

# Richfield Field Office Proposed Resource Management Plan & Final Environmental Impact Statement

Volume 1 of 3



August 2008



# **BLM Mission**

To sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

**BLM-UT-PL-08-004-1610**  
**UT-050-2007-090 EIS**  
**FES 08-25**



**United States Department of the Interior**  
**BUREAU OF LAND MANAGEMENT**



Utah State Office  
P.O. Box 45155  
Salt Lake City, UT 84145-0155  
<http://www.blm.gov>

IN REPLY REFER TO:

UT-050-1610-012J

Dear Reader:

Enclosed is the Proposed Resource Management Plan (PRMP) and Final Environmental Impact Statement (FEIS) for the Richfield Field Office. The Bureau of Land Management (BLM) prepared the PRMP/FEIS in consultation with cooperating agencies, taking into account public comments received during this planning effort. This PRMP/FEIS provides a framework for the future management direction and appropriate use of BLM-administered lands and resources located in Sanpete, Sevier, Piute, Wayne, and Garfield counties, Utah. The document contains both land use planning decisions and implementation decisions to guide the BLM's management of the Richfield Field Office. The PRMP/FEIS is open for a 30-day review and protest period beginning the date the U.S. Environmental Protection Agency (EPA) publishes the Notice of Availability of the FEIS in the *Federal Register*.

This PRMP/FEIS has been developed in accordance with the National Environmental Policy Act of 1969 (NEPA) and the Federal Land Policy and Management Act of 1976 (FLPMA). The PRMP/FEIS is largely based on Alternative B, the Preferred Alternative in the Draft RMP and EIS, which was released in October 2007. This PRMP/FEIS contains the proposed plan and potential impacts of the proposed plan. The alternatives presented in the Draft RMP/EIS are also provided for comparative purposes. Major comments received during the public review period of the Draft RMP/EIS and responses to these comments are provided on an attached CD. To aid the reader, substantive changes made between the Draft RMP/EIS and the PRMP/FEIS are described in Chapter 1 and are detailed in Appendix 20.

Pursuant to BLM's planning regulations at 43 CFR 1610.5-2, any person who participated in the planning process for this PRMP and has an interest which is or may be adversely affected by the planning decisions may protest approval of the planning decisions within 30 days from date the Environmental Protection Agency publishes the Notice of Availability in the *Federal Register*. For further information on filing a protest, please see the accompanying protest regulations in the pages that follow (labeled as Attachment 1). The regulations specify the required elements of your protest. Take care to document all relevant facts. As much as possible, reference or cite the planning documents or available planning records (e.g. meeting minutes or summaries, correspondence, etc.). To aid in ensuring the completeness of your protest, a protest check list is attached to this letter (labeled as Attachment 2). If your protest does not include all of the elements outlined in 43 CFR 1610.5-2 the BLM will not respond to your protest.

E-mailed and faxed protests will not be accepted as valid protests unless the protesting party also provides the original letter by either regular or overnight mail postmarked by the close of the protest period.

Under these conditions, the BLM will consider the e-mailed or faxed protest as an advance copy and will afford it full consideration. If you wish to provide the BLM with such advance notification, please direct faxed protests to the attention of Brenda Hudgens-Williams- BLM protest coordinator at 202-452-5112, and e-mailed protests to: [Brenda\\_Hudgens-Williams@blm.gov](mailto:Brenda_Hudgens-Williams@blm.gov).

All protests, including the follow-up letter (if e-mailing or faxing) must be in writing and mailed to the following address:

Regular Mail:

Director (210)  
Attention: Brenda Williams  
P.O. Box 66538  
Washington, D.C. 20035

Overnight Mail:

Director (210)  
Attention: Brenda Williams  
1620 L Street, N.W., Suite 1075  
Washington, D.C. 20036

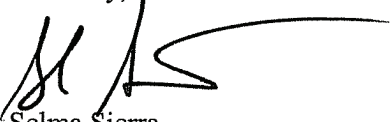
Before including your address, phone number, e-mail address, or other personal identifying information in your protest, be advised that your entire protest – including your personal identifying information – may be made publicly available at any time. While you can ask us in your protest to withhold from public review your personal identifying information, we cannot guarantee that we will be able to do so.

The BLM Director will make every attempt to promptly render a decision on each protest. The decision will be in writing and will be sent to the protesting party by certified mail, return receipt requested. The decision of the BLM Director shall be the final decision of the Department of the Interior.

Upon resolution of all land use plan protests, the BLM will issue an Approved RMP and Record of Decision (ROD). The Approved RMP and ROD will be mailed or made available electronically to all who participated in the planning process and will be available to all parties through the “Planning” page of the BLM national website (<http://www.blm.gov/planning>), or by mail upon request.

Unlike land use planning decisions, implementation decisions are not subject to protest under the BLM planning regulations, but are subject to an administrative review process, through appeals to the Office of Hearings and Appeals (OHA), Interior Board of Land Appeals (IBLA) pursuant to 43 CFR, Part 4 Subpart E. Implementation decisions generally constitute the BLM’s final approval allowing on-the-ground actions to proceed. Where implementation decisions are made as part of the land use planning process, they are still subject to the appeals process or other administrative review as prescribed by specific resource program regulations once the BLM resolves the protests to land use planning decisions and issues an Approved RMP and ROD. Implementation-level decisions in the PRMP/FEIS are indicated by *italic text* and an asterisk (\*) in Chapter 2. The Approved RMP and ROD will also clearly identify the implementation decisions made in the plan that may be appealed to the Office of Hearing and Appeals.

Sincerely,



Selma Sierra  
Utah State Director

Attachment 1

[Code of Federal Regulations]  
[Title 43, Volume 2]  
[Revised as of October 1, 2002]  
From the U.S. Government Printing Office via GPO Access  
[CITE: 43CFR1610.5-2]

[Page 20]

TITLE 43--PUBLIC LANDS: INTERIOR

CHAPTER II--BUREAU OF LAND MANAGEMENT, DEPARTMENT OF THE INTERIOR

PART 1600--PLANNING, PROGRAMMING, BUDGETING--Table of Contents

Subpart 1610--Resource Management Planning

Sec. 1610.5-2 Protest procedures.

(a) Any person who participated in the planning process and has an interest which is or may be adversely affected by the approval or amendment of a resource management plan may protest such approval or amendment. A protest may raise only those issues which were submitted for the record during the planning process.

(1) The protest shall be in writing and shall be filed with the Director. The protest shall be filed within 30 days of the date the Environmental Protection Agency published the notice of receipt of the final environmental impact statement containing the plan or amendment in the Federal Register. For an amendment not requiring the preparation of an environmental impact statement, the protest shall be filed within 30 days of the publication of the notice of its effective date.

(2) The protest shall contain:

(i) The name, mailing address, telephone number and interest of the person filing the protest;

(ii) A statement of the issue or issues being protested;

(iii) A statement of the part or parts of the plan or amendment being protested;

(iv) A copy of all documents addressing the issue or issues that were submitted during the planning process by the protesting party or an indication of the date the issue or issues were discussed for the record; and

(v) A concise statement explaining why the State Director's decision is believed to be wrong.

(3) The Director shall promptly render a decision on the protest. The decision shall be in writing and shall set forth the reasons for the decision. The decision shall be sent to the protesting party by certified mail, return receipt requested.

