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United States Department of the Interior  
Bureau of Land Management

Utah State Office

October 1991



# UTAH STATEWIDE WILDERNESS STUDY REPORT

## Volume I - Statewide Overview

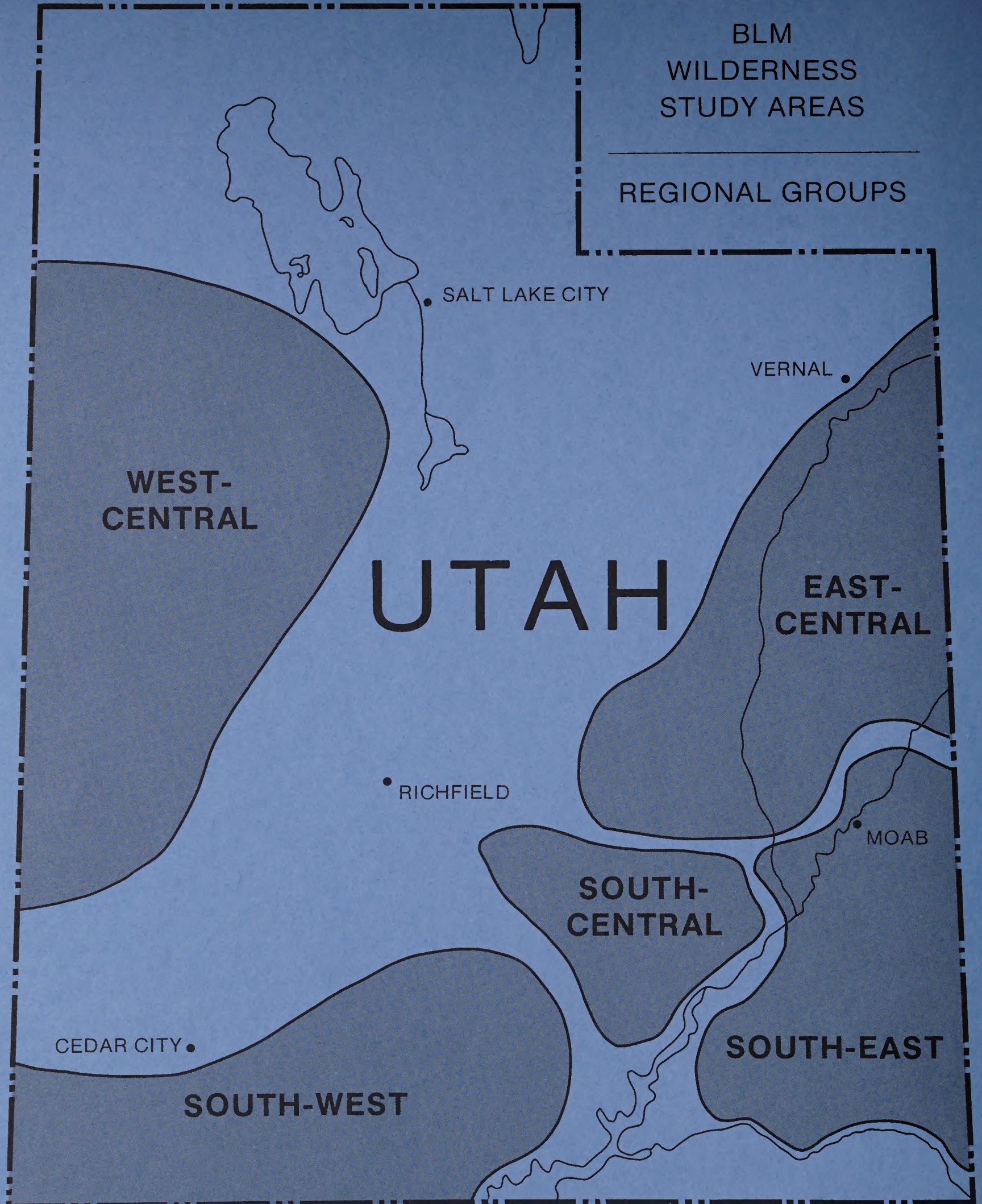


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WILDERNESS  
STUDY AREAS

REGIONAL GROUPS



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THE SECRETARY OF THE INTERIOR  
WASHINGTON

January 16, 1992

The President  
The White House  
Washington, D.C. 20500

Dear Mr. President:

I am pleased to recommend the designation of 69 wilderness study areas (WSAs) in Utah as new additions to the National Wilderness Preservation System. Section 603 of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1782) directs the Secretary of the Interior to review those areas of the public lands which, during the inventory required by Section 201(a) of that Act, are identified as having wilderness characteristics described in the Wilderness Act of September 3, 1964 (16 U.S.C. 1131, et seq.).

The review of the areas having wilderness characteristics identified in Utah began immediately after the enactment of FLPMA and has now been completed. Approximately 3,258,250 acres of public lands in 95 areas met the minimum wilderness criteria and were designated as WSAs. Based on these studies and reviews, the Bureau of Land Management (BLM) recommended wilderness designation for all or part of 69 of the WSAs, totaling 1,958,339 acres. Wilderness designation has been determined to be the most beneficial use of these lands.

The results of the wilderness studies are documented in five environmental impact statements and five instant study area reports. The United States Geological Survey and the Bureau of Mines conducted mineral surveys of the WSAs recommended for wilderness designation and their findings on all 69 WSAs have been considered. Copies of the environmental impact statements, instant study area reports, and mineral survey reports are available for inspection in the Washington, D.C., office of the Director of the Bureau of Land Management as required by law.

The wilderness studies and mineral surveys are summarized in the Utah Statewide Wilderness Study Report. The latter document contains information concerning the suitability or nonsuitability for wilderness designation of each WSA, and reference materials that contain maps showing the proposed boundary for each of the recommended WSAs. A copy of the report is being submitted with this letter.

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In accordance with the requirements of the Wilderness Act, public hearings were held on the proposed wilderness recommendations. There were over 4,500 public comments received. These included oral statements presented at public hearings as well as written comments. Complete records of the comments received have been maintained in the BLM Utah State Office. The comments are summarized in the above referenced report. All interested elected officials, as well as Federal and State agencies, were notified of the proposed recommendations. Their views are also included in the report.

The review conducted by the BLM resulted in the conclusion that 1,299,911 acres in all or part of 63 of the WSAs are not suitable for preservation as wilderness. We have included in the draft legislation accompanying this letter language to release the unsuitable areas from wilderness study status and to return them to uses other than designated wilderness.

