

APPENDIX 20—SUMMARY OF CHANGES FROM THE DRAFT RMP/EIS TO THE PROPOSED RMP/FINAL EIS

Table A20-1. Summary of Changes from the Draft RMP/EIS to the Proposed RMP/Final EIS

Chapter	Description of the Change	Rationale
All	Revised the PRMP/FEIS to place focus on the Proposed RMP.	To clearly identify the Proposed RMP to the reader.
All	Removed the DRMP/DEIS Alternative B (the Preferred Alternative) into the PRMP/FEIS Proposed RMP.	The Proposed RMP consists of a combination of all the alternatives, including Alternative B in response to public comments and internal review.
1	Updated Chapter 1 to identify additional meetings with Native American Tribes.	To document additional meetings with Native American Tribes.
1	Revised the language regarding tar sands based on the Programmatic Environmental Impact Statement on Oil Shale and Tar Sands Leasing	Consistency with Final Programmatic Environmental Impact Statement on Oil Shale and Tar Sands Leasing.
1	Revised the language regarding RS 2477.	Based on legal review.
1	Added a section to describe the changes from the DRMP/DEIS to the PRMP/FEIS.	To document changes made to the PRMP/FEIS.
2	Italicized and added an asterisk and footnote to identify implementation level decisions.	To provide clarification between RMP and implementation level decisions.
2	Revised the air quality common to all management actions to include management actions to work cooperatively with state, local, and tribal entities to address regional air quality issues.	Based upon discussions with the State of Utah
2	Added temporary non-renewable use of grazing to reduce site-specific fuels (i.e. cheat grass). This is an implementation level action that will be determined on a case-by-case basis under the terms and conditions of the grazing permit.	Based on public comment and/or further BLM review. Biological treatments were considered in the range of alternatives in the DRMP/DEIS.
2	Adjusted the riparian buffer zone to include the 100-year floodplain or a 330 foot buffer whichever is greater.	To protect the sensitive resources around riparian areas. Alternative N provided a 500 foot buffer which covered the 100-year floodplains.
2	Revised the Vegetation common to all management actions to implement noxious weed and invasive species control actions as per national guidance and local weed management plans.	To be consistent with national guidance and local weed management plans.
2	Manage Bull Creek Archaeological District (4,800 acres) as open	To protect the cultural resources of the site that is listed on the

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		with major constraints (NSO)	National Register of Historic Areas.
2	Removed the cultural resource site use allocations table.		Based on further BLM review and discussions with the State of Utah.
2	Revised VRM Classes based on other management decisions. <ul style="list-style-type: none"> VRM Class I: no change VRM Class II: 40,800 acre increase VRM Class III: 17,700 acre decrease VRM Class IV: 23,100 acre decrease 	VRM Class I acres did not change because these areas consist of WSAs. VRM Class II, III, and IV acres changed due to management decisions associated with non-WSA lands with wilderness characteristics and the Factory Butte SRMA. These changes to non-WSA lands with wilderness characteristics were made to preserve, protect, and maintain wilderness characteristics. The VRM Class for the OHV Play Areas RMZ in the Factory Butte SRMA would be designated as VRM IV.	
2	Moved the sage grouse management actions from the fish and wildlife section to the special status species section.		To be consistent with the status of the sage grouse.
2	Added a sage grouse seasonal restriction for 2 miles around leks and added a no surface occupancy stipulation of 1/2 miles around sage grouse leks. Allow no surface disturbing or otherwise disruptive activities in greater sage-grouse winter habitat from December 15 through March 14.		Oil and gas leasing would be limited to a year-round, half-mile NSO around Greater sage grouse leks with a no surface disturbance timing restriction (March 15–July 15) for 2 miles. Previously, a 2-mile timing restriction would have taken effect on March 15 and lasted through June 1. However, at the suggestion of the State of Utah, the half-mile NSO provides a strategy to prevent the sage grouse from becoming a threatened or endangered species. This change would affect only four identified sage grouse leks in the RFO and would result in only 2 miles of NSO (replacing the previous CSU restriction), which could still be accessed through directional drilling. Additionally, this change would affect only an area of very low development potential. This was a change that was outside the range of alternatives in the DRMP/DEIS.
2	Changed the acreages of wildlife habitats to reflect the revised Utah Division of Wildlife Resources (UDWR) winter crucial habitat. <ul style="list-style-type: none"> Mule Deer: 225,400 acre increase Elk: 55,300 acre increase Pronghorn: 51,900 acre increase Bighorn Sheep: 122,700 acre decrease Bison: 7,700 acre increase 		Based on updated UDWR winter crucial habitat.
2	Revised the Wildlife management actions to allow for compensatory mitigation on an "as appropriate" basis where it can		Based on public comments and further BLM review.

