. This will include efforts to evaluate historic and cultural properties for nomination to the National Register of Historic Places. Surveys in high-use areas such as along trails and open routes will be prioritized to ensure protection of vulnerable resources. Beyond these areas, inventory and research efforts will be expanded to fill in the information gaps and complete research that will contribute to protection of sites and support adaptive management.

HIST-2 All proposed projects will be required to include a site inventory for historic resources, and appropriate strategies will be used to protect sensitive sites. This will include avoiding the site altogether, restricting access to the sensitive resource (i.e., construct barriers), interpreting the resource, stabilizing the resource, or as a last resort, excavating and curating the resource.

HIST-3 The BLM will establish continuing collaborative programs with local communities, organizations, local and State agencies, Native American Indian tribes, outfitters and guides, volunteers, and other interested parties. This will be done in order to identify, inventory, monitor, and develop and

implement plans for the restoration, stabilization, protection, and/or interpretation of appropriate sites and resources within the Monument+. The collaborative programs will include the continuation of the current Oral History Program in cooperation with local communities. The BLM will use the information collected to create a better understanding of cultures and communities and will work to showcase the histories of the local communities.

7. Paleontology

Objectives

- Protect the abundant paleontological resources in the Monument+ from destruction or degradation,
- manage uses to prevent damage to paleontological resources in the Monument+,
- increase public education and appreciation of paleontological resources through interpretation, and
- facilitate appropriate paleontological research to improve understanding of paleontological resources within the Monument+.

Management

PAL-1 The BLM will continue to inventory the Monument+ for paleontological resources and evaluate their potential for protection, conservation, research, or interpretation. High use areas within the Monument+ will have high priority for inventory efforts. Beyond high-use areas, inventory and research efforts will be expanded to fill in the information gaps on formations and other information needs and to support adaptive management.

PAL-2 A monitoring program will be used to assess management needs of sensitive sites and areas. All proposed projects will be required to include a paleontological site inventory, and appropriate strategies will be used to avoid sensitive sites, restrict access to the sensitive resource (i.e., construct barriers), or as a last resort, excavate and curate the resource.

PAL-3 Public education and interpretation will be emphasized to improve visitor understanding of paleontological resources and to prevent damage. Collaborative partnerships with volunteers, universities, and other research institutions will be pursued to document, preserve, monitor or interpret sites consistent with the overall objective of protecting paleontological resources.

8. Riparian

Objectives

Manage riparian areas so as to maintain, where at potential, or restore to potential conditions and to ensure that stream channel morphology and functions are appropriate to the local soil type, climate, and landform.

Management

RIPA-1 Special status species habitat and ecological processes will be evaluated in all future riparian assessments. Management actions that prioritize recovery of these species will be implemented.

RIPA-2 All segments of riparian habitat previously inventoried will be reassessed every 10 years. Furthermore, riparian areas that have not been evaluated in the past ten years will be scheduled for assessment within three years commencing on the first July 1 following approval of the Monument+ plan.

RIPA-3 Monitoring of riparian resource conditions will be established to determine when actions should be taken to ensure movement towards proper functioning condition on all riparian stream segments in the Monument+.

RIPA-4 Communication sites, and utility rights-of-way will avoid riparian areas whenever possible.

RIPA-5 Vegetation restoration methods will not be allowed in these areas, unless needed for removal of noxious weed species or restoration of disturbed sites. In these circumstances, consultation with the Monument+ Advisory Committee will be used to determine the most appropriate control and restoration methods to ensure proper protection.

RIPA-6 The noxious weed control program will target invasive species such as tamarisk and Russian olive, which will improve riparian functioning condition.

RIPA-7 New recreation facilities will be prohibited in riparian areas, except for small signs for resource protection.

RIPA-8 Trails will be kept out of riparian areas wherever possible. Where this is not possible, trails will be designed to minimize impacts by placing trails away from streams, using soil stabilization structures to prevent erosion, and planting native plants in areas where vegetation has been removed.

RIPA-9 Group size limits, beyond the restrictions provided in the various zones, may be imposed in these areas.

RIPA-10 The BLM will work with the Escalante River Watershed Partnership to review, approve and implement the Long-Term Monitoring and Maintenance Plan for the Escalante River Riparian Area within the Monument+ to prevent invasions of riparian habitat by Russian olive or other invasive species.

9. Soils and Biological Soil Crusts

Objectives

Manage uses to prevent damage to soil resources and to ensure that the health and distribution of fragile biological soil crusts are maintained, where at potential or improved, where below potential.

- Increase public education and appreciation of soils and biological soil crusts through interpretation, and
- Facilitate appropriate research to improve understanding and management of soil resources and biological soil crusts.

Management

SOIL-1 The BLM will apply procedures to protect soils from accelerated or unnatural erosion from any ground disturbing activity, including route maintenance and restoration. The effects of activities such as mineral exploration or development, or water developments will be analyzed through the preparation of project specific National Environmental Policy Act (NEPA) documents. This process will include inventories for affected resources and the identification of mitigation measures.

SOI-2 The impacts of livestock trampling on loss of biological crusts and subsequent erosion will be considered in allowable uses by livestock. (Livestock Grazing, Section D)

- SOIL-3 Prior to any ground disturbing activity, the potential effects on biological soil crusts will be considered and steps will be taken to avoid impacts on their function, health, and distribution. Long-term research toward preservation and restoration of soils will support adaptive management. Further research will be conducted on these crusts, and the results interpreted for management and education purposes.
- SOIL-4 Biological soil crust data collection will be part of all range management evaluations (e.g., trend studies, frequency transects, and any other assessments or data collection).
- SOIL-5 When planning road and trail construction, areas with high percentage cover of biological soil crust or high biodiversity conservation value (such as gypsiferous soils) will be avoided whenever possible. Enforcement of off-road vehicle regulations will be prioritized in these areas.
- SOIL-6 Because several biological soil crust species and some vascular plant species are rare gypsum endemics, and gypsum soils cover very little Monument+ area, a system of small fenced reserves will be constructed to conserve habitat of the endemic biota.
- SOIL-7 Soil surface disturbing projects will not be conducted in habitats of rare biological soil crust species, where biological soil crust diversity is high, or where removal of biological soil crust will degrade soil, hydrology, or biology ecosystem functions.
- SOIL-8 The Monument+ will use management techniques to stabilize or protect crusts, including:
- Reducing unnaturally frequent and intense fires, such as those resulting from annual grass invasions.
 - Concentrating recreational use by hikers and OHVs to reduce trampling and prevent disturbance.
 - Gathering information on the distribution of biological soil crusts, particularly rare species and where species diversity is concentrated, is important to define habitat characteristics and identify threats. Plant monitoring and inventory projects will include a moss and lichen species component. Specimens of biological soil crust will be collected and identified.
 - The effects of livestock trampling on loss of biological crusts and subsequent erosion will be considered in allowable uses by livestock i.e., availability and unavailability for livestock use (Livestock Grazing, Section D).
 - Relocate existing water development and nutrient block location to sites with low potential for biological soil crust development, such as rocky areas. Using brush barriers to divert trailing from sites with biological soil crust also helps prevent trampling damage.

10. Vegetation

Objectives

- Increase public education and appreciation of vegetation through interpretation,
- facilitate appropriate research to improve understanding and management of vegetation, and
- protect unique vegetation associations such as hanging gardens and relict plant associations.

Management

- VEG-1. **The desired plant community (DPC) shall be defined by the Potential Natural Community (PNC).** PNC is “(T)he stable biotic community that would become established on an ecological site if all successional stages were completed without human interference under present environmental conditions.” The PNC for each community on the Monument will be defined by the best available science. Sources of information include NRCS Soil Survey, NRCS GSENM

ecological site vegetation descriptions for specific soil types; reference sites/exclosures on Monument+, Rangeland Health assessments for reference areas; relict areas; and other relevant field data and scientific studies. PNC descriptions will contain information on state-and-transition models. Ecological Site Descriptions will be updated to reflect current knowledge on biological crusts and soil surface cover. BLM will document any departure from potential natural communities and adjust management to allow sites to move toward PNC.

VEG-2 The BLM will place a priority on the control of noxious weed species and prevent the introduction of new invasive species in conjunction with Kane and Garfield Counties and the adjacent U.S. Forest Service and National Park Service units. Further, in keeping with the overall vegetation objectives and Presidential Executive Order 11312, native plants will be used as a priority for all projects in the Monument+ (see the **Noxious Weed Control** section for related decisions).

VEG-3 The BLM will continue to coordinate with other organizations to inventory the Monument+ and evaluate the need for vegetation protection strategies. Such research will be coordinated as part of implementation and adaptive management, and the results will be interpreted for management and public education purposes.

VEG-4 All proposed developments or surface disturbing activities will be required to include a site assessment for impacts to vegetation. Appropriate strategies will be used to avoid sensitive vegetation associations, and restoration provisions will be included in projects.

11. Special Status Plant Species

Objectives

- The BLM will take measures to promote the recovery and conservation of all special status plant species within the Monument+ (including Federally listed endangered and threatened species, candidate species, and State sensitive species). This is in accordance with applicable Endangered Species Act of 1973 regulations (50 CFR 402) and BLM policy as updated in 2008 (Manual 6840; “[Special Status Species Management Manual](#)”). Federally listed plant species are discussed in detail below. There are currently no candidate plant species present within the Monument+, and
- the BLM will continue to ensure that actions authorized do not jeopardize the continued existence of any special status plant species or result in the destruction or adverse modification of critical habitats.

Management

SSP-1 The BLM will continue to consult with the USFWS to ensure that actions authorized by the BLM do not jeopardize the continued existence of any Federally listed plant species or result in the destruction or adverse modification of critical habitats. Coordination with the U.S. Forest Service, the Utah Division of Wildlife Resources’ Natural Heritage Program, and the National Park Service will also occur in areas where plant species cross jurisdictional lines. The BLM will work with these agencies to develop recovery plans, when needed, and to implement existing recovery plans for all listed species

SSP-2 No exceptions for cross-country vehicular travel will be made in known habitat or locations of sensitive plant species.

SSP-3 Disturbance, injury, or mortality of special status plants resulting from grazing by livestock will be minimized or eliminated. Where grazing by livestock is leading to adverse effects, conservation

measures will be implemented to reduce or mitigate damage to the plant species. Measures can include fencing, seasonal restrictions, or relocation of livestock developments.

SSP-3 Surface disturbing research activities will generally not be allowed in threatened or endangered plant species habitat. All scientific research projects in close proximity to listed species populations or habitat will be evaluated by Monument+ biologists, the USFWS, and appropriate experts prior to initiation to determine impacts to these populations or habitat. Any research project which may have an effect on populations of listed species will be coordinated with the USFWS.

SSP-6 Areas with threatened or endangered plants will be targeted for noxious weed control activities as a first priority. BLM employees or contractors with appropriate certification will be responsible for use of chemicals in noxious weed removal efforts, and will take precautions to prevent possible effects to non-target species.

SSP-7 Public education about protection of these species will be an integral part of projects and will be provided in interpretive displays and handouts at project sites and visitor centers around the Monument+. Information will also be included on the Monument+ website.

SSP-8 BLM law enforcement personnel and increased field presence of BLM personnel will concentrate efforts in areas with special status species habitat in order to curb non-compliance activities. The BLM is pursuing cooperative agreements with each of the Sheriff departments in Kane and Garfield Counties to facilitate shared law enforcement and support for enforcing established closures.

SSP-9 Communication sites, utility rights-of-way, and road rights-of-way will not be permitted in known special status species populations. As permits are granted for these sites and rights-of-way, surveys will be completed to determine the presence of special status species in the area. If they are found, these activities will be moved to another location.

SSP-10 Reseeding or surface disturbing restoration after fires will not be allowed in areas with special status plant species. Natural diversity and vegetation structure will provide adequate regeneration. Management ignited fires will also not be allowed in these areas unless consultation with the USFWS indicates that fire is necessary for the protection and/or recovery of listed species.

The following additional measures will be applied to specific listed species in order to promote the protection and recovery of these species. Other measures may be implemented and some may be terminated, as deemed necessary through evaluation of monitoring data in conjunction with the adaptive management framework

Jones' Cycladenia (*Cycladenia humilis* var. *jonesii*)

SSP-11 There are oil and gas leases in the area where Jones' Cycladenia grows, some of which have been suspended

Stipulations to prevent impacts to these populations through avoidance or other conservation measures (after consultation with the USFWS) will be placed on any permits to drill for oil and gas. There are currently no mining or mineral operations in the area that will affect this population of plants or its habitat.

SSP-12 Inventories to locate new populations of this species will be conducted at least every ten years to provide more accurate information on distribution and to facilitate protection and recovery.

Kodachrome Bladderpod (*Lesquerella tumulosa*)

- SSP-13 Cross-country vehicle travel is prohibited. There is one route open in the Kodachrome bladderpod area. This route will be open to street legal vehicles only.
- SSP-14 Physical barriers as well as “closed” signs may be placed in strategic locations to prevent access into areas where the Kodachrome bladderpod grows. Restoration in closed areas may occur to eliminate impacts and return the area to pre-disturbance condition. Monitoring will continue in order to determine effects of closures and to measure the resilience of the population.
- SSP-15 Additional monitoring sites will be developed in strategic locations to measure impacts to the population, following established protocols. If, through monitoring, impacts to the population from visitors are identified, visitor allocations or other measures will be imposed to eliminate any further impacts from increased visitation and use. Group size and numbers of groups allowed in the area, as well as the types of activities allowed, could be limited.
- SSP-16 Trails, parking areas, or other recreations facilities will not be allowed in the Kodachrome bladderpod population.
- SSP-17 Camping, overnight stays, and campfires will not be allowed in the Kodachrome bladderpod population.
- SSP-18 No livestock waters or supplements will be placed within or near any populations.

Ute Ladies'-tresses (*Spiranthes diluvialis*)

The USFWS found that the 1999 Monument Management Plan will affect, but is not likely to jeopardize the continued existence of the Ute ladies'-tresses, provided the conservation measures in the Biological Assessment and that Management Plan are taken.

- SSP-19 Priority will be to maintain natural flows and flood events. In addition, the maintenance of instream flows will provide adequate water for natural structure and function of riparian vegetation. Ute ladies'-tresses relies on these natural flood events to colonize new areas and maintain healthy and viable populations.
- SSP-20 Surveys for this species were initiated in the 1999 growing season and results of this survey will be used to determine any further actions.
- SSP-21 Appropriate actions will be taken to prevent trampling of the plants by visitors in high-use areas. These actions may include replanting native vegetation or construction of barriers.
- SSP-22 Areas may be closed if necessary to protect these plants. Barriers will be constructed and restoration work initiated to stabilize the soil and banks and provide the best possible habitat for this plant.
- SSP-23 No expansion of current or new facilities will be permitted where this plant grows.
- SSP-24 Existing trails in areas where this plant grows will be relocated away from the plants and potential habitat when possible. These protection measures apply to current as well as future potential habitat areas for this species.

SSP-25 Interpretive materials will be developed to educate the public about Ute ladies'-tresses and the actions being implemented to protect it.

SSP-26 Restoration of social trails in known populations will be initiated, including obliteration of the trail by planting native species, and moving soil to return the area to its natural grade. Group size restrictions, allocations, or other measures will be initiated if continued monitoring indicates that visitor use in the area is causing impacts.

Stipulations to prevent impacts to these populations through avoidance or other conservation measures (after consultation with the USFWS) will be placed on any permits to drill for oil and gas.

12. Relict Plant Communities and Hanging Gardens

RHG-1 Vegetation restoration methods will not be allowed in these areas, unless needed for removal of noxious weed species. In these circumstances, consultation with the Monument+ Advisory Committee will be used to determine the most appropriate control methods to ensure proper protection.

RHG-2 No new water developments will be authorized in these areas. Maintenance activities will be allowed if these resources are not affected.

RHG-3 Surface disturbing research will not be allowed in these areas.

RHG-4 Parking areas or other recreation facilities will not be allowed in these areas.

RHG-5 Camping, overnight stays, and campfires in these areas will not be allowed.

RHG-6 Group size limits may be imposed in relict plant areas to restrict use beyond the restrictions provided in the various zones. Most of these areas occur in the Primitive Zone which has limits of 12 people and 12 pack animals.