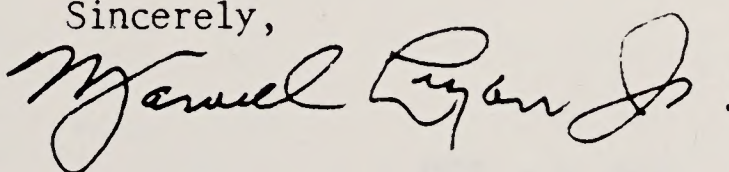
The enclosed draft legislation provides that designation as wilderness shall not constitute a reservation of water or water rights for wilderness purposes. This is consistent with the fact that the Congress did not establish a Federal reserved water right for wilderness purposes. The Administration has established the policy that, where it is necessary to obtain water for wilderness purposes in a specific wilderness area, water rights would be sought from the State by filing under State water laws.

The draft legislation also provides for access to wilderness areas by Indian people for traditional cultural and religious purposes. Access by the general public may be limited in order to protect the privacy of religious cultural activities taking place in specific wilderness areas. In addition, to the fullest extent practicable, the Department of the Interior will coordinate with the Department of Defense to minimize the impact of any overflights during these religious cultural activities.

I concur with the wilderness recommendations of the Director of the Bureau of Land Management. I urge you to give favorable consideration to this proposal.

The enactment of this legislation will have no known pay-as-you-go impact under the Budget Enforcement Act of 1990.

Sincerely,



Enclosures

In accordance with the requirements of the Wilderness Act, public hearings were held on the proposed wilderness recommendations. There were 4,200 public hearings received. The included oral statements received at public hearings as well as written comments. Comments received at public hearings have been submitted to the Wilderness State Office. The comments are submitted to the above referenced report. All interested parties as well as Federal and State agencies were notified of the proposed recommendations. Their views are also included in the report.

The review conducted by the Wild Council in the summer of 1971, 1,200,000 acres in all or part of 1971 and the area was included in the final determination of wilderness. The area included in the final determination is shown on the map. The map is available to the public and is available to the public.

The enclosed map shows the area of the proposed wilderness. The map is available to the public and is available to the public. The map is available to the public and is available to the public.

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Peter Mal:  
452-0393

*[Faint signature]*

Enclosure

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THE SECRETARY OF THE INTERIOR  
WASHINGTON

OCT 18 1991

### RECORD OF DECISION

The following are the wilderness recommendations for 95 wilderness study areas (WSAs) in the State of Utah. These recommendations were developed from the findings of a 15-year wilderness study process by the Department of the Interior and Bureau of Land Management. The wilderness studies considered each area's resource values, present and projected future uses of the areas, public input, the manageability of the areas as wilderness, the environmental consequences of designating or not designating the areas as wilderness, and mineral surveys prepared by the U.S. Geological Survey and Bureau of Mines.

Based on our review of those studies, I have concluded that 1,958,339 acres within 69 study areas should be designated as part of the National Wilderness Preservation System and that 1,299,911 acres within 63 study areas should be released from wilderness study for uses other than wilderness. The acreage recommendations for each WSA, with which I concur, are listed in the following table. The Wilderness Study Report accompanying this decision includes a detailed discussion of the recommendations and maps showing the boundaries of each area.

Samuel Ragan Jr.  
Secretary of the Interior

OCT 18 1991  
\_\_\_\_\_  
Date

UTAH WILDERNESS RECOMMENDATION

UTAH STATEWIDE EIS WSAs/ISAs

WSA/ISA NAME	STUDY	WSA NUMBER	ACRES RECOM- MENDED FOR WILDERNESS	ACRES RECOM- MENDED FOR NON- WILDERNESS
North Stansbury Mountains	Statewide	UT-020-089	10,480	0
Cedar Mountains	Statewide	UT-020-094	0	50,500
Deep Creek Mountains	Statewide	UT-050-020/ UT-020-060	57,384	11,526
Fish Springs	Statewide	UT-050-127	33,840	18,660
Rockwell	Statewide	UT-050-186	0	9,150
Swasey Mountain	Statewide	UT-050-061	34,376	15,124
Howell Peak	Statewide	UT-050-077	14,800	10,000
Conger Mountain	Statewide	UT-050-035	0	20,400
Notch Peak	Statewide	UT-050-078	28,000	23,130
King Top	Statewide	UT-050-070	0	84,770
Wah Wah Mountains	Statewide	UT-050-073/ UT-040-205	36,382	5,758
Cougar Canyon	Statewide	UT-040-123/ NV-050-166	4,228	6,340
Red Mountain/Red Mountain 202	Statewide	UT-040-132/132A	12,842	5,448
Cottonwood Canyon	Statewide	UT-040-046	9,853	1,477
LaVerkin Creek Canyon <sup>a</sup>	Statewide	UT-040-153 (202)	567	0
Deep Creek <sup>a</sup>	Statewide	UT-040-146 (202)	3,320	0
North Fork Virgin River <sup>a</sup>	Statewide	UT-040-150 (202)	1,040	0
Orderville Canyon <sup>a</sup>	Statewide	UT-040-145 (202)	1,750	0
Parunuweap Canyon	Statewide	UT-040-230	17,888	12,912
Canaan Mountain	Statewide	UT-040-143	33,800	13,370
Moquith Mountain	Statewide	UT-040-217	0	14,830
The Blues	Statewide	UT-040-268	0	19,030
Mud Spring Canyon	Statewide	UT-040-077	0	38,075
Paria-Hackberry/ Paria-Hackberry 202	Statewide	UT-040-247/247A	95,042	41,180
The Cockscomb	Statewide	UT-040-275	5,100	4,980
Wahweap	Statewide	UT-040-248	0	134,400
Burning Hills	Statewide	UT-040-079	0	61,550
Death Ridge	Statewide	UT-040-078	0	62,870
Phipps-Death Hollow	Statewide	UT-ISA-006	39,256	3,475
Steep Creek	Statewide	UT-040-061	20,806	1,090
North Escalante Canyons/ The Gulch	Statewide	UT-ISA-004	91,558	28,194
Carcass Canyon	Statewide	UT-040-076	0	46,711
Scorpion	Statewide	UT-040-082	14,978	20,906
Escalante Canyons Tract 5	Statewide	UT-ISA-005	760	0
Fiftymile Mountain	Statewide	UT-040-080	91,361	54,782
Mt. Ellen-Blue Hills	Statewide	UT-050-238	65,804	15,922
Bull Mountain	Statewide	UT-050-242	11,800	1,820
Dirty Devil	Statewide	UT-050-236A	61,000	0
Horseshoe Canyon (South)	Statewide	UT-050-237	36,000	2,800
French Spring-Happy Canyon	Statewide	UT-050-236B	11,110	13,890
Fiddler Butte	Statewide	UT-050-241	32,700	40,400
Mt. Pennell	Statewide	UT-050-248	25,800	48,500
Mt. Hillers	Statewide	UT-050-249	16,360	3,640
Little Rockies	Statewide	UT-050-247	38,700	0



