DRAFT

RESOURCE DEVELOPMENT COORDINATING COMMITTEE

WILDERNESS SUBCOMMITTEE'S

Report to

Governor Norman H. Bangerter

on

The Bureau of Land Management's

Statewide Wilderness

Draft Environmental Impact Statement

July 22, 1986

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ACKNOWLEDGEMENTS

The work of the RDCC Wilderness Subcommittee could not have been done without the able cooperation and support of many organizations and individuals. Throughout our work we found it necessary to make special requests for information, coordination, and consultation from the Bureau of Land Management, Utah county officials, and state government regional offices. In all cases our requests were met with courtesy, speedy response, and enthusiasm. If our findings are useful it is, in part, due to the superb cooperation we recieved on our special requests to these agencies and individuals. We would especially like to thank the BLM personnel and county officials who helped us plan and execute our field trips. These field trips were invaluable to us in attempting to understand local issues and concerns and to understanding the wilderness resource.

Finally, we would like to acknowledge and applaud the staff support we counted so heavily on in our work. In particular, we commend the professionalism and competence of our secretaries, Connie Hall, Betty Barela, and Mary Beth McDavid. Without their continuous efforts our findings would still be reverberating off the meeting room walls.

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WSA Assessment List

This list gives the WSA name and page number where the team assessments are presented in the report.

WSA Assessment List (continued)

I. Introduction

Part of the Resource Development Coordinating Committee Wilderness Subcommittee's review and assessment of the wilderness issue included addressing the question, "Why do we need or want wilderness?" The answer to this difficult question depends on the context within which it is asked. The answer often depends on who is asking the question and why. The subcommittee has no answer other than to say that the question is irrelevant to its purpose. The purpose here is not to answer the question. Our role is not to advocate or oppose wilderness. Our purpose is to analyze through technical methodologies the opportunities and consequences of wilderness designation in Utah.

As such, the answer to the question of the purpose of wilderness is assumed by this subcommittee to be a given. It is assumed the answer is supplied by congressional intent with respect to the Wilderness Act of 1964 and the Federal Land Policy and Management Act of 1976. Specifically then, the purpose of wilderness is to satisfy the mandate from Congress.

The following report contains the RDCC Wilderness Subcommittee's findings. It describes the opportunities and consequences of designating Bureau of Land Management wilderness areas in Utah.

A. Wilderness Study Process

Wilderness studies undertaken by the Bureau of Land Management are conducted in accordance with BLM planning regulations (43CFR Part 1601). There are three ways to conduct wilderness studies through the BLM planning system: 1) Resource Management Plans (RMPs), 2) Transition Period Management Framework Plans (MFPs), and 3) MFP amendments. Management Framework Plans are generated through BLM's earlier planning system. Since September 6, 1979, when the planning regulations took affect, BLM has been in transition to "Resource Management Plans."

Because wilderness studies may be conducted using three plans, there are some procedural differences in certain aspects of these studies. This, in part, explains some of the differences in methodology used by the five BLM districts conducting wilderness studies in Utah. Nevertheless, while procedural aspects of the plans may differ, wilderness recommendations are based on the same policy guidance, planning criteria, and quality standards.

The BLM wilderness study process has three phases: 1) inventory, 2) study, and 3) reporting. The inventory phase was completed in November 1980. It identified 2,459,696 acres of BLM lands in Utah with wilderness characteristics. Those areas include Instant Study Areas and previously identified Wilderness Study Areas (WSAs). These lands comprise 89 WSAs. There are nine Utah WSAs contiguous with WSAs in adjacent states. Those WSAs will be analyzed by the adjacent states.

Since the inventory phase ended and the study phase began, each WSA has been analyzed by the BLM to determine its suitability for wilderness. This information was published for public comment in Site Specific Analysis reports (SSAs). The information developed for the SSAs formed the technical base for the Draft Environmental Impact Statement (DEIS). Public review and comment on the DEIS will provide BLM with additional information to be included in the Final EIS and the Wilderness Study Report (WSR). The WSR goes to the

secretary of Interior along with BLM's wilderness recommendations. Included with the WSR will be a minerals survey conducted by the U.S. Bureau of Mines and the U.S. Geological Survey.

The secretary of Interior will review all this material and make his own recommendation to the president. The president has until October 1990 to present his recommendation to Congress. Congress has no time limit in which to act on the president's recommendation. However, at any time during the process, legislation designating wilderness areas can be introduced into Congress, thus bringing to an early conclusion the wilderness study process.

There is a continuing need for close consultation between the BLM and all affected parties. Much of the information needed to make sound decisions is not available simultaneously. Therefore, as new data becomes available, the state will advise the BLM. The state must continually update existing information involving WSAs and the resolution of conflicts which may arise in the process. This is particularly necessary when WSA boundaries are only approximately definable and may present a conflict or management problem. BLM and the state of Utah must work together closely to resolve boundary and/or management issues to ensure that all existing valid rights are recognized and preserved and that wilderness values are not unnecessarily compromised.

B. Utah Study Process

1. Governor's State Wilderness Committees (1978-1982)

Two committees functioned concurrently and jointly and were chaired by the executive director of the Department of Natural Resources. One committee consisted of the heads of state departments with natural resource oriented missions. The other was the natural resource subcommittee of the Governor's Advisory Council on Community Affairs.

These committees offered advise and counsel on possible wilderness designations within National Park Service and Forest Service administered lands and on the public domain.

2. Wilderness Technical Review Committee (1982-1984)

In the spring of 1982, the state of Utah established the Wilderness Technical Review Committee (WTRC) to analyze the BLM Wilderness Study results and respond to the BLM as part of the public review process. Membership on this committee included representatives from the state Departments of Natural Resources, Agriculture, Health, History, Community and Economic Development, and Transportation.

This committee was directed to review the Site Specific Analysis for each WSA and compile a response to BLM. The SSAs were released for public comment in three separate groups beginning in late summer 1982 and ending in late 1983. The WTRC compiled three reports which were presented to the governor (then Governor Matheson) for consideration. The governor then submitted these reports, constituting the state's comment for the public review process, to the BLM.

Later in 1984 the BLM began a pre-EIS scoping process to identify issues of special and general concern to the public. The WTRC assembled the state's comments for that process.

3. RDCC Wilderness Subcommittee (1985-present)

In the fall of 1985 Governor Bangerter directed the state planning coordinator to establish a wilderness committee to direct the state's response to the BLM's DEIS to be published in 1986. It was decided that this committee would be a formal subcommittee of the Resource Development Coordinating Committee (RDCC) and would be composed of representatives of RDCC member agencies. The state planning coordinator sent a letter (see Appendix for a copy) to each RDCC member agency director asking for appointment of a representative to the Wilderness Subcommittee.

The subcommittee was formally organized with Chauncey G. Powis as chairman. The following is a list of the Wilderness Subcommittee members and agencies represented.

Resource Development Coordinating Committee Wilderness Subcommittee

Member	Agency
Chauncey Powis, chairman	Department of Natural Resources
Rod Millar, vice chairman	Utah Energy Office
Connie Hall, secretary	Office of Planning and Budget
Mary Beth McDavid, secretary	Office of Planning and Budget
Betty Barela, secretary	Department of Natural Resources
Riki Darling	Automated Geographic Reference System
Kyle Stephens	Department of Agriculture
Richard Walker	Department of Community and Economic Development
John Rokich	Office of Comprehensive Emergency Management
David Prey	Division of Environmental Health
Bryce Tripp	Utah Geological and Mineral Survey
Jim Dykman	Division of State History
Milo Barney	Department of Natural Resources
Fran Harris	Department of Natural Resources
Ron Daniels	Division of Oil, Gas and Mining
Dennis Burns	Division of Parks and Recreation
Brad Barber	Office of Planning and Budget
Joan Degiorgio	Office of Planning and Budget
Randy Moon	State Science Advisor
Karl Kappe	Division of State Lands and Forestry
Jim Naegle	Department of Transportation
Barry Saunders	Division of Water Resources
Earl Staker	Division of Water Rights
Mike Schwinn	Division of Wildlife Resources

II. RDCC Wilderness Subcommittee Findings

A. Introduction - Governor's directive and operating assumptions

Governor Norman H. Bangerter charged the state Wilderness Subcommittee with generating a technical assessment of the Utah BLM Statewide Wilderness Draft EIS issued in January 1986. Based partly on information generated by this subcommittee, the governor will comment to the BLM on proposed wilderness designation on BLM lands.

The governor indicated at the BLM public hearings in Salt Lake City that before he could support any additional wilderness areas in Utah, he must be convinced it is in the best interest of the nation and the citizens of Utah. As such, Utah must be an active participant in the wilderness study process.

The Wilderness Subcommittee was to analyze each WSA, considering all relevant factors for and against designation as wilderness. In this report to the governor, this information outlines the impacts or effects wilderness designation might have on the people, resources and economy of Utah. The governor, however, did not want a recommendation by the subcommittee of how many WSAs or acres should be wilderness.

This report contains information and analyses identifying the relative wilderness values and degrees of conflict present in each WSA. Alternative management options other than wilderness and/or boundary adjustments deemed necessary to eliminate, reduce or mitigate conflicts, are identified where appropriate.

The subcommittee developed its information based on five operating assumptions. It assumes that these specific criteria would be incorporated into any federal legislation proposing the addition of BLM administered lands in Utah to the National Wilderness Preservation System:

1. No new water rights of any kind will be created or implied except through the appropriation process as specified by Utah State Law.
2. Air quality classification in wilderness areas in Utah shall remain Class II upon designation by Congress. Reclassification of these or any other areas shall remain the prerogative of the state of Utah.
3. State surface and minerals inholdings and substantially affected trust lands shall be exchanged concurrently with the passage of any wilderness act for Utah. The act shall become effective only after such exchange is approved by the Board of State Lands and Forestry and completed.
4. Valid existing rights and essential land use activities and practices shall continue after passage of any such act.
5. Exclusion areas surrounding or bordering all or portions of wilderness areas, commonly referred to as "Buffer Zones", are not to be established or maintained in fact or in principle.

Analyses and conclusions in the subcommittee's report to the governor are based on the conditions of these assumptions and could be considered invalid or moot if any of these assumptions fail the test of time.

B. Utah State Agency General Comments

Each agency represented on the subcommittee was given the opportunity to submit, for inclusion in this section of the report, any statement of agency policy, position or condition with respect to the issue of BLM wilderness areas being established in Utah.

Because of the vast diversity of roles and missions represented on the subcommittee there can be no single statement on wilderness fully consistent with all these interests. What could benefit or be seen as beneficial by one agency might at the same time be a constraint to or in conflict with another agency. Some process or means of resolving these conflicts or establishing an acceptable compromise must be considered. The following agency statements are a step in that direction.

R E S O L U T I O N

WHEREAS, the Bureau of Land Management wilderness proposal includes approximately 200,000 acres of school trust lands; and

WHEREAS, the Board and Division of State Lands and Forestry are the trust officers for those school trust lands; and

WHEREAS, one of the prime responsibilities of trust officers is to insure the preservation or enhancement of value of trust assets; and

WHEREAS, inclusion of some trust lands in Federal wilderness areas could reduce the value and potential of those trust lands; and

WHEREAS, there are 70,161 acres of surface school trust lands and 91,339 acres of mineral trust lands still captured within Federal reservations, such as National Parks and Monuments due to other Federal actions for similar purposes; and

WHEREAS there is no effective administrative process to accomplish the exchange of captured lands.

NOW, THEREFORE, BE IT RESOLVED: That the Board of State Lands and Forestry:

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 trade-out provision similar to those in Project BOLD. This provision must specify that lands to be selected shall be identified prior to

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 Bureau of Land Management from the NEPA and FLPMA processes as necessary;

3. Prefers that any Wilderness bill provide for the exchange of lands in lieu of present school trust land inholdings within Federal reservations. The trade-out provisions should be similar to those in Paragraph 2.

BE IT FURTHER RESOLVED that the Board hereby directs that the Director notify the Governor's Office and other appropriate parties of this Resolution.

UNANIMOUSLY PASSED by the Board of State Lands and Forestry at their meeting on April 11, 1986.

DON E. CHASE, CHAIRMAN
BOARD OF STATE LANDS & FORESTRY

RALPH A. MILES, DIRECTOR
DIVISION OF STATE LANDS & FORESTRY

4501 South 2700 West
Salt Lake City, Utah 84119

July 3, 1986

Utah Energy Office
Mr. Rod Millar, Vice Chairman
Resource Development Coordinating Committee
Wilderness Sub-Committee
355 West North Temple
3 Triad Center - Suite #450
Salt Lake City, Utah 84180-1204

SUBJECT: Highway Setback for Wilderness Areas

Dear Mr. Millar:

We feel wilderness areas need to be set back a minimum of 100 yards each side of the right-of-way for Federal, State, Class "B" and Class "C" highways.

This will provide for future alignment changes and avoid volumes of paperwork, should such a change encroach on a designated wilderness area.

Also, our staff is looking into the following three areas which may require more offset to accommodate anticipated improvements:

1) Burr Trail Highway - Bullfrog to Boulder
2) State Route 12 - between Escalante and Boulder
3) Cottonwood Canyon Road - between US-89 (west of Glen Canyon City) and Cannonville.

Thank you for your consideration in this matter.

Sincerely,

William D. Hurley

William D. Hurley, P.E.
Director

STATE OF UTAH

Department of Agriculture
GOVERNOR'S CABINET

350 North Redwood Road
Salt Lake City, Utah 84116
(801) 533-5421

NORMAN H. BANGERTER
Governor

MILES 'CAP' FERRY
Commissioner

MEMORANDUM

TO: Rod Millar, Co-Chairman, RDCC Wilderness Subcommittee

FROM: Edison J. Stephens - Deputy Commissioner for Miles "Cap" Ferry, Commissioner

DATE: July 18, 1986

SUBJECT: Agriculture Issues and Comments on Statewide Wilderness Draft Environmental Impact Statement

It has been our opportunity and challenge to be involved in reviewing the Bureau of Land Management's Statewide Wilderness Draft Environmental Impact Statement over the last few months. Our agency, like many others, has been involved from the outset some four or five years ago, and it has been a herculean task to say the least. Our hat goes off to the members of the committee and others who have been involved in this process.

The Department of Agriculture has reviewed and submitted comments as a part of the subcommittee review process. However, we feel that there are several general comments that need to be made that apply to most, if not all, proposed Wilderness Study Areas (WSAs) and we will do so in the following format:

1) Roads and Ways - In many instances, these facilities are used by livestock operators to locate sheep camps, haul water and salt, care for sick or injured animals, maintain springs, water developments and corrals or cabin facilities, and are used by the land management agency to monitor range trend studies, etc. Where historical use has occurred on the roads and ways, it is imperative that this use be allowed to continue. The ability of the livestock operator to maintain a viable livestock operation and earn a livelihood is dependent upon this use.

2) Livestock Water Improvements - In an arid state such as Utah, water is a very critical resource. In many instances water developments and improvements have been made to facilitate better livestock distribution and better use of the forage resource. In several situations, the livestock operator has utilized his own financial resources to implement these improvements. We would strongly favor and recommend that motorized equipment be allowed to be used to maintain these facilities and in a manner so as not to create any undue delay or hardship on the livestock operator. This is important not only from a livestock operator's point of view, but also from a management standpoint to properly manage the range resource.

3) Noxious Weed and Insect Control - While we recognize that the Wilderness Management Policy does allow for some artificial control of noxious weeds and insects, we are adamantly opposed to the establishment of any "buffer zones" surrounding or adjacent to proposed WSAs for the purposes of not allowing control measures to proceed (i.e., Dinosaur National Monument and Mormon Cricket problem). In order to have an effective control program, it is incumbent that all land management agencies be able to work together cooperatively to combat the problem. Insects and noxious weeds can and have had a devastating effect on our forage resources. Any undue "red tape" or curtailment would greatly hamper effective resource management.

4) Predator Control - Predators also can and have had a devastating effect on domestic livestock operations, particularly sheep. Where documented problems exist, on a continuing basis, near WSAs, the traditional methods of predator control should be allowed to be used. This would fall into the category of "historical uses". It has been reported that the U.S. Fish and Wildlife Service has documented the number and locations of serious predation near WSAs. This information is being submitted by the Utah Wool Growers Association and should be given serious consideration dealing with this issue.

5) State In-Holdings and Adjacent Lands - The Draft EIS did not adequately address the subject of state in-holdings and adjacent lands as it pertains to livestock improvements or AUMs associated with those lands. We recognize that it was not the BLM's responsibility or charge to do so. Page 101, Volume I of the DEIS identifies some 184,896.4 acres of state in-holdings and an additional 145,218.16 acres of adjacent state lands that were identified for exchange upon wilderness designation. Whether these lands are exchanged or retained, an assessment needs to be made. We would recommend that these lands be inventoried to see what types of improvements do exist and the number of AUMs associated with them so as to better analyze the impact of wilderness designation.

This will need to be done with the cooperation of the BLM and Division of State Lands and Forestry. The issue of how the permittee or leasee would be compensated for improvements made with private funds needs to be fully addressed as well.

6) Economic Effect of Wilderness Designation on Livestock Operations - An issue that needs to be raised here is the effect wilderness designation may have on a livestock operator's ability to secure operating capital or even sell his operation if it is associated with grazing in a wilderness area. Information from the State of Montana, who has a longer history of experience dealing with wilderness areas, indicates that wilderness designation has had an effect on these issues. It was reported that the major farm lending institutions were more reluctant to make operating loans or finance the purchase of a grazing operation if it was associated with a wilderness area.

They claimed that the value of the permits declined because they were associated with wilderness. If this is the case, then certainly wilderness designation would have a significant effect on the livestock operator's ability to operate.

This is a serious issue, and we implore the BLM to thoroughly address it in the final review process.

7) Maps with Both Existing and Proposed Range Improvements - It was noted throughout the entire DEIS that both existing and proposed range improvements were discussed in the narrative portion of the document. However, it would have been most helpful if these improvements had been identified on an accompanying map to determine their location relative to WSA boundaries so as to better assess the impact of wilderness designation.

Again, we recognize the monumental task involved in reviewing the DEIS and submitting comments as such.

It is important that we recognize the importance the livestock industry plays in producing food and fiber for human consumption and maintaining an economic viability for our rural communities. Rural America has always been one of the major strengths of this nation. Any type of law, regulation, etc. proposed to be enacted that would threaten this part of our society should be heavily scrutinized. I think the Wilderness Act is one such law. Therefore, we trust that the comments contained herein will be given due consideration and incorporated into the final state comments.

cc: Kyle R. Stephens, Subcommittee Member

R E S O L U T I O N

WHEREAS, the Bureau of Land Management (BLM) has concluded a study in Utah of abou 22 million acres of land which they manage, to determine if any of these acres should b designated as part of the National Wilderness Preservation System (NWPS); and

WHEREAS, the BLM has identified six regional areas with further classification o 82 Wilderness Study Areas (WSAs) of which 54 WSAs or 1.9 million acres have received recommendation from the BLM to be designated as wilderness in the state; and

WHEREAS, there are now 802,639 acres of existing wilderness in Utah, with a additional 1,264,431 acres recommended for wilderness by the National Park Service, an 469,800 acres being managed to preserve roadless, primitive values, plus additiona acres of Indian Reservations, Defense Installations, and other federally manage single-use areas; and

WHEREAS, there are now more than 32 million wilderness acres designated in the United States (excluding Alaska and Hawaii) with 87 percent being in the 11 westerr states; and

WHEREAS, the BLM's preferred alternative would declare almost two million additional acres as wilderness, thereby adversely affecting the economic stability of the surrounding agricultural communities, and

WHEREAS, wilderness designation likely would be in perpetuity, thereby causing irretrievable loss financially to the state from revenue sources resulting from tourist, industrial, and agriculturally related development, and

WHEREAS, wilderness designation could prevent establishment of certain conservation measures which may have a serious impact upon water supplies and/or other municipal needs;

NOW, THEREFORE, BE IT RESOLVED that the Utah Soil Conservation Commission strongly supports the position taken by Governor Bangerter that "before any acre be given wilderness designation, it must be proven that wilderness designation is in the national interest and in the best interest of the people of this State." And further, that we will oppose any effort to allow any federal or state agencies to manage their lands in such a manner as to preclude multiple-use principles;

BE IT FURTHER RESOLVED that the Utah Soil Conservation Commission urges Congress to modify the Federal Land Management Policy Act to exclude any state with greater than 30% federal ownership from the provisions of the 1964 Wilderness Act.

BE IT FURTHER RESOLVED that the Commission directs the Chairman to notify the Governor's office, the Utah Congressional Delegation, and the State Director of Utah BLM of this resolution.

UNANIMOUSLY PASSED by the Utah Soil Conservation Commission at their meeting held June 26, 1986.

Miles 'Cap' Ferry, Chairman and
Commissioner, Utah Department of Agriculture

STATE OF UTAH
NATURAL RESOURCES
Parks & Recreation

Norman H. Bangerter, Governor
Dee C. Hansen, Executive Director
Jerry A Miller, Division Director

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DIVISION OF PARKS AND RECREATION
WILDERNESS POSITION STATEMENT

Introduction

The Utah Division of Parks and Recreation is charged by the State legislature with ". . .a program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, histories, archaeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged within the general policies of the Department of Natural Resources." (63-11-13, U.C.A.)

The above charge requires that the Division serve a broad constituency associated with outdoor recreation, parks, and historic resources.

General Support for High Quality Wilderness and Wilderness Management

Because the Division serves a large segment of the State's population with vital interests in a broad range of park and recreational activities, it is incumbent upon the Division to support both wilderness and nonwilderness designations. As the parks and recreation authority for the state of Utah, the Division must support the interests of all recreationists including, but not limited to, campers, backpackers, hikers, boaters, off-highway vehicle enthusiasts, cross-country skiers, and snowmobilers. Since all forms of outdoor recreation fall within the legislative charge, it is appropriate that formal wilderness areas (or areas managed as wilderness) be favorably considered for the benefit of recreationists who prefer to spend their leisure

time in a wilderness environment. It is also appropriate that the Division support the designation of areas where snowmobilers and other off-highway vehicles may operate on public lands. With the increasing popularity of all types of OHV's, land managers must aggressively seek areas where OHV's can operate with a minimum impact on the environment. Satisfying OHV requirements is long overdue and must be addressed.

The Division of Parks and Recreation supports the designation of wilderness areas that have unique scenic and recreation values especially suited to recreationists who prefer a wilderness environment.

The Origin of the Wilderness "Problem"

If you were to ask a number of people the question, "What does wilderness mean to you?", it is likely that the answers would span quite a variety of possibilities. Our own social concept of wilderness has undergone significant change. Or has it?

The pioneers saw the wilderness as an obstacle to overcome, as a barrier to development, as an impediment to travel, as a haven for heathens, and as a harbor and refuge for wild animals. But at the same time, the North American wilderness was a source of meat and fruit, a rich and fertile soil that would offer up sustenance and nourishment, clear and pure rivers and streams, forests that supplied materials for shelter and food. This place and these things became home for countless individuals who had the strength, stamina, courage and vision to make it their home. Some referred to these efforts as conquering the wilderness, others saw the process as one where man is inseparable from the forces of the natural world.

The wildness of America was feared, respected, loved, hated, tamed, and utilized for the myriad of "things" that it takes to make a society. But, we have never completely come to terms with the duality of the wilderness. The simultaneous feelings we have towards these areas defies general acceptance of a common values system. Society as a whole has not reached a concensus on the relevance of wilderness to us today.

The Congress of the United States established a forum for the discussion of these concepts in the Wilderness Act of 1964 and subsequent land use legislation (Federal Land Policy and Management Act, Multiple Use Sustained Yield Act, National Environmental Policy Act, Wild and Scenic Rivers Act). The problems inherent in the duality question are still with us, and the arguments still tend to come back to value systems. Even the intent of Congress, in terms of the Wilderness Act itself, is subject to interpretation and question (see U.S. Dept. of Interior, Bureau of Outdoor Recreation, Outdoor Recreation Action No. 44, Summer 1977, page 2 -- excerpt from a speech by Senator Frank Church). However, in spite of these "problems", there at least seems to be a rational (?) framework for reasonable debate.

Assumptions About Wilderness

In order to continue meaningful discussions of this issue, there should be some assumptions laid out. First, the duality problem should be acknowledged for what it truly is -- a difference in values that has its roots firmly implanted in centuries of contradiction, self-interest, and shifting priorities in order to rationalize a given situation. The failure to

come to terms with our own collective values as a society is a long-term problem that will continue to polarize and alienate large segments of our population. The opponents and proponents of wilderness should attempt to define a common ground, and should try to find areas of agreement to build upon.

The intent of Congress and the efforts of the managing public land agencies, such as the BLM are noteworthy. The attempt is to deal with the public lands as a system, maximizing the returns (monetary and nonmonetary) from those resources, both to the present users and to future users. The Federal Land Policy and Management Act of 1976 (FLPMA), from section 103, defines multiple use:

> "The term 'multiple use' means the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services . . . ; the use of some lands for less than all of the resources; . . . with consideration being given to the relative values of the resources and not necessarily to the combination of use that will give the greatest economic return or the greatest unit output.

In light of this Congressional direction, it seems as though protection and preservation of public lands for uses other than the highest economic return is firmly established as a national priority. From the discussions at the statewide public hearings, it is apparent that there is an intense interest in wilderness designation in Utah. From a total of 770 citizens testifying at the public hearings, 437 of those spoke out in favor of

wilderness (56.7 %). Proponents of wilderness testified at all hearings with the exception of the meeting in Escalante Town.

Division of Parks and Recreation Perceptions Toward Wilderness

Because the issue is one that tends to polarize people according to their own values system, the need for discussion, negotiation, and compromise is critical. Extreme positions, coupled with a refusal to negotiate, are not conducive to good decisions.

The Utah Division of Parks and Recreation finds itself in a rather unique position. Our customers, the Utah recreationists, are not a single issue group. Rather, they are demanding high quality recreation opportunity, and that means areas for OHV play, camping areas for trailers and for tents, trailhead parking areas for snowmobiles, hikers, horses, crosscountry skiers, and many other types of facilities. By supporting or opposing wilderness the Utah Division of Parks and Recreation will make some of its customers happy and others will feel neglected.

Because of this, the Utah Division of Parks and Recreation will attempt to develop a rational approach to determining the appropriateness of additional wilderness in the state.

The Division supports the designation of wilderness areas that have unique scenic and recreation values especially suited to recreationists who prefer a wilderness environment. While this statement does not imply that any given number of WSA's or any given acreage should be recommended for designation as wilderness, it does identify, in broad terms, the criteria for Division support.

Descriptive Aspects of Wilderness

How can the term "unique scenic and recreation values" be defined? The American Heritage Dictionary defines 'unique' as "being the only one of its kind" or "being without equal or equivalent". On the one hand, one extreme position may be stated in the context of real estate theory. According to several popular real estate texts, every real property may be considered unique. Factors such as location, size, improvements, etc. each contribute to the unique nature of a property. Using this as a base, each WSA may be considered unique. For any given area, a different market area will exist, with some areas being closer to certain individuals and others further away. Likewise, the individual attributes of any area may, at this level, be considered unique. In other words, the particular "mix" of area attributes (location, size, scenics, streams, wildlife present) makes that area unique. There are no other areas exactly like that one in the world.

This extreme position may be tempered by taking a look at the opposite extreme. Somewhere in the world there is probably an area so similar to the one we are considering, that only an expert would be able to dispute a statement to the contrary. This extreme may be intuitively demonstrated by a look at the movie industry. Many films are not shot on location, or at least are not filmed where the producer wants the audience to believe they are. There may be an uncanny similarity between the mountains of South Korea and the ranges of southern California (MASH). The mountains of China could be duplicated by filming a scene in southern Utah. In this context, there are NO areas that may be considered truly unique. Desert mountains may be found in a

number of places throughout the world. There are other rivers, and other canyons, and so long as there are lots of these areas, why bother with preserving any of them? This extreme position, while interesting as an illustration, is not tenable as a working definition.

In this context, unique is a function of familiarity - only those individuals who know an area intimately are able to distinguish it from other areas that may have similar characteristics. The illusion of television and film only works for people who don't really know what an area is supposed to look like. It would be difficult to convince a native of southern Utah that what he is seeing is China when in fact the film was shot at Dead Horse Point. There would probably be agreement that Dead Horse Point is unique, and that it would not be easily mistaken for any other place in the world.

Neither of these extreme definitions of 'unique' seems useful to our analysis. We are assuming that unique areas do exist, but that not all areas are unique. This seems to be a rational and reasonable framework to analyze the wilderness issue.

How To Select the Best -- Most Needed Wilderness Areas

So, the problem seems to be: Which of the WSA's under consideration are similar to areas that are already protected, and which ones have wilderness values that are so special that protection is imperative? It is at this point that the operative values framework of the analyst becomes critical. Some questions may arise: What is the role of conflicts in the WSA? Perhaps the areas with a high level of conflict should be rated higher (more deserving of

protection) than an area with no conflict. Should those areas with paramount wilderness quality be the top contenders for designation? Who is best qualified to determine the areas that are paramount in wilderness quality? Should areas be accessible to a large number of people? Should each geographic region of the state be represented with a wilderness area? Is bigger better? Would one or two large areas be a better choice for designation than several smaller ones? Will this trade-off unnecessarily reduce the diversity of wilderness?

These questions are not easy to answer. Therefore, Division managers believe that if part of the work has been done, perhaps it would be prudent to tap the source. In the BLM wilderness document several alternatives were analyzed in addition to the proposed action. These alternatives are:

All wilderness	No wilderness
Small cluster concept	Regional representative
Paramount wilderness quality	Manageability

The acreages of the various alternatives range from a low of 851,271 (small cluster concept) to a high of 2,606,546 acres (manageability). These ranges do not include the no wilderness (0 acres) or the all wilderness (3,231,327) alternative.

The recommendation of Division managers is that the state adopt a rational approach based on criteria that relate to the BLM's alternatives. The approach should be based primarily on the alternatives of paramount wilderness quality, manageability, and regional representativeness. By

applying a series of overlays, and decision rules for those overlays, the criteria of uniqueness and special values may best be applied.

The assumption here is that the BLM is probably the best source of information on the BLM lands, and their evaluations of wilderness suitability are the best information available. They have upset both the conservation groups and the local interests with their proposal, and therefore on balance quite possibly managed to do a pretty good job.

Values of Wilderness

There are questions as to the value of wilderness designation. This is an area that is fraught with controversy. It is also an area which has received much attention, both in terms of formal research and intuitive thought. Both of these areas will be discussed here.

Intuitively, there are good reasons for considering additions to the National Wilderness Preservation System. While opponents of wilderness are quick to point out the external costs that are likely to be incurred by the local communities, there are external benefits that occur as well. The most common benefits that are discussed usually focus on tourism and leisure benefits. This is usually seen as a seasonal industry, with low paying jobs and a small effect on the local economy. Often, it is questionable that much money is really spent locally, and thus the benefits are seen as inconsequential.

By applying a broader perspective, however, a wilderness area may be found to be quite similar to a community golf course, in terms of spillover benefits. The direct benefits of a community golf course accrue to the user

(the golfer). He or she may pay a few dollars for a green fee (which probably does not cover the costs of maintenance, much less the costs to acquire and develop the raw land into a golf course). The golfer will spend the day walking around this park (golf course), playing lost and found with a small white ball. They will probably end the day tired but satisfied, and will feel as though they have gotten a bargain for their money.

These direct benefts accrue to the golfer and to the managing agency (county or community) as a user fee collected. But the costs of acquiring the land, developing the golf course, and continuing operation and maintenance probably result in a net loss (in economic terms). Further, the "opportunity cost" of that land use may impose additional costs on the community where it is located. These opportunity costs are the value of the uses that are foregone by choosing to build a golf course there. In other words, if the land were prime residential land that could be subdivided and sold for half a million dollars, then the opportunity cost of building a golf course is half a million dollars, because that alternative use is preempted. Also, if the land was to pass from private title to public uses, property tax revenues would be lost as well.

Why then, given all of these hidden costs of building a golf course, would any golf courses ever be built? There must be some spillover, or external benefits that accrue either to users of the course, other people who do not use the course, or both. What about the benefits to the non-golfer and to the community?

Most of these intangible benefits cannot be directly measured, but their values can be inferred. There will invariably be an increased endowment of greenspace, or open space, for the community. The net effect of this will be benefits to general health and welfare of the public, including a diversity of plant and animal life that would not be there were it not for the open space. The additional trees and plants mean that air quality will be enhanced. The surface that is grass and greens will benefit water quality and will also mean that the effects of storm runoff will be tempered. By reducing the peak flow of runoff, the community's storm drain system may be smaller capacity than would be the case without the golf course. Underground water supplies (aquifers) in the area will benefit from the natural filtration system and the increased recharge rate. More birds and avian habitat in the area will tend to keep the insect populations lower, which could reduce the cost of community insect control. The general appearance of the area will be enhanced, which could tend to attract new residents, positively affecting tax revenues and employment opportunities. Local retail stores enjoy benefits from the sales of sport clothing, golfing equipment, food and beverages.

These above listed benefits are primarily intangible and difficult to measure. What about benefits that are measurable? There are not many of these, but they are nonetheless significant. One of the most obvious of these is the effect that a nearby golf course or park would have on property values. Because of the intangible benefits listed above, it is clear that a home nearby a course or a park would be more attractive than one that was

surrounded by urban sprawl suburbia. It is reported that property values, including commercial properties, usually enjoy a higher rate of values increase than properties lacking significant access or contiguity to formalized open space (parkways, parks, reserves, golf courses).

While many of the benefits may not be directly measurable, there is at least one mechanism that would tend to internalize some of these externalities. That mechanism is property value, which would tend to fluctuate as conditions in the vicinity of the property changed. Assume that two identical properties were being analyzed. The values of those properties would, by definition, be equal. If one of those properties were to have a golf course nearby, most people would probably be willing to pay more for that property with a nearby open space area than they would be willing to pay for the other. It is expected that this would be the case even if the individual had no interest in playing golf.

This analogy can be applied to the wilderness question. In fact, pick up any magazine that is outdoor oriented (fishing, hunting, travel, etc.) The classified advertisements will probably have several items that use this as a selling point. By purchasing a property that is adjacent to public wild lands, a buyer is gaining the right to convenient use of those wild lands. By purchasing an acre or two that is proximate to public lands, he may in effect have access to thousands of acres, literally in his own front yard. Further, depending on the shape or configuration of the property, public access and use of the public lands may be precluded, especially if the private property

blocks a natural access route, such as a canyon or stream bed (such as on Salt Lake City's east bench area). For comparison, a similar private property that lacks such access to public lands would not be as attractive, nor would it be valued as highly as the land that was adjacent to the public area.

Even if these lands were designated wilderness areas, it is still likely that they would be considered valuable properties, even by families with children, or OHV enthusiasts, or other persons who may not be that interested in wilderness. This would be similar to driving down the highway and noticing a home on the edge of a wilderness area. It would probably be attractive, and could easily elicit such comments as, "Wouldn't that be a nice place to live". Such value is not totally dependent on the ability or desire to use the area, but rather is more of an inherent attribute of the property and its surrounding environs.

Some of the areas that are being considered for wilderness designation are in close proximity to parks administered by the Utah Division of Parks and Recreation. Division managers and planners are presently attempting to deal with the question of appropriate development in those parks. Some of those state park areas are best suited for the OHV enthusiast. In these cases we would recommend that those types of uses continue. Other state park areas could be well suited as wilderness staging areas, with possibilities for retaining a natural or primitive setting in the park. Such uses are occurring in Arizona, where federal lands accessing wilderness may be designated state parks as a method of managing and controlling use of the public domain.

Unpaved roads leading into the park, concessions such as equestrian rentals, outfitting services, or drop camp services, and limited development would be the norm here. This philosophy would emphasize the role of the Utah Division of Parks and Recreation in supplying high quality recreation opportunity to a wide spectrum of park users, from the primitive, undeveloped setting desired by the backcountry hikers to an ultra-modern development offering conveniences and amenities for trailers and motorhomes.

Surveys -- Public Attitudes Towards Wilderness

A number of research studies have been conducted in nearby Western states that are related to this discussion. Rather than detail the findings of these studies in this paper, it would be more valuable to state the most relevant results and describe how they apply to the Utah situation.

In 1982, the Arizona State Office of the BLM conducted a mail survey of Arizona households. (see U.S. Dept. of Interior, Bureau of Land Management, Phoenix, AZ. Arizona Wilderness Public Opinion Survey Descriptive Report, October, 1983) A sample of over 5,000 people was drawn from registered voters in the state. A wide range of questions was asked, dealing with attitudes, willingness to pay, and demographics. In general, the respondents actively engaged in outdoor recreation. Their preferences included a strong interest in nonhuman uses of public lands, including wildlife protection, livestock grazing, and wilderness. Support was also expressed for outdoor recreation and mining as public land uses.

Out of all respondents who recalled the costs of their wilderness trips, the average amount spent per person was about $9.50 per day. They report that they would be willing to pay an additional $4.25 per day for the trip rather than do without it. The reported economic value is thus computed to be about $13.75 per person per day.

Additionally, respondents were asked if they would be willing to pay into a special (fictional) fund that would be used to preserve wilderness. The average amount that they would be willing to pay annually into this fund is $11.61 for wilderness in Arizona and $7.54 for wilderness in the United States. These funds would be allocated between actual visits this year (use value), visits in the future (option value), protection of wildlife and plants, and for future generations (bequest value). Almost a third of all respondents (800 or 32%) stated that they would be willing to give a maximum of $47.16, which is four times the average amount.

A similar study was conducted in Colorado in 1980 by Colorado State University. (see Department of Economics, Colorado State University, Fort Collins, Colorado. Wilderness Resource Economics: Recreation Use and Preservation Values, Richard G. Walsh, Richard A. Gillman, and John B. Loomis, May 1981) The study reported that, ". . . The vast majority of Coloradoans favor the protection of wilderness in the state". (page ix). This study found that the use value of Colorado wilderness is about $14 per day per person. Further there was an expressed willingness to pay an annual sum into a special (fictional) fund in order to preserve wilderness. These annual payments were found to be $4.00 option value, $5.00 existence value, and $5.00 bequest value. Thus the sum of all preservation values is about $14.00 annually.

The findings of these two studies are quite similar, and the results of the studies are probably applicable to the situation in Utah. The Utah Division of Parks and Recreation recently (April 1986) completed a statewide telephone survey for the President's Commission on Americans Outdoors. Using random digit dialing, a sample of 55 Utah households was chosen, with every household in the state having an equal chance of being chosen. Both rural and urban areas in Utah were represented in the sample. In an unpublished report summarizing the findings of this study, 84 percent of the respondents agree that "additional efforts should be made to acquire and protect historic sites and natural areas." Further, when asked how this should be paid for, 75 percent of these respondents said that either increased taxes or a combination of increased taxes and user fees would be acceptable.

The western states discussed (Arizona, Colorado, and Utah) have much in common, and if these willingness to pay studies were replicated in Utah, it is likely that the results would be similar. There is presently a study being conducted for the state of Utah, but there are no questions dealing with willingness to pay. Rather, questions deal with attitudes and opinions of more or less wilderness in Utah. If the results of this study indicate further similarity between Utah residents and residents of Arizona and Colorado on the attitudinal and opinion questions, then it would probably be appropriate to apply the value figures to Utah that have been derived in these other studies.

Related issue: Wild and Scenic Rivers

The Utah Division of Parks and Recreation remains an active participant in the consideration of wild and scenic river segments within the state's borders. Based on public input from a variety of groups, including professional guides and outfitters, private river runners, and conservation groups, there seems to be increasing interest in the potential additions to the Wild and Scenic Rivers system.

The intent of the Wild and Scenic Rivers Act (W&SRA) is to balance the national policy of dam construction and other water development with a policy of retaining free flowing river values. Simultaneous designation of a wild and scenic river within a designated wilderness area would draw attention to a management framework that emphasizes environmental values. This would enhance the image of Utah as a tourist destination, similar to the image of our neighbor, Idaho, which is nationally noted for both its wilderness areas and its wild and scenic rivers.

It is important to emphasize the wide spectrum of values, uses, and purposes of wild and scenic Rivers. Some people tend to think of recreation as being the primary, dominant use of wild and scenic rivers. Such a view is not complete. The values that are noted in the W&SRA legislation are scenic, recreational, geologic, fish and wildlife, historic, and cultural. Some of the benefits that may occur in this context include tourism (retail sales, guiding/outfitting, amenities, sightseeing); protection/enhancement of fish and wildlife habitat; and scientific research.

The idea of river preservation has met with much opposition in the past few years, but today seems to be gaining in popularity. In response to this renewed interest, the Utah Division of Parks and Recreation plans to bring all of the interests together in order to rate and prioritize the rivers in the state, defining the best uses for each of the segments. The process has been used by a number of other states. In a series of workshops, river sections are identified as being high priority for development or for preservation. Conflicts between development or preservation are identified for the segments, and the resulting list of priorities will identify those rivers that should be protected. At the same time, rivers with high development potential are also identified. This process has the advantages of 1) providing input from all interested parties, 2) defining the constraints for each of the interests, 3) allowing development of a statewide, comprehensive framework for appropriate development/preservation of Utah's river resources, and 4) defining a state policy for preservation and development.

The use of such a process, utilizing a variety of public and private interests in workshops, should work to remove some of the uncertainty of piecemeal development proposals, and should also delineate and define the areas of most critical interest for both the proponents of preservation and the proponents of development.

While there may be costs entailed in preserving free flowing rivers and wilderness tracts, there are benefits as well. Traditionally, the value of the benefits has not been fully recognized. As demand for free flowing rivers and wild lands increases, and as the supply diminishes, it is imperative that consideration be given for these alternative uses. Through cooperation and comprehensive planning, the rivers and wilderness of the state may be efficiently allocated for a wide spectrum of uses.

STATE OF UTAH
DEPARTMENT OF HEALTH
NORMAN H. BANGERTER, GOVERNOR
SUZANNE DANOOY, M.D., M.P.H., EXECUTIVE DIRECTOR

July 11, 1986

Rod Millar, Chairman
RDCC Subcommittee on Wilderness
Utah Energy Office
3 Triad Center, Suite 450
355 West North Temple
Salt Lake City, Utah 84180-1204

Dear Mr. Millar:

In response to the wilderness subcommittee's discussion concerning wilderness area air quality classification under the Prevention of Significant Deterioration rules, this letter will clarify the methods by which a wilderness area may become Class I.

A wilderness area can only have Class I or Class II air quality status. There are only two ways a wilderness area may become a Class I area:

(1) The wilderness area may be declared as Class I by Congress when the area is designated wilderness.

(2) If a wilderness area was originally designated with Class II air quality status, it is the prerogative of the state whether to redesignate the area to Class I.

The specific Utah regulation dealing with redesignation is contained in Section 3.6.2 of the Utah Air Conservation Regulations (UACR), under authority of Section 26-13-6, Utah Code Annotated, 1953 as amended. The federal rule dealing with redesignation is contained in Section 164 of the Clean Air Act. In accordance with the above mentioned rules, the following areas may be redesignated only as Class I or II:

(1) An area which as of August 7, 1977, exceeded 10,000 acres in size and was a national monument, a national primitive area, a national preserve, a national recreation area, a national wild and scenic river, a national wildlife refuge, a national lakeshore or seashore; and

(2) A national park or national wilderness area established after August 7, 1977, which exceeds 10,000 acres in size.

Prior to submittal to the Governor of a recommendation to redesignate a federally administered wilderness area from Class II to Class I:

KENNETH L. ALKEMA, DIRECTOR • DIVISION OF ENVIRONMENTAL HEALTH
3266 STATE OFFICE BUILDING • P.O. BOX 4550 • SALT LAKE CITY, UTAH 84145-0500 • (801) 533-6121
AN EQUAL OPPORTUNITY EMPLOYER

(1) A notice shall be published in each daily newspaper in the affected area and written notice shall be made to local government units, other states, Indian governing bodies, Federal Land Managers whose lands may be affected by the proposed redesignation and public hearings shall be conducted in the affected areas. Such notice shall be made at least 30 days prior to the public hearing and include a statement of the availability of the discussion outlined in Paragraph 3.6.2.e(2), UACR. Prior to the issuance of a notice under this paragraph respecting the redesignation of any federally administered wilderness area, a written notice shall be given to the appropriate Federal Land Manager who shall be afforded opportunity (not to exceed 60 days) to confer with the Committee respecting the redesignation and to submit written comments and recommendations. In recommending redesignation of any area with respect to which a Federal Land Manager has submitted comments, the Committee shall publish a list of any inconsistency between such redesignation and such comments and recommendations together with the reasons for recommending such redesignation against the recommendation of the Federal Land Manager; and

(2) A discussion of the reasons for the proposed redesignation, including a satisfactory description and analysis of the health, environmental, economic and social and energy effects of the proposed redesignation, will be prepared and made available for public inspection at least 30 days prior to the hearing. Any person who petitions the Committee for redesignation of an area may be required to prepare and submit to the Committee the analysis required by Paragraph, 3.6.2.e(2), UACR.

Sincerely,

Brent C. Bradford
Director
Bureau of Air Quality

DJP
1907Q

NORMAN H. BANGERTER, GOVERNOR

JOHN T. NIELSEN, COMMISSIONER
D. DOUGLAS BODRERO, DEPUTY COMMISSIONER
L. DALE ELTON, DEPUTY COMMISSIONER

STATE OF UTAH
DEPARTMENT OF PUBLIC SAFETY

POLICY STATEMENT ON THE ISSUE OF WILDERNESS DESIGNATION IN THE STATE OF UTAH

DEPARTMENT OF PUBLIC SAFETY
DIVISION OF COMPREHENSIVE EMERGENCY MANAGEMENT

July 15, 1986

The mission of the Utah Department of Public Safety is to protect the life, safety, and property of the citizens of this state and to enforce the laws of the United States and the State of Utah. As such, the Department has no particular philosophical bias either in support of nor opposed to the designation of wilderness in this state. The Department would not take a stand on the issue unless it could be demonstrated that wilderness designation somehow restricts its ability to perform those responsibilities or makes it significantly more expensive to do so.

Experience in nearby states has shown that the presence of law enforcement officers tends to decrease in designated wilderness areas because of the restrictions placed upon motorized access, but this impact is negligible since those areas receive minimal patrol activity anyway. Known criminal activity occurring inside a wilderness area might be harder to deal with because of the access prohibitions, but no significant increase in crime is expected beyond that which would occur normally due to increased usage. It is a well-established fact that urbanized areas offer more criminal opportunities along with a higher profit potential than do rural

COMPREHENSIVE EMERGENCY MANAGEMENT
Lorayne Tempest, Director

1543 Sunnyside Avenue
Salt Lake City, Utah 84108 - 533-5271

ones. In summary, the Commissioner of Public Safety foresees no new problems or increased demands related to law enforcement as a consequence of wilderness designation.

The Division of Comprehensive Emergency Management is designated as the State's primary planning, communications, and coordinating agency for responding to emergencies caused by natural and technological hazards. The Division administers programs that enhance the State's ability to plan for, respond to, mitigate the effects of, and interface with all other levels of government during emergency situations which threaten life and property, and it oversees the procurement and management of disaster assistance programs and funds.

As such, the Division has the responsibility to coordinate and augment fire suppression and search and rescue operations with other state agencies and local governments. Designation of wilderness within the state could potentially impact the discharge of the Division's duties, but at present, no conflicts are evident.

A few local government officials have raised the issue of search and rescue operations within wilderness areas and have argued that their efforts would be hampered by such designation. Comprehensive Emergency Management has discussed this issue with Federal officials, numerous County Sheriffs, and cooperating state agencies. The Director concludes that there is no reason to believe that search and rescue activities will be inhibited or restricted. The Federal agencies have shown a consistent record of cooperation and collaboration with local law enforcement in this area. No cases could be found in Utah or any of her neighboring states where motorized access was denied or restricted by a Federal agency when a threat to life or safety existed. Several Sheriffs admitted that they would respond immediately to an emergency <u>with</u> or <u>without</u> the concurrence of BLM. In some cases, notification was given to BLM after the search was already underway yet BLM never questioned the validity of conducting the mission.

However, it must also be pointed out that many "primitive" roads which are sometimes used for ground search and rescue operations might become impassable in the future due to closure, nonuse, and the eventual return of those roads to their natural condition under wilderness designation. Because of this, the Division feels there could be a potential adverse affect upon local authorities' ability to respond. Use of aircraft and horseback, of course would not be impacted.

The question of fire suppression on state lands adjacent to a designated wilderness area is more appropriately dealt with by the Division of State Lands and Forestry.

However, it should be noted that this Division was unable to find any documented cases of resistance by Federal agencies to the needs of the State in this area.

STATE OF UTAH
NATURAL RESOURCES
Water Resources

Norman H. Bangerter, Govern
Dee C. Hansen, Executive Direc
D. Larry Anderson, Division Direc

1636 West North Temple · Suite 310 · Salt Lake City, UT 84116-3156 · 801-533-5401

July 15, 1986

Mr. Chauncey G. Powis, Chairman
Resource Development Coordinating Committee
Wilderness Subcommittee
1636 West North Temple
Salt Lake City, UT 84116

Chauncey:

The Utah Board of Water Resources is extremely concerned about the recommendations for wilderness designation in the Utah Statewide Wilderness Draft Environmental Impact Statement released by the Bureau of Land Management. As an expression of this concern, the Board passed the attached Resolution at its July 11, 1986 meeting.