RHG-7 Pack animals will not be allowed in relict plant areas.

RHG-8 Communication sites and utility rights-of-way will not be allowed in these areas.

RHG-9 Inventories, modeling, and field investigations for both relict plant communities and hanging gardens will be conducted and/or revised at least every ten years. Current information on the location of these associations in the Monument+ is largely anecdotal and may change following consideration of inventory data.

13. Vegetation Restoration Methods

Objectives

- Restore and promote a natural range of native plant associations in the Monument+.
- Methods and projects which do not achieve this objective or which irreversibly impact Monument+ resources will not be permitted.

Management

- RM-1 Manual methods, including manual pulling and the use of hand tools (e.g., chainsaws, machetes, pruners) may be allowed throughout the Monument+.
- RM-2 The use of machinery for restoration of native vegetation may be allowed in all zones except the Primitive Zone. Due to the potential for irreversible impacts to other Monument+ resources, such as archaeological sites and artifacts, paleontological resources, and biological soil crusts, soil-disturbing machinery (chaining, Dixie harrow, mastication) will not be used to remove pinyon and juniper.
- RM-3 Chaining may be allowed only to cover rehabilitation seed mixes with soil after wildfires only where:
- noxious weeds and invasive non-native species are presenting a significant threat to Monument+ resources or watershed damage could occur if the burned area is not reseeded,
 - it can be demonstrated that Monument+ resources will not be detrimentally affected (i.e., completion of full archaeological, paleontological, threatened and endangered species and other resource clearance and consultation),
 - it is determined that seed cover is necessary for the growth of the native species proposed for seeding, and
 - other less surface disturbing measures of covering seed are not available or cannot be applied in a timely manner.

The Monument+ Advisory Committee will be consulted before the use of machinery for treatments is permitted.

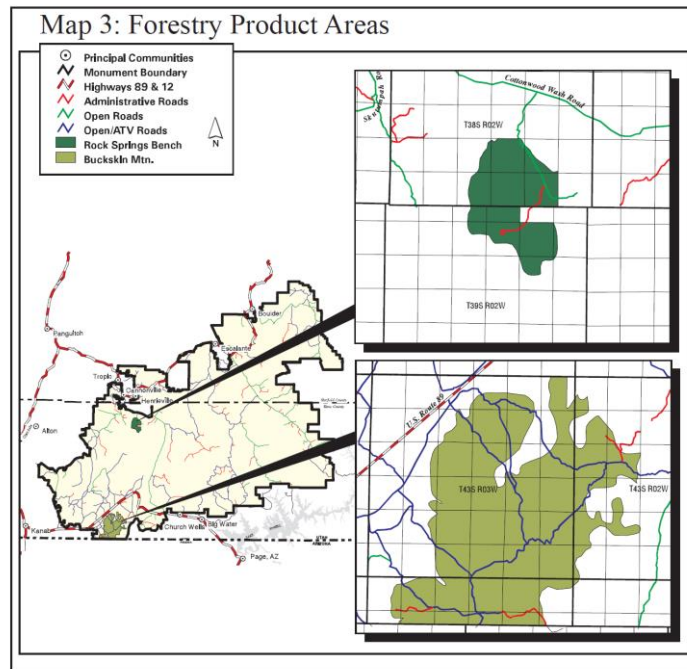
- RM-4 Livestock grazing after native seedlings are established will be modified to ensure the survival of the native plants. The livestock exclusion period required to allow full establishment of seeded native species and recovery of surviving native plants after a wildfire may be more than two years. Site evaluation will be required to determine when the native seedlings should be grazed again and the effectiveness of the current or new grazing system on the persistence of native plants.
- RM-5 Chemical methods will generally be restricted to the control of noxious weed species, and are discussed in that section. The use of chemicals may also be allowed in conjunction with research projects and must lead to the achievement of the overall vegetation objectives. These activities will be approved as determined appropriate through consultation with the Monument+ Advisory Committee.
- RM-7 Management ignited fire may be used for vegetation restoration when fire has been documented to historically occur in an area, where various factors have prevented natural fire cycles from occurring, and where cheatgrass or other invasive vegetation is not present. In these circumstances, management ignited fires may be used, and will attempt to simulate natural fire intensity and timing. Specific objectives for all management ignited fires will be developed prior to its use in the Monument+. All fire activities will be conducted and coordinated with appropriate fire management personnel, as provided for in the Color Country Interagency Fire Management Area annual operating plan.
- RM-8 With all of the methods described above, vegetation monitoring plots, including fenced control plots, will be established to determine the effectiveness of the treatments in achieving management objectives and to provide baseline data of overall change. This monitoring will include species frequency, density, and distribution data, and will be part of overall adaptive management.

14. Noxious Weed Control

- NW-1 The BLM will control noxious weeds in accordance with National and State policies and directives. Control of noxious weeds is also a priority to achieve the overall vegetation objectives.
- NW-2 Projects will be designed in conjunction with Kane and Garfield Counties and adjacent U.S. Forest Service and National Park Service staffs. With this strategy the BLM hopes to control noxious weed species and prevent introduction of new invasive species into the Monument+ and surrounding ecosystems.
- NW-3 An array of methods will be used as appropriate for the control of specific noxious weed species. These methods include: the use of chemicals (aerial spraying, hand spraying, and painting), hand cutting, biological control agents, and manual pulling. Each of these methods has a place in the control of these invasive species and will be evaluated for their effectiveness as eradication projects are designed.
- NW-4 BLM employees or contractors with appropriate certification will be responsible for use of these chemicals and will take precautions to prevent possible effects to non-target plant species.
- NW-5 Aerial chemical applications may only be used in limited circumstances where:
- accessibility is so restricted that no other alternative means is available,
 - it can be demonstrated that non-target sensitive species or other Monument+ resources will not be detrimentally affected, and
 - noxious weeds are presenting a significant threat to Monument+ resources.
- The Monument+ Advisory Committee will be consulted before the aerial application of chemicals is permitted.
- NW-6 The noxious weed control program will target species in a prioritized manner. Priorities for weed control may include: invasiveness of the species, extent of invasion, sensitivity of the area being invaded, and accessibility. Areas with special status species habitat will have a high priority for weed removal. Project level environmental assessments or other NEPA analysis will be completed prior to noxious weed removal project initiation.
- NW-7 In addition to strategies for control of established noxious weeds, it is also imperative to reduce the introduction of noxious weed species as stated in Presidential Executive Order (EO 11312) on invasive species. Cooperative programs established for control of these species will also help identify potential new invasions before area-wide establishment has occurred. There are two policies which will help to reduce potential noxious weed introduction.
- First, the BLM requires that all hay used on BLM lands be certified weed free. This is a statewide policy which applies to the Monument+, as well as all other BLM lands in the State of Utah.
 - Second is the requirement that all machinery that has been used outside the Monument+ be cleaned prior to use in the Monument+. This provision generally applies to contract equipment used for projects such as construction of facilities and firefighting equipment. Both of these provisions will help reduce the introduction and spread of noxious weed species in the Monument+.
- NW-8 For major removal projects, monitoring plots will be established in key areas to determine effectiveness of methods and presence of noxious weed species. All projects will contain restoration and/or revegetation protocols to minimize re-colonization of treated areas by noxious weed species. Monitoring in these areas will be part of adaptive management.

15. Forestry Products

- FP-1 Fuelwood harvesting, post cutting, and Christmas tree cutting will be allowed by permit only within designated areas (Map 3 or other future areas that go through a written investigation, analysis and public comment period). Commercial fuelwood cutting will be limited and authorized in designated areas only. There are currently two forestry product areas located in the Monument+: Rock Springs Bench area and Buckskin Mountain area.



Map 3. Forestry Product Areas

- FP-2 Additional areas may be designated to meet the overall vegetation management objectives, but will not be allowed outside already disturbed areas. All cutting areas will be designated under a permit system, with maps provided to assure compliance.
- FP-3 In general, the off-highway vehicle restrictions discussed in the **Transportation and Access** sections will apply to forestry product areas (i.e., travel will be allowed only on designated routes and vehicles will be permitted to pull no more than 50 feet off designated routes in the Outback Zone). However, because forestry product collection activities are controlled by a permit and permits are issued to further overall management objectives, the BLM could authorize access on administrative routes and, in some cases, in areas more than 50 feet away from routes. These areas/provisions will be delineated in the permit prior to its issuance.
- FP-4 No commercial timber harvesting is authorized within the Monument+.

16. Native vs. Non-native Plants

- NAT-1 In keeping with the overall vegetation objectives and Presidential EO 11312, native plants will be used as a priority for all projects in the Monument+.
- NAT-2 Non-native plants may be used in limited, emergency situations. An emergency is a situation that, if action is not taken, would result in the immediate, severe degradation of soil, hydrology, or biotic conditions. If this degradation would hinder re-establishment of native communities, remedial action

must be taken as soon as possible to prevent further resource degradation. In these situations, the restoration plants selected will be short-lived nurse crop species that are not competitive with natives, will not persist longer than a few years, and are unlikely to spread from the project site. In addition, they will be combined with native species to facilitate the ultimate establishment of native communities. This use will be allowed to the extent that it complies with the vegetation objectives, and implements research protocols that monitor for unintended consequences such as non-natives species outcompeting natives. Native plants will be dominant within 10 years, or an active plan for removal of non-natives and re-establishment of native species will be implemented.

NAT-3 All projects proposed in the Monument+ will contain a restoration or revegetation component and will budget for the cost of seeding with native species. All planning for projects, in all except limited, emergency situations, will use native species, and the use of non-native species will not be analyzed as an alternative.

NAT-4 The priority for existing seedings will be to restore native communities as defined by the Ecological Site Descriptions and Potential Natural Community for the appropriate sagebrush grassland/soil type from the GSENM monument soil map.

NAT-5 Non-native plants may be used for restoration-related research if the use is consistent with and furthers the overall vegetation management objectives, including NAT-2 above, and after consultation with the Monument+ Advisory Committee.

NAT-6 Non-native plants will not be used to increase forage for livestock and wildlife.

NAT-7 Monitoring plots, including adequate-size exclosures, will be established in any areas treated in order to document changes in vegetation structure and composition and will be an integral part of adaptive management.

17. Reseeding after Fires

SEED-1 When deciding whether to reseed after fires, there are many factors that should be considered. The overriding consideration is the vegetation management objective and priority to use native plants. In trying to make the determination of whether seeding will help attain these objectives, there are other considerations: (1) the structure and diversity of vegetation in the area before it burned, and (2) the presence of noxious weeds in the area and the likelihood of such weeds increasing as a result of a fire. Areas with high species diversity and little potential for noxious weed spread will not be reseeded. Areas that had little diversity and little potential for noxious weed invasion will be seeded with native species exclusively. Areas of low diversity and high potential for noxious weed invasion will most likely be seeded, and non-native/native seed mixes could be used if it was determined that timing was critical and non-native species will help prevent weed spread. Each fire will have to be evaluated on a case-by-case basis to determine the appropriate actions to meet the established vegetation management objectives. Actions may change over time as a result of new research or other information in accordance with adaptive management. If seeding with non-natives is deemed necessary, it will be in accordance with the provision stated above (short-lived, nurse crop species with natives in the mix).

SEED-2 The use of aircraft in reseeded operations may be allowed in areas as appropriate. In areas with raptor species, timing will be appropriate to eliminate impacts to these species.

18. Restoration and Revegetation

Restoration is the process of returning disturbed areas to a natural array of native plant and animal associations. Revegetation is the process of putting vegetation back in an area where vegetation previously existed.

REV-1 Many factors will be considered when deciding to implement a revegetation or restoration strategy. Each project and area to be treated will be evaluated to determine the appropriate strategy. The following general guidelines can be applied to determine which strategy is the most appropriate and how it will be implemented in order to be consistent with the overall vegetation management objectives.

- Restoration will be the goal whenever possible (i.e., an attempt will be made to return disturbed areas to conditions which promote a natural array of native plant and animal associations).
- Species used in both restoration and revegetation projects will comply with the non-native plant policy described above (i.e., native plants will be used except in emergencies as described in NAT-2).
- Revegetation strategies will be used in areas of heavy visitation, where site stabilization is desired.
- Restoration provisions will be included in all surface disturbing projects including provisions for post restoration monitoring of the area. Costs for these activities will be included in the overall cost of the project and will come out of the entire project budget.
- Priority for restoration or revegetation will be given to projects where Monument+ resources are being damaged. These sites will likely be in areas near development and/or heavy visitor use. Although these areas are more likely to be candidates for revegetation projects, careful evaluation of disturbed sites needs to be conducted to include desired future condition of an area. Restoration or revegetation of areas receiving heavy use may include limits on visitor use in order to promote recovery.

19. Water

Objectives

The BLM's objectives with respect to water resources will be to:

- ensure that appropriate quality and quantity of water resources are available for the proper care and management of the objects of the Monument+,
- increase public education and appreciation of water resources through interpretation, and
- facilitate appropriate research to improve management of water resources.

Management

WAT-1 Ensure that land management policies protect water resources. Since much of the water important to the Monument+ falls as precipitation within the Monument+, its continued availability can be ensured by appropriate land management policies within the Monument+. The BLM will exercise its existing land management authorities to protect and maintain all available water and natural flows in the Monument+.

- In the limited cases where water is needed for a visitor facility, the acquisition of State appropriative water rights (discussed above) should be possible
- New water developments can only be done when a NEPA analysis determines this tool to be the best means of achieving the above objectives and only when the water development will not dewater springs or streams.
- In general, diversions of water out of the Monument+ will not be permitted. There is an existing small-scale diversion of groundwater out of the Monument+ for the domestic water supply of the nearby town of Henrieville. This Plan does not prohibit the continuation of this diversion, nor its expansion, if necessary, to meet the municipal needs of population growth in Henrieville. Any proposed new groundwater diversion to meet Henrieville's municipal needs could be approved, consistent with the Plan, if the BLM and the Utah State Engineer complete a joint analysis to determine that such development would not adversely impact springs or other water resources within the Monument+, and the BLM completes an environmental review analysis for public review under NEPA. Exceptions could be considered for other local community culinary needs if the applicant demonstrates, with independent professional review, that the diversion of water will not damage water resources within the Monument+ or conflict with the objectives of this Plan.

WAT-2 Monitor to ensure water flowing into the Monument+ is adequate to support Monument+ resources. The BLM will also assess whether the water flows coming into the Monument+ continue to be adequate. The BLM will work with the Water Resources Division of the U.S. Geological Survey, the Utah Department of Natural Resources, and others to gather comprehensive information concerning precipitation, surface water flows, and subsurface water flows into and out of the Monument+. This could include establishing additional stream-gauging stations at selected locations, and continued inventorying of water sources such as seeps, springs, and wells. Established climate-data stations will be an integral part of the hydrologic monitoring network.

Some of the main objectives of water resource investigations will include, but will not be limited to:

- Conceptualizing the surface and ground-water systems, and their interactions at the regional (Monument+) scale.
- Subdividing the Monument+ into smaller-scale hydrologic "compartments" on the basis of hydrologic and geologic attributes. Attributes, among others, could include surface-water drainage areas, aquifer systems, precipitation zones, hydraulic conductivity of surficial deposits and bedrock.
- Cataloging and classifying hydrologic attributes of the compartments, and establishing appropriate long-term monitoring programs to collect spring and stream discharge and water chemistry data.
- Quantifying hydrologic processes such as surface-water and ground-water exchange, and precipitation, runoff, and sediment transport relationships within each compartment. In addition to new stream and spring monitoring stations, the existing network of climate stations will serve to gather appropriate data.
- Determining direct and indirect effects of humans on hydrologic attributes of each compartment and subsequent effects on Monument+ resources.

The priority in data collection effort will be to collect data on flows entering the Monument+. This will be done in order to ensure sufficient base and peak flows to support Monument+ resources.