(b) The decision of the Director shall be the final decision of the Department of the Interior.

## **Resource Management Plan Protest Critical Item Checklist**

**The following items *must* be included to constitute a valid protest  
whether using this optional format, or a narrative letter.**

**(43 CFR 1610.5-2)**

Before including your address, phone number, e-mail address, or other personal identifying information in your **protest**, be advised that your entire **protest**--including your personal identifying information--may be made publicly available at any time. While you can ask us in your **protest** to withhold from public review your personal identifying information, we cannot guarantee that we will be able to do so. All submissions from organizations and businesses, and from individuals identifying themselves as representatives or officials of organizations and businesses, will be available for public inspection in their entirety.

**Resource Management Plan (RMP) or Amendment (RMPA) being protested:**

**Name:**

**Address:**

**Phone Number: ( )**

**Your interest in filing this protest (how will you be adversely affected by the approval or amendment of this plan?):**

**Issue or issues being protested:**

**Statement of the part or parts of the plan being protested:**

**Chapter:**

**Section:**

**Page:**

**(or) Map:**

**Attach copies of all documents addressing the issue(s) that were submitted during the planning process by the protesting party, OR an indication of the date the issue(s) were discussed for the record.**

**Date(s):**

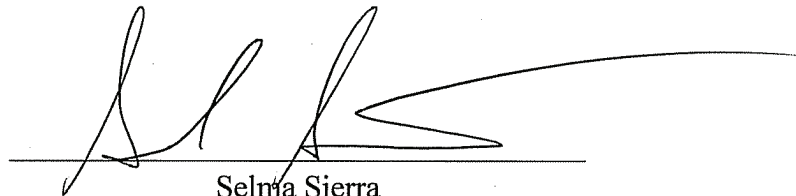
**A concise statement explaining why the State Director's decisions is believed to be wrong:**

**U.S. DEPARTMENT OF THE INTERIOR**  
**BUREAU OF LAND MANAGEMENT**

**THE RICHFIELD FIELD OFFICE**  
**PROPOSED RESOURCE MANAGEMENT PLAN**  
**AND FINAL ENVIRONMENTAL IMPACT STATEMENT**

Bureau of Land Management  
Utah State Office  
Salt Lake City, Utah

Prepared by the  
Richfield Field Office  
August 2008

A handwritten signature in black ink, appearing to read 'Selma Sierra', is written over a horizontal line. The signature is stylized and extends to the right of the line.

Selma Sierra  
Utah State Director

**This page intentionally left blank**



## Richfield Field Office Planning Area Proposed Resource Management Plan and Final Environmental Impact Statement

**Lead Agency:** U.S. Department of the Interior, Bureau of Land Management

**Type of Action:** Final, Administrative

**Jurisdiction:** Comprising all of Sanpete, Sevier, Wayne, Piute, and portions of Garfield and Kane Counties, Utah.

**Abstract:** The Richfield Proposed Resource Management Plan and Final Environmental Impact Statement (PRMP/FEIS) describes and analyzes the Proposed RMP and other alternatives presented in the Draft RMP and EIS (DRMP/DEIS) for the planning and management of public lands and resources administered by the Bureau of Land Management (BLM), Richfield Field Office in Utah. The Proposed RMP is open for a 30-day review and protest period beginning, August 8, 2008, the date the U.S. Environmental Protection Agency (EPA) publishes the Notice of Availability (NOA) of the Final EIS in the Federal Register.

The Proposed RMP was crafted primarily from the Preferred Alternative presented in the DRMP/DEIS (Alternative B) and includes other decisions within the range of alternatives (Alternatives N, A, C, and D) in response to public comments and internal review. The No Action Alternative (Alternative N) reflects current management. The BLM has removed the DRMP/DEIS Alternative B (Preferred Alternative) from the PRMP/FEIS. The other DRMP/DEIS Alternatives (Alternatives N, A, C, and D) and analyses are carried forward in the PRMP/FEIS only for comparative purposes and to correct some mistakes that were identified during the public comment period.

**Protest:** Protests must be postmarked or received no later than 30 days after publication of the NOA by the EPA in the *Federal Register*. The 30-day protest period (identified above) will not be extended. Refer to the instructions in the dear reader letter for additional information on how to protest. The close of the protest period will be announced in news releases, newsletters, and on the Richfield RMP website at <http://www.blm.gov/ut/st/en/fo/richfield/planning.html>.

**For Further Information Contact:**

Bureau of Land Management, Richfield Field Office  
Attn: John Russell, RMP Project Manager  
150 East 900 North  
Richfield, Utah 84701  
Telephone (435) 896-1500

**This page intentionally left blank**

---

---

# **TABLE OF CONTENTS**

---

---

## **VOLUME I**

PREFACE

EXECUTIVE SUMMARY

CHAPTER 1 — INTRODUCTION, PURPOSE AND NEED

CHAPTER 2 — ALTERNATIVES

CHAPTER 3 — AFFECTED ENVIRONMENT

## **VOLUME II**

CHAPTER 4 — ENVIRONMENTAL CONSEQUENCES

CHAPTER 5 — PUBLIC INVOLVEMENT, CONSULTATION AND COORDINATION

## **VOLUME III**

GLOSSARY

ACRONYMS AND ABBREVIATIONS

REFERENCES

APPENDICES

MAPS

CD OF COMMENTS AND RESPONSES ON THE DRAFT RMP/EIS

# VOLUME I TABLE OF CONTENTS

PREFACE.....	xi
EXECUTIVE SUMMARY .....	ES-1
CHAPTER 1 —INTRODUCTION, PURPOSE AND NEED .....	1-1
1.1 INTRODUCTION.....	1-1
1.2 PURPOSE AND NEED .....	1-1
1.2.1 Purpose.....	1-1
1.2.2 Need .....	1-2
1.3 DESCRIPTION OF THE PLANNING AREA.....	1-3
1.4 PLANNING PROCESS .....	1-4
1.5 DECISION FRAMEWORK.....	1-7
1.5.1 Planning Issues.....	1-7
1.5.2 Planning Criteria .....	1-12
1.6 CHANGES FROM THE DRAFT RMP TO THE PROPOSED RMP.....	1-13
1.6.1 Summary of Changes To Decisions Between the Preferred Alternative (Draft EIS) and the Proposed RMP (Final EIS).....	1-14
1.6.2 Summary of Changes Made Between the DRMP/DEIS and the PRMP/FEIS .....	1-15
1.7 RELATIONSHIP TO OTHER PROGRAMS, PLANS, AND POLICIES.....	1-17
1.7.1 Other Related Plans.....	1-17
1.7.2 Energy Policy and Conservation Act .....	1-19
1.7.3 Tar Sands and Oil Shale Resources Programmatic EIS .....	1-20
1.7.4 West-wide Energy Corridor Programmatic EIS.....	1-21
1.7.5 Utah Land Use Plan Amendment for Fire and Fuels Management.....	1-21
1.7.6 Wind Energy Programmatic EIS .....	1-21
CHAPTER 2 —ALTERNATIVES .....	2-1
2.1 INTRODUCTION.....	2-1
2.2 ALTERNATIVE COMPONENTS .....	2-1
2.2.1 Desired Outcomes (Goals and Objectives).....	2-2
2.2.2 Allowable Uses and Management Actions.....	2-2
2.3 ALTERNATIVES CONSIDERED IN DETAIL.....	2-2
2.3.1 Overview of the Alternatives .....	2-2
2.4 ADAPTIVE MANAGEMENT .....	2-4
2.5 ALTERNATIVES CONSIDERED BUT ELIMINATED FROM DETAILED ANALYSIS .....	2-4
2.5.1 No Grazing Alternative .....	2-4
2.5.2 No Leasing Alternative .....	2-5
2.5.3 Livestock Grazing Adjustments Alternative .....	2-6
2.5.4 SUWA Alternative.....	2-7
2.6 PROPOSED RMP AND DRAFT RMP ALTERNATIVES DECISION TABLES .....	2-7
2.6.1 Natural, Biological, and Cultural Resources .....	2-8
Air Quality .....	2-8
Soil Resources.....	2-9
Water Resources .....	2-10
Vegetation.....	2-12
Cultural Resources .....	2-16
Paleontological Resources .....	2-18
Visual Resources.....	2-21
Special Status Species.....	2-22
Fish and Wildlife.....	2-25
Wild Horses and Burros.....	2-32
Fire and Fuels Management.....	2-34
Non-WSA Lands with Wilderness Characteristics .....	2-37
2.6.2 Resource Uses .....	2-40