We hope the future development and management of the State's limited water resources will not be adversely impacted by the proposed wilderness designations.

Thank you,

D. Larry Anderson

D. Larry Anderson, P.E.
Director

Enclosure

Utah Board of Water Resources

RESOLUTION

on

BLM WILDERNESS DESIGNATION

WHEREAS, the Bureau of Land Management has released a Utah Statewide Wilderness Draft Environmental Impact Statement, including recommendations for wilderness designation, and

WHEREAS, Article 73-10-4 of the Utah Code Annotated has authorized the Board of Water Resources to "...make recommendations...on behalf of the state...for any purpose which relates to the development, conservation, protection and control of the water and power resources of the state," and

WHEREAS, wilderness designation would place extremely severe restrictions on watershed restoration, water-yield improvement, maintenance and repair of existing water-related structures, hydrometeorological data collection, and weather modification, and would virtually prohibit construction of new facilities*, and

WHEREAS, the November 25, 1985 decision by Judge John L. Kane in Sierra Club v. Block opens the door to claims that wilderness designation of BLM lands implies a federal reservation of water along with the land,

WHEREAS, wilderness designation would not produce positive benefits for water conservation, development, or management that could not be accomplished more easily under the normal BLM resource management planning process,

NOW, THEREFORE BE IT RESOLVED, that the Board of Water Resources opposed designation of any public lands as wilderness unless it can be demonstrated conclusively that such designation will not adversely affect present or future water resources development and management.

* * * * * * * *

This Resolution was unanimously adopted by the Utah Board of Water Resources on this 11th day of July, 1986, on Motion of Eugene Johansen and seconded by Clark Wall.

D. Larry Anderson

D. Larry Anderson, Director

Attest:

Nancy Fullmer

Nancy Fullmer, Secretary

*See attached sheet titled, "General Considerations in Wilderness Designation"

General Considerations in Wilderness Designation

Data Collection

The BLM Wilderness Management Policy (September 24, 1982) imposes serious restrictions on the collection of hydrologic data in wilderness areas (page 21). These range from requiring "primitive means" only for snow measurement and prohibiting permanent installation of telemetry equipment, to requiring Presidential approval for establishing any new data sites. Data collection within wilderness areas is often vital to management of water resources outside the wilderness areas; in these cases, enabling legislation should contain provision to relax these requirements.

Weather Modification

The areas in which snowpack augmentation for increased water yield is feasible is necessarily limited to areas with the proper combination of topographic and climatic conditions. The BLM Wilderness Management Policy (page 21) imposes conditions on operational weather modification programs that are not attainable with present technology and evaluation technique.

Wilderness designation for areas with potential for water yield improvement by weather modification should contain appropriate provisions in the enabling legislation to permit such activities.

Water Quality Improvement (sediment control)

Implementation of erosion control structures and practices is discussed on page 20 of the BLM Wilderness Management Policy. In many parts of Utah, particularly the Colorado Basin, sedimentation due to erosion of natural areas is taking on increased importance. This is particularly true when the sediment contains soluble salts.

Since erosion control measures are largely passive and do not distract from the wilderness experience, wilderness designation should contain language to permit implementation of such measures in most cases.

Water Resources Development

The water supplies of Utah are very limited and in many cases, development of a given source of water is physically and economically feasible only in specific locations. Where possible, wilderness designation which will prevent or severely inhibit development of a significant source of water should be avoided.

Instream Flows

At the present time Utah water law permits the Utah Division of Wildlife Resources to establish water rights for instream flows. This is the only entity recognized by the Utah statute with the ability to acquire this type of water right. Therefore, it should be understood that designation of an area as wilderness in no way implies that surface or emerging subsurface water flows can be authorized as instream flows without proper filing by the Utah Division of Wildlife Resources.

Division of
State History
(UTAH STATE HISTORICAL SOCIETY)

MELVIN T SMITH, DIRECTOR
300 RIO GRANDE
SALT LAKE CITY, UTAH 84101-1182
TELEPHONE 801 / 533-5755

M E M O R A N D U M

DATE: 24 February 1986

TO: Jim Dykman

FROM: Jay Haymond

SUBJECT: Draft BLM Wilderness Statement

The legislation under which the BLM is operating in preparing their wilderness statement is clearly cited near the beginning of Volume One. On p. 4, the document states that "the EIS [Environmental Impact Statement] is written to fulfill the requirements of the National Environmental Policy Act." On p. 7, two additional pieces of legislation are given as the basis for the document: the Federal Land Policy and Management Act of 1976 (43 USC 1701) and the Wilderness Act of 1964 (16 USC 1131).

The texts of these laws specifically name historical resources as among those aspects that wilderness designation is designed to protect:

The National Environmental Policy Act requires the Federal Government to "preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety of individual choice." NEPA, Title I, Section 101(b).

The Federal Land Policy and Management Act requires the BLM to consider, in developing multiple use designations, "a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and non-renewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values." FLPMA, Section 103.

The Wilderness Act of 1964 specifies that one of the considerations in determining suitability for wilderness designation is that the area under consideration "may also contain ecological, geological or other features of scientific, educational, scenic, or historical values." Wilderness Act, Section 2(c).

Finally, in a Memorandum of Understanding between the BLM and the Utah State Historic Preservation Officer, reproduced as Appendix 8, the two offices agree upon what adequate historical research would consist of as a foundation for the recommendations contained in the EIS: "As part of the planning and environmental analysis required prior to major management decisions, literature and records searches have been conducted for all public lands that would be affected by the wilderness proposal." MOU, Section III. A.

It is our opinion that the EIS fails to give evidence of adequate compliance with the provisions of all of the legislation cited as well as the MOU.

For one thing, the "List of Preparers" given on pp. 191-195 in Volume One lists only one staff member, Douglas S. Dodge, with even an undergraduate major in history, and no staff members at all with formal qualifications in the field in the form of a graduate degree. Mr. Dodge is listed as a participant only on the Salt Lake District portion of the EIS. The Utah State Historic Preservation Officer cannot regard preparation of historical research on the project by anyone other than professionally qualified historians as adequate.

Also, while the EIS does attempt to deal with historical resources, the historical research that went into Volume Five, Southeast Region, which was examined carefully as a sample of the work in the series, is impressionistic and incomplete. It is not professionally acceptable. The inadequacy of the research is further illustrated by the bibliographies to the various sections of the volume, which cite not one single primary or secondary historical source, in spite of the MOU's requirement of a literatu search.

The result of this unprofessional research carried out without the assistance of professionally-trained historians is that the EIS upon which the BLM has based its recommendations for wilderness designations does not adequately consider the historical resources within the areas in question.

Gary Topping
Curator of Manuscripts

STATE OF UTAH
NATURAL RESOURCES
Wildlife Resources

Norman H. Bangerter, Governor
Dee C. Hansen, Executive Director
William H. Geer, Division Director

596 West North Temple • Salt Lake City, UT 84116-3154 • 801-533-9333

July 17, 1986

Mr. Rod Millar
Utah Energy Office
355 West North Temple
3 Triad Center - Suite 450
Salt Lake City, Utah 84183-1204

Dear Rod:

Attached is the position statement the Division of Wildlife Resources has adopted with respect to wildlife management in wilderness areas.

Sincerely,

Darrell H. Nish
Acting Director

William H. Geer
Director

Attachment

July 1, 1980

Utah State Division of Wildlife Resources

POSITION ON FISH AND WILDLIFE MANAGEMENT IN WILDERNESS AREAS

The Utah State Division of Wildlife Resources recognizes that wilderness areas are of significant value to the natural resources and people of the United States. The Division supports the Wilderness Act, which includes the following precepts:

1. Wilderness areas shall be administered in such a way as to leave them unimpaired for future use and enjoyment as wilderness.
2. Wilderness areas are those where the earth and its community of life are untrammeled by man and where man himself is a visitor and does not remain.
3. Wilderness areas shall be devoted to the public purposes of recreation, scenic, scientific, educational, conservation and historical use.

Further, the Division strictly interprets Section 4.D.8 of the Wilderness Act to provide the state continued management responsibility, authority and jurisdiction over the fish and wildlife resources within wilderness areas. That section reads as follows:

"Nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the several states with respect to wildlife and fish in the national forests."

We interpret this to also apply to the public lands and to be applicable to lands under investigation for wilderness status and to not be in conflict with any "Wilderness Area Interim Guidelines" of the Forest Service or Bureau of Land Management.

The Division believes that the proper management of fish and wildlife resources in wilderness areas depends on development of cooperative programs between the state and the U. S. Government in the spirit of attaining mutual objectives. Such cooperative programs include habitat preservation, enhancement and manipulation and enforcement of state and federal regulations.

The Division recognizes that hunting, fishing and nonappropriative use of the fish and wildlife resources in wilderness areas comprise a legitimate form of public recreation and a form of recreation often in high demand within those areas. Wildlife is an integral and exceptionally valuable part of the entire wilderness concept and experience. The Division believes that regulation of wildlife resource populations is not an appropriate tool to be used to govern visitors in wilderness areas. In addition, the Division believes that maintenance of public uses of fish and wildlife resources, in the face of increasing demands, requires diverse management activities by the state, and that any study or decision concerning the control or reduction of human use in wilderness areas should involve the state wildlife management agency. Specifically, the Division adheres to the belief that certain management activities conducted by the state within wilderness areas are justifiably a responsibility of the state and may be vital to the well-being and maintenance of fish and wildlife resources and their use. These management activities, conducted in the spirit of maintaining the goals of wilderness preservation, include the following:

FISHERIES MANAGEMENT

Aerial Fish Stocking

The geographic location, climatic conditions, and other physical and biological conditions of certain waters within wilderness areas do not allow for natural reproduction of various fish species, or natural reproduction is not

sufficient to maintain satisfactory recreational use or the desired quality of use. Under these conditions, natural reproduction must either be supplemented or replaced. Usually, the most successful and most practical way of supplementing natural reproduction is through aerial stocking.

POSITION: It is the position of the Division that aerial fish stocking is recognized as a conventional, necessary and beneficial tool in maintaining recreational angling in wilderness areas. Aerial fish stocking must be used in those wilderness areas where it was an established practice prior to designation as wilderness; where wilderness management practices, angling pressure or water level manipulation by water users place unnatural or undue pressure on waters; and where other economically or environmentally feasible means are not available even though it has not been previously used.

Angler Surveys

Angler surveys are a recognized scientific method of obtaining fisheries management data. Through these programs, information on catch composition, angler use and fish population statistics can be obtained.

POSITION: It is the position of the Division that the state may conduct, as necessary, angler surveys in wilderness areas.

Population Sampling

Sampling techniques, such as gill netting, electrofishing and other recognized techniques, are necessary for the proper management of fisheries resources.

POSITION: It is the position of the Division that the state may conduct, as necessary, population sampling programs in wilderness areas through established methods.

Chemical Treatment

The use of chemical treatment for the removal of undesirable species is a recognized management technique. In many cases, it is the only practical method of eliminating unwanted species.

POSITION: It is the position of the Division that the use of chemical treatment is a desirable and necessary aspect of wilderness fisheries management and that the state may conduct, as necessary, chemical treatment under the following guidelines:

a. Chemicals used shall be certified by the U. S. Food and Drug Administration for use on freshwater fish.

b. Chemical treatment shall be for the purpose of reestablishing a native species or for improving populations of species which existed in the area prior to wilderness classification.

Egg-taking

The taking of eggs in wilderness areas is often necessary for the perpetuation of endangered or threatened fish species. In addition, eggs of certain unique species may be available only in suitable numbers or under suitable conditions in wilderness areas.

POSITION: It is the position of the Division that the taking of eggs for the management of unique, endangered or threatened species is a legitimate management activity in wilderness areas. The continuation of established egg-taking programs in newly created wilderness areas should continue using previously established techniques. In addition, the state may take, as necessary, eggs of those species which are available only or can be taken only in wilderness areas, keeping in mind the purpose of the wilderness areas.

Transplanting

The capture and transplanting of fish is a recognized and necessary management tool to assist where natural reproduction is inadequate to establish fish populations where none now exist and to reestablish unique, endangered or threatened species.

POSITION: It is the position of the Division that the transplanting of fish for the purpose of: (1) assisting natural production; (2) establishing fish populations in selected barren waters; and (3) reestablishing unique, endangered or threatened species is a legitimate management activity and may be conducted as necessary by the state consistent with wilderness area management.

Fish Species Manipulation

Because suitable habitat may be found only in wilderness areas, the introduction of unique, endangered or threatened fish species or reintroduction of native species into wilderness areas may be necessary for the perpetuation of those species, even some that may not have been indigenous to the area. Additionally, where the constraints of maintaining a viable fishery within a wilderness area require, fish species having a demonstrated capacity for significantly greater production and growth than indigenous species may provide the greatest potential for fisheries management.

POSITION: It is the position of the Division that the manipulation of fish species composition is a legitimate management activity to be conducted by the state as necessary for the perpetuation of unique, endangered or threatened species and/or for those species having demonstrated capacity for significantly greater production and growth than indigenous species.

WILDLIFE MANAGEMENT

Aerial Censusing

In many instances, aerial censusing of wildlife populations is the only feasible method of determining populations and trends.

POSITION: It is the position of the Division that aerial censusing (fixed-wing or helicopter) is currently the only feasible method of enumerating most big game species, and this practice should remain an integral part of big game management in or out of wilderness areas. Big game aerial censusing is a conventional tool that is applied almost exclusively during periods of nonpeak visitor use of wilderness areas and in most areas at a time when no visitor use is occurring.

Aerial Transplanting

Because of the rugged characteristics and remoteness of many wilderness and potential wilderness areas, automotive vehicles or packhorses generally cannot be utilized to transport wildlife in or out of the areas. The helicopter is often the only feasible means by which big game can be transported.

POSITION: It is the position of the Division that wherever practical, ground vehicles or packhorses will be used for transplanting wildlife within the constraints of the Wilderness Act. However, when that is not feasible, helicopters will be used to transport wildlife in or out of wilderness areas for the specific purpose of establishing or reestablishing a species. Helicopter use would be restricted to the minimum needed to accomplish a transplant and would occur during nonpeak visitor periods to the maximum extent possible.

Reintroduction and Transplants of Native Species

In some instances, man's former activities have critically reduced or eliminated populations of certain wildlife species from portions of their ranges which are now in wilderness classification. In other instances, some areas classified as wilderness or for wilderness study provide the only remaining range for some species. The Wilderness Act allows the reintroduction of native species.

POSITION: It is the position of the Division that the reintroduction or replenishing of native wildlife species into former ranges or transplanting from wilderness into suitable ranges are legitimate activities that may be conducted by the state in wilderness areas. Such transplanting of wildlife will be done in accordance with the memorandums of understanding between the Division and land management agencies. The Division reserves the right to conduct such studies as are necessary to evaluate wildlife transplants, including color-marking and/or telemetry studies.

Introduction of Nonnative Wildlife

In certain instances, wilderness areas contain unique habitat niches that may be vacant or underutilized. In such areas, the introduction of locally nonnative wildlife should not be ruled out. This is especially true where the wilderness character of an area can be enhanced through such introductions. Wilderness may provide ideal habitat for certain threatened and endangered species even though that wilderness area may not be within the known historical range of a given species.

POSITION: It is the position of the Division that exotic wildlife is defined as any species that is not native to the North American continent. The Division has not, nor does it intend to, stock exotic big game

anywhere within the state. We, however, feel that it is appropriate to consider establishment of a suitable North American species which might enhance and otherwise fill a vacant niche within a wilderness area. A case in point is the Rocky Mountain goat, which, largely because of geographical barriers, has not extended its range into Utah. There are no documented cases where this species has been destructive to its native or introduced habitat. It is a wilderness animal in all respects and could enhance the wilderness experience by virtue of its capability of surviving in areas of otherwise low wildlife population density. Introduction of wildlife species will be done in accordance with memorandums of understanding between the Division and land management agencies.

Predator Control

Predator control in wilderness areas appears justified only to preserve native wildlife species or to assure perpetuation of endangered or threatened species.

POSITION: It is the position of the Division that predator control be directed only at individual predators, or where predator control is necessary to perpetuate native wildlife species or endangered or threatened species.

Control of Nonnative Species

The control of nonnative species may be necessary to reduce or eliminate conflict with native species, particularly those which are threatened or endangered.

POSITION: It is the position of the Division that the control of non-native species may be carried out in wilderness areas if determined necessary to assure perpetuation of an important (such as bighorn sheep) or threatened or endangered species or to protect habitat and watershed values.

Hunting

Hunting is a historical and an appropriate use of non-National Park wilderness area. It is particularly essential in the proper management of big game species and preservation of habitat in general.

POSITION: It is the position of the Division that wilderness management must recognize hunting as an important recreational use of wilderness areas and assure adequate access for such use.

Hunter Surveys

Hunter surveys are necessary to determine recreational use of wildlife and to obtain data for management of various species.

POSITION: The Division reserves the right to conduct those hunter surveys required to properly manage wildlife populations within or adjacent to wilderness areas.

LAW ENFORCEMENT

The enforcement of laws and regulations pertaining to wilderness areas, fish and wildlife, and public health and safety is an integral and necessary part of a proper wilderness management program.

POSITION: It is the position of the Division that the state may use whatever means are necessary to enforce laws and regulations in wilderness areas keeping in mind the goals of wilderness preservation.

FISH AND WILDLIFE RESEARCH IN WILDERNESS AREAS

Research may be necessary for the enhancement, preservation and management of fish and wildlife resources in wilderness areas. Research cannot be adequately carried out solely on portions of species ranges adjacent to designated wilderness areas.

POSITION: It is the position of the Division that fish and wildlife research are legitimate activities in wilderness areas. Research must be conducted as necessary to produce complete and meaningful results. Where research activities are under way in newly created wilderness areas, those activities shall be carried to their logical conclusion in the manner which they are currently being conducted. Research (or management-oriented investigation) may require the telemetry, tagging or color-marking of individual animals to aid in monitoring movements and activities. The Division considers such procedures to be compatible with wilderness objectives.

MUTUAL STATE AND FEDERAL ACTIVITIES

Habitat Manipulation

The manipulation of habitat, including water development, may be a necessary technique to assure perpetuation of threatened or endangered wildlife species or to maintain native species.

Habitat manipulation activities by their very nature must be held to a minimum in wilderness areas. However, certain activities may be necessary for the protection of unique, endangered or threatened species or to maintain quality recreational use of wilderness areas. It must be recognized that such manipulation may require the use of established procedures utilizing specialized equipment, but every effort would be made to conform as closely as possible to the goals of wilderness preservation.

POSITION: It is the position of the Division that manipulation of habitat (including water developments) necessary for the perpetuation of wildlife, particularly threatened or endangered species, or to maintain

quality hunting and fishing is a legitimate activity in wilderness areas provided this activity is done in a manner as consistent as possible with preservation of wilderness values. The maintenance of habitat development projects (including water developments) which occurred prior to designation as wilderness should be undertaken as necessary. In addition, habitat activities which are made necessary by man's activities within a wilderness area are also considered appropriate.

STATE OF UTAH
NATURAL RESOURCES
Utah Geological & Mineral Survey

Norman H. Bangerter, Governor
Dee C. Hansen, Executive Director
Genevieve Atwood, State Geologist

6 Black Hawk Way · Salt Lake City, UT 84108-1280 · 801-581-6831

July 16, 1986

Rod Millar
Vice-Chairman - Wilderness Subcommittee RDCC
Utah Energy Office
3 Triad Center, Suite 450
355 West North Temple
Salt Lake City, UT 84180-1204

The UGMS commends the Wilderness Subcommittee for their review of the "Utah BLM Statewide Wilderness Draft EIS". We also appreciate the great effort that BLM expended to delineate known and speculative mineral resources and balance potential development of these mineral resources against the Congressional mandate for wilderness lands. We'd like to reiterate a few observations concerning the mineral resources of Utah. The minerals industry has been and will continue to be important to Utah's economy. Utah has a large amount of land already unavailable for mineral exploration. Mineral development is not synonymous with environmental degradation. Much more mineral resource information is necessary before we will know the full impact of wilderness designation on Utah's economy.

The mining and oil and gas industries have been and continue to be a mainstay of the economy of Utah. In 1983, for example, the value of Utah's mineral production was 2.4 billion dollars. The future value can be expected to rise and fall cyclically but will be a significant part of the local economy, particularly those areas off the Wasatch Front, for a long time. Utah's diverse geologic setting, which straddles the Basin and Range, Rocky Mountains, and Colorado Plateau physiographic provinces, has resulted in very diverse mineral occurrences. The resources are abundant and span the entire spectrum of metals, industrial minerals, and fuels. The geologic complexity of the State means that it will be a long time before we have adequately catalogued our resources.

Utah's mineral industry is faced with the significant challenge of a shrinking amount of Utah land open to exploration. Utah has a large amount of land already tied up in National Parks (with integral vistas), National Monuments, National Recreation Areas, Military and Indian Reservations, etc. Additionally, urbanization, wilderness designation and other land use planning decisions hamper exploration and development.

The impact of mineral development on the environment is overestimated by some people. The image of the minerals industry as a despoiler of the environment is a holdover from previous times when unenlightened, unregulated operators did some serious environmental damage. Even then there were responsible operators. Environmental awareness of current operators coupled with existing regulation should be adequate to allow mineral development to coexist as an unobtrusive multiple use in most areas.

Inadequate mineral resource data inhibits efforts to adequately balance all considerations in the wilderness review process. The BLM did a credible job of mineral evaluation considering that they were faced with time and personnel constraints, outdated literature, and lack of access to the most current industry data. Additionally, they had to deal with the difficult issue of speculative resources. It is very unfortunate that the work of the USGS and USBM, to evaluate wilderness areas, will be recieved after the BLM recommendations have been made. It appears that those areas with known mineral potential are well documented by the BLM, but the absence of known mineral resources in other areas may be due to a lack of geologic study rather than a lack of resources. As knowledge and technology advance, mineral projects, once not even considered to have potential may become reality. An example is the opening of the Brush Beryllium mine (the leading producer of beryllium in the free world) which is located in an area that conventional wisdom of forty years age would have deemed worthless. Another example is the Apex gallium/germanium mine which ten years ago would have been written off as an insignificant old copper mine but today is about to become the leading producer of gallium and germanium in the world.

To help maintain a viable mineral industry in Utah we must make sure that the mineral resources of a WSA are fully considered in the wilderness designation process. The issues of speculative resources and cyclical commodity markets dictate that we be very conservative in dismissing the mineral potential of an area and consider potential mineral development in a long time frame.

Once again, congratulations on your work. This is an difficult but important task.

Yours sincerely,

Genevieve Atwood
Director

STATE OF UTAH
NATURAL RESOURCES
Oil, Gas & Mining

Norman H. Bangerter, Governor
Dee C. Hansen, Executive Director
Dianne R. Nielson, Ph.D., Division Director

355 W. North Temple • 3 Triad Center • Suite 350 • Salt Lake City, UT 84180-1203 • 801-538-5340

July 17, 1986

Mr. Rod Millar, Vice-Chairman
Wilderness Subcommittee
116 State Capitol Building
Salt Lake City, Utah 84114

Dear Mr. Millar:

The Division of Oil, Gas and Mining has actively participated in the RDCC Wilderness Subcommittee's review of the BLM Wilderness Draft Environmental Impact Statement and Proposal. Through the Minerals and Energy Team, the Division has provided technical review of the minerals potential of each proposed wilderness area and has made preliminary recommendations on wilderness designation. Those technical comments are incorporated in the Subcommittee report.

In addition to the technical review, the Division of Oil, Gas and Mining is committed to a policy position on the BLM Wilderness Proposal. No area should be designated as BLM Wilderness until the following conditions are met:

1. The concerns of the Division and Board of State Lands and Forestry regarding inholdings must be resolved to the state's satisfaction.

2. All preexisting water rights and jurisdiction over those water rights must be guaranteed, and no new water rights will be created by wilderness designation except as provided for under state law.

3. The county in which a proposed wilderness area occurs must be financially compensated for the loss of revenue from the designated area. This should include rental payments or other federal payments to the county.

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Mr. Rod Millar
July 17, 1986

4. No lands with medium to high mineral potential will be designated for wilderness. Exploration, study or other evaluations may be performed by the government to further qualify the mineral potential, prior to a final decision on wilderness. However, the area will remain open to exploration and multiple land use during the evaluation period.

5. Valid existing rights and essential land use activities and practices shall continue after passage of any act designating an area as wilderness.

Best regards,

Dianne R. Nielson
by [illegible]

Dianne R. Nielson
Director

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STATE OF UTAH
NATURAL RESOURCES
Utah Energy Office

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M E M O R A N D U M

TO: Rodney D. Millar, RDCC Wilderness Subcommittee

FROM: Richard M. Anderson, Director RA

DATE: July 17, 1986

RE: UEO Position on Wilderness

Utah Energy Office Policy Statement on Wilderness

The state of Utah is presently involved in reviewing and commenting on the BLM Statewide Wilderness DEIS. One of the many issues involved in the Wilderness Study Process is the effects wilderness designations may have on the development and conservation of Utah's energy resources. Therefore it is appropriate that the Utah Energy Office submit a statement of general concern and position with respect to this issue. This follows from the legislative mandate outlining the functions and duties of the Utah Energy Conservation and Development Council as staffed by the Utah Energy Office. Among the duties and functions are:

- To develop projection of future state energy;
- To research and analyze the feasibility and effects of proposed energy development projects in the state;
- Examine the feasibility and desirability of establishing energy corridors and energy transmission corridors and, if such corridors are feasible, to make recommendations and assist state agencies and local governments in the establishment of these corridors;
- To provide leadership in state energy conservation planning and implementation;
- To monitor federal legislation on energy development and conservation and recommend policy positions with regard to it;
- And others.

MEMO: Rod Millar
July 17, 1986
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In view of these functions and duties (in part) the following issues are to be considered in reviewing, analyzing and making recommendations with respect to the establishment of wilderness areas in the state of Utah:

1. The degree to which a wilderness proposal would preempt or preclude feasible, desirable and necessary development of Utah's energy resources.

2. The basic economic, technical and environmental feasibility of developing Utah's energy resources.

3. The degree that reasonable cost effective and efficient alternative energy resources or development opportunities may exist.

4. The existence of Valid Existing Rights (VERs) in a proposed wilderness area and whether those VERs may be in jeopardy if the area is designated wilderness.

5. Projections of future demand and production of energy resources in conflict.

6. National energy development priorities, opportunities and needs as determined by federal energy, policies, program and assessments.

These and other pertinent factors as they become known, are necessary elements to consider in any potential energy development assessment process. These factors must also be considered when assessing the impacts of developments or actions in conflict with the potential development of energy resources. They key terms which guide these assessment processes are the "feasibility and effects of," proceeding with a proposed action.

RMA:RDM:mbo

N H. BANGERTER
GOVERNOR

STATE OF UTAH
DEPARTMENT OF COMMUNITY AND
ECONOMIC DEVELOPMENT

COMMUNITY DEVELOPMENT DIVISION

6233 STATE OFFICE BUILDING
SALT LAKE CITY, UTAH 84114
(801) 533-4054

M E M O R A N D U M

TO: Governor Norman H. Bangerter

FROM: Dave Adams, Director of Department of Community & Economic Development

DATE: July 18, 1986

SUBJECT: BLM Wilderness Environmental Impact Statement

From the onset of the BLM Wilderness Environmental Impact assessment process I have been concerned primarily with what influence wilderness designation will have on our efforts to promote economic stability in the rural areas of the state. It has been the goal of this administration to facilitate job creation anyway we can throughout the state.

Not by coincidence, the preponderance of wilderness study areas occur in eleven counties in southern Utah. These eleven counties include some of the most unstable economies in the state. They are unstable for many complex reasons but we do not want to promote anything that will negatively affect their ability to compete for business. The perception is that wilderness is an impediment to development. It is yet another hurdle to overcome in obtaining permits and authorizations, which competing states do not have. We need to consider very carefully any proposal which might negatively affect economic development efforts.

The BLM Draft Environmental Impact Statement (DEIS) has not clearly recognized and evaluated all of the impacts caused by wilderness designation. Perhaps the most important concern not adequately evaluated is the geographical balance issue. The majority of the important wilderness areas are located in a seven county area in the southeastern and south central parts of the state. These seven counties are Carbon, Emery, Grand, San Juan, Wayne, Garfield and Kane. The BLM proposes fifty-eight areas for wilderness designation. Thirty-six, or 62%, are in these seven counties. More startling are the acreage figures. Of a total 1,892,402 million acres in this proposed action, 1,593,135 acres or 84% are in this seven county area.

The DEIS recognizes that some of these counties will be negatively affected by at least a 5% decrease in employment. But, what about the regional influence because of other special use designations? These counties

also contain Canyonlands National Park, Capitol Reef National Park, Arches National Park, Natural Bridges National Monument, Bryce Canyon National Park, part of Zions National Park, Glen Canyon National Recreation Area, two forest service wilderness areas and one BLM designated area extending into our state from Arizona, and three Utah State Parks. These counties should be experiencing an extensive tourism business due to all these resources but all of the southeast region has 10% unemployment as of June of this year. What will wilderness really do for these fragile economies? How will wilderness effect the use of adjacent lands? The BLM should address this cumulative impact on the economies of this area.

The DEIS will be making suitability decisions based on extremely sketchy and unreliable minerals data. The BLM states that a more detailed analysis will be made of those areas determined to be suitable or those in the proposed action. Some of the most significant decisions will have been made by then without a good information base.

The DEIS has also disregarded many road intrusions in the WSAs. Many of these roads are included in the Class D system as created by the Legislature in 1978. The BLM has been inconsistent in applying their own standard to these roads and ways.

With agriculture and mining in a downward trend, it is necessary to replace these elements with certain targeted industries as the opportunity presents itself. We have done extensive studies to determine which businesses and industries can use the resources available in these rural areas. We cannot let wilderness cause impediments to the effort to develop viable economies in these rural areas for those residents whose lives and futures are dependent upon them.

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C. DEIS Technical Comments

This section of the subcommittee's report is a compilation of all comments, both general and specific, relating to the contents of the Draft EIS. It begins with a discussion of concerns with the way some issues or topics were analyzed in general in the DEIS. It is followed by more specific comments by DEIS volume and page number.

These commments all relate to the content of the DEIS and are submitted as constructive criticism of those contents. These comments are not to be construed as an endorsement or acceptance of the content of the DEIS but merely a review of those contents.

1. General Technical Comments

a. Recreation Use Projections

Estimates of recreation use and of growth rates applied to recreation estimates are unsupported. While the 1980 SCORP (Statewide Comprehensive Outdoor Recreation Plan) is cited, the growth rates that the BLM applied are two to three times lower than those estimates. Two percent per annum is probably not a good average to use. Perhaps that may be appropriate for some areas, but WSAs that are nearby to urban population centers, such as the Wasatch Front, warrant a much larger estimate.

There is some question, also, concerning unknown usage of a specific area. In many of the discussions, there is a statement to the effect that present usage levels are unknown, but the BLM estimates "X" usage per year (usually quite low). There is no documentation for this estimate, and for many areas, it is believed that estimate may be in error. When an imprecise growth factor is applied, errors are multiplied by errors. The result is even larger possible errors.

These estimates and multipliers are used throughout the volumes. It would be useful to approach this problem in specific rather than generic terms. In other words, estimates of usage and growth should be derived for specific areas whenever possible. For geographic areas that are proximal to highly urbanized population centers, it would be reasonable to assume that a) current use is higher because access is better and the area is closer and b) growth in future use is apt to be significantly higher than the 2 percent per year figure applied by the BLM.

Finally, besides improving the recreation use projections methodology used, each volume should deal with recreation use projections consistently. Volumes II and III in particular do not go into the same level of detail as other volumes. This dissimilarity and inconsistency among volumes prevents comparisons of anticipated usage among WSAs.

b. Valuation

There have been a number of scientific studies conducted recently in order to determine the "value" of wilderness. The economic benefits and costs of wilderness designation should at least include reference to these research efforts. The findings of these studies are significant in terms of a "benefit-cost analysis" implied by the narrative in the DEIS.

Two studies warrant mention. The first is entitled "Wilderness Resource Economics: Recreation Use and Preservation Values" (Richard Walsh, Richard Gillman, and John Loomis; Department of Economics, Colorado State University, Fort Collins, Colorado, May 1981). This work is an application of some of the concepts introduced by Krutilla and Fisher's classic works "The Economics of Natural Environments" (John Krutilla and Anthony Fisher; Johns Hopkins University Press, Resources for the Future, 1975). The findings are that the general population would be willing to pay for the preservation of wilderness resources. Further, these derived values (option value, existence value, and bequest value) should be added to recreation use values in order to find the total economic value of wilderness to society.

The estimates for these values were found to be significantly higher than those used by the BLM. The average benefit from recreation use value is estimated to be about $14 per visitor day in Colorado. Additionally, a total preservation value of about $14 per visitor day was the estimated value for the existing 1.2 million acres of designated Wilderness in Colorado by Colorado residents in 1980. This figure is an annual payment that these residents would be willing to pay in order to retain the preservation of existing areas.

The term preservation value is actually a combination of these components:

Annual Option value	$5.00
Annual Existence Value	5.00
Annual Bequest Value	4.00
ANNUAL PRESERVATION VALUE	14.00

Option value is the benefit that accrues to the individual for the OPTION to visit wilderness areas in the future. Existence value is the benefit that results from the satisfaction derived by knowing that such natural areas exist, regardless of the respondent's intention to visit the area. Bequest value is derived from the knowledge that these areas will be available for future generations for utility as a wilderness area.

In summary, the report "Wilderness Resource Economics" implies that if wilderness allocation decisions are based on insufficient information, it is likely that an inefficient amount of land will be allocated (either too much or too little). An accurate determination of costs and benefits of designation will provide the data necessary for an efficient mix of wilderness and all other, nonwilderness lands.

Another study conducted by the BLM in Arizona seems to validate the estimates of value cited in the study mentioned above. The report is entitled "Arizona Wilderness Public Opinion Survey: A Descriptive Report" (U. S. Deptartment of the Interior; BLM, Phoenix, AZ, October 1983). Because this is a BLM publication, most of the details will not be cited. However, it is significant that an estimate of value similar to the Colorado study was found. Of the respondents who remembered details of trips, average costs of $18.86 per person for a two-day trip, were cited. Additionally, users were willing to pay an average of $8.63 more for the trip if necessary. The total of these is $27.49 per person for a two-day trip, or about $14.00 per day per person. Further, almost one-third of all respondents would be willing to donate funds for wilderness (similar to preservation values in the previous study). The average donation for preservation values would be $36.87 annually. These figures imply that the value estimates used by the BLM may be far too low.

c. Wilderness Values

It appears that different volumes use different criteria for determining "special features." Some districts include everything outstanding about a specific area, while other districts reject outstanding features (e.g., see Technical Comments on Cougar Canyon and Fifty Mile Mountain). Criteria should be consistent throughout the DEIS.

Tabular presentation of visual resources included in Volumes II and IV by the Richfield District is effective and informative. A similar chart should be included in all WSA analyses.

Lack of distinction between suitable and outstanding solitude and primitive recreation acreage is confusing. Sometimes qualitative distinctions are made in one analysis but combined in another. The problem is particularly apparent in Volumes IIIA and IIIB.

In some analyses, e.g., Volume II, recreational activities were identified and analyzed for outstanding qualities. This practice of actually listing and evaluating each activity listed should be followed in every WSA analysis.

d. Off-Highway Vehicles

"Off-highway vehicle" (OHV) is the preferred terminology instead of "off-road vehicle" (ORV). The term OHV seems to more accurately capture the essence of this activity. Most "four wheeling" occurs on some type of road, rather than as a cross-country event, and is generally on underdeveloped or primitive roadways. The Utah Division of Parks and Recreation has encouraged various agencies to adopt a standard term (OHV) in order to prevent confusion and inconsistency.

e. State Land Inholdings

In the interest of compiling an inventory of substantially affected trust lands, the Division of State Lands & Forestry has commented on BLM's accounting for lands in Appendix 3, Volume I, and has identified changes for Appendix 3. This should not be construed as meaning that the exchange of these lands will ultimately be requested, nor that these are the only lands the division will want exchanged.

During the briefing conducted by BLM when the DEIS was distributed to state agencies, BLM personnel expressed concern over OMB's opposition on an exchange program solely for the purpose of accommodating wilderness designation. BLM reported further that OMB's position is that state lands surrounded by wilderness are worth less than lands with comparable resources which are not surrounded by wilderness. In other words, wilderness designation diminishes the value of inheld state trust lands. The Division of State Lands and Forestry rejects that position on the grounds that it is tantamount to a breach of the land grant trust by the federal government, a clear violation of the bilateral compact established in the Utah Enabling Act. As officers of the trust, that division would be compelled to take whatever action is necessary, including litigation, to challenge the diminishment of trust asset values.

If the exchange of inheld or otherwise substantially affected trust land does not occur for some reason, then the discussion of impacts on page 119 of Volume I of the DEIS is too passive in nature. The adverse effects on the manageability of the proposed wilderness may be so significant that some WSAs would not be suitable for wilderness designation. Portions of some WSAs would have to be dropped from further consideration because the WSA is dissected by state land, e.g., Canaan Mountain. Other WSAs dissected by state land would have to be studied as two WSAs rather than one, e.g., Scorpion.

Vegetative manipulation, other range improvements and water development could occur on state lands, possibly without regard for visual impacts or other impacts on the wilderness values of surrounding lands. Fire management on surrounding lands may be difficult to implement. Some serious legal questions arise from fire spreading to state lands due to lack of suppression efforts on adjacent federal lands. BLM should address the manageability issue for each WSA in the Final EIS because the state probably will choose not to exchange out of some proposed wilderness.

Some discussions of land use plans include the types of permits and leases in effect on state lands. Sometimes this information is quantified. There have been changes since the Division of State Lands and Forestry provided lease information to the BLM, and there will be more changes over time. Rather than continually informing the BLM of routine changes in grazing permits or mineral leases, the division will inform the BLM of development activity on leases and permits and the issuance of special use leases, like the HAMOTS facilities, where that activity may impair the wilderness values on WSA land.

f. Maps and Boundaries

Maps are a problem throughout the DEIS. Geographic and other features named and discussed in the text are often not shown or named on the maps. For example, it would have been helpful if range improvements, both existing and proposed, were identified on the maps along with allotment boundaries. This would have given the reviewers an opportunity to more thoroughly analyze the impacts wilderness designation may or may not have on the livestock operations. Also, a map with the locations of mineral and energy potential should be included in each WSA analysis (such as was done in the Oregon Wilderness EIS).

The inconsistency in the drawing of WSA boundaries relative to state lands should be remedied. In some cases, e.g., Paria-Hackberry, Crack Canyon and Mt. Pennell, BLM has gone out of its way to exclude state land. In other instances, e.g., Dark Canyon, the boundary is drawn through a state section. Sometimes state land is not adjacent to the boundary but is excluded by an interior boundary, e.g., Wahweap. Sometimes the boundary avoids federal/state split estates, e.g., Behind the Rocks. Other times the boundary goes through split estates, e.g., the Cockscomb.

Less effort should be made to draw boundaries along surveyed lines and more effort should be made to draw topographical boundaries.

g. Partial Alternatives

In the case of boundaries for the partial alternatives, it is frequently unclear what resources of a WSA are included or excluded from an analyzed partial. A clear statement should be made in each partial analysis regarding which resources are present or absent within the partial boundaries.

h. Rationale for Recommendation

A very helpful addition to the DEIS would have been to include in each WSA analysis a section on "Rationale for Selection of the Preferred Alternative," as was done in the Oregon WSA EIS. This would have resulted in the quickest public analysis and the likelihood of greater public input to the BLM. In a few instances, the section DESCRIPTIONS OF ALTERNATIVES, Alternatives Analyzed includes a clear statement which states, "The objective of this alternative is to . . .", followed by substantive information. The districts responsible are to be highly commended.

i. Water Rights

Current state law is not compatible with appropriation of water (without a physical diversion) for instream flow purposes. However, when considering an application to appropriate for approval, the State Engineer considers its impact on the natural stream environment. The 1986 Utah Legislature approved HB-58, which provides for instream flows if an existing perfected water right is transferred to the Utah Division of Wildlife Resources with legislative approval. Any change application then filed by DWR is considered for approval by the State Engineer.

j. Highway Setback for Wilderness Areas

The Utah Department of Transportation recommends that wilderness areas be set back 100 yards on each side of roadways designated as state or federal-aid highways. This should provide for most of the highway improvements that might occur.

The unpredictability of area development and its traffic generation makes it difficult to determine future highway needs. The need to widen or make safety improvements to a secondary nonsurfaced route is more likely than the need to change a portion of interstate alignment.

Since the presence of a highway is not in concert with wilderness intent, we do not feel that this setback and the resulting minimal reduction in acreage would have an effect on the proposed wilderness areas.

2. Volume I/Overview

Page xxv, Tables: Many tables (such as those in Chapter 2) focused on the totals (acreages, AUMs, Management Actions, etc.) for the various statewide alternatives. Few tables were included which show a comparison of the effects on each WSA of site-specific alternatives (such as were included in the Oregon WSA Statewide EIS, e.g. Summary-Environmental Consequences, Volume I, page V; Summary of Proposed Management under Each Alternative, Volume I, page 24, Tables 2 and 3; Comparison of Impacts, Volume I, page 26, Tables 2, 3, and 4.) Similar tables would be very useful in the Final Utah EIS.

Tables 25 (U. S. Production of Fuel and Nonfuel Minerals) and 26 (Utah Mineral and Energy Production) were very helpful, as were many tables listing the quantity of a specific item in each WSA (e. g. Table 24, Major Surface Water Supplies Within or Bordering WSAs, Table 27, Past or Existing Mineral and Energy Production from Utah WSAs, and Table 53, Wilderness Values of WSAs). Table 29, Total Estimated In-Place Resources in WSAs, is a typical example of a table which would have been more useful had it listed the data for each WSA. In general, it would be very helpful to indicate the information for individual WSAs in each table which gives statewide totals.

Page 11, The Wilderness System in Utah, Paragraph 1: The Division of State Lands and Forestry objects to the discussion of the Book Cliffs State land block under the heading of "The Wilderness System in Utah." The roadless designation for the state land is an interim decision later to be reviewed in our planning process.

Page 20, Column 2, Highest Quality Wilderness Alternative: This paragraph discusses the Highest Quality Wilderness Alternative as an alternative considered and eliminated from detailed study. This alternative was eliminated because it was not "significantly different than the BLM Proposed Action." This alternative proposes 2,050,922 acres of wilderness as opposed to the 1,892,402 acres of the BLM Proposed Action. This seems like a significant difference.

Page 28, Figure 2: This graph is excellent. It is very helpful in comparing the amounts of wilderness included in each alternative.

Page 77, Big Game Species, Paragraph 5: The Utah Division of Wildlife Resources has also identified Fish Springs WSA as a proposed desert bighorn sheep transplant site.

Page 90, Paragraph 1, Lines 10 & 11: Four ISAs (Book Cliffs, Devil's Garden, Joshua Tree, and Link Flats) that were studied and recommended as nonsuitable for wilderness designation are listed. It would be helpful to have more information on the rationale for the nonsuitability recommendation or a reference document where such information is available.

Page 95, Proximity to Population Centers: An explanation of how it was determined that the definition of "a day's driving time" equals five hours would be helpful.

Page 118, Items 1,2,3 and 5: It should be made clear that items 1-3 apply only to grazing. Section 65 is the correct reference for item 5.

Page 119, Paragraph 1: Item 6 should be deleted in its entirety; no such statute exists.

Page 119, Item 2: Delete "except those containing coal or other minerals." Mineral rights are reserved in land sales. Section 65-1-4 is not an appropriate reference. Section 565 does not exist.

Page 199, Appendices: It would helpful to the general public to include an appendix which explains standard management practices and wilderness management policy (similar to the summary found in the Oregon WSA EIS, Volume I, page 17). It would also be useful to include an appendix which explains the methodology used by BLM in determining actual visitor use days in the WSAs.

Page 221, Fish and Wildlife: Reintroduction of desert bighorn sheep to the Fish Springs WSA as proposed will require construction of water guzzlers. Otherwise, a transplant will not be viable.

Page 231, Response to Comment 31: Text should read, "Refer to the response to Comment 30."

Page 281, Paragraph 1: Fifty-seven WSAs have state inholdings.

Page 282-3, Table 1: The title for Table 1 should specify surface ownership. The Dirty Devil WSA includes about 2555 acres of state land. The table lists zero acres of state ownership.

Pages 284-310, Appendix 3: In the interest of maintaining an inventory of substantially affected trust lands, the following changes should be made.

- Mt. Ellen/ Blue Hills: Delete T30S, R9E, SW4SW4 Sec. 32.
  Add T30S, R11E, 32-ALL, 640.00, 640.00
- Mt. Hillers: Add T33S, R11E, 32-ALL, 640.00, 640.00
  T34S, R11E, 16-ALL, 640.00, 640.00
- Wah Wah Mtns: Delete T23S, R16W, 2-ALL, 638.52, 638.52
  Add T25S, R16W, 2-ALL, 638.52, 638.52
- North Escalante Canyon/ The Gulch: Add T35S, R5E, 36-ALL, 640.00, 640.00
- Road Canyon: For T40S, R19E, Sec. 16, insert comma after N2NW4.
- Butler Wash: Add T32S, R20E, 32-ALL, 640.00, 640.00

3. Volume II/ West-Central Region

GENERAL COMMENTS

The BLM should have included a more thorough discussion of the potential for sediment hosted, disseminated gold deposits in the WSAs. Information on favorable stratigraphic units (impure, carbonaceous limestone and dolomite), presence of positive geochemical indicators (mercury, arsenic, antimony, barium, tungsten, and molybdenum), evidence of paleo hot springs, types of alteration, and presence of favorable structures (brecciation, faulting, etc.) should all be discussed.

The SAI estimates of the metallic resources of these areas should include a statement of assumptions made and a statement of possible sources of error. An estimate of 50 to 500 tons of gold present is meaningless unless made by a geologist with extensive experience in a particular geographic area.

A stratigraphic column should be included with each WSA discussion to insure a thorough review. Many rock formations have particular potential for certain commodities such as the Phosphoria Formation for phosphate, uranium, and vanadium or the Manning Canyon Shale for brickmaking clay.

According to Welsh (personal communication, March 3, 1986), Penstemon nanus was misidentified in certain areas early on in the BLM wilderness review process. It is confused with Penstemon dolius in certain areas. This problem should be discussed with Dr. Welsh and the necessary corrections made throughout the vegetation description sections in the individual WSA discussions as well as in the general information provided in Volume I of the Draft EIS.

A basic criticism of the vegetative analysis is that it was done using a very large scale system, the Bailey-Kuchler ecosystem classification system, that does not allow for site specific comparisons. In Appendix II of Volume I (page 231) the shortcomings of this system are pointed out in the comments section. BLM's replies do not really address the problem of basing decisions on insufficient data. Detailed information about the flora of many of the areas is not available because the scientific work has not been done. It is incumbent on the BLM to create a data base upon which decisions can be based as soon as possible.

SPECIFIC COMMENTS

North Stansbury Mountains WSA

Page 13, Vegetation: The text states that the biotic community is juniper woodland without pinyon and then immediately refers to "this pygmy forest habitat." To which pygmy forest habitat does this refer?

Page 16, Locatable Minerals: There is potential for disseminated gold in the WSA. Other mineral assessment data are in concert with acceptable mineral modeling procedures.

Page 17, Wildlife: Even though UDWR overlays depict sage grouse habitat within the western portion of the WSA, it is highly questionable that sage grouse are present. No recent sightings (within the last 10 years) have been documented on the Skull Valley side of the Stansbury Range.

Page 18, Table 7: There appears to be a discrepancy between the information contained on Table 7 and the narrative in the second column at the bottom of page 18. The information contained in the Livestock Grazing Use Data table indicates that the season of use for the Stansbury Mountain Allotment is from 6/15 to 5/1, which would indicate almost year-round use; whereas, the information contained in the narrative at the bottom part of page 18 indicates that seasonal use takes place in the summer between June 15 and August 1st in the Stansbury Mountain Allotment.

Cedar Mountains WSA

Page 3, Map: Two 40-acre parcels, T3S, R10W, Sec. 8: NWSE, and T4S, R10W, Sec. 17: SESE, are shown as private land. These parcels are split-estate lands. The state owns the minerals.

Page 4, All Wilderness Alternative, Paragraph 1: An inconsistency is noted in the content of this discussion for this WSA vis-a-vis other WSAs. Elsewhere this discussion mentions the acquisition of adjacent state lands. Here it does not.

Page 11, Wildlife, Paragraph 2: A limited number of antelope occupy the western portion of the WSA and should be added as a big game species in the area.

Page 18, Wildlife: Antelope should be added as animals that would be dispersed from the areas of localized disturbance.

Deep Creek Mountains WSA

Page 1, Response to Comment 3: The response states that chemical treatment of water, stream stabilization and enhancement would probably be allowed if wilderness protection criteria could be met. Some if not all of those activities will be necessary in Birch, Trout, Granite, Red Cedar, Indian Farm and Thomas (Tom's) creeks in order for UDWR to reestablish and manage Bonneville cutthroat in those streams as planned.

Page 17, Geology, Paragraph 1: The document states that "the northern half of the range differs markedly from the southern half, although some common geologic structures are evident along the entire range." No further information is given on what is in the northern OR southern half or what is common. The only rock unit discussed is the granitic intrusive in the middle of the range. This section should be considerably expanded.