WAT-3 *Pursue other options for assuring water availability, if needed.* At any point that the above data collection and assessment effort suggests that adequate water to protect Monument+ resources is not entering the Monument+, or that water is otherwise being depleted to the detriment of the Monument+, other measures for assuring water availability will be taken. These measures could include:

- Cooperation with other Federal agencies that may already have Federal reserved water rights. Glen Canyon National Recreation (GCNRA) is a Federal reservation and has a Federal reserved water right (as yet unquantified) which could indirectly provide adequate protection to the Monument+ resources. If the United States successfully establishes a Federal reserved water right for GCNRA, that water right would have a priority date of about 1965. The Monument+ will benefit from this water right, because some of the water necessary to satisfy the GCNRA's water needs will pass through the Monument+. The BLM will begin discussions with GCNRA to quantify this water right.
- Continue discussions with the Utah State Engineer (Utah Division of Water Rights), Utah Division of Water Resources, and State and local water users to identify how nearby communities could secure water supplies for expected future growth without interfering with the water flows needed for Monument+ resources. These discussions will include negotiations toward an agreement between the State and local water users similar to the agreement recently reached for Zion National Park. The Zion agreement (reached between the Department of the Interior, the State of Utah, and local water users) allows additional future non-Federal development of water that could affect the Park, but caps it, and protects the continuation of "spike" or flood events in the Park environment. The BLM will explore options with the State of Utah and local communities, perhaps based on the Zion National Park model, for securing local water needs without jeopardizing the water needs of the Monument+. If such an agreement is reached, or if any other agreement is reached with the State under the options below, segments of rivers determined to be suitable for Wild and Scenic River designation in this Plan would be managed in accordance with that agreement.
- Other options are available to the BLM for assuring water availability. These are summarized below.
 - Appropriative Water Rights Under State Law - options in this category include: Pursuing a cooperative agreement between the BLM and one of the State agencies authorized to acquire and hold an instream flow right (where the State agency has a similar interest in protecting a particular resource);
 - approaching the Utah State Engineer with a request to use his authority to protect natural flows in the Monument+ by denying water rights applications where the water would serve a more beneficial purpose by remaining in the channel; and,
 - converting BLM held water rights that may no longer be needed for grazing to wildlife rights after an appropriate proceeding to change the water right in the Office of the State Engineer.
- Federal Reserved Water Rights - The Grand Staircase-Escalante National Monument Proclamation does not reserve water as a matter of Federal law. It does not, however, abolish or defeat the BLM's claims to Federal- law-based water rights under other reservations or proclamations. Options in this category include:
 - Public water reserves;
 - Wild and Scenic Rivers (upon designation by Congress, or the Secretary of the Interior upon application of the Utah Governor); and
 - Congressional reservation of unappropriated water; and, by Presidential Proclamation.

Strategy for Assuring Water Quality

WAT-4 All activities on Monument+ will be assessed for their contributions to compliance with water quality standards established by the State of Utah (R.317-2) and the Federal Clean Water and Safe Drinking Water Acts.

The following list shows 303(d) waters within the Monument+ and their associated load problems [Utah Department of Environmental Quality (UDEQ), Utah Division of Water Quality (UDWQ), 2018.] The list will be updated annually.

- Paria River from start of Paria River Gorge to headwaters - temperature, total dissolved solids
- Paria River 2 from Cottonwood Creek confluence to start of Paria Gorge - temperature, total dissolved solids
- Paria River 3 Paria River and tributaries from AZ/UT state line to Cottonwood Creek confluence - O/E [observed-to-expected] bioassessment, total dissolved solids
- Escalante River Upper (from Boulder Creek confluence to Birch Creek confluence) - O/E bioassessment, total dissolved solids
- Calf Creek (confluence with Escalante River to headwaters) – temperature
- Wahweap Creek and tributaries from Lake Powell to headwaters - selenium, temperature
- Chance Creek and tributaries from Lake Powell to headwaters - O/E bioassessment, total dissolved solids
- Cottonwood Creek and tributaries from confluence with Paria River to headwaters - dissolved oxygen
- Johnson Wash 1: Johnson Wash and tributaries from UT/AZ state line to Skutumpah Canyon confluence - selenium, boron, total dissolved solids
- Johnson Wash 2: Johnson Wash and tributaries from Skutumpah Canyon to headwaters - dissolved oxygen, O/E bioassessment, temperature, zinc, copper, lead, total dissolved solids, copper

WAT-5 Activities on BLM Lands will fully support the designated beneficial uses described in the Utah Water Quality standards (R.317-2) for surface and groundwater as indicated by: Water quality parameters, including but not limited to nutrient loads, total dissolved solids, chemical constituents, fecal coliform, water temperature and algae meet standards

WAT-6 The BLM will request that the State of Utah accelerate development of TMDLs for 303(d) waters in the Monument+.

WAT-7 The BLM will continue to develop a water quality monitoring program at 60 sites in conjunction with the UDWQ to ensure that State and Federal water quality standards are met. In addition, the BLM will develop a comprehensive water quality monitoring program to ensure the protection of Monument+ resources and visitor safety. The BLM will continue to work with UDEQ/UDWQ as water quality improvement programs and TMDLs are developed.

WAT-8 Water quality monitoring will be implemented as a required part of all authorizations which could adversely affect water quality. Mitigation will be required if adverse effects are detected.

Management of Visitors and Other Uses

20. Camping

CAMP-1 Camping in developed campgrounds or in designated primitive camping areas will be allowed in the Frontcountry and Passage Zones. Dispersed primitive camping will not be allowed in these zones.

CAMP-2 Dispersed primitive camping will be allowed in the Outback and Primitive Zones, but primitive camping could be limited to certain designated areas in these zones if resource damage occurs.

CAMP-3 Permits will be required for overnight use in all zones.

CAMP-4 Designated primitive camping areas are places where the BLM has identified and designated areas for camping use. These areas will not have any developments, other than a small sign or barriers to delineate the site.

CAMP-5 Motorized or mechanized vehicles may pull off designated routes no more than 50 feet for direct access to dispersed camping areas in the Outback Zone, except in WSAs, threatened and endangered plant areas, relict plant areas, riparian areas, or other areas identified. Visitors will be encouraged to use existing disturbed areas for pulling off routes to access camping areas and are required to leave existing vegetation intact. In the Frontcountry and Passage Zones, vehicles will be confined to using designated pullouts and will not be allowed to pull off the route, except as provided for in emergencies (see **Emergency and Management Exceptions** for related decisions).

CAMP-6 Campfires will not be allowed in the Escalante and Paria/Hackberry Canyons, No Mans Mesa, and other relict plant areas as they are identified. Campfires will also be prohibited in archaeological sites, rock shelters, or alcoves Monument+-wide.

CAMP-7 Campfires will be allowed only in designated fire grates, designated fire pits, or mandatory fire pans in the Frontcountry and Passage Zones, and wood collection for campfires will not be permitted. In the Outback and Primitive Zones, fire pans will be encouraged and dead and down wood may be collected in areas where campfires are allowed.

21. Climbing

CLMB-1 Climbing will not be allowed in archaeological sites, on natural bridges or arches, or within identified threatened and endangered species nesting areas.

CLMB-2 Climbing areas may be seasonally closed to assure that disturbance to raptor nesting activities does not occur.

CLMB-3 The BLM will work with the public to identify climbing areas and develop specific management plans for them. Criteria for designation of climbing areas will be established for the Monument+.

CLMB-4 Climbing will be subject to zone and other specific management restrictions.

22. Collections

COL-1 Collection of Monument+ resources, objects, rocks, petrified wood, fossils, plants, parts of plants, animals, fish, insects or other invertebrate animals, bones, waste, or other products from animals, or of other items from within the Monument+ will be prohibited. Exceptions could include: collections authorized by permit in conjunction with authorized research or management activities; the

collection of small amounts of fruits, nuts, and berries for personal, non-commercial use; the collection of certain natural materials by Native American Indians under BLM permit; the collection of antlers or horns as provided for by UDWR regulations; and the collection of dead and down wood for immediate use in campfires, where campfires are allowed. The above prohibitions shall not be deemed to diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including the regulation of hunting and fishing, on Federal lands within the Monument+.

23. Commercial Filming

FILM-1 Filming may be approved in all zones if the activity complies with the zone requirements and Plan provisions. Permits for commercial filming will be required and the preparation of a project-level NEPA document may be required.

24. Competitive and Special Events

EVENT-1 Special events may be approved, under permit, if the event meets other zone requirements and Plan provisions.

EVENT-2 Special events will be permitted in accordance with the requirements of the most restrictive zone that the event encounters.

EVENT-3 No competitive events will be allowed.

25. Emergency and Management Exceptions

EMERG-1 In emergency circumstances, vehicles may pull immediately off designated routes (see **Transportation and Access** for related decisions).

EMERG-2 Limited exceptions to the general management provisions may be granted by the Monument+ Manager. These exceptions may allow off-highway vehicle use, aircraft landing, motorized or mechanized access on closed routes, or use of mechanized equipment in closed areas. Exceptions may be made in emergencies, or where clearly essential to serve Monument+ management purposes. Exceptions may be made in cases such as carrying out search and rescue operations,

26. Facilities

Visitor Facilities in the Gateway Communities

FAC-1 In an effort to protect Monument+ resources and provide economic opportunities in the local communities, major facilities and the services associated with them will be located in these communities, outside the Monument+. These include a Monument+ headquarters in Kanab, an Interagency Office in Escalante, and visitor contact stations in Cannonville, Glendale, and Big Water. Their precise locations will be based on factors such as the availability of infrastructure; economic considerations, including market feasibility; the availability of financing; and managerial concerns. These determinations will be made by the communities and the BLM. Any construction activities associated with these sites are contingent upon funding by Congress. Monument+ staff will also be available at the Paria Contact Station and at the Anasazi State Park in Boulder.

Visitor Facilities in the Monument+

- FAC-2 All facilities and signs will be consistent with the Monument+ Interpretive Plan, the Monument+ Facilities Master Plan, and the Monument+ Architectural and Landscape Theme (all in the process of development).
- FAC-3 The Monument+ Facilities Master Plan will address and be consistent with the Americans with Disabilities Act of 1973, the Rehabilitation Act of 1973, and the Architectural Barriers Act of 1968.
- FAC-4 All projects causing surface disturbance will be subject to NEPA analysis and the standard stipulations described in Appendix 2.
- FAC-5 No projects or activities that result in permanent fills or diversions in, or placement of permanent facilities on special flood hazard areas (as designated by the Federal Emergency Management Agency), will occur within the Monument+.
- FAC-6 All facilities and parking areas will be designed to be unobtrusive and to meet the visual resource objectives (see the Visual Resource Management section for related decisions).
- FAC-7 The development of water may be provided in limited circumstances, where necessary for visitor safety or resource protection, in the Frontcountry or Passage Zones. The provision of water at sites within the Monument+ will be very limited because the only facilities provided will be modest pullouts, parking areas, trailheads, picnic sites, toilets, and primitive camping areas. These sites do not require water, including most toilets which could use other technologies.

Frontcountry Zone:

- FAC-8 As the focal point for visitation, visitor day-use facilities and signs will be added as necessary for visitor use, safety, and the protection of sensitive resources, in addition to existing facilities. These facilities could include pullouts, parking areas, trailheads, trails, toilets, fences, and picnic areas. Day-use areas could include vault toilets, picnic tables, interpretive kiosks, and in some cases, interpretive trails which will be universally accessible but not paved. Most day-use parking areas will be paved, but those off of unpaved roads, such as Grosvenor Arch and the Paria Movie Set, will remain unpaved. Most parking areas will be small, accommodating 10 to 20 cars. Construction of small spur routes or trails may be allowed to access parking areas or other facilities.
- FAC-9 Scenic overlooks and other sites that have been developed along Highway 12 will be maintained. Some of the parking areas will be better delineated with barriers or fences to prevent further expansion. Additional wayside exhibits may be developed for some of the existing sites to stimulate further learning and protect resources. The BLM will look for appropriate opportunities to highlight Monument+ resources along Highways 12 and 89, and around the communities of Boulder, Escalante, Henrieville, Cannonville, Tropic, Church Wells, and Big Water. The Monument+ will work with communities, visitors, and other interested publics to develop sites. Up to 15 of these sites could be developed in the Frontcountry Zone, and specific projects will go through the NEPA process with full public involvement.
- FAC-10 Calf Creek and Whitehouse Campgrounds are the only developed campgrounds in the Frontcountry Zone. Dispersed primitive camping will not be allowed in this zone, although up to 10 designated primitive camping areas (without amenities) may be identified for individuals or groups. Most of these will be designated in areas already used for camping. These areas could accommodate 2-5 vehicles with a few areas large enough for group camping. Camping areas will be designated with a small sign and barriers. Toilets, water, tables or other amenities will not be provided at these sites.

Passage Zone:

FAC-11 The condition of routes and distance from communities in the Passage Zone makes it a secondary zone for visitation. Similar facilities as allowed in the Frontcountry Zone could be provided for resource protection, visitor safety, or for the interpretation of Monument+ resources. Information kiosks approximately the size of two 3 foot by 5 foot panels will be located at major trailheads (e.g., The Gulch, Deer Creek, and Dry Fork), and smaller kiosks or signs will be located at less used trailheads. Rarely used trailheads will be identified with a small sign.

FAC-12 Existing parking areas may be better delineated with barriers to prevent further expansion. Parking areas could accommodate up to 30 vehicles, but most will be designed for fewer than 10 cars. Construction of small spur routes or trails may be allowed to access parking areas or other facilities. Trails and parking areas will not be paved.

FAC-13 Existing destinations such as Devils Garden and Dance Hall Rock will be maintained.

FAC-14 Up to 17 parking areas or pullouts (scenic overlooks) could be designated in this zone. These are generally areas that are already used for parking, and delineating them with natural barriers or fences will prevent further resource damage. Interpretive kiosks or signs could be provided at these sites as discussed above.

FAC-15 The existing Deer Creek Campground will be the only developed campground in this zone. Dispersed primitive camping will be assessed every three years for minimization of impacts to Monument+ resources. These areas could accommodate 2-5 vehicles with a few camping areas large enough for groups. Camping areas will be designated with a small sign and barriers. User-created camping areas will be removed if Monument+ resources are not being protected, and revegetated with native vegetation. Toilets, water, tables or other amenities will not be provided.

Outback Zone:

FAC-16 Small signs to educate the public about a particular resource or safety hazard may be installed at limited sites, but these sites will not be promoted in literature. Facilities such as designated parking areas, toilets, or fences could be allowed for protection of resources in limited cases, only where other tools to protect resources are ineffective.

FAC-17 Trails could be delineated if necessary to prevent widespread impacts from multiple trails.

FAC-18 Dispersed primitive camping will be allowed in this zone, but certain areas could be closed and certain areas could be designated for camping if resource damage is occurring.

Primitive Zone:

FAC-19 Limited signs could be allowed for resource protection or public safety. Small directional signs may be needed, but these will be kept to an absolute minimum and will be rare.

FAC-20 Trails could be delineated only if necessary to prevent widespread impacts from multiple trails.

FAC-21 No water, toilets, or other visitor amenities or facilities will be provided.

FAC-22 Dispersed primitive camping will be allowed in this zone, but certain areas could be closed and certain areas could be designated for camping if resource damage is occurring.

27. Fees

FEE-1 Public input will be sought prior to the design and implementation of any fee system.

FEE-2 Existing use fees will continue to be charged.

28. Fences

FENCE-1 Fences may be used in certain circumstances to protect Monument+ resources, to manage visitor use, and to manage livestock, consistent with the Proclamation. They will be designed and constructed in accordance with visual resource management objectives and the Monument+ Facilities Master Plan (see the **Visual Resource Management** section for related decisions).

29. Group Size

GROUP-1 There will be no limit on group size in the Frontcountry Zone.

GROUP-2 Group size camping at one site will be limited to 25 people in the Passage and Outback Zones.

GROUP-3 Permits for groups over 25 people will be considered in the Passage and Outback Zones, if the number of people and the activities proposed are consistent with the protection of Monument+ resources. Appropriate NEPA analysis will be prepared on areas where permits could be authorized. These permits will require that adequate sanitation and trash collection are provided, and that activities take place in areas where resources will not be damaged.

GROUP-4 In the Primitive Zone, group size will be limited to 12 people and 12 pack animals. Within the Paria River corridor in the Primitive Zone, permits could be approved for groups over 12 people up to a maximum of 25 people.