Chapter		Description of the Change	Rationale
		be performed onsite, and on a voluntary basis where it is performed offsite, or, in accordance with current guidance.	
2		Clarified that coordination with the National Park Service would occur if grazing use by the burro herd increases on the Glen Canyon National Recreation Area.	Based on comments from the National Park Service.
		Included management actions for approximately 78,600 acres of non-WSA lands with wilderness characteristics in the Proposed RMP. Protect the 12 areas (78,600 acres) of non-WSA lands with wilderness characteristics through the following land allocations and prescriptions: <ul style="list-style-type: none"> • Designate as Visual Resource Management (VRM) Class II • Limit motorized use to designated routes • Retain lands in public ownership • Designate as an Avoidance Area for rights-of-way (ROW) • Designate leasing category as no surface occupancy (NSO), no exceptions, waivers, or modifications • Close to mineral material sales • Designate as unavailable for further consideration for coal leasing • Continue maintenance and use of existing facilities • Prohibit private or commercial woodland harvest or seed collection Healthy Lands Initiative projects could be considered where they improve the overall goals and objectives for managing the wilderness characteristics of these areas	To preserve, protect, and maintain wilderness characteristics.
2		Allow commercial and non-commercial live plant and seed collecting by permit, except in WSAs, non-WSA lands with wilderness characteristics, and the Fremont Gorge wild and scenic river.	To preserve, protect, and maintain wilderness characteristics and to protect outstanding remarkable values.
2		Increased the size of the Factory Butte SRMA by 21,800 acres with 8,500 acres open to cross-country OHV use.	Based on public comment and further BLM review.
2		Decreased the size of the Big Rocks SRMA by 175 acres.	Based on public comment and to protect cultural resources.
2		Removed the two hour criterion from SRP requirements for organized groups.	Based on public comment and consistency with adjoining field offices.
2		Revised the OHV use areas as follows:	To provide unique motorized recreational opportunities.

Rationale	
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2	<ul style="list-style-type: none"> • Open: 990 acre increase • Limited: 490 acre decrease • Closed: 500 acre decrease. <p>Revised the OHV open areas as follows:</p> <ul style="list-style-type: none"> • Factory Butte Play Area: 5,900 acre increase • Big Rocks Trials Area: 180 acre decrease • Glenwood Play Area: 2,300 acre decrease • Aurora Play Area: 10 acre decrease • Mayfield Open Area: Eliminated.
2	<p>Revised the OHV route designations as follows:</p> <ul style="list-style-type: none"> • Designated routes: 46 mile increase • Designated routes with seasonal closures or size/width restriction: 55 mile increase • Closed routes: 141 mile increase.

The Factory Butte Play Areas boundary was increased based on public comments.
 The Big Rocks Trials Area boundary decreased due to cultural resource concerns.
 The Glenwood Play Area boundary decreased to protect special status species.
 The Mayfield Open Area was eliminated to protect special status species.

Revisions to the OHV route designations were made in the Proposed RMP based on comments received on the Draft RMP, as well as continued work to finalize BLM GIS data and Interdisciplinary Team review.

Factors that resulted in changes to the route designations were:

- Coordination and consistency with adjacent NPS, FS and BLM PFO travel designations: Comments were received regarding the inconsistency of some route designations and seasonal or size/width restrictions with these adjacent federal agencies. These routes were re-assessed and adjustments made for consistency in the designations of these routes. Although these consistency reviews made slight changes to all route designation categories, the majority of the changes resulted in slight increases in designated route miles or designated routes with seasonal closures or size/width restrictions.
- Data errors or inconsistencies identified within Public Comments: A variety of public comments were received regarding route designations. Some of these comments pointed out data errors which were resolved. Other comments identified specific conflicts or resource issues related to whether the route should be designated or closed. These comments were reviewed and resolved in those cases where there was sufficient supporting information and GIS data. This resulted in some additional designated route miles, as well as an increase in closed route miles.
- Incorporation of GPS data analyzed during Route Designation Meetings and quality review: In some of the more remote portions of the Richfield Field Office, GPS data analyzed