Page 17, Vegetation, Paragraph 4: What information is available about the age of the bristlecone pines in this WSA?

Page 17, Vegetation, Paragraph 7: Penstemon nanus is not found in this area. It was misidentified early on in the BLM wilderness review process. The correct species is Penstemon dolius (Stan Welsh, personal communication, March 3, 1986).

Page 21, Wildlife, Paragraph 1: The estimated number of 460 mule deer inhabiting the Deep Creek Mountains is low in view of the fact that 401 bucks were reportedly harvested on Deer Herd Unit 62A in 1984. Most of those would have come from the Deep Creek Mountains.

Page 23, Recreation, Paragraph 1: Attempts have been made in the past and are continuing by UDWR to eliminate rainbow trout from Trout and Birch creeks and manage them only for Bonneville cutthroat trout.

Fish Springs WSA

Page 8, Paragraph 4: The desert bighorn sheep transplant proposed by UDWR will require water guzzlers since there is no water present in the area. No specific water guzzler sites have been identified at this time.

Page 9, Geology: This section should include mention of rock units, ages, etc.

Page 10, Partial Wilderness Designation, Paragraph 1: The summary states, "All of the existing mining claims are on the margins of the WSA and would be in the nondesignated area." This is inconsistent with other statements on page 25 that suggest claims are present in the designated area.

Page 12, Vegetation, Paragraph 3: Although it is highly unlikely that there are endangered species in this area, it would be more correct to state that, "No threatened, endangered, or sensitive plant species are known to occur . . .", since the area has not been studied.

Page 13, Locatable Minerals: This section does not state that mines exist less than one-half mile from the WSA boundary and that workings from this mine might trend under the WSA. Also, disseminated gold potential in carbonates is not discussed.

Rockwell WSA

Page 6, Geology: This is more of a topographic, geomorphic description than a geologic description. What geologic units might be expected to subcrop below the dunes? What economic potential would be expected from these units?

Page 8, Vegetation: It would be more correct to say, "According to Welsh (1979) and herbarium records, there are no threatened, endangered, or sensitive plant species known to occur within the Rockwell WSA."

Swasey Mountain WSA

Page 3, Map 1: Section 2, T16S, R14W is State land, not BLM land as shown.

Page 9, Geology: There is no mention of rock units, ages, alteration, etc., in the WSA; again, as in the description of the Rockwell WSA, it is more of a physiographic than a geologic description.

Page 13, Locatable Minerals: Arsenic, antimony, mercury, reported to occur on claims in the WSA, are "pathfinder" elements possibly indicative of disseminated gold.

Page 14, Wildlife, Paragraph 2: The estimate of 500 deer using the area during the winter is low. Investigations by UDWR indicate 1,000 plus deer migrate into and/or through the area during the winter.

Howell Peak WSA

Page 11, Vegetation: It would be clearer if the words "are known to" were inserted prior to the word "occur."

Page 12, Locatable Minerals: There is no mention of potential for gold associated with volcanics or disseminated into sediments juxtaposed with volcanic centers. There is also no mention of potential for carbonate-hosted silver, lead, zinc, etc.

Page 14, Cultural Resources: The statement on cultural resources is well done.

Page 16, Column 1, Paragraph 1: T18S, R14W, Sec. 2: S2NW4NW4NW4, N2SW4NW4NW4, is leased to the U. S. Air Force for the installation of a HAMOTS facility. The facility will be installed (constructed) this year.

Conger Mountain WSA

Page 3, All Wilderness Alternative, Paragraph 1: The word "not" should be deleted from the sentence, "Two of seven state sections adjacent to the WSA likely would not be exchanged."

Page 10, Wildlife, Paragraph 3: The WSA is located within the West Desert Antelope Herd Unit and not the Southwest Desert Antelope Herd Unit as stated.

Page 11, Cultural Resources, Paragraph 3: There are records of some historic ranches in the area. The DEIS neglects this information.

Page 12, Land Use Plans and Controls, Paragraph 2: Part of an adjacent state section, T17S, R17W, Sec. 36 is leased to the U. S. Air Force for the installation of a HAMOTS facility. The facility will be installed (constructed) this year.

Notch Peak WSA

Page 15, Geology: The overall geologic description is poor. What are the ages and facies of rock outcrops? What alteration is noted at contacts with the Jurassic intrusive? Are there any low-angle faults described? As noted on page 17, gold and tungsten have been mined in the area. Mineral potential could be in excess of favorability noted in Table 4, page 16

Page Vegetation: According to Welsh (personal communication, March 3, 1986), a newly described rare species has been identified in the House Range. The species is *Primula domensis* (Kass and Welsh).

King Top

Page 9, Geology: There is no mention of rock units by age or facies nor existence of intrusives or volcanics. It is difficult to characterize geology and economic potential from such data.

Page 13, Locatable Minerals: Favorability for uranium may be low. The statement about surface volcanics (extrusives?) being source rocks is misleading. Apparently, what is meant is that there are no outcrops of intrusive source rocks.

Page 15, Cultural Resources: More contextual information should be provided about the town of Ibex since the mining activities significantly impact the general area.

Wah Wah Mountains WSA

Page 4, All Wilderness Alternative, Paragraph 1: An error in the WSA Exchange List (Volume I, Appendix 3) supplied by the state probably causes some confusion. T23S, R16W, Sec. 2 on the exchange list should be T25S, R16W, Sec. 2. That would make it six state sections within or nearly surrounded by the WSA and three adjacent sections that would likely be exchanged.

Page 5, Map 2, and Page 8, Map 3: To be consistent with other maps in the document, Section 36, T25S, R16W should not be inside the WSA boundary (see map on page 3).

Page 12, Geology: In addition to minimal references to "tertiary volcanism" and "Paleozoic rocks", there should be more information about rock units, ages, etc.

Page 17, Land Use Plans and Controls, Paragraph 1: To be consistent with the discussion on page 4, the second sentence should read, ". . . state sections within or nearly surrounded by the WSA. . . ."

4. Volume III Part A/ South-West Region

GENERAL COMMENTS

Information on cultural resources is weak or nonexistent for most WSAs. Statements of minimal conflict with cultural resources are not supported in the DEIS.

SPECIFIC COMMENTS

Cougar Canyon WSA

Page 1, Introduction, Paragraph 1, Last Sentence: Is this statement true for both Utah and Nevada?

Page 8, Geology: There is no discussion of geologic structure or unique geologic features; this is a geographic rather than a geologic description.

Page 10, Locatable Minerals: The possibility for bulk tonnage gold, either in volcanics or in the intrusives, should not be discounted.

Page 13, Special Features: This interpretation of the Wilderness Act is highly imaginative and the logic which follows is flawed. Section 2(c) of the Wilderness Act states, ". . .(4) may also contain . . . scenic . . . value." The more than 5000 acres of Class A scenery in Cougar Canyon WSA is, by definition, "unusual or outstanding." If, as stated, the scenery is not unusual, then it must be outstanding. Therefore it must have scenic value, as does all other Class A scenery. Furthermore, if the argument is accepted that any scenery which exists in more than one place (square foot? acre? section? WSA?) in Southern Utah or Nevada is not unusual, then it might be possible to state there is no unusual scenery in Southern Utah, which is patently false. A broader perspective would be appropriate here.

Red Mountain WSA

Page 10, Geology: There is no discussion of the limestone, conglomerate, or basalt formations found in the WSA mentioned in the text.

Page 15, Wildlife: The UDWR's Southern Region has proposed to the Dixie Resource Area BLM Office stocking desert bighorn sheep on Red Mountain. The action is still proposed but not mentioned in the DEIS.

Cottonwood Canyon WSA

Page 12, Geology: More information on uranium and mining methods is needed.

Deep Creek Mountains WSA

Page 11, Wildlife, Paragraph 4: The DEIS states that only light hunting pressure and that no critical habitat for big game occurs within the WSA. The UDWR believes that the area receives substantial hunting pressure and that an unquantified amount of critical deer winter range exists.

Page 2, No Action Alternative, Paragraph 1: It is suggested that the term "near" not be used to describe the proximity of non-BLM lands to WSAs. State mineral lands lie adjacent to the WSA; in fact, the WSA boundary was changed from earlier versions to exclude state/private split-estate. An inconsistency is noted in the mapping of split estate lands, e.g., Cedar Mountains WSA vs. Deep Creek WSA.

Orderville Canyon WSA

Page 9, Geology, Paragraph 3: "Rocks of Jurassic Age, with a total depth of 1,500 feet" should probably read: ". . . with a total thickness of 1,500 feet."

Page 9, Geology, Paragraph 4: "Minor outcrops of undivided Jurassic sediments" should probably read, ". . . of undifferentiated Jurassic sediments."

Parunuweap Canyon WSA

Page 4, All Wilderness Alternative, Paragraph 1: Two state sections are within the WSA (page 1, paragraph 1). Same comment for page 24, paragraph 1.

Page 5, Map: The WSA boundary wrongly excludes the "cornered" state inholding.

Page 23, Special Features: Are there threats to the Foote Ranch Road if the wilderness alternative is not followed?

Canaan Mountain WSA

Page 1, Paragraph 1: The acreage of state inholdings (3250 acres) does not include the cornered inholding wrongly excluded on Map 1 (page 4) and is inconsistent with acreage indicated on page 3 for the No Action Alternative. State inholding acreage should be approximately 3890 acres. The same comment is applicable to page 5, All Wilderness Alternative.

Page 4, Map: Two state inholdings, T43S, R10W, Sec. 2 and T43S, R9 1/2W, Sec. 32 are not shown.

Page 6, Map: The WSA boundary wrongly excludes the cornered state inholding.

Page 8, Map: Why is the WSA boundary in T43S, R10W, Sec. 2 drawn as shown? Section 2 is state land?

Page 21, Paragraph 4: State land acreage is approximately 3890 acres.

Moquith Mountain WSA

Page 1, Paragraph 1: If the 40 acres of private inholdings are found at T44S, R7W, Sec. 3: Lot 4, they are not shown on Map 1. The state owns the minerals on this parcel.

Page 1, Response to Comment 1: Since Astragalus ampullaris has been found approximately one mile southeast of the west boundary of the WSA, it is highly likely that the ecological conditions necessary to support this species exist within the WSA boundary. Just because it has not been found inside the boundary line does not mean that it should not be discussed in the DEIS

Page 4, All Wilderness Alternative, Paragraph 1: The 680.42 acres of state land probably includes 40.42 acres of minerals only (see first comment).

The Blues WSA

Page 6, Geology: What part of the Cretaceous section is exposed on the surface?

Page 10, Leasable Minerals: The discussion of oil and gas is well done.

Page 11, Paragraph 3: While moisture content of 18.3 percent and average ash content of 13.6 percent are higher than normally found in Western coals, the average BTU value of 11,683 is quite good and makes the statement of general "poor to moderate quality" subject to question.

Page 17, Vegetation: 1,130 acres disturbed for mineral exploration and development seems high.

Mud Springs Canyon WSA

Page 12, Coal, Paragraph 3: The statement concerning nondevelopment of the deeper coal in this WSA seems questionable. Coal is generally mineable down to 3,000 feet with some increase in cost as the depth increases but not necessarily enough to make the 1,000-foot coal producible and the 3,000-foot coal nonproducible in the same mine.

Paria-Hackberry WSA

Page 1, Paragraph 1: The 8371 acres of state inholdings do not include the cornered inholding wrongly excluded on Map 1. State inholding acreage is 0010.12 (surface) and 9419.12 (mineral). The same comment applies to page 4, paragraph 3 and page 22, column 2, paragraph 2.

Page 5, Map: The surface of the state land shown in T40S, R1W, Sec. 16 was conveyed to the United States; the state retained the minerals. Page 22, column 2, paragraph 2, should be changed.

Page 13, Geology: A discussion of structure or regional setting is lacking.

Page 18, Leasable Minerals: The oil and gas discussion is well done.

Page 21, Special Features: There should be a discussion of the proposal to amend the Vermillions Cliffs Management Framework Plan to designate No Man's Mesa as a Research Natural Area. The state has endorsed the proposal in recognition of the unique values of the relict plant associations found in the area.

Page 22, Column 1: A number of high-value scenic areas are identified. Are these areas included in the proposed action (partial wilderness)?

The Cockscomb WSA

Page 1, Paragraph 1: The WSA boundary extends over three sections in which the state owns the minerals (see Volume I, page 297). The existence of state mineral inholdings affects the text of page 4, No Action Alternative, paragraph 1 and dot 1; page 5, Map 1; page 6, paragraph 1 and dot 1; page 8, dot 4, Partial Wilderness Alternative, paragraph 1 and dot 1; page 10, dot 8; page 19, Land Use Plans and Controls, paragraph 1; page 13, Land Use Plans and Controls; page 22, Locatable Minerals; page 24, All Wilderness Alternative, paragraph 1; page 26, Land Use Plans and Controls; and, page 29, Land Use Plans and Controls. The BLM was provided with the information on state mineral inholdings during the state's review of the SSAs. Is there a question as to ownership or are these unintentional omissions?

Page 11, Geology, Paragraph 2: The designation "the Cockscomb formation" makes this sound more like a lithologic unit than a topographic feature.

Page 11, Geology Paragraph 3: The Navajo Formation is Triassic/Jurassic in age.

Page 12, Table 1: The table gives no relative coal impacts for the All Wilderness and Partial Wilderness alternatives.

5. Volume III Part B South-West Region

GENERAL COMMENTS

Information on cultural resources is weak or nonexistent for most WSAs. Statements of minimal conflict with cultural resources are not supported in the DEIS.

SPECIFIC COMMENTS

Wahweap WSA

Page 1, Paragraph 1: State inholdings total 9720.84 acres. Same comment applies to page 28, paragraph 3.

Page 8, All Wilderness Alternative, Paragraph 1: Fifteen inheld and 13 adjacent sections would be exchanged.

Page 9, Map: The WSA boundary in the Pet Hollow area differs from that on Maps 2 and 3.

Page 14, Paragraph 3: Eight state sections total 5191.6 acres.

Page 18, Geology: The geologic discussion is well done.

Page 22, Mineral and Energy Resources: The overall potential for energy mineral development, the large number of issued coal leases, and a resource estimate of approximately 1 billion tons of coal support a OIR of 3 or possibly higher.

Page 23, Coal: The phrase "one-third to one-half of the coal is recoverable" is frequently used for WSAs with coal resources without specifying that this assumes a room and pillar mining method; longwall mining would obviously produce much higher yields.

Page 25, Wildlife: The area has potential to attract desert bighorn sheep from adjacent habitat. Chukar and Gambel quail have been stocked in the WSA.

Page 27, Primitive and Unconfined Recreation: The statement is made that no outstanding opportunities for primitive recreation exist in the WSA, but public comments contradict this statement.

Page 27, Special Features: Scenic value areas should also be identified on a map to aid the reader in determining whether they are included in the Partial Alternative.

Page 30, Geology: Mineral development would, in all probability, cause greater surface disturbance than the 330 acres suggested.

Page 38, Locatable Minerals, Paragraph 2: The assumption is made that locatable minerals are evenly distributed in the WSA. This is a poor assumption since locatable minerals are generally not evenly distributed.

Burning Hills WSA

Page 13, Wildlife: Desert bighorn sheep frequent the area. Mule deer are yearlong residents, not winter visitors only. There is a current proposal to stock bighorn sheep into an area of the Glen Canyon Recreation Area, just south of the WSA. These sheep could move into the Burning Hills WSA.

Death Ridge WSA

Page 3, No Action Alternative, Paragraph 1: Pages 1 and 16 correctly mention state inholding acreage of 3840 acres (approximately).

Page 13, Paragraph 4: The discovery (exploration) phase of a 1,500-ton U308 ore body would probably require surface disturbance well in excess of the 250-acre extent indicated. The 250-acre figure could represent the disturbed acreage during the actual production stage. In reality, present and near-term postulated economics will require grades greater than .01 percent eU308, reducing the size of potential ore bodies while increasing the amount of area disturbed during discovery.

Page 14, Cultural Resources: The document contains a good statement on cultural resource values.

Phipps-Death Hollow ISA

Page 14, Carbon Dioxide: More information should be supplied on the CO_2 resource. Useful information would answer such questions as, 1) is the resource contained in one reservoir or are there smaller discrete reservoirs; 2) how does the low pressure of the resource affect its economic viability; and 3) how does the regional hydrodynamic drive affect the resource location and volume estimates?

Page 15, Locatable Minerals: The low rating for locatable minerals seems reasonable.

Page 15, Wildlife: There are significantly higher numbers of deer using the area during winter than the DEIS states.

Steep Creek WSA

Page 14, Locatable Minerals, Paragraph 6: The phrase "any potential deposit would not be expected to exceed 500 tons uranium oxide at a forward cost of $100 dollars per ton" is confusing. Does this mean that there is potential for a 500-ton resource in the area at a projected market price of $100/per pound?

Page 15, Locatable Minerals: Assessment for acreage disturbed by uranium production should be revised upward to reflect road and drill pad disturbance during exploration for hypothetical deposits. Overall the potential for single high-grade deposits (greater than .15 percent U308) of one million lbs. size is low. Copper associated with uranium at grades noted in the report cannot compete with other higher grade/tonnage deposits in the USA.

Page 16, Table 4: The Circle Cliffs allotment identifies 619 acres as suitable for grazing in the WSA and a AUM grazing preference of 1,530. This would equate to approximately 2.5 AUMs per acre. Without having any additional information, this would seem to be an unrealistic grazing allocation for this particular vegetation site.

Page 30, Wilderness Values: The acreage figures for outstanding solitude and primitive recreation differ from those on page 18, paragraph 3 (solitude) and page 18, paragraph 4 (recreation).

North Escalante Canyons/The Gulch WSA

Page 1, Paragraph 1: The 452 acres of split estate is outside the WSA, according to the maps. The 8897 acres of inholdings include 40 acres within the Glen Canyon NRA.

Page 5, Map: The state will amend the WSA Exchange List (Volume 1, Appendix 3) to include Section 36, T35S, R5E, which the BLM has identified correctly as an inholding. The WSA boundary in the southeast includes two state sections which are usually excluded when the boundary is drawn.

Page 19, Mineral and Energy Resources: There is a problem with tar sand resource figures; the No Action Alternative discusses 14 million barrels of oil from tar sand while the 100,300 acre Partial Alternative designation lists 38 million barrels of oil recoverable from tar sands.

Page 24, Tar Sand: The near-term potential for commercial tar sand is generally considered to be low; present technology and economics make these deposits unlikely to be developed in the near future.

Page 25, Uranium: The favorability assessment seems reasonable but it might be advisable to use a .01 percent cut off for economics if radiometric logs are the basis of grade; a .03 percent cutoff might be preferable.

Page 25, Copper: An SAI rating for copper is probably unnecessary.

Carcass Canyon WSA

Page 3, Map: A legend should be included for the split estate.

Page 10, Mineral and Energy Resources: Based upon drilling success by Exxon in the Salt Wash Member of the Morrison Formation (or equivalent), there may be potential for one million pound plus uranium deposits at grades greater than .07 percent U308 in the WSA; however, a considerable increase in uranium price would be necessary in order to stimulate exploration. The OIR of 3+ may be too high if the oil and gas potential is low.

Page 9, Geology: The identification of paleontological resources is helpful.

Scorpion WSA

Page 9, Geology, Paragraph 1: The Colorado Physiographic Province should probably read Colorado Plateau Physiographic Province.

Page 14, Wildlife: Desert bighorn sheep frequent Twenty-Five Mile Wash.

Page 6, Partial Wilderness Alternative: In the Description of Alternatives on page 4, under the All Wilderness Alternative, it indicates that there are 2,496 AUMs in the WSA. On page 6, under the Partial Wilderness Alternative, it indicates that there are 380 AUMs within this partial designation. Yet under the Environmental Consequences of Alternatives discussion on page 27, it identifies 9,700 as the partial designation, with 261 AUMs in this designated area. Both the acreage and the AUMs appear to be in error. Which are the correct figures?

Page 27, Wilderness Values: Is Class A scenery included in the partial?

Escalante Canyons Tract 5 ISA

Page 6, Geology: More detail on the Jurassic Formations would have been helpful.

Page 10, Column 2, Paragraph 1: Which are the other two ISAs?

Fifty Mile Mountain WSA

Page 1, Paragraph 2: The WSA includes some split estates (Volume 1, Appendix 3). The existence of split estate lands will affect the text elsewhere. Information on the split estate lands was provided to BLM during the state's review of the SSAs.

Page 3, Map: The legend for state lands is wrong.

Page 11, Map: Cornered state sections should not be excluded as shown.

Page 15, Paragraph 2: Fourteen state sections (more acreage) likely would be acquired under this alternative.

Page 23, Locatable Minerals: Uranium exploration in the early 1980s may have encountered commercial ore grades in the Morrison Formation in this WSA.

Page 25, Wildlife: The Utah Division of Wildlife Resources has proposed to the BLM to stock elk in this area. Chukar are found in the WSA.

Page 26, Visual Resources: The statement that the visual resource inventory classified "135, 343 acres as exceptional (Class A)" seems to contradict page 28, Special Features, paragraph 5 which states, "The aggregate area of outstanding scenic values in the WSA is about 19,200 acres." Can there be 116,143 acres of "exceptional" scenery (Class A is defined as "unusual or outstanding") which do not have outstanding scenic value?

Page 33, Cultural Resources: Effects on cultural resources by development would not be minimal as stated. Past experience, i.e., Alkali Ridge, has shown development to be disastrous to cultural sites.

Page 40, Column 1, Paragraph 5: The document states that under the 92,441-acre Partial Alternative, 64,774 acres possessing outstanding opportunities for solitude would be preserved. Page 18, column 4, paragraph 3 indicates that all of the area meeting the standard for outstanding opportunities for solitude would be in the designated portion of the partial; however, on page 27 it is stated that a total of 69,000 acres possess outstanding opportunities for solitude. These figures are contradictory. It is also unclear from page 40 whether any primitive recreation acreage is within the partial.

Page 43, Land Use Plans and Controls: Much more than 1920 acres of state land should be exchanged.

Red Butte WSA

Page 6, Map 3: This map should include Spring Creek Canyon, contiguous to the north end of Zion National Park. The amended map should be used wherever map 3 appears in the DEIS, i.e., in the analysis of the other Zion units such as the Watchman WSA.

Page 9, Mineral and Energy Resources: The mineral potential of this area is probably low.

Page 11, Wildlife: This WSA includes critical deer winter range. Deer are also present in significant numbers during spring, summer and fall.

Page 18, Column 1, Paragraph 5: The last line states, "The scenic special feature in this WSA would also be protected and preserved." This is inconsistent with page 12, column 1, paragraph 4, which states, "No special features have been identified for this WSA." Is there a special feature in this area that was not mentioned?

Spring Creek Canyon WSA

Page 1, Column 2, Paragraph 6: The statement is made that several public comments were made on the CBGA RMP concerning Spring Creek Canyon. Those comments and the BLM's response could provide useful information to the reader.

Page 8, Mineral and Energy Resources: The mineral potential of this area is probably low.

The Watchman WSA

Page 10, Naturalness: What is the visual impact of the transmitter? Does it impair wilderness values?

Page 8, Mineral and Energy Resources: The mineral potential of this area is probably low.

Goose Creek Canyon WSA

Page 8, Mineral and Energy Resources: The mineral potential for this area is probably low.

Page 10, Cultural Resources: The DEIS neglects consideration of available cultural information from archeological surveys on Forest Service land to the north of the WSA.

Beartrap Canyon WSA

Page 8, Mineral and Energy Resources: The mineral potential for this area is probably low.

Page 10, Cultural Resources: The DEIS neglects consideration of available cultural information from archeological surveys on Forest Service land to the north of the WSA.

6. Volume IV/ South-Central Region

Mt. Ellen - Blue Hills WSA

Page 2, No Action Alternative, Paragraph 1: The 11 inheld sections total 7472.32 acres. This affects the text elsewhere.

Page 5, All Wilderness Alternative, Paragraph 2: The state has requested exchange of seven state sections (4034.00 acres).

Page 11, Paragraph 1, Line 10: This sentence should read ". . .involve the federal acquisition of six sections (4518.92 acres) of state land."

Page 15, Geology: There is no discussion of sedimentary rocks other than the Mancos Shale and no discussion of the lithology of the volcanics. This is more of a geomorphological than a geological discussion. This type of geomorphological data is not very useful in helping the public determine the economic potential of a WSA.

Page 18, Wildlife, Paragraph 2: For the general reader, the allocation of AUMs for Dry Lakes/ Nasty Flat between big game and livestock is unclear. A statement that indicates season of use will determine usage may be more useful than the statement found on page 27, paragraph 2, that the "actual balance of use that would result between livestock, deer, and bison is unknown."

Page 18, Column 2, Paragraph 2: Statement that "planned . . . vegetation manipulation . . . would produce an estimated 245 AUMs for big game," is in error. Livestock use this area (Nasty Flats, shown in Table 7, Page 19).

Page 27, Column 1, Paragraph 2: The DEIS states, "The actual balance of use that would result between livestock, deer, and bison is unknown." Several other statements refer to the increase of AUMs for deer and bison with no mention of livestock use of the same area, which is very misleading. The facts, as they are known, should be made clear throughout the Mt. Ellen-Blue Hills analysis.

Bull Mountain WSA

Page 6, Geology: There is only a superficial description of the mode of emplacement of the intrusive rocks. Information necessary for even basic economic geological determinations include what types of rocks were emplaced, what are the contacts with the country rocks like, and what alterations exist. Details of this nature are vital to assess economic potential.

Page 9-10, Mineral and Energy Resources: Small precious metal deposits can still be of significant economic and strategic value.

Dirty Devil WSA

Page 10, Table 4: The f4/c4 rating given the tar sand is probably too high. There are no known significant tar sand occurrences in the WSA and drilling in the area has also failed to disclose a significant resource. The White Rim Sandstone is sporadically petroliferous over large areas of the Colorado Plateau with the bitumen content varying dramatically over short distances; therefore, inferring an extension of the Tar Sand Triangle deposit under the WSA is conjectural.

Page 11, Locatable Minerals: Based on an inspection of Cotter's drilling data by the Utah Division of Oil, Gas, and Mining, the uranium potential may be restricted; but, this drilling did not fully evaluate the WSA's uranium potential. Deposits in the 1-3 million pound range may still be inferred.

Horseshoe Canyon (South) WSA

Page 12, Geology: There is not enough geologic information from which to predict economic potential. Again, this is a geomorphic rather than a geological overview.

Page 16, Tar Sand: This area needs more drilling data to adequately appraise the tar sand potential. The 34 million barrels of recoverable oil sounds too low based on surface mining techniques, but may be high if in situ methods are proposed.

French Springs - Happy Canyon WSA

Page 7, Map 3: Map 3, showing the proposed partial wilderness alternative, is inconsistent with the BLM Proposed Action Pocket Map which shows No Action as the proposed alternative. According to the Federal Register Notice, the No Action alternative is the proposed action. This map needs correction.

Page 14, Table 5: The 10-13 billion barrel tar sand estimate doesn't agree with the f4 rating which should only apply to deposits greater than 500 billion barrels.

Page 15, Tar Sand: The tar sand resource figures are based on old reconnaissance investigations. A more recent Utah Geological and Mineral Survey resource study resulted in a downward revision of the deposit size. Figuring an average net pay of 100 feet and an average yield of four gallons of bitumen per ton, there are roughly 779 million tons of bitumen in the White Rim Sandstone within the WSA. The Cedar Mesa and Moenkopi tar sand resources in the WSA together probably do not exceed one million barrels of bitumen. The tar sand resource in this WSA, if recovered, will be by in situ methods rather than mining.

Fiddler Butte WSA

Page 5, All Wilderness Alternative, Paragraph 1: Map 1 indicates that there are nine state inheld sections not eight. The text on page 24 is also affected.

Page 19, Table 5: There is an obvious inconsistency in the tar sand resource figures between the SAI rating of greater than 500 billion barrels and the footnoted range of 780 million to 100 billion barrels. A recent investigation of this deposit by the Utah Geological and Mineral Survey yielded a somewhat lower resource estimate. It shown that only about 23 square miles in the northeast section of the WSA are probably underlain by the tar sand. Using an average net pay of 125 feet thick and a yield of four gallons per ton, a tar sand resource of roughly 566 million barrels of bitumen may underlie the WSA.

Page 22, Recreation: There is no mention of OHV use. If there is no OHV use occurring in this WSA, that should be mentioned.

Page 23, Solitude: A summary of acres with and without outstanding solitude should be added.

Mt. Pennell WSA

Page 2, All Wilderness Alternative, Paragraph 1, Third Sentence: This should read, ". . . acquisition of 17 sections of State land (10,777 acres), nine inside nd eight outside WSA boundaries. . . ."

Page 9, Map 3: Map 3 shows the proposed partial alternative. This is inconsistent with the BLM Proposed Action Pocket Map which shows No Action to be the preferred alternative. According to the Federal Register Notice, the No Action alternative is the proposed action. This map needs correction.

Page 14, Geology, Third Paragraph: The relationship between intrusive and sedimentary rocks is unclear. Why not state that the Henry Mountains are examples of laccolithic and attendant types of intrusives. Also a good geological description should, at least, include the age range of surface rocks, lithological types and an overview of intrusives types. This geological section is actually a geomorphic or a physical geographic description.

Page 16, Coal: The 12-30 million tons strippable reserve is an inferred strip reserve. Is there also an inferred underground mine reserve? No mention of one is made in this section.

Mt. Hillers WSA

Page 9, Geology: No mention is made of sedimentary formations present or of igneous rock types.

Page 13, Uranium: Economic uranium deposits exist in the Shitamaring Canyon district south of Mt. Hillers and on Taylor Ridges, northeast of the WSA. Further exploration would be required to define the economic potential in this WSA.

Page 13, Gold, Copper, and Silver: The potential for competitive economic copper (in light of present economics) is low. The possibility of small-scale, high-grade precious metals deposits exists and should be considered.

Little Rockies WSA

Page 6, Geology: This section should be expanded to include type and age ranges of surface rocks. A description of intrusive rock types and contact relationships would facilitate understanding of the Mineral and Energy Resource sections.

Page 9, Locatable Minerals: An appraisal of the Salt Wash Member uranium potential would be facilitated by inclusion of target depths in this section. Also, the total acres of the WSA underlain by Salt Wash at depths of less than 1200 ft. would be helpful.

7. Volume V/ South-East Region

Mancos Mesa

Page 7, Partial Wilderness Alternative, Paragraph 1: Acquisition of seven state sections (4482 acres) would be likely. See Map 1.

Page 14, Locatable Minerals: Drilling of this area in the late 1970s disclosed some uranium mineralization.

Grand Gulch Complex

Page 6, All Wilderness Alternative, Paragraph 1: Acquisition of four state sections (2400) would be likely. See page one, paragraph one.

Page 6, Column 2, Paragraph 4: This discussion indicates that the entire complex would be closed to OHV use except for some specified uses. These uses would include access by livestock operators to maintain range improvements and care for livestock. This position appears to be contradicted by the blanket

statement on page 34 (livestock) that, "Closing of existing ways would inconvenience some operators who use existing ways for livestock management." From this statement, one would conclude that if a livestock operator had an existing use of a way within the WSA, it would not be granted in the future.

Road Canyon

Page 4, Map 1: The state does not own all of section 16, T40S, R19E. See Volume I, page 303.

Page 19, Wildlife: The document states that mountain lion are common but usual prey (mule deer) are not. This seems unlikely.

Mule Canyon

Page 7, Geology: The term Permian Period is preferable to Permian Age.

Page 8, Table 1: The oil and gas recovery figures of 3 million barrels of oil and 18 billion cubic feet of natural gas appear with monotonous regularity. It points to a basic problem with the whole favorability/certainty rating system: Grand Gulch Complex (105,520 acres) and Mule Canyon WSA (5,990 acres) both have f2/c2 oil and gas ratings (indicating an upper limit of 10 million barrels of oil and 60 billion cubic feet of natural gas); additionally, their geological setting descriptions are similar. However, because of the size difference, an acre of Mule Canyon would have to be about 18 times as favorable as an acre of Grand Gulch. Undoubtedly, it is desirable to quantify mineral resources, and the f/c ratings employ broad categories, but sometimes these numbers seem more misleading than useful.

Page 10, Table 6: "60 million cubic ft." should read 60 billion cubic ft.

Cheesebox Canyon

Page 20, Cultural Resources, Paragraph 2: As written the sentence does not make sense.

Dark Canyon

Page 5, Map 1: The lands shown as split estate are federal lands. The state mineral leases were relinquished on 11/26/84 (Patent 18648).

Page 16, Geology: This is a good geologic description.

Butler Wash WSA

Page 1, Paragraph 1: The three state sections total 1920 acres.

Page 4, All Wilderness Alternative, Paragraph 1: Why is the acquisition of the adjacent state sections not likely? They were identified for exchange in Volume I, page 304.

Page 10, Leasable Minerals: Oil and gas potential may indeed be low due to deep erosion in the area but there may be some undiscovered potential for tar sand deposits in the area; perhaps in the sandstones of the Cedar Mesa Formation.

Bridger Jack Mesa WSA

Page 11, Uranium and Associated Minerals: This section confuses uranium host sands and ore deposits. Also the significance of no uranium production within the WSA while uranium production has occurred adjacent to the WSA is exaggerated. Activity at outcrops prior to subsurface investigation is to be expected. Since the same formation that is productive on the flanks of Bridger Jack Mesa underlie the WSA, it must be assumed that the lack of known deposits in the WSA may simply reflect a lack of adequate exploration.

Indian Creek WSA

Page 11, Locatable Minerals: Successful discovery of large scale, economic sandstone uranium deposits in the Cutler Formation is not very probable based on geologic factors.

Behind the Rocks WSA

Page 3, Map 1: Note that the WSA boundary excludes the split estate mentioned on page 1, paragraph 1, and page 18, paragraph 1.

Page 12, Potash and Coal: The discussion on potash could be expanded. The WSA is on the west flank of the Moab Valley Salt anticline, an area where the salt should be significantly thicker than in the Paradox Basin in general. The main problem with these deposits is the contorted nature of the salt, a problem which should be less severe on the limbs of the anticline. Besides this high potential for potash, the WSA has potential for regular salt (halite) which is produced by the Moab Brine Co., two miles east of the WSA.

Mill Creek Canyon WSA

Page 11, Oil and Gas, Paragraph 7: The third sentence ("About 6,274 acres. . .") is confusing.

Page 12, Potash: The presence of a halite resource should also be discussed.

8. Volume VI/ East-Central Region

GENERAL COMMENTS

The Moab district answers public comments in a meaningful way. It also provides criteria for identifying partials. These are both very helpful in analyzing the resources and contrasts with the style of the Cedar City District.

References to bighorn sheep in the San Rafael Swell units are confusing. For example, the DEIS states, "27% of the total range" of the North San Rafael herd is in Mexican Mountain WSA (page 21, column 2, paragraph 6 of the Mexican Mountain WSA analysis, Volume VI), while Sids Mountain WSA contains habitat for 100 percent of the herd (page 18, column 1, paragraph 3 of the Sids Mountain WSA analysis, Volume VI).

Volume VI neglects to discuss large and important fossil resources in the East Central Region.

SPECIFIC COMMENTS

San Rafael Reef WSA

Page 7, Geology: The geologic formation identified as Coconino is probably the White Rim Sandstone.

Page 14, Paragraph 4: The DEIS states that the Chinle Formation does not occur east of the outcrop; in actuality, since the Chinle Formation dips easterly, it should subcrop below the WSA. Also, the overburden increases to the east.

Page 18, Primitive and Unconfined Recreation, Paragraph 4: This paragraph indicates that the entire WSA contains 59,170 acres. This figure actually includes lands outside the WSA (see page 1, paragraph 1). Page 4, All Wilderness Alternative, paragraph 1, also refers to the "59,170 acres of the San Rafael Reef WSA," again contradicting the reference on page 1. Size of the WSA vs. that of the proposed action area should be clarified throughout this analysis.

Crack Canyon WSA

Page 8, Geology: The "Eocene Age" would be more precisely termed "Eocene Epoch," the age (millions of years ago) of this movement might be worth including.

Page 8, Geology, Paragraph 2: Jurassic is misspelled.

Page 13, Uranium and Associated Minerals: The potential assessment is correct, there is potential for moderate to large size deposits. Exploration problems and cost do increase with depth but the larger target potential encourages drilling depths to 2,000 to 2,500 feet.

Page 27, Land Use Plans and Controls, Paragraph 1: 1280 acres of adjacent state land, not 640 acres, have been identified for exchange (see page 4).

Muddy Creek WSA

Page 6, Geology: The geologic formation identified as Coconino is probably the White Rim Sandstone. The "Eocene Age" would be more precisely termed "Eocene Epoch," the age (millions of years ago) of this movement might be worth including.

Page 12, Uranium and Associated Minerals: There is potential for large size ore bodies. It should be noted that remoteness and terrain conditions did not preclude exploration in this part of the San Rafael Swell in the late 1970s. Furthermore, the nomination of the WSAs in the late 1970s precluded systematic evaluations of uranium potential; the area is, therefore, not adequately explored.

Devils Canyon WSA

Page 7, Geology: The "Eocene Age" would be more precisely termed "Eocene Epoch," the age (millions of years ago) of this movement might be worth including.

Page 10, Tar Sand: The genesis of tar sand involves biodegradation in addition to the simple loss of volatiles discussed in the DEIS.

Page 11, Tar Sand: Can "logical mine units" of tar sand be made by combining tar sands both in and adjacent to the WSA? If so, the small size of deposits in the WSA may be an invalid objection.

Page 12, Uranium and Associated Minerals: Why are factors for uranium in the WSA "not positive"? The area is underlain by favorable stratigraphic units. Certainty of encountering commercial uranium deposits can only be established by systematic exploration. The 700-2,000 foot overburden depths mentioned in the DEIS are well within the scope of existing exploration and mining technology. The temporary low price of uranium alone makes this area "presently uneconomical to mine."

Page 12, Wildlife, Paragraph 4: The document indicates that golden eagles are a BLM sensitive species; however, paragraph 7 states that there are no known sensitive species present. This is contradictory. Also, desert bighorn sheep have been reintroduced into the WSA.

Page 14, Solitude: From the discussion of solitude on pages 14-15, it sounds as if there is minimal opportunity for solitude. Yet in the concluding paragraph of this section it states that 73 percent of the WSA meets the outstanding criteria for solitude. This seems inconsistent.

Page 23 and 24: These pages are out of order and should be reversed.

Page 23, Land Use Plans and Controls: The statement is made that, "Wilderness designation would not conflict with the Emery County Zoning Plan because this use would continue. . . ." What use is that?

Sids Mountain WSA

Page 10, Geology: The "Eocene Age" would be more precisely termed "Eocene Epoch", the age (millions of years ago) of this movement might be worth including.

Page 16, Tar Sand: The tar sand is probably in the Black Dragon Member of the Moenkopi Formation rather than the Torrey Member.

Page 17, Uranium: There is high potential for discovery of uranium deposits using proper exploration techniques.

Page 30, All Wilderness Alternative: No impacts on cultural resources are mentioned or discussed.

Page 33, Partial Wilderness Alternative: No impacts on cultural resources are mentioned or discussed.

Mexican Mountain WSA

Page 9, Map 3: It appears that the WSA and partial boundaries are reversed on Map 3.

Page 19-20, Tar Sand: Tar sand in this WSA probably occurs primarily in the Cottonwood Draw facies of the Black Dragon Member of the Moenkopi. The tar sand is typically thin and lean to very lean; perhaps leaner than the published figures would indicate. In general, however, mineral conflicts should not be judged by comparisons with other areas, tar sand potential of Sunnyside STSA has little to do with tar sand potential of this WSA; each WSA should be judged on its own merits.

Page 20-21, Uranium and Associated Minerals: If it is true that "subsurface deposits of unknown size are certain to be present," then it is unreasonable to also state that "due to economic limitations, it is unlikely that new producible deposits" will be found in the WSA. If there is sound potential for significant discoveries, short-term economics shouldn't be considered.

Desolation Canyon WSA

Page 7, Map 1: The state does not own the parts of Sections 21 and 22 in T18S, R19E shown as state land.

Page 11, Column 2, Paragraph 2: This paragraph indicates that "no wildlife transplants are planned in the WSA." In fact, a bighorn sheep transplant is contemplated on the Beckwith Plateau, which is in the WSA.

Page 13, Map 3: It would be helpful if this map identified the KGS, the National Historical Landmark and Flat Canyon Archeological District.

Page 20, Recreation, Paragraph 1: The document indicates that keys to the gates on the Range Creek Road are available from the private owner of those lands. This is not the case; access is definitely not encouraged or available to the "casual user."

Page 21, Table 1: The soil loss (due to development) figures are apparently wrong. Soil loss on the 143,350-acre partial is 6.4 percent while no action is only 6 percent.

Page 25, Geology: Paragraph two is very awkward and confusing.

Page 32, Wildlife, Paragraph 1: The listing of economically important species omitted chukars.

Page 35, Visual Resources, Paragraph 4: A Class V Visual Area is mentioned but not defined in Appendix 7.

Page 36, Cultural Resources, Paragraph 3: The size of Flat Canyon Archeological District should be indicated.

Turtle Canyon WSA

Page 10, Table 1: According to this table, the All Wilderness Alternative will have no effect on development of the 55 million ton coal resource. In reality, no surface occupancy and other wilderness mandated stipulations may effectively prevent recovery of this resource. Additionally, the 27 million ton reserve figure should clearly be labeled as a room and pillar estimate (33 to 50 percent coal recovery). Long wall mining can be expected to produce much higher percentages of the coal.

Page 20, Recreation: Is there any recreational river use of Range Creek?

Page 21, Recreation: Do outstanding opportunities for solitude exist throughout the entire WSA?

Floy Canyon WSA

Page 1, Paragraph 1: The eight state sections total 4508.61 acres. This will affect the text elsewhere.

Page 5, Map 1: The state does not own Section 36, T20S, R17E.

Page 17, Oil Shale: The statement that "the geologic structure of the WSA is not suited to the occurrence of oil shale" should probably be rephrased since oil shale is not a structurally controlled commodity. It is agreed, however, that significant oil shale beds are unlikely to occur in this area.

Page 20, Cultural Resources: The cultural resources statement is well done--one of the better analyses.

Page 21, Recreation, Paragraph 2: It is stated that in 1982, 1,568 hunter days were spent in the unit. Paragraph 6 states that there are only 200 visitor days per year. Have visitations declined that much, or is there an error in the numbers?

Page 36, Coal, Paragraph 1: The phrase, "22,303 acres would be within the designated area," should read, "22, 303 acres would be within the nondesignated area."

Coal Canyon WSA

Page 12, Leasable Minerals: This discussion seems to support a much more favorable rating for oil and gas than the SAI rating of f2/c3.

Spruce Canyon WSA

Page 1, Paragraph 3, Sentence 1: The word "Road" should be "Roan."
Page 11, Oil and Gas: Why does the small field size in adjacent areas cause a low favorability for oil and gas when there are gas producing wells on the boundary of the WSA?

Page 12-13, Coal and Potash: The text refers to hundreds of measured coal sections but apparently no coal reserves have been calculated, at least none are reported in Table 1 or 5, the 10-60 million ton figure apparently came from SAI. A better resource estimate would be helpful.

Page 15, Cultural Resources: On what basis was the predictive model made to determine 20 cultural sites?

Flume Canyon WSA

Page 13, Oil Shale and Tar Sand: The resource information should be more detailed, also geologic structure has little effect on oil shale deposits.

Page 14, Gold and Silver: The fact that only microscopic gold and silver have been discovered on the placer claims in the area does not necessarily reduce economic potential. In all probability, the placer claims in the WSA were staked for lode gold deposits located in the Mancos Shale. To date, economic gold has not been produced from the Mancos; but, metalliferous black shales like the Mancos are currently being researched as a potentially significant source of metals.

Page 16, Cultural Resources: How was the prediction of known cultural sites made?

Westwater Canyon WSA

Page 8, Map 3: The boundary on this map for the proposed partial alternative is inconsistent with that shown on the BLM Proposed Action Pocket Map. Which partial boundary is correct?

Page 28, All Wilderness Alternative, Paragraph 3: Why would cultural resources only benefit slightly from All Wilderness?

Page 12, Uranium/ Vanadium and Copper: This WSA needs further investigation of both Salt Wash and Chinle Formation potential.

Negro Bill Canyon WSA

Page 12, Locatable Minerals: If "the structural and stratigraphic setting is similar to Lisbon Valley," the potential for uranium may be even greater than the F3 rating would indicate. More study of the area is needed.

Page 12, Wildlife: A newly established population of desert bighorn sheep in Arches National Park will likely expand to inhabit Negro Bill Canyon WSA.

Page 24, Land Use Plans and Controls: The fact that there are no state lands within the WSA does not mean that there is no interaction with state plans. Mineral withdrawals may affect adjacent lands.

Lost Springs Canyon WSA

Page 3, Map 1: Section 36, T23S, R21E should be identified as adjacent state land. The NPS boundary through section 32, T23S, R22 E is wrong. See Map 2.

Page 11, Wildlife: A newly established population of desert bighorn sheep in Arches National Park will likely expand to inhabit the WSA.

D. WSA Assessments

Given the initial directive by the governor and after establishment of the subcommittee's operating assumptions, the first order of business was to organize the subcommittee and begin data collection and review of the DEIS.

A review schedule was published in the subcommittee minutes and later revised. It is included in the appendix. The primary reason for revising the initial review schedule was the granting, by the BLM, of an extension of time for public comment on the DEIS from the original 120 days to the final 180 days.

To facilitate review and to address specifically the order from the governor, the subcommittee was organized into five review teams.

Later a sixth team was identified. Each team was asked to conduct its review and analyses with respect to a narrowly defined assignment. For example, the Wilderness Values Team was to analyze each WSA and make a preliminary team assessment/recommendation as an advocate of wilderness values. Likewise, the Minerals and Energy Team was to advocate mineral and energy values.

The subcommittee was then in a position to advocate and represent virtually all parties-at-interest on the wilderness issue. Also, and more importantly, the obvious conflicting interests would be more clearly and completely identified and delineated. This led directly to the systematic identification and quantification of conflicts and impacts and to potential mitigation or conflict resolution among the competing interests. An added benefit was the identification of apparently unresolvable conflicts, conflicts resolvable only through the political process, or conflicts requiring a more thorough or complete analysis.

1. Partial Pair Comparison Rankings

A methodology used by the subcommittee was partial paired comparison rankings of the WSAs in each of the study regions or volumes of the DEIS. The purpose of this ranking methodology was to force each subcommittee member to think of the WSAs in terms of relative wilderness qualities and to define what constitutes a significant conflict.

A ranking matrix was prepared for each DEIS volume listing the WSAs against each other. (See Figure 1 following the instruction for sample matrix.) The object was to compare each WSA with each other WSA in the matrix to establish a relative ranking or priority list for those WSAs. The following procedure was used.

For each element in the matrix place a 2 for the WSA you are rating highest. When you cannot decide between the two WSAs, place a 1 in the matrix element for each WSA. The following examples illustrate how to fill out the matrix for each of the possible ways of voting:

Voting for WSA 1 over WSA 2:

	WSA 2
WSA 1	2

Voting for WSA 2 over WSA 1:

	WSA 2
WSA 1	2

Tie voting i.e., you cannot decide between the two WSAs:

	WSA 2
WSA 1	1 1

The partial pair comparisons utilize two criteria: wilderness quality and significance of conflict.

Wilderness Quality Ranking

From your perspective, taking into consideration your team assessments and your own personal knowledge and understanding of wilderness values in the WSAs do you feel WSA 1 has higher wilderness values than WSA 2? If so, place a 2 for WSA 1; if not, place a 2 for WSA 2.

Significance of Conflicts Ranking

From your perspective, taking into consideration your team assessments and your personal knowledge and understanding of conflicts in the WSAs, do you feel WSA 1 has more significant conflicts than WSA 2? If so, place a 2 for WSA 1; if not, place a 2 for WSA 2.

Evaluate these questions assuming the ALL WILDERNESS alternative for the two WSAs. When doing this exercise, do not take into consideration the BLM recommendation, your team recommendation or any other recommendation for the WSAs in question.

Partial Paired Comparison Ranking Matrix
(Sample Matrix)

West-Central WSAs	No. Stansbury Mtns.	Cedar Mtns.	Deep Creek Mtns.	Fish Springs	Rockwell	Swasey Mtns.	Howell Peak	Conger Mtn.	Notch Peak	King Top	Wah Wah Mtns.	SCORE	RANK
No. Stansbury Mtns.	1 / 1												
Cedar Mtns.		1 / 1											
Deep Creek Mtns.			1 / 1										
Fish Springs				1 / 1									
Rockwell					1 / 1								
Swasey Mtns.						1 / 1							
Howell Peak							1 / 1						
Conger Mtn.								1 / 1					
Notch Peak									1 / 1				
King Top										1 / 1			
Wah Wah Mtns.											1 / 1		

Figure 1

These rankings reflect this subcommittee's consensus of the relative wilderness quality and significance of conflict between WSAs for each region of WSAs considered. This exercise determines a qualitative consensus view and is useful when comparing these rankings with other more quantitative assessments. In effect, when comparing these rankings with other quantitative assessments, the differences in wilderness quality and degree of conflicts between WSAs may be distinguishable.