GROUP-5 In order to protect Monument+ resources, it may become necessary to place limits on the overall numbers of people and/or pack animals allowed, or to further restrict group sizes in areas where resource damage is occurring (see the **Recreation Allocation** section for related decisions).

30. Livestock Grazing

A. Goals

1. **GOAL 1 Watersheds** are in, or are making significant, measurable progress toward, properly functioning physical and biological condition, including their upland, riparian-wetland, and aquatic components; soil and plant conditions support infiltration, soil moisture storage, and the release of water that are in balance with climate and landform and maintain or improve water quality, water quantity, and timing and duration of flow.
2. **GOAL 2 Native plant communities** are healthy, diverse, and productive, or are making significant, measurable progress toward such conditions.
3. **GOAL 3 Ecological processes**, including the hydrologic cycle, nutrient cycle, and energy flow, are maintained, or there is significant, measurable progress toward their attainment, in order to support healthy biotic populations and communities.

4. **GOAL 4 Riparian and wetland areas** exhibit, or are making significant, measurable progress toward exhibiting potential native vegetation diversity, density, age structure composition, and cover. Stream channel morphology and functions are appropriate to soil type, climate and landform.
5. **GOAL 5 Soils** exhibit, or are making significant, measurable progress toward permeability and infiltration rates that sustain potential site productivity or improve site productivity, considering the soil type, climate, and landform.
6. **GOAL 6 Habitats** are supporting, or are making significant, measurable progress toward supporting their full complement of Monument+/GCNRA native species and are exhibiting conditions expected to provide for recovery (“conservation”) of Federal threatened and endangered species or Federal proposed or candidate threatened or endangered and other special status species.

B. Objectives

1. Objective 1. Native Plant Communities

- 1.1. Native plant communities reflect $\geq 80\%$ of the native plant diversity, density, age classes, and productivity of relevant ungrazed reference sites (i.e., Monument+ or GCNRA sites which are of similar potential to support the native diversity and have been ungrazed by domestic ungulates for ten years).
- 1.2. Native plant communities support ($\geq 80\%$ of reference sites based on appropriate quantitative measures) specific values, including:
 - 1.2.1. Plant species endemic to Monument+ or the Colorado Plateau
 - 1.2.2. Rock crevice and canyon bottom native vegetation
 - 1.2.3. Dunal pockets that hold unique plant species adapted to shifting sands
 - 1.2.4. Plants highly adapted to saline areas
 - 1.2.5. Relict plant communities
- 1.3. Native species reoccupy habitat niches and voids caused by disturbances at 80% the rate of reoccupation in recovery reference sites (i.e., similarly disturbed sites recently excluded from grazing) based on appropriate quantitative measures.
- 1.4. Native plant communities support the following, at levels of at least 80% of relevant ungrazed reference areas:
 - 1.4.1. Pollinator diversity, with pollinators often dependent on a particular species, genus, or plant family.
 - 1.4.2. Cover, nesting, calving, and/or food habitat for native declining, uncommon, and endemic vertebrate animals.
 - 1.4.3. Diversity of native aquatic biota.
 - 1.4.4. Diversity of soil invertebrates.
- 1.5. Habitats are connected at a level to enhance populations of native species, including pollinators, based on estimated connectivity requirements using best available science.

2. Objective 2. Riparian and Wetland Areas.

- 2.1. Streambank vegetation, at 80% of reference riparian areas:
 - 2.1.1. consists of, or shows an independently measurable trend toward, native species with root masses capable of withstanding high streamflow events;
 - 2.1.2. maintains cover adequate to protect stream banks and dissipate streamflow energy associated with high water flows, protect against accelerated erosion, capture sediment, and provide for groundwater recharge.
- 2.2. Riparian vegetation reflects, at 80% of reference riparian areas, maintenance of riparian and wetland soil moisture characteristics, diverse age structure and composition, high vigor, and large

woody debris when site potential allows; and provides food, cover and other habitat needs for dependent animal species.

- 2.3. At 80% of reference riparian areas, point bars are revegetating and lateral stream movement is associated with natural sinuosity; channel width, depth, pool frequency and roughness appropriate to landscape position.
- 2.4. An active floodplain is present.

3. Objective 3. Soils

- 3.1. Ground cover (including litter) is maintained at 80% of a relevant (e.g., similar soil, vegetation type, precipitation) Monument+ ungrazed site in order to protect the soil surface from excessive water and wind erosion, promote infiltration, detain surface flow, retard soil moisture loss by evaporation, and provide appropriate biological soil crust ecosystem functions (hydrology and nutrient cycling).
- 3.2. Biological soil crusts (aka cryptobiotic soils) which are critical for soil stability and nutrient availability are protected from trampling and other physical disturbance within at least 60% of their predicted available habitat within Monument+; and within 80% of GCNRA predicted available habitat.
- 3.3. Indicators of excessive erosion such as rills, soil pedestals, mass wasting, and actively eroding gullies and headcuts are within 80% of appropriate, identified reference sites.

4. Objective 4. Water Quality Standards. The Monument+ is in compliance with water quality standards established by the State of Utah (R.317-2) and the Federal Clean Water and Safe Drinking Water Acts. Activities on BLM Lands will fully support the designated beneficial uses described in the Utah Water Quality standards (R.317-2) for surface and groundwater as indicated by:

- 4.1. Water quality parameters, including but not limited to nutrient loads, total dissolved solids, chemical constituents, E. coli, water temperature and algae meet standards
- 4.2. Macroinvertebrate community diversity and composition meet standards and are within 80% of relevant reference stream reaches.
- 4.3. Fine sediments do not exceed 80% of an equivalent ungrazed reference stream.

5. Objective 5. Habitats of Species of Concern, including native, threatened, endangered, proposed and special status-species, are sufficient to ensure reproductive capability and recovery.

- 5.1. Habitats are, or are making significant progress toward, being restored or maintained for conservation (i.e., recovery) of Federal threatened, endangered, proposed, candidate or other special status species. "Significant progress toward restoration of habitat" for such species is demonstrated by maintaining progress at a rate that is 80% that of relevant ungrazed recovery reference areas.

C. Management Actions

1. Public Transparency and Engagement

- 1.1. Prior to allotment permit renewal, allotment management plan development, or vegetation projects for conditions impacted by livestock grazing, notice will be provided for a public tour to obtain comment and provide input.
- 1.2. Prior to a Decision Notice, all Environmental Assessments (EAs) will provide for public comment on the alternatives and their analyses.
- 1.3. Annual plans of use.
 - 1.3.1. A map and annual plan of use for each allotment (with pastures) will be posted prior to livestock seasonal entry on the allotment.
 - 1.3.2. Annual plans of use for the previous two years will be displayed on the website.
- 1.4. Mid-season adjustments of the annual permit will be posted as a revised annual permit.

- 1.5. Pre-annual permit meetings. When requested by a member of the public, BLM will participate in a pre-annual permit meeting to discuss problems observed/documented on the allotment the previous year, and proposed solutions to those problems. Such meetings will be available to the permittee and other members of the public.
 - 1.6. Collaborations. BLM will encourage the establishment of independent, multi-stakeholder, consensus collaborations that include representatives of all relevant stakeholders, for purposes of advising BLM on increasing the sustainability of grazing and diverse grazing arrangements on Monument+ /GCNRA. BLM staff may participate as resources for these consensus collaborations, which would be convened or co-convened by non-BLM entities.
 - 1.7. Interested publics will be encouraged to participate in and contribute to on-ground implementation and monitoring of grazing experiments developed by interested public, permittees and BLM personnel.
2. **Interested publics**, including permittees, are encouraged to engage with the BLM to discuss and propose management options:
- 2.1. Where native diversity, density, age class structure, and/or productivity are less than 80% of the potential native diversity of relevant ungrazed reference sites, or do not support values identified within Monument+ or are not reoccupying habitat niches and voids caused by disturbances;
 - 2.2. where native vegetation support for wildlife (Objective 1.4) is less than 80% of relevant ungrazed reference areas or stream reaches, permittees and interested public are encouraged to engage with the BLM to discuss options to achieve such support;
 - 2.3. where ground cover is less than 80% of a relevant ungrazed site or indicators of excessive erosion are present (Objective 3.1);
 - 2.4. when less than 60% of Monument+ biological soil crust predicted habitat is protected from trampling (Objective 3.2);
 - 2.5. where native riparian or wetland plant diversity, density, age class structure, and/or productivity are less than 80% of the potential native diversity of relevant riparian or wetland reference sites, or desired stream dynamics (Objective 2.1.2) are not present or a potential floodplain is not active;
 - 2.6. where water quality standards are not being met or parameters are not being maintained within 80% of relevant reference stream reaches (Objective 4); and/or
 - 2.7. where significant, measurable progress is not being made toward restoring habitat for Federal threatened or endangered species, or candidate or proposed threatened or endangered species, or other special status species (Objective 5).
3. **A Diversity of Grazing Arrangements** will be encouraged within Monument+, including such arrangements as:
- 3.1. Collaborative grazing experiments
 - 3.2. Multiple allotments combined into a single system
 - 3.3. Range improvements
 - 3.4. Changing kind and class of livestock (within existing limitations)
 - 3.5. Rest-rotation systems
 - 3.6. Deferred rotation systems
 - 3.7. On-off systems
 - 3.8. Grass banks/forage reserve areas
 - 3.9. Reduced use areas
 - 3.10. Suspended use areas
 - 3.11. Non-use areas
 - 3.12. Closed areas
4. **Time, Timing and Intensity** of livestock grazing will be adaptively managed to insure that Goals and Objectives are met.

5. **Utilization.**

- 5.1. A 30% utilization standard, both for riparian and upland areas will be instituted, one pasture a year for each allotment until all pastures in each allotment have a 30% utilization limit.
- 5.2. Utilization limits of 25% will be operative within all pastures during a drought year using the [Standardized Precipitation Index](#) of the National Drought Mitigation Center.

6. **Allotment Action Plans.** When monitoring of indicators shows an allotment or pasture is failing to meet or move towards Objectives, plans will be drawn up for meeting or moving towards Objectives. The plans must be based on evidence that the proposed activities or management have resulted in movement toward the particular Objectives in other settings and must include methods for measuring whether conditions are improving under the action plan. The actions taken must result in progress that is “as expeditious and effective as practical” (Rangeland Health Standards H-4180-1).

- 6.1. If progress toward Objectives is not being observed/measured, further conversations will be in order, and adjustments to the action plan will be made.

7. **Annual Use Plans.** Each annual use plan will reflect the best estimate that the number of days authorized and other instructions will result in Objectives being met or moved toward.

- 7.1. Staggered seasonal use. At a minimum, there will be six weeks between the beginning of seasonal use of a particular allotment or pasture one year and when the season of use begins the following year. If this is not possible in a particular area, the area will be rested every other year.
- 7.2. Pasture movement within annual permits. Gathering of livestock will commence prior to the end date of the use of a pasture or area such that all livestock will have been moved and stragglers found by the off date.

8. **Passive and Active Vegetation Treatments.** Vegetation treatments will:

- 8.1. Have the objective of restoring or supporting potential native vegetation and ecosystem processes;
- 8.2. Address underlying causes of the problematic conditions prompting vegetation treatments;
 - 8.2.1. When livestock and/or wild ungulate grazing have contributed to the problematic conditions being treated, grazing will be managed to avoid return of the problematic conditions.
- 8.3. Utilize native seeds or seedlings only, of local genetic stock whenever possible;
- 8.4. Include measurable Desired Outcomes and the methods that will be used to monitor outcomes when compared to outcomes in a portion of the treated area that is not grazed.
- 8.5. Be detailed in project-level plans and NEPA analyses, which provide for public comment on a full range of reasonable alternatives.
- 8.6. Use a variety of measures to protect planted and naturally regenerated seedlings from the effects of trampling, browsing, and girdling by livestock and wildlife. Such measures will typically include temporary suspension of grazing, and may include fencing, tubing, netting, and/or animal repellants; and
- 8.7. Mimic natural processes to the degree possible, including, but not limited to succession and use of prescribed fire.

9. **Wild Ungulates and Vegetation Treatments.** Where applicable, initiate communication with the Utah Division of Wildlife Resources and/or Arizona Game and Fish Dept. to provide for protection of vegetation treatment.

10. **Revegetation** (including maintenance) of sites formerly seeded to exotic species will utilize native species only.

11. **Riders.** A pre-season plan and daily log will be filled for documentation of physical presence of a rider with the rider's livestock 5 out of every 7 days throughout the season of use of the allotment
12. **Fencing to Meet Objectives.**
 - 12.1. If fencing is necessary to meet any Objective, the permittee will construct and maintain the fencing unless BLM is required to do so by an existing authorization.
 - 12.2. All fences and other annual permit infrastructure must be maintained and functional prior to livestock entry for the season
13. **Non-native and/or Invasive Plant Species**
 - 13.1. Passive restoration and non-chemical methods will be the first priority for preventing the introduction, establishment and spread of exotic, invasive plant species.
 - 13.2. If herbicides are deemed essential, least-use of herbicides will be accomplished using Integrated Vegetation Management principles, including reducing or eliminating stressors contributing to the introduction, establishment and/or spread of exotic, invasive plant species.
14. **Water Trough/ Watering Pond Non-native, invasive plant species** The permittee(s) will manually maintain an area free of all invasive, exotic plant species within 100 feet radius of a watering trough or watering pond.
15. **Gates**
 - 15.1. Exclosures with gated openings accessible to livestock will be locked, with Monument+/GCNRA providing a key to the permittee; and retaining another key for as-needed use by public members who wish to access the site for non-grazing purposes.
 - 15.2. Gate signs. A sign on any gate through which the public passes will indicate the current dates of livestock in the unit (e.g., allotment, riparian pasture) on either side of the fence and direction to keep the gate closed during those times the livestock should be in one of the two adjacent units.
16. **Fire.** Grazing will be suspended from post-fire areas for at least two years or until the majority of native plant species in the area have seeded, whichever is longer.
17. **Roads for Livestock Management.** Maintain roads and trails essential for facilitating livestock grazing in a manner that minimizes the effects on landscape hydrology (avoid concentrating overland flow, prevent sediment transport, and minimize compaction to maintain infiltration capacity).
18. **AUMs.** To determine the accurate number of AUMs in each allotment (associated with 30% utilization during absence of drought and 20% utilization during drought), a clip-and-weigh analysis of forage will be conducted every ten years in each pasture of an allotment. This information will be used to adjust AUMs in the permit.
19. **Drought.**
 - 19.1. Drought will be determined within the Monument+ using the previous three months' cumulative [Evaporative Drought Demand Index](#) of 80% or greater; or cumulative drought of "moderate" or higher for the previous three months, [U.S. Drought Monitor archive](#)
 - 19.2. Stocking rates associated with 30% or less utilization will be kept to the capacity of the driest three years in the last ten years, and 20% utilization during drought/
 - 19.3. The absence or presence of drought (19.2) will be posted monthly on the BLM website.
 - 19.4. Grazing after drought has ended will remain at 20% or less until key native forage species have produced mature seed.

20. **Glen Canyon National Recreation Area Grazing Management.** Grazing management decisions on lands within the NRA shall require approval of the Park Service for any decision affecting grazing use within the Glen Canyon NRA. Decisions on the timing and amount of grazing made annually shall also require Park Service approval. All grazing use and decisions will fully comply with NPS Policy, the Organic Act and other NPS requirements, including nonimpairment.