UTAH WILDERNESS RECOMMENDATION

UTAH STATEWIDE EIS WSAs/ISAs (CONTINUED)

WSA/ISA NAME	STUDY	WSA NUMBER	ACRES RECOM- MENDED FOR WILDERNESS	ACRES RECOM- MENDED FOR NON- WILDERNESS
Mancos Mesa	Statewide	UT-060-181	51,440	0
Grand Gulch ISA Complex	Statewide	UT-ISA-001	105,520	0
Pine Canyon WSA		UT-060-188		
Bullet Canyon WSA		UT-060-196		
Sheiks Flat WSA		UT-060-224		
Slickhorn Canyon WSA		UT-060-197/198		
Road Canyon	Statewide	UT-060-201	52,420	0
Fish Creek Canyon	Statewide	UT-060-204	40,160	6,280
Mule Canyon	Statewide	UT-060-205B	5,990	0
Cheesebox Canyon	Statewide	UT-060-191	0	15,410
Dark Canyon ISA Complex	Statewide	UT-ISA-002	68,030	0
Middle Point WSA		UT-060-175		
Butler Wash	Statewide	UT-060-169	24,190	0
Bridger Jack Mesa	Statewide	UT-060-167	5,290	0
Indian Creek	Statewide	UT-060-164	6,870	0
Behind The Rocks	Statewide	UT-060-140A	12,635	0
Mill Creek Canyon	Statewide	UT-060-139A	9,780	0
Negro Bill Canyon	Statewide	UT-060-138	7,620	0
Horseshoe Canyon (North)	Statewide	UT-060-045	20,500	0
San Rafael Reef	Statewide	UT-060-029A	59,170	0
Crack Canyon	Statewide	UT-060-028A	25,335	0
Muddy Creek	Statewide	UT-060-007	31,400	0
Devils Canyon	Statewide	UT-060-025	0	9,610
Sids Mountain/Sids Cabin 202	Statewide	UT-060-023/023A	80,084	886
Mexican Mountain	Statewide	UT-060-054	46,750	12,850
Jack Canyon	Statewide	UT-060-068C	0	7,500
Desolation Canyon	Statewide	UT-060-068A	224,850	65,995
Turtle Canyon	Statewide	UT-060-067	0	33,690
Floy Canyon	Statewide	UT-060-068B	23,140	49,465
Coal Canyon	Statewide	UT-060-100C	20,774	40,656
Spruce Canyon	Statewide	UT-060-100C	14,736	5,614
Flume Canyon	Statewide	UT-060-100B	16,495	34,305
Westwater Canyon	Statewide	UT-060-118	26,000	5,160
Winter Ridge	Statewide	UT-080-730	0	42,462
Red Butte <sup>a</sup>	Statewide	UT-040-147 (202)	804	0
Spring Creek Canyon <sup>a</sup>	Statewide	UT-040-148 (202)	1,607	2,826
The Watchman <sup>a</sup>	Statewide	UT-040-149 (202)	600	0
Taylor Creek Canyon <sup>a</sup>	Statewide	UT-040-154 (202)	35	0
Goose Creek Canyon <sup>a</sup>	Statewide	UT-040-176 (202)	89	0
Beartrap Canyon <sup>a</sup>	Statewide	UT-040-177 (202)	40	0
Fremont Gorge	Statewide	UT-050-221 (202)	0	2,540
Lost Spring Canyon <sup>a</sup>	Statewide	UT-060-131B (202)	3,880	0
Daniels Canyon	Statewide	UT-080-414 (202)	0	2,496
South Needles <sup>a</sup>	Statewide	UT-060-169A	160	0
<b>STATEWIDE EIS TOTALS</b>			<b>1,945,079</b>	<b>1,285,355</b>

UTAH WILDERNESS RECOMMENDATION

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WSA/ISA NAME	STUDY	WSA NUMBER	ACRES RECOM- MENDED FOR WILDERNESS	ACRES RECOM- MENDED FOR NON- WILDERNESS
Book Cliffs Mountain Browse N.A. <sup>b</sup>	Unit	UT-ISA-007	0	400
Devils Garden N.A. <sup>b</sup>	Unit	UT-ISA-009	0	640
Joshua Tree N.A. <sup>b</sup>	Unit	UT-ISA-010	0	1,040
Escalante Canyons (Tract 1) N.A. <sup>b</sup>	Unit	UT-ISA-003	0	360
Link Flats N.A. <sup>b</sup>	Unit	UT-ISA-008	0	912
<b>UNIT ISA TOTALS</b>			<b>0</b>	<b>3,352</b>

UTAH WSAs STUDIED BY OTHER STATES

WSA/ISA NAME	STUDY	WSA NUMBER	ACRES RECOM- MENDED FOR WILDERNESS	ACRES RECOM- MENDED FOR NON- WILDERNESS
West Cold Spring	District	UT-080-103/ CO-010-208	0	3,200
Diamond Breaks	District	UT-080-113/ CO-010-214	3,620	280
Bull Canyon	District	UT-080-419/ CO-010-001	620	40
Wrigley Mesa/Jones Canyon/ Black Ridge Canyon West	Resource Area	UT-060-116/117/ CO-070-113A	5,200	0
Squaw/Papoose Canyon	Resource Area	UT-060-227/ CO-030-265A	0	6,676
Cross Canyon	Resource Area	UT-060-229/ CO-030-265	0	1,008
White Rock Range	Resource Area	UT-040-216/ NV-040-202	3,820	0
<b>TOTAL UTAH WSAs STUDIED BY OTHER STATES</b>			<b>13,260</b>	<b>11,204</b>
<b>UTAH STUDY TOTALS</b>			<b>1,958,339</b>	<b>1,299,911</b>

<sup>a</sup> Recommended in conjunction with adjacent National Parks.

<sup>b</sup> N.A. = Natural Area

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UTAH STATEWIDE

WILDERNESS STUDY REPORT

Department of the Interior  
Bureau of Land Management

October, 1991



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## WILDERNESS STUDY OVERVIEW

### THE STUDIES

This wilderness study report includes the recommendations and rationale for 95 WSAs, ISAs, and complexes of WSAs and ISAs in five regional groups in Utah (see Map 1). These areas were identified through the wilderness inventory process. Eighty-three of the study areas (3,235,834 acres including 5,400 acres in Nevada) were analyzed in the Utah BLM Statewide Wilderness EIS. Five additional ISAs (3,352 acres) in Utah were independently studied in 1980 and 1981. Approximately 24,464 acres in seven WSAs in Utah were studied by the BLM in Nevada and Colorado in a total of four additional EISs.