The technique did lead to in-depth discussions by the subcommittee as to why some WSAs were ranked high and others low when other more quantitative data implied otherwise. The net result was a better understanding of our results and a greater degree of confidence in those results.

The rankings for each WSA region are shown along with the team assessment matrices in the Wilderness Suitability Scenario section of this report. The East-Central Region (Volume VI of the DEIS) WSAs were split into two components. The San Rafael Swell WSAs were ranked separately from the Book Cliffs and other WSAs because of their obvious similarities with each other and differences from the others.

These tables include for each WSA the rank, raw score, tie scores, percent of ties to the total votes, and the adjusted scores if the ties were considered to be cast all or none for each WSA. The starred entries indicate when a ranking changes as a result of adding or subtracting the tie votes. It should be noted that no ranking changed as a result of subcommittee challenges to the resulting rankings. In every discussion on the appropriateness of the ranking, the result was an improved understanding of those rankings. None were changed as a result of discussion.

2. Team Assessments

As discussed above, the subcommittee was organized into six teams, each one an advocate for the topic assigned. The teams were directed to provide an analysis and recommendation for each WSA. The recommendation could be for any of the alternatives identified in the DEIS or a new alternative if it could resolve a conflict or if it was, in the opinion of the team, a better alternative. Each team was to develop its own rationale for determining these recommendations. The only constraints imposed were that the rationale be logical and defensible from the topic perspective, that it not be arbitrary, and that it be applied consistently throughout the review.

The following rationale were developed by each team to guide its review and recommendations:

Team 1 - Wilderness Values

The Wilderness Values Team is basing recommendations to concur or disagree with BLM's proposed action on seven criteria, detailed below. The team will use all available information, including but not limited to the DEIS.

A major source of frustration with the BLM DEIS is its lack of explanation for exclusions in some WSAs. Where the team can see no apparent conflict with

wilderness values, it will concur with partial or no action recommendations. However, where partial or no action designations do not adequately protect wilderness values, according to available information, the team will oppose BLM's recommendation.

Another frustration is the lack of sufficient factual information. This is particularly a problem in the areas of cultural and recreational resources where data appear to be based on guesswork. In such cases, when there is no supplemental information to the contrary, the team will concur with BLM.

The following criteria were used to evaluate wilderness values:

1. Visual Resources. WSAs must have at least 5,000 acres of Class A and/or B scenery to meet this criterion. This is the same number of acres used by Congress for minimum size in the Wilderness Act.

2. Solitude and Primitive Recreation. WSAs must have at least 5,000 acres of outstanding solitude and/or primitive/unconfined recreation opportunity to meet this criterion. This is the same number of acres used by Congress for minimum size in the Wilderness Act.

3. Special Features. WSAs must have one outstanding special feature or two notable special features to meet this criterion. Special features include candidates for Wild and Scenic River inventory study, National Natural Landmarks, etc., as well as those identified in the DEIS Special Features sections.

4. Cultural Resources. Wilderness designation must positively impact cultural resources to meet this criterion. Also, the area must either contain "significant sites" or high potential for "significant sites" or be listed on or proposed for the National Register of Historic Places.

5. Recreation. WSAs must provide an opportunity for diverse primitive and unconfined recreation modes to meet this criterion.

6. Previous Designation. WSAs must be inadequately protected by Outstanding Natural Area, Primitive Area, Area of Critical Environmental Concern, or similar previous designations to meet this criterion.

7. Contiguous Areas. WSAs must share a boundary with or be proximal to other proposed or designated wilderness areas, national forests, national or state parks, or similar recreation areas to meet this criterion. Common borders expand the scope of wilderness opportunities.

Note: "Naturalness" is not considered a useful criterion because all WSAs must meet naturalness standards to be designated WSAs.

Team 2 - Mineral and Energy Resources

We had the following concerns during the formulation of preliminary

recommendations: the data presented for the WSAs are often incomplete; some of the BLM data clearly represents only a "best guess"; and known and speculative mineral resources are being compared with wilderness values.

After much discussion, the following criteria evolved for wilderness area suitability as it pertains to mineral and energy conflicts:

1. WSAs with a moderate to high mineral and energy potential (DEIS Volume 1, page 70) were judged unsuitable for wilderness designation unless a partial wilderness alternative mitigated the impact or unless additional independent data seemed to indicate that the potential really was not very significant.
2. WSAs with a low mineral and energy potential were judged suitable for wilderness unless additional independent data indicated a higher potential or moderate to high potential for commodities not discussed in the DEIS.

Our recommendation of an individual WSA as suitable for wilderness designation is not meant to imply that the area should be declared wilderness but rather that it seems to fit the criteria and has no known overriding mineral and energy conflicts.

Team 3 - Livestock/Agriculture

In reviewing the WSAs, Team 3 evaluated:

(1) The present grazing level within each WSA.

(2) The existing range improvements within each WSA which require maintenance.

(3) Proposed range improvements within each WSA.

(4) Any special management issues, if known.

If there appeared to be significant conflicts (wilderness designation would preclude range improvements or create management problems) between the proposal to designate the area wilderness and the management of the grazing resource, these conflicts and/or mitigative measures were identified.

It would have been helpful if range improvements, both existing and proposed, were identified on the maps along with allotment boundaries. This would have given the reviewers an opportunity to more thoroughly analyze the impacts wilderness designation may or may not have on the livestock operations.

Team 4 - Land Use Plans and Controls

The Land Use Team has taken the position that it will support the BLM's proposed alternative for each WSA when the team can provide justification for that proposal and when the team has not identified any overriding conflicts.

A slight variation was adopted to evaluate WSAs in the Kaiparowits Plateau region. For those WSAs, part of the team's decisionmaking criteria was the assumption that the present administration embraces a policy of diversification of coal resource development in the state. This would allow for future coal development opportunities in the Kaiparowits coal resource region.

Also, because Project BOLD is considered to be an expression of state policy regarding potential future acquisition of certain federal lands, those WSAs or parts of WSAs identified for acquisition under Project BOLD were not endorsed for wilderness.

Team 5 - Socioeconomics

Critical to any socioeconomic assessment is the understanding of what constitutes a significant impact. Obviously, any change from the status quo will have some impact. In many instances, these impacts go unnoticed in the regional economy and are simply absorbed by the balance of economic activity. On the other hand, impacts from projects or policy actions can be disruptive to the economy and to the lifestyle of the particular area, either creating accelerated growth or creating downturns or stagnation. In either case, the impact, if significant, needs to be mitigated or perhaps even prevented.

Much has been written about what constitutes a "significant impact." In Colorado, a policy was adopted some years ago which stated that if a project created a 10 percent change in population in a community during any one year, this would constitute a significant impact, and the project sponsor would be required to implement impact mitigation.

During the early 1980s, the Utah Legislature passed amendments to the Resource Development Act (S.B. 170). This bill defined significant impacts as:

> To employ more than 500 people or to cause the population of an affected unit of local government to increase by more than five percent, the increase to include the primary work force of the facility and their dependents attributable to commercial and public service employment created by the presence of the facility.

This 5 percent rule has been interpreted as being a 5 percent increase in any one year over and above the "baseline population," or what population is most likely in that particular year.

The creation of wilderness in Utah is not likely to create 500 new jobs or to create a 5 percent increase in population in any one community in Utah. Senate Bill 170 does not specifically address what occurs in the case of a decrease in population or employment. We could, however, conclude that the intent of the legislation is a 5 percent change in either direction. Thus, if a 5 percent decrease in employment or the loss of 500 jobs from the baseline situation were to occur, then impact is "significant." We might go one step further. Given that little information is available on these impacts, we might apply the 5 percent criterion to revenues in an area. For instance, the loss of federal mineral lease revenues is perhaps one of the largest economic impacts which occurs from wilderness designation. Therefore, if wilderness creates a 5 percent drop in revenues in any affected jurisdiction, then the impact is significant.

A final factor is the potential for conflict. In general, where there are perennial water resources, the team has stated in its recommendation that a potential for conflict (low, medium or high) exists. Similarly, where constraints on timber, mineral or other resource development appear likely to result from wilderness designation, these are also categorized as low, medium or high.

Our recommendation of an individual WSA as suitable for wilderness designation is not meant to imply that an area should be declared wilderness, but rather that projected socioeconomic conflicts are not significant.

Team 6 - Wildlife

Generally speaking, we do not have any strong feelings either for or against wilderness areas as proposed by BLM, given the fact that certain activities such as aerial consensus, monitoring and transplanting big game species, aerial stocking of fish, water guzzler construction, chemical treatment of water, stream stabilization and enhancement, etc., are allowed with certain restrictions within wilderness areas. Certainly there are both advantages and disadvantages to wildlife with designated wilderness areas; however, it is our feeling that the advantages outweigh the disadvantages for the most part, and we have no objection to designating certain unique areas as wilderness.

Recommendations will be based on the degree to which wildlife will benefit from wilderness designation and the degree that the programs, policies and activities of the Division of Wildlife Resources will be positively or negatively affected by wilderness designation and management.

Team Assessment Matrix

Given these rationale for developing the team recommendations, a team assessment matrix was constructed for each WSA region. Each entry in the matrix reflects a team assessment and recommendation for that WSA. Most of the teams adopted a reporting format recommending a wilderness alternative (including the no action alternative) from the DEIS or a new alternative not in the DEIS. Team 5 (Socioeconomics) in particular chose to indicate the relative degree or significance of conflict a wilderness designation would create. The possible entries in the matrix and their definitions are:

NA	No Action alternative or no wilderness.
AW	All Wilderness.
PW	Partial Wilderness.
PW, #1	The larger Partial Wilderness alternative if there was more than one.
PW, #2	The smaller Partial Wilderness alternative.
New PW	A new Partial Wilderness alternative not in the DEIS.
LC	Low Conflict - usually not considered to be significant.
MC	Moderate Conflict - potentially significant.
HC	High Conflict - potentially significant.

The team assessment matrix headings indicate the team number (1 through 6) across the top and the WSA name down the side.

The team assessment matrices appear with the ranking for each WSA region at the beginning of each regions' Wilderness Suitability Scenarios in the next section of this report.

3. Wilderness Suitability Scenarios

When considering the information contained in the WSA rankings and the

team assessment matrices it is apparent that both allow for logical groupings of WSAs in terms of overall suitability for wilderness consideration. Depending on the specific criteria adopted in the decisionmaking process, there are many combinations of WSAs that could be consistent with these criteria. For the purposes of analysis and in order to extract the best use of the information analyzed by the subcommittee, wilderness suitability scenarios have been constructed from the team assessment matrix.

Each team, having analyzed the information available for each WSA, made a recommendation on each WSA. That recommendation appears on the matrix. These recommendations were made by each team based on narrowly defined areas of inquiry. Each team was supposed to be an advocate only for its assigned topics. The matrix entries reflect that condition. Therefore, when there is agreement among the teams, it can be concluded that the issues presented by that particular WSA have been adequately identified and analyzed. When there are disagreements among teams, as reflected in the matrix entries for any one WSA, there are unresolved conflicts present for that WSA.

A scenario is a device for analyzing the possibility of or impacts from a postulated future state. As such, a scenario could be considered to be a form of simulation of possible or hypothetical future conditions for the purpose of exploratory analysis. In this context, the scenarios which follow are not predictions of what should be in terms of wilderness recommendations, but rather they facilitate the analysis of what would be the consequences, <u>if</u> the scenario in question were to become part of a wilderness system. The resulting analysis and findings provide a higher order of information for decisionmaking than separate data would allow.

Scenarios have been constructed for each set of WSAs as they appear in Volumes II through VI of the DEIS. The first set considered are the 11 West Desert WSAs in Volume II. The first scenario is based on the condition that all six teams generally or specifically concur or agree in their matrix entries for a given WSA. The next scenario results when five of the six teams agree on their matrix entries, the third when four of the six teams agree, and so on. Scenario generation stops when there are no more WSAs available to construct a new scenario.

The resulting scenarios can then be analyzed for consistency with the rankings and team assessments. There are other possible ways of constructing scenarios, but this way is logically consistent, repeatable and provides useful analysis. Furthermore, the following scenarios and analyses reflect this subcommittee's findings, impressions and perspective on the wilderness suitability question.

a. WEST CENTRAL WSAs

The following scenarios have been generated from the West Central WSAs team assessment matrix. This matrix and the rankings for these WSAs are shown on the next two pages. The discussion following each scenario gives the rationale for the matrix entries and reference to the WSA rankings.

A possible fourth scenario for these WSAs is identical to Scenario C and is, therefore, not repeated.

Final Partial Pair Comparison Ranking
West Central WSA's

Wilderness Quality

Rank	Raw Score	Tie's	%	+ Tie's	- Tie's	WSA
1	198	6	3.0	204	192	Deep Creek Mtn's
2	178	8	4.5	186	170	Wah Wah Mtn's.
3	175	9	5.1	184	166	Notch Peak
4	143	19	13.3	162	124	Swasey Mtn's.
5	112	16	14.3	128	96	Howell Peak
6	96	8	8.3	104	88	No. Stansbury Mt
7	93	5	5.4	98*	88	Fish Springs
8	91	13	14.3	104*	78	King Top
9	49	15	30.6	64	34	Conger Mtn.
10	44	10	22.7	54	34	Rockwell
11	25	13	52.0	38	12	Cedar Mtn's.

Significance of Conflicts

1	181	9	5.0	190	172	Deep Creek Mtn's
2	149	21	14.1	170	128	Notch Peak
3	136	24	17.6	160	112*	Swasey Mtn.
4	135	11	8.1	146	124*	No. Stansbury Mt
5	120	26	21.7	146	94	King Top
6	106	16	15.1	122	90	Fish Springs
7	87	17	19.5	104	70	Cedar Mtn's.
8	80	18	22.5	98	62	Wah Wah Mtn's.
9	80	18	22.5	98	62	Rockwell
10	72	23	31.9	95	49	Howell Peak
11	60	26	43.3	86	34	Conger Mtn.

* - Ranking changes when adding or subtracting ties.

West Central WSA's - Team Assessment Matrix

TEAM

WSA	1	2	3	4	5	6
No. Stansbury Mtn's	PW	PW #2	PW	PW #2	HC/NA	PW
Cedar Mtn's	NA	NA	NA	NA	HC/NA	NA
Deep Creek Mtn's	AW	NA	PW	PW	LC-MC/PW	PW
Fish Springs	PW	NA	PW	PW	MC/NA	PW
Rockwell	NA	NA	AW	NA	HC/NA	NA
Swasey Mtn's	PW	NA	new PW	new PW	MC/PW	PW
Howell Peak	PW	PW	PW	PW	LC/PW	PW
Conger Mtn.	NA	AW	NA	NA	LC/AW	NA
Notch Peak	PW #1	PW #2	PW	PW #1	LC/PW #2	PW #1
King Top	NA	NA	NA	PW	HC/NA	PW #1
Wah Wah Mtn's	AW	PW	new PW	PW	MC/NW	PW

NA - No Action/No Wilderness
AW - All Wilderness
PW - Partial Wilderness
PW #1 - The Larger Partial
PW #2 - The Smaller Partial
new PW - A new Partial Wilderness Alternative not in the DEIS
LC - Low Conflict
MC - Moderate Conflict
HC - High Conflict

SCENARIO A WEST CENTRAL WSAs

All teams concurring on three WSAs:
Howell Peak - Partial Wilderness/Low Conflict
Notch Peak - Partial Wilderness/Low Conflict
Cedar Mountains - No Action/High Conflict

Howell Peak

Discussion:

Howell Peak - 24,800 acres; BLM's proposed action is the 14,800-acre partial wilderness alternative; subcommittee ranked this WSA fifth on wilderness quality and 10th on significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the proposed action. Howell WSA contains about 17,000 acres of Class A/B scenery and excellent solitude. All of the Class A scenery, 90 percent of the Class B scenery, 99 percent of the solitude area, and all the special features are included in the partial. Special features include caves, including Council Cave, and trilobite beds. Howell is proximate to Swasey and Notch Peak WSAs.
2. The Minerals and Energy Team determined that BLM's proposed partial wilderness alternative (14,800 acres) seems reasonable for this WSA. It has no known significant mineral conflicts.
3. Due to the rugged terrain, there is no cattle grazing in this WSA. However, approximately 60-70 percent of the WSA is grazed by sheep. The WSA contains portions of two allotments used by two sheep operators which provide an estimated 1,349 AUMs or 26 percent of the AUMs within the allotment involved. There are no range improvements within the WSA, nor have any been proposed. However, there are "ways" that are used by livestock operators and by BLM personnel for administrative purposes. Because of the rugged terrain, the majority of the livestock grazing takes place on the benchlands within this particular WSA. Therefore, the Livestock Team feels the partial wilderness alternative of 14,800 acres, which moves the WSA boundary off the benchlands, would have less impact on livestock operations. The effect of wilderness designation on predator control needs evaluation.
4. The Land Use Team supports the partial alternative--with reservations. Questions remain as to the reason for the west boundary. Was that portion of the WSA eliminated in the partial alternative because of the lack of scenic resources or is this where most of the mining claims are located? In terms of mineralization, the document indicates a low potential for any development.
5. Potential loss of federal revenues annually for the all wilderness alternative is $74,400; for the partial wilderness designation, $44,400. The WSA is rated 2 in overall importance for mineral resources.There are no significant water resources located in the WSA, apart from a potential geothermal development on 2,200 acres. The Socioeconomics Team concludes that potential conflicts with this WSA for partial wilderness are low.

6. The Wildlife Team finds no conflicts with wildlife issues and concurs with the BLM proposed action.

Summary:

The subcommittee rankings for Howell Peak WSA are consistent with the team assessments. Wilderness quality for this WSA is representative of most West Desert WSAs except for the Deep Creek Mountains. Howell Peak WSA has outstanding wilderness values and an overall low degree of land use or economic conflicts compared to other WSAs in the region. The BLM's proposed action excludes areas of low wilderness quality which are probably unmanageable as wilderness due to ease of access by OHV use. The partial alternative retains the outstanding wilderness quality areas and minimizes potential conflicts with other land uses.

The overall impacts of a partial wilderness alternative for this WSA are considered to be low or insignificant.

Notch Peak

Discussion:

Notch Peak - 51,130 acres; BLM's proposed action is the 28,000-acre partial wilderness alternative; subcommittee ranked this WSA third on wilderness quality and second on significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the proposed action. Notch Peak contains 49,000 acres of Class A and B scenery and 28,130 acres of outstanding solitude and primitive recreation opportunities. The outstanding partial drops foothill areas and mitigates mining conflicts. All solitude and primitive recreation opportunities are preserved in the partial. Hiking is particularly excellent. Special features include Notch Peak and bristlecone pine stands. The WSA is proximate to Howell and Swasey WSAs.
2. Based on the Minerals and Energy Team review, the 9,000-acre partial alternative is preferable to the 28,000-acre partial since the smaller partial would eliminate mineral conflicts associated with the igneous intrusive north of Notch Peak. Significant quantities of molybdenum, tungsten and placer gold have been found. Some tungsten has been produced from this area.
3. There are portions of eight allotments within this WSA that are used by 14 permittees. Available livestock forage within the WSA is estimated at 50 AUMs for cattle and 3,022 AUMs for sheep. Range improvements consist of one mile of fence and one cattle guard. No range improvements are proposed. There are approximately 20 miles of existing "ways" used extensively by stockmen to obtain access for sheep camps and for hauling water. These same "ways" are also used by the BLM range staff in the management of the allotments involved. Because of these apparent conflicts and potential conflicts with predator control, the Livestock Team determined that the partial wilderness designation of 9,000 acres, rather than the BLM's proposed action for partial designation of 28,000 acres, would have less impact on livestock grazing.

4. The Land Use Team supports the proposed action. This alternative includes all Class A scenery and 99.5 percent of the area meets the standard for providing opportunities for solitude and primitive recreation. The 9,000-acre alternative would be acceptable only in the case of exceptional mineral resources being present in the 28,000-acre alternative that are excluded in the 9,000-acre alternative.
5. The Socioeconomics Team calculated that a potential loss in federal revenues annually for the all wilderness alternative is $141,900; for the two partial-wilderness alternatives it is $72,910 and $23,640. The excellent wilderness values may outweigh any economic considerations. The 9,000-acre partial avoids the main conflict area. There are no significant water or geothermal resources located in this WSA.
6. The Wildlife Team anticipates no problems with the BLM's proposed action for 28,000 acres of wilderness and concurs with it accordingly.

Summary:

The comparative rankings for Notch Peak WSA within the region indicate both high wilderness values and a high degree of conflict with other potential land uses. The BLM's proposed action eliminates much of this conflict, but the Minerals Team and the Livestock Team prefer the smaller 9,000-acre partial alternative. The other teams generally conclude that the proposed action either significantly reduces these conflicts and retains the highest quality wilderness values or that the high quality wilderness values outweigh the severity of the conflicts.

The overall impacts of the 28,000-acre partial wilderness alternative for this WSA are considered to be potentially significant but the outstanding wilderness values may outweigh these concerns. The smaller 9,000-acre alternative would likely reduce these remaining potential impacts to insignificance but with considerable loss of outstanding wilderness values.

Cedar Mountains

Discussion:

Cedar Mountains - 50,500 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 11th for wilderness quality and seventh for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the proposed no action. Although there are sufficient Class B visual resources (11,840 acres), the WSA lacks most recreation opportunities and special features. There are only 4,280 acres of outstanding solitude available. Most of the wild horse range is south of the Cedar Mountains.
2. The Minerals and Energy Team concurs with BLM's recommendation of the no action alternative for this WSA due to moderate mineral conflicts with phosphate and aragonite.

3. Approximately 3,293 AUMs in portions of three grazing allotments are provided in the Cedar Mountains WSA. There are apparently no range improvements located in or planned in this WSA. There are presently an estimated 200 head of wild horses on the Cedar Mountains. Home range for the majority of these horses is outside of the WSA, south of Rydalch Pass. It is estimated that 20 head of wild horses, utilize approsimately 120 AUMs in the three allotments. The statement contained on page 4, under the all wilderness alternative, states that "the 3,943.72 acres of private surface acres within the WSA would not be purchased or exchanged," seems to be unreasonable. In reality, the privately held surface acres should be exchanged out of the WSA for lands that could be used to the benefit of the private land holder. The designation of this area would have minimal impacts on livestock grazing. But because of management problems associated with these private inholdings, the Livestock Team supports the BLM's proposed no action alternative.
4. The Land Use Team supports the no action alternative based on the potential manageability problems associated with the private surface inholdings. BLM has indicated an intention not to exchange the lands.
5. The Socioeconomics Team calculates that a potential loss of federal revenues annually for the all wilderness alternative is $151,500. Oil, gas and phosphate production potential is sufficient to warrant an initial recommendation for nondesignation. There are no significant water rights or geothermal resources located in this WSA.
6. The Wildlife Team anticipates no problems with the BLM's proposed action for no wilderness and concurs with it accordingly.

Summary:

The relative subcommittee rankings for Cedar Mountains WSA within the region are consistent with the team assessments. The WSA meets the minimum wilderness quality factors but lacks special features and is not as spectacular as other West Desert WSAs. Other land use conflicts and economic and mineral potentials are considered to be significant enough not to be outweighed by the wilderness values.

The overall impacts of the no action alterative are insignificant because there are no high quality wilderness values lost. However, 50,500 acres of roadless lands would not become part of the national wilderness preservation system under this alternative.

SCENARIO B WEST CENTRAL WSAs

Five of six teams concurring on eight WSAs:
- Howell Peak - Partial Wilderness/Low Conflict
- Notch Peak - Partial Wilderness/Low Conflict
- Cedar Mountains - No Action/High Conflict
- North Stansbury Mountains - Partial Wilderness
- Deep Creek Mountains - Partial Wilderness/Low to Moderate Conflicts
- Rockwell - No Action/High Conflict
- Swasey Mountains - Partial Wilderness/Moderate Conflicts
- Wah Wah Mountains - Partial Wilderness

Discussion:

Howell Peak - Same as Scenario A (page 100)
Notch Peak - Same as Scenario A (page 101)
Cedar Mountains - Same as Scenario A (page 102)

North Stansbury Mountains

Discussion:

North Stansbury Mountains - 10,480 acres; BLM's proposed action is the 10,000-acre partial wilderness alternative; subcommittee ranked this WSA sixth for wilderness quality and fourth for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the BLM proposed action, but would also agree to all wilderness designation because of visual resources, opportunities for solitude and primitive recreation, and proximity to a major metropolitan area (Salt Lake Valley). All Class A (1,300 acres) and Class B (9,180 acres) scenery is included in the partial, along with 5,810 acres of outstanding solitude and 5,760 acres of outstanding primitive recreation.
2. The Minerals and Energy Team feels the 8,700-acre partial alternative is preferable to the BLM's proposed 10,000-acre partial since it eases the conflict with a known mineral deposit. In the 10,000-acre partial alternative some of the Monte Carlo Mine workings probably extend under the wilderness boundary. The ore bearing structure, a replacement deposit striking N10E and dipping 60NW, would certainly conflict with the proposed boundary. This 8,700-acre partial would also, according to the BLM, eliminate most of the conflict with copper and gold.
3. Seven ranching operators use the North Stansbury Mountains WSA. The North Stansbury Mountains contain portions of three grazing allotments providing approximately 495 AUMs. Unsuitable grazing land makes up a part of all three allotments. Lands classified as

unsuitable are primarily the steep, poorly vegetated uplands and rocky southern slopes that lack water in the hot summer months and lack access in the snowbound winter months. The only range development located in the WSA is a spring or seep development site high in the cliffs above Muskrat Canyon. A "way" 1.75 miles in length and passable to four-wheel drive vehicles is used to gain access to the trough site. There are no other livestock management facilities or systems in the WSA. As long as the way and spring are allowed to be utilized and maintained, the partial wilderness designation would have minimal impact on livestock grazing, according to the Livestock Team.

4. The Land Use Team supports the 8,700-acre alternative for the following reasons: (1) all existing claims lie outside of the boundaries of this alternative, (2) designation of this area would contribute to the manageability of the nearby Desert Peak Wilderness Area and adjacent semiprimitive nonmotorized area by the U. S. Forest Service.
5. The Socioeconomics Team feels that the DEIS fails to deal fully with the Tooele County Master Plan and ordinances. The DEIS states that although the county plan calls for multiple use in the outlying or unincorporated areas, and wilderness is not conducive to multiple use, this is not a constraint on the remote areas of the county. The Stansbury Mountains are not remote, and the ordinance includes an industrial zone virtually adjacent to the north and west borders of the WSA. There are three industrial businesses within two to three miles of the WSA which maintain mineral leases adjacent to the WSA (U. S. Lime, Portland Cement and Climax Chemical). Expansion plans of these companies would be constrained by wilderness designation, with significant impacts on the economy of the area. Potential loss of federal revenues annually for the all wilderness alternative is $31,440; for the partial wilderness alternative, $30,000. Wilderness values may offset loss of revenues of this amount, but the initial recommendation based on economic factors alone must be for nondesignation. There are no significant water or geothermal resources located in this WSA.
6. The Wildlife Team anticipates no wildlife problems with BLM's proposed action for 10,000 acres of wilderness and concurs with it accordingly.

Summary:

The subcommittee rankings are consistent with the team assessments for North Stansbury Mountains WSA. The rankings indicate moderate wilderness values and significance of conflicts within the region. Most of the conflicts identified by the teams can be eliminated or reduced more effectively by the smaller 8,700-acre partial wilderness alternative. This alternative retains the highest quality wilderness values. Nevertheless, some conflicts would likely still exist, particularly with the nearby industrial zone. The significance of these remaining conflicts should be analyzed further.

Deep Creek Mountains

Discussion:

Deep Creek Mountains - 68,910 acres; BLM's proposed action is the 50,984-acre partial alternative; subcommittee ranked this WSA first for wilderness quality and first for significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends the all wilderness alternative. Deep Creek WSA contains 24,951 acres of Class A and 20,530 acres of Class B scenery. There are 62,364 acres (87 percent) of outstanding solitude and primitive recreation opportunities. BLM's partial alternative deletes 18 percent of the outstanding solitude and recreation acreage. This is one of the few areas in the West Desert with an abundance of water. There are 12 identified cultural sites. Special features include sensitive plant and wildlife species and Birch and Trout creeks, both eligible for consideration for Wild and Scenic River study. The Wilderness Values Team considers this the most outstanding WSA in the West Desert Region.
2. The no wilderness designation is preferable to the partial alternative proposed by the BLM, according to the Minerals and Energy Team. This area has outstanding wilderness characteristics but also high mineral potential. Eight strategic and critical minerals have a high probability of existing in this area.
3. The existing livestock use inside the WSA consists of sheep and cattle grazing in portions of five allotmentsinvolving 17 operators. There are a total of 1,013 AUMs within the WSA. Most of the available forage for livestock is in the canyon bottoms and on adjoining sidehills. Permittees often use roads and trails to distribute salt from vehicles; horses are used to manage and herd livestock on and off the allotments and no water is hauled. There is a single existing range improvement within the WSA, the partially developed Trough Spring, which is located on the southern tip of the WSA boundary. It is proposed to redevelop this spring with one mile of pipeline which will aid in the distribution of the livestock. Under the partial wilderness alternative, this spring and proposed range improvement would be outside the proposed area. Of the 15 miles of existing vehicular ways, about 10 miles would be in designated areas. The partial wilderness designation will have the least impact on livestock use of the area. The Livestock Team is concerned, however, that predator control would be restricted. No poison baits or cyanide guns could be used, and any predator control program would be contingent upon the finding that a program would not diminish the wilderness values. This issue needs further evaluation.
4. The Land Use Team supports the partial wilderness alternative for the following reasons: (1) this alternative includes the most outstanding wilderness characteristics while eliminating many mineral

conflicts. Most of the minerals are "most likely concentrated in the known mineralized locations, many of which would not be in the area designated as wilderness" (page 37, paragraph 4), (2) past administrations have supported the designation of a wilderness area in the Deep Creeks.

5. Potential loss of federal revenues annually for the all wilderness alternative is $161,739; for the partial wilderness alternative, $112,809. The Socioeconomics Team is aware of the significant wilderness values of this WSA, and is also aware of the overall importance rating of 3+ given this WSA for mineral resources. When these factors are compared, it may well be that wilderness values outweigh economic values. There are perennial water resources in the WSA which have been appropriated, and a proposal for a hydropower diversion (with approved rights of way). Although it is expected that wilderness designation would have no effect on future use of these resources, it is suggested that the wilderness boundaries be redrawn to exclude these developments. There is also a low gradient geothermal resource in the WSA that could be developed. There are obvious manageability problems with the narrow section connecting the north and south area.

6. Attempts have been made in the past and are continuing by UDWR to eliminate rainbow trout from Trout and Birch creeks and manage them only for Bonneville cutthroat trout. We have some reservations about the possibilities for chemical treatment of water and stream stabilization and enhancement if the Deep Creek Mountains are designated as wilderness. Some if not all of the above activities will be necessary in Birch, Trout, Granite, Red Cedar, Indian Farm and Thomas (Tom's) creeks in order for UDWR to reestablish and manage Bonneville cutthroat in those streams as planned. If UDWR can be assured the activities will be allowed, we anticipate no problems with the BLM's proposed action for 50,984 acres of wilderness and concur with it accordingly. Otherwise, The Wildlife Team would be opposed to wilderness designation.

Summary:

Deep Creek Mountains WSA was ranked first in both wilderness values and significance of conflicts within the region. The overall perception by the subcommittee is that this WSA was the finest of all the West Desert WSAs. However, the significant conflicts, mostly minerals, associated economics, present and proposed water developments, and wildlife issues present a difficult choice for decisionmakers. However, further analysis of the mineral potential is necessary to resolve this conflict. The wildlife issues raised by Team 6 also must be resolved.

Rockwell

Discussion:

Rockwell - 9,150 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 10th for wilderness quality and ninth for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the BLM proposed action with reservations. Rockwell WSA has little high-value acreage. It does not meet criteria set by the team for wilderness designation. There is insufficient information to dispel BLM's proposed action. Special features include sand dunes, junipers and saltbush. Rockwell is currently designated as a Natural Area. Heavy OHV use in adjacent areas may effect manageability as wilderness.
2. The Minerals and Energy Team prefers the no wilderness alternative for this area due to a moderate to high potential for lead and zinc vein deposits associated with silver.
3. This WSA comprises 25 percent of the McIntyre Cattle Allotment used by one rancher. Of the 1,125 AUMs within the allotment, the WSA contains 212 AUMs. Most of the AUMs are in the northern part of the WSA. There are no existing range improvements, nor are any proposed for this WSA. From this standpoint, the conflict between livestock grazing and wilderness designation would be minimal, according to the Livestock Team.
4. The Land Use Team supports the no action alternative. There are serious management problems with OHV users from the adjacent Little Sahara Recreation Area. This area is proposed to be managed as a Natural Area which this team supports. Some or most of the unique values and resources of the Rockwell WSA could be effectively retained by this management alternative to wilderness.
5. Nondesignation is recommended by the Socioeconomics Team because of the heavy OHV use in the nearby recreation area, opportunities for solitude and primitive recreation would be severely compromised. Potential loss of federal revenues annually for the all wilderness alternative is $27,450, however, the no action alternative involves a potential loss of $16,773 (due to expiration of current oil and gas leases that will not be renewed). There are no significant water or geothermal resources located in this WSA.
6. There are no wildlife values in conflict with the proposed action. The Wildlife Team, therefore, concurs with the no action alternative.

Summary:

The subcommittee agrees (with some reservations) with the BLM proposed no action alternative for Rockwell WSA. Apparently, problems with manageability of the area as wilderness and the resulting loss of solitude due to ORV use from the adjacent Little Sahara Recreation Area, are the overriding rationale for the proposed action. However, the BLM does plan to manage this WSA as an ACEC. Management prescriptions under that designation would include ORV and some leasing restrictions.

Swasey Mountains

Discussion:

Swasey Mountains - 49,500 acres; BLM's proposed action is the 34,500-acre partial wilderness alternative; subcommittee ranked this WSA fourth for wilderness quality and third for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Team concurs with the proposed action. Visual resources (35,145 acres Class A scenery), outstanding solitude and primitive recreation opportunities (32,175 acres), and cultural criteria are met. BLM's partial alternative contains all high wilderness value acreage. Special features include trilobite fossils, limestone caves and wild horses.
2. The Minerals and Energy Team recommends the no wilderness alternative pending further geological investigations. The Minerals and Energy Team recognizes a significant potential for disseminated gold and porphyry molybdenum. Ore grade gold mineralization was encountered in drilling just north of the WSA.
3. There are an estimated 1,433 AUMs in this WSA involving portions of four grazing allotments utilized by eight operators. Both sheep and cattle are grazed in this WSA and eleven percent of the AUMs for these allotments are in the WSA. Existing livestock improvements include five spring developments, one-half mile of fence, and 20 acres of seeding. The proposed range improvements include one spring development which has the potential to help distribute livestock. There are several vehicular "ways" that are known to exist throughout the WSA, but the extent to which they are utilized by livestock operators to help manage their livestock operations is not known. The Swasey Mountains, including portions within the WSA, are used by approximately 77 head of wild horses. Plans call for management of the herd to maintain a population of approximately 100 animals. However, this would seem to be in conflict with the current livestock operations if AUMs are not currently allocated for a wild horse herd of 100 animals. Therefore, if the herd was to be increased from 77 to 100 animals, the forage allocation would probably be taken away from the livestock currently grazing in the WSA area. The Livestock Team would not support increasing the wild horse numbers to the proposed 100-head level if it ends up being a detriment to the livestock forage allocation. Because of the rugged terrain, sheep and cattle grazing is mainly concentrated on the lower benchlands and in the Sinbad area. The partial wilderness designation involves only 305 of the 1,128 AUMs and thus would have the least impact on livestock grazing operations. From a wilderness quality and management standpoint, the Livestock Team recommends deleting the northern end of the WSA as shown in figure SM-1. Since sheep grazing is involved, the effect of wilderness designation on predator control needs evaluation.

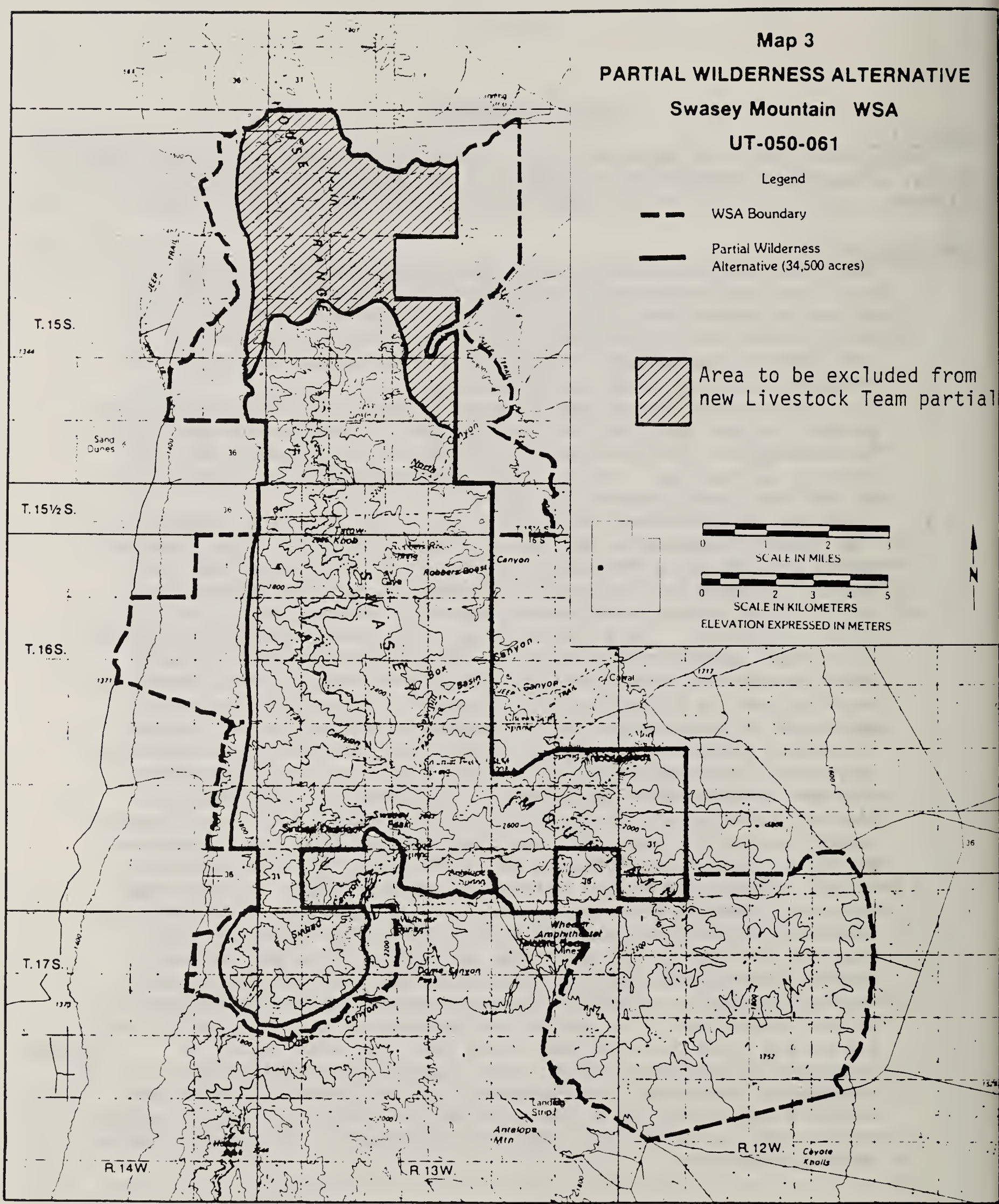

Map 3
PARTIAL WILDERNESS ALTERNATIVE
Swasey Mountain WSA
UT-050-061
Legend
WSA Boundary
Partial Wilderness Alternative (34,500 acres)
Area to be excluded from new Livestock Team partial
SCALE IN MILES
SCALE IN KILOMETERS
ELEVATION EXPRESSED IN METERS
N
T. 15 S.
T. 15½ S.
T. 16 S.
T. 17 S.
R. 14 W.
R. 13 W.
R. 12 W.
Sand Dunes
Canyon
Robbers Roost
Box Basin
Canyon
Canyon
Canyon
Canyon
Canyon
Sinbad
Dome Canyon
Wheeler Amphitheater
Antelope Mtn
Coyote Knolls

Figure SM-1

4. The Land Use Team recommends a new partial alternative. (See Figure SM-2.) The reduction in the east portion of the WSA would include a jeep road; however, the benefits of the partial alternative in the southeast portion is a mystery. The original boundary seems to make more sense as it follows a natural rather than an artificially created boundary as is the case with the partial alternative.
5. The Socioeconomics Team concurs with partial wilderness. Potential loss of federal revenues annually for the all wilderness alternative is $243,235; for the partial wilderness alternative, $150,038; for the no action alternative, $35,358. The WSA has an overall importance rating for mineral resources of 2. There are undeveloped springs and a potential for geothermal development (1,600 acres) in the WSA.
6. The Wildlife Team anticipates no problems with the BLM's proposed action for 34,500 acres of wilderness and concurs with it accordingly.

Summary:

Swasey Mountains WSA ranked moderate to high in both wilderness values and significance of conflicts within the region. Special features in this WSA, including trilobite beds, historical values, limestone caves and wild horses, contribute to its outstanding wilderness values. Potential mineral resources may also be significant. Further geological investigations would be necessary to resolve this potential conflict.

Wah Wah Mountains

Discussion:

Wah Wah Mountains - 42,140 acres; BLM's proposed action is the 36,382-acre partial wilderness alternative; subcommittee ranked this WSA second for wilderness quality and ninth for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends the all wilderness alternative. The Wah Wah Mountains are "one of the most remote, untouched mountain ranges in the West Desert." There are excellent visual (32,448 acres Class A/B scenery), and solitude and primitive recreation (40,940 acres) resources. BLM does not document reasons for proposed partial designation. Special features include Crystal Peak and bristlecone pine stands.
2. The partial alternative (36,382 acres) is acceptable to the Minerals and Energy Team since there are no known serious mineral conflicts.
3. There are portions of six grazing allotments within the WSA that are used by nine permittees. Available forage is estimated at 916 AUMs for cattle and 2,100 AUMs for sheep. A one mile fence is the only existing range improvement and no other range improvements have been identified or proposed. There are existing "ways" totalling

SWASEY MOUNTAIN WSA

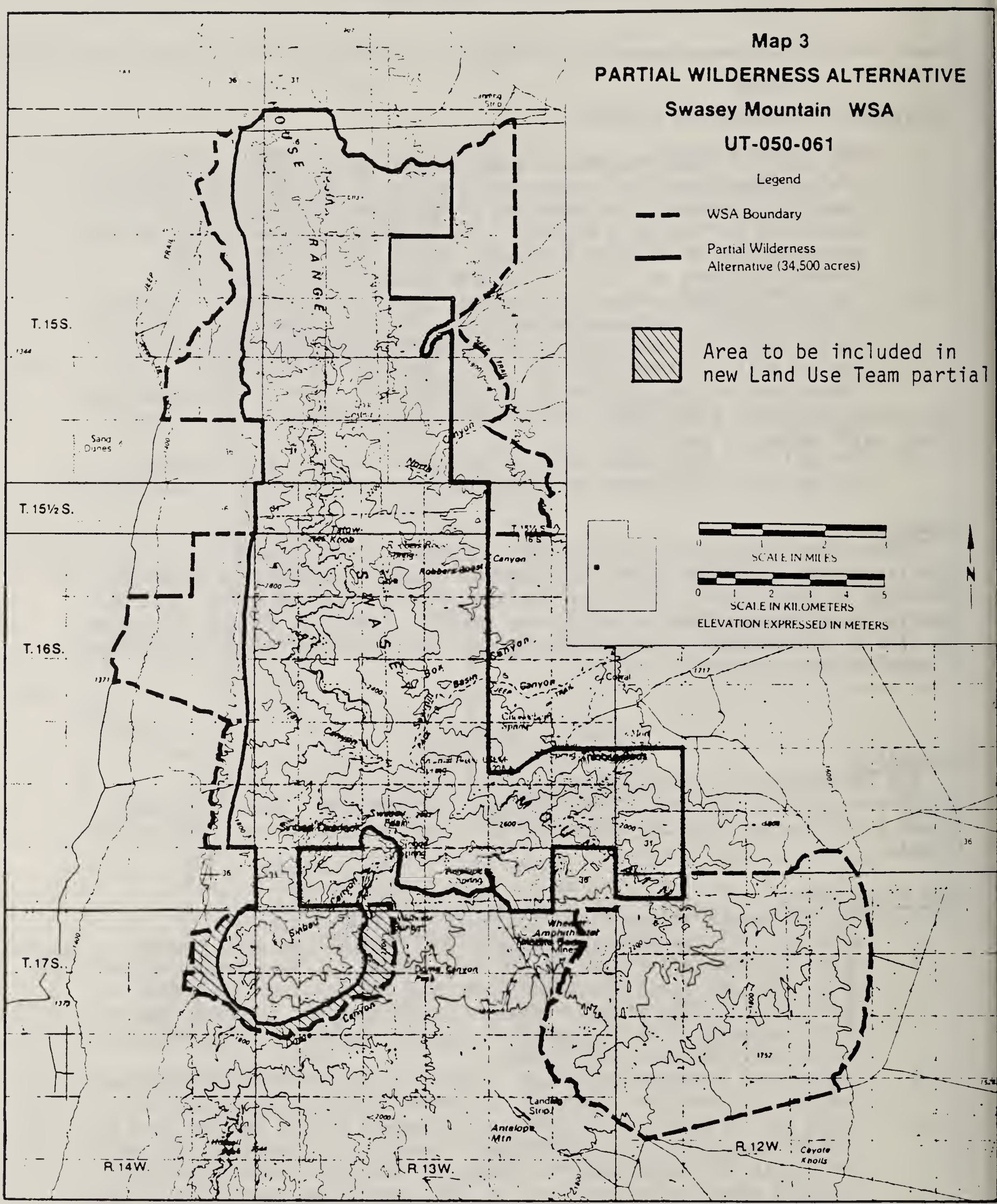


Figure SM-2

approximately five miles that penetrate the WSA and are used by the permittees to gain access for hauling water and salt and to locate sheep camps. Ways are also used by BLM personnel for the management of the various grazing allotments. As long as the existing "ways" are appropriately identified and allowed to be used after wilderness designation, the Livestock Team recommends the partial wilderness alternative shown in Figure WW-1. This new partial is smaller than the BLM proposed action for the Wah Wah Mountains WSA and would have less impact on livestock grazing. The effect of wilderness designation on predator control needs to be evaluated. Crystal Peak should be considered for other designation such as an ACEC or ONA.

4. The Land Use Team supports the proposed action. The WSA possesses many special geologic resources and is "judged by the BLM to be one of the most remote, untouched mountain ranges in the West Desert" (page 1). This alternative reduces hardship to livestock operators.
5. The Socioeconomics Team calculates a potential loss in federal revenues annually for the all wilderness alternative to be $112,700; for the partial wilderness alternative it is $109,146. The overall importance rating for mineral resources is 2, but there are indications that this rating is conservative, primarily for clay and gravel Beaver County objects to this WSA being designated because of weak wilderness values in all but the Crystal Peak area, and because of the high mineral potential within the area. Complete evaluation of the mineral resources should be made before a wilderness recommendation is proposed. There are no known perennial water resources located in the WSA.
6. The Wildlife Resources Team concurs with the proposed action.

Summary:

The subcommittee assessments generally agree on the existence of the pristine quality of the Wah Wah Mountains WSA's wilderness characteristics. It is ranked second for wilderness quality in the region. Crystal Peak and bristlecone pine are special features. Although there are no known serious mineral conflicts, Beaver County and Six County Association of Governments officials strongly object to this area being recommended for wilderness designation based on the perception of mineral conflicts being present.