Forestry and Woodland Products .....	2-40
Livestock Grazing .....	2-43
Recreation .....	2-47
Travel Management .....	2-70
Lands and Realty .....	2-84
Minerals and Energy .....	2-92
2.6.3 Special Designations .....	2-102
Wilderness Study Areas .....	2-102
Wild and Scenic Rivers .....	2-105
Areas of Critical Environmental Concern .....	2-114
2.6.4 Transportation .....	2-141
2.6.5 Health and Safety .....	2-142
2.7 IMPACTS SUMMARY TABLE .....	2-144
CHAPTER 3 —AFFECTED ENVIRONMENT .....	3-1
3.1 INTRODUCTION .....	3-1
3.2 OVERVIEW OF THE PLANNING AREA .....	3-1
3.2.1 Physiography .....	3-1
3.2.2 Topography and Drainage .....	3-2
3.3 PHYSICAL, BIOLOGICAL, AND CULTURAL RESOURCES .....	3-3
3.3.1 Air Resources .....	3-3
3.3.2 Soil Resources .....	3-19
3.3.3 Water Resources .....	3-21
3.3.4 Vegetation .....	3-26
3.3.5 Cultural Resources .....	3-37
3.3.6 Paleontological Resources .....	3-44
3.3.7 Visual Resources .....	3-47
3.3.8 Special Status Species .....	3-49
3.3.9 Fish and Wildlife .....	3-70
3.3.10 Wild Horses and Burros .....	3-78
3.3.11 Fire and Fuels Management .....	3-79
3.3.12 Non-WSA Lands with Wilderness Characteristics .....	3-85
3.4 RESOURCE USES .....	3-89
3.4.1 Forestry and Woodland Products .....	3-89
3.4.2 Livestock Grazing .....	3-91
3.4.3 Recreation .....	3-94
3.4.4 Travel Management .....	3-98
3.4.5 Lands and Realty .....	3-101
3.4.6 Minerals and Energy .....	3-107
3.5 SPECIAL DESIGNATIONS .....	3-118
3.5.1 Wilderness Study Areas .....	3-118
3.5.2 Wild and Scenic Rivers .....	3-120
3.5.3 Areas of Critical Environmental Concern .....	3-122
3.5.4 Other Designations .....	3-128
3.6 SOCIAL AND ECONOMIC CONDITIONS .....	3-132
3.6.1 Social Background .....	3-132
3.6.2 General Economic Characteristics .....	3-135
3.6.3 Environmental Justice .....	3-148
3.7 HEALTH AND SAFETY .....	3-150
3.7.1 Introduction .....	3-150
3.7.2 Hazardous Materials .....	3-150
3.7.3 Abandoned Mines .....	3-151

## TABLES

Table 1-1. Land Ownership—Richfield Planning Area.....	1-4
Table 1-2. Plans to Be Considered in the Richfield Resource Management Plan .....	1-17
Table 2-1. Air Quality.....	2-8
Table 2-2. Soil Resources .....	2-9
Table 2-3. Water Resources.....	2-10
Table 2-4. Vegetation Decisions.....	2-12
Table 2-5. Cultural Resources Decisions.....	2-16
Table 2-6. Paleontological Resources Decisions .....	2-18
Table 2-7. Visual Resource Management Decisions .....	2-21
Table 2-8. Special Status Species Decisions.....	2-22
Table 2-9. Fish and Wildlife Decisions .....	2-25
Table 2-10. Wild Horses and Burros Decisions.....	2-32
Table 2-11. Fire and Fuels Management Decisions.....	2-34
Table 2-12. Non-WSA Lands with Wilderness Characteristics Decisions.....	2-37
Table 2-13. Forestry and Woodland Products Decisions.....	2-40
Table 2-14. Livestock Grazing Decisions.....	2-43
Table 2-15. Recreation Decisions .....	2-47
Table 2-16. Travel Management Decisions .....	2-70
Table 2-17. Lands and Realty Decisions .....	2-84
Table 2-18. Minerals and Energy Decisions.....	2-92
Table 2-19. Wilderness Study Areas Decisions.....	2-102
Table 2-20. Wild and Scenic Rivers Decisions.....	2-105
Table 2-21. Areas of Critical Environmental Concern Decisions.....	2-114
Table 2-22. Transportation Facilities Decisions .....	2-141
Table 2-23. Health and Safety.....	2-142
Table 2-24. Summary Comparison of Impacts .....	2-144
Table 3-1. Perennial Stream Segments—Richfield Field Office.....	3-21
Table 3-2. Utah’s 2004 303(d) List of Impaired Stream and River Segments Requiring a TMDL Analysis.....	3-23
Table 3-3. Lakes and Reservoirs within Planning Area Identified as Needing TMDL Analysis .....	3-24
Table 3-4. Culinary Water Sources on Public Lands.....	3-24
Table 3-5. Vegetation Communities and Associations .....	3-26
Table 3-6. Typical Desert Shrub Plant Species.....	3-27
Table 3-7. Typical Sagebrush Steppe Plant Species .....	3-28
Table 3-8. Typical Forest and Woodland Species .....	3-29
Table 3-9. Riparian Conditions Inventory .....	3-32
Table 3-10. Utah Noxious Weeds.....	3-34
Table 3-11. County Noxious Weeds 2003 .....	3-35
Table 3-12. Utah BLM New and Invading Weeds .....	3-35
Table 3-13. Geologic Formations Present in the Planning Area.....	3-44
Table 3-14. Visual Resource Management Classes .....	3-47
Table 3-15. Federally Listed Species.....	3-49
Table 3-16. Utah BLM Sensitive Species.....	3-56
Table 3-17. Birds of Conservation Concern within the Richfield Field Office .....	3-75
Table 3-18. Vegetation Departure from Historic Acreages .....	3-82
Table 3-19. Fire Regime Classifications and RFO Estimated Acreage.....	3-83
Table 3-20. Fire Regime Condition Class Description and RFO Estimated Acreage .....	3-84
Table 3-21. Non-WSA Lands With Wilderness Characteristics Evaluation .....	3-86