D. Allowable Uses

1. **Availability and Unavailability for Livestock Use.** Designation of allotments as available or unavailable for livestock grazing is provisional. Areas that are deemed “available” at one time may become “unavailable” depending on site conditions. Conversely, areas that are currently “unavailable” to livestock grazing due to resource concerns may become “available” if conditions are significantly improved and grazing practices are predicted, on the basis of scientific evidence, to retain the improved resource conditions.
 - 1.1. Criteria used to identify Monument+ areas that will be grazed by livestock
 - 1.1.1. Areas currently grazed that meet Objectives or are measurably and significantly moving toward such Objectives in relation to ungrazed reference areas, using independently verifiable methods; and
 - 1.1.2. the permittee(s) wish to continue livestock grazing on the allotment/pasture; or
 - 1.1.3. another permittee obtains the permit and continues to meet or move toward Objectives.
 - 1.2. Criteria that identify Monument+ areas that will not be grazed by livestock
 - 1.2.1. Areas closed to livestock grazing via a Record of Decision supported by NEPA analysis and documentation.
 - 1.2.2. Areas in suspended use.
 - 1.2.3. Areas that are not meeting or significantly and measurably moving toward Objectives in relation to ungrazed reference areas.
 - 1.3. Criteria that identify Monument+ areas that may be set aside for other uses
 - 1.3.1. Areas that are particularly difficult to graze on a geographic (e.g., remoteness), productivity, and/or environmental (e.g., lack of water sources or forage production) basis.
 - 1.3.2. Areas voluntarily relinquished or otherwise available for retirement and containing any of the following or combinations of the following:
 - 1.3.2.1. Areas that would serve as valuable reference areas
 - 1.3.2.2. Vegetation types that are either not represented or are underrepresented in currently ungrazed Monument+ areas.
 - 1.3.2.3. Monument+ objects that are not compatible with or are damaged and impacted by livestock grazing (e.g., biological soil crust, rare and scattered riparian areas, declining native plant or wildlife species)
 - 1.3.2.4. Significant cultural resources.
 - 1.3.2.5. Significant opportunities to conserve or restore historical, cultural, soil health, biological soil crust, fish, wildlife, riparian, vegetation and/or water quality objectives of the Monument+ Management Plan.
 - 1.3.2.6. Riparian areas, springs and hanging gardens that have potential to be impacted or are currently impacted by livestock grazing.
 - 1.3.2.7. Moderate to high recreation values that are compromised by livestock grazing
 - 1.3.2.8. Populations or habitat for threatened, endangered species; candidate or proposed threatened or endangered species; and special status species, or their habitat (e.g., Southwest willow flycatcher, sage grouse, desert bighorn sheep, Mexican spotted owl).
 - 1.3.2.9. Allotments where grazing is not compatible with special use sites.
 - 1.3.2.10. Allotments or units within which soil capability classes of 3 or more are common.

Note: In 2016, Grand Staircase-Escalante National Monument staff identified the following as allotments or pastures meeting the above criteria for potential closure in their interpretation of the Sustainable Grazing Alternative (Alternative C) criteria proposed for the Grazing Management EIS. These areas could be established in addition to the 3.6% of GSENM acres that had previously been closed to livestock grazing:

**Allotments or Pastures Proposed by GSENM Staff
for Potential Closure under “Alternative C”,
Using “Alternative C” Criteria**

Proposed for Closure in Alternative C	
Allotment	Pasture
Alvey Wash	
Big Bowns Bench	Middle and Seep Side Pastures
Big Horn	Big Flat North Pasture
Cedar Wash	
Circle Cliffs	
Cottonwood	Gravelly Hills and Paria River Pastures
Deer Creek	Brigham Tea and Wolverine Pastures
Dry Valley	
Flood Canyon	
Forty Mile Ridge	
King Bench	King Bench Pasture
Lake	Navajo Point Pasture
Last Chance	Summer Pasture
Little Bowns Bench	
Lower Hackberry	
Lower Warm Creek	
Mollie’s Nipple	Buckskin(outside monument boundary), Jenny Clay, and Blue Spring Pastures
Phipps	Phipps Pasture
Rock Creek-Mudholes	
Round Valley	
Upper Hackberry	South Jody Pasture
Upper Paria	Willis Creek, Unallotted South, Henderson Creek, Upper Coal Bench, and Lower Coal Bench Pastures
Vermillion	Seaman Pasture
Wolverine	

2. **Reduced Use or Non-use.** A permittee request for multi-year non-use or partial use will be granted for conservation or recovery outcomes that can be objectively documented and measured. An approved monitoring plan and schedule will be part of the application.

3. **Voluntary Relinquishment.** Upon receiving any request for voluntary relinquishment of permitted livestock grazing, the Authorized Officer will re-evaluate whether livestock grazing is in the best interest of achieving Objectives and protecting Monument+ values and objects, utilizing the above criteria, and consider amending the Monument+ Management Plan to allocate forage for a different purpose pursuant to Instruction Memorandum No. 2013-184.

E. Livestock Monitoring

1. **Protocols for Measuring Indicators of Objectives.** Within one year of the Record of Decision, BLM will designate, with interested public/permittee input, the methods BLM will use to measure Indicators that Objectives are being met
 - 1.1. BLM monitoring methods will be posted on the Monument+ website, including methods used to measure
 - 1.1.1. Meeting or moving toward Objectives
 - 1.1.2. Existing long-term trend transects Monument+/GCNRA
 - 1.1.3. IIRH points or transects, PFC assessment points or stream reaches, AIM points
 - 1.1.4. Effectiveness of treatments at reaching both individual project and Monument+-wide Desired Outcomes
 - 1.1.5. Any other methods used systematically by the BLM within Monument+/GCNRA
2. **Reference Areas.** Reference areas exist or are established for all Objectives in order to demonstrate potential for Objectives to be met, and/or potential rate of change toward meeting Objectives. Reference areas are established across Monument+ that represent the full range of ecosystem and plant community types (both riparian and upland) including sites that have received exotic vegetation treatments. A reference area, with the exception of recovery reference areas (see 2.4 below) consists of a site that has not been grazed or accessible to livestock for at least ten years.
 - 2.1. Establishment of reference areas. Where local reference areas are preferable but do not exist, designate local areas to attain future reference area status (i.e., at least ten years of non-use by livestock). In the interim, use a more distant, reference site that has not been grazed for at least ten years.
 - 2.2. Reference area size. Prioritize establishment of larger, landscape-scale reference areas whenever feasible, in order to allow for recovery and/or protection of ecosystem functions, a patchwork of habitats, species diversity, and other elements not easily documented within small reference areas.
 - 2.3. Permanent range cages. At least two permanent range cages (at least 16' X 16') are maintained in each grazed pasture, in representative areas frequently used by livestock.
 - 2.4. Recovery reference areas are areas where livestock grazing has ceased, but which have been grazed within the previous ten years. Exclosures of various sizes can begin to provide immediate benefits for comparison with sites on which livestock are being adaptively or experimentally managed for recovery toward particular Objectives. Recovery on the grazed sites (particularly for such physical features as ground cover, sheet erosion, and streambank protection; or for seedhead production) can be compared with the recently-ungrazed sites for comparative rates and types of recovery.
3. **Utilization Cages.** For purposes of quantitatively measuring utilization, utilization cages must have been in place for two years (rather than one) in order to more accurately depict expected production.
4. **80%.** Objectives generally will be considered to have been met when monitoring documents the Indicators are at least 80% (e.g., of soil cover, willow density, native plant species richness) of those in reference areas of the same ecological site (e.g., soil type, precipitation, elevation, slope as relevant). Such reference areas may consist of exclosures, ungrazed pastures/allotments, permanent range cages, or ungrazed recovery reference areas. Conditions below 80% of the reference site(s) are appropriate subjects for problem-solving among the BLM, permittees and interested public.

5. **Independent Monitoring.** Upon objective documentation of on-ground indications that Objectives are not being met, any member of the public can arrange for a meeting with BLM staff to discuss and propose solutions to the problem(s). A written record of evidence of the problem(s), solutions considered, and commitments by BLM, interested public, and/or permittees will be retained in the file(s) of the relevant allotment(s).
 - 5.1. Objective, repeatable data gathered independently (e.g., use of BLM monitoring methods or methods in Appendix 9 of the 2012 [Final Report and Consensus Recommendations](#) of the Collaborative Group on Sustainable Grazing for National Forests in Southern Utah) is required in problem-solving meetings. All such meetings are open to the permittees and other interested publics.
6. **Social/Economic Indicators** will be used to monitor the social and economic sustainability of Monument+ grazing, including both the economic and cultural values of livestock grazing, and the social value of participation in public lands grazing management decisionmaking by publics interested in public lands grazing and/or ecosystem services provided by public lands. Social/economic Indicators are best developed via consensus among BLM, Monument+, GCNRA personnel; permittees; and interested publics.
 - 6.1. Social/economic Indicators may include the following, which were published in the [Final Report and Consensus Recommendations of the Collaborative on Sustainable Grazing for National Forests in Southern Utah](#) (2012):
 - 6.1.1. Investment in grazing practices. Dollar value of time, capital and other investments (e.g., short and long-term infrastructure, monitoring, land improvement projects) related to grazing management changes on Monument+-GCNRA/ allotment by:
 - 6.1.1.1. Permittees,
 - 6.1.1.2. BLM, and
 - 6.1.1.3. Other entities
 - 6.1.2. Total pounds of meat production/acre/allotment (5-10 year average)
 - 6.1.3. Opportunities to participate in livestock grazing programs within Monument+
 - 6.1.3.1. For permittees: Number of individual permits and Animal Unit Months (AUMs) per permittee
 - 6.1.3.1.1. Permitted AUMs by month
 - 6.1.3.1.2. Grazing use reported by month
 - 6.1.3.2. For other entities: Identification of programs and partners engaged in grazing management arrangements, e.g.:
 - 6.1.3.2.1. Utah Division of Wildlife Resources (UDWR)
 - 6.1.3.2.2. Conservation organizations
 - 6.1.3.2.3. Utah Dept. of Agriculture's Grazing Improvement Program (GIP)
 - 6.1.3.2.4. Watershed Restoration Initiative (WRI)
 - 6.1.3.2.5. Natural Resources Conservation Service(NRCS)
 - 6.1.4. Diversity of grazing management arrangements
 - 6.1.4.1. Number and acreage by year of diverse grazing management arrangements, including but not limited to:
 - 6.1.4.1.1. Multiple allotments combined into a single system
 - 6.1.4.1.2. Range improvements
 - 6.1.4.1.3. Changing kind and class of livestock
 - 6.1.4.1.4. Rest-rotation systems
 - 6.1.4.1.5. Deferred rotation systems
 - 6.1.4.1.6. On-off systems
 - 6.1.4.1.7. Reduced use

31. Night Skies

NS-1 The BLM will seek to prevent light pollution within the Monument+. No actions will be proposed within the Monument+ that will contribute to light pollution. The BLM will also work closely with the surrounding communities to minimize light pollution.

32. Outfitter and Guide Operations

OG-1. Outfitter and guide operations will be allowed throughout the Monument+ in compliance with the constraints of the zones and other Plan provisions

OG-2. Training will be provided on an annual basis to keep outfitters and guides current on appropriate research studies occurring in the Monument+.

OG-3. Outfitters and guides will be strongly encouraged to incorporate interpretive/educational components into their trips.

33. Recreation Allocations

ALLO-1 The Monument+ will use the following indicators to determine when and where visitor allocations need to be made: (1) resource damage (e.g., proliferation of campsites, human waste problems, social trailing or vandalism to historical, archaeological, paleontological sites, or destruction of biological soil crusts), (2) conflicts with threatened and endangered plant or animal species, and/or (3) the number of social encounters become unacceptable.

ALLO-2 Inventories, surveys, and studies will establish baseline data for Monument+ resources. These data will be used to set up an ongoing monitoring program and to prioritize areas that require more restrictive management. This will be done as part of the adaptive management framework (Chapter 3) with consultation from the Monument+ Advisory Committee. When it is determined that critical indicators have been approached or exceeded, the Monument+ will go through a public process to determine allocations for specific areas. Total numbers of people and group size will be considered. The BLM will consult with Glen Canyon National Recreation Area and the Escalante Ranger District of Dixie National Forest if allocation is determined necessary for the Escalante Canyons.

ALLO-3 The Monument+ will work closely with the UDWR throughout the public process as they administer and regulate hunting, fishing, and the permits issued for these activities.

ALLO-4 As the focal point for visitation, there will generally be no allocation in the Frontcountry Zone other than directing individuals to selected sites chosen for their interpretive values. However, allocations may be allowed in limited circumstances where other tools to protect resources are proving ineffective. Since the Frontcountry Zone is the focal point for visitation, social encounters will not trigger such action, but resource damage could if other tools are ineffective at protecting resources.

ALLO-5 Allocation is possible in the Passage Zone for the protection of sensitive resources or visitor experience. The most likely places that allocation will occur is at trailheads in order to limit the number of people accessing the primitive areas.

ALLO-6 Allocation is moderately likely for the protection of sensitive resources or visitor experience in the Outback Zone. The first step will be designating primitive camping areas. Limiting the number of people in specific areas could also be used if other measures are ineffective.

ALLO-7 Allocation is highly likely in the Primitive Zone for the protection of sensitive resources or visitor experience. Additional areas meeting the criteria, as outlined in ALLO-1, will also be considered.

ALLO-8 In developing allocation plans for areas, efforts will be made to coordinate with other resource planning efforts (e.g., research, grazing allotment management plans), as discussed in the implementation and adaptive management framework in Chapter 3. This type of integrated activity planning will lead to more comprehensive planning efforts for specific areas and to better decision making.

34. Recreational Stock Use

STOCK-1 Horses or other pack animals will not be allowed in relict plant communities, archaeological sites, rock shelters, or alcoves.

STOCK-2 Sheep species will not be allowed for pack use.

STOCK-3 Recreational stock are limited to 12 animals in the Primitive Zone.

STOCK-4 The BLM requires that all hay used on BLM lands be certified weed free.

35. Science and Research

Focus of Science and Research

SCI-1 Monument+ management priorities and budgets will focus on a comprehensive understanding of the resources of the Monument+ while assisting in the development of improved and innovative land management, restoration, and rehabilitation practices. The natural, physical, and social sciences, including the study of history will each play an essential role in science and research activities. Research projects will have a multi-scale and interdisciplinary approach when possible. Recreation and other uses will be managed to complement science and research objectives.

SCI-2 The first priority for conducting BLM-sponsored research will be to study, collect, or record scientific information that is most at risk of being damaged or lost through disturbance or the passage of time, including oral histories and ethnologies related to the Monument+ area. The second priority will be to continue gathering baseline data on the biological, physical, cultural, and social sciences within the Monument+. A third priority will be to conduct applied research regarding the management of natural systems, including disturbance and recovery strategies.

Education and Outreach

SCI-3 The BLM will encourage researchers to incorporate a public outreach/education component into projects. Educators and students will have the opportunity to participate in research activities where appropriate. The BLM will involve communities in science and education activities.

SCI-4 Research sites and visitor centers will emphasize scientific interpretation. Results of scientific research and inventory data will be disseminated through interpretive displays, publications, forums, and public exhibition of objects and artifacts.

SCI-5 The BLM is currently working on an interpretive plan for the Monument+. Themes for the various visitor contact stations will be identified as well as appropriate onsite and offsite interpretation areas and topics.

SCI-6 The BLM will play a role in developing educational programs for grades Kindergarten through 12, emphasizing the area's scientific and cultural resources. The BLM will cooperate with colleges and universities in undergraduate and graduate programs as resources permit. Outreach efforts such as Monument+-sponsored science publications and field schools will be incorporated into management programs to the extent possible. In addition to normal avenues for research publications (scientific journals, symposia proceedings, etc.), the BLM will help facilitate the transfer of research information to the public through periodic science forums and Monument+-sponsored publications.

Management of Science and Research Activities

SCI-7 Researchers will have to comply with the decisions in this Plan. However, some science and research activities may require the use of equipment, surface disturbance, and/or personnel which could exceed the management prescriptions outlined for visitors and other users. Except where specifically prohibited (e.g., in relict plant areas, wildlife protected activity centers), the BLM will consider exceptions to the Plan prescriptions during the special-use permitting process for extremely high-value research opportunities, especially for those opportunities that may not be available elsewhere. Research projects focused on protecting resources at risk will also be considered for exceptions to zone prescriptions. The Monument+ Advisory Committee will be consulted on whether research proposals which require restricted activities warrant the requested exceptions. Evaluation will consider whether the proposed research can be permitted in a manner consistent with the protection of Monument+ resources, and whether the methods proposed are the minimum necessary to achieve the desired research objective.