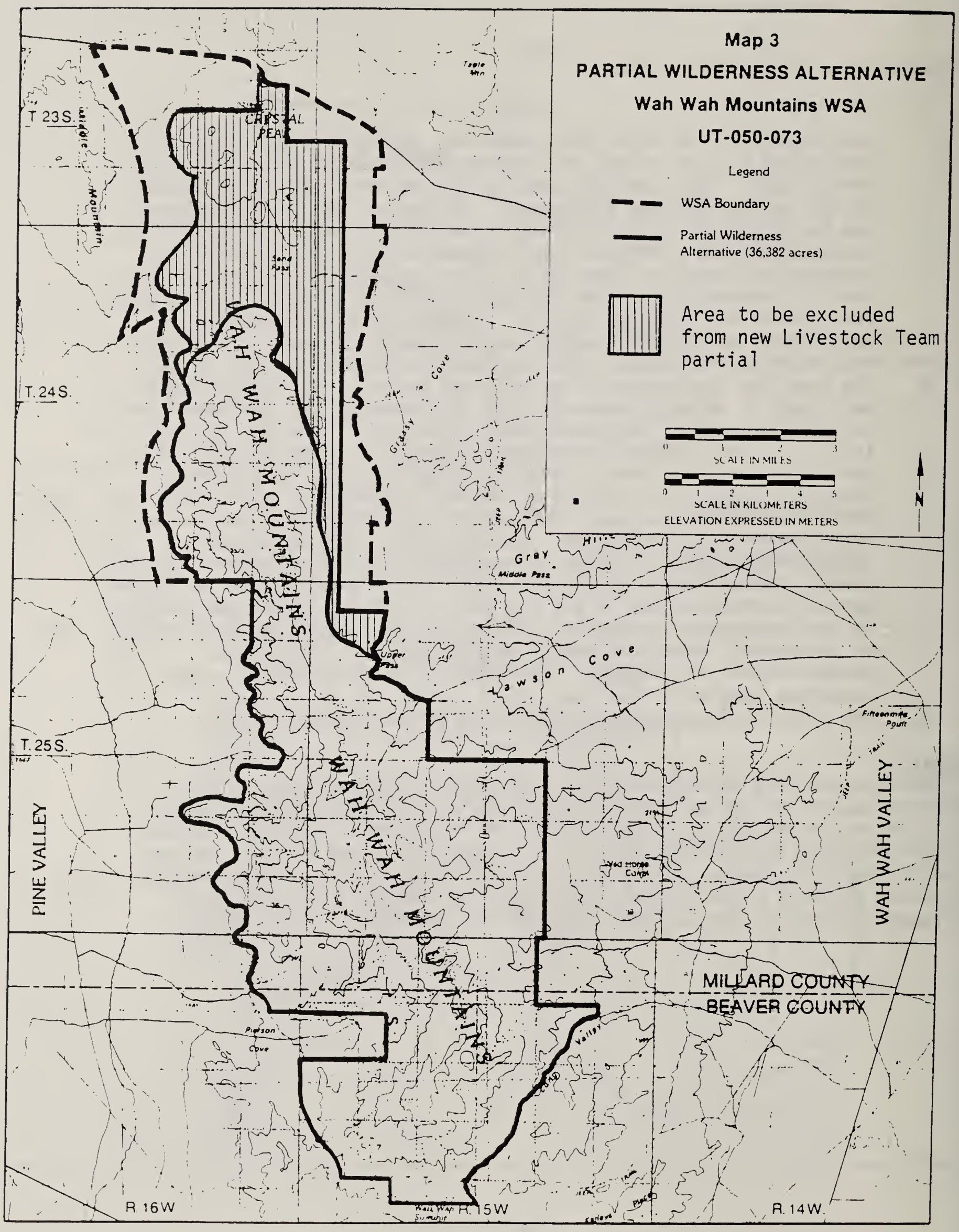

Map 3
PARTIAL WILDERNESS ALTERNATIVE
Wah Wah Mountains WSA
UT-050-073
Legend
WSA Boundary
Partial Wilderness Alternative (36,382 acres)
Area to be excluded from new Livestock Team partial
SCALE IN MILES
SCALE IN KILOMETERS
ELEVATION EXPRESSED IN METERS
N
T 23S.
T.24S.
T.25S.
CRYSTAL PEAK
WAH WAH MOUNTAINS
Grassy Cove
Gray
Middle Pass
Upper Pass
Lawson Cove
Fifteenmile Point
Wild Horse Canyon
PINE VALLEY
WAH WAH VALLEY
MILLARD COUNTY
BEAVER COUNTY
Pierson Cove
Valley
R 16W
R. 15W
R. 14W.

Figure WW-1

SCENARIO C WEST CENTRAL WSAs

Four of six teams concurring on 11 WSAs:
- Howell Peak - Partial Wilderness/Low Conflict
- Notch Peak - Partial Wilderness/Low Conflict
- Cedar Mountains - No Action/High Conflict
- North Stansbury Mountains - Partial Wilderness
- Deep Creek Mountains - Partial Wilderness/Low to Moderate Conflicts
- Rockwell - No Action
- Swasey - Partial Wilderness
- Wah Wah Mountains - Partial Wilderness
- Fish Springs - Partial Wilderness
- Conger Mountain - No Action
- King Top - No Action

Discussion:
- Howell Peak - Same as Scenario A (page 100)
- Notch Peak - Same as Scenario A (page 101)
- Cedar Mountains - Same as Scenario A (page 102)
- North Stansbury Mountains - Same as Scenario B (page 104)
- Deep Creek Mountains - Same as Scenario B (page 106)
- Rockwell - Same as Scenario B (page 108)
- Swasey Mountains - Same as Scenario B (page 109)
- Wah Wah Mountains - Same as Scenario B (page 111)

Fish Springs

Discussion:

Fish Springs - 52,500 acres; BLM's proposed action is the 33,840-acre partial alternative; subcommittee ranked this WSA seventh for wilderness quality and sixth for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team supports the BLM proposed action. Fish Springs contains 34,640 acres of Class A visual resources. BLM's partial alternative deletes the foothill areas and contains 98 percent of the Class A scenery. Recreation and solitude criteria are met. Attenuation faulting is a special feature in the WSA. The UDWR is considering introducing bighorn sheep into the area.
2. The Minerals and Energy Team finds the no wilderness designation preferable for this WSA due to a moderate to high potential for lead and zinc and geothermal resources. The partial designation does not really eliminate these resource lands.
3. Because of the rugged terrain, livestock use is restricted to the benchlands on the sides of the Fish Springs Range. Portions of two allotments, used by four permittees for both cattle and sheep are permitted for an estimated 2,508 AUMs in the WSA. This represents 44

percent of the AUMs for the allotments involved. The existing range improvements consist of one developed well and one developed spring. Proposed range improvements consist of five miles of pipeline as well as 1.5 miles of fence, which, if implemented, would help distribute the livestock throughout the grazing area. The permittees within the WSA currently use existing "ways" for managing livestock operations. The partial wilderness designation, which is BLM's proposed action, would exclude the benchlands, which are the areas primarily used for livestock grazing. Most, if not all the AUMs, would then be in the nondesignated portion. Thus, the conflict between livestock grazing and wilderness designation would be greatly reduced. However, because sheep use occurs in the WSA, the Livestock Team feels a potential conflict may exist between wilderness designation and predator control.

4. The Land Use Team supports the partial wilderness alternative. This alternative preserves the most outstanding portion of the WSA while leaving the foothills for mineral and livestock development. According to the document on page 10, "All of the existing mining claims are on the margins of the WSA and would be in the nondesignated area."
5. The Socioeconomics Team calculates a potential loss of federal revenues annually for the all wilderness alternative of $367,500; for the partial wilderness alternative it is $236,880. This WSA has an overall importance rating of 3+ for mineral resources. Complete evaluation of the mineral resource should be made before a wilderness recommendation is proposed. There are no significant surface water resources located in the WSA, apart from a potential geothermal development. Large flows at Fish Springs do indicate the presence of a substantial groundwater aquifer.
6. The desert bighorn sheep transplant proposed by UDWR will require water guzzlers since there is no water present in the area. However, no specific water guzzler sites have been identified at this time. With the provision for water guzzlers for the proposed bighorn sheep transplant, the Wildlife Team anticipates no problems with the BLM's proposed action for 33,840 acres of wilderness and concurs with it accordingly.

Summary:

Fish Springs WSA was ranked moderate for both wilderness values and significance of conflicts within the region. Most conflicts are reduced by the partial alternative except for potential mineral values. Existing mining claims would probably not be negatively affected by a partial wilderness designation but the existence of potential mineral resources within the area needs to be analyzed further.

Conger Mountain

Discussion:

Conger Mountain - 20,400 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA ninth for wilderness quality and 11th for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the proposed no action. Although Conger Mountain WSA contains sufficient Class B scenery and opportunities for solitude, it lacks water, destination points and special features. Recreation opportunities are below average.
2. The Minerals and Energy Team finds the all wilderness alternative acceptable for this WSA since it has no known significant mineral conflicts.
3. Portions of two sheep allotments fall within the WSA where 70-80 percent is usable by livestock for an estimated 1,722 AUMs. Range improvements consist of one spring development in the Skunk Springs allotment. Proposed range improvements include piping water from Willow Springs, which is in the Skunk Springs allotment, via a 2-mile pipeline, which would aid in the distribution of livestock. There are also several existing "ways" used extensively by livestock operators for access to sheep camps and for the purposes of hauling water, as well as being utilized by BLM personnel to supervise livestock operations and maintain existing range studies. Because of these apparent conflicts and potential conflict with predator control, the Livestock Team supports the BLM proposed no action alternative.
4. The Land Use Team supports the no action alternative. The team found no outstanding resources that would override the proposed action.
5. Potential loss in federal revenues annually for the all wilderness alternative is $61,200; the WSA is rated 2 in overall importance for mineral resources. The Socioeconomics Team feels economic impacts are insignificant. There are no significant water or geothermal resources located in this WSA.
6. Wildlife Resources concurs with the proposed action.

Summary:

The subcommittee concurs with the finding that there appears to be lack of outstanding wilderness qualities to support a wilderness recommendation for Conger Mountain WSA although it could contribute to diversity of wilderness areas. Apparent conflicts exist with livestock operations.

King Top

Discussion:

King Top - 84,770 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA eighth for wilderness quality and fifth for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the proposed action. King Top has 53,000 acres of Class B scenery and 50,000 acres of outstanding solitude opportunities. However, it lacks available water, destination points and accessibility. Ordovician fossils are unique to the area. Fossil Mountain is on the Register of Historic Places.
2. The no wilderness alternative is preferable to the Minerals and Energy Team due to the WSAs medium-to-high mineral potential for oil and gas (supported by the presence of favorable data from a nearby exploratory well).
3. Within this WSA there are approximately 6,906 AUMs allocated for use by nine permittees on portions of five sheep and two cattle allotments. Existing range improvements consist of three miles of fence and one corral. Proposed range improvements include two wells and/or a reservoir with approximately four miles of pipeline with six troughs and one corral and two miles of fence. These facilities would improve livestock distribution throughout the allotments within the WSA. There are also approximately 30 miles of existing "ways" that extend into the WSA from border roads that are used by the permittees and BLM personnel in the supervision of livestock operations and maintenance of existing range studies. The use of the area is dependent on the permittees hauling water and obtaining access for sheep camps. There are presently approximately 45 wild horses using the WSA. Most of this use occurs in the south and central portion. Management plans call for maintaining a herd of approximately 35 animals. The existing vehicular "ways" are also used for access to observe and manage this wild horse herd. Therefore, from a livestock point of view, the Livestock Team supports the BLM's proposed no action alternative.
4. The Land Use Team supports the partial wilderness alternative. The alternative eliminates the foothill fringe areas and reduces the hardships on livestock operators. Ninety-two percent of the area meets the standard for outstanding opportunities for solitude and all the area meets the standard for primitive recreation.
5. Potential loss in federal revenues annually for the all wilderness alternative is $254,310; for the partial wilderness alternative,$159,132. This WSA received an overall importance rating of 2 for mineral resources, but potential for oil and gas recovery is probably more significant than indicated. Based on economic factors and a high level of conflict, the Socioeconomics Team recommends a no wilderness initial designation. There are no significant water resources located in this WSA, apart from a potential for geothermal development.
6. Wildlife Resources recommends the first partial wilderness alternative.

Summary:

The subcommittee generally concurs that the wilderness values for King Top

WSA are not considered to be high within the region. Some conflicts exist with livestock operations, minerals and energy resource potential and significant economic losses.

However, this WSA and adjacent areas have a rather unique distinction which should be recognized. The area's geographic place names are among the most colorful and humorous to be found in the West. The WSA is located in the Confusion Range. Traveling north along the east side of the WSA, one goes up Blind Valley past Fossil Mountain to Politician's Point. Traveling on other parts of the WSA, one could be in Burnout Canyon and if enough effort were expended, both Horse Heaven and Little Horse Heaven could be found next to King Top. The significance and origin of these place names is a bit confusing, no doubt reflecting the name for the mountain range itself.

b. SOUTH-WEST WSAs - PART A

The subcommittee rankings and assessment matrix for the South-West WSAs - Part A are shown on the next pages. They are followed by the wilderness suitability scenarios.

The rankings show Parunuweap WSA as the highest in both wilderness qualities and significance of conflicts in the South-West Region. This result indicates the high degree of controversy surrounding this WSA.

Only three scenarios are discussed. A fourth is identical to Scenario C and is, therefore, not repeated.

Partial Paired Comparison Ranking
South West WSA's - A

Wilderness Quality

Rank	Raw Score	Tie's	%	- Tie's	+ Tie's	WSA
1	189	16	8.5	173	205	Parunuweap Canyo
2*	171	8	4.7	163	179	Canaan Mountain
3*	170	10	5.9	160	180	Paria-Hackberry
4	152	5	3.3	147	157	Zion Units (4)
5	138	12	8.7	126	150	The Cockscomb
6	105	6	5.7	99	111	Red Mountain
7	93	7	7.5	86	100	Cottonwood Canyo
8*	85	7	8.2	78	92	Cougar Canyon
9*	84	14	16.7	70	98	Mud Spring Canyo
10*	81	15	18.5	66	96	Moquith Mountain
11	52	8	15.4	44	60	The Blues

Significance of Conflicts

1	159	13	8.2	146	172	Parunuweap Canyo
2*	155	10	6.5	145	165	Mud Spring Canyo
3*	151	14	9.3	137	165	Paria-Hackberry
4	147	13	8.8	134	160	The Blues
5	119	8	6.7	111	127	Cottonwood Canyo
6*	105	15	14.3	90	120	The Cockscomb
7*	100	22	22.0	78	122	Moquith Mountain
8*	91	12	13.2	79	103	Canaan Mountain
9	85	11	12.9	74	96	Cougar Canyon
10	80	9	11.3	71	89	Red Mountain
11	18	13	72.2	5	31	Zion Unit (4)

* - Ranking changes if Ties are added or subtracted.

Team Assessment Matrix - South-West-A WSA's

TEAM

WSA	1	2	3	4	5	6
gar Canyon	AW	AW	NA	NA	LC/AW	AW
Mountain	PW	NA	PW	PW	MC/NA	AW
tonwood Canyon	PW	PW	PW	PW	HC/NA	PW
erkin Creek Cyn.	AW	AW	AW	AW	LC/AW	AW
p Creek	AW	AW	AW	AW	LC/AW	AW
Fork Virgin River	AW	AW	AW	AW	LC/AW	AW
erville Canyon	AW	AW	AW	AW	LC/AW	AW
unuweap Cyn.	AW	NA	PW	PW	HC/NA	PW
haan Mountain	PW	NA	PW	PW	LC/PW	AW
quith Mountain	NA	AW	NA	NA	HC/NA	AW
e Blues	NA	NA	NA	NA	HC/NA	NA
d Spring Canyon	AW	NA	NA	NA	HC/NA	NA
ria-Hackberry	AW	NA	PW	PW	MC/ new PW	PW
e Cockscomb	AW	PW	PW	PW	LC/PW	PW

N - No Action/No Wilderness
A - All Wilderness
F - Partial Wilderness
F #1 - The Larger Partial
F #2 - The Smaller Partial
ew PW - A new Partial Wilderness Alternative not in the DEIS
L - Low Conflict
M - Moderate Conflict
H - High Conflict

SCENARIO A SOUTH-WEST - PART A

All teams concurring on three WSAs:
- Four Zion Units
  - LaVerkin Creek Canyon - All Wilderness/Low Conflict
  - Deep Creek - All Wilderness/Low Conflict
  - North Fork Virgin River - All Wilderness/Low Conflict
  - Orderville Canyon - All Wilderness/Low Conflict
- The Blues - No Action/High Conflict
- The Cockscomb - Partial Wilderness/Low Conflict

Four Zion Units

Discussion:

LaVerkin Creek Canyon - 567 acres
Deep Creek - 3,320 acres
North Fork Virgin River - 1,040 acres
Orderville Canyon - 1,750 acres

BLM's proposed action is the all wilderness alternative for all four WSAs. The subcommittee ranked the combined Zion Units 4th in wilderness quality and 11th for significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the BLM proposed action. All these areas are adjacent to Zion National Park and proposed National Park Service wilderness areas. All are Class A scenery, with the exception of 350 acres of Class B scenery in the Orderville WSA. All contain special feature values. North Fork Virgin River is eligible for consideration for Wild and Scenic River study. Primitive recreation opportunities are good, although there is an access problem with private land near North Fork. These WSAs are exceptions to some wilderness criteria, in particular size, but because of special features and proximity to Zion National Park, they qualify for wilderness designation.
2. The Minerals Team concurs with the BLM proposed action because these areas lack known mineral resource conflicts.
3. There are no existing range improvements and none are proposed. From the Livestock Team's standpoint, there is very little conflict in designating these areas as wilderness.
4. The Land Use Team supports the BLM proposed action. Also, the NPS has found these WSAs suitable for addition to Zion National Park. If transfer of these lands to the NPS is not viable, wilderness designation would complement adjacent park management. One and a half miles of the North Fork of the Virgin River is on the National Wild and Scenic Rivers Inventory. The North Fork also provides the major access to the Zion Narrows. Orderville Canyon forms the upper watershed to the park and would allow for extended recreation hiking trails and access to the narrows.

5. The Socioeconomics Team concurs with the BLM proposed action. All these WSAs contain less than 5,000 acres and adjoin other wilderness or proposed wilderness under federal jurisdiction. The mineral potential of these areas is low and federal revenues foregone are negligible. Possible conflicts might be with the development of water in the Navajo Sandstone aquifer, and the impact on management of Zion National Park.
6. The Wildlife Team concurs with the BLM proposed action. Wildlife will benefit from wilderness and the proximity to the adjacent Zion National Park.

Summary:
These four WSAs are ranked as a group, the Zion Units, and are considered to be natural, logical extensions of Zion National Park. There are no land use conflicts of any significance identified. (See the discussion of these and other WSAs adjacent to national parks in the special considerations section of this report.)

The Blues

Discussion:
The Blues - 19,030 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 11th for wilderness quality and 4th for significance of conflicts out of 11 WSAs.

Team Assessments:
1. The Wilderness Values Team concurs with the BLM proposed no action. There are 12,600 acres of Class B scenery, 1,600 acres of outstanding solitude opportunities and 3,000 acres of outstanding primitive recreation opportunities in the WSA. The area is adjacent to Bryce Canyon and near Kodachrome Basin State Park. The team considers Mud Spring, Paria-Hackberry and Cockscomb WSAs more important for wilderness preservation. However, the badlands portion of the WSA has an associated scenic turnout on State Highway 12 with a designated scenic overlook. An Area of Critical Environmental Concern or scenic area designation for the badlands area would help to preserve these scenic values. Such a designation for this portion of the WSA might be a reasonable compromise.
2. The Minerals Team concurs with the BLM proposed action. This WSA is not recommended for wilderness designation because of the large coal resource present (245 million tons estimated).
3. This WSA is marginal from the livestock grazing standpoint. It provides approximately 100 AUMs and contains four miles of fence. However, at the present time it is only used for livestock grazing on an emergency basis such as during drought years. The Kanab-Escalante Grazing Management DEIS, however, did identify approximately 2,200 acres of land that could be treated to provide an additional 350 AUMs of livestock forage. The Livestock Team feels the impact of wilderness designation on livestock management would be insignificant unless the land treatment was implemented.

4. The Land Use Team supports the BLM's proposed no action alternative given the WSA's coal resources. The Paria Planning Unit Management Framework Plan identified the entire WSA as a rail or slurry pipeline corridor. The WSA is adjacent to the Table Cliff-Henderson Canyon RARE II unit, released by the Utah Wilderness Act of 1984.
5. The Socioeconomics Team feels there are significant conflicts with development of coal reserves and water projects in this WSA. In addition, there are erosion problems and three separate water filings have been recorded. Potential revenues foregone equal $113,940. We concur with the no action alternative.
6. The Wildlife Team concurs with the proposed action. A 1,200-acre chaining program to benefit wildlife could be implemented if wilderness was not designated for this WSA.

Summary:

The rankings indicate that the relatively low-quality wilderness values are not significant enough to override the relatively high degree of conflicts present in The Blues WSA. The team assessments support those rankings. The conflicts do not seem to be resolvable by any suggested boundary adjustment. However, the badlands portion of the WSA has an associated scenic turnout on State Highway 12 with a designated scenic overlook. An Area of Critical Environmental Concern or scenic area designation for the badlands area would help to preserve these scenic values. Such a designation for this portion of the WSA might be a reasonable compromise.

The Cockscomb

Discussion:

The Cockscomb - 10,080 acres; BLM's proposed action is the 5,100-acre partial wilderness alternative; subcommittee ranked this WSA 5th in wilderness quality and 6th in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team strongly states that the Cockscomb and Paria-Hackberry WSAs deserve all wilderness designation. The WSAs are proximal to complementary recreation areas, including Dixie National Forest, Bryce Canyon National Park, Kodachrome Basin State Park and Wahweap WSA. They contain tremendous visual resources and special features, including White Cliffs, Cockscomb and Rimrocks formations. It does not appear that a partial designation protects the Paria River, which is eligible for consideration for Wild and Scenic River study. Cockscomb WSA contains 2,092 acres of Class A and 5,915 acres of Class B scenery, 4,319 acres of outstanding opportunities for solitude and 5,600 acres of outstanding opportunities for primitive recreation.
2. The BLM's proposed partial wilderness designation (5,100 acres) is acceptable to the Minerals Team since it mitigates a substantial amount of the oil, gas and coal conflicts.

3. This area provides approximately 463 AUMs and contains 3-1/2 miles of fence, four water catchments and one cattle guard. There are no new proposed range improvements in the WSA. The Livestock Team concludes that the proposed action designating 5,100 acres as wilderness, would have a minimal impact on livestock grazing. Because of the small, narrow size of this WSA and the fact that it is surrounded on all sides by roads, it would appear that this unit would be hard to manage as a wilderness area.
4. The Land Use Team supports the BLM's proposed partial wilderness alternative. It allows for development of a proposed reservoir on the Paria River and transportation corridors for the Kaiparowits Coal Field.
5. The mineral potential is low for oil and gas. A potential problem with a proposed reservoir is excluded in the partial alternative and the potential federal revenues foregone are only $11,850. The Socioeconomics Team finds no significant conflicts with the partial wilderness alternative.
6. The Wildlife Team concurs with BLM's partial wilderness proposal. It will protect wildlife values and allow development of the proposed reservoir on the Paria River.

Summary:

The rankings indicate both moderate to high quality wilderness values and moderate conflicts in the Cockscomb WSA when compared to other WSAs in the region. The team assessments seem to agree with this. The adjacent Paria-Hackberry WSA is a natural continuation of the wilderness values found in the Cockscomb WSA. (See the Wilderness Values Team comments for Paria-Hackberry.) Manageability of this WSA might be a problem. This issue requires more analysis, but it appears that impacts from a partial wilderness designation on other resources and land uses would be low.

SCENARIO B SOUTH-WEST - PART A

Five of six teams concurring on seven WSAs:
- Four Zion Units - All Wilderness/Low Conflict
- The Blues - No Action/High Conflict
- The Cockscomb - Partial Wilderness/Low Conflict
- Cottonwood Canyon - Partial Wilderness
- Canaan Mountain - Partial Wilderness/Low Conflict
- Mud Spring Canyon - No Action/High Conflict
- Paria-Hackberry - Partial Wilderness/Medium Conflict

Discussion:

Four Zion Units - Same as Scenario A (page 124)
The Blues - Same as Scenario A (page 125)
The Cockscomb - Same as Scenario A (page 126)

Cottonwood Canyon

Discussion:

Cottonwood Canyon - 11,330 acres; BLM's proposed action is the 9,853-acre partial wilderness alternative; subcommittee ranked this WSA 7th in wilderness values and 5th in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. Cottonwood Canyon WSA is all Class B scenery. It contains 5,200 acres of outstanding opportunities for solitude and 1,800 acres of outstanding opportunities for primitive and unconfined recreation. It is contiguous with Dixie National Forest and the Red Cliffs Recreational Area. An estimated 2,250 annual primitive visitor days are received in the WSA due to hiking in from the Red Cliffs Recreation Area. A conservative estimate of the sightseeing use from Highway I-15 is 0.5-1 million recreational experiences per year (DEIS, page 17, column 2, paragraph 2, Recreation).
2. The Minerals Team concurs with the BLM proposed partial alternative (9,853 acres) since it eliminates the uranium resource conflict (the only known mineral conflict in this WSA).
3. This area presently contains 193 AUMs. The area contains one reservoir and a half a mile of fence. One mile of gap fence is proposed. The Livestock Team concludes that there would be minimal conflict between wilderness designation and livestock grazing.
4. The Land Use Team supports the BLM's proposed partial wilderness alternative as it allows water development by the city of St. George. A second WSA boundary adjustment may be necessary to exclude potential state selection lands (see Figure CC-1).
5. A serious conflict exists in this WSA with the city of St. George's plans to develop a water right (81-577) for municipal use. No significant mineral resources are present. The no action alternative is preferred.

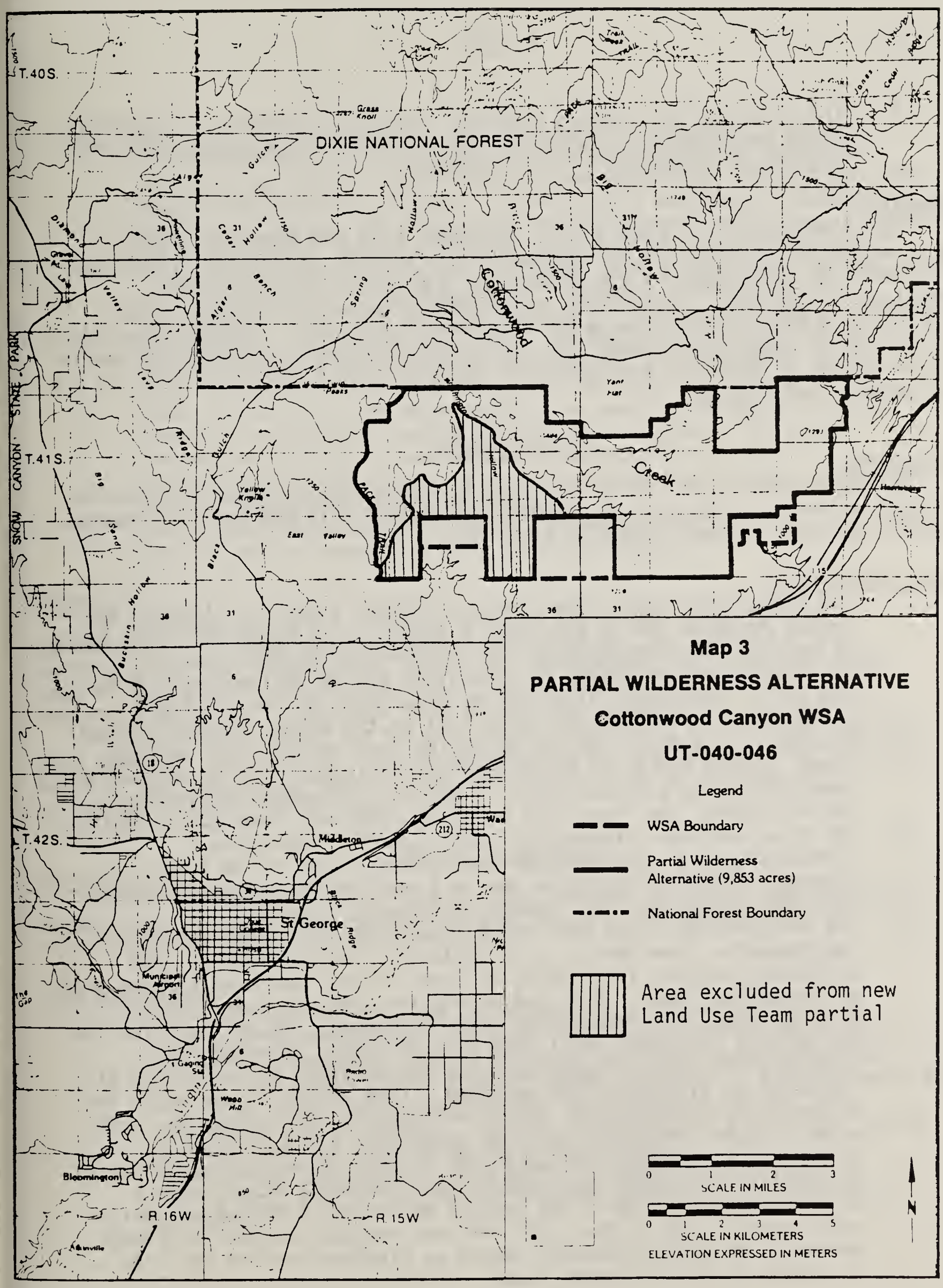

T.40S.
T.41S.
T.42S.
DIXIE NATIONAL FOREST
SNOW CANYON STATE PARK
Cottonwood
Creek
St George
Bloomington
R.16W
R.15W
Map 3
PARTIAL WILDERNESS ALTERNATIVE
Cottonwood Canyon WSA
UT-040-046
Legend
WSA Boundary
Partial Wilderness Alternative (9,853 acres)
National Forest Boundary
Area excluded from new Land Use Team partial
SCALE IN MILES
SCALE IN KILOMETERS
ELEVATION EXPRESSED IN METERS
N

Figure CC-1

6. The Wildlife Team concurs with BLM's partial wilderness alternative. There are benefits to wildlife and the partial minimizes conflicts with water development for St. George.

Summary:

The rankings for this WSA are in agreement with the team assessments. Both wilderness quality and the degree of conflict for most uses in this WSA are moderate within this region except for a potential serious water development conflict. The partial wilderness alternative mitigates most conflicts, except perhaps the water development conflict. Further assessments of the local communities' needs and further water resource assessments should be conducted to determine the extent of these potential conflicts prior to any wilderness designation.

Canaan Mountain

Discussion:

Canaan Mountain - 47,170 acres; BLM's proposed action is the 32,800-acre partial wilderness alternative; subcommittee ranked this WSA 2nd in wilderness quality and 8th in significance of conflicts.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. Canaan Mountain WSA is all Class A scenery. It contains 37,000 acres of outstanding opportunities for solitude and 28,000 acres of outstanding opportunities for primitive and unconfined recreation. The WSA is contiguous with Zion National Park on the north and Cottonwood Point Wilderness Area (AZ) on the south. Canaan Mountain plateau is a special feature differing from typical Zion geology. There is good screening which enhances solitude; diverse recreation opportunities are outstanding. A partial wilderness designation would minimize conflicts with proposed water and range developments.
2. The no wilderness alternative (pending further geological investigation) is preferred by the Minerals Team to the BLM's proposed partial alternative due to a uranium resource conflict of uncertain magnitude (see comments-Parunuweap Canyon).
3. The WSA provides 1,050 AUMs and includes the following livestock improvements: one corral, a drive trail, four reservoirs, nine developed springs, 4-1/2 miles of pipeline and approximately one mile of irrigation canal. Proposed within the area are seven spring developments, four reservoirs, water catchment, 1/4 mile of pipeline, 1/2 mile of livestock trail, 3/4 mile of fence, spraying and reseeding 500 acres of sagebrush and the chaining and reseeding of 700 acres of pinyon-juniper woodland. Even though it states in the document that the proposed range improvements, including the 1,200 acres of land treatment, could be developed if the area were designated wilderness, we doubt some of the proposed improvements, particularly the land improvement, would actually occur under a wilderness designation. The partial wilderness alternative, which would contain 735 of the 1,050 AUMs and exclude the land treatment projects, would have minimum impact on livestock use of the area, according to the Livestock Team.

4. The Land Use Team supports the BLM's proposed partial wilderness alternative because it avoids conflicts with proposed vegetation manipulation and livestock reservoir construction. The BLM has long recognized the WSA's values. The district's management framework plan is to "manage the area as recreation lands in a manner that will preserve natural values and allow operation of natural processes." The National Park Service has indicated that a wilderness designation would complement its management of adjacent proposed park wilderness. Also, the area is bounded on the south by the designated Cottonwood Point Wilderness Area. The Washington County Commission has indicated it would support designation "for a portion of the unit" (page 21 of the DEIS discussion of this WSA, Volume IIIA).
5. Small, but highly favorable deposits of uranium exist and a small reservoir is planned for the Hildale water system. The partial alternative mitigates the conflicts substantially. The Socioeconomics Team concurs with the partial alternative. Potential federal revenues foregone are $46,500.
6. The Wildlife Team supports the all wilderness designation. It would benefit and be compatible with wildlife values.

Summary:

The rankings for Canaan Mountain WSA are consistent with the team assessments. The high quality wilderness values are all retained in the partial wilderness alternative, which also eliminates all conflicts except that of potential uranium resources. This potential uranium conflict is of uncertain magnitude. The likelihood of economic development is uncertain.

Wilderness management for this WSA would complement and enhance adjacent Zion National Park values. Canaan Mountain WSA is also adjacent to Cottonwood Point Wilderness Area. Overall, the negative impacts of the partial wilderness alternative are low.

Mud Spring Canyon

Discussion:

Mud Spring Canyon - 41,116 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 9th in wilderness quality and 2nd in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. Diverse primitive recreation opportunities on 14,600 acres are excellent, outstanding opportunities for solitude exist on 18,000 acres and there are 34,000 acres of quality visual resources. Special features include a waterfall at the entrance to a pristine canyon and exceptional scenic values. The WSA is contiguous with Bryce Canyon National Park and Kodachrome Basin State Park.
2. The Minerals Team concurs with BLM's proposed no wilderness alternative, due to the 250 million ton inferred coal resource of this WSA.

3. This area provides approximately 250 AUMs and contains two miles of fence and seven reservoirs. This area has a number of proposed range improvements. They are as follows: 2,600 acres of land treatment, four reservoirs, two spring developments with water troughs, 1-1/2 mile of pipeline and 1/2 mile of fence. These projects would aid in livestock management and double the carrying capacity within the WSA. The proposed land treatments would not be allowed if the area were designated wilderness. It is unknown which of the other proposed projects would be allowed. The conclusion of the Livestock Team is that designation of this area would have a negative impact on livestock management.
4. The Land Use Team supports the BLM's proposed no action alternative given the WSA's coal resources. The "Kaiparowits Coal Development and Transportation Study for Southern Utah" identified a corridor that encompasses the total WSA. The Union Pacific Railroad has identified a specific route that is needed for a spur line into the Kaiparowits Coal Field that would cross through the WSA just east of "The Gut."
5. Moderate to high mineral potential, four water reservoir filings, potential for commercial harvest of pinyon-juniper, and severe erosion condition needing land treatment all lead the Socioeconomics Team to the conclusion that significant conflicts exist on this WSA. Potential federal revenues foregone exceed $228,000. No action preferred.
6. The Wildlife Team concurs with BLM's no action proposal. There is a need for habitat improvement on 1,000 acres that would be precluded under the all wilderness designation.

Summary:

The rankings for Mud Spring WSA are consistent with the team assessments. The relatively low-quality wilderness values do not affect the high degree of conflict present in this WSA. There are, however, some outstanding special visual features in this WSA, notably the exceptional scenic values in parts of the WSA and a waterfall at the entrance to a pristine relic canyon ecosystem. The high degree of conflict with other land uses (minerals, land treatments and transportation corridors) will likely prevail over wilderness values. Special features should be given some consideration for alternative management designation, such as Research Natural Area for the relic canyon system and Scenic Area designation for the Cockscomb area.

Paria-Hackberry

Discussion:

Paria-Hackberry - 144,233 acres; BLM's proposed action is the 59,270-acre partial wilderness alternative; subcommittee ranked this WSA 3rd in both wilderness quality and significance of conflict.

Team Assessments:

1. The Wilderness Values Team strongly states that the Paria-Hackberry and Cockscomb WSAs deserve an all wilderness designation. They are proximal to complementary recreation areas, including Dixie National Forest, Bryce Canyon National Park, Kodachrome Basin State Park, and Wahweap WSA. They contain tremendous visual resources and special features, including exposures of the White Cliffs, Cockscomb and Rimrocks formations. The partial wilderness designation does not include the Paria River, which is eligible for consideration for Wild and Scenic River study. Paria-Hackberry WSA contains 97,800 acres of Class A and 35,500 acres of Class B scenery, 89,300 acres of outstanding opportunities for solitude and 89,700 acres of outstanding opportunities for primitive recreation. The Wilderness Values Team finds Paria-Hackberry WSA to be the most outstanding area in this half of Region III.
2. The Minerals Team prefers the no wilderness alternative to the BLM's proposed partial alternative. The partial wilderness alternative does not fully mitigate the impact on the moderate oil and gas potential.
3. This large WSA, 135,822 acres, provides 1,695 AUMs. The following range improvements are located within the WSA: 21 miles of fence, six spring developments, two reservoirs, two corrals and 960 acres of seeding. Paria River bed and Hackberry Canyon have historically had vehicle usage to facilitate livestock operations. The following range improvements are recommended in the Paria Planning Unit MFP: 12,300 acres of land treatment, four miles of fence, eight slick rock catchments, eight spring developments with watering troughs, and approximately seven miles of pipeline with watering troughs. Of 12,300 acres proposed for range improvement, 8,700 acres would also restore wildlife habitat. The Livestock Team finds that the designation of this area as wilderness, would have an adverse impact on range management within the area. The affect of the partial designation of 59,270 acres would be essentially the same as for all wilderness and would result in the loss of approximately 630 potential AUMs. Approximately 6,300 acres of proposed land treatments would not be allowed.
4. The Land Use Team supports the BLM's proposed partial wilderness alternative. This alternative would allow further consideration of coal transportation corridors through portions of the WSA. The future need for an improved highway facility between US-89 and Cannonville through Cottonwood Canyon is evident. Where topography allows, the present roadway should be given a 1/4 mile offset corridor to accommodate this future alignment.
5. Low to moderate oil and gas potential. Perennial streams and underdeveloped springs exist along with the Navajo Sandstone aquifer. There is severe erosion present in this WSA and wilderness designation would preclude erosion and salinity control measures. This condition aggravates the Colorado River Basin salinity problem.

It appears that the partial alternative proposed mitigates some, but not all conflicts. It is recommended that all lands west of the Paria River, including the wilderness "island" be excluded from the partial.

6. The Wildlife Team concurs with BLM's partial wilderness proposal (59,270 acres). This will allow for some habitat manipulation which would be beneficial to wildlife values.

Summary:

The rankings indicate that both high wilderness values and a high degree of conflict are present in Paria-Hackberry WSA compared with other WSAs in the region. Most teams concluded that the partial wilderness alternative mitigates these conflicts while retaining most of the high-quality wilderness values. Some conflicts will not be mitigated, notably, the oil and gas potential and land treatments for livestock and wildlife.

The subcommittee has supported the proposed Research Natural Area designation for No Man's Mesa. This special designation is endorsed by the local county officials and landowners and would have no significant impacts on other resource or land use values. (See the Special Considerations section of this report.)

SCENARIO C SOUTH-WEST - PART A

Four of six teams concurring on 11 WSAs:
- Four Zion Units - All Wilderness/Low Conflict
- The Blues - No Action/High Conflict
- The Cockscomb - Partial Wilderness/Low Conflict
- Cottonwood Canyon - Partial Wilderness
- Canaan Mountain - Partial Wilderness/Low Conflict
- Mud Spring Canyon - No Action/High Conflict
- Paria-Hackberry - Partial Wilderness/High Conflict
- Red Mountain - No Action/Moderate Conflict
- Cougar Canyon - All Wilderness/Low Conflict
- Parunuweap - Partial Wilderness
- Moquith Mountain - No Action/High Conflict

Discussion:
- Four Zion Units - Same as Scenario A (page 124)
- The Blues - Same as Scenario A (page 125)
- The Cockscomb - Same as Scenario A (page 126)
- Cottonwood Canyon - Same as Scenario B (page 128)
- Canaan Mountain - Same as Scenario B (page 130)
- Mud Spring Canyon - Same as Scenario B (page 131)
- Paria-Hackberry - Same as Scenario B (page 132)

Red Mountain

Discussion:

Red Mountain - 18,250 acres; BLM's proposed action is the 17,450-acre partial wilderness alternative; subcommittee ranked this WSA 6th in wilderness quality and 10th in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. Red Mountain WSA contains all Class A scenery. Solitude and primitive recreation opportunities are outstanding. Special features include scenic outcrops of Navajo Sandstone. This WSA is also contiguous with Snow Canyon State Park. Its close proximity to the expanding developments around St. George makes it accessible to many people. Exclusion of 800 acres for the partial reduces residential conflict with Santa Clara bench area.
2. The Minerals Team prefers the no wilderness alternative due to moderate oil and gas potential of the area.
3. Because of the steep terrain, low forage production and lack of water, approximately 85 percent of this WSA is unsuitable for livestock grazing. The only range improvement within the WSA is a half mile of fence. The area contains 117 AUMs. The Livestock Team concludes that there would be minimum conflicts between livestock use of the area and a partial wilderness designation.

4. The Land Use Team supports the BLM's proposed partial wilderness alternative. The partial alternative avoids conflicts with community expansion. "There are no permanent [surface] water supplies in the WSA that could be utilized by local communities" (page 2 of the DEIS). The WSA shares a common boundary with Snow Canyon State Park. WSA status would complement state park management.
5. The Socioeconomics Team concludes that the no action alternative is best because of the moderate potential for oil, gas, and aquifer development. A possible geothermal resource also exists in this WSA.
6. The Wildlife Team recommends the all wilderness alternative due to planned introduction of bighorn sheep. All wilderness will provide solitude to these sensitive animals.

Summary:

The Red Mountain WSA ranking is consistent with the team assessments of moderate wilderness values and low conflicts with other land uses except for a moderate potential for oil and gas resources. The partial wilderness alternative mitigates potential conflicts with nearby communities and possible future developments or communities' expansion plans.

Cougar Canyon

Discussion:

Cougar Canyon - 15,968 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 8th in wilderness quality and 9th in significance in conflicts.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. There are sufficient visual resources (5,400 acres Class A scenery). The WSA is contiguous to a Nevada state park and to Dixie National Forest. Special features include cougar habitat, trout streams and scenic values. The likelihood of cultural resources is moderate due to the existing ecological system in this WSA. The extent and type of cultural resource is unknown because they have not been inventoried.
2. The Minerals Team feels the all wilderness alternative is acceptable due to the lack of any known, significant mineral conflicts.
3. This area contains 560 AUMs and approximately six miles of fence. Seven miles of fence are proposed within the area along with the development of three springs. Based on the potential conflicts between the proposed range improvements and wilderness designation, the Livestock Team concludes there could be significant conflicts with livestock use of the area.
4. The Land Use Team supports the BLM's proposed no action alternative. Cougar Canyon WSA is in a rapid growth area of the state where there are probably going to be increasing demands on the water resources found in the WSA. The WSA possesses relatively poor wilderness values. The WSA is bounded by the Dixie National Forest on the northeast. In accordance with the Enterprise Unit Land Use Plan, that portion is managed for other multiple use values which would not be compatible with a wilderness designation.

5. Has a low mineral potential and a possible water resource conflict. The Socioeconomic Team finds no significant socioeconomic conflicts overall.
6. The Wildlife Team recommends the all wilderness alternative which would protect wildlife values.

Summary:
The ranking indicates moderate- to low-quality wilderness values and low conflicts in Cougar Canyon WSA compared with other WSAs in the region. However, the Wilderness Values Team points out high-value scenery and special features in the WSA. Recreational and wildlife values would benefit from wilderness protection. There are some conflicts with livestock management and perhaps with management of the nearby Nevada state park and potential water resource developments.

Parunuweap

Discussion:
Parunuweap - 32,080 acres; BLM's proposed action is the 14,100-acre partial wilderness alternative; subcommittee ranked this WSA 1st in both wilderness quality and significance of conflicts.

Team Assessment:
1. The Wilderness Values Team feels Parunuweap qualifies for all wilderness because of tremendous visual resources (17,800 acres Class A and 4,300 acres Class B scenery), excellent solitude in 8,600 acres and outstanding primitive recreation in 11,800 acres. Special features include scenic value and the historic pioneer Foote Ranch Road. The WSA is contiguous to Zion National Park. The Wilderness Values Team believes stated conflicts of water resource, firewood harvest and uranium development are unlikely to occur due to lack of cost efficiency.
2. The Minerals Team feels that the no wilderness alternative (pending further geological investigations) is preferable to BLM's proposed all wilderness alternative because of possible uranium and hydropower conflicts. This WSA is reported to have moderate to high uranium and hydroelectric power potential on page 70, Volume I, of the DEIS. The SAI uranium potential ratings are high, but is stated to have a low possibility of development, and the Overall Importance Rating is only two. These incongruous data indicate a need for more research.
3. This area provides 330 AUMs, contains 5.6 miles of fence, one cattle guard, four reservoirs and one corral. Proposed developments include: one spring development, one catchment, one reservoir, nine troughs, and 3-3/4 miles of pipeline. The eight permittees grazing in this area use vehicles on 16 miles of ways for livestock management. The partial wilderness alternative of 14,100 acres would eliminate much of the area south of the East Fork of the Virgin River, where apparently most of the conflicts with grazing management occur. Thus, it appears from the Livestock Team perspective that this alternative would have minimum impact on livestock use of the area.

4. The Land Use Team supports the BLM's proposed partial alternative. Parunuweap Canyon WSA is adjacent to Zion National Park and possesses scenic value comparable to those found in Zion National Park. There is potential conflict with proposed water development in the canyon. There is very little information as to the seriousness of the water development proposal.
5. This WSA has a moderate potential for uranium and hydropower development. The WSA has the highest potential for harvest of pinyon-juniper in the entire resource area. A major reservoir has been proposed on the East Fork of the Virgin River (Water Filing 81-2547) which would impound water into the WSA. We feel the no action alternative is most appropriate at this time. However, future study is encouraged because none of these development conflicts have been proven feasible.
6. The Wildlife Team concurs with BLM's partial wilderness recommendation (14,100 acres). This would allow chaining of 1,800 acres to improve wildlife habitat.

Summary:

The rankings indicate Parunuweap WSA to be highest in both quality wilderness values and significance of conflicts for this region. The outstanding wilderness values, particularly those associated with Parunuweap Canyon on the East Fork of the Virgin River, are among the best of their kind. These same resources create major conflicts in this WSA. Water resource developments associated with proposed dam sites in Parunuweap Canyon would be precluded by wilderness designation. However, the best wilderness values of the WSA could be permanently lost if the dam and reservoir were constructed. The high degree of controversy associated with this WSA requires extensive public input and analysis on these competing and mutually exclusive land uses.

Moquith Mountain

Discussion:

Moquith Mountain - 15,510 acres; BLM's proposed action is the no wilderness alternative; subcommittee ranked this WSA 10th in wilderness values and 7th in significance of conflicts.

Team Assessments:

1. The Wilderness Values Team concurs with no action. The WSA contains 7,300 acres of Class A and 7,530 acres of Class B scenery. There are 8,800 acres of outstanding solitude opportunities and 7,300 acres of outstanding primitive recreation opportunities. However, the team feels that, although the area does meet some criteria for wilderness designation, such a designation would be unmanageable because of established OHV and camper recreation in the area. Educational benefits are better suited to the no action alternative which would allow access to those wishing to study special features. The Utah Division of Parks and Recreation and the U. S. Forest Service are currently working to manage camping areas.

2. The Minerals Team feels the all wilderness alternative is acceptable because of a lack of any known, significant mineral conflicts.
3. The area provides 224 AUMs and contains two existing spring developments, one windmill, nine miles of fence and one corral. Planned range improvements include 1-1/2 miles of fence, four troughs and three spring developments. There appears to be some inconsistency in the DEIS with respect to the affect of wilderness designation on livestock management. It states that the development of future roads or other livestock management facilities could be restricted to preserve wilderness values. It also states that since few improvements have been proposed in the WSA and motorized vehicles are used very little in livestock management, little affect on the management of livestock is expected. The Livestock Team takes the position that there is a significant potential for conflict between livestock management and wilderness designation for this WSA.
4. The Land Use Team supports the BLM's proposed no action alternative. The WSA is located near Coral Pink Sand Dunes State Park which is primarily managed to accommodate OHV use. Manageability of the WSA as wilderness is questionable given the popularity of the area for intensive recreation use. The DEIS suggests an alternative to no action which the Land Use Team supports: the establishment of an Outstanding Natural Area for 1,000 to 1,640 acres. This would acknowledge the outstanding scenic value of the ponderosa pine/sand dune ecosystems. The state has supported designation of a 225-acre Area of Critical Environmental Concern for the Water Canyon/South Fork Indian Canyon portion of the WSA.
5. Mineral potential is low. However, the town of Fredonia, Arizona, utilizes water from the WSA for culinary purposes. Also, there are severe erosion problems in the area and wilderness designation might prevent control measures. The Coral Pink Sand Dunes State Park management policies may be in serious conflict with those of the WSA since they are in close proximity. The Socioeconomics Team concurs with BLM's no action alternative.
6. The Wildlife Team supports the all wilderness designation which will protect wildlife values.

Summary:

The rankings indicate low-quality wilderness values and moderately high conflicts for Moquith Mountain WSA when compared with other WSAs in the region. The conflicts are primarily associated with water and nonwilderness recreational developments planned for areas within and adjacent to the WSA. Two areas within the WSA possess high wilderness quality or special features recommended for special management designations. These include an Outstanding Natural Area designation and an Area of Critical Environmental Concern designation for Water Canyon. The subcommittee supports these special management designations. The state has already formally supported the Water Canyon ACEC. (See the Special Considerations section of this report for more details.)

c. SOUTH-WEST WSAs - PART B

The subcommittee rankings and assessment matrix for the South-West WSAs - Part B are shown on the next pages. They are followed by the wilderness suitability scenarios.

The rankings show North Escalante Canyons WSA as the highest in wilderness qualities in this part of the region. Fifty Mile Mountain WSA ranked highest in significance of conflicts and second highest in wilderness quality, which indicates a high degree of controversy.

Only three scenarios are discussed. A fourth is identical to Scenario C and is, therefore, not repeated.