Table 1 is a listing of the wilderness EISs that address Utah BLM study areas. Copies of the wilderness suitability reports for the five independently studied ISAs and the Summary Analysis of Specific WSA Recommendations for the seven WSAs studied by other states are included in this report.

#### Instant Study Area Review

Section 603(a) of the Federal Land Policy and Management Act (FLPMA) of 1976 required the Secretary of the Interior to prepare wilderness suitability recommendations for all formally identified natural or primitive areas existing prior to November 1, 1975.

This specific requirement was in addition to the direction to inventory, review and prepare suitability recommendations on all roadless areas on the public lands greater than 5,000 acres.

In Utah, 13 natural/primitive areas qualified for study as ISAs under Section 603(a). Independent studies were completed in 1980 and 1981 for five of the ISAs: Book Cliffs, Devils Garden, Joshua Tree, Escalante Canyons Tract 1, and Link Flats.

The eight remaining ISAs were studied in the Utah BLM Statewide Wilderness EIS finalized in November 1990. These are the Dark Canyon, Grand Gulch, Phipps-Death Hollow, North Escalante Canyons/The Gulch, and Escalante Canyons Tracts 2, 3, 4, and 5 ISAs. In some instances ISAs were combined for study with surrounding ISAs and/or WSAs to create ISA complexes.

#### Section 202 Wilderness Studies

This report includes 14 WSAs that are less than 5,000 acres in size and that qualify for wilderness study only when combined with contiguous lands under wilderness consideration by the National Park Service (NPS).

These areas were studied under the authority of Section 202 FLPMA and are identified in this report as "Section 202 WSAs."

**TABLE 1  
UTAH BLM WILDERNESS STUDY**

NAME OF STUDY	DRAFT EIS FILED	FINAL EIS FILED	STUDY ACREAGE	
			UTAH	ADJACENT STATE
Utah BLM Statewide Wilderness EIS	02/86	12/90	3,230,434	5,400
Shell Resource Area (RA) Wilderness EIS	04/83	09/87	3,820	20,245
Craig District Wilderness EIS	N/A*	11/90	7,760	16,458
Little Snake RA Draft Wilderness EIS	02/86	N/A	N/A	N/A
White River & Kremmling RA Draft Wilderness EIS	10/89	N/A	N/A	N/A
San Juan RA Wilderness EIS	04/84	12/90	7,684	94,972
Grand Junction RA Wilderness EIS	04/85	11/89	5,200	236,005

\* N/A - Not Applicable. The two Resource Areas' EISs have been combined into the District EIS.

## KEY STUDY ISSUES -- MAJOR CONCLUSIONS

The following discussion of major issues related to designating or not designating BLM lands in Utah as wilderness is based mainly on information in the BLM Utah Statewide Wilderness EIS. The Statewide EIS addressed 83 study areas comprised of 3,230,434 acres of BLM lands in Utah and 5,400 acres in Nevada. An additional 27,816 acres in five ISAs and small portions of seven WSAs bordering Colorado and Nevada were not addressed in the Statewide EIS. Addition of independently studied ISAs and units studied by BLM in adjacent states would create less than a 1 percent change in baseline acreage and data base for the Utah Study. The issues and impacts related to Utah areas not covered in the Statewide EIS are localized and would not significantly change the Statewide analysis and conclusions presented below.

### Wilderness Values

There is concern that without wilderness designation, the existing wilderness values in the Utah BLM study areas would be lost in the future; or conversely that even without wilderness designation, there is no threat to wilderness values.

Without wilderness designation it is projected that in the foreseeable future a direct loss of naturalness would occur on about 60,000 acres (less than 2 percent of the study acreage).

The loss would be due to mineral-related activities, providing access to in-held State lands, development of rangeland projects, off-road vehicle (ORV) activity, community expansion, campground construction, and development of rights-of-way. Opportunities for solitude and primitive recreation also would be directly lost due to disturbance as described for naturalness. In addition, opportunities for solitude and primitive and unconfined recreation would be indirectly reduced in quality on up to approximately 615,000 acres (19 percent of the study acreage) due to the sights and sounds of future development and future recreational use, particularly use involving vehicles. Wilderness special features would be subject to loss due to intrusions and nonwilderness type uses.

### Air Quality and Airshed Classification

There is concern that without wilderness designation, developments and projects in the study areas would reduce air quality, particularly in the vicinity of Prevention of Significant Deterioration (PSD) Class I areas.

On a Statewide basis, a maximum surface disturbance of about 60,000 acres is projected to occur in the study areas in the foreseeable future without wilderness designation. Disturbance would be in scattered locations and would not all occur at the same time. This would result in temporary increases in fugitive dust emissions, but emissions would not be large enough to alter air quality Statewide.

Projected coal and tar sand developments in four WSAs (Mt. Ellen-Blue Hills, French Spring-Happy Canyon, Fiddler Butte, and Winter Ridge) have the potential of significantly reducing air quality on a local basis as discussed in the Summary Analysis of Specific WSAs.

Portions of the public have also expressed concern that wilderness designation could lead to redesignation of study areas from the existing PSD Class II status to the more stringent Class I rating. This could lead to further restrictions on industrial development in the state. BLM's Wilderness Management Policy is that BLM will manage all wilderness areas to comply with the existing air quality classification. Therefore, wilderness designation or nondesignation would not cause the air quality classification of wilderness areas to change. The decision to change air quality classification is the prerogative of the State of Utah, rather than BLM. In addition, many of the study areas in southern Utah are adjacent to existing PSD Class I areas and would not add appreciably to present restrictions on industrial development even if PSD Class I standards were applied.

### Vegetation Including Special Status Plant Species

Portions of the public have expressed concern that without wilderness designation, future development and activities in study areas would destroy natural vegetation characteristics and imperil endangered, threatened, and other special status plant species.



Without wilderness designation approximately 60,000 acres (less than 2 percent of the study acreage) is projected to be disturbed in the foreseeable future. This would modify only small portions of existing and potential vegetation types by direct removal in localized areas.

All of the disturbance would not occur at the same time and reclamation would be required. There would not be an overall deterioration of any vegetation type on a Statewide basis.

Known or projected habitat for listed endangered, threatened, or Category 1 or 2 candidate plant species could occur in 71 study areas. With or without wilderness designation, BLM is required by the Endangered Species Act to conduct site specific clearances of potentially disturbed areas and consult with the Fish and Wildlife Service (FWS) concerning impacts on endangered or threatened plant species. Other specific management actions that would be taken by BLM include preparation and implementation of Habitat Management Plans, monitoring and inventory actions, fencing, ORV closures and avoidance of sensitive areas. Because the necessary measures would be taken to protect special status species, they would not be significantly adversely affected on a Statewide basis.