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2	Revised the lands and realty management decisions to give land exchanges with the State of Utah priority consideration to resolve inholdings issues.	during route designation meetings was still being incorporated and was unavailable in map form at the time of the Draft RMP. This work to identify the existing route system has been completed and has been included to provide a more accurate Travel Management Plan. Many seismic routes within this area were identified by BLM staff during GPS data collection as abandoned or naturally rehabilitating and no longer receiving use. This resulted in an increase in the total closed route miles within the Proposed RMP.
2	Increased the ROW avoidance areas to 153,600 acres.	Based on discussions with the State of Utah.
2	Revised the oil and gas leasing categories as follows: <ul style="list-style-type: none"> • Areas open to leasing with standard lease terms: 63,700 acre increase • Areas open to leasing subject to controlled surface use and/or timing limitations (CSU): 104,100 acre decrease • Areas open to leasing subject to no surface occupancy (NSO): 43,600 acre increase • Areas closed to leasing: 3,200 acre decrease. 	Based on management prescriptions for non-WSA lands with wilderness characteristics.
2	Clarified the wording for the no leasing alternative and the livestock grazing adjustments alternative that were considered but eliminated from detailed analysis.	Based on management prescriptions for non-WSA lands with wilderness characteristics, Bull Creek Archaeological District, the Old Woman Front ACEC, and the Fremont Gorge suitable wild and scenic river with a tentative "wild" classification. Changes in the crucial habitat boundaries for wildlife and spatial and seasonal stipulations for sage grouse habitat also adjusted the oil and gas leasing category acreages.
2	Revised the minerals and energy common to all management actions to address air quality concerns.	Based on public comment and further BLM review.
2	Decreased the areas closed to mineral material disposals by 3,200 acres.	Based upon discussions with the State of Utah.
2	Revised the travel management common to all management actions to allow limitations on types of vehicles allowed on specific designated routes if monitoring indicates that a particular type of vehicle is causing disturbance to the soil, wildlife habitat, cultural or vegetative resources, especially by off-road travel in an area that is limited to designated routes.	Based on management prescriptions for non-WSA lands with wilderness characteristics.
2	Revised the Transportation common to all management actions to grant the State of Utah reasonable access to State lands for	Based on public comment and further BLM review.
2	Revised the Transportation common to all management actions to grant the State of Utah reasonable access to State lands for	Based on discussions with the State of Utah.

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		economic purposes, on a case-by-case basis.	
2		A decrease of 1 (45 originally) mile of inventoried vehicle ways would be designated for use subject to the IMP.	
2		Revised the Wild and Scenic River common to all management actions to work with upstream and downstream water users and applicable agencies to ensure that water flows are maintained at a level sufficient to sustain the values for which affected river segments were designated.	Based on public comments and further BLM review.
2		The Dirty Devil segment (54 miles) was not found suitable for inclusion in the National Wild and Scenic River System.	The Dirty Devil segment was not found suitable because management prescriptions for other resources, resource uses, and special designations (i.e. WSAs, SRMAs, travel management, VRM Class II, oil and gas stipulations).
2		Added management prescriptions for the Old Spanish Trail to work in cooperation with Utah State Parks and Recreation, counties, the Old Spanish Trail Association, and the National Park Service on interpretive and recreation opportunities.	The Old Spanish Trail was recently designated by Congress as a National Historic Trail.
2		Added management prescriptions to coordinate with the NPS and the State of Utah for management and interpretation of scenic byway and backway corridors.	Based on public comments and further BLM review.
3		Added an evaluation of seven proposals for non-WSA lands with wilderness characteristics in the area west of Capitol Reef National Park.	Based on public comment.
3		Clarified that the Cotter decision would apply in providing access to SITLA lands.	Based on public comment and further BLM review.
3		Added language to recognize the importance of climate change and the potential effects it may have on the natural environment.	Based on public comment and further BLM review.
3		Manage under the Bald and Golden Eagle Act instead of the Endangered Species Act.	The bald eagle was delisted and is managed under the Bald and Golden Eagle Act.
3		Acknowledged that there are pygmy rabbits and that there are colonies present in the field office and that the habitat covers less than 1% of field office.	Based on public comment and further BLM review.
3		Clarified the limitation of the application of the size criteria for non-WSA lands with wilderness characteristics.	Based on further BLM review.
3		Added a description of the National Mormon Pioneer Heritage Area.	This area was recently designated by Congress as a National Heritage Area.