Partial Paired Comparison Ranking
South West WSA's - B

Wilderness Quality

Rank	Raw Score	Tie's	%	- Tie's	+ Tie's	WSA
1	152	6	3.9	146	158	No. Escalante Cyr
2	127	5	3.9	122	132	Fifty Mile Mounta
3	124	4	3.2	120	128	Phipps-Death Holl
4	114	14	12.3	100	128	Zion Units B (6)
5	97	5	5.2	92	102	Steep Creek
6	95	3	3.2	92	98	Escalante Tract 5
7	79	1	1.2	78	80	Wahweap
8	61	7	11.5	54	68	Carcass Cyn.
9	60	6	10.0	54	66	Scorpion
10	55	5	9.1	50	60	Burning Hills
11	26	6	23.1	20	32	Death Ridge

Significance of Conflicts

1	136	4	2.9	132*	140	Fifty Mile Mounta
2	135	9	6.7	126*	144	Death Ridge
3	130	6	4.6	124	136	Burning Hills
4	125	5	4.0	120	130	Carcass Canyon
5	103	5	4.9	98	108	No. Escalante Cyn
6	99	3	3.0	96	102	Wahweap
7	85	3	3.5	82	88	Phipps-Death Holl
8	69	7	10.1	62	76	Steep Creek
9	62	8	12.9	54	70	Scorpion
10	27	9	33.3	18	36	Escalante Tract 5
11	19	13	68.4	6	32	Zion Units B (6)

* - Ranking changes witn Ties.

Team Assessment Matrix - South West Region WSA's - B

TEAM

WSA	1	2	3	4	5	6
Mahweap	PW	new PW	PW	PW	MC/PW	PW
Burning Hills	AW	NA	NA	NA	HC/NA	AW
Death Ridge	NA	NA	NA	NA	HC/NA	AW
Phipps-Death Hollow	PW	NA	PW	PW	HC/NA	PW
Steep Creek	PW	NA	PW	PW	LC/PW	new PW
No. Escalante Cyns.	AW	new PW	PW	PW	MC/PW	PW #1
Carcass Canyon	new PW	NA	NA	NA	HC/NA	AW
Scorpion	PW	PW	PW	PW	LC/PW	PW
Escalante Tract #5	AW	AW	AW	PW	LC/AW	AW
Fifty Mile Mountain	AW	PW #2	PW #2	PW #1	LC/PW#2	PW #1
Zion Units (6)	AW	AW	AW	AW	LC/AW*	AW

* - Except Spring Canyon
NA - No Action/No Wilderness
AW - All Wilderness
PW - Partial Wilderness
PW #1 - The Larger Partial
PW #2 - The Smaller Partial
new PW - A new Partial Wilderness Alternative not in the DEIS
LC - Low Conflict
MC - Moderate Conflict
HC - High Conflict

SCENARIO A SOUTH-WEST WSAs - PART B

All teams concurring on six WSAs:
Wahweap - Partial Wilderness/Low Conflict
North Escalante Canyons - Partial Wilderness/Moderate Conflict
Scorpion - Partial Wilderness/Low Conflict
Escalante Tract 5 - Partial Wilderness/Moderate Conflict
Fifty Mile Mountain - Partial Wilderness/Low Conflict
Six Zion Units - All Wilderness/Low Conflict

Wahweap

Discussion:

Wahweap - 134,400 acres; BLM's proposed action is the 70,380-acre partial wilderness alternative; subcommittee ranked this WSA seventh in wilderness quality and sixth in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. Wilderness values, including scenery, solitude and primitive recreation, are excellent. There are 90,000 acres of Class A/B scenery in Wahweap WSA. Anasazi sites are present in the WSA although they are not of critical significance. Wahweap is a popular recreation area. There is no OHV conflict. The WSA is contiguous to Paria-Hackberry and Cockscomb WSAs, which the Wilderness Values Team recommends for all wilderness. Fourmile Bench, the site of 1,400-year-old juniper trees, should be protected by a Research Natural Area designation.
2. The Minerals and Energy Team feels a partial alternative of approximately 65,880 acres is preferable to the BLM's proposed partial of 70,380 acres because it mitigates much of the remaining conflict with 50 million tons of Straight Cliffs Formation coal (see Figure W-1).
3. This area provides approximately 3,027 AUMs and contains the following improvements: approximately 18 miles of fence, 13 reservoirs, 1/2 mile of pipeline, 30-foot tank and a 66,000-gallon storage tank. There are several existing ways within the area that are used to some degree for livestock management purposes. Designation would preclude the potential to improve approximately 8,880 acres of range land which would result in the loss of approximately 1,440 potential AUMs. Wilderness designation would impose constraints on construction of other range improvement projects as proposed in the Paria MFP. This could have a significant impact on livestock grazing. To minimize these impacts, the proposed action should be used with boundary changes which exclude all mesa tops.
4. The Land Use Team supports the proposed partial alternative. This alternative eliminates most of the suitably mineable coal and allows for a corridor that contains a potential route for a railroad or coal slurry pipeline, as identified by the "Kaiparowits Coal Development and Transportation Study for Southern Utah." An improved highway between US-89 and Cannonville will be needed in the future. The bottom of Cottonwood Creek must be reserved for this alignment.

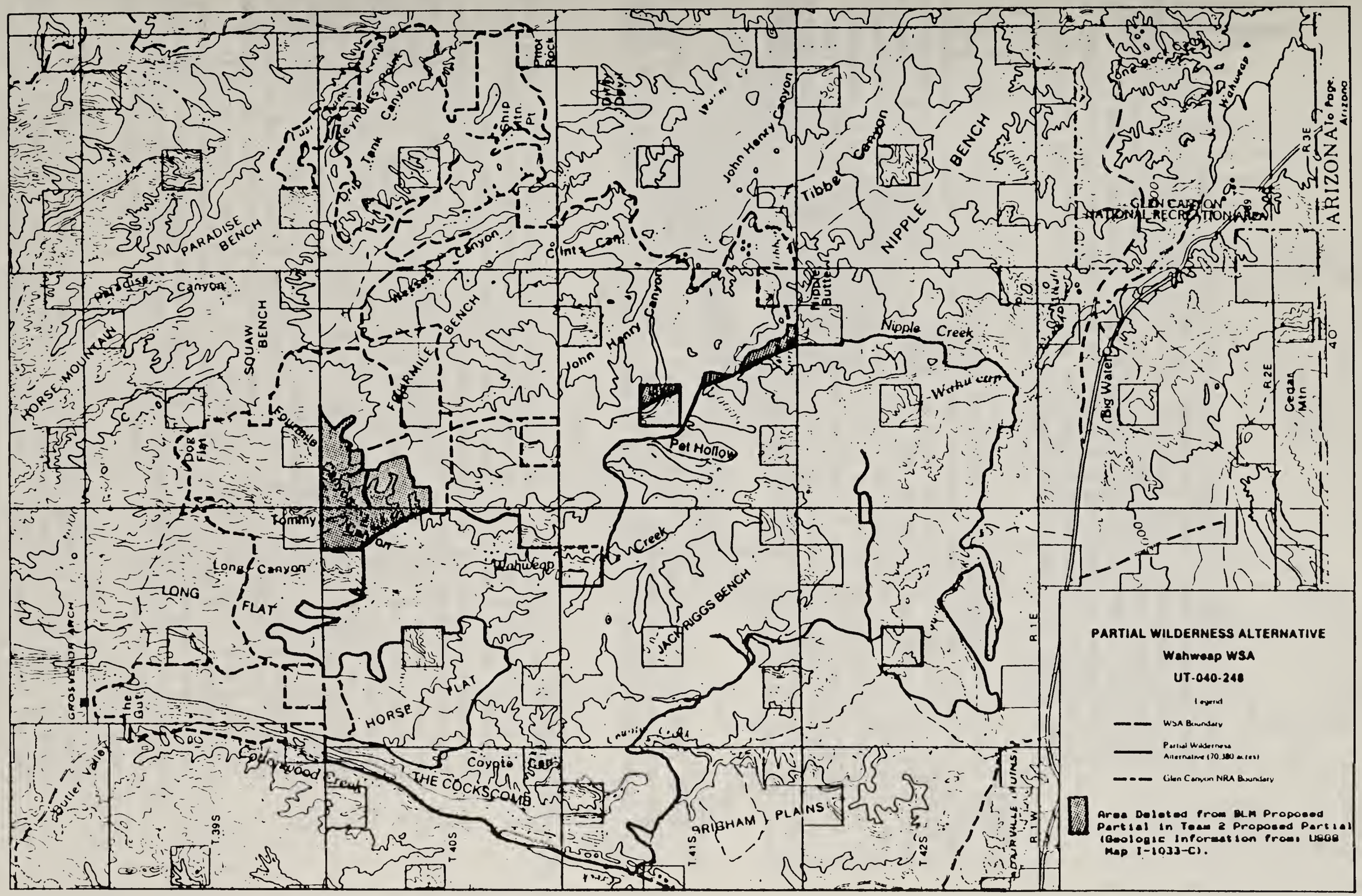

PARTIAL WILDERNESS ALTERNATIVE
Wahweap WSA
UT-040-248
Legend
WSA Boundary
Partial Wilderness Alternative (70,380 acres)
Glen Canyon NRA Boundary
Area Deleted from BLM Proposed Partial in Team 2 Proposed Partial (Geologic Information from USGS Map I-1033-C).
ARIZONA
GLEN CANYON NATIONAL RECREATION AREA
PARADISE BENCH
Paradise Canyon
HORSE MOUNTAIN
SQUAW BENCH
FOURMILE BENCH
Fourmile Canyon
Reynolds Canyon
Drip Tank
Ship Mtn Pt
Pinto Rock
John Henry Canyon
Tibbet Canyon
NIPPLE BENCH
Nipple Butte
Nipple Creek
Wahweap Canyon
Big Water
Cedar Mtn
Pet Hollow
Tommy Canyon
Long Canyon
LONG FLAT
Wahweap Creek
JACKRIGGS BENCH
HORSE FLAT
Coyote Canyon
THE COCKSCOMB
Dogwood Creek
Butler Valley
GROSVENOR ARCH
The Gut
BRIGHAM PLANS
DOUGLAS MUTNS
T.39S
T.40S
T.41S
T.42S
R.1W
R.1E
R.2E
R.3E
40
100

Figure W-1

5. There is a low to moderate potential for coal. Some spring developments have been proposed, as well as erosion and salinity control measures. The modified partial alternative, as recommended by the Livestock Team, appears to mitigate most of these conflicts. Potential federal revenues foregone total $193,896. The Socioeconomics Team concurs with the modified partial alternative.
6. The Wildlife Team concurs with the partial wilderness proposal. This will allow for some vegetative manipulation.

Summary:

The ranking for Wahweap WSA indicates moderate wilderness values and conflicts compared with other WSAs in this part of the region. The partial wilderness alternative would eliminate or significantly reduce the negative impacts of conflicts and would be the preferred alternative according to the team assessments. The Minerals and Livestock teams suggest modifications to the proposed action alternative to further reduce conflicts. The Wilderness Values Team suggests that the Fourmile Bench area, deleted in the partial alternatives and which contains the 1,400-year-old juniper trees, be considered for a Research Natural Area designation to protect the important scientific values present.

North Escalante Canyons

Discussion:

North Escalante Canyons - 119,300 acres; BLM's proposed action is the 100,300-acre partial wilderness alternative; subcommittee ranked this WSA first in wilderness quality and fifth in significance of conflict out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. Cultural sites in the excluded portion of the ISA are at least as important, and possibly more important, than those in the proposed partial. Disruptive roadways in the excluded portion are not as significant as indicated in the DEIS. They are merely remnants of the uranium boom in the Circle Cliffs area. There are 51,300 acres of Class A and 53,700 acres of Class B scenery in the WSA. Solitude opportunities, enhanced by the ISA's size, are excellent in 75 percent (89,500 acres) of the total area. Primitive recreation is excellent in 79 percent (94,200 acres) of the ISA. Special features include scenery, archaeological sites, arches, petrified wood, rugged terrain and the Escalante River, eligible for consideration for Wild and Scenic River study. The North Escalante Canyons ISA has a previous designation as an ONA; the area includes the Wolverine Petrified Wood Natural Environmental Area. It is contiguous to Glen Canyon NRA, National Park Service proposed wilderness, other WSAs and the Burr Trail. The Wilderness Values Team considers this the most outstanding WSA in this part of Region III, although it exceeds Phipps-Death Hollow only in size.
2. A partial of about 78,000 acres is proposed by the Minerals and Energy Team (see Figure NEC-1). This partial would eliminate the area of the WSA within the Circle Cliffs Favorable Uranium Area (DOE Report PGJ/F - 049 [82]). This would eliminate the most severe uranium conflict. The Environmental Consequences chart on page 19 of

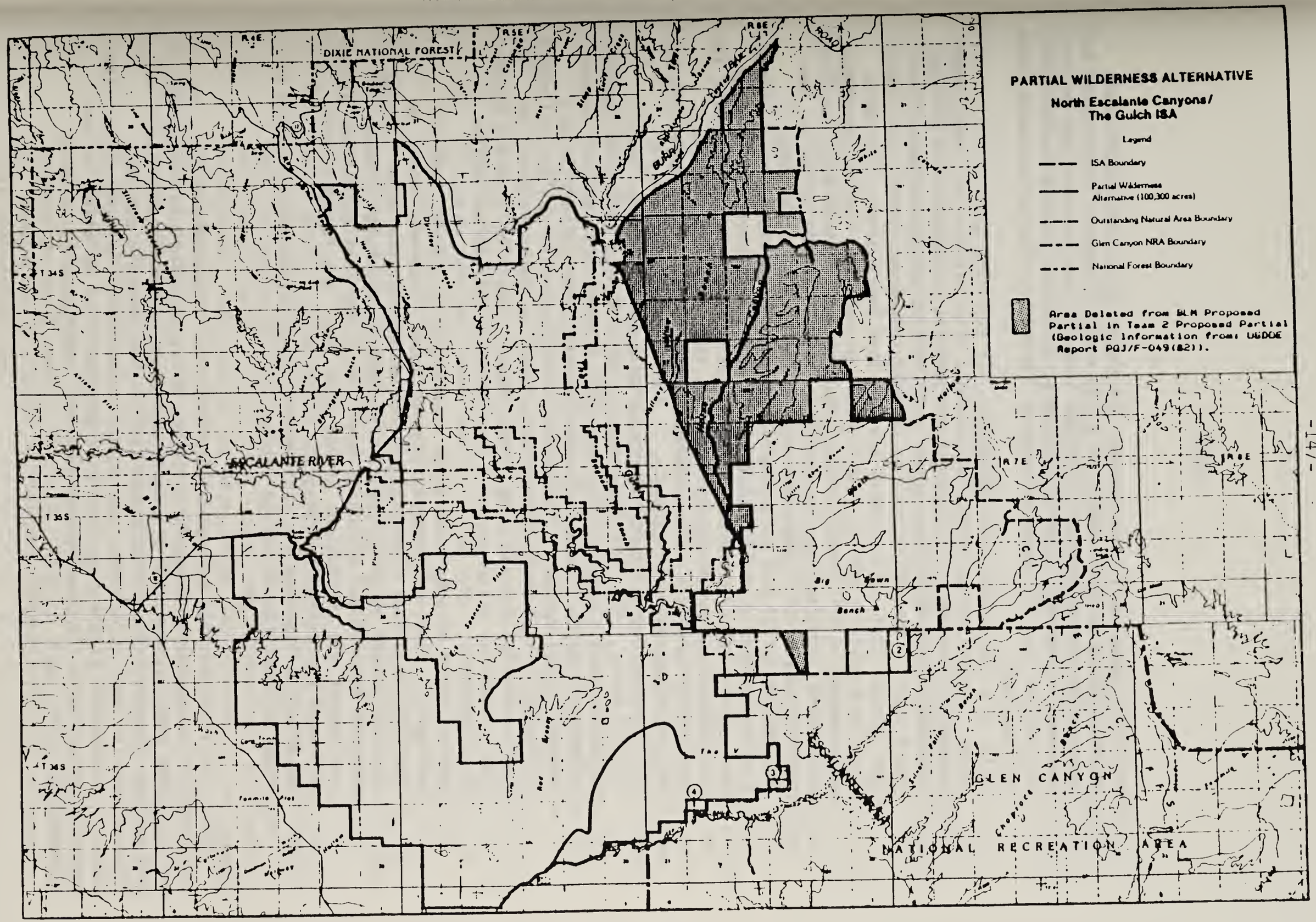

PARTIAL WILDERNESS ALTERNATIVE
North Escalante Canyons/
The Gulch ISA
Legend
ISA Boundary
Partial Wilderness Alternative (100,300 acres)
Outstanding Natural Area Boundary
Glen Canyon NRA Boundary
National Forest Boundary
Area Deleted from BLM Proposed Partial in Team 2 Proposed Partial (Geologic Information from UGDOE Report PGJ/F-049(82)).
DIXIE NATIONAL FOREST
ESCALANTE RIVER
GLEN CANYON
NATIONAL RECREATION AREA
R6E
R5E
R7E
T34S
T35S
T36S

Figure NEC-1

the DEIS apparently is in error. It claims that the 100,300-acre partial would allow recovery of 3,680 tons of uranium. This does not agree with the statement that 3,600 tons of uranium underlie 31 percent of the WSA. The 100,300-acre partial only deletes about 16 percent of the WSA area so at least 1,800 tons of uranium would still be impacted.

3. This is a large area, 119,300 acres. It supplies approximately 7,115 AUMs. The following range improvements occur within the area: two corrals, three miles of fence, 10 reservoirs, nine improved springs, two miles of pipeline, one stock tank, three cabins and one mile of stock trail. Much of this area is good rangeland, particularly in the Spencer Flat, Little Bown and Big Bown bench areas. The area south and west of Spencer Flats should be excluded from wilderness designation. The Livestock Team proposes that consideration be given to boundary changes along Horse Canyon and south of Boulder so the boundary would not follow the roads. The partial wilderness designation of 54,500 acres would have the least impact on livestock grazing but would still include two spring developments, one water well, one water catchment and one retention dam. Without knowing the location of the proposed developments, the impact on livestock grazing is uncertain. These proposed improvements should be left out of any wilderness designation.
4. The Land Use Team supports the proposed partial alternative of 100,300 acres. The contiguous area of Glen Canyon NRA is recommended for wilderness. According to the DEIS, "These areas share a common watershed, canyon system, extended recreation travel trails and archaeological values." The partial avoids conflict with realignment of the Burr Trail through a north boundary setback of .25 miles. Tar sands resources are excluded under the partial. The Garfield Master Plan recommends wilderness for this WSA but only to the extent of 53,447 acres.
5. The existence of uranium and tar sand deposits present moderate conflicts. Also, water resource development problems should be carefully assessed. The potential revenues foregone under the BLM proposed action equal $236,500. The partial alternative seems to mitigate many of the potential conflicts. Problems associated with development and improvement of the Burr Trail are reduced under either of the partials discussed.
6. The Wildlife Team concurs with BLM's partial alternative because it preserves important wildlife values.

Summary:

North Escalante Canyons WSA was ranked first for wilderness quality in this part of the region in recognition of the outstanding natural resources of the Escalante River system. It also has some significant resource conflicts, most notably livestock and minerals conflicts. The proposed partial alternative with some adjustments was deemed to be the most acceptable by the teams. The enclosed figure shows the area suggested for deletion in the partial alternative to further reduce conflicts with potential uranium resources.

When this conflict is reduced by the suggested new partial alternative, the majority of the best wilderness values are still within the recommended area except the cultural values as noted by the Wilderness Values Team. If those values are not protected by a wilderness designation, some other special management alternatives ought to be considered.

Scorpion

Discussion:

Scorpion - 35,884 acres; BLM's proposed action is the 9,620-acre partial wilderness alternative; subcommittee ranked this WSA ninth in both wilderness quality and significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's proposed partial. It allows the National Park Service access to identified corridors to Glen Canyon NRA. There are outstanding opportunities for solitude (9,720 acres) and primitive recreation (11,400 acres) in the WSA. There are 29,784 acres of Class A/B scenery. Cultural sites are of unknown significance. Special features include scenic geology of the Escalante River basin, color contrasts and exposed slickrock. The team agrees with BLM only because there is not enough information to dispute the proposed partial action. The team is unhappy with the lack of definitive information for this WSA and notes BLM's proposed action is not supported in the DEIS.
2. The BLM's proposed 9,620-acre partial alternative is acceptable to the Minerals and Energy Team. This partial entirely eliminates any conflict with uranium of the Greater Circle Cliffs Favorable Area. The Environmental Consequences table on page 10 of the DEIS is apparently wrong. The proposed partial would allow development of at least 6,400 tons of uranium.
3. This area provides approximately 2,496 AUMs. With the exception of about 200 feet of fence, no range improvements exist in this WSA. The MFP proposes about 3/4 mile fence, pipeline, storage tank and trough. The Livestock Team feels the partial designation of 9,700 acres would have minimal impact on livestock use. Of the 2,496 AUMs in the WSA, only 261 would occur in the 9,700 acres designated as wilderness.
4. The Land Use Team supports the proposed partial alternative action. This alternative would accommodate NPS management of the Glen Canyon NRA by allowing the Dry Fork of Coyote Gulch to remain an access corridor to the Escalante River, where some recreational development could occur. The area of the Glen Canyon NRA adjacent to the recommended partial has been proposed for wilderness.
5. Mineral potential is low, as are most other resources. Potential federal revenues foregone under the proposed action are $28,260. The team concurs with the partial alternative. There are no significant socioeconomic conflicts.
6. The Wildlife Team recommends partial wilderness. There appears to be little conflict with livestock, minerals or oil and gas. Wilderness designation would benefit wildlife. Bighorn sheep are known to use the Twenty-Five Mile Wash. Wilderness designation would enhance their use of the area.

Summary:

The rankings for Scorpion WSA indicate both relatively low quality wilderness values and low conflicts compared with other WSAs in this part of the region. The team assessments indicate that the conflicts present would be virtually eliminated by the partial alternative.

Escalante Canyons Tract 5

Discussion:

Escalante Canyons Tract 5 - 760 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA sixth in wilderness quality and 10th in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's all wilderness alternative. The ISA offers outstanding solitude, primitive recreation and scenic values. There are 505 acres of Class A/B scenery. The ISA provides access to Glen Canyon and the Escalante River. A portion of the ISA was previously designated as an ONA. The ISA is contiguous with Glen Canyon and a National Park Service proposed wilderness area in Glen Canyon.
2. The BLM's proposed all wilderness alternative is acceptable to the Minerals and Energy Team since there are no known significant mineral conflicts.
3. The Livestock Team feels the impact of designating this small area as wilderness would be minimal.
4. The Land Use Team supports the designation of the Outstanding Natural Area as wilderness but can find no rationale for the apparent buffer around the ONA that is included as part of the all wilderness action.
5. The Socioeconomics Team concurs with the proposed all wilderness alternative. There is no perceived conflict with socioeconomics in the area.
6. The Wildlife Team concurs with BLM's all wilderness proposal.

Summary

The rankings indicate moderately high wilderness values and low conflicts in the Escalante Canyons Tract 5 ISA compared with other WSAs in this part of the region. The wilderness values are found in the relatively small section of Dry Fork of Coyote Gulch which was previously designated an ONA. The team assessments indicate no known conflicts with the all wilderness alternative. The Land Use Team could not determine why the ISA includes lands outside the ONA designation and suggests only the ONA be included in the proposed action.

Fifty Mile Mountain

Discussion:

Fifty Mile Mountain - 146,143 acres; BLM's proposed action is the 92,441-acre partial wilderness alternative; subcommittee ranked this WSA second in wilderness quality and first in significance of conflict out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. Fifty Mile

Mountain contains 135,343 acres of Class A scenery and exhibits outstanding opportunities for solitude (69,000 acres) and primitive recreation (67,000 acres). It is adjacent to proposed NPS wilderness in Glen Canyon NRA. The team feels very strongly about the cultural significance of this area. Fifty Mile Mountain Archaeological District is a 37,800-acre historic area within the WSA containing over 300 sites. It has been nominated to the National Register of Historic Places. The team feels the WSA ranks second among all 82 WSAs and ISAs in cultural importance. Density and quality of the transitionary sites are extraordinary. The team feels that without wilderness designation, Fifty Mile Mountain cultural sites may go the way of those on Alkali Ridge: BLM said it could protect Alkali Ridge and also allow mineral exploration, but seismic work has destroyed much of that cultural resource.

2. The 51,540-acre partial alternative is preferable to the Minerals and Energy Team since it eliminates the coal conflict more effectively than BLM's proposed 92,441-acre partial. Forty-five million tons of mineable coal would be foregone under BLM's proposed partial; only one million tons would be foregone under the smaller partial.
3. This area provides approximately 3,133 AUMs. The following improvements presently exist in the WSA: three cabins, seven miles of fence, one spring development, one reservoir, two corrals and one mile of stock trail. Proposed developments include 7-1/2 miles of fence and two spring developments. From a livestock point of view, the boundary on the Straight Cliffs should be at the top of Fifty Mile Mountain and the two proposed range improvements should be permitted. These improvements are essential for the proper management of grazing on Fifty Mile Mountain. The Livestock Team recommends the smaller 51,540-acre partial alternative. If the improvements are permitted, this partial would have minimal impact on livestock grazing.
4. The Land Use Team supports the 92,441-acre partial wilderness proposed action. The WSA possesses high scenic values (135,343 acres of Class A) and high coal values (f4/c4). The proposed action strikes a reasonable balance by excluding most of the coal resources from the designated area--15,000 acres of mineable coal with an estimated 19 million tons of mineable coal within the proposed designated area vs. 28,300 acres of coal resource containing 128 million tons of mineable coal that would be in the nondesignated portion.
5. The Socioeconomics Team sees a significant potential conflict with coal development in this WSA. Designation might limit development of any coal resources on the Kaiparowits Plateau. However, the smaller partial (51,540 acres) does appear to mitigate these effects greatly. Potential federal revenues foregone under this alternative are $32,705. We recommend partial #2.
6. The Wildlife Team concurs with BLM's proposed partial. The chaining discussed in the DEIS is not likely to provide much benefit to wildlife.

Summary:

Fifty Mile Mountain WSA was ranked second for wilderness quality and first for conflicts compared with other WSAs in this part of the region. All the teams concluded that a partial alternative would reduce these conflicts. Three teams suggested the smaller partial, two teams the larger partial and one team recommended all wilderness. The Wilderness Values Team felt that the conflicts were all of lesser significance than the wilderness values, particularly cultural values. That team ranked Fifty Mile Mountain second among all 82 WSAs in cultural importance. All the other teams felt that some conflicts outweighed the wilderness values but that these conflicts would be reduced to acceptable levels with one of the partial alternatives. Regardless of which alternative is ultimately selected for this WSA, the cultural resources of the Fifty Mile Mountain area should be given a high priority for protection.

Six Zion Units

Discussion:

Red Butte - 804 acres
Spring Creek Canyon - 4,423 acres
The Watchman - 600 acres
Taylor Creek Canyon - 35 acres
Goose Creek Canyon - 89 acres
Beartrap Canyon - 40 acres

BLM's proposed action is the all wilderness alternative; subcommittee ranked the combined Zion Units fourth in wilderness quality and 11th in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness for these small areas. They offer outstanding wilderness values in conjunction with Zion National Park proposed wilderness. One public comment in the DEIS suggests transferring these small areas to the NPS to manage in conjunction with Zion National Park. The team hesitates to make such a recommendation without more information but notes the idea.
2. The BLM's proposed all wilderness alternative is acceptable to the Minerals and Energy Team. There are no known significant mineral conflicts.
3. The Livestock Team concurs with all wilderness for the six Zion Units.
4. The Land Use Team recommends all wilderness for the WSA units adjacent to Zion National Park. All possess high scenic values, low mineral resource values and would complement NPS management for Zion.
5. The Socioeconomics Team concurs with all wilderness for five of the Zion Units. Because of a possible conflict with Kanarraville water supply, the team recommends no wilderness for Spring Creek Canyon WSA.
6. The Wildlife Team concurs with all wilderness. There are no conflicts with wildlife management programs.

Summary:

These small WSAs around Zion National Park, ranked as a group, were fourth in wilderness quality and last for conflicts within this part of the region.

The team assessments support these rankings for all except Spring Creek Canyon. The Socioeconomics Team recommends that Spring Creek Canyon WSA not be designated wilderness due to a water resource conflict involving the water supply for Kanarraville. These WSAs are also under consideration for addition to Zion National Park. (See the Special Considerations discussion of these and other WSAs adjacent to national parks.)

SCENARIO B SOUTH-WEST WSAs - PART B

Five of six teams concurring on eight WSAs:
- Wahweap - Partial Wilderness/Low Conflict
- North Escalante Canyons - Partial Wilderness/Moderate Conflict
- Scorpion - Partial Wilderness/Low Conflict
- Escalante Canyons Tract 5 - Partial Wilderness/Moderate Conflict
- Fifty Mile Mountain - Partial Wilderness/Low Conflict
- Six Zion Units - All Wilderness/Low Conflict
- Death Ridge - No Action/High Conflict
- Steep Creek - Partial Wilderness/Low Conflict

Discussion:
- Wahweap - Same as Scenario A (page 144)
- North Escalante Canyons - Same as Scenario A (page 146)
- Scorpion - Same as Scenario A (page 149)
- Escalante Canyons Tract 5 - Same as Scenario A (page 150)
- Fifty Mile Mountain - Same as Scenario A (page 150)
- Six Zion Units - Same as Scenario A (page 152)

Death Ridge

Discussion:

Death Ridge - 62,870 acres; BLM's proposed action is the no wilderness alternative; subcommittee ranked this WSA 11th in wilderness quality and second in significance of conflict out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's no action alternative. Wilderness values for this WSA are limited, although Death Ridge is contiguous with other WSAs and Dixie National Forest. There are 45,000 acres of Class B scenery and 31,435 acres of outstanding solitude opportunities. The DEIS states that recreational quality is only moderate. Cultural values are insignificant.
2. The Minerals and Energy Team feels BLM's proposed no action alternative is justified due to the presence of a large coal resource which underlies the entire WSA.
3. This area provides approximately 450 AUMs at present. There are six miles of pipeline, two reservoirs, two troughs, two miles of fence and one spring development within the WSA. The MFP proposes two range improvements: 1,100 acres of seeding and one mile of fence. Much of the area is classified as unsuitable for livestock grazing. Approximately 58,000 acres are unsuitable for livestock grazing with the remaining 43,000 acres classified as suitable for grazing. This is due to the fact that much of the area consists of deep canyons such as Paradise and Escalante canyons, Right Hand of the Collet Canyon, and the upper end of Alvey Wash. If the area were designated as wilderness, the 1,100 acres of proposed seeding would not be allowed and approximately 113 AUMs of potential forage would be lost. The Livestock Team feels designation of this area as wilderness would have a negative impact. Perhaps boundary changes could eliminate much of the grazing conflict. Within this WSA there are also a lot of exploration roads that are considered ways.

4. The Land Use Team supports the proposed no action alternative. The WSA possesses high coal values (f4/cf). Three-quarters of the WSA have been identified by the state for exchange under Project BOLD. The BLM identified the WSA as providing no outstanding opportunities for primitive and unconfined recreation.
5. There is a high conflict with oil, gas, and coal development. Revenues foregone could potentially be $377,378 if leasing is phased out in the future. The Socioeconomics Team supports the no action alternative.
6. The Wildlife Team recommends all wilderness. The chaining discussed is not likely to provide much benefit to wildlife. Wilderness designation would be more beneficial.

Summary:

Death Ridge WSA was ranked last for wilderness quality and second for conflicts within this part of the region. The team assessments support these rankings and point out the high degree of potential coal development conflict present in the WSA. The Wildlife Team recommends an all wilderness designation which would protect wildlife values. The other teams could not find any alternative other than no action which would significantly reduce the conflicts with potential coal development.

Steep Creek

Discussion:

Steep Creek - 21,896 acres; BLM's proposed action is the 18,350-acre partial wilderness alternative; subcommittee ranked this WSA fifth in wilderness quality and eighth in significance of conflict out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. There are 19,100 acres of Class A and 2800 acres of Class B scenery. Seventy-one percent (15,500 acres) of the WSA offers outstanding solitude; 83 percent (18,100 acres) offers outstanding primitive and unconfined recreation. Special features include natural bridges, petrified wood, complex landscapes and unique geological features. The area is actively used by recreationists, mostly for primitive pursuits and survival courses. It is contiguous with other WSAs, Dixie National Forest and the Burr Trail.
2. The Minerals and Energy Team feels the no wilderness alternative is preferable to BLM's partial alternative pending further geological research to establish the significance of the uranium potential of the area.
3. This area supplies approximately 532 AUMs. The existing range improvements consist of 2.3 miles of fence, one spring development and 1-1/4 miles of stock trail. No new range improvements are proposed. However, there is a need and a potential for improving elk habitat within this WSA to reduce conflict with livestock on private lands in the Boulder area. The Livestock Team recommends that no decision be made on this WSA until the elk situation is thoroughly evaluated to determine if range improvements are necessary to eliminate the conflict with livestock and the agricultural lands in and around Boulder, Utah.

4. The Land Use Team supports the proposed partial alternative. This alternative eliminates conflict with areas of greatest mineral development potential and allows for the Burr Trail road realignment in Long Canyon. The partial alternative is consistent with the Garfield Master Plan. All of the Class A scenery and all special features are included in the partial alternative.
5. There is a moderate potential for uranium, but the partial alternative excludes those favorable areas. Otherwise, the Socioeconomics Team perceives no significant conflicts.
6. The Wildlife Team recommends a new partial designation which would allow some habitat modifications to help solve the problem with elk in the area (see Figure SC-1).

Summary:

The rankings for Steep Creek WSA indicate moderately high wilderness values with moderately low conflicts compared with other WSAs in this part of the region. The team assessments indicate the conflicts are with (1) potential uranium resources, and (2) the need to provide vegetation manipulation in a portion of the WSA to reduce the problem of elk descending off Boulder Mountain. The elk migrate through the WSA to graze on ranch lands in and around the town of Boulder. The proposed partial alternative with the deletion suggested in Figure SC-1 would reduce all these conflicts except for the uranium potential which needs further analysis. It was also recommended that the transportation corridor along the Burr Trail be sufficiently wide (at least .25 mile) to accommodate planned and/or future upgrading and maintenance.

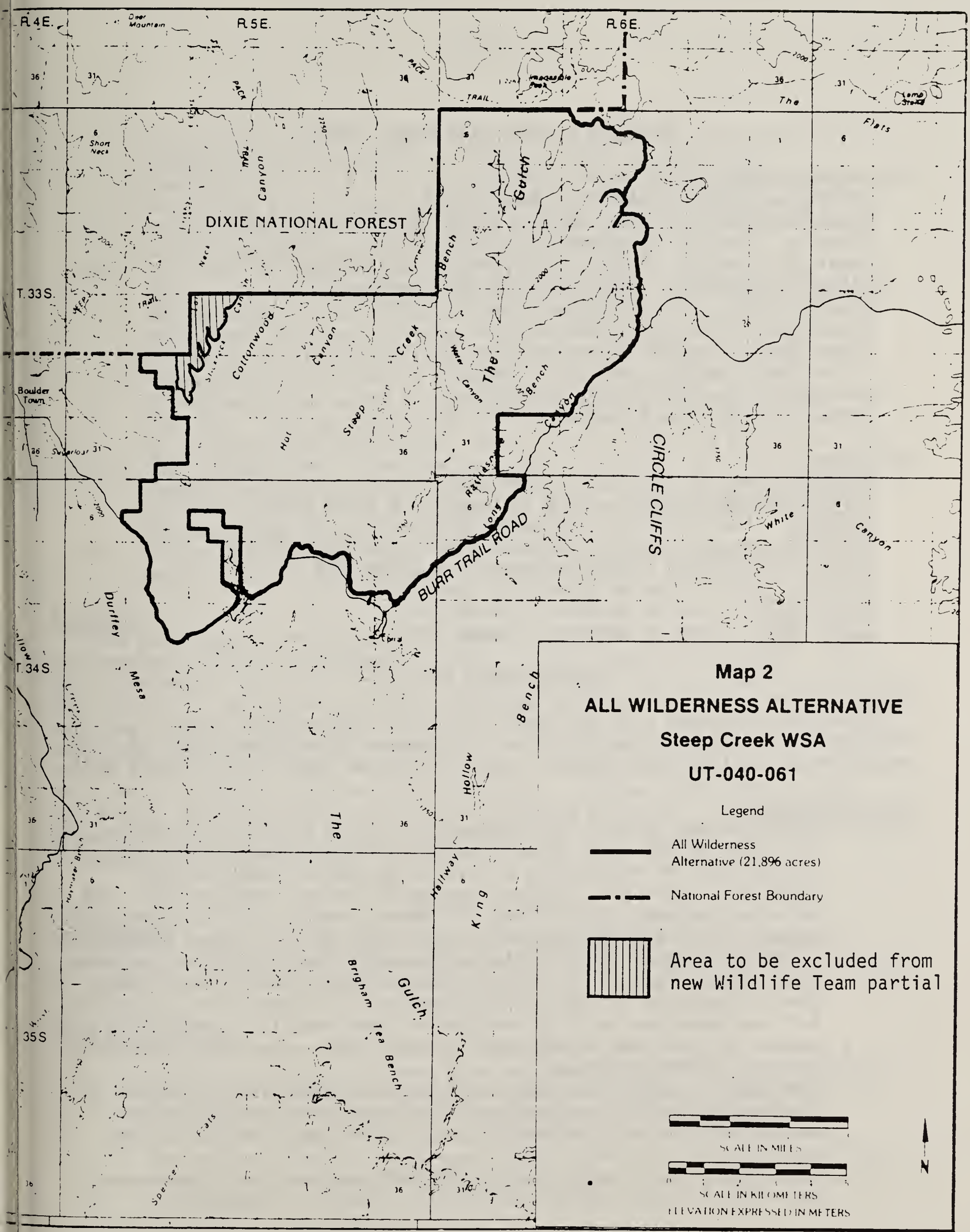

R.4E.
R.5E.
R.6E.
T.33S.
T.34S.
35S
DIXIE NATIONAL FOREST
BURR TRAIL ROAD
CIRCLE CLIFFS
Boulder Town
Short Neck
Cottonwood
Canyon
Steep
Creek
The
Gulch
Bench
Flats
White
Canyon
Mesa
Hollow
King
Brigham
Tea
Bench
Spencer
Flats
Map 2
ALL WILDERNESS ALTERNATIVE
Steep Creek WSA
UT-040-061
Legend
All Wilderness
Alternative (21,896 acres)
National Forest Boundary
Area to be excluded from
new Wildlife Team partial
SCALE IN MILES
SCALE IN KILOMETERS
ELEVATION EXPRESSED IN METERS
N

Figure SC-1

SCENARIO C SOUTH-WEST WSAs - PART B

Four of six teams concurring on 11 WSAs:
- Wahweap - Partial Wilderness/Low Conflict
- North Escalante Canyons - Partial Wilderness/Moderate Conflict
- Scorpion - Partial Wilderness/Low Conflict
- Escalante Tract 5 - Partial Wilderness/Moderate Conflict
- Fifty Mile Mountain - Partial Wilderness/Low Conflict
- Six Zion Units - All Wilderness/Low Conflict
- Death Ridge - No Action/High Conflict
- Steep Creek - Partial Wilderness/Low Conflict
- Phipps-Death Hollow - Partial Wilderness
- Burning Hills - No Action/High Conflict
- Carcass Canyon - No Action/High Conflict

Discussion:
- Wahweap - Same as Scenario A (page 144)
- North Escalante Canyons - Same as Scenario A (page 146)
- Scorpion - Same as Scenario A (page 149)
- Escalante Canyons Tract 5 - Same as Scenario A (page 150)
- Fifty Mile Mountain - Same as Scenario A (page 150)
- Six Zion Units - Same as Scenario A (page 152)
- Death Ridge - Same as Scenario B (page 154)
- Steep Creek - Same as Scenario B (page 155)

Phipps-Death Hollow

Discussion:

Phipps-Death Hollow - 42,731 acres; BLM's proposed action is the 39,256-acre partial wilderness alternative; subcommittee ranked this WSA third in wilderness quality and seventh in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. There are 36,000 acres of outstanding solitude opportunities and 36,800 acres of outstanding primitive recreation opportunities (camping, backpacking, hiking, horseback riding, sightseeing). The WSA also includes 42,000 acres of "unquestionable quality" Class A/B scenery. It is contiguous with other WSAs, Dixie National Forest and a National Forest Service wilderness area. It is close to Escalante State Park. Part of the WSA was previously designated as an ONA. Special features include wildlife habitat, Escalante River (eligible for consideration for Wild and Scenic River study), waterfalls, natural bridges and arches, and cultural sites. The area is used for survival course training.
2. The Minerals and Energy Team feels the no wilderness alternative is preferable to BLM's proposed partial alternative pending further investigations on the actual CO_2 and oil and gas potential of the area.
3. This area provides approximately 884 AUMs and one range improvement, one mile of fence. Under the partial wilderness alternative

approximately 800 of the AUMs would be within the designated area, along with approximately two miles of fence proposed for construction. This area joins the U. S. Forest Service designated wilderness area. The Livestock Team feels with some boundary adjustments along the east side, the designation of this area as wilderness may have minimum impact on livestock use.

4. The Land Use Team supports the proposed partial alternative. The partial is consistent with the Garfield Master Plan which recommends 39,256 acres for wilderness. This alternative alleviates potential management problems due to proximity of the Boulder airfield and allows for capital facilities expansion. The designation would complement Forest Service planning for the Box-Death Hollow Wilderness Area, which is contiguous along the northern boundary of the WSA. The 100-yard offset in this restricted topography should allow for future bridge work where SR-12 crosses the Escalante River.
5. The Socioeconomics Team contends that the impacts of a large CO_2 deposit were not adequately analyzed in the DEIS. High potential conflict exists until the issue can be investigated and resolved. The no action is preferred for this WSA.
6. The Wildlife Team concurs with BLM's partial wilderness proposal which provides protection for wildlife habitat.

Summary:

The rankings for Phipps-Death Hollow WSA indicate high wilderness values and moderate conflicts compared with WSAs in this part of the region. The team assessments generally agree with the wilderness quality ranking. This WSA is part of the Escalante River System and has long been recognized for its outstanding wilderness values. Two teams conclude that there are significant conflicts with potential CO_2 resources. Fairly recent discoveries of CO_2 in the area indicate there could be a significant development potential which would be in conflict with the proposed action. Further assessment of the CO_2 and oil and gas resource and its development potential is necessary before this conflict can be adequately characterized and a mitigation solution recommended.

Burning Hills

Discussion:

Burning Hills - 61,550 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 10th in wilderness quality and third in significance of conflict out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. This is a critical cultural resource area in concert with Fifty Mile Mountain WSA. (Detailed explanation with Fifty Mile Mountain comments.) There are 27,700 acres of outstanding solitude opportunities in Burning Hills WSA. There are 59,000 acres of Class A/B scenery. Burning Hills WSA is contiguous with other WSAs and Glen Canyon NRA. Identified conflicts include coal development and transportation corridors.

2. The Minerals and Energy Team feels BLM's proposed action alternative is justified due to the presence of a large coal resource which underlies the entire WSA. This 928-million-ton resource is all enclosed in a KRCRA.
3. This area provides approximately 962 AUMs. Existing range improvements consist of five spring developments. The MFP for this area proposed 3-1/4 miles of fence, five cattle guards, three wells, one spring and trough, one catchment, one mile of trails and 872 acres of seeding. Approximately 25,000 acres are suitable for livestock grazing with the remaining approximately 36,000 acres unsuitable. If the area were designated as wilderness, the proposed range improvements would not be allowed. This would preclude the development of approximately an additional 100 AUMs.
4. The Land Use Team supports the proposed no action alternative. The area has high coal values (f4/ c4 with 1/4 to 1/2 recoverable). Under Project BOLD the state has proposed to acquire about 3 percent of the WSA lands. The adjacent NRA area was not recommended for wilderness designation in the Glen Canyon Management Plan (1979 NPS). According to the BLM, the area possesses no outstanding opportunities for primitive or unconfined recreation.
5. The Socioeconomics Team concurs with BLM's proposed no action alternative. Significant coal reserves are present in this WSA. Potential federal revenues foregone could be as high as $369,300.
6. The Wildlife Team recommends the all wilderness proposal. This WSA is used by bighorn sheep. Wilderness designation would enhance the solitude sought by these animals.

Summary:

Burning Hills WSA was ranked low in wilderness quality and high in significance of conflicts within this part of the region, primarily for potential coal developments. Although this WSA ranked low in wilderness quality, the Wilderness Values Team has determined it is a critical cultural resource area contiguous with the Fifty Mile Mountain WSA cultural resource. That team recommended the all wilderness alternative to protect these values. The Wildlife Team also supported this alternative to protect wildlife values. All other teams support the proposed action because of the significant coal resource and the potential for its development in the future. Such development would be precluded if the area was to become wilderness. Regardless of the ultimate designation, the cultural resource values should be given high consideration for protection.

Carcass Canyon

Discussion:

Carcass Canyon - 46,711 acres; BLM's proposed action is the no wilderness alternative; subcommittee ranked this WSA eighth in wilderness quality and fourth in significance of conflicts out of 11 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends a new partial (see Figure C-1). Important cultural and scenic features are dispersed evenly

CARCASS CANYON WSA

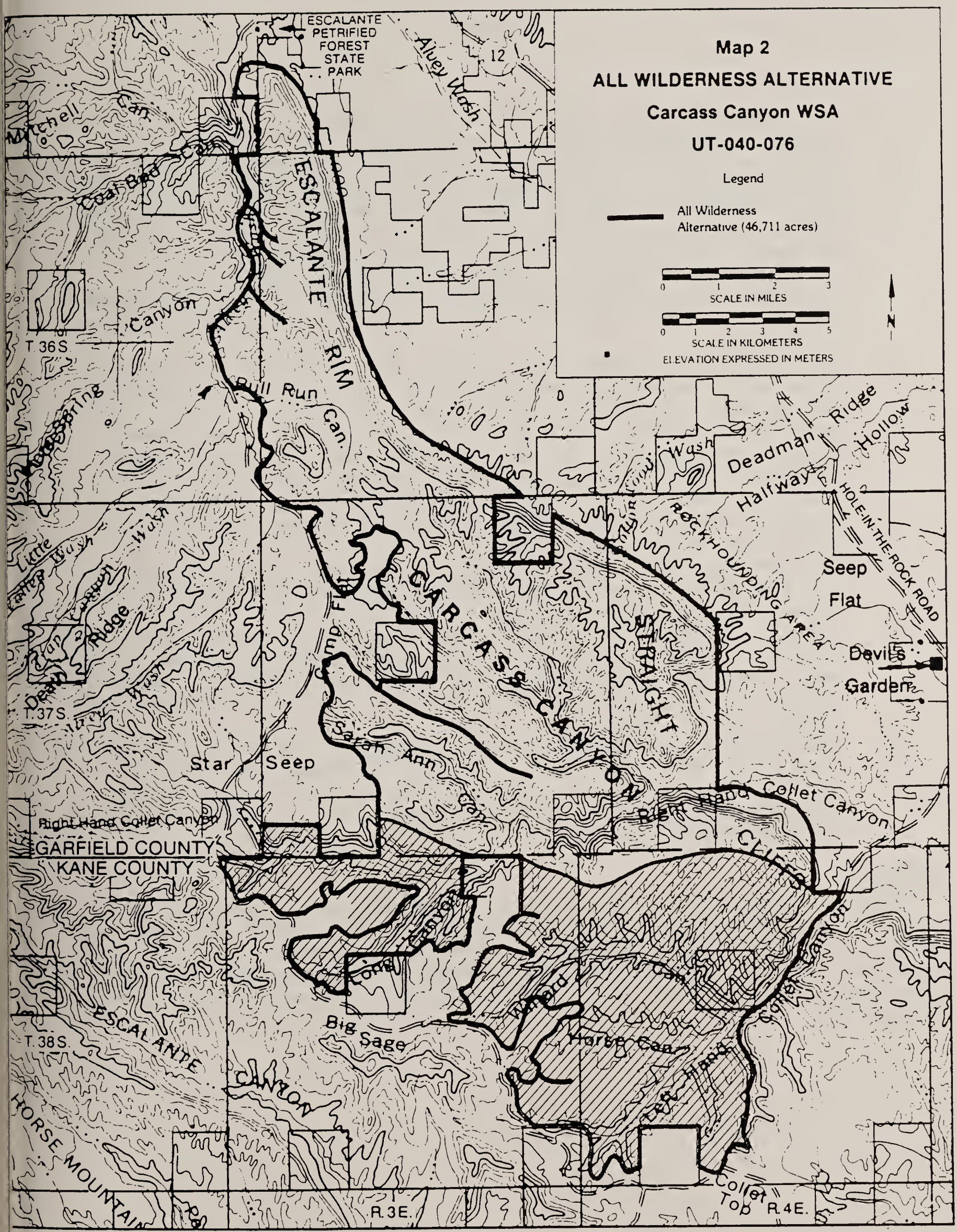


Figure CC-1

Area to be excluded from new Wilderness Values Team partial

throughout the WSA. There is no way to segment the area beyond the team's recommended partial to avoid mineral conflicts and still preserve wilderness values. The density of cultural resources in the WSA is moderate to high through the Escalante Rim area. Because BLM did not consider a partial alternative, the team has included a map to show the area it feels is critical to cultural values. The WSA includes 43,911 acres of Class B scenery and 27,800 acres of outstanding solitude and primitive recreation opportunities. Straight Cliffs and Carcass Canyon are additional special features in the WSA. Partial designation protects scenic values and primitive recreation.