#### Water Resources

There is concern that wilderness designation would conflict with existing water rights, water quality, and water uses.

#### . Water Rights

In July of 1988, the Solicitor of the Department of the Interior found that Congress did not intend to establish a Federal reserved water right for wilderness. This finding was supported by the Department of Justice. The Department of the Interior proposes that wilderness legislation provide that designation as wilderness shall not constitute a reservation of water or water rights for wilderness purposes in a specific wilderness area, such rights will be sought from the State by filing under State water laws. Therefore, impacts on water rights are not significant Statewide issues.

#### . Water Quality

There is concern that without wilderness designation, mineral, energy, other developments, livestock grazing, and ORV use would lead to reductions in surface water quality and, eventually, increases in salinity in the Colorado River. Some are concerned that wilderness would prevent projects designed to reduce salinity in the Colorado River. The BLM study areas comprise 3.7 percent of the Upper Colorado River Basin and 0.2 percent of the Lower Colorado River Basin. Projected disturbance inside the study areas would affect much less than 0.1 percent of either basin. About 29 percent of the study acreage has moderate to highly saline soils. Of the 72 study areas in the Colorado River drainage, 39 lack perennial streams. Significant effects on soil erosion and secondary impacts on water quality are not anticipated. Livestock grazing is allowed within wilderness areas and would not be eliminated by wilderness designation. Therefore, there would be little or no difference in the impacts on water quality from livestock grazing with or without designation.

There are no salinity control projects planned inside the study areas. Therefore, wilderness designation or nondesignation would not lead to significant increases or decreases in water quality or Colorado River salinity.

#### . Water Uses

There is concern that wilderness designation would conflict with or prevent water developments in and upstream of the study areas. With wilderness designation nonconsumptive uses of water for wilderness-related purposes would be favored in the 43 study areas with perennial streams. However, with wilderness designation, development of proposed municipal water sources would be precluded in two WSAs (Spring Creek Canyon and Cottonwood Canyon) and a proposed major reservoir would not be possible in the Parunuweap Canyon WSA. Water uses upstream of the study areas would not be significantly affected by wilderness designation of 86 of the study areas. Designation of all of the study areas would complicate future water diversion and use upstream of nine WSAs in Sevier, Wayne, Garfield, Emery, and Carbon Counties. The affected streams would be the Escalante River (North Escalante Canyon/The Gulch ISA), Dirty Devil River (Dirty Devil and Fiddler Butte WSAs), Muddy Creek (Crack

Canyon, Muddy Creek, Dirty Devil, and Fiddler Butte WSAs), the Fremont River (Dirty Devil and Fiddler Butte WSAs), the San Rafael River (Sids Mountain and Mexican Mountain WSAs), the Price River (Desolation Canyon WSA) and Sulfur Creek (Fremont Gorge WSA). Provisions addressing upstream water uses would be appropriate in wilderness legislation for these study areas.

#### Mineral and Energy Resources

There is concern that wilderness designation would eliminate potential for exploration and recovery of significant mineral and energy resources.

Forty-nine study areas may contain strategic and critical materials. Most deposits are of low quantity and quality and are not projected for any exploration or development.

Because of the lack of material, lack of access and the availability of sand, gravel, building stones, and other construction and fill materials at locations outside the study areas, wilderness designation would not significantly affect the availability of salable minerals.

With wilderness designation of all the study areas, oil, gas, and hydrocarbon resources projected to be developed in 11 WSAs (Phipps-Death Hollow, Behind the Rocks, Jack Canyon, Desolation Canyon, Turtle Canyon, Floy Canyon, Coal Canyon, Spruce Canyon, Flume Canyon, Winter Ridge, and Squaw and Papoose Canyon) would be foregone with the exception of portions of seven study areas which contain pre-FLPMA leases. In addition, 17 other study areas that are thought to be underlain by favorable rock units or structures for hydrocarbon accumulation could not be explored.

Significant development of the tar sand resource projected for three WSAs (French Spring-Happy Canyon, Fiddler Butte, and Winter Ridge) would be foregone. About 10 percent of the total in-place tar sand resource in Utah could not be developed.

With designation of all WSAs, coal development projected to occur in 10 WSAs (The Blues, Mud Spring Canyon, Wahweap, Burning Hills, Death Ridge, Carcass Canyon, Fiftymile Mountain, Mt. Ellen-Blue Hills, Desolation Canyon, and Turtle Canyon) would also be foregone. About 17 percent of the total in-place

coal resource in Utah could not be developed.

With designation of all WSAs, significant amounts of other leasable mineral or energy resource would not be foregone.

With designation of all WSAs, all the study areas would be closed to locatable mineral entry. Any locatable mineral found within the study areas but not under valid claim would be foregone. Unknown portions of locatable mineral deposits would be foregone in nine study areas where locatable mineral development is projected in the foreseeable future (Swasey Mountain, Mt. Hillers, Little Rockies, Horseshoe Canyon [North], San Rafael Reef, Crack Canyon, Muddy Creek, Sids Mountain, and Mexican Mountain). Projected exploration for locatable minerals would be constrained in an additional 13 study areas. Loss of locatable mineral production would be significant on a local basis, but would not be significant on a Statewide or national level.

#### Wildlife Including Special Status Species

The effect of wilderness designation on wildlife is an issue. Some believe that wilderness designation would protect wildlife, while others maintain that wildlife thrive because of man-made and maintained habitat treatments and water developments.

Because the study areas comprise only 3.2 of the 52.5 million acres (6.2 percent) in Utah, it is unlikely that there would be a significant Statewide affect on wildlife habitat and populations including threatened, endangered or other special status species.

As discussed for threatened and endangered plants, the Endangered Species Act requires BLM to protect threatened and endangered wildlife, regardless of wilderness designation or nondesignation.

Several WSAs are important wildlife habitat as noted in the Summary of Specific WSA Recommendations.

#### Livestock Grazing

Commenters have expressed concern that wilderness designation would eventually result in the elimination of livestock grazing from the wilderness areas through unrealistic restrictions on maintenance practices, restrictions on

access for movement and care of livestock, restrictions on the development of water, and prevention of future rangeland developments to increase livestock forage production. The concern also was raised that restrictions on predator control would increase livestock losses to predators and would force some operators out of business.

Approximately 339 livestock operators make use of an estimated 95,345 Animal Unit Months (AUMs) of livestock forage in the BLM study areas.