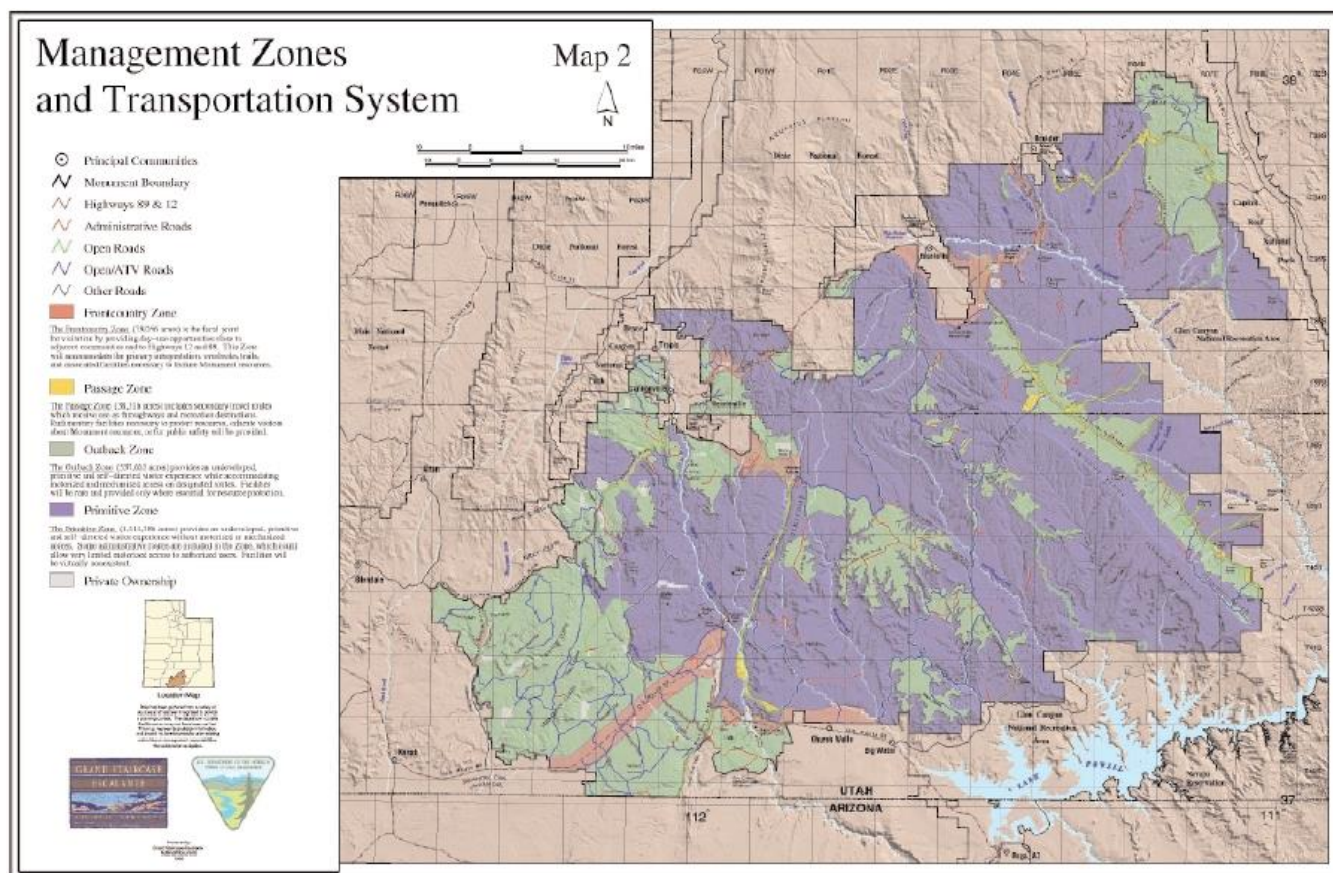
SCI-8 All research and related educational activities will require special-use permits.

SCI-9 All research will meet Monument+ data collection standards to be established by the Monument+ Manager with the advice of the Monument+ Advisory Committee, and will provide information that feeds directly into the adaptive management framework.

36. Transportation and Access

Public Access

TRAN-1 This Plan designates the route system for the Monument+. The transportation map (Map 2,) shows routes that will be open for public use and those available for administrative use only (see the **Administrative Routes and Authorized Users** section for related decisions).



TRAN-2 Cross-country motorized travel will be prohibited in accordance with 43 CFR 8340 Off-Road Vehicle (OHV) regulations. Use on designated routes is allowed. OHV designations will be either “closed” (in the Primitive Zone) or “limited to designated routes” (in the Frontcountry, Passage, and Outback Zones) (Map 2). These designations are consistent with standard BLM designations provided for in BLM Manual 8340. Vehicles may pull off routes no more than 50 feet for parking and camping in the Outback Zone, except where prohibited (see the **Camping and Forestry Products** section for related decisions). No off-highway vehicle play areas will be designated in the Monument+.

TRAN-3 Use of bicycles is limited to designated routes and cross-country travel is not allowed.

TRAN-4 Street legal motorized vehicles, including four-wheel-drive and mechanized vehicles (including bicycles), will be allowed on approximately 908 miles of routes designated open in the Frontcountry, Passage, and Outback Zones (Map 2). In order to display all open routes, this mileage number includes sections of Highways 12 and 89 within the Monument+. No routes will be designated open in the Primitive Zone.

TRAN-5 Non-street legal all-terrain vehicles (ATVs) and dirt bikes will be restricted to those routes designated as open for their use. Non-street legal ATVs and dirt bikes will be allowed on approximately 553 miles of the 908 miles of routes designated open to street legal vehicles in the Frontcountry, Passage, and Outback Zones; no routes will be designated open to these vehicles in the Primitive Zone. TRAN-6 All zones will allow hikers, horses, and pack animals, except where noted elsewhere to protect resources.

TRAN-6 All zones will allow hikers, horses, and pack animals, except where noted elsewhere to protect resources.

Maintenance

TRAN-7 With the exception of those segments listed below, open routes may be maintained within the disturbed travel surface area as of the date of this Plan; no widening, passing lanes, or other travel surface upgrades could occur. Deviations from the current maintenance levels will be allowed as follows (subject to Wilderness Study Area Interim Management Policy, BLM Manual H-3550-1):

- Hole-in-the-Rock Road: Allow stabilization of washout prone areas, primarily along the southeastern end, to prevent erosion and sediment loading in drainages.
- Smoky Mountain Road: Allow stabilization in the Alvey Wash section to prevent erosion and sediment loading in drainages.
- Cottonwood Wash Road: Allow stabilization of washout prone areas, primarily along the southern section, to prevent erosion and sediment loading in drainages.
- Skutumpah Road: Allow new crossing for safety at Bull Valley Gorge, and stabilization of washout prone areas, primarily along the northern section, to prevent erosion and sediment loading in drainages.

TRAN-8 In the event that Title 5 rights-of-way are issued, or in the event of legal decisions on RS 2477 assertions, maintenance activities will be governed under the terms of those actions.

TRAN-9 The BLM will continue to work with the Utah Department of Transportation (UDOT) on issues related to route maintenance for Highways 12 and 89. This will cover maintenance and safety work activities. Any new ground disturbance will require site-specific environmental analysis.

Trails

TRAN-10 In the Frontcountry Zone, a full range of trails could be developed and maintained in order to provide opportunities for visitors.

TRAN-11 In the Passage Zone, trails could be developed and maintained where needed for protection of Monument+ resources or for public safety.

TRAN-12 Trails may only be developed or maintained in the Outback and Primitive Zones where necessary to protect Monument+ resources.

TRAN-13 The BLM will work with UDOT to explore the possibility of developing bicycle lanes or parallel bicycle routes along Highways 12 and 89.

Administrative Routes and Authorized Users

TRAN-15 The BLM will be responsible for administrative routes which will be limited to authorized users. These are existing routes that lead to developments which have an administrative purpose, where the BLM or some permitted user must have access for regular maintenance or operation. These authorized developments include such things as powerlines, cabins, weather stations, communication sites, spring developments, corrals, and water troughs. Routes designated open for certain administrative purposes (approximately 182 miles) are shown on Map 2.

Access will be strictly limited and will only be granted for legitimate and specific purposes. Maintenance will be the minimum required to keep the routes open for limited use by high clearance vehicles. If the administrative purpose of the route ceases, the route will be evaluated for closure following public notification and opportunity to comment. Authorized users could include grazing permittees, researchers, State or Federal agencies, Native American Indians accessing recognized traditional cultural properties, and others carrying out authorized activities under a permit or other authorization.

TRAN-16 Beyond the routes shown on Map 2, the BLM will work with any individual operating within the Monument+ under existing permits or authorizations to document where access must continue in order to allow operation of a current permit or authorization. Routes that go only to BLM range monitoring and study areas will not be maintained, but periodic vehicular access to these sites will be granted for required range monitoring uses.

Road Restoration Strategy

TRAN-17 The BLM's strategy for restoring routes that will no longer be available for public or administrative motorized use in the Monument+ will be phased over a period of years. This will be accomplished as rapidly as funding permits. It is anticipated that this could take as many as ten years. Each year, a percentage of the Monument+'s base budget will be used to restore routes in areas that are easily accessible to the public and that involve sensitive resources in immediate danger of being degraded. Generally, routes in the Frontcountry and Passage Zones will be closed first. However, there may be routes in the Outback and Primitive Zones that will be considered on a case-by-case basis.

The proposal for restoration will include:

- not repairing washed out routes
- natural barriers, such as large boulders
- dead and down wood to obscure route entry ways
- fences
- ripping up the route bed and reseeding with vegetation natural to that area
- replacing gates with a fence if area has a fence in place
- visitor education and information

Each route will be looked at individually, and the best, least intrusive method will be used based on the geography, topography, soils, hydrology, and vegetation. The first several hundred feet of select routes identified for closure could be left open to provide pull-out areas or camping opportunities, preventing new ground disturbance elsewhere.

Enforcement

TRAN-18 The BLM's strategy to keep vehicles on designated travelways will be to hire additional staff including law enforcement personnel to patrol by foot, horse, and vehicle.

TRAN-19 Maps and signs will be used to help educate the public about routes that are open and closed. The information will be on the Monument+ website, at the visitor centers/contact stations, and sent to the media.

TRAN-20 The BLM has established a cooperative law enforcement agreement with the Sheriff department of Kane County and will pursue an agreement with Garfield County to facilitate shared law enforcement and support for enforcing established closures.

TRAN-21 The BLM will continue to work with the counties, the State, the communities, and others to communicate correct information about the transportation network to the visiting public and to residents.

TRAN-22 A volunteer program that will assist in educating visitors about access and other issues will also be developed.

TRAN-23 Monument+ staff will be scheduled to patrol on a regular basis throughout the year. Additional patrols will be added for intense use periods.

Aircraft Operations

TRAN-24 The Department of Defense operates two Military Training Routes across the Monument+. The BLM will work with the Department of Defense to ensure that military training routes are appropriate to Monument+ management.

TRAN-25 The BLM will work cooperatively with aircraft operators, adjacent land managing agencies, and the FAA to direct overflights to appropriate management zones.

TRAN-26 The only active airstrip inside the Monument+ is the New Home Bench airstrip near Boulder, which is located partially on U.S. Forest Service and partially on BLM lands. No other airstrip would be permitted in the Monument+.

TRAN-27 A number of entities holding rights-of-way or permits, State agencies, and the BLM use aircraft for patrolling, monitoring, maintenance, and repair functions. Necessary aircraft operations for rights-of-way holders, permittees, and other agencies will be documented in the appropriate permit, authorization or a Memorandum of Agreement. Landing of aircraft for these purposes will be limited to the minimum necessary to meet the required maintenance or repair function.

TRAN-28 Natural ambient sound is an important component of the resource and visitor experience. Studies on the effects of noise utilizing both visitor surveys and sound measuring instruments will be completed to determine what the noise baseline is for various areas within the Monument+. Studies will be coordinated for areas that border adjacent National Parks.

37. Utility Rights-of-Way and Communication Sites

LAND-1 The BLM will work with local communities and utility providers to identify short and long-term community needs for infrastructure which could affect Monument+ lands and resources.

LAND-2 Community projects which require public lands access or use will be subject to necessary project level NEPA analysis.

LAND-3 The BLM will work with the sponsor of a project to meet Monument+ Plan objectives for protecting resources. Alternative locations for projects will be identified when unavoidable conflicts arise. In order to protect Monument+ resources, such projects will be focused in appropriate zones as discussed below.

LAND-4 In general, proposals for diverting water out of the Monument+ will not be permitted. Exceptions could be made as discussed previously in WAT-2 of the **Water** section in this chapter.

LAND-5 In the Frontcountry and Passage Zones, communication sites and utility rights-of-way will be allowed, but will have to meet visual resource objectives (see the **Visual Resource Management** section for related decisions).

LAND-6 In the Outback Zone, communication sites and utility rights-of-way will be allowed within the constraints of the zone, where no other reasonable location exists, and will meet the visual objectives (see the **Visual Resource Management** section for related decisions).

LAND-7 In the Primitive Zone, utility rights-of-way will not be permitted. In cases of extreme need for local (not regional) needs and where other alternatives are not available, a plan amendment could be considered for these facilities in the Primitive Zone. Communication sites will only be allowed in the Primitive Zone for safety purposes and where no other alternative exists.

Rights-of-Way

LAND-8 The following criteria and/or stipulations apply to the management of all rights-of-way in the Monument+ where they are allowed:

- Bury new and reconstructed utility lines (including powerlines up to 34.5 kilovolts) unless: visual quality objectives can be met without burying; geologic conditions make burying infeasible; or burying will produce greater long-term site disturbance.
- All reconstructed and future powerlines must meet non-electrocution standards for raptors. If problems with existing powerlines occur, corrective measures will be taken.
- Construct all powerlines using non-reflective wire. Steel towers will be constructed using galvanized steel. Powerlines will not be high-lined unless no other location exists.
- Strobe lights will not be allowed at any communication site. Other methods will be used to meet aircraft safety requirements.
- Communication site plans will be prepared for all existing or new sites before any new uses or changes in use occur.
- A Monument+-wide feasibility study will be prepared to determine the most appropriate location for new communication sites.

LAND-9 Per Public Law 105-355, signed by President Clinton on October 31, 1998, a utility corridor was designated along Highway 89 in Kane County, including that portion of Highway 89 within the Monument+. Location of the proposed Lake Powell to Sand Hollow water pipeline within this utility corridor has been designated.. Subsequent NEPA analysis will be required.

LAND-10 The BLM will authorize only one access route to private land parcels unless public safety or local ordinances protective of Monument+ resources warrant additional routes. Private land owners will be required to coordinate the development of access routes across public lands in order to prevent a proliferation of routes. Rights-of-way may be allowed when necessary to exercise valid existing rights.

38. Valid Existing Rights and Other Existing Authorizations

Valid existing rights (VERs) are those rights in existence within the boundaries of Monument+ when the Monument+ was established on September 18, 1996. Valid existing rights were established by various laws, leases, and filings under Federal law, and for leases on lands acquired by the United States from Utah, under Utah State law.

Energy and Mineral Activities (Including Hardrock, Oil, Gas, and Coal)

VER-1 The BLM will verify whether VERs are present by periodically reviewing the files related to existing mining claims and leases. This will help ensure that required actions, filings, and fees are in full compliance with the law. This process, known as adjudication, will continue for the life of each VER. With regard to mining claims and millsites located under the Mining Law of 1872, the BLM will initiate a validity examination process to verify the VERs of claimants before such claimants conduct surface disturbing activities greater than casual use. Valid mining claims within Monument+ require existence on September 18, 1996, of a discovery of a valuable mineral deposit, as well as a continuing discovery to the date of the validity examination and thereafter. For previously approved operations, the BLM will conduct validity examinations. For new proposals, except as described in the next sentence, the BLM will

- (1) withhold approval of plans of operations under 43 CFR 3802 or 3809 until the validity examination process is complete and the claims are determined to be valid; and
- (1) withhold approval of plans of operations under 43 CFR 3802 or 3809 until the validity examination process is complete and the claims are determined to be valid; and
- (2) inform persons who have written the BLM that they intend to commence notice-level operations under 43 CFR 3809 that such operations cannot commence until the BLM completes its validity examination process and has verified that there are VERs. Until the validity examination process is complete, the BLM may allow notice-level operations or approve a plan of operations under 43 CFR 3809 for operations on unreclaimed previously disturbed areas, which are limited to taking samples to confirm or corroborate mineral exposures that are physically disclosed and existing on the mining claim. BLM may deny plans of operations without the performance of a validity examination if such denial is consistent with BLM regulations and policy.