2. The Minerals and Energy Team supports BLM's proposed no wilderness alternative because of the 550 million tons of coal underlying most of the WSA. Almost all of the WSA is in a KRCRA.
3. This area provides approximately 196 AUMs. Existing developments include two developed springs, one corral and 2.5 miles of fence. Proposals in the MFP include three reservoirs and 2,400 acres of seeding. The Livestock Team prefers the no designation alternative because it would allow for the 2,400 acres of seeding which would develop an additional 380 AUMs.
4. The Land Use Team supports the BLM proposed no action alternative. The WSA contains high value, workable coal (f4/c4) on all but 4,000 acres along the eastern boundary of the WSA.
5. A moderate conflict with mineral and evergy development, specifically coal, is present in this WSA. Also, severe erosion problems could not be adequately addressed with wilderness designation. Potential federal revenues foregone total $268,170. The Socioeconomics Team supports no action.
6. The Wildlife Team recommends all wilderness. The proposed 2,400-acre land treatment is not likely to benefit mule deer since this is winter range. The intent of the treatment is to increase grass production in order to increase livestock AUMs. This is not likely to benefit wildlife.

Summary:

Carcass Canyon WSA was ranked low in wilderness quality and high for conflict compared with other WSAs in this part of the region. The Wilderness Values and Wildlife teams recommended wilderness for part or all to protect important wildlife, cultural and scenic values. The other teams concluded that the conflicts are not likely to be reduced significantly by any partial alternative.

d. SOUTH-CENTRAL WSAs

The subcommittee rankings and assessment matrix for the South-Central WSAs are shown on the next pages. They are followed by the wilderness suitability scenarios.

The rankings show Dirty Devil WSA has the highest ranking for wilderness qualities when compared with other WSAs in the region. Mt. Ellen-Blue Hills WSA is highest in significance of conflicts.

Three scenarios are discussed. A fourth is identical to Scenario C and is, therefore, not repeated.

Partial Pair Comparison Ranking
South Central WSA's

Wilderness Quality

Rank	Raw Score	Tie's	%	+ Tie's	- Tie's	WSA
1	136	8	5.9	144	128	Dirty Devil
2	132	8	6.1	140	124	Little Rockies
3	115	9	7.8	124	106	Horseshoe Cyn. (S)
4	110	12	10.9	122	98	Mt. Pennell
5	105	11	10.5	116	94	Mt. Ellen-Blue Hills
6	92	10	10.9	102	82	Fiddler Butte
7	73	13	17.8	86	60	Mt. Hillers
8	61	9	14.8	70	52	French Spr-Happy Hn
9	51	9	17.6	60	42	Bull Mtn.
10	25	1	4.0	26	24	Fremont Gorge

Significance of Conflicts

1	137	15	10.9	152	122	Mt. Ellen-Blue Hills
2	125	23	18.4	148	102*	Fiddler Butte
3	120	16	13.3	136	104*	Mt. Pennell
4	111	23	20.7	134	88	French Spr-Happy Hn
5	95	11	11.6	106*	84	Horseshoe Cyn (So)
6	95	15	15.8	110*	80	Mt. Hillers
7	81	17	21.0	98	64	Little Rockies
8	65	11	16.9	76	54	Dirty Devil
9	36	18	50.0	54	18*	Bull Mtn.
10	35	13	37.1	48	22*	Fremont Gorge

* - Ranking changes if Ties are added or subtracted.

South Central WSA's - Team Assessment Matrix

TEAM

WSA	1	2	3	4	5	6
Mt. Ellen-Blue Hills	PW	PW	PW	PW	LC/PW	NA
Bull Mountain	AW	AW	AW	AW	LC/AW	NA
Dirty Devil	AW	AW	AW	AW	LC/AW	AW
Horseshoe Cyn.(South)	PW	new PW	NA	PW	LC/PW	AW
French Spr-Happy Cyn.	PW	NA	PW	PW	HC/NA	PW
Fiddler Butte	PW	PW	PW	PW	LC/PW	PW
Mt. Pennell	PW	PW	PW	PW	MC/NA	NA
Mt. Hillers	PW	NA	PW	AW	MC/PW	PW
Little Rockies	AW+	new PW	AW	AW	MC/AW	AW
Fremont Gorge	NA	AW	AW	AW	LC/AW	AW

NA - No Action/No Wilderness
AW - All Wilderness
PW - Partial Wilderness
PW #1 - The Larger Partial
PW #2 - The Smaller Partial
new PW - A new Partial Wilderness Alternative not in the DEIS
LC - Low Conflict
MC - Moderate Conflict
HC - High Conflict

SCENARIO A SOUTH-CENTRAL WSAs

All teams concurring on three WSAs:
Dirty Devil - All Wilderness/Low Conflict
Fiddler Butte - Partial Wilderness/Low Conflict
Little Rockies - Partial Wilderness/Medium Conflict

Dirty Devil

Discussion:

Dirty Devil - 61,000 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA first in wilderness quality and eighth in significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's all wilderness alternative. The WSA contains more than 58,000 acres of Class A scenery and 49,000 acres of outstanding solitude and primitive recreation opportunities. It is proximal to the Glen Canyon NRA. The Dirty Devil River is eligible for consideration for Wild and Scenic River study. Special features include active beaver colonies, petrified wood, rock art, scenery and historic values. There is a potential for a large number of Anasazi sites to be found in the WSA. Dirty Devil WSA is used by commercial outfitters. There is little OHV use.
2. The Minerals and Energy Team concludes BLM's proposed all wilderness designation is acceptable due to the low known-mineral potential of the area. The f4/c4 rating given the tar sands in the area is probably too high.
3. This WSA includes parts of three grazing allotments--Robber's Roost, Burr Point and Hanksville. The areas within the WSA that are part of Burr Point and Hanksville allotments are unsuitable for grazing due to the slick rock topography and very low forage production. Approximately 90 percent of the Robber's Roost allotment, which is contained within the WSA, is also unsuitable for grazing due to the rough topography. The WSA provides approximately 128 AUMs. This represents about 1 percent of the AUMs in the three allotments involved. There are no existing or proposed range improvements within the WSA. Because of the rough terrain and small amount of AUMs in comparison with the total AUMs, the Livestock Team concludes that the proposed all wilderness designation would have minimal impact on livestock grazing.
4. The Land Use Team supports the BLM's proposed all wilderness alternative. The WSA possesses high wilderness values. There is Class A scenery in 96 percent of the WSA and there is a designated Area of Critical Environmental Concern in Beaver Wash Canyon to protect the beaver colonies. Mineral values are low given the Overall Importance Rating of 2+ and the fact that there are only 20 acres of the WSA within the Tar Sand Triangle Special Tar Sand Area.

5. The Socioeconomics Team recognizes the potential conflicts with water development, but recommends the all wilderness alternative. The water resource within the WSA includes 30 miles of the Dirty Devil River and various springs. A potential for conflict does exist with the development of the Navajo aquifer. The mineral potential is low for tar sands and oil and gas. The pinyon-juniper pine is the only forest resource in the WSA. The economic loss of potential federal revenues foregone is $183,189.
6. The Wildlife Team recommends the all wilderness alternative. The area provides habitat for desert bighorn sheep and beaver colonies.

Summary:
Dirty Devil WSA was ranked first for wilderness quality and low for conflicts within the region. The team assessments support these rankings. The lack of major conflicts and the high quality wilderness and wildlife values are noted in the team assessments. A potential conflict with tar sands exists, but the Minerals and Energy Team indicates the resource estimate is probably too high. More favorable areas for this resource exist elsewhere.

Fiddler Butte

Discussion:
Fiddler Butte - 73,100 acres; BLM's proposed action is the 32,700-acre partial wilderness alternative; subcommittee ranked this WSA sixth in wilderness quality and second in significance of conflicts out of 10 WSAs.

Team Assessments:
1. The Wilderness Values Team concurs with BLM's partial alternative. There are 26,000 acres of Class A scenery, 25,600 acres of outstanding solitude and 32,700 acres of outstanding primitive recreation in the WSA. Fiddler Butte WSA is contiguous with the proposed Park Service wilderness in Glen Canyon NRA. The Dirty Devil River, eligible for consideration for Wild and Scenic River study, flows through a portion of the WSA. Special features include desert bighorn sheep and mule deer range, peregrine falcon habitat and exceptional scenic values.
2. The BLM's proposed partial wilderness alternative (32,700 acres) is acceptable to the Minerals and Energy Team since it largely mitigates the tar sand and uranium conflicts.
3. There are five allotments currently permitted, including one unallocated allotment, Flint Trail, within this WSA. Approximately 1,100 AUMs are involved. The allotments west of the Dirty Devil River include the Little Rockies, Cedar Point and Trachyte. The Little Rockies allotment lies within an unallocated area where there is no livestock grazing or range improvements. East of the Dirty Devil River, the Sewing Machine allotment and a small part of the ungrazed Flint Trail allotment are in the WSA. Within the WSA there are 18 reservoirs and one spring development, all located within the Sewing Machine allotment. There are eight reservoir reconstructions

and a spring development proposed. No vegetation treatments are proposed within the WSA. Approximately 24 miles of vehicular ways and mining roads and 11 miles of "cherry-stemmed" roads near Cove and Rock canyons are used for access by livestock operators. The 27,000-acre partial wilderness alternative would include only 74 of the 1,100 AUMs. This alternative would apparently also delete the approximately 27 miles of vehicular ways and mining roads used by livestock operators. The Livestock Team feels the partial alternative would have minimal impact. Under all the alternatives, the issue of the boundary along Highway 95 needs to be addressed. We do not believe that the boundary should come down to the highway right of way.

4. The Land Use Team recommends the 27,700-acre partial. Designation of the smaller partial would eliminate more conflicts with potential tar sand developments than the 32,700-acre partial (2,500 acres vs. 7,000 of STSA, respectively) while preserving the high wilderness value canyon drainages.
5. The Socioeconomics Team concurs with partial wilderness designation as it mitigates the major tar sands and uranium conflicts. The mineral potential in the partial wilderness WSA is low for tar sands, moderate for uranium and low for oil and gas. Four miles of the Dirty Devil River and various springs are found in the WSA. The potential federal revenues foregone are $219,300 for the all wilderness alternative; $84,570 for the 32,700-acre partial wilderness alternative; and $56,040 for the 27,000 partial wilderness alternative.
6. The Wildlife Team concurs with partial wilderness designation because of the protection it would provide to important wildlife values.

Summary:

The rankings for Fiddler Butte WSA indicate moderate wilderness values and high conflicts when compared with other WSAs in the region. The team assessments point out that the proposed partial alternative eliminates or mitigates most of the potential conflicts with tar sand development. The resulting overall conflicts for this alternative are considered to be low.

Little Rockies

Discussion:

Little Rockies - 38,700 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA second in wilderness quality and seventh in significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness, including two state sections not within the WSA boundaries. The entire WSA is Class A scenery. There are 27,000 acres of outstanding solitude and primitive recreation opportunities. State Section 36, 12 E, 33S, (Maidenwater Canyon) and state Section 36, Township 12 East, Range 34

South, (North Fork) contain outstanding scenery and should be included in the WSA. The WSA is contiguous with the proposed Park Service wilderness in Glen Canyon NRA. The WSA was previously designated as a National Natural Landmark because of geologic features. Special features include desert bighorn sheep habitat and geologic, scenic, ecological, historical and archaeological values. Recreation includes exploring, loop trips, boat shuttles on Lake Powell, outstanding views from Mt. Holmes and Mt. Elsworth, and wildlife observation. There is little, if any, OHV use.

2. The Minerals and Energy Team prefers a new partial wilderness alternative to the BLM's proposed all wilderness alternative due to the uranium resource conflict. Additional data are needed to adequately characterize the resource, but it is felt that this new partial would largely eliminate or significantly reduce the conflict (see Figure LR-1).
3. There are two allotments involved in this WSA--Little Rockies and Trachyte. Livestock grazing within the WSA is confined to the margins due to the rugged terrain. Approximately 687 AUMs are produced within the WSA. This represents 7 percent of the AUMs within the two allotments involved. There are no range improvements within the WSA and none are planned.
   From the Livestock Team standpoint, a wilderness designation for this WSA would have minimal impact on livestock grazing. From a general management standpoint, however, it would appear advisable to look at boundary adjustments along the northwest side where the WSA parallels Highway 267. We believe it would be wise to move that boundary back away from the highway some distance.
4. The Land Use Team supports the BLM's proposed all wilderness alternative. The area was designated as a National Natural Landmark in 1975 for its outstanding geologic features; 98 percent of the area possesses Class A scenery. The Glen Canyon NRA wilderness recommendation includes a proposed wilderness unit adjacent to the WSA that would complement management of a Little Rockies wilderness area. Of 38,700 acres, 34,220 are currently closed to leasing to protect scientific, wildlife, recreational, and geologic values. While the area has been recently explored for uranium, the DEIS indicates that many of the deposits are under existing claims and could be developed regardless of designation. The DEIS also states that under the no action alternative, the WSA would at least be designated as an ACEC besides being managed as a National Natural Landmark.
5. The Socioeconomics Team agrees with the all wilderness alternative but notes moderate conflict with uranium development and potential conflict with water development. The mineral potential is moderate for uranium and low for coal, oil, and gas. The water resources include the Trachyte Creek and one spring. A potential conflict exists with the deep aquifer development. No conflict is present with the forest resources. A maximum of $13,440 in potential federal revenues may be foregone.

LITTLE ROCKIES WSA

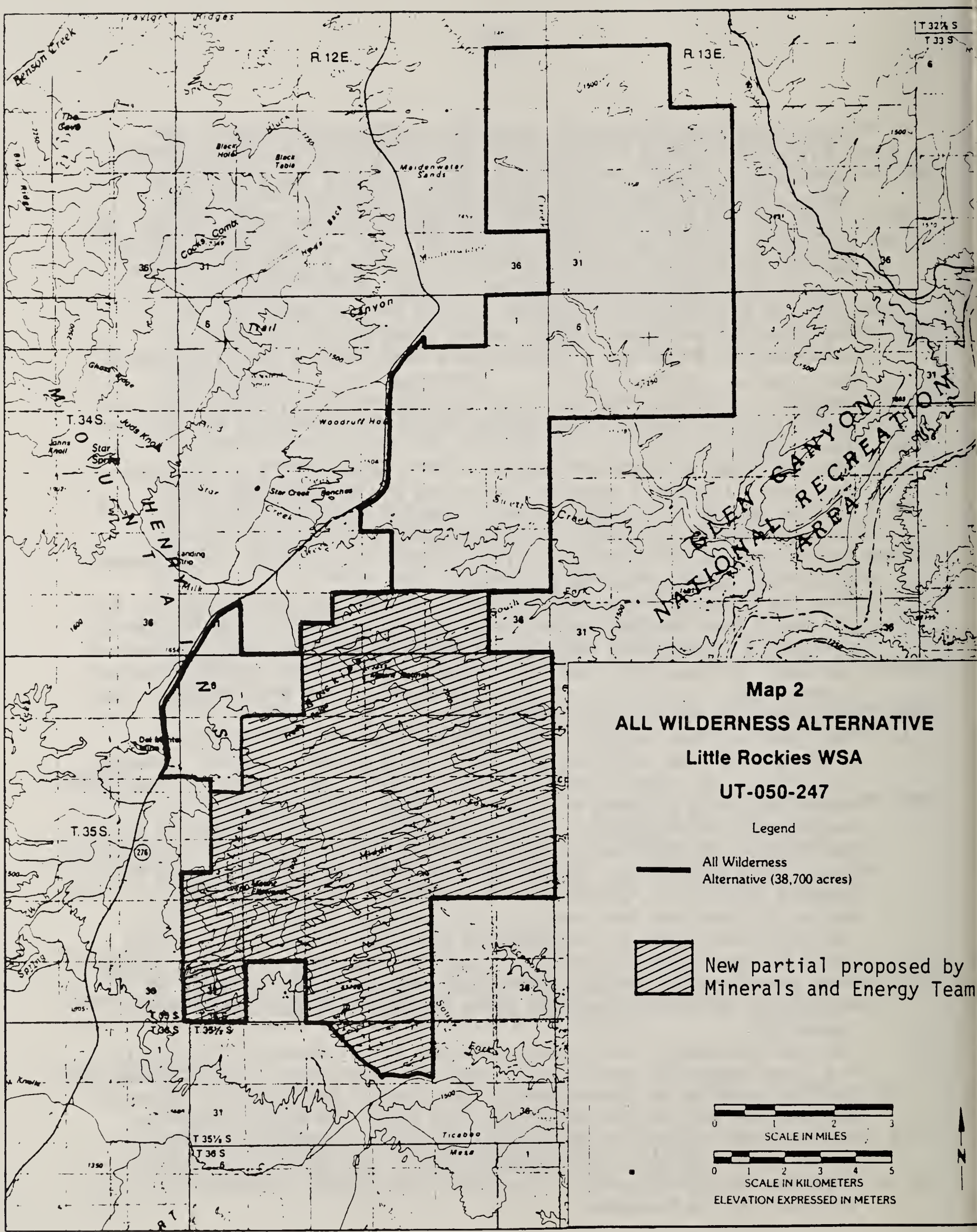


Figure LR-1

6. The Wildlife Team recommends the all wilderness alternative since the area is inhabited by desert bighorn sheep.

Summary:

The rankings show Little Rockies WSA to have high wilderness values and low to moderate conflicts when compared with other WSAs in the region. The team assessments support these rankings. The Minerals Team prefers a new partial alternative to mitigate the potential uranium conflict. The Wilderness Values Team suggests the addition of two state sections to the proposed action because those sections are critical to the wilderness resource.

SCENARIO B SOUTH-CENTRAL

Five of six teams concurring in eight WSAs:
Dirty Devil - All Wilderness/Low Conflict
Fiddler Butte - Partial Wilderness/Low Conflict
Little Rockies - Partial Wilderness/Medium Conflict
Horseshoe Canyon (South) - Partial Wilderness/Low Conflict
Mt. Ellen-Blue Hills - Partial Wilderness/Low Conflict
Bull Mountain - All Wilderness/Low Conflict
Mt. Hillers - Partial Wilderness/Medium Conflict
Fremont Gorge - All Wilderness/Low Conflict

Discussion:
Dirty Devil - Same as Scenario A (page 166)
Fiddler Butte - Same as Scenario A (page 167)
Little Rockies - Same as Scenario A (page 168)

Horseshoe Canyon (South)

Discussion:
Horseshoe Canyon (South) - 38,800 acres; BLM's proposed action is the 36,000-acre partial wilderness alternative; subcommittee ranked this WSA third in wilderness quality and fifth in significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. It preserves most of the 36,500 acres of Class A scenery, 36,300 acres of outstanding solitude and 28,400 acres of outstanding primitive recreation. The WSA is contiguous with Glen Canyon NRA and and a detached unit of Canyonlands National Park proposed for wilderness. Special features include National Register caves, scenery, archaeological sites, and wildlife habitat. Horseshoe Canyon (South) WSA is part of an entire canyon broken down into three sections managed by BLM and NPS. The area includes Horseshoe Canyon (North) WSA. Under the proposed partial wilderness alternative, the designated portion of Horseshoe Canyon (South) WSA would not be contiguous with NPS proposed wilderness in the canyon. There is little or no OHV activity in the WSA.
2. The Minerals and Energy Team recommends a new partial wilderness alternative rather than BLM's proposed partial wilderness alternative (36,000 acres) due to conflicts with the moderate uranium potential in the area (see Figure H-1).
3. This WSA involves two allotments--Robber's Roost and Horseshoe Canyon. Ninety-seven percent of the WSA falls within the Robber's Roost allotment. The area provides approximately 1,150 AUMs with 1,060 of that in the Robber's Roost allotment. Five of the permittees' 10 base waters (those water facilities where control or ownership determine grazing privileges) on the Robber's Roost

HORSESHOE CANYON (SOUTH) WSA

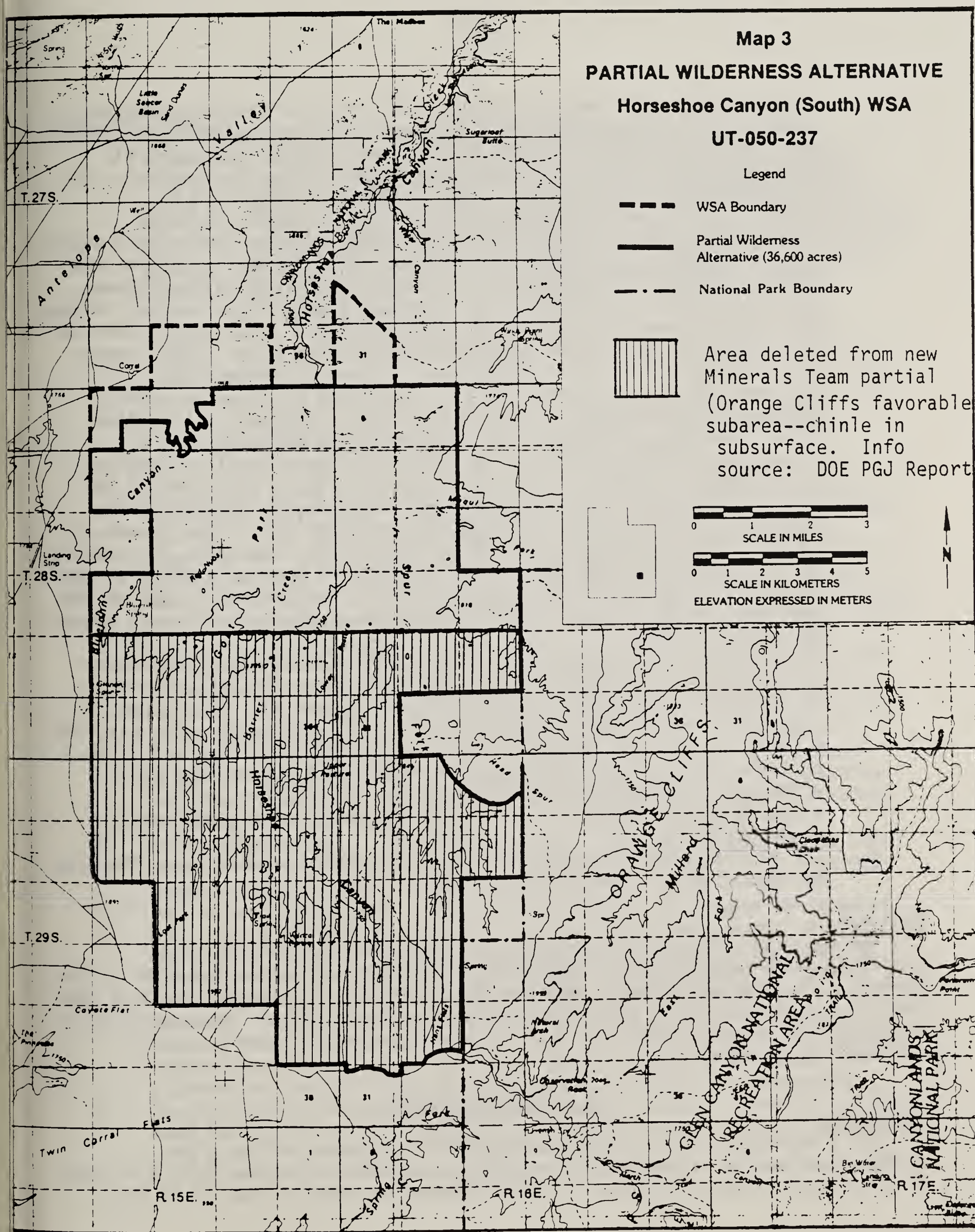


Figure HC-1

allotment are included in the WSA. All are improved with troughs or reservoirs. Other rangeland improvements include two miles of fence, one reservoir, three corrals, six improved springs and about six miles of ways used for livestock purposes. Three new reservoirs are proposed within the Robber's Roost allotment. There are no vegetation projects proposed within the WSA. Under all three proposed wilderness alternatives, the three proposed reservoirs would not be allowed. Livestock distribution would remain a problem even though the DEIS indicates under all three wilderness alternatives, there would be little effect on livestock management. Further review and analysis needs to be made of the permittees' five base waters and the effect wilderness designation would have on these rights before the Livestock Team can recommend any wilderness designation.

4. The Land Use Team supports the BLM's proposed 36,000-acre partial wilderness alternative. While the partial wilderness alternative will eliminate a continuous boundary with the detached unit of Canyonlands National Park, it will minimize manageability problems associated with heavily used roads and corrals in this part of the WSA. Additionally, the deleted acres have low-quality wilderness values. The WSA as a whole, however, has high wilderness values--94 percent Class A scenery. The DEIS states that, "Overall, the quality of landform expression in the WSA is an above average example of the landforms found on the Colorado Plateau." The WSA is bounded on the southeast by Glen Canyon NRA which is then bounded on its east border by Canyonlands NP.
5. The Socioeconomics Team notes a low conflict with water resources development but concurs with the partial wilderness designation. Designation could impact the development of water in the Navajo Sandstone. The mineral potential is low for tar sands, oil, gas, and uranium. There are virtually no forest resources in the WSA. The potential federal revenues foregone equal $118,010 for the all wilderness alternative; $108,000 for the 38,000-acre partial alternative; and $986,056 for the 28,700-acre partial wilderness alternative.
6. The Wildlife Team recommends the all wilderness alternative. The area is inhabited by desert bighorn sheep.

Summary:

The rankings indicate high wilderness values and moderate to high conflicts in Horseshoe Canyon (South) WSA in comparison with other WSAs in the region. The team assessments indicate that boundary adjustments and/or a new partial alternative would eliminate most of these conflicts. More analysis of livestock and potential mineral conflicts is necessary to more precisely delineate boundary changes.

Mt. Ellen-Blue Hills

Discussion:

Mt. Ellen-Blue Hills - 81,726 acres; BLM's proposed action is the 58,480-acre partial wilderness alternative; subcommittee ranked this WSA fifth in wilderness quality and first in significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's proposed partial wilderness alternative. It preserves most of the 63,307 acres of Class A scenery, 60,000 acres of outstanding solitude and 37,000 acres of outstanding recreation. Bull Creek Archaeological District is to the north (a National Register site). The WSA is contiguous to Bull Mt. WSA. Mt. Ellen-Blue Hills WSA contains headwaters for six streams and numerous special features including scenic, geologic, cultural and educational values. Both bristlecone pine and fossilized shark teeth are found in the WSA. Mt. Ellen is the highest peak in the Henry Mountains. There is limited OHV use, mostly in conjunction with hunting. The WSA is crucial winter and summer range for deer and bison.
2. The Minerals and Energy Team concurs with BLM's proposed partial wilderness designation (53,480 acres) since it eliminates the conflict with the coal resources of Wildcat Mesa.
3. Portions of seven allotments used by 30 operators involving both cattle and sheep are permitted within this WSA. The area provides an estimated 3,234 AUMs. The following range improvements occur within the WSA: five spring developments, six reservoirs, one mile of pipeline and 3.5 miles of fence. Proposed range improvements consist of one reservoir, 1,000 acres of vegetation treatment on Thompson Mesa, which would add approximately 200 AUMs, and approximately 1,850 acres of vegetation treatment in the Dry Lake-Nasty Flat area which would provide 245 AUMs primarily for the bison. Because range improvements proposed in the Dry Lake-Nasty Flat area would not be allowed under wilderness designation, there would need to be some boundary adjustments. If this change were made, impact on livestock grazing would be minimal with a partial wilderness alternative.
4. The Land Use Team supports the BLM's proposed partial wilderness alternative. The WSA contains numerous special features including the Henry Mountain's highest peak. It encompasses four life zones, contains a free-roaming buffalo herd, badland features and bristlecone pines. The proposed action eliminates most of the coal resource conflicts by excluding Wildcat Mesa. There is a proposed Research Natural Area in the Gilbert Badlands area of the WSA.
5. The Socioeconomics Team concurs with partial wilderness designation but notes a potential low conflict with developable water resources and forest resource development. The water resources include the headwaters of several perennial streams and undeveloped streams. A potential dam site has been identified on Birch Creek near the boundary. The forest resources include some commercial stands. Mineral potential is low for oil, gas, coal and copper. Potential federal revenues foregone are $220,440 for the will wilderness alternative and $175,440 for the partial wilderness alternative.
6. The Wildlife Team opposes wilderness for this WSA. There is a future need for 1,850 acres of vegetation manipulations to benefit bison and mule deer.

Summary:

The rankings indicate moderate to high wilderness values and high conflict in Mt. Ellen-Blue Hills WSA compared with other WSAs in the region. According to the team assessments, the partial alternative with some new boundary adjustments would eliminate or reduce most of these conflicts. The Wildlife Team, however, feels the vegetation manipulation potential is more important than the proposed action. There is also a proposed Research Natural Area for the Gilbert Badlands area of the WSA within the proposed action.

Bull Mountain

Discussion:

Bull Mountain - 11,800 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA ninth in both wilderness quality and in significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's all wilderness alternative. There are 9,880 acres of Class A scenery in the WSA. The entire WSA has outstanding opportunities for solitude and primitive recreation. Bull Mountain WSA contains three springs and portions of watersheds of four streams. The east side is visible from Highway 95. It is completely natural and exhibits unusual geology (bysmalith). There is a low intensity of recreation use other than day hiking and sightseeing (primitive modes). Special features include wildlife habitat, geological and scenic values. Bull Mountain is contiguous with Mt. Ellen-Blue Hills WSA.
2. The Minerals and Energy Team concurs with BLM's proposed all wilderness designation (11,800 acres) since the area lacks known significant mineral deposits.
3. Portions of four grazing allotments are contained in this WSA. However, only one of the four has allocated forage. There is an estimated 193 AUMs in the WSA. Livestock use is confined primarily to the margins of the WSA because of the rugged terrain. The only range improvement in the area is one developed spring. No additional improvements are proposed. A wilderness designation for this WSA would have only a minimal impact on livestock grazing according to the Livestock Team assessment. However, due to the close proximity of roads and the size of the WSA, it may, in our opinion, be difficult to manage this area as wilderness.
4. The Land Use Team supports the BLM's proposed all wilderness alternative. There are high wilderness values (84 percent Class A scenery and opportunities for primitive recreation and solitude on the entire WSA) and no significant resource conflicts.
5. The Socioeconomic Team sees no significant conflicts with the all wilderness designation. The mineral potential is low for oil, gas, uranium, and copper. The forest resources do not include any commercially harvestable stands. The water resources include portions of watersheds of perennial streams as well as some springs. Thirty-five thousand four hundred dollars of potential federal revenues may be forfeited with wilderness designation.

6. The Wildlife Team recommends the no action alternative to allow 330 acres of vegetation manipulations for bison and mule deer.

Summary:
The rankings indicate low wilderness quality and low conflicts for Bull Mountain WSA in relation to other WSAs in the region. The team assessments indicate that the proposed action would not result in major conflicts except to wildlife. The Wildlife Team considers the vegetation manipulation proposal to be more important than the proposed action for wildlife values.

Mt. Hillers

Discussion:
Mt. Hillers - 20,000 acres; BLM's proposed action is the 17,000-acre partial wilderness alternative; subcommittee ranked this WSA seventh in wilderness quality and sixth in significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's partial alternative. It preserves 16,608 acres of Class A scenery and 15,630 acres of outstanding solitude and primitive recreation. The area includes springs and headwaters, high-priority and crucial-critical deer summer range, and limited-value bison summer range. Special features include geologic values, bristlecone pine, scenery and Mt. Hillers (a laccolith). There is very little, if any, OHV use.
2. The Minerals and Energy Team prefers the no wilderness alternative to the BLM's proposed partial alternative (17,000 acres) due to conflicts with the potential uranium resource.
3. There are portions of four allotments within the WSA, with a permitted estimate of 240 AUMs. This represents approximately 2 percent of the AUMs in the four allotments. Most of the area is too steep and rocky for livestock use. Livestock use is limited to the lower benches around Mount Hillers. There are no existing range improvements within the WSA and none are planned. The Livestock Team concurs with a partial wilderness designation. However, the team recommends moving the boundary on the south end near Star Springs a half a mile to the north so that it runs along the section line. This would move the boundary off the alluvial slopes where most of the grazing occurs.
4. The Land Use Team supports the all wilderness alternative. The partial alternative appears to accomplish little other than to change the geographic boundary to one along section lines.
5. The Socioeconomics Team concurs with the partial wilderness designation but notes moderate conflict with potential coal and uranium development and a possible conflict with water development. The mineral potential is moderate for uranium and coal and low for

oil and gas. Headwaters for several streams are located within the WSA. A possible conflict exists with the development of a deep aquifer. Commercial timber does exist within the area, but is limited because of poor accessibility. The potential federal revenues foregone are $60,000 for the all wilderness alternative and $51,000 for the partial wilderness alternative.

6. The Wildlife Team recommends the partial wilderness (17,000 acres) alternative. There is a future need for some vegetation manipulations in the all wilderness area that would benefit bison, possibly elk and mule deer. Additionally, desert bighorns and/or elk could become established on Mt. Hillers.

Summary:

The rankings for Mt. Hillers WSA indicate moderate to low wilderness values and moderate to low conflicts relative to other WSAs in the region. The team assessments point out important wilderness and wildlife values as well as mineral and water conflicts. The Livestock Team suggests a boundary adjustment on the south side of the WSA.

Fremont Gorge

Discussion:

Fremont Gorge - 2,540 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 10th in both wilderness quality and significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the BLM's proposed no action alternative. The area is all Class B scenery. There is no primitive recreation. Cultural resources do not meet team guidelines. Special features include scenic, botanical and ecological values. There is no commercial or OHV use in the WSA. Fremont Gorge WSA is adjacent to proposed Park Service wilderness in Capitol Reef National Park and has good access routes to Capitol Reef.
2. The all wilderness alternative is acceptable to the Minerals and Energy Team based on a lack of significant known mineral conflicts.
3. This is a small WSA consisting of 2,540 acres. It adjoins Capitol Reef National Park just east of Torrey. This WSA contains part of the Torrey Town allotment. There are approximately 81 AUMs within the WSA. This represents about 1 percent of the total AUMs in the Torrey Town allotment. There are no existing range improvements and none are planned. Because of the rugged terrain, livestock use is restricted to the benchlands on the margins of the WSA. Livestock do not use the Sulphur Creek Canyon because of lack of access. From a livestock standpoint, the designation of the entire area as wilderness would have minimal impact.
4. The Land Use Team recommends the all wilderness alternative. The WSA is contiguous with the 2,115-acre area recommended for wilderness in Capitol Reef by the NPS. The entire area provides outstanding

opportunities for solitude. High-quality riparian habitat can be found along Sulphur Creek. Building stone, for which demand can be met by sources adjacent to the WSA, provides the only development conflict.

5. No significant conflict with wilderness designation is foreseen. The mineral potential is low for oil and gas, the forest resources include only scattered pinyon-juniper, and the potential federal revenues foregone equal only $7,620. Because of the low conflict, the Socioeconomics Team concurs with the all wilderness designation.
6. The Wildlife Team recommends all wilderness for this WSA because wildlife values would benefit from wilderness protection.

Summary:

Fremont Gorge WSA was ranked last both for wilderness values and conflicts within the region. The lack of serious conflicts resulted in all but the Wilderness Values Team supporting the all wilderness alternative. That team concluded the proposed no action meets its criteria and that the wilderness values are not outstanding.

SCENARIO C SOUTH-CENTRAL

Four of six teams concurring on 10 WSAs:
- Dirty Devil - All Wilderness/Low Conflict
- Fiddler Butte - Partial Wilderness/Low Conflict
- Little Rockies - Partial Wilderness/Medium Conflict
- Horseshoe Canyon (South) - Partial Wilderness/Low Conflict
- Mt. Ellen-Blue Hills - Partial Wilderness/Low Conflict
- Bull Mountain - All Wilderness/Low Conflict
- Mt. Hillers - Partial Wilderness/Medium Conflict
- Fremont Gorge - All Wilderness/Low Conflict
- Mt. Pennell - Partial Wilderness/Low Conflict
- French Spring-Happy Canyon - Partial Wilderness

Discussion:
- Dirty Devil - Same as Scenario A (page 166)
- Fiddler Butte - Same as Scenario A (page 167)
- Little Rockies - Same as Scenario A (page 168)
- Horseshoe Canyon (South) - Same as Scenario B (page 172)
- Mt. Ellen-Blue Hills - Same as Scenario B (page 174)
- Bull Mountain - Same as Scenario B (page 176)
- Mt. Hillers - Same as Scenario B (page 177)
- Fremont Gorge - Same as Scenario B (page 178)

Mt. Pennell

Discussion:

Mt. Pennell - 74,300 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA fourth in wilderness quality and third in significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends a partial wilderness designation. Mt. Pennell is the second highest peak in the Henry Mountains. There are 23,885 acres of Class A scenery and 17,800 acres of outstanding solitude and primitive recreation opportunities in the WSA. Mt. Pennell WSA is adjacent to proposed Park Service Wilderness in Glen Canyon NRA. This WSA contains a formation with the best rock climbing opportunity in central Utah. Organized outdoor groups use the area. The area contains 16 springs, headwaters for numerous small streams, and 10.5 miles of perennial streams. There are 48,155 acres of crucial-critical deer and/or bison range. Special features include geologic values, rockclimbing, scenery, four life zones, and wildlife.
2. The Minerals and Energy Team recommends the 25,800-acre partial wilderness alternative since it avoids the conflict with the coal resource.
3. Portions of five allotments are involved in this WSA. Approximately 3,282 AUMs are provided within the WSA. This represents about 20 percent of the AUMs of allotments involved. Range improvements include four miles of fence, seven reservoirs, two wells, six miles of pipeline, and one trail. Approximately 1,183 acres have been identified within the WSA for range improvement with 70 percent of

the forage increase being allocated to livestock and the other 30 percent to the bison. There is also one reservoir and two spring developments proposed within the WSA. The Livestock Team recommends the partial wilderness alternative of 25,800 acres, if sufficient area is deleted from the southwest side of the WSA where the 1,183 acres of proposed chaining have been identified. We believe that where the potential exists to do pinyon- juniper chaining and improve the carrying capacity for both the livestock and bison, those areas should be left out of any wilderness proposals so those projects may go forward.

4. The Land Use Team recommends the partial wilderness alternative. All of the Class A scenery is in the partial as well as all of the area meeting the criteria for outstanding opportunities for solitude and recreation. Lower wilderness values on the balance of the unit was the basis for the team to exclude the all wilderness alternative. The coal resource on Cave Flat is already unavailable for mining due to an unsuitability designation because of the potential conflict with crucial-critical bison range.
5. The Socioeconomics Team feels there is moderate conflict with the partial wilderness designation because of the potential deep aquifer water development and potential mineral development. The mineral potential is high for coal and low for oil and gas. There is no current or proposed commercial harvest of forest resources. The potential for federal revenues foregone equals $223,029 for the all wilderness alternative and $82,029 for the partial wilderness alternative.
6. The Wildlife Team recommends the no action alternative, since there is a future need for 1,183 acres of vegetation manipulation to benefit bison and mule deer. Additionally, desert bighorns and/or elk could become established on Mt. Pennell.

Summary:

The rankings for Mt. Pennell WSA indicate both high wilderness values and high conflicts compared with other WSAs within the region. The team assessments essentially support these rankings and indicate that the partial wilderness alternative will reduce or eliminate most of the serious conflicts. The Wildlife Team recommends no action to eliminate a potential vegetation manipulation proposal from the proposed action which would benefit wildlife values.

French Spring-Happy Canyon

Discussion:

French Spring-Happy Canyon - 24,840 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA eighth in wilderness quality and fourth in significance of conflicts out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends a partial wilderness designation to preserve the WSA's scenery, solitude and primitive recreation. The WSA is contiguous with Glen Canyon NRA. Outstanding geologic sightseeing is the major recreation mode. Special features include desert bighorn sheep range, peregrine falcon (an endangered species) habitat, sensitive wildlife species, and scenic values.
2. The Minerals and Energy Team recommends the no wilderness alternative due to conflict with the tar sand resource.
3. Portions of two grazing allotments, Robber's Roost and Flint Trail, fall within the boundaries of this WSA. The WSA provides approximately 10 percent of the total AUMs in these two allotments. Essentially, all the forage for livestock in the WSA occurs in the Gordon Flats and Twin Corral Flats areas. The canyons are essentially ungrazed because of inaccessibility and lack of forage. The total AUMs within the WSA are approximately 349. The only range improvements in the area are one corral and two wells. No areas within the WSA have been identified for rangeland improvement. The Livestock Team feels partial designation would have minimal impact. The area proposed for wilderness designation involves only the Flint Trail allotment. The part of the allotment affected is presently not used for livestock grazing due to rough terrain and very low carrying capacities. Thus, all 349 AUMs and existing range improvements would be outside the wilderness area.
4. The Land Use Team supports the partial wilderness alternative. This alternative is limited to the canyons that are the least favorable for tar sand recovery. Under the partial alternative, 6 percent instead of 14 percent of the Tar Sand STSA would be in the wilderness area. The outstanding scenery and opportunities for solitude and recreation are found in the canyons.
5. The Socioeconomics Team notes a potentially serious conflict with tar sands development. The team concludes that a high conflict exists and recommends no wilderness designation. The mineral potential for tar sands is high. Other minerals such as oil, gas, and uranium have a low mineral potential. The water resources within the WSA include one spring. A potential conflict may arise with the development of groundwater from the Navajo Sandstone. Forest resources are insignificant because only poor quality pinyon-juniper can be found within the WSA. Potential federal revenues foregone because of wilderness designation equal $75,000 for the all wilderness alternative and $33,333 for the 11,110-acre partial wilderness alternative.
6. The Wildlife Team recommends the partial wilderness (11,110 acres) alternative. This area is inhabited by desert bighorn sheep. The excluded acreage is inhabited by pronghorn antelope. Vegetation manipulations may be necessary in future years.

Summary:
The rankings for French Spring-Happy Canyon WSA indicate low wilderness quality and high conflicts relative to other WSAs in the region. Two team assessments point out high conflict with minerals (tar sands). The other teams conclude that the partial alternative reduces these impacts to acceptable levels and that there are some special features which would benefit from a partial wilderness designation.

e. SOUTH-EAST WSAs

The subcommittee rankings and assessment matrix for the South-East WSAs are shown on the next pages. They are followed by the wilderness suitability scenarios.

The rankings show Dark Canyon WSA as the highest in wilderness qualities but low in significant conflicts. Negro Bill Canyon WSA ranked first in significance of conflicts but low in wilderness quality.

Grand Gulch Complex, Road Canyon, Fish Creek and Mule Canyon WSAs form a grouping of critical cultural resource values that should be considered for special management consideration. This issue is discussed more fully in the Special Considerations section of this report.

Four scenarios are discussed for this region.

Partial Pair Comparison Ranking
Southeast WSA's

Wilderness Quality

Rank	Raw Score	Tie's	%	+ Tie's	- Tie's	WSA
1	245	9	3.7	254	236	Dark Canyon
2	241	11	4.6	252	230	Grand Gulch
3	179	21	11.7	200	158*	Fish Creek Cyn.
4	175	3	1.7	178*	172*	Horseshoe Cyn (No.
5	165	21	12.7	186*	144	Butler Wash
6	160	20	12.5	180*	140	Road Cyn.
7	149	23	15.4	172	126*	Mule Cyn.
8	140	12	8.6	152	128*	Mancos Mesa
9	126	20	15.9	146	106*	Indian Creek
10	120	8	6.7	128*	112*	Behind the Rocks
11	109	21	19.3	130*	88	Cheesebox Cyn
12	94	20	21.3	114	74	Bridger Jack Mesa
13	75	15	20.0	90	60	Lost Spring Cyn.
14	64	14	21.9	78	50	Negro Bill Cyn.
15	54	6	11.1	60	48	Millcreek Cyn.

Significance of Conflicts

1	209	19	9.1	228	192	Negro Bill Cyn.
2	208	16	7.8	224*	192	Horseshoe Cyn (No.
3	204	22	10.8	226*	182	Millcreek Cyn.
4	186	22	11.8	208	164	Mancos Mesa
5	151	23	15.2	174*	128	Behind the Rocks
6	144	32	22.2	176*	112	Fish Creek Cyn.
7	136	32	23.5	168	104*	Road Cyn.
8	131	23	17.6	154*	108*	Indian Creek
9	129	29	22.5	158*	100	Cheesebox Cyn.
10	128	30	23.4	158*	98	Grand Gulch
11	118	28	23.7	146	90	Lost Spring Cyn.
12	104	36	34.6	140	68	Butler Wash
13	88	40	45.5	128	48*	Mule Cyn.
14	80	32	40.0	112	48*	Dark Cyn.
15	80	30	37.5	110	50*	Bridger Jack Mesa

* - Ranking changes when adding or subtracting ties.

Southeast WSA's - Team Assessment Matrix

TEAM

WSA	1	2	3	4	5	6
cos Mesa	PW	NA	PW	PW	MC/NA	AW
nd Gulch	NA	AW	new PW	new PW	LC/AW	PW
d Canyon	NA	PW	new PW	PW	LC/PW	PW #2
h Creek Cyn.	NA	PW	new PW	AW	LC/PW	PW
e Cyn.	NA	AW	AW	AW	LC/AW	AW
esebox Cyn.	NA	AW	AW	new PW	LC/AW	AW
k Cyn.	AW	AW	AW	AW	LC/AW	PW
ler Wash	AW	AW	AW	AW	LC/AW	NA
dger Jack Mesa	AW	AW	AW	AW	LC/AW	NA
ian Creek	AW	NA	AW	AW	MC/NA	AW
ind the Rocks	AW	NA	AW	AW	MC/NA	AW
l Creek Cyn.	AW	NA	NA	NA	MC/NA	NA
ro Bill Cyn.	AW	NA	AW	NA	MC/NA	AW
seshoe Cyn. (No.)	AW	NA	NA	AW	MC/NA	AW
t Spring Cyn.	AW	NA	AW	AW	MC/NA	AW

- No Action/No Wilderness
- All Wilderness
- Partial Wilderness
- #1 - The Larger Partial
- #2 - The Smaller Partial
- PW - A new Partial Wilderness Alternative not in the DEIS
- Low Conflict
- Moderate Conflict
- High Conflict

SCENARIO A SOUTH-EAST WSAs

All teams concurring on one WSA:
Dark Canyon - Partial Wilderness/Low Conflict

Dark Canyon

Discussion:

Dark Canyon - 68,030 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA first for wilderness quality and 14th for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Dark Canyon Primitive Area is all Class A scenery. There are 5,990 acres of Class B scenery in the ISA complex. The entire ISA complex offers outstanding solitude and primitive recreation opportunities, abundant water, wildlife, geologic formations, and a potential of 1,500 cultural sites eligible for National Register of Historic Places designation. The ISA complex is adjacent to Glen Canyon NRA proposed wilderness and to Canyonlands National Park and the Forest Service Dark-Wooden Shoe Canyon Wilderness Area. It is a very scenic and unique area, a "miniature Grand Canyon." The area is accessible from Lake Powell.
2. The BLM's proposed all wilderness alternative is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts.
3. The ISA complex contains a total of 844 AUMs in portions of two grazing allotments, Indian Creek and White Canyon. Range improvements within the Middle Point area include 80 acres of crested wheatgrass seeded in 1956 and a developed spring, known as Pete's Spring. The "cherry-stemmed" roads on Middle Point and Leanto Point are used in grazing management, access to the vicinity of Pete's Spring, and access to a range trend study in Section 2. There are no new range improvements proposed for the ISA complex. Rough terrain and shallow soils make most improvements infeasible. The grazing use within the WSA, as compared to the total acreage in the two grazing allotments, would appear to be rather slight. Thus, the impact of a wilderness designation on grazing, according to the Livestock Team, would be minimal if the mesa tops are left out of the wilderness area.
4. The Land Use Team supports the BLM's preferred all wilderness alternative. The WSAs outstanding wilderness values have already been recognized through its designation as a Primitive Area in 1970 to "protect its outstanding natural beauty and unspoiled condition." The DEIS notes that even under the no action alternative, 63,290 acres out of 68,030 would remain closed to leasing. The WSA is surrounded by other wild lands. It is bounded on the north by a Canyonlands National Park proposed wilderness area, on the west by a Glen Canyon NRA proposed wilderness area, and on the east by a Forest Service designated wilderness area.

5. The Socioeconomics Team has concluded that the WSA has a low potential for oil and gas, and no commercial stands of forest products. There are perennial streams, springs and seeps located within the WSA which it was concluded the WSA had low conflict with water and water development. The economy review indicates that there could be a loss of $14,220 of lease revenues. In conclusion, Ohe Socioeconomics Team sees no significant conflicts with wilderness designation.
6. The Wildlife Team recommends the 62,040-acre partial wilderness alternative. That area is inhabited by desert bighorn sheep. The excluded area contains an 80-acre seeding and critical-value deer winter range that may need treatment in future years.

Summary:

The rankings indicate Dark Canyon WSA has the highest wilderness-quality values for this region. It is next to last for significance of conflicts. The team assessments generally concur with these rankings. The low level of conflict is most likely due to the fact that most of this area has been managed as a Primitive Area since 1970 and little or no conflicting uses have been allowed within the designated area. The only conflict noted was by the Wildlife Team which supports the partial alternative due to wildlife habitat treatment potential.