This is equivalent to 19 percent of the BLM permittees in the State, 3 percent of the total number of livestock operators in Utah, 5 percent of the forage allocation on BLM-administered lands, and 1 percent of the estimated annual livestock forage use in the State.

The Wilderness Act and FLPMA both provide for continued livestock grazing where grazing is established prior to designating wilderness. Any adjustments in grazing levels would be made through standard BLM rangeland management procedures, not as a condition of wilderness management. The Wilderness Act also provides for use of mechanized equipment in emergency situations.

During the 1986-1987 period, predator control was conducted in grazing allotments that comprise portions of only 16 of the study areas. Sheep and lamb losses in the affected allotments totaled approximately 0.5 percent of the reported sheep and lamb losses in Utah.

Given these conditions, wilderness designation would not significantly affect livestock management and grazing on a Statewide basis. There would be restrictions on access, inconvenience and possible increases in management costs for operators in about half of the study areas.

### Recreation

Some are concerned that opportunities for ORV use and access by the handicapped would be restricted by wilderness designation.

For the most part, the study areas have rugged topography that restricts ORV use and access by the handicapped. Portions of six WSAs (Moquith Mountain, Cedar Mountains, Crack Canyon, Devils Canyon, Sids Mountain, and Behind the Rocks) are the most popular areas for ORV use.

There are about 320,260 miles of ORV trails reported to be in Utah, and 117,472 within the three multi-county planning units in southern Utah. Together, the study areas contain about 600 miles of vehicle ways or only about 4 percent of the total mileage in the three multi-county regions. The study areas contain only about 2 percent of the total miles of ORV trail in the State. Therefore, even though several popular riding areas and favored trails would be closed, the overall impact of wilderness designation on mechanized recreation would not be significant on a Statewide basis.

### Land Use Plans

Issues and concerns were expressed by commenters regarding the consistency of wilderness designation with the plans and policies of BLM, other Federal agencies, State and local governments, and Indian Tribal governments.

Plans that specifically address lands within study areas are BLM plans, State plans, county or local plans and, to a limited degree private plans. Plans that address adjoining lands include all of the preceding, plus National Forest Service (FS) plans, NPS plans and Indian reservation plans.

Due to the Statewide wilderness process, Utah BLM Resource Management Plans do not address wilderness designation. Wilderness designation would amend the current BLM land use plans.

Approximately 206,841 acres in 51 WSAs presently are included in special land use designations such as public water reserves, power project withdrawals, oil shale withdrawals, natural areas withdrawals, etc. These designations which may or may not be compatible with wilderness management are identified in the Summary Analysis of Specific WSA Recommendations. About 376 miles of streams in 15 WSAs have been identified for review for future wild and scenic river consideration. Wilderness designation would be compatible with wild and scenic river designation.

Fifteen county plans interact with this wilderness study. The State of Utah and several county governments view wilderness as a single use of public lands. A "Consolidated Local Government Response to Wilderness" was drafted in 1986 and endorsed by 15 counties (three of the counties have no BLM study areas) and two county organizations. These coun-

ties identify several "unevaluated and unaddressed" conflicts inherent in wilderness designation and oppose any further designation of BLM lands until these issues can be resolved. The Consolidated Local Governments find the existence of open-ended potential for increasing Federal regulation and environmental litigation unacceptable. Specific conflicts identified include (1) impacts due to peripheral zones of influence (buffer zones), (2) inter-agency transfers, (3) law suits attendant to air quality degradation over otherwise pristine areas, (4) Federal reserved water rights, and (5) restrictions on the use of in-held State lands.

The present policy of local governments is that Utah has enough wilderness and other single use designations and the remainder of the State's Federally owned lands should be left under multiple-use management for economic reasons.

In a statement dated May 15, 1986, Governor Norman Bangertter conveyed his opposition to further wilderness designation in the State of Utah until it is proven that wilderness is in both the nation's and the State's best interest. In 1986, the State Legislature issued a resolution opposed to any additional wilderness designation in Utah. In 1990, the State legislature passed a second resolution on wilderness that supports designation of up to 1.4 million acres of BLM wilderness in Utah if the following conditions are met: (1) no economically important areas should be included in wilderness; (2) valid existing rights must be recognized and protected; (3) nondesignated areas must be released with no further study; (4) BLM must not designate new WSAs without Congressional approval; (5) BLM must allow continued access to important watershed areas for construction and maintenance of necessary structures; (6) no Federal reserved water rights and BLM must apply for water through State appropriation procedures; (7) Congress must support and fund timely exchange of all State in-holdings for lands outside of designated wilderness; and (7) there must not be any buffer zones for wilderness areas.

Because of the general nature of the local government opposition to wilderness, wilderness designation would not be consistent with present policy. Conflicts can be resolved only at the Congressional level.

The NPS has reviewed all national park system lands in Utah for wilderness suitability and has recommended that 1,236,880 acres be designated wilderness. Twenty-eight BLM study areas adjoin lands recommended by NPS for wilderness designation, with about 213 miles of common boundary. In general, the NPS supports designation of adjacent BLM study areas.

National FS lands adjoin 10 BLM study areas for a total of 65.25 miles. Two BLM study areas adjoin FS designated wilderness areas for a total of 13.75 miles of common boundary. The FS has expressed support for designation of the North Stansbury Mountains WSA and has not expressed an opinion on the remaining adjacent areas.

The U.S. Air Force (USAF) conducts low level training missions over 21 WSAs. Overflights create temporary intrusions and reduce the quality of opportunities for solitude. The USAF policy is that low level training missions are essential to the national defense and cannot be compromised. They will not negotiate nor sign any agreement to avoid the study areas. This conflict can be resolved only at the Congressional level.

Three Indian reservations (Uintah-Ouray, Kaibab-Paiute, and Goshute) are adjacent to four BLM study areas with a total common boundary of about 86 miles. A portion of the Hill Creek Extension (413,000 acres) of the Uintah and Ouray Indian Reservation is being managed to preserve its primitive values. Two WSAs (Desolation Canyon and Floy Canyon) are adjoining this area where wilderness designation would be compatible. The Moquith Mountain WSA adjoins the Kaibab-Paiute Reservation in an area that the tribe has proposed for oil and gas exploration. No particular plans or policies regarding wilderness have been expressed by the Goshute tribe for the Deep Creek Mountains WSA which adjoins their reservation.

The Utah Navajo Development Council has expressed opposition to wilderness for the Grand Gulch ISA Complex, and the Road Canyon, Fish Creek Canyon, and Mule Canyon WSAs because designation would interfere with collection of firewood and other natural products.