In addition, VERs may be examined in the field for compliance with laws and regulations. The BLM will continue to monitor oil and gas activities through its Inspection Program.

Once a VER is verified, the process used to address applications or notices filed under that VER (such as an application to drill on an oil or gas lease, or a plan of operations or notice filed on a mining claim) will vary by commodity and regulation. However, for all applications and notices, the BLM will use a NEPA analysis to determine potential impacts on the Monument+ resources that this Plan is required to protect. Once such analysis is completed, the BLM will take the following actions on a case-by-case basis:

- If the analysis indicates no impact to Monument+ resources, or indicates impacts to resources, but determines that the impacts are consistent with the Proclamation and this Plan, the proposed operation can proceed in accordance with applicable regulations, standards and stipulations.
- If analysis and documentation indicate that, under the laws, regulations, and stipulations discussed above, a proposal may have impacts that are not in conformance with the Proclamation and this Plan, the BLM will take the following actions on a case-by-case basis:
 - Work with the applicant to find alternatives or modifications to the proposal that will either:
 - Cause no adverse impacts to Monument+ resources, or

- Minimize such impacts through special stipulations or other permit conditions, consistent with the applicant's rights.
- If unable to prevent or minimize adverse impacts as described in 2(A), disapprove the proposed action if disapproval is consistent with the applicants' rights. For persons with rights within WSAs within the Monument+, the BLM will also be guided by its July 5, 1995 (or its update), Interim Management Policy and Guidelines for Lands Under Wilderness Review.

Other Existing Rights or Interests

There are situations, unrelated to minerals, in which the BLM has authorized some use of public land, or has conveyed some limited interest in public land. The authorization may be valid, existing when the Monument+ was designated, and may convey some "right" or interest. Many rights-of-way², easements³, and leases⁴ granted on public land are in this category. They vary from case-to-case, but the details of each one are specified in the authorizing document.

VER-2 Authorizations, where they are valid and existed on September 18, 1996, will be recognized in the Monument+ and their uses will be allowed subject to the terms and conditions of the authorizing document. Where these uses conflict with the protection of Monument+ resources, and where legally possible, leases, permits, or easements will be adjusted to eliminate or minimize adverse impacts.

VER-3 The Materials Act of 1947 specifically excludes the disposal of mineral materials from National Monuments. As a result, free use permits or contracts for mineral materials authorized under this Act will not be renewed.

VER-4 Some mineral material sites are authorized under Title 23 U.S.C. Section 107 (1998), which provides for the appropriation of lands or interests in lands for highway purposes. Unlike free use permits or contracts for sale of mineral materials that are issued for a fixed term, Title 23 rights-of-way continue indefinitely. The BLM does not resume jurisdiction over the land covered by the rights-of-way until the lands are returned to the BLM upon a determination by the Federal Highway Administration that the need for the material no longer exists. Existing Title 23 rights-of-way within the Monument+ are inconsistent with the protection of Monument+ resources. The BLM will request closure of those sites from the Federal Highway Administration and will work with the Federal Highway Administration to find suitable replacement sources of mineral material.

Non-Federal Land Inholdings

There are approximately 15,000 acres of private land within the boundary of the Monument+.

VER-5 Owners of non-Federal land surrounded by public land managed under FLPMA are entitled to reasonable access to their land. Reasonable access is defined as access that the Secretary of the Interior deems adequate to secure the owner reasonable use and enjoyment of the non-Federal land. Such access is subject to rules and regulations governing the administration of public land.⁵ In determining reasonable access, the BLM has discretion to evaluate and will consider such things as proposed construction methods and location, reasonable alternatives, and reasonable terms and conditions as are necessary to protect the public interest and Monument+ resources.

VER-6 The BLM will consider land exchanges and acquisitions so long as the current owner is a willing participant and so long as the action is in the public interest, and is in accordance with other management goals and objectives of this Plan. The action must also result in a net gain of objects and values within the Monument+, such as wildlife habitat, cultural sites, riparian areas, live water,

threatened or endangered species habitat, or areas key to the maintenance of productive ecosystems. The action may also meet one or more of the following criteria:

- ensures the accessibility of public lands in areas where access is needed and cannot otherwise be obtained;
- is essential to allow effective management of public lands;
- results in the acquisition of lands which serve a National priority as identified in National policy directives.

All land exchanges and acquisitions will be subject to VERs as determined by the BLM.

Other Land Use Authorizations

VER-7 There are a variety of other land use authorizations which were in effect as of September 18, 1996, and which, although they involve no “rights,” are being continued in the Monument+. Outfitter and guide permits are an example. These permits authorize certain uses of public land for a specified time, under certain conditions, without conveying a right, title, or interest in the land or resources used. Such permits will be recognized in the Monument+ and fulfilled subject to the terms and conditions of the authorizing document. If at any time it is determined that an outfitter and guide permit, other such permit, or any activities under those permits, are not consistent with the Approved Monument+ Management Plan, then the authorization will be adjusted, mitigated, or revoked where legally possible.

VER-8 Grazing permits are also in this category. Grazing permits or leases convey no right, title, or interest in the land or resources used. Other applicable laws and regulations govern changes to existing grazing permits and levels of livestock grazing in the Monument+, just as in other BLM livestock grazing administration programs. Management of livestock grazing is addressed previously in the **Livestock Grazing** section of this chapter.

Acquired School and Institutional Trust Lands

VER-9 The BLM will be acting in place of the State in administering all valid existing authorizations for the remainder of the applicable term in accordance with State laws and regulations. As part of such administration, BLM decisions will be subject to those Federal laws which are ordinarily attached to Federal decisions (e.g., the National Environmental Policy Act, Endangered Species Act, National Historic Preservation Act). Renewal of any lease, permit, or contract will occur if provided for under the terms of the lease, permit, or contract. Upon expiration of any grazing lease or permit, the holder shall be entitled to a preference right to renew such lease or permit to the extent provided by Federal law. This provides a priority to the holder of the expiring lease or permit against other applicants, but does not guarantee that a renewal will occur.

39. Vending

VEND-1 Vending within the Monument+ will be occasional, infrequent, and may be allowed by permit on a case-by-case basis in the Frontcountry and Passage Zones, in association with approved special events or recreation sites. Generally, permits could be issued to provide services needed at recreation sites (such as firewood sales at campgrounds) and services that are commonly offered in conjunction with permitted special events. Criteria and/or stipulations to protect Monument+ resources will be included in all permits.

Concessionaire sales and on-going vending permits are not included in this provision, except where contracts between concessionaires and the Monument+ are used to provide services to visitors in the Frontcountry and Passage Zones.

VEND-2 Vending will not be allowed in the Outback or Primitive Zones.

VEND-3 The BLM will work with UDOT to regulate vendors along Highways 12 and 89.

40. Water-Related Developments (Non-Culinary)

WDEV-1 Water developments can be used as a management tool throughout the Monument+ for the following purposes: better distribution of livestock when deemed to have an overall beneficial effect on Monument+ resources, including water sources or riparian areas, or to restore or manage native species or populations. They can be done only when a NEPA analysis determines this tool to be the best means of achieving the above objectives and only when the water development would not dewater streams or springs. Developments will not be permitted to increase overall livestock numbers. Maintenance of existing developments can continue, but may require NEPA analysis and must be consistent with the objectives of this Plan.

41. Wildfire Management

FIRE-1 Vegetation in the Monument+ generally evolved with fire as a minor part of the ecosystem, as is evident from the flora and soil characteristics. Periodic fires did occur in the Monument+, but little information is known about the frequency or size of these fires. The objective of the fire management program will be to allow fire to play its natural role in the ecosystem. Management ignited fires may be initiated in areas where fire suppression has disrupted natural fire regimes. Specific objectives for management ignited fire will be developed prior to its use and with recommendations from the Monument+ Advisory Committee.

FIRE-2 For all fire activities, the Monument+ is part of the Color Country Interagency Fire Management Area. This area includes Iron, Washington, Beaver, Kane, and Garfield Counties in Utah, and the BLM Arizona Strip Field Office lands of Mohave County in Arizona. This area was established to share resources in southwestern Utah and northwestern Arizona. An operating plan outlining agency responsibilities and organizational structure for suppression activities is updated annually.

Specific zoned areas and policies have been established to indicate how suppression activities will be managed in specific areas of the Monument+. Most of the Monument+ is included in zones that have little fire suppression activity. Some full suppression zones occur within the Monument+, found in areas where protection of structures and property are a concern. Protection of other resources is fully integrated into the fire management strategies for all of the zones in southern Utah and northern Arizona. Changes in specific zone strategies may be updated on an annual basis to assure appropriate action is taken for fire suppression in a given area. All changes in zones and activities will be coordinated with the Color Country Fire Management Area staff following established processes.]

FIRE-3 Heavy equipment use is allowed through authorization of the Monument+ Manager.

FIRE-4 A designated fire resource advisor familiar with WSA issues will be consulted on all fires within the Monument+ that involve WSAs.

42. Wildlife Services

WS-1 Wildlife Services (formerly Animal Damage Control) activities within the Monument+ will be limited to the taking of individual coyotes within the immediate vicinity after verified livestock kills, where reasonable livestock management measures to prevent predation had been taken and had failed. Reasonable livestock management measures could include preventative measures to control predation, such as managing where calving occurs, in order to develop improved land management practices.

WS-2 No traps, poisons, snares, or M44s will be allowed in the Monument+ due to safety concerns and potential conflicts with Monument+ resources.

WS-3 The above provisions do not diminish the responsibility and authority of the State of Utah for management of fish and wildlife. These provisions apply to the operations of the Animal and Plant Health Inspection Service (Wildlife Services) agency and are taken under the terms of the national agreement between the BLM and Wildlife Services, which states that “APHIS-ADC shall conduct activities on BLM lands in accordance with APHIS-ADC policies, wildlife damage management plans, applicable State and Federal laws and regulations, and consistent with BLM Resource or Management Framework Plans.” Control actions taken by the State of Utah, or actions taken under State law by private citizens are not affected by this provision.

43. Withdrawal Review

This section refers to any lands within the Monument that have been removed or withdrawn from operation under some or all of the public land laws (such as mining and/or mineral leasing laws) by statute or Secretarial order prior to the Proclamation. These withdrawals were imposed to achieve a variety of purposes, and they remain in effect until specifically revoked, or otherwise expire. Many were established prior to the enactment of FLPMA in 1976. Table 1 summarizes all existing withdrawals in the Monument.

Table 1. Withdrawals/Classifications

Number	Type	Acres
248	Public Water Reserves	12,035
10	Reclamation Withdrawals	17,496
3	Recreation Classifications	7,940
1	Withdrawal for Federal Energy Regulatory Commission (FERC) Project #2219	132
1	Withdrawal for FERC Project #2642	57
1	Wolverine Petrified Wood Area	1,520
1	Escalante Canyons Outstanding Natural Area (ONA)	1,160
1	Devils Garden ONA	640
1	North Escalante Canyon ONA	5,800
1	The Gulch ONA	3,430
1	Phipps-Death Hollow ONA	34,300
1	Calf Creek Recreation Area	5,835
1	Deer Creek Recreation Area	640
1	Dance Hall Rock Historic Site	640

WR-1 The BLM will continue to review withdrawals within the Monument+ to determine their consistency with the intent of the withdrawal. Any withdrawals no longer meeting their intended purpose will be terminated under Section 204 (l) of FLPMA. Where appropriate, existing withdrawals could also be modified or revoked under Section 204 (a) of FLPMA to implement the objectives of this Plan.

Special Emphasis

Special Emphasis Areas

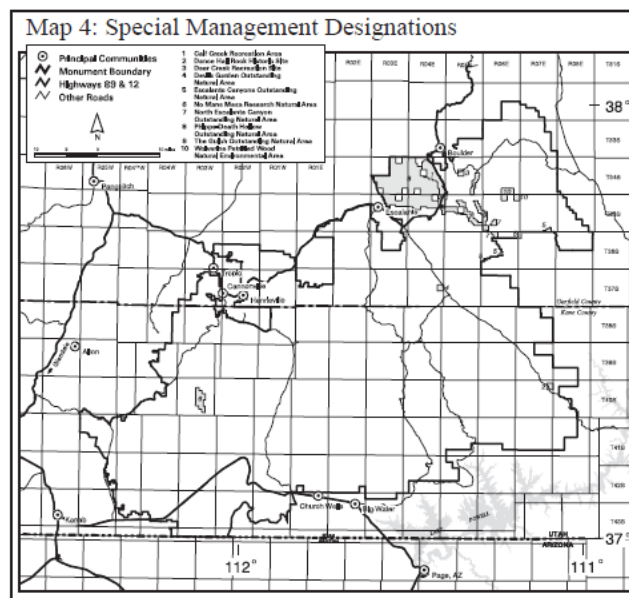
44.Areas of Critical Environmental Concern

ACEC-1 The designation of Areas of Critical Environmental Concern (ACECs) are appropriate in the Monument + Management Plan. ACEC nominations must be considered by BLM in the land use planning process and nominations are forthcoming at our earliest convenience.

45.Special Management Designations

SMA-1 All existing special management designations are consistent with the Proclamation and the objectives of this Plan. The following designations (Map 4) will continue:

- Calf Creek Recreation Area
- Deer Creek Recreation Site
- Devils Garden Outstanding Natural Area
- Dance Hall Rock Historic Site
- Escalante Canyons Outstanding Natural Area (tracts 2, 3, 4 are included in North Escalante Canyon/The Gulch ISA and Tract 1 and 5 are separate)
- North Escalante Canyon Outstanding Natural Area
- The Gulch Outstanding Natural Area
- Phipps-Death Hollow Outstanding Natural Area
- No Mans Mesa Research Natural Area
- Wolverine Petrified Wood Natural Environmental Area



46.Special Recreation Management Areas

Special Recreation Management Areas (SRMA) are areas where more intensive recreation management may be needed because the area will be a focal point for visitation (Highway 12 and 89 corridors) or

because recreational uses within the area need to be closely managed or limited to prevent conflicts with Monument+ resources (Escalante Canyons, Paria/Hackberry, and Fiftymile Mountain).

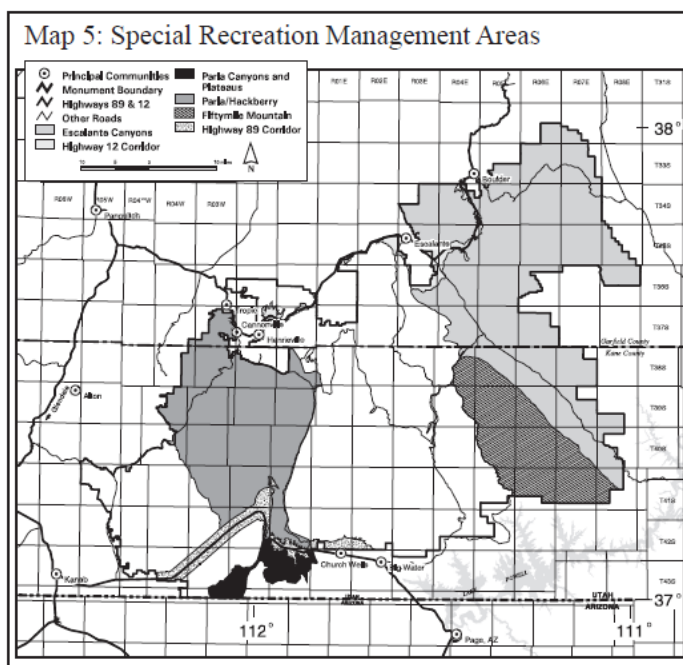
SRMA-1 The Escalante Canyons, Paria/Hackberry, and Paria Canyons and Plateaus will continue to be managed as Special Recreation Management Areas. Fiftymile Mountain, the Highway 12 Corridor, and the Highway 89 Corridor will also be SRMAs (Map 5). Management objectives for these areas are outlined below.

SRMA-2 Escalante Canyons SRMA

The boundary of this SRMA will follow the geographical topography including all the tributaries to the main Escalante Canyon. It will include trailheads for all the popular routes into the canyons. Activities in this SRMA include backpacking, canyoneering, non-motorized boating, and equestrian use. The overall recreation experience will continue to be primitive, uncrowded, and remote. Overall social encounters will remain low compared to other southwest canyon hiking opportunities. However, a range of social encounters will be available. Potential permit systems could address general public, commercial, and administrative users.