Table 3-22. Comparison of Total Permitted Use to Active Use .....	3-91
Table 3-23. Recreation Visitation .....	3-96
Table 3-24. Developed Recreation Sites—Richfield Field Office.....	3-97
Table 3-25. OHV Registrations .....	3-98
Table 3-26. Paiute ATV and Great Western Trail Systems Estimated Use.....	3-100
Table 3-27. Existing Withdrawals on Public Lands within the RFO.....	3-103
Table 3-28. Sevier County Coal Production1 (1984–2001).....	3-112
Table 3-29. Wilderness Study Areas.....	3-118
Table 3-30. Eligible Wild and Scenic Rivers.....	3-120
Table 3-31. Existing Areas of Critical Environmental Concern .....	3-122
Table 3-32. Potential Areas of Critical Environmental Concern .....	3-124
Table 3-33. Land Ownership in the Socioeconomic Study Area.....	3-132
Table 3-34. Mineral Lease and Bonus Revenues Collected and Disbursed by the Federal Government, State of Utah Fiscal Years 2001–2004.....	3-140
Table 3-35. Richfield Field Office Revenue Collections, Federal FY2002–FY2004, and Primary Distribution of Funds .....	3-141
Table 3-36. Distribution of Mineral Revenues by County, State of Utah Fiscal Years 2001–2004 .....	3-144
Table 3-37. Property Taxes Charged Against Natural Resource Property, 2003 .....	3-145
Table 3-38. Value of Grazing Output on Richfield Field Office Public Lands .....	3-147
Table 3-39. Racial and Ethnic Groups for Richfield Planning Area Counties and Utah (Percentage of Population).....	3-148
Table 3-40. Persons Below the Poverty Level for Richfield Socioeconomic Study Area by County (Percentage of Population, 2003) .....	3-149

## FIGURES

Figure 1-1. Nine-Step Planning Process .....	1-5
Figure 3-1. Annual Mean Temperature Change for Northern Latitudes (24 - 90° N) .....	3-4
Figure 3-2. Carbon Monoxide Concentrations Near the Richfield Planning Area .....	3-7
Figure 3-3. Mean Annual Nitrogen Dioxide Concentrations Near the Richfield Planning Area .....	3-8
Figure 3-4. Ozone Concentrations Near the Richfield Planning Area.....	3-9
Figure 3-5. Twenty Four Hour PM2.5 Concentrations Near the Richfield Planning Area.....	3-10
Figure 3-6. Mean Annual PM2.5 Concentrations Near the Richfield Planning Area.....	3-10
Figure 3-7. Twenty Four Hour PM10 Concentrations Near the Richfield Planning Area.....	3-11
Figure 3-8. Mean Annual PM10 Concentrations Near the Richfield Planning Area.....	3-11
Figure 3-9. Mean Annual Sulfur Dioxide Concentrations Near the Richfield Planning Area.....	3-12
Figure 3-10. Mean Annual Nitrogen Compounds Concentrations Near the Richfield Planning Area .....	3-13
Figure 3-11. Mean Annual Sulfur Compounds Concentrations Near the Richfield Planning Area .....	3-13
Figure 3-12. Annual Visibility Near the Richfield Planning Area.....	3-15
Figure 3-13. Mean Annual Precipitation pH Near the Richfield Planning Area .....	3-16
Figure 3-14. Total Nitrogen Deposition at Canyonlands National Park .....	3-17
Figure 3-15. Total Sulfur Deposition at Canyonlands National Park .....	3-17
Figure 3-16. Richfield Planning Area Wildfires and Acreages (1979–2003).....	3-80
Figure 3-17. Richfield Field Office Wildfire Occurrence by Month (1979–2003).....	3-80
Figure 3-18. Richfield Field Office Wildfires by Size (1979–2003).....	3-81
Figure 3-19. Richfield Field Office Wildfire Causes (1979–2003) .....	3-81
Figure 3-20. Population Estimates, 1970–2000 .....	3-135
Figure 3-21. Trends in Full-Time and Part-Time Employment by Industry, 1990–2000.....	3-138
Figure 3-22. Average Earnings Per Job (2002\$).....	3-138

---

## APPENDICES

---

- Appendix 1. Summary of the Areas of Critical Environmental Concern Report
- Appendix 2. Wild and Scenic River Eligibility and Tentative Classification Report
- Appendix 3. Wild and Scenic River Suitability Recommendations
- Appendix 4. 303(D) List of Impaired Waters
- Appendix 5. Lands and Realty
- Appendix 6. Wildland Fire Management
- Appendix 7. Livestock Grazing Allotments
- Appendix 8. Coal Resources within the Richfield Planning Area
- Appendix 9. Travel Management/Route Designation Process
- Appendix 10. Raptor best management practices
- Appendix 11. Oil and Gas Leasing Stipulations and Lease Notices
- Appendix 12. Reasonably Foreseeable Development Scenario for Oil and Gas and Geothermal Resources
- Appendix 13. County Plan Public Land Comments Summary
- Appendix 14. Committed Conservation Measures and Best Management Practices for Federally Listed Species
- Appendix 15. BLM Wind Energy Development Program Policies and Best Management Practices (From the BLM's Wind Energy Development Program Record of Decision, 2005)
- Appendix 16. Summary of Management of Non-WSA Lands with Wilderness Characteristics for the Richfield Field Office Proposed RMP/Final EIS
- Appendix 17. Utah Public Lands Study: Key Social Survey Findings for Garfield, Piute, Sanpete, Sevier, and Wayne Counties
- Appendix 18. Factory Butte SRMA RMZs and Management Prescriptions
- Appendix 19. Wildland Fire Resource Protection Measures and Reasonable and Prudent Measures, Terms and Conditions, and Reporting Requirements Identified Through Section 7 Consultation
- Appendix 20. Summary of Changes from the Draft RMP/EIS to the Proposed RMP/Final EIS
- Appendix 21. State of Utah Letter Addressing Air Quality