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3	Added descriptions of the scenic byways and highways.	Based on public comment and to make the description of the affected environment more complete.
4	Conducted emissions calculations for each of the Alternatives and the Proposed RMP.	Based on public comment and further BLM review.
4	Revised the non-WSA lands with wilderness characteristics impact analysis to address lands carried forward in the Proposed RMP and those lands not being carried forward in the Proposed RMP.	To address non-WSA lands with wilderness characteristics management prescriptions in the Proposed RMP.
4	Revised the ACEC section to clarify other resource decisions that provide protection to relevant and important values of potential ACECs. In addition, this section was formatted to be consist with other sections in Chapter 4.	Based on public comment and to provide clarification on the protection of relevant and important values of potential ACECs from management actions of other resources and resource uses.
4	Revised the cumulative impact analysis section to clarify incremental effects from past, present and future actions.	Based on public comment and further BLM review.
4	Moved the sage grouse impact analysis from the fish and wildlife section to the special status species section.	To be consistent with the status of the sage grouse.
4	Added language to address global climate change.	Based on public comment and further BLM review.
4	Added to the socioeconomic section an impact analysis from non-WSA lands with wilderness characteristics to Utah School and Institutional Trust Lands Administration (SITLA) lands.	Based on public comments and discussions with the State of Utah.
5	Included a description of the public outreach efforts after the release of the DRMP/DEIS.	Based on additional public outreach activities.
5	Included tables to identify consistency with County Plans and State Law.	To clarify the consistency between the Proposed RMP and County Plans and State Law.
5	Included comments from county and state governments and responses to the comments.	Based on their cooperating agency status.
5	Clarified the text regarding Section 7 consultation with the U.S. Fish and Wildlife.	To provide additional explanation on the Section 7 consultation process.
5	Clarified the text regarding Section 106 consultation with the State Historic Preservation Office.	To provide additional explanation on the Section 106 consultation process.
Appendix 1	Clarified the summary statements for each of the existing and potential ACECs.	To state how the relevant and important values would be protected under management actions for other resources and resource uses.
Appendix 3	Clarified the alternative protection methods for wild and scenic rivers.	To state how the outstandingly remarkable values would be protected under management actions for other resources and resource uses.

Chapter		Description of the Change		Rationale	
Appendix 5		Revised the land disposal list.		Based on public comments and further BLM review.	
Appendix 9		Added the Travel Management Route Designation Process Appendix.		To describe the process for developing the travel management system.	
Appendix 10		Manage under the Bald and Golden Eagle Act instead of the Endangered Species Act.		The bald eagle was delisted and is managed under the Bald and Golden Eagle Act.	
Appendix 11		Updated and clarified Appendix 11 - Oil and Gas Leasing Stipulations for the Proposed RMP based upon comments and internal review. New lease notices for threatened and endangered (T & E) species created by U.S. Fish and Wildlife Service have been included.		To be consistent with the BLM Gold Book and in response to U.S. Fish and Wildlife Service comments, public comments, and internal BLM review.	
Appendix 11		Replace the "Other Scenic Lands" no surface occupancy (NSO) stipulation with a CSU stipulation for VRM Class 2.		The "Other Scenic Lands" no surface occupancy (NSO) stipulation has been replaced with a CSU stipulation for VRM Class 2. This change was made to specify the scenic resources that would be protected and is within the existing range of alternatives. This change resulted from BLM internal comment and review.	
Appendix 11		Clarified the stipulation for surface disturbing proposals involving construction on slopes greater than 30%.		Previously, slopes greater than 40% would have been subject to NSO for DRMP/DEIS Alternatives A through D. Slopes from 21% to 40% would have been subject to a CSU stipulation for all alternatives in the DRMP/DEIS. However, after further review of the soil types and watersheds, BLM determined that a CSU stipulation for slopes greater than 30% would be a more appropriate under the certain conditions. The stipulation has been rewritten to read, "Surface disturbing proposals involving construction on slopes greater than 30% would be avoided. If the action cannot be avoided, rerouted, or relocated then a proposed project should include an erosion control strategy, reclamation and a site plan with a detailed survey and design completed by a certified engineer. This proposal must be approved by the BLM prior to construction and maintenance." This change resulted from BLM internal comment and review. The NSO for slopes greater than 40% was not based on resource conditions, such as evaluating soils, bedrock competency, bedding attitudes, deformation of bedrock (faults or folding), mass movement, slope aspects, climatic conditions, and other factors that could warrant the need to impose such a restriction. The CSU restriction for 30% slope is consistent with the BLM reclamation standard as identified in the Gold Book and in consistent with other plans in the State.	
Appendix 11		Specified the conditions for waivers and modifications for wildlife habitat.		These revisions are within the existing range of alternatives considered in the DRMP/DEIS. These revisions reflect current BLM	