SRMA-3 Paria/Hackberry SRMA

This area is bordered on the west by Kitchen Canyon Road, on the east by Cottonwood Canyon Road corridor, on the south by the confluence of Hackberry/Cottonwood Creeks and the Paria River, and on the north by Dixie National Forest, excluding the Skutumpah corridor. Activities in this SRMA include backpacking, canyoneering, and equestrian use. The overall recreation experience will continue to be primitive, uncrowded, and remote. Equestrian opportunities will be emphasized in Paria Canyon, while backpacking opportunities will be emphasized in Hackberry Canyon. Potential permit systems could address general public use and commercial users.



SRMA-4 Paria Canyons and Plateaus SRMA This area encompasses Buckskin Mountain, West Clark Bench, and Cedar Mountain to connect to the BLM Arizona Strip's "Canyons and Plateaus of the Paria Resource Conservation Area." These areas are located south of Highway 89, with the Monument+

boundary marking the east boundary. Activities in this SRMA include canyoneering, equestrian use, backpacking, hiking, hunting, and scenic touring along the House Rock Valley Road. The overall recreation experience will continue to be primitive, uncrowded and remote. Overall social encounters will remain low compared to other southwest canyon hiking opportunities.

However, a range of social encounters occur. Management of this SRMA will be in coordination with the Kanab and the Arizona Strip Field Offices.

SRMA-5 Fiftymile Mountain SRMA

This area includes the geographical area called Fiftymile Mountain including trail access points. Activities in this SRMA include equestrian use, backpacking, and hunting. The recreation experience will be primitive, uncrowded, and remote. Visitors will not be encouraged to go to this area and commercial outfitting will be extremely limited.

SRMA-6 Highway 12 Corridor SRMA

This area encompasses the Highway 12 corridor located in the Monument+, including the Calf Creek Campground and Interpretive Trail. Activities in this SRMA include scenic driving, day-use hiking, camping, equestrian use, road bicycling, scenic and interpretive viewing. The recreation experience will focus on learning about geology, history, archaeology, biology, and paleontology, in addition to scenic viewing. Short interpretive trails and scenic overlooks will be developed to encourage visitors to learn more about these Monument+ resources. Opportunities will accommodate all visitors. Information stations located in Boulder, Escalante, and Cannonville will disseminate educational materials to further information about these resources.

SRMA-7 Highway 89 Corridor SRMA

This area encompasses the Highway 89 corridor within the Monument+, including the Paria Movie Set, the old Pahreah townsite, and the Paria Contact Station. Activities in this SRMA include scenic driving, day-use hiking, camping, road and mountain bicycling, scenic and interpretive viewing. The recreation experience will focus on learning about geology, history, archaeology, biology, and paleontology, in addition to scenic viewing. Short interpretive trails and scenic overlooks will be developed to encourage visitors to learn more about these Monument+ resources. Opportunities will accommodate all visitors. This corridor will be coordinated with the Vermilion Cliffs Highway Project.

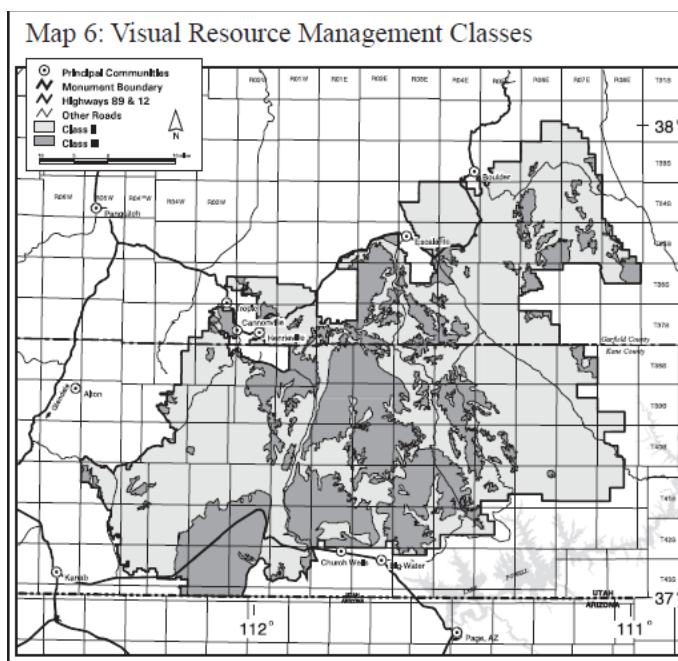
47. Visual Resource Management

Objectives

Preserve the spectacular scenic assets of Monument+.

Management

VRM-1 Utilizing the results of the visual resource inventory and other resource allocation considerations, 68 percent of the lands within the Monument+ will be assigned to VRM Class II and 32 percent of the lands within the Monument+ will be assigned to VRM Class III, as shown on Map 6.



The VRM class objectives are as follows:

Class II: The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.

Class III: The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the landscape.

VRM-2 All proposed actions must consider the importance of visual values and must minimize the impacts the project may have on these values. While performing an environmental analysis for projects, the visual resource contrast rating system will be utilized as a guide to analyze potential visual impacts of the proposal.

Projects will be designed to mitigate impacts and conform to the assigned VRM Class objective and other objectives including: (1) using natural or natural appearing material as a priority, (2) meeting restoration/revegetation objectives, and (3) complying with the Monument+ Facilities Master Plan.

VRM-3 Some types of projects such as valid existing rights, or ingress to private land may be allowed on a case-by-case basis in Class II or III areas. Visual resource impacts in these instances will be minimized by such measures as screening, painting, project design, relocation, or restoration.

VRM-4 The Monument+ Manager may allow temporary projects, such as research projects, to exceed VRM standards in Class II and III areas, if the project terminates within two years of initiation. Rehabilitation will begin at the end of the twoyear period. During the temporary project, the Manager may require phased mitigation to better conform with prescribed VRM standards.

VRM-5 The VRM classes acknowledge existing visual contrasts. Existing facilities or visual contrasts will be brought into VRM class conformance to the extent practicable when the need or opportunity arises (i.e., rights-of-way renewals, mineral material site closures, abandoned mine rehabilitation).

VRM-6 If areas are designated as Wilderness or designated a wild section of a National Wild and Scenic River, they will be reassigned to VRM Class I.

48. Wild and Scenic Rivers

WSR-1 Approximately 252⁶ miles of river segments have been determined suitable and will be recommended for Congressional designation into the National Wild and Scenic River System (NWSRS). The suitable river segments include: Escalante River 1, 2, 3; Harris Wash; Lower Boulder Creek; Slickrock Canyon; Lower Deer Creek 1, 2; The Gulch 1, 2, 3; Steep Creek; Lower Sand Creek and tributary Willow Patch Creek; Mamie Creek and west tributary; Death Hollow Creek; Calf Creek 1, 2, 3; Twenty-five Mile Wash; Upper Paria River 1, 2; Lower Paria River 1, 2; Deer Creek Canyon; Snake Creek; Hogeye Creek; Kitchen Canyon; Starlight Canyon; Lower Sheep Creek; Hackberry Creek; Lower Cottonwood Creek; and Buckskin Gulch. The suitable segments are shown on Maps 7 and 8. Rationale for suitability determinations for all segments are found in Appendix 4.

WSR-2 Those streams found suitable will be managed for protection of the resources associated with the stream. Such action will not entail any additional state water rights and will not result in a Federal reserved water right unless Congress acts to officially designate the stream or stream segment as part of the NWSRS. Upon such designation, if any, the Federal reserved water right thus established would, by law, be established with the priority date of the designation and would be junior to all preexisting water rights, in accordance with the existing state priority system. Senior rights in any stream designated would be unaffected.

WSR-3 River segments determined non-suitable will be managed under the direction and prescriptions of this Plan.

49. Wilderness Study Areas

The Monument+ contains 16 Wilderness Study Areas (WSAs), totaling approximately 881,997 acres⁷, or about 47 percent of the BLM acres in the Monument+ (Table 2 and Map 9).

Table 2. Wilderness Study Areas

Name	Acres*
Phipps-Death Hollow Instant Study Area (ISA)	42,731
Steep Creek Wilderness Study Area (WSA)	21,896
North Escalante Canyons/The Gulch ISA	120,204
Carcass Canyon WSA	47,351
Scorpion WSA	35,884
Escalante Canyons Tract 1 ISA	360
Escalante Canyons Tract 5 ISA	760
Devils Garden ISA	638
The Blues WSA	19,030
Fiftymile Mountain WSA	148,802
Death Ridge WSA	63,667
Burning Hills WSA	61,550
Mud Spring Canyon WSA	38,075
The Cockscomb WSA	10,827
Paria/Hackberry and Paria/Hackberry 202 WSA	135,822
Wahweap WSA	134,400

* WSA/ISA acres are total BLM acres from the Utah Statewide Wilderness Study Report, October 1991.

51. Cooperation and Consultation

Cooperation with Communities, State and Federal Agencies

COMM-1 The BLM will form innovative partnerships with Native American Indian tribes, local and State governments, qualified organizations, and appropriate Federal agencies to manage lands or programs for mutual benefit consistent with the goals and objectives of this Management Plan.

COMM-2 The BLM will work with communities, counties, State and other Federal agencies, and interested organizations in seeking nontraditional sources of funding including challenge cost-share programs, grants, in-kind contributions, and allowable fee systems to support specific projects needed to achieve Plan objectives.

COMM-3 The BLM will consider, where appropriate, contracting with private sector businesses, nonprofit organizations, academic institutions, or State and local agencies to accomplish essential studies, monitoring, or project development.

COMM-4 The BLM will increase the use of citizen and organizational volunteers to provide greater monitoring of resource conditions and to complete on-the ground developments for resource protection, effective land management, and human use and enjoyment.

COMM-5 Where it is found to be mutually advantageous, the BLM will enter into cooperative agreements or memorandums of understanding with Federal, State, local, tribal, and private entities to manage lands or programs consistent with the goals and policies of this Management Plan. Such agreements could provide for the sharing of human or material resources, the management of specific tracts of lands for specific purposes, or the adjustment of management responsibilities on prescribed lands. This would be done in order to eliminate redundancy and reduce costs.

COMM-6 Non-profit organizations, citizens and user groups that have adequate resources and expertise could enter into cooperative agreements to assist in the management of public lands in the Monument+. Assistance could include, but would not be limited to, resource monitoring, site cleanups, and the construction of authorized projects.

52. Consultation with Native American Indians

CNA-1 Consultation with the following tribal groups will continue: Hopi, Zuni, Navajo, Kaibab Paiute, Paiute Tribes of Utah, San Juan Southern Paiute, and Ute. The BLM will endeavor to consult with any interested federally recognized Native American tribe.

CNA-2 The BLM will continue its agreements to collect ethnographic data with the Hopi and the Kaibab Paiute. The BLM will expand this effort to the other tribal nations and expand the breadth of this program.

53. Monument+ Advisory Committee

ADV-1 A Grand Staircase-Escalante National Monument+ Advisory Committee (chartered under the Federal Advisory Committee Act) will be established to advise Monument+ managers on science issues and the achievement of Management Plan objectives. This committee will serve solely as an advisory committee, making recommendations regarding Monument+ management. Monument+

management will evaluate all Advisory Committee recommendations, but will ultimately be responsible for making all final decisions.

ADV-2 The primary purpose for the re-establishment of this committee is to aid in achievement of the Management Plan objectives, through participation in the adaptive management program. In this capacity it will have several tasks: (1) Review evaluation reports produced by the Management Science Team (comprised of the Assistant Monument+ Managers for Biological Sciences, Cultural and Earth Sciences, and Visitor Services) and make recommendations on protocols and projects to meet overall objectives. These evaluations will be completed regularly (see Chapter 3, Implementation and Adaptive Management Framework) and will compile monitoring data and assess the extent to which Management Plan objectives are being met.

- Review appropriate research proposals and make recommendations on project necessity and validity.
- Make recommendations regarding allocation of research funds through review of research and project proposals as well as needs identified through the evaluation process above. The Committee could be consulted on issues such as protocols for specific projects (e.g., vegetation restoration methods) or standards for excavation and curation of artifacts and objects. This Committee will meet at least twice a year to accomplish the tasks outlined above.

ADV-3 This Committee will be comprised of eight scientists covering the areas of archaeology, paleontology, geology, botany, wildlife biology, history, social science, and systems ecology. In addition to scientists, there will be seven other Committee members: one local elected official from both Kane and Garfield Counties, one from State or tribal government, one from the environmental community, one educator, one from the outfitter and guide community operating within the Monument+, and one from the ranching community operating within the Monument+. These additional members will facilitate communication with adjacent agencies and stakeholders and provide insight into community and stakeholder concerns.

ADV-4 The Monument+ Advisory Committee will be used to involve other agencies and the public in analysis, monitoring, research and adaptive management.

Role of the Management Science Team and the Monument+ Advisory Committee

ADV- 5 The Management Science Team (comprised of the Assistant Monument+ Managers for Biological Sciences, Cultural and Earth Sciences, and Visitor Services) will be responsible for developing monitoring and adaptive management protocols and ensuring that documentation is sufficient to facilitate feedback into the adaptive management process. This team will also be responsible for ensuring that monitoring results and other new information (based on sub-unit assessments) are compiled and evaluated according to the two evaluation phases discussed above.

The credibility of an adaptive management process rests in part on the routine application of an outside check on the use of technical and scientific information, including monitoring. Independent reviews can provide verification that plans, evaluation, and changes in management strategy are consistent with current scientific concepts. The GSENM Advisory Committee discussed in Chapter 2 of this Plan will be used in this role to evaluate compiled monitoring data in the evaluation phases discussed above, and will make recommendations to management regarding changes to projects, strategies or objectives. The majority of the committee members will be scientists, reflecting the Advisory Committee's science focus. There will be eight scientists representing the areas of archaeology, paleontology, geology, botany, wildlife biology, history, social science, and systems ecology. In addition, there will be seven members representing other agencies, local communities, interest groups, and users of the Monument+.

Consultation, Coordination, and Collaboration

Collaborative approaches to implementation are necessary to assure success. While the BLM retains the responsibility and authority for land management decisions, these decisions are more meaningful, effective, and longer lasting if done in a collaborative and open process. Therefore, close working relationships between management and regulatory agencies need to be developed and maintained. In addition, others outside of the BLM (e.g., state and local agencies, universities, scientists, volunteers) should be involved in subsequent analysis, monitoring, evaluation, research, and adaptive management processes.

A major component that will be used to involve other agencies and the public in subsequent analysis, monitoring, research and adaptive management is the Monument+ Advisory Committee/. Other efforts will include forming partnerships to complete assessments, establish baseline data, monitor, and modify management actions as a result of these processes.

Relationship to Other Agency Plans

Local, State, other Federal agencies, and Indian tribes in the immediate region routinely prepare plans that establish goals and direction for land use, economic development, or resource management within their jurisdictions. Many of these plans bear directly on or are significantly affected by BLM plans for managing public lands. Under this Plan, BLM will collaborate with such agencies and tribes on planning implementation and achieving consistency with other approved plans to the extent that they are determined consistent with protection of Monument resources, federal laws, regulations, and policies. The principles of community-based planning will be employed where timing, mutual interest, and the availability of resources are appropriate to address economic, ecologic, and land use issues of concern. The following list of plans relates to the management of lands in or around the Monument+ and will be given consideration as implementation proceeds.

- Bryce Canyon National Park General Management Plan
- Capitol Reef National Park General Management Plan
- Glen Canyon National Recreation Area General Management Plan
- Dixie National Forest Land and Resource Management Plan
- Garfield County General Plan
- Kane County General Plan
- Kane County Water Conservancy Master Plan

References

[USFWS] U.S. Fish and Wildlife Service, Utah Field Office. 2002a [*Utah Field Office Guidelines for Raptor Protection From Human And Land Use Disturbances.*](#)

[USFWS] U.S. Fish and Wildlife Service, Utah Field Office. 2002b [*Final Recovery Plan Southwestern Willow Flycatcher \(Empidonax traillii extimus\).*](#)