## MAPS

Map 1-1.	Richfield RMP Planning Area Surface Administration
Map 2-1.	Visual Resource Management Classes—Alternative N
Map 2-2.	Visual Resource Management Classes—Alternative A
Map 2-3.	Visual Resource Management Classes—Proposed RMP
Map 2-4.	Visual Resource Management Classes—Alternative C
Map 2-5.	Visual Resource Management Classes—Alternative D
Map 2-6.	Livestock Grazing Allotments Alternative A
Map 2-7.	Livestock Grazing Allotments Alternatives No Action, Proposed RMP, C, and D
Map 2-8.	Special Recreation Management Areas Alternative A
Map 2-9.	Special Recreation Management Areas Proposed RMP
Map 2-10.	Special Recreation Management Areas Alternative C
Map 2-11.	Special Recreation Management Areas Alternative D
Map 2-12.	Off-Highway Vehicle Area Designations Alternative N
Map 2-13.	Off-Highway Vehicle Area Designations Alternative A
Map 2-14.	Off-Highway Vehicle Area Designations Proposed RMP
Map 2-15.	Off-Highway Vehicle Area Designations Alternative C
Map 2-16.	Off-Highway Vehicle Area Designations Alternative D
Map 2-17.	Route Designations Alternative A
Map 2-18.	Route Designations Proposed RMP
Map 2-19.	Route Designations Alternative C
Map 2-20.	Route Designations Alternative D
Map 2-21.	Sec. 203 Sales Piute County
Map 2-22.	Sec. 203 Sales North Sanpete County
Map 2-23.	Sec. 203 Sales South Sanpete County
Map 2-24.	Sec. 203 Sales Sevier County
Map 2-25.	Sec. 203 Sales Western Wayne County
Map 2-26.	Sec. 203 Sales Eastern Wayne and Garfield Counties
Map 2-27.	Recommended Mineral Withdrawals Proposed RMP
Map 2-28.	Proposed Mineral Withdrawals Alternative C
Map 2-29.	Proposed Mineral Withdrawals Alternative D
Map 2-30.	Right-of-Way Avoidance and Exclusion Areas Alternative N
Map 2-31.	Right-of-Way Avoidance and Exclusion Areas Alternative A
Map 2-32.	Right-of-Way Avoidance and Exclusion Areas Proposed RMP
Map 2-33.	Right-of-Way Avoidance and Exclusion Areas Alternative C
Map 2-34.	Right-of-Way Avoidance and Exclusion Areas Alternative D
Map 2-35.	Fluid Minerals Alternative N
Map 2-36.	Fluid Minerals Alternative A
Map 2-37.	Fluid Minerals Proposed RMP
Map 2-38.	Fluid Minerals Alternative C
Map 2-39.	Fluid Minerals Alternative D
Map 2-40.	Salable and Non-Energy Solid Leasable Minerals Alternative A
Map 2-41.	Salable and Non-Energy Solid Leasable Minerals Proposed RMP
Map 2-42.	Salable and Non-Energy Solid Leasable Minerals Alternative C
Map 2-43.	Salable and Non-Energy Solid Leasable Minerals Alternative D
Map 2-44.	Suitable Wild and Scenic Rivers
Map 2-45.	Proposed Areas of Critical Environmental Concern
Map 2-46.	Proposed Areas of Critical Environmental Concern Alternatives C and D

Map 2-47. Non-WSA Lands with Wilderness Characteristics  
Map 3-1. Average Annual Precipitation  
Map 3-2. Class I and Class II Air Quality Areas  
Map 3-3. Vegetation Cover Types  
Map 3-4. Mexican Spotted Owl Critical Habitat  
Map 3-5. Selected Wildlife Habitats  
Map 3-6. Crucial Mule Deer Winter Habitat and Sage Grouse Winter Habitat  
Map 3-7. Crucial Elk Winter Habitat  
Map 3-8. Wild Horse and Burro Management Areas  
Map 3-9. Alternative D Non-WSA Lands with Wilderness Characteristics  
Map 3-10. Proposed Route Inventory  
Map 3-11. Authorized Oil and Gas Leases  
Map 3-12. Coal Resources with Development Potential and Existing Leases  
Map 3-13. Unpatented Mining Claims  
Map 3-14. Wilderness Study Areas  
Map 3-15. Eligible Wild and Scenic Rivers  
Map 3-16. Existing Areas of Critical Environmental Concern  
Map 4-1. EPCA Summary Alternative A  
Map 4-2. EPCA Summary Proposed RMP  
Map 4-3. EPCA Summary Alternative C  
Map 4-4. EPCA Summary Alternative D

CD OF COMMENTS AND RESPONSES ON THE DRAFT RMP/EIS

---

# PREFACE

---

## How to Use This Document

This section explains where information is located and provides an overview of the Proposed Resource Management Plan (PRMP) and the associated Final Environmental Impact Statement (FEIS) process. The Proposed RMP/Final EIS is organized into three separate volumes containing the following major chapter headings and information.

### Volume I

- **Chapter 1, Introduction, Purpose and Need**—Introduces the purpose and need to which the Bureau of Land Management (BLM) is responding; provides an overview of the BLM planning process and statutes (laws), limitations, and guidelines the BLM must adhere to in preparing an RMP; and presents the scope of issues the RMP must address in detail. It describes the relationship of this RMP with other plans.
- **Chapter 2, Description of Alternatives**—Describes management guidance common to all alternatives, as well as alternatives considered but eliminated from further consideration. It also presents specific management actions proposed under the alternatives and a comparative summary of the impacts of each alternative. The Common to All Alternatives category includes management actions that may be rule, regulation, law, policy, or best management practices (BMP) that the BLM will implement regardless of the alternative selected. The No Action Alternative (Alternative N) reflects current management. Management actions for the No Action Alternative, Proposed RMP, and three alternatives (A, C, and D) are described in Chapter 2. These alternatives present a reasonable range based on new information, guidance, policy, or scientific knowledge. In the DRMP/DEIS, Alternative B was identified as BLM's preferred alternative. In the Final EIS, Alternative B has been modified based on BLM review and public comment to form the Proposed RMP.
- **Chapter 3, Affected Environment**—Describes the Richfield Field Office (RFO) and the existing environmental conditions that would be affected by the alternatives. This chapter is organized similarly to Chapter 2, except socioeconomic conditions are included.

### Volume II

- **Chapter 4, Environmental Consequences**—Forms the scientific and analytic basis for the comparison of environmental impacts of the alternatives, including the No Action Alternative, as described in Chapter 2. Under each alternative, analysis is organized by resource (as described for Chapter 2) and socioeconomic conditions.
- **Chapter 5, Consultation and Coordination**—Describes the scoping process and other past and planned agency consultation and public involvement activities. Chapter 5 also includes responses to comments from the cooperating agencies and from public comments that required a change to the Proposed Resource Management Plan/Final Environmental Impact Statement (PRMP/FEIS).

### Volume III

- **Glossary**—Provides an alphabetized list of definitions for terms used in this PRMP/FEIS.

- **Acronyms**—Provides an alphabetized list defining acronyms and abbreviations used in this PRMP/FEIS.
- **References**—Provides details for references cited within the document. Most cited documents are available from other public sources such as libraries; many are available for public review at the RFO.
- **Appendices**—Includes documents and information that support existing resource conditions or situations, substantiate analysis, provide resource management guidance, explain processes, or provide other information directly relevant to the PRMP/FEIS.
- **Maps.**
- **CD of Comments and Responses on the Draft RMP/EIS.**

---

# EXECUTIVE SUMMARY

---

## INTRODUCTION

In accordance with the National Environmental Policy Act of 1969 (NEPA, 42 United States Code [U.S.C.] 4321 et seq.) and under the authority of the Federal Land Policy and Management Act of 1976 (FLPMA, 43 U.S.C. 1701 et seq.), the Bureau of Land Management (BLM) has prepared a Proposed Resource Management Plan/Final Environmental Impact Statement (PRMP/FEIS) for public lands and resources administered by the Richfield Field Office (RFO) in Utah. The PRMP/FEIS includes an identification and analysis of the Proposed RMP for future management of the public lands and resources that are administered by the BLM's RFO. The planning area is located in south-central Utah and includes all of Sanpete, Sevier, Piute, and Wayne counties and portions of Garfield and Kane counties, an area totaling 5.4 million acres. Of this area, the BLM manages a 2.1 million-acre surface and subsurface (mineral) estate, an additional 1.5 million acres of federal mineral resources underlying the national forests, and 95,000 acres of split-estate lands on which the mineral estate is held by the Federal Government but the surface rights belong to the State or private parties. The planning area is administered primarily by the RFO with additional support from the BLM Hanksville field station. Decisions in this PRMP/FEIS apply only to BLM-administered public lands (surface and subsurface) and resources.