#### In-held Lands

Throughout much of the BLM-managed land in Utah the State owns four isolated sections in each township. The lands and

other trust lands are administered by the Utah Division of State Lands for the purpose of economic gain in support of the State public schools and other institutional trust funds. Most of these State sections are used by ranchers with State permits for livestock grazing and also are leased by industry for energy and mineral exploration or development. Activities on the State land generally are not substantially different than on the surrounding land administered by BLM. The State of Utah is concerned that wilderness designation would reduce the value of the approximately 183,250 acres of full estate and 10,590 acres of State subsurface within the study areas. They believe that wilderness would reduce the economic potential of the in-held as well as adjacent State lands.

The position of the Board of State Lands and Forestry is that it:

"1. Reserves the right by virtue of its trust capacity to formulate a position on each proposed wilderness area that includes or substantially affects school trust lands;

2. Reserves its support of any eventual wilderness bill unless it provides a tradeout provision . . . which specifies . . . that lands selected shall be identified prior to the passage of the bill, and the transfer of the lands shall be coincident with the passage of the bill. The provisions should also exclude the BLM from the National Environmental Policy Act and FLPMA processes as necessary; and

3. Prefers that any wilderness bill provide for the exchange of land in lieu of present trust land in-holdings within Federal reservations."

". . . tradeout provisions for in-held lands would have to be incorporated into any wilderness bill. At the same time, water rights would have to be addressed. Many water rights are filed in the name of the State on State land in some of the WSAs."

The issues related to in-held State lands can be resolved only at the Congressional level.

There are 3,998 acres of private in-holdings in the BLM study areas. The individual land owners have not taken a

specific position on wilderness designation for the adjacent BLM lands.

BLM's policy is that reasonable access would be provided to in-holdings as the need for access is demonstrated or in-holdings would be exchanged for lands outside wilderness areas if they present a clear threat to wilderness values. Table 2 provides information on study area in-holdings and acquisition.

#### Socioeconomics

Part of the public has expressed concern that wilderness designation would affect economic conditions through restrictions on grazing, mining, oil and gas exploration and production, mechanized recreation, water development, etc. Others are of the opinion that wilderness designation would lead to additional tourism and eventually wilderness would increase tourism to a level that would offset any losses from restrictions on other activities.

Overall, designation of the BLM study areas would not substantially affect Utah's economy. In general, data indicate that there is not a permanent link between wilderness and increase in recreational visitation. Therefore, wilderness designation would not result in appreciable gains in local employment or income from tourism. Conversely, livestock grazing, mineral developments and other activities that would occur in the study areas if they are not designated wilderness, generally would not contribute significantly to the local economies of Utah. Compared to a significance standard of 5 percent change, the potential for future employment, or jobs foregone with designation of all of the study areas would not be significant to any of the multi-county districts (MCDs) or local communities; except for those jobs that may be foregone with elimination of the long-term potential for future extraction of large quantities of tar sand and coal in Emery, Wayne, Uintah, Garfield, and Kane Counties. These foregone mineral extraction jobs would likely not be significant to any of the MCDs as a whole but may be significant to certain nearby communities where the jobs foregone could equal or exceed 5 percent of the baseline labor force. Most existing and allowed activities within study areas would continue to have a widely dispersed effect on local sales. The

**TABLE 2**  
**IN-HOLDINGS AND ACQUISITION**

WSA NAME	State Acres	Private Acres	Land Costs (\$)	Processing Costs (\$)
Behind the Rocks	640			2,000
Black Ridge Canyons West	320			1,000
Butler Wash	1,920			6,000
Canaan Mountain	1,969			6,300
Coal Canyon	640			2,000
Crack Canyon	640			2,000
Deep Creek Mountains	3,208	40	3,200	11,000
Desolation Canyon	21,316	118	9,440	65,875
Dirty Devil	3,195			10,000
Fiddler Butte	1,920			6,000
Fiftymile Mountain	8,508			26,000
Fish Creek Canyon	3,210			10,000
Fish Springs	2,560	80	6,400	8,000
Floy Canyon	2,468			8,000
Flume Canyon	1,928			6,000
Grand Gulch ISA Complex	2,400			7,500
Horseshoe Canyon (North)	760			2,500
Horseshoe Canyon (South)	1,922			6,000
Howell Peak	1,279			4,000
Little Rockies	1,280			4,000
Mancos Mesa	4,481			14,000
Mexican Mountain	2,241			7,000
Mt. Ellen-Blue Hills	4,799			14,000
Mt. Pennell	1,277			4,000
Muddy Creek	640			2,000
North Escalante Canyons/ the Gulch	5,701			18,000
Notch Peak	1,922			6,000
Paria-Hackberry/Paria- Hackberry 202	5,520			17,250
Parunuweap Canyon	613			2,000
Phipps-Death Hollow	2,559			8,000
Road Canyon	1,920			6,000
San Rafael Reef	4,029			12,000
Sids Mountain/Sids Cabin	3,111			7,000
Spruce Canyon	640			2,000
Swasey Mountain	1,798			6,000
The Cockscomb	200			650
Wah Wah Mountains	3,202			10,000
Westwater Canyon	1,120			3,500
<b>TOTAL</b>	<b>107,856</b>	<b>338</b>	<b>19,040</b>	<b>333,575</b>

\* State in-holdings include split-estate land with Federal surface and State minerals.

only significant (greater than 5 percent) impact would occur in localities immediately adjacent to the study areas where substantial potential employment and sales related to the long-term possibilities for major tar sand and coal projects would be foregone. Federal revenues of up to \$4.4 million from mineral activities (including specula-

tive oil and gas leasing) largely would be foregone. Those from grazing in WSAs would remain essentially the same as now exists, but up to \$5,248 in potential annual grazing revenues would be foregone. Revenues from commercial recreation visitation would increase slightly.

## OTHER PERTINENT INFORMATION RELATING TO THE UTAH STATEWIDE RECOMMENDATION

There are 15 less than 5,000-acre study areas (including the Escalante Canyons Tract 5 ISA) adjacent to national parks that could be managed for wilderness in conjunction with the larger NPS units. Thirteen of the 15 study areas are recommended as suitable for wilderness designation. Congress should address these areas along with the adjacent NPS lands. Due to space limitations and to avoid redundancy, all of the issues and concerns addressed in the public comments on the Utah BLM Statewide Wilderness Draft EIS are not summarized in this report.

The reader is referred to the Final EISs (see Table 3) for more detailed discussion of issues, concerns, and comments. Many of the issues addressed in the public comments do not relate directly to the study areas or cumulative Statewide impacts but are related to the purpose and need for wilderness or wilderness management in general. Still at issue in Utah is the adequacy of the BLM wilderness inventory. Alternatives exceeding BLM's wilderness study acreage have been proposed. One has been introduced as a bill by Utah Congressman Wayne Owens. Alternatives exceeding BLM's study acreage are not addressed in this report.