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Appendix 11	Added lease notices for the California Condor, Barneby Reed Mustard, Last Chance Townsendia, and Wright Fishhook Cactus, and Winkler Pincushion Cactus	philosophy on oil and gas leasing stipulations and provide clarification on the purpose and intent of the earlier written stipulations. This change resulted from BLM internal comment and review.
Appendix 16	Added the Summary of Management of Non-WSA Lands with Wilderness Characteristics for the Richfield Field Office Proposed RMP/Final EIS Appendix.	To be current with the latest species lease notices.
Appendix 17	Added the Utah Public Lands Study: Key Social Survey Findings for Garfield, Piute, Sanpete, Sevier, and Wayne Counties Appendix.	To summarize the management decisions for non-WSA lands with wilderness characteristics to be included in the RFO PRMP/FEIS. It also includes a discussion of the interdisciplinary process that occurred before these decisions were made.
Appendix 18	Added the Factory Butte SRMA RMZs and Management Prescriptions Appendix.	To identify research conducted by Utah State University in 2007 to assess the ways in which Utah residents use and value public land resources, and their views about public land management.
Appendix 19	Added the Wildland Fire Resource Protection Measures and Reasonable and Prudent Measures, Terms and Conditions, and Reporting Requirements Identified through Section 7 Consultation Appendix.	To provide additional information and a detailed description of the management prescriptions for the Factory Butte SRMA RMZs.
Appendix 20	Added the Summary of Changes from the Draft RMP/EIS to the Proposed RMP/Final EIS Appendix.	To be consistent with the latest wildland fire resource protection measures.
Appendix 21	Added the State of Utah Air Quality Letter Appendix.	Based on further BLM review.
Maps	A disclaimer was added to the wildlife habitat maps to provide the UDWR data publication dates and a reference to the exceptions, waivers, and modifications listed in Appendix 11.	Based on discussions with the State of Utah.
Maps	Revised the PRMP/FEIS based on the UDWR wildlife habitat maps.	Based on further BLM review.
		In August of 2005, the UDWR changed its wildlife habitat classification system. Prior to 2005, the UDWR classification system distinguished between "critical" habitat (an area that provides for biological or behavioral requisites necessary to sustain the existence or perpetuation of a wildlife population) and "high value" (an area that provides for intensive use by the species). The UDWR has been criticized for using the term "critical" because the same term refers to habitat that is federally designated by the United States Fish and Wildlife Service (USFWS) as required by the Endangered Species Act (ESA). "Crucial" habitat boundaries appear larger on the wildlife maps in

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		<p>this Proposed RMP because they are a combination of UDWR's old "critical" habitat and "high value" habitat, with some minor modifications. Timing stipulations for each of the species now apply to the whole crucial habitat area. However, it is important to note that the application of waivers, exceptions, and modifications, as outlined in Appendix 11, will be taken into consideration and used where and when applicable for all surface-disturbing activities in these areas. The range of alternatives in the DRMP/DEIS considered both previous UDWR's classifications of "critical" and "high value" habitat. Minor boundary modifications have been made by UDWR, prior to incorporating them into "crucial" habitat boundaries. Because this information was taken into consideration and analyzed in the DRMP/DEIS, these minor changes are not considered significant in terms of resource uses or analysis in this PRMP/FEIS, and therefore a supplement to this EIS is not necessary for this purpose.</p> <p>BLM accepted these updated boundaries and has incorporated them into the Proposed RMP. Incorporating this information converted more area to Controlled Surface Use (CSU) with wildlife timing restrictions. Oil and gas leasing would still occur in these areas as identified in the DRMP/DEIS, if the exception, modifications, and waiver criteria are met (see Appendix 11).</p> <p style="text-align: center;">Changes in Wildlife Habitat Boundaries from the DRMP/DEIS to the PRMP/FEIS</p> <table border="1" data-bbox="959 268 1221 856"> <thead> <tr> <th>Wildlife</th> <th>Change in Acres</th> </tr> </thead> <tbody> <tr> <td>Mule Deer</td> <td>+224,200</td> </tr> <tr> <td>Elk</td> <td>+54,700</td> </tr> <tr> <td>Pronghorn</td> <td>+106,100</td> </tr> <tr> <td>Bighorn Sheep</td> <td>0</td> </tr> <tr> <td>Bison</td> <td>+7,700</td> </tr> </tbody> </table>	Wildlife	Change in Acres	Mule Deer	+224,200	Elk	+54,700	Pronghorn	+106,100	Bighorn Sheep	0	Bison	+7,700
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