The PRMP/FEIS resulted from public involvement and the gathering of the best available information. The BLM posted a Notice of Intent (NOI) in the *Federal Register* to initiate the scoping phase of the planning process on November 1, 2001. Citizens and groups submitted comments from November 2001 to April 2002, helping the BLM identify the issues that were addressed during this planning process. Based on agency expertise and on issues raised by the public, the BLM prepared a Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS) with a full description of the affected environment, a reasonable range of alternatives, and an analysis of the impacts of each alternative. The BLM posted the Notice of Availability (NOA) of the DRMP/DEIS on October 26, 2007. The public submitted comments on the DRMP/DEIS from October 2007 to January 2008. Based on comments on the DRMP/DEIS and internal review, the BLM wrote the PRMP/FEIS and posted a NOA for the PRMP/FEIS on August 8, 2008.

## DRAFT ALTERNATIVES

Five alternatives, including a No Action Alternative, were analyzed in detail in the DRMP/DEIS (2007). The alternatives were developed to address major planning issues that were identified through public scoping and to provide management direction for resource programs. The alternatives are as follows:

- **Alternative N (No Action)** would continue to manage the land and resources according to direction prescribed in the six existing Land Use Plans (LUPs), as modified by subsequent law, regulation, and policy. Of the alternatives, Alternative N would least restrict cross-country off-highway vehicle (OHV) use, designate the most miles of open routes, continue the designation of four areas of critical environmental concern (ACEC) (14,780 acres), continue identification of one special recreation management area (SRMA) (120 acres), and manage all 12 eligible wild and scenic river (WSR) segments (135 miles) to protect their outstandingly remarkable values.
- **Alternative A** would manage the land and resources with an emphasis on providing motorized access and encouraging commodity production—mining, grazing, commercial recreation, commercial woodland products harvesting, and energy development, including oil and gas—using the minimum restrictions required to meet legal, regulatory, and policy mandates. To

protect resources, Alternative A relies on existing laws, regulations, and policies, rather than on special management prescriptions or special designations. Of the alternatives, Alternative A would least restrict oil and gas leasing and mining, designate no ACECs, recommend no suitable WSR segments, and identify five SRMAs (514,500 acres).

- **Alternative B (Preferred Alternative)** would manage the land and resources by relying primarily on existing law, regulation, and policy and by applying special designations and restrictive management prescriptions only as needed to protect threatened or otherwise important resources. Alternative B would eliminate overlapping wilderness study areas (WSA)/ACEC designations, designate two ACECs (2,530 acres), recommend two suitable WSR segments (Dirty Devil and Fremont Gorge [59 miles]), identify five SRMAs (838,700 acres), and provide protection to 12 areas that would be managed as non-WSA lands with wilderness characteristics (78,600 acres) to protect, preserve, and maintain their wilderness characteristics.
- **Alternative C** would manage the land and resources by putting more emphasis on protecting special and sensitive natural resources. Alternative C would protect all 12 eligible river segments as suitable WSRs, designate all 16 potential ACECs (886,810 acres), identify four SRMAs (930,000 acres), and prohibit cross-country OHV use.
- **Alternative D** would manage the land and resources by putting the most emphasis on protecting special, important, and sensitive resources and by applying special designations and restrictive prescriptions. Alternative D would recommend all 12 eligible river segments as suitable WSRs, designate all 16 potential ACECs (886,810 acres), identify seven SRMAs (1,358,100 acres), and provide the greatest protection to scenic values and non-WSA lands with wilderness characteristics (682,600 acres) to protect, preserve, and maintain their wilderness characteristics. Alternative D would prohibit cross-country OHV use, designate the fewest miles of routes open to motor vehicles, and impose the greatest restrictions on OHVs, oil and gas leasing, and mining.

The alternatives were described in detail in Chapter 2 and analyzed in Chapter 4 of the DRMP/DEIS. Based on the Chapter 4 analysis, Alternative N was determined to have the greatest overall environmental impact, followed by Alternative A, Alternative B, and Alternative C, respectively. Alternative D would have the least environmental impact and would provide the greatest protection for most elements of the affected environment. Conversely, Alternative A would provide the greatest opportunities and the least restrictions for developing energy and mineral resources; whereas Alternative N would least restrict OHV use.

## THE PROPOSED RMP

The Proposed RMP (summarized in Table ES-1) was crafted primarily from the Preferred Alternative presented in the DRMP/DEIS (Alternative B) and includes other decisions within the range of alternatives (Alternatives N, A, C, and D) in response to public comments and internal review. The No Action Alternative (Alternative N) reflects current management. The BLM has removed the DRMP/DEIS Alternative B (Preferred Alternative) from the PRMP/FEIS. The other DRMP/DEIS Alternatives (Alternatives N, A, C, and D) and analyses are carried forward in the PRMP/FEIS only for comparative purposes and to correct some mistakes that were identified during the public comment period.

Table ES-1 Proposed RMP Summary

Resource/ Resource Use	Proposed RMP
Air Quality	<p>Manage all BLM and BLM-authorized actions to maintain air quality as prescribed by federal, tribal, state, and local laws and regulations. This management includes meeting the National Ambient Air Quality Standards (NAAQS) and ensuring that BLM-authorized actions continue to keep the area in attainment, meet Prevention of Significant Deterioration (PSD) Class II standards, and protect Class I airsheds.</p> <p>Mitigate, through best-available control technology, potential adverse impacts of site-specific actions, as identified in NEPA documents prepared at the time an action is proposed and as part of the state permitting process and PSD review.</p>
Soil Resources	<p>Maintain or improve soil resources through implementation of <i>Standards for Rangeland Health</i> and other appropriate protection measures.</p>
Water Resources	<p>Maintain or improve water quality and quantity through implementation of <i>Standards for Rangeland Health</i> and other appropriate protection measures.</p>
Vegetation	<p>Maintain or improve soil, water, and vegetation resources through implementation of <i>Standards for Rangeland Health</i> and other appropriate protection measures.</p>
Cultural Resources	<p>Reduce imminent threats to significant cultural resources from natural and human-caused deterioration or potential conflicts with other resources.</p>
Paleontological Resources	<p>Allocate and manage cultural resource sites for scientific use, public use, conservation use, traditional use, and experimental use categories.</p> <p>Require paleontological inventories in Class I and Class II areas.</p>
Visual Resources	<p>Manage areas according to the following Visual Resource Management Classes:</p> <ul style="list-style-type: none"> <li>• Class I: 446,900 acres</li> <li>• Class II: 249,800 acres</li> <li>• Class III: 393,100 acres</li> <li>• Class IV: 1,038,200 acres</li> </ul>
Special Status Species	<p>Conserve and recover all special status species (SSS) and their habitats.</p> <p>Employ strategies to avoid or reduce the fragmenting of habitat.</p> <p>Manage oil and gas leasing as open subject to major constraints (NSO) within ½ mile of greater sage-grouse leks.</p> <p>Allow no surface disturbing or otherwise disruptive activities in greater sage-grouse winter habitat from December 15 through March 14.</p> <p>Allow no surface disturbing or otherwise disruptive activities within 2 miles of a greater sage-grouse lek from March 15 to July 15 to protect sage-grouse breeding and brood-rearing habitat.</p>