### SUMMARY OF PUBLIC REVIEW

A total of 4,496 inputs under 6,213 signatures were received by BLM during the official comment period on the Utah BLM Statewide Wilderness Draft EIS. The comment period extended from January 31 to August 15, 1986. Sixteen public hearings were held throughout Utah in May, 1986. Of the 4,496 inputs, 785 were oral, 3,619 were written, and 92 were mass inputs such as form letters. Each comment received equal consideration regardless of the commenter's location, affiliation, or type of presentation (written or oral testimony).

Each letter or oral testimony was counted as one input. Duplicate letters and/or oral testimonies by the same commenter were not counted as additional inputs or signatures. For example, a commenter who submitted four letters containing different information was credited with four inputs, but a commenter who submitted testimony and a letter containing the same information was credited with only one input. Each individual commenter was credited with one signature, regardless of the number of inputs submitted.

Each form letter was counted as one input, regardless of the number of duplicates of that particular letter submitted. Each person submitting a form letter was credited with one signature. Due to the large number of comments made and the duplication of content, individual comments on the Utah BLM Statewide Wilderness Draft EIS were not counted.

Of the 6,213 commenters, approximately 21 percent (1,301) favored the No Action/No Wilderness Alternative or generally opposed wilderness designation. Thirty-five percent (2,183) did not express an opinion on the alternatives or wilderness in general. About 44 percent (2,729) of the commenters favored at least some wilderness designation or favored wilderness in general. The public comment summary is not a valid survey of public opinion since comments were not solicited in a random manner, but were submitted by those concerned about wilderness designation or nondesignation in the State of Utah. Other Federal, State and local agencies with an interest or jurisdiction within the study areas were asked to comment on the wilderness EISs for Utah study areas. Table 3 summarizes the total number of comments received on each of the study efforts involving Utah BLM lands.

Public comments on specific WSAs are summarized in the Summary Analysis of Specific WSA Recommendations.

**TABLE 3  
SUMMARY OF PUBLIC COMMENTS**

<b>STUDY NAME</b>	<b>DRAFT COMMENT PERIOD</b>	<b>TOTAL COMMENTS OR COMMENTERS</b>	<b>FINAL EIS RELEASED</b>	<b>TOTAL COMMENTS ON FINAL EIS</b>
Utah BLM Statewide Wilderness EIS	01/86-08/86	6,213 commenters	10/90	0
Shell Resource Area (RA) Wilderness EIS	04/83-07/83	61 comments	09/87	1
Craig District Wilderness EIS (Little Snake RA Wilderness Draft EIS and White River/Kremmling RA Draft Wilderness EIS)	02/86-05/83 10/89-01/90	422 comments	10/90	0
San Juan RA Wilderness EIS	06/84-08/84	105 comments	10/90	0
Grand Junction RA Wilderness EIS	04/85-07/85	62 comments	04/85	0



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Book Cliffs Mountain Browse ISA . . . . .	1013
Bridger Jack Mesa . . . . .	683
Bull Canyon . . . . .	1073
Bull Mountain . . . . .	467
Burning Hills . . . . .	285
Butler Wash . . . . .	673
Canaan Mountain . . . . .	203
Carcass Canyon . . . . .	349
Cedar Mountains . . . . .	17
Cheesebox Canyon . . . . .	651
Coal Canyon . . . . .	907
Conger Mountain . . . . .	87
Cottonwood Canyon . . . . .	149
Cougar Canyon . . . . .	129
Crack Canyon . . . . .	781
Cross Canyon . . . . .	1111
Daniels Canyon . . . . .	973
Dark Canyon ISA Complex . . . . .	663
Death Ridge . . . . .	295
Deep Creek . . . . .	167
Deep Creek Mountains . . . . .	29
Desolation Canyon . . . . .	861
Devils Canyon . . . . .	807
Devils Garden ISA . . . . .	987
Diamond Breaks . . . . .	1059
Dirty Devil . . . . .	477
Escalante Canyons Tract 1 ISA . . . . .	1005
Escalante Canyons Tract 5 ISA . . . . .	371
Fiddler Butte . . . . .	511
Fiftymile Mountain . . . . .	381
Fish Creek Canyon . . . . .	623
Fish Springs . . . . .	43
Floy Canyon . . . . .	893
Flume Canyon . . . . .	933
Fremont Gorge . . . . .	565
French Spring-Happy Canyon . . . . .	499
Goose Creek Canyon . . . . .	431
Grand Gulch ISA Complex . . . . .	589
Horseshoe Canyon (North) . . . . .	735
Horseshoe Canyon (South) . . . . .	487
Howell Peak . . . . .	77
Indian Creek . . . . .	693
Jack Canyon . . . . .	849
Joshua Tree ISA . . . . .	995
King Top . . . . .	107
LaVerkin Creek Canyon . . . . .	159
Link Flats ISA . . . . .	1023
Little Rockies . . . . .	555
Lost Spring Canyon . . . . .	749
Mancos Mesa . . . . .	575
Mexican Mountain . . . . .	833
Mill Creek Canyon . . . . .	715
Moquith Mountain . . . . .	215
Mt. Ellen-Blue Hills . . . . .	453
Mt. Hillers . . . . .	543
Mt. Pennell . . . . .	529
Mud Spring Canyon . . . . .	233
Muddy Creek . . . . .	795

Mule Canyon . . . . .	641
Negro Bill Canyon . . . . .	725
North Escalante Canyons/The Gulch . . . . .	333
North Fork Virgin River . . . . .	175
North Stansbury Mountains . . . . .	7
Notch Peak . . . . .	95
Orderville Canyon . . . . .	183
Paria-Hackberry/Paria Hackberry 202 . . . . .	245
Parunuweap Canyon . . . . .	191
Phipps-Death Hollow . . . . .	305
Red Butte . . . . .	397
Red Mountain/Red Mountain 202 . . . . .	139
Road Canyon . . . . .	607
Rockwell . . . . .	55
San Rafael Reef . . . . .	767
Scorpion . . . . .	361
Sids Mountain/Sids Cabin . . . . .	817
South Needles . . . . .	757
Spring Creek Canyon . . . . .	405
Spruce Canyon . . . . .	921
Squaw/Papoose Canyon . . . . .	1099
Steep Creek . . . . .	319
Swasey Mountain . . . . .	65
Taylor Creek Canyon . . . . .	423
The Blues . . . . .	223
The Cockscomb . . . . .	259
The Watchman . . . . .	415
Turtle Canyon . . . . .	881
Wah Wah Mountains . . . . .	117
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