**Table ES-1 Proposed RMP Summary**

Resource/ Resource Use	Proposed RMP
Fish and Wildlife	Maintain, restore, protect, and enhance habitats to support a diversity of fish and wildlife species.
Wild Horses and Burros	<p>Manage wild horses and burros at appropriate management levels (AML) to ensure a natural ecological balance between horse and burro populations and wildlife, livestock, vegetation resources, and other resource values (Map 3-8).</p> <p>Manage Canyonlands Herd Management Area (HMA) with an AML of 60–100; allocate 600 Animal Unit Months (AUM) for wild burros.</p> <p>Manage fire and fuels to protect life, firefighter safety, property, and other critical resources and, where appropriate, to restore natural systems.</p>
Fire and Fuels Management	<p>Manage fire and fuels through treatments, averaging 73,600 acres annually, for a maximum level of 1,472,000 acres over the life of the PRMP/FEIS.</p> <p>Use the full range of treatment types, including prescribed fire; mechanical, chemical, biological, and cultural treatments; and wildland fire use.</p> <p>Manage the following 12 non-WSA lands with wilderness characteristic areas (78,600 acres) specifically to protect, preserve, and maintain their wilderness characteristics:</p> <ol style="list-style-type: none"> <li>(1) Dirty Devil/French Spring (6,100 acres)</li> <li>(2) Dogwater Creek (3,100 acres)</li> <li>(3) Horseshoe Canyon South (12,200 acres)</li> <li>(4) Jones Bench (2,600 acres)</li> <li>(5) Labyrinth Canyon (2,800 acres)</li> <li>(6) Little Rockies (9,500 acres)</li> <li>(7) Mount Ellen—Blue Hills (3,900 acres)</li> <li>(8) Mount Pennell (4,700 acres)</li> <li>(9) Notom Bench (8,200 acres)</li> <li>(10) Ragged Mountain (7,900 acres)</li> <li>(11) Red Desert (8,900 acres)</li> <li>(12) Wild Horse Mesa (8,700 acres)</li> </ol>
Non-Wilderness Study Area Lands with Wilderness Characteristics	<p>Protect, preserve and maintain the wilderness characteristics in the 12 areas (78,600 acres) of non-WSA lands with wilderness characteristics through the following land allocations and prescriptions:</p> <ul style="list-style-type: none"> <li>• Designate as Visual Resource Management (VRM) Class II</li> <li>• Limit motorized use to designated routes</li> </ul>



Table ES-1 Proposed RMP Summary

Resource/ Resource Use	Proposed RMP
	<ul style="list-style-type: none"> <li>• Retain lands in public ownership</li> <li>• Designate as an Avoidance Area for rights-of-way (ROW)</li> <li>• Designate leasing category as open to leasing subject to major constraints (no surface occupancy [NSO])</li> <li>• Close to mineral material sales</li> <li>• Designate as unavailable for further consideration for coal leasing</li> <li>• Continue maintenance and use of existing facilities</li> </ul> <p>Prohibit private or commercial woodland harvest or seed collection</p> <p>Healthy Lands Initiative projects could be considered if they improve the overall goals and objectives for managing the wilderness characteristics of these areas</p>
Forestry and Woodland Products	Provide forest and woodland products on a sustainable basis consistent with other land management objectives.
Livestock Grazing	Designate forage allocations as depicted on Map 2-6 and in Appendix 7 (Table A7-2).
Recreation	<p>Establish five SRMAs (860,390 acres) to manage recreational use and to mitigate impacts caused by this use, such as uncontrolled camping, parking, and other activities. Establishing the Factory Butte SRMA would limit the impacts on vegetation from cross-country OHV use to an 8,500 acre area. Constructing facilities in the Big Rocks SRMA would have localized adverse impacts from removal of vegetation in those areas; long-term impacts would be beneficial by concentrating use areas and thus limiting the extent of vegetation disturbance. Managing the Dirty Devil/Robbers Roost SRMA (290,500 acres) for primitive and semi-primitive recreation would reduce the potential for surface disturbance and localized removal of vegetation because of recreation. Closing canyons within the Dirty Devil/Robbers Roost SRMA to OHV recreation use and limiting OHV recreation use to designated routes would reduce potential impacts to vegetation. Managing the Capitol Reef Gateway SRMA (12,800 acres) for a natural recreation experience and the development of facilities would have localized adverse impacts from removal of vegetation in those areas; long-term impacts would be beneficial by concentrating use areas and thus limiting the extent of vegetation disturbance. Managing the Henry Mountains SRMA for primitive and semi-primitive recreation would indirectly maintain or reduce the potential for soil disturbance.</p>
Travel Management	<p>Manage areas according to the following travel management designations:</p> <ul style="list-style-type: none"> <li>• Open: 9,890 acres</li> <li>• Limited: 1,908,210 acres</li> <li>• Closed: 209,900 acres</li> </ul>

**Table ES-1 Proposed RMP Summary**

Resource/ Resource Use	Proposed RMP
	<ul style="list-style-type: none"> <li>• Designated routes: 3,739 miles* <i>Implementation-level decision</i></li> <li>• Designated routes with seasonal closures or size/width restrictions: 538 miles</li> <li>• Closed routes: 345 miles</li> </ul> <p>Retain public lands in federal ownership, unless disposing of a particular parcel would serve the national interest. Consider land tenure adjustments (e.g., exchanges and acquisitions) that meet identified criteria.</p>
<p><b>Lands and Realty</b></p>	<p>Identify 92 parcels, totaling 13,400 acres, for sale under Section 203 of the FLPMA.</p> <p>Review existing withdrawals to determine whether those lands are serving the purposes for which they were withdrawn.</p> <p>Continue existing withdrawals (154,700 acres); recommend 21,500 acres for withdrawal from mineral entry.</p> <p>Total acres: 176,200</p> <p>Identify 153,600 acres as avoidance areas and 446,700 acres as exclusion areas for ROWs.</p>
<p><b>Leasable Minerals</b></p>	<p>Identify lands available for oil and gas leasing and development subject to the following lease categories:</p> <ul style="list-style-type: none"> <li>• Open to leasing subject to the standard terms and conditions: 608,700 acres</li> <li>• Open to leasing subject to moderate constraints (timing limitation, Controlled Surface Use [CSU]): 917,500 acres</li> <li>• Open to leasing subject to major constraints (NSO): 154,500 acres</li> <li>• Closed to leasing: 447,300 acres</li> </ul> <p>Continue existing withdrawals (154,700 acres); recommend 21,500 acres for withdrawal.</p> <p>Total acres: 176,200</p>
<p><b>Locatable Minerals</b></p>	<p>Identify lands available for development of mineral materials subject to the following lease categories:</p> <ul style="list-style-type: none"> <li>• 447,300 acres closed to mineral material disposal</li> <li>• 608,700 acres open subject to standard stipulations</li> <li>• 1,072,000 acres open with restrictions</li> </ul> <p>Manage 11 existing WSAs (Map 3-14) in a manner that does not impair their suitability for designation as wilderness in accordance with BLM Handbook H-8550-1, <i>Interim Management Policy for Lands Under Wilderness Review (IMP)</i>.</p>
<p><b>Wilderness Study</b></p>	<p>Identify lands available for development of mineral materials subject to the following lease categories:</p> <ul style="list-style-type: none"> <li>• 447,300 acres closed to mineral material disposal</li> <li>• 608,700 acres open subject to standard stipulations</li> <li>• 1,072,000 acres open with restrictions</li> </ul> <p>Manage 11 existing WSAs (Map 3-14) in a manner that does not impair their suitability for designation as wilderness in accordance with BLM Handbook H-8550-1, <i>Interim Management Policy for Lands Under Wilderness Review (IMP)</i>.</p>

\* This is an implementation-level decision that cannot be protested under the planning regulations. Please see the cover letter for further information.

**Table ES-1 Proposed RMP Summary**

Resource/ Resource Use Areas	Proposed RMP
	<p>Designate as VRM Class I.</p> <p>Designate as limited or closed to OHV use:</p> <ul style="list-style-type: none"> <li>• Limited: 271,600 acres</li> <li>• Closed: 175,300 acres</li> </ul>
<p><b>Wild and Scenic Rivers</b></p>	<p>Manage suitable river segments in a manner that would protect their outstandingly remarkable values, tentative classification, and free-flowing nature. River corridors of eligible rivers that are determined not suitable would be managed according to other resource decisions for the Proposed RMP.</p> <p>Suitable: Capitol Gorge (the Fremont River immediately above Capitol Reef National Park), 1 segment, 5 miles</p>
<p><b>Areas of Critical Environmental Concern</b></p>	<p>Provide special management attention to relevant and important values, resources, natural systems, and hazards in designated ACECs. Potential ACECs that are not designated would be managed according to other resource decisions for the Proposed RMP.</p>
	<p>Designate two ACECs totaling 2,530 acres: the North Caineville Mesa ACEC and the Old Woman Front ACEC.</p>

## Major Changes from the Draft RMP to the Proposed RMP

Review of and comments on the DRMP/DEIS have resulted in several changes and the subsequent development of the PRMP/FEIS. Changes are in response to a combination of public comments, meetings with cooperating agencies, internal review, and changes in BLM policy and management direction. Some specific comments suggested that alternatives to maximize particular uses or to maximize protection of certain resources should be analyzed in detail. Although these types of alternatives were considered, they were not analyzed in detail because they did not meet BLM's multiple use and sustained yield mandate as established in the FLPMA or the planning criteria set out in the DRMP/DEIS. Other comments suggested consideration of items outside the scope of BLM's decision authority and therefore were not considered in this PRMP/FEIS. Changes from the DRMP/DEIS include the following:

- The DRMP/DEIS Preferred Alternative (Alternative B) has been modified and renamed the Proposed RMP.
- Maps were updated to reflect changes in the Proposed RMP and to correct errors.
- Air Quality: Air quality emissions calculations were completed for each alternative.
- Livestock Grazing: Temporary non-renewable use of grazing was added to reduce site-specific fuels (i.e., cheat grass).
- Non-WSA lands with wilderness characteristics: Management prescriptions for non-WSA lands with wilderness characteristics were added to the Proposed RMP. Twelve land units (totaling 78,600 acres) would be managed to protect, preserve, and maintain their wilderness characteristics.
- Recreation:
  - Under the PRMP/FEIS, the size of the Factory Butte SRMA was increased, and the size of the Big Rocks SRMA was decreased.
- Travel Management:
  - The boundary of the Factory Butte Play Area was adjusted to designate OHV play areas while avoiding sensitive plant species.
  - The sizes of the Big Rocks Trails Area and the Glenwood Play Area were decreased.
  - The Mayfield Open Area was eliminated from the PRMP/FEIS.
- Wild and Scenic Rivers: The Fremont River in the Fremont River Gorge would be found suitable as a wild river for inclusion in the National Wild and Scenic River System (NWSRS), whereas the Dirty Devil River would be found non-suitable for inclusion in the NWSRS.

## ENVIRONMENTAL CONSEQUENCES

The environmental consequences that could result from the Proposed RMP were analyzed relative to meaningful direct, indirect, short-term, and long-term impacts. The impacts of each alternative are summarized in Chapter 2 and described in Chapter 4. Also included in Chapter 4 is a discussion of cumulative impacts that could result from the Proposed RMP when added to other past, present, and reasonably foreseeable actions. The Proposed RMP would be considered by the BLM to be the environmentally preferable alternative when taking into consideration the human (social and economic) environment as well as the natural environment. The Proposed RMP attempts to balance protection and conservation of physical, biological, and cultural resources, while providing for commodity production and mineral extraction.

## CONSULTATION

During the planning process, BLM coordinated with the State Historic Preservation Officer (SHPO), United States Fish Wildlife Service (USFWS), Native American tribes, cooperating agencies, and the public.

- **Consultation with State of Utah SHPO:** Section 106 of the National Historic Preservation Act (NHPA) mandates a review process for all federally funded projects that will impact sites listed on, or eligible to be listed on, the National Register of Historic Places (NRHP).
- **Consultation with USFWS:** The Endangered Species Act (ESA) directs all federal agencies to work to conserve endangered and threatened species and to use their authorities to further the purposes of the ESA. Section 7 of the ESA, called "Interagency Cooperation," is the mechanism by which federal agencies ensure that the actions they take, including those they fund or authorize, do not jeopardize the existence of any listed species.
- **Coordination with Native American Tribes:** BLM is required by law to coordinate with Native American tribes in developing RMPs, to be consistent with tribal plans and protection of treaty rights, and to observe specific planning coordination authorities. In developing the Richfield RMP, BLM representatives met with representatives of the Hopi, Navajo, Paiute, and Ute Tribes.
- **Coordination with Cooperating Agencies:** In preparing the Richfield DRMP/DEIS and PRMP/FEIS, BLM invited other federal agencies and state and local governments to participate as cooperating agencies. The State of Utah and Garfield, Piute, Sevier, and Wayne counties each signed cooperating agency agreements and participated as members of the interdisciplinary team. Other federal agencies, including the United States Forest Service (USFS), National Park Service (NPS), and USFWS, also participated in the interdisciplinary team meetings.
- **Other Consultation:** The field manager, land use planner, and other staff communicated regularly with a variety of groups and individuals that were interested in the RMP. Such communication will continue through the Record of Decision (ROD) and plan implementation.

## FUTURE ACTIONS, PROTEST PERIOD, RECORD OF DECISION, AND IMPLEMENTATION

The BLM posted the NOA in the *Federal Register* on August 8, 2008. The NOA formally begins the 30-day protest period, scheduled to end September 8, 2008. The BLM Planning Regulations set forth the provisions applicable to protests (43 *Code of Federal Regulations* [CFR] 1610.5-2). A person who meets the conditions as described in the regulations cited above and who wishes to file a protest must file said protest within 30 days of the date that the NOA is published in the *Federal Register*. Additional information on protests is set forth in the "Dear Reader" letter of the Richfield PRMP/FEIS. The Record of Decision (ROD) will be the decision document for the approved plan. The ROD will state the decision on the RMP, will state the reasons for the decision, will identify all alternatives, and will state compliance with applicable laws. The Approved RMP will provide overarching guidance for all subsequent site-specific decisions and implementation and activity plans within the RFO. Many LUP decisions are implemented or become effective upon publication of the ROD for the Approved RMP and may include desired conditions, land use allocations (allowable uses), or designations and special designations. These designations include the following:

- VRM class designations
- OHV area designations
- Areas closed and open to oil and gas leasing and the stipulations applied to leases within the open areas

- WSR suitability recommendations
- ACEC designations
- ROW avoidance/exclusion