SCENARIO B SOUTH-EAST WSAs

Five of six teams concurring on nine WSAs:
- Dark Canyon - Partial Wilderness/Low Conflict
- Grand Gulch - Partial Wilderness/Low Conflict
- Road Canyon - Partial Wilderness/Low Conflict
- Fish Creek Canyon - Partial Wilderness/Low Conflict
- Mule Canyon - All Wilderness/Low Conflict
- Cheesebox Canyon - Partial Wilderness/Low Conflict
- Butler Wash - All Wilderness/Low Conflict
- Bridger Jack Mesa - All Wilderness/Low Conflict
- Mill Creek Canyon - No Action/Moderate Conflict

Discussion:

Dark Canyon - Same as Scenario A (page 188)

Grand Gulch

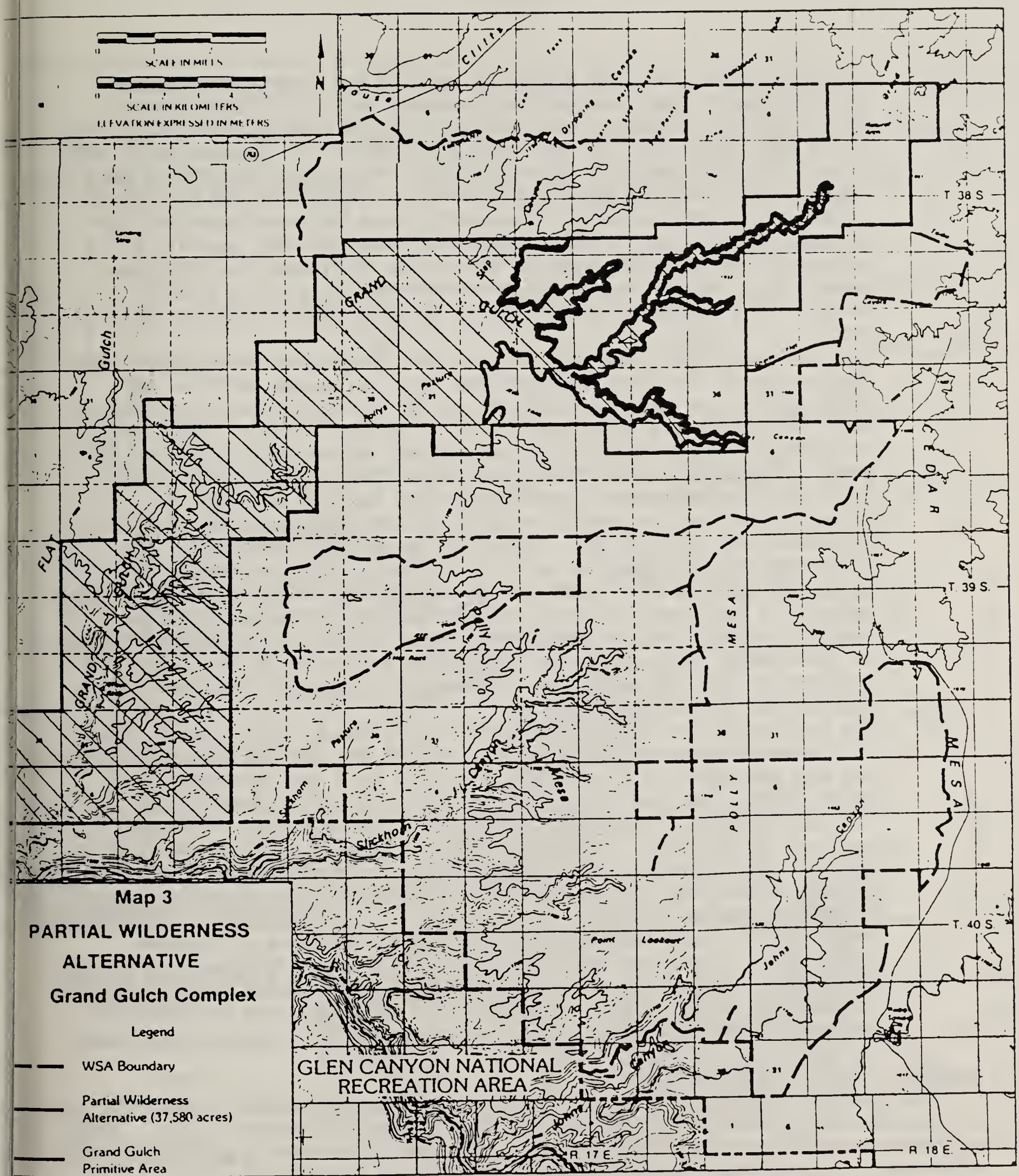
Discussion:

Grand Gulch - 105,520 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA second for wilderness quality and 10th for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team is concerned that wilderness designation may have a detrimental affect on cultural values in this area because of increased activity and vandalism and the legal limits imposed on mechanized law enforcement activities. The team recommends administrative designation, possibly as an Outstanding Natural Area or Research Natural Area, to protect the critical cultural resources in the area. Special features include thousands of Anasazi sites, many with National Register of Historic Places eligibility. Grand Gulch ISA complex contains 56,520 acres of Class A and 47,860 acres of Class B scenery. There are 103,920 acres of outstanding opportunities for solitude. The entire ISA has outstanding primitive recreation opportunities. In addition to the Anasazi cultural resources, special features include Hole-in-the-Rock Trail and Grand Gulch Archaeological District, both on the National Register of Historic Places. The WSA is contiguous with Glen Canyon NRA.
2. The Minerals and Energy Team feels BLM's proposed all wilderness alternative (105,520 acres) is acceptable based on a lack of known significant mineral conflicts.
3. The Livestock Team recommends a new partial alternative (see Figure GG-1). The Grand Gulch ISA Complex contains portions of four grazing allotments involving seven operators. Current use of the ISA Complex is estimated to total 1,930 AUMs. The complex contains several range improvements including three developed springs, 12 earthen reservoirs, three seedings containing 1,900 acres, and several miles of fence. Currently there are planned projects which include three

GRAND GULCH COMPLEX



Area to be included in new Livestock Team partial

Figure GG-1

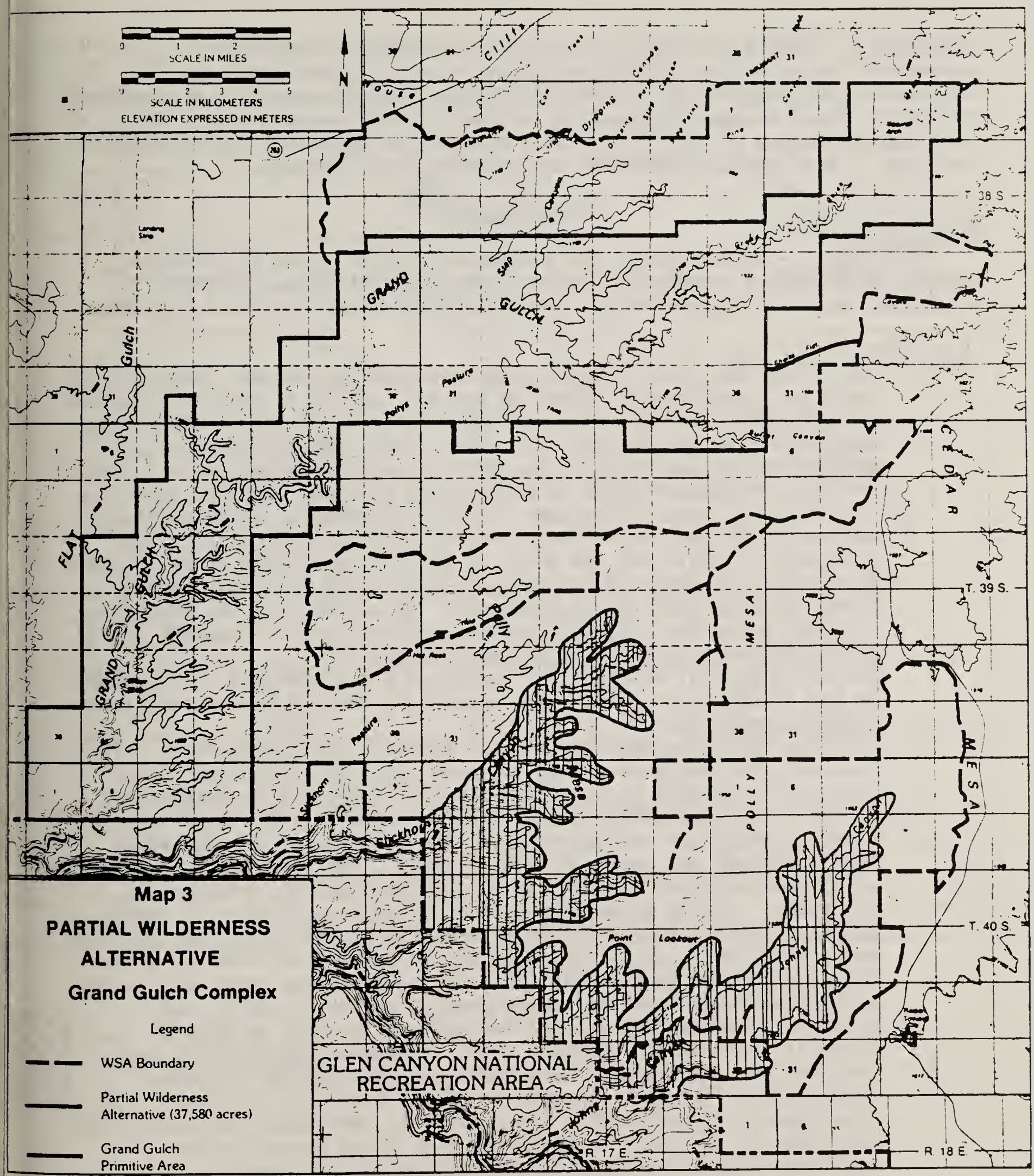
land treatments on 4,680 acres, as well as one spring development, seven reservoir developments on the mesa, and 2.5 miles of water pipeline. The proposed land treatments would result in an additional 1,118 AUMs which would almost double the amount of the available AUMs within the ISA complex. An overflight of the area indicates a more feasible WSA boundary would be one that is restricted to the canyon rims, rather than including the mesa tops which have potential for land treatments and increased domestic livestock use, as well as potential for wildlife habitat improvement and other multiple-use practices. However, an alternative designation such as Area of Critical Environmental Concern might be more appropriate for this area.

4. The Land Use Team recommends the partial wilderness alternative (the boundaries of the existing Primitive Area) plus the addition of Slickhorn Canyon and John's Canyon up to the mesa rims as a separate WSA. This boundary adjustment would allow inclusion of the high wilderness values in Slickhorn and John's canyons while eliminating areas of conflict on the mesa tops (see Figure GG-2). The Grand Gulch Complex has already been recognized for its outstanding wilderness values and would probably be managed for those resources regardless of designation. Under the no action alternative, the Primitive Area designation would be lifted, but according to the DEIS, BLM assumes that some type of management would nevertheless be imposed to continue the policy of no leasing or mineral location. The WSA contains four plant species under review for possible listing as threatened and endangered. Additionally, lands to the south that are part of the NRA have been recommended by the National Park Service for wilderness status.
5. The Socioeconomics Team has concluded that the WSA has low conflict with mineral resources development. There are springs located within the WSA and there is a potential conflict with the development of water in the deep bedrock aquifer. There is some potential for firewood harvest. The economy review indicates a loss of federal revenues of $180,780. Potential loss of federal lease revenues of $169,011 and a potential increase in local expenditures of $129,790. In conclusion, the Socioeconomics team sees no major conflicts with wilderness designation.
6. The Wildlife Team recommends the partial 37,580-acre wilderness alternative since that area is inhabited by desert bighorn sheep. The partial will allow for potential deer winter range improvements. If the partial wilderness alternative is rejected, the no action alternative is preferred.

Summary:

The rankings for Grand Gulch ISA Complex indicate the second highest in wilderness-quality values in the region. Conflicts are moderate to low. Most of the team assessments indicate insignificant conflicts with a partial or all wilderness alternative. Two new partial alternative boundaries were suggested. The new boundaries are shown in Figures GG-1 and GG-2. The major

GRAND GULCH COMPLEX



Area included in new Land Use Team partial

Figure GG-2

exception to these assessments is from the Wilderness Values Team. It recommends the no action alternative based on an assessment that the outstanding cultural values in this ISA complex require more active management to protect those values than would be allowed in a wilderness area. A complete discussion of this issue and a recommended management designation is included in the Special Considerations section of this report.

Road Canyon

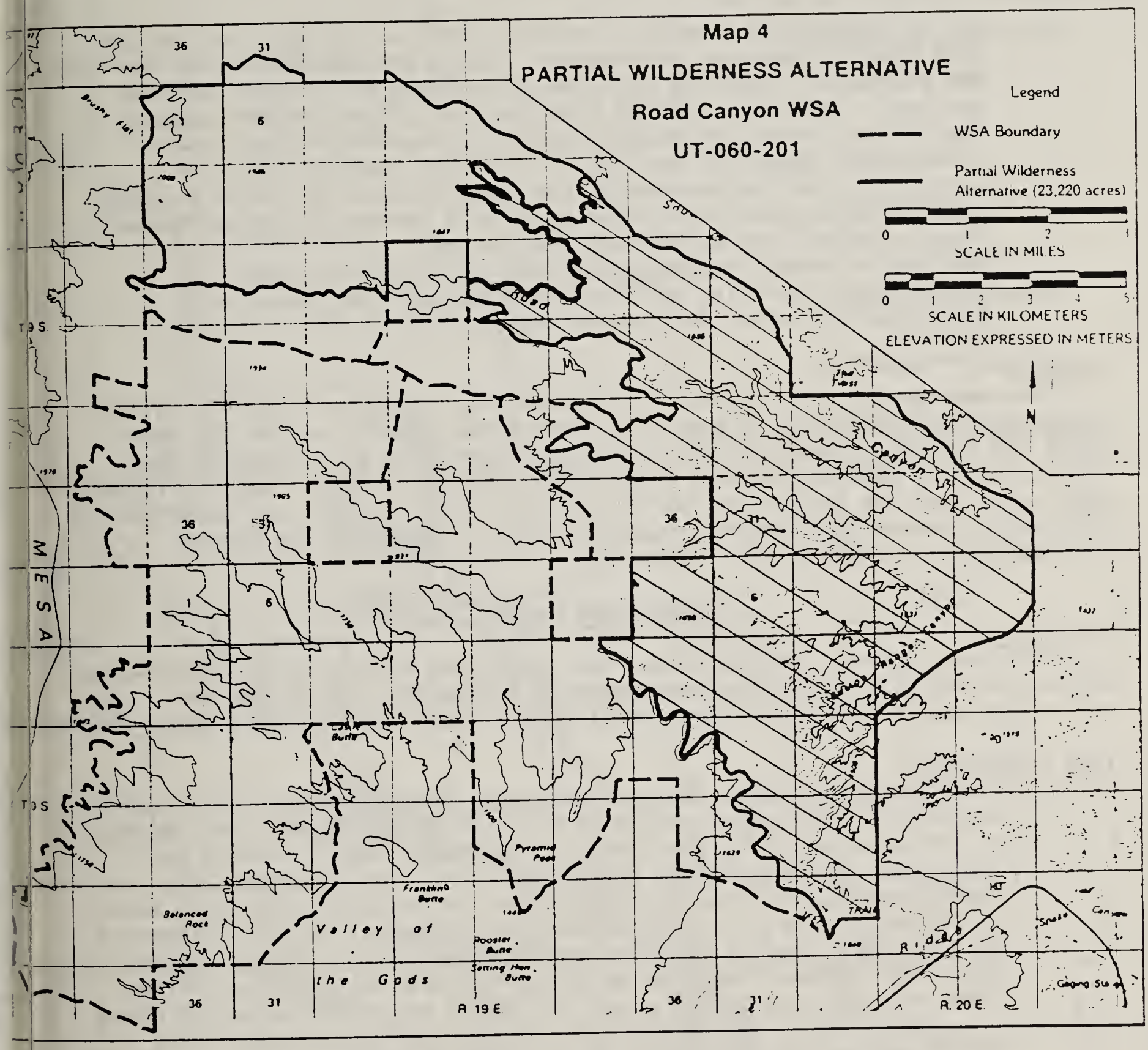
Discussion:

Road Canyon - 52,420 acres; BLM's proposed action is the 45,720-acre partial wilderness alternative; subcommittee ranked this WSA sixth for wilderness quality and seventh for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team is concerned that wilderness designation may have a detrimental affect on cultural values in this area because of increased activity and vandalism and the legal limits imposed on mechanized law enforcement activities. The team recommends administrative designation, possibly as an Outstanding Natural Area or Research Natural Area, to protect the critical cultural resources in the area. Special features include thousands of Anasazi sites, many with National Register of Historic Places eligibility. Road Canyon WSA contains 29,355 acres of Class A and 14,680 acres of Class B scenery. There are outstanding opportunities for solitude and primitive recreation on 45,720 acres. In addition to the Anasazi cultural resources, special features include Hole-in-the-Rock Trail on the National Register of Historic Places.
2. The BLM's partial wilderness alternative (45,720 acres) is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts.
3. The Livestock Team recommends a new partial (see Figure RC-1). This WSA contains portions of four different grazing allotments and a total of 1,450 AUMs of livestock forage. There are 13 reservoirs, six miles of fence, one corral, and two stock trails within the WSA. Proposed rangeland improvements include 1,800 acres of vegetative land treatment and one-half mile of fence. The vegetative treatment would provide an additional 430 AUMs in the Perkins' brothers allotment. Again, as was the case with the Grand Gulch ISA Complex, a more feasible and acceptable alternative to wilderness designation would be to restrict the WSA boundary to the canyon rims and allow the mesa tops to be utilized for other multiple-use practices, such as increased and improved forage production for livestock and wildlife. However, an alternative designation such as Area of Critical Environmental Concern might be appropriate for this area.
4. The Land Use Team supports the BLM's proposed partial wilderness alternative. The partial contains all of the Class A scenery. Two plant species being studied for listing as threatened and endangered are found in the WSA. The Land Use Team found no overriding conflicts that would preclude designation of this area.

ROAD CANYON WSA



Area included in new Livestock Team partial

Figure RC-1

5. The Socioeconomics Team has concluded that the WSA has low conflict with mineral resources development. There are springs within the WSA and a potential conflict with the development of the deep bedrock aquifer. There is a limited potential for pinyon-juniper harvest. The economy review indicates a potential loss of $152,610 (all wilderness); $133,020 (partial #1); $65,685 (partial #2). In conclusion, the Socioeconomics Team sees no conflicts with a partial wilderness designation. There could be a potential loss of federal lease revenues with wilderness designation.
6. The Wildlife Team recommends the smaller 23,200-acre partial wilderness alternative to allow treatment of 1,800 acres of high-priority valued deer winter range.

Summary:

The rankings for Road Canyon WSA indicate high wilderness-quality values and moderate significance of conflicts within the region. As for the Grand Gulch ISA complex, a new partial wilderness alternative was suggested (see Figure RC-1) to reduce conflicts with other land uses. The Wilderness Values Team makes the same recommendation for this WSA as it did for the Grand Gulch ISA Complex concerning cultural resource values. (Refer to the Special Considerations section of this report.)

Fish Creek Canyon

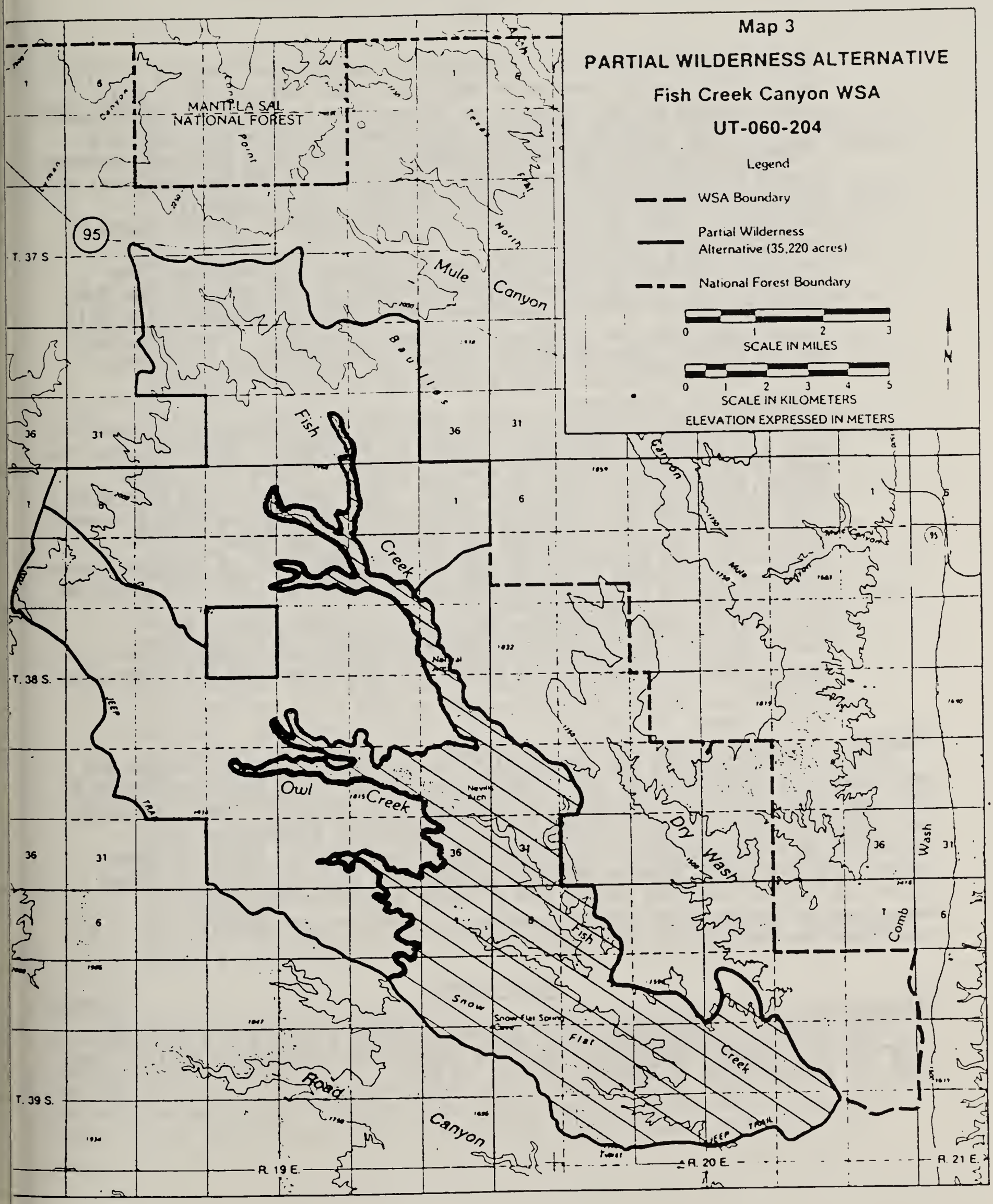
Discussion:

Fish Creek Canyon - 46,440 acres; BLM's proposed action is the 35,220-acre partial wilderness alternative; subcommittee ranked this WSA third for wilderness quality and sixth for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team is concerned that wilderness designation may have a detrimental affect on cultural values in this area because of increased activity and vandalism and legal limits imposed on mechanized law enforcement activities. The team recommends administrative designation, possibly as an Outstanding Natural Area or Research Natural Area, to protect the critical cultural resources in the area. Special features include thousands of Anasazi sites, many with National Register of Historic Places eligibility. Fish Creek WSA contains 28,000 acres of Class A and 18,440 acres of Class B scenery. There are 44,940 acres of outstanding solitude. The entire WSA has outstanding primitive recreation.
2. The BLM's partial wilderness alternative (35,220 acres) is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts.
3. The Livestock Team recommends a new partial (see Figure FC-1). The WSA contains portions of three grazing allotments. Within the WSA there are a total of 1,073 AUMs of available livestock forage. Existing improvements within the WSA include two fences, two seedings totaling 350 acres, two reservoirs and one spring. The only proposed

FISH CREEK CANYON WSA



Area included in new Livestock Team partial

Figure FC-1

rangeland development is a vegetation treatment and seeding of 2,100 acres. This would provide an additional 500 AUMs, which is half again as much as is currently being produced in the WSA. Again, as was the case in Grand Gulch and Road Canyon WSAs, a more feasible alternative to a wilderness designation, would be a proposed boundary change to include only the canyon systems and allow the mesa tops to be used for other multiple-use activities. An alternative designation such as Area of Critical Environmental Concern might be appropriate for this area.

4. The Land Use Team supports the all wilderness alternative. The partial alternative, eliminating Dry Wash and supported by the BLM, was designed to minimize management difficulties; however, the DEIS never identifies the problem. OHVs are suspected. Otherwise the entire WSA has high wilderness values and low mineral conflicts. Four plant species are being studied for possible listing as threatened or endangered.
5. The Socioeconomics Team has concluded that the WSA has a low conflict with oil and gas development. There is a potential conflict with the deep bedrock development for a water supply. There is a minor potential for pinyon-juniper harvest. The economy review indicates a loss of $133,200 of present lease revenues that may be offset a small amount ($38,301) of increased recreation derived benefits. In conclusion, the Socioeconomics Team notes some loss in existing lease revenues if the WSA is designated for wilderness. The loss would be less with partial designation.
6. The Wildlife Team recommends the partial action alternative. Twenty-four thousand acres of this WSA consist of sagebrush and desert shrub. We see little benefit to wildlife from the 2,100-acre chaining.

Summary:

Fish Creek Canyon WSA was ranked high for wilderness-quality values and moderate for significance of conflicts in the region. The conflicts noted in the team assessments are primarily associated with potential land treatments for livestock and wildlife. A new partial wilderness alternative was suggested to eliminate these conflicts (see Figure FC-1). The Wilderness Values Team makes the same recommendation for this WSA as it did for Grand Gulch ISA Complex and Road Canyon WSA in order to facilitate special management of outstanding cultural values. (Refer to the Special Considerations section of this report.)

Mule Canyon

Discussion:

Mule Canyon - 5,990 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA seventh for wilderness quality and 13th for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team is concerned that wilderness designation may have a detrimental affect on cultural values in this area because of increased activity and vandalism. The team recommends administrative designation, possibly as an Outstanding Natural Area or Research Natural Area, to protect the critical cultural resources in the area. Special features include thousands of Anasazi sites, many with National Register of Historic Places eligibility. Mule Canyon WSA is all Class A/B scenery. There are 5,190 acres of outstanding solitude opportunities. The entire WSA has outstanding primitive recreation.
2. The BLM's proposed all wilderness alternative is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts.
3. This WSA contains a portion of the Texas Muley Grazing Allotment. There are 37 AUMs within the WSA. Existing improvements within the WSA include the Dog Tank spring development, a vehicular way (.3 miles), a corral, a gate and fence along the northeast boundary, and a fence on the National Forest boundary. No range improvement projects are currently proposed for this WSA. Vehicular use does occur on the boundary roads and the existing way. As long as use and maintenance of the existing way and other developments within the WSA are allowed, wilderness designation according to the Livestock Team would have a rather insignificant impact on the livestock grazing operation. An alternative designation such as Area of Critical Environmental Concern could be considered for this area.
4. The Land Use Team supports the BLM's preferred all wilderness alternative. This WSA has high wilderness values and low mineral potential with an OIR rating of 1+. The WSA is already under protective management with category 3 (no surface occupancy) oil and gas leasing requirements on 4,550 out of the 5,990 acres in the WSA.
5. The Socioeconomics Team has concluded that the WSA has a low conflict with oil and gas development, water resources or forest resources. The economy review indicates that the DEIS does not quantify losses of existing or potential lease revenues. In conclusion, the Socioeconomics Team sees no significant conflicts with wilderness designation.
6. The Wildlife Team concurs with all wilderness designation and sees benefit to wildlife.

Summary:

The rankings indicate moderate to high wilderness values and low conflicts for Mule Canyon WSA within the region. The team assessments concur except for the Wilderness Values Team. It makes the same recommendation for this WSA as for the Grand Gulch ISA Complex, Road Canyon WSA and Fish Creek WSA to protect the outstanding cultural values which require special management attention. (Refer to the Special Considerations section of this report for details.)

Cheesebox Canyon

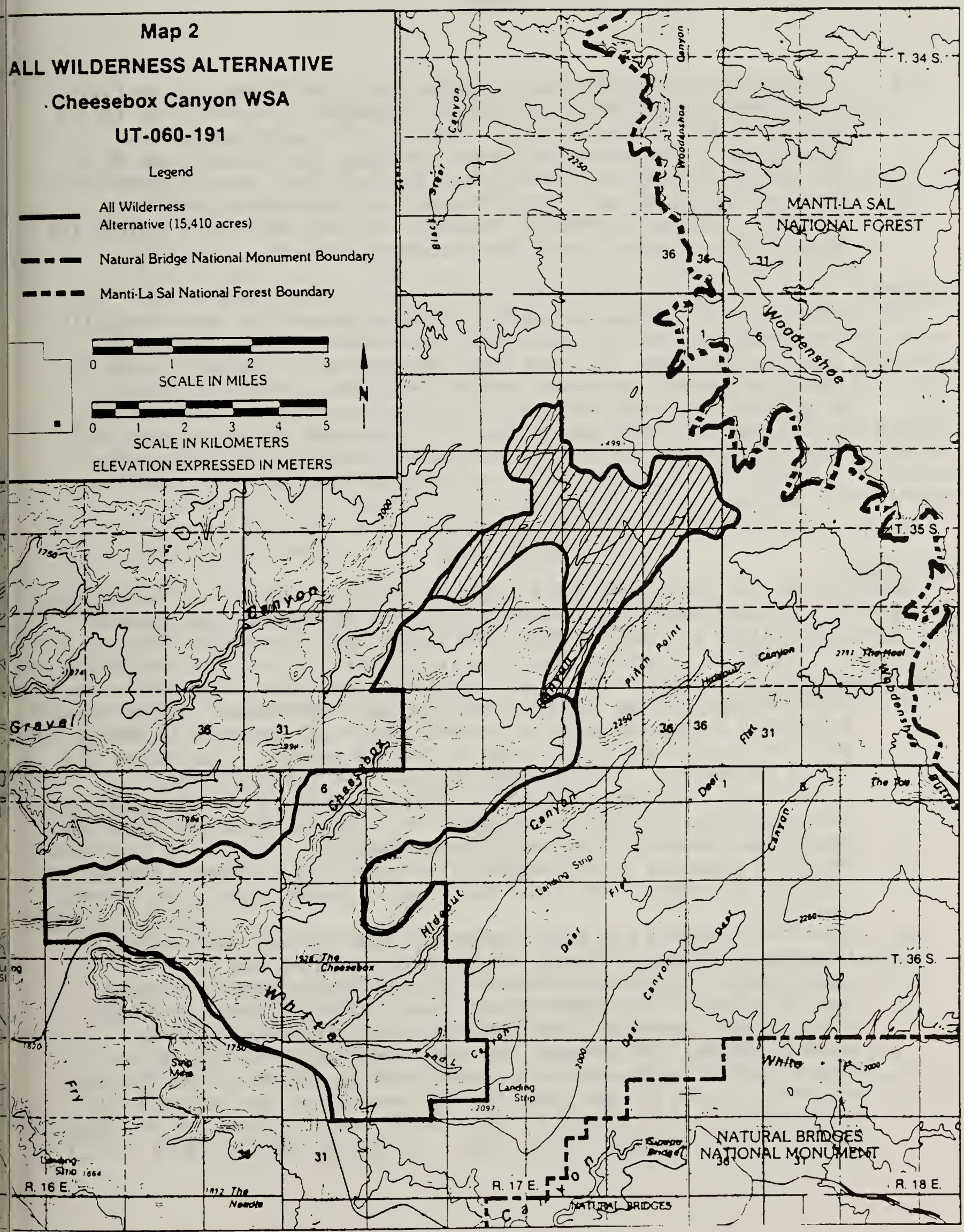
Discussion:

Cheesebox Canyon - 15,410 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 11th for wilderness quality and ninth for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends no action to protect cultural resources. The team recommends an administrative designation, such as Outstanding Natural Area or Research Natural Area, to protect cultural resources. Cheesebox Canyon WSA contains the White River, which is eligible for consideration for Wild and Scenic River study. The WSA is all Class A scenery and contains 9,310 acres of outstanding solitude and primitive recreation opportunities. The WSA is close to Natural Bridges National Monument and includes Red Canyon Desert Bighorn Sheep Habitat Management Area.
2. The all wilderness alternative is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts. The BLM's no action alternative is apparently based on intrusion of sight and sounds from outside the WSA and on generally impacted wilderness values.
3. This WSA lies within and encompasses about 6 percent of the White Canyon Grazing Allotment. The entire allotment is operated by one grazing permittee with a year-round grazing preference. Estimated forage production within the WSA is approximately 157 AUMs. Existing developments and improvements within the WSA include a 90-acre seeding, a developed spring, a one-mile-long gravel trail, horse trails in Hideout and Cheesebox canyons, a corral, and a fence. Proposed rangeland improvements include a reservoir and two short fences. No land treatments are proposed at this time. As long as the existing range improvements are allowed to be maintained, the designation of this area for wilderness would have a rather slight impact on livestock grazing according to the Livestock Team.
4. The Land Use Team recommends a partial alternative. The Cheesebox Canyon system itself unquestionably possesses high wilderness values. The San Juan MFP recommended that the area "be evaluated as a Primitive Area" (the pre-FLMPA designation for areas with wilderness characteristics). Designation would complement the nearby Natural Bridges National Monument and Dark Canyon Wilderness Area. While the benches may not provide solitude (one of the BLM's rationales for excluding the unit?), the document states that, "Within the canyons of this unit, however, these outside influences are largely blocked." Four plant species that may occur in the WSA are being studied for possible listing as threatened or endangered. The alternative proposed by the team eliminates the northeast portion of the unit to reduce conflict with a road and any associated mining. The new boundary generally follows the road described in the naturalness discussions of Volume V of the DEIS with a 100-yard offset. (See Figure CB-1 for the new boundary.)

CHEESEBOX CANYON WSA



Area excluded from new Land Use partial

Figure CB-1

5. The Socioeconomics Team has concluded that the WSA has low conflict with mineral development and forestry products. There is one spring within the WSA indicating a low conflict with water and water development. The economics review indicates a potential loss of $46,230 in federal lease revenues. In conclusion, the Socioeconomics Team sees no significant conflicts with wilderness desigatnion.
6. The Wildlife Team recommends the all wilderness alternative since the area is inhabited by desert bighorn sheep.

Summary:

The rankings for Cheesebox Canyon WSA indicate moderate wilderness-quality values and moderate to low conflicts within the region. Team assessments generally concur with this. The Land Use Team suggests a boundary change to eliminate potential conflicts with mining activity and a road (see Figure CB-1). The Wilderness Values Team makes the same recommendation as for the Grand Gulch ISA Complex, Road Canyon WSA, Fish Creek WSA and Mule Canyon WSA because of the outstanding cultural values which require special management attention. (Refer to the Special Considerations section of this report for details.)

Butler Wash

Discussion:

Butler Wash - 24,190 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA fifth for wilderness quality and 12th for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Butler Wash, accessible only by 30 miles of graded dirt road, contains 11,369 acres of Class A and 2,419 acres of Class B scenery. The entire WSA offers outstanding opportunities for solitude and primitive recreation. Over 500 cultural sites may be eligible for National Register of Historic Places designation. The WSA is adjacent to Glen Canyon NRA proposed wilderness (The Needles).
2. The BLM's proposed all wilderness alternative is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts.
3. This WSA is within the Basin Pasture of the Indian Creek Grazing Allotment. Estimated forage production within the WSA is approximately 206 AUMs with season of use from December 1 through June 15. Very little grazing occurs within the WSA because of the steep rugged topography that hinders access and the scarcity of useable forage. The grazing that does occur is primarily in the sagebrush parks adjacent to/or in Beef Basin. There is one livestock reservoir in the WSA and there are two reservoirs just outside the WSA boundary in the Middle and Ruin parks areas. There are no range improvements proposed for this WSA. As long as the area does not

include Beef Basin or Ruin Park, the impacts of a wilderness designation on livestock grazing would be minor according to the Livestock Team.

4. The Land Use Team supports the BLM's preferred all wilderness alternative. Canyonlands National Park is adjacent to the WSA along the north and east, and the WSA shares the same scenic qualities as the park. The park has proposed wilderness for those adjacent portions. Over 70 percent of the unit is already protected by Categories 3 and 4 which restrict surface occupancy and leasing.
5. The Socioeconomics Team has concluded that the WSA has low to moderate conflict with oil and gas development. There are no springs, wells or perennial streams in the WSA, but there exists a potential conflict with the development of groundwater in the deep bedrock aquifer. There is low potential for harvest of forest products. The economics review indicates a loss of $44,990 in federal lease revenues if the WSA is designated as wilderness. In conclusion, the Socioeconomics Team sees no significant conflicts with wilderness designation.
6. The Wildlife Team recommends the no wilderness alternative since a large portion of the WSA represents critical or high-priority valued deer winter range.

Summary:

The rankings indicate Butler Wash WSA has high wilderness-quality values and low conflicts within the region. The team assessments generally concur with the rankings, noting low mineral or energy conflicts and high wilderness values which would complement similar values in the adjacent Canyonlands National Park. The Wildlife Team feels no action would be preferable for management of critical or high-priority winter deer range.

Bridger Jack Mesa

Discussion:

Bridger Jack Mesa - 5,290 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA 12th for wilderness quality and 15th for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Bridger Jack Mesa is all Class B scenery. The WSA offers 100 percent outstanding solitude and primitive recreation opportunities. It is adjacent to Canyonlands National Park. Special features include scenery, geology, cultural sites and educational values.
2. The BLM's proposed all wilderness alternative is acceptable to the Minerals and Energy Team based on a lack of known significant mineral conflicts.

3. There is no livestock grazing on Bridger Jack Mesa at the present time. The Indian Creek allotment management plan excluded livestock grazing from the mesa in 1970. Since then, there has been no authorized livestock grazing on Bridger Jack Mesa. There are no useable range developments within the WSA and none are planned, therefore, according to the Livestock Team, a wilderness designation for this WSA would have minimal impacts. Water availability and access appear to be limiting factors from a livestock grazing standpoint.
4. The Land Use Team supports the BLM's all wilderness alternative for this small 5,290-acre unit. Due to its isolated nature, the mesa provides a unique opportunity for preservation of native species. The Indian Creek-Dry Valley MFP, Beef Basin Habitat Management Plan and the Indian Creek Allotment Management Plan all recommended ONA status. The Nature Conservancy is studying the area for a possible Area of Critical Environmental Concern. The area is currently closed to surface-impacting activities and would remain so under the no action alternative, i.e., the DEIS states that any future leases would be issued under Category 3 stipulations.
5. The Socioeconomics Team has concluded that the WSA has low conflict for mineral development, water development and forest products development. The economics review indicates a potential loss of $15,870 in federal lease revenues. In conclusion, the Socioeconomics Team sees no significant conflicts with wilderness designation.
6. The Wildlife Team recommends the no wilderness alternative. This represents high-priority and critical deer winter range. There may be a need for future habitat management.

Summary:

The rankings for Bridger Jack Mesa WSA indicate low wilderness values and the lowest degree of conflicts in the region. The team assessments seem to suggest that the actual wilderness values are higher in quality than the rankings indicate. Because the rankings are a subjective consensus of relative values, this is not really inconsistent. There are no conflicts of major significance noted in five of the teams' assessments. Wildlife notes a potential conflict with future habitat management.

Mill Creek Canyon

Discussion:

Mill Creek Canyon - 9,780 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA last for wilderness quality and third for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. The area meets wilderness criteria, but is not as spectacular as other areas. There is some Class A scenery and some opportunity for solitude and primitive recreation, but those features are limited. Wilderness designation may preclude some recreation activities close to Moab. The WSA is adjacent to Manti-LaSal NF.

2. The Minerals and Energy Team feels BLM's no wilderness alternative is justifiable on the basis of moderate potential for potash, uranium/vanadium and petroleum.
3. The Livestock Team recommends no action. The Mill Creek WSA contains portions of three grazing allotments. The Bald Mesa Allotment is administered by the Forest Service because of its proximity to the Manti-LaSal National Forest. Due to the steep topography and lack of forage, there are no AUMs in the Bald Mesa portion of the allotment located in the WSA. The other two allotments contain a total of 320 AUMs, with 240 AUMs in the South Sand Flats Allotment and 80 AUMs in the Between The Creeks Allotment. The only range development of record is a short fence near the North Fork of Mill Creek. No vegetation manipulation is planned in the WSA. There are no developed water sources and none are planned. The percentage of AUMs within the WSA, as compared to the total number of AUMs within the grazing allotment, is approximately 40 percent, which appears to be a rather significant part of the grazing in this area and would, therefore, have significant impact on the livestock grazing. Because of its close location to Moab and the Sand Hill Road, wilderness designation of this area could present some management problems.
4. The Land Use Team supports the BLM's preferred no action alternative; however, some management action or designation should be pursued to specifically protect the unique perennial stream in Mill Creek Canyon.
5. The Socioeconomics Team has concluded that the WSA has moderate potential for development of oil and gas, uranium and potash. There are three perennial streams and some springs within the WSA. There is no potential for the harvest of forest products. The economics review indicates that there is a potential loss of $29,340 in federal lease revenues. In conclusion, the Socioeconomics Team notes moderate conflict with water resources and potential mineral development.
6. The Wildlife Team recommends the no action alternative since a majority of the WSA represents critical and high-priority valued deer winter range. Vegetation manipulations may be necessary in the future.

Summary:

The rankings for Mill Creek Canyon WSA indicate low wilderness-quality values and high conflicts compared with the other WSAs in the region. The team assessments generally concur with these rankings although there are significant wilderness values present. The Land Use Team recommended that some management designation be identified to protect the unique perennial stream in the WSA. The general conclusion is that the no action alternative is probably warranted due to the significant conflicts.

SCENARIO C SOUTH-EAST WSAs

Four of six teams concurring on 13 WSAs:
- Dark Canyon - Partial Wilderness/Low Conflict
- Grand Gulch - Partial Wilderness/Low Conflict
- Road Canyon - Partial Wilderness/Low Conflict
- Fish Creek Canyon - Partial Wilderness/Low Conflict
- Mule Canyon - All Wilderness/Low Conflict
- Cheesebox Canyon - Partial Wilderness/Low Conflict
- Butler Wash - All Wilderness/Low Conflict
- Bridger Jack Mesa - All Wilderness/Low Conflict
- Mill Creek Canyon - No Action/Moderate Conflict
- Indian Creek - All Wilderness
- Behind the Rocks - All Wilderness
- Lost Spring Canyon - All Wilderness
- Mancos Mesa - Partial Wilderness

Discussion:
- Dark Canyon - Same as Scenario A (page 188)
- Grand Gulch - Same as Scenario B (page 190)
- Road Canyon - Same as Scenario B (page 194)
- Fish Creek Canyon - Same as Scenario B (page 196)
- Mule Canyon - Same as Scenario B (page 198)
- Cheesebox Canyon - Same as Scenario B (page 200)
- Butler Wash - Same as Scenario B (page 202)
- Bridger Jack Mesa - Same as Scenario B (page 203)
- Mill Creek Canyon - Same as Scenario B (page 204)

Indian Creek

Discussion:

Indian Creek - 6,870 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA ninth for wilderness quality and eighth for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Indian Creek is all Class A scenery and offers 100 percent outstanding solitude and primitive recreation opportunities. It is adjacent to Canyonlands National Park. Special features include scenery, geology, cultural sites and educational values.
2. The Minerals and Energy Team recommends no wilderness alternative due to moderate potential for potash and uranium/vanadium.
3. This WSA contains portions of two grazing allotments, the Heart Draw and Indian Creek allotments. This area provides approximately 39 AUMs of grazing forage within the WSA. The only livestock development in the WSA is a fence for livestock control in Rustler Canyon. The fence is about 30 yards long and is made of steel posts and four-strand barbed wire. No other range improvements exist nor are any planned. Wilderness designation for this area would appear to have a rather slight impact on livestock grazing according to the Livestock Team.

4. The Land Use Team supports the BLM's proposed all wilderness alternative for this small 6,870-acre WSA. The unit is bounded by Canyonlands National Park on the north and west and possesses the same scenic qualities. The adjacent park area has been proposed as the Maze Wilderness Area. The Indian Creek-Dry Valley MFP recommended the area be reviewed for possible wilderness designation.
5. The Socioeconomics Team has concluded that the WSA has low potential for oil and gas development and moderate potential for potash development. Four miles of Indian Creek (a perennial stream) is within the WSA and there is a potential conflict for the development of groundwater in the deep bedrock aquifer. There are no conflicts with the harvest of forestry products. The economics review indicates a potential loss of $20,610 in federal lease revenues. In conclusion, the Socioeconomics Team notes a possible conflict with water and water development and a moderate conflict with potash development.
6. The Wildlife Team recommends the all wilderness alternative since the area is inhabited by desert bighorn sheep.

Summary:

The rankings for Indian Creek Canyon WSA indicate both moderate wilderness-quality values and moderate significance of conflicts within the region. The team assessments generally concur with these rankings. The Minerals Team preferred the no action alternative because of potential mineral conflicts. The other teams concluded that potential conflicts were probably less significant than the wilderness values.

Behind the Rocks

Discussion:

Behind the Rocks - 12,635 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA 10th for wilderness quality and fifth for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Behind the Rocks is all Class A scenery and offers 100 percent outstanding solitude and primitive recreation opportunities. It is adjacent to Canyonlands National Park and offers primitive hiking areas close to Moab. Special features include scenery, geology, cultural sites and educational values.
2. The no wilderness alternative is preferable to the Minerals and Energy Team due to moderate potential for potash, uranium/vanadium and petroleum.
3. The entire WSA lies within the Blue Hills Grazing Allotment. The number of AUMs within the WSA totals approximately 160. Use of the WSA is minimal because of inaccessibility, lack of water, and poor quality forage. Grazing capacity within the WSA is quite low because of extensive rock outcrop and poor soil. No range improvements exist

within the WSA and no opportunities have been identified for possible improvements. Thus, a wilderness designation for this WSA would have minimal impact on livestock grazing according to the Livestock Team. This particular WSA appears to have a considerable amount of private lands adjacent to and surrounding portions of the proposed area, especially along the northwest end, along the Colorado River, and along the eastern side in the Spanish Valley area. Adjacent private lands and the proximity of Moab, may present some management problems for wilderness designation.

4. The Land Use Team supports the BLM's all wilderness alternative. High wilderness values are present, and mineral development is limited given the difficult topography. Currently, 72 percent of the WSA is restricted. There is no surface occupancy on 38 percent and no leasing on 34 percent of the WSA. Under the Grand RMP, the entire area is closed to OHVs.
5. The Socioeconomics Team has concluded that the WSA has moderate potential for the development of oil and gas, potash, and uranium. There are some springs and seeps, and intermittent streams, and a hydropower site within the WSA. There is very limited potential for forest products. The economics review indicates a potential loss of $25,065 in federal lease revenues. In conclusion, the Socioeconomics Team notes moderate conflict with potential mineral development and possible conflicts with water and water development
6. The Wildlife Team concurs with all wilderness designation. This area is inhabited by peregrine falcons and wilderness would be very beneficial.

Summary:

The rankings for Behind the Rocks WSA indicate both moderate wilderness-quality values and significant conflicts within the region. The team assessments concur with this. All but one team could accept the proposed action. The Minerals Team concluded that mineral and energy values probably were of greater significance than wilderness values. The other teams generally acknowledged these and other potential conflicts but concluded that they were probably not as significant as wilderness values.

Lost Spring Canyon

Discussion:

Lost Spring Canyon - 3,880 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA 13th for wilderness quality and 11th for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. This is one of the WSAs proposed for transfer to the Park Service, however, the National Park Service says it needs more study before such a transfer is made. The area is all Class A scenery. It offers outstanding solitude and recreation on 2,910 acres. Lost Spring Canyon is

contiguous to Arches National Park and proposed Park Service wilderness. Recreational use is generally low. There is some OHV use. Special features include erosional diversity, cultural resources, scenic and historic values.

2. The Minerals and Energy Team recommends the no wilderness alternative rather than BLM's all wilderness alternative because of moderate potential for oil and gas and potash.
3. The entire Lost Spring Canyon WSA is within the Lost Spring Pasture of the Taylor Allotment. The entire allotment contains 8,372 AUMs of livestock forage. The WSA is 5 percent of the total allotment and contains approximately 419 AUMs. This is a winter/spring cattle grazing area. There is a range trend monitoring transect and 1/4 mile of unmaintained pinyon post fence within the WSA. There are no other range projects existing or planned within the WSA. A wilderness designation for this WSA would appear to have a rather slight impact on livestock grazing as long as vehicle access is maintained according to the Livestock Team.
4. The Land Use Team supports the BLM's proposed all wilderness alternative. This unit is bordered on the south and west by Arches National Park. A Park Service resource assessment of the WSA for purposes of HR-1214 (a bill to transfer certain BLM lands to the National Park Service) determined that 2,882 acres of the WSA contained sufficient park-like qualities to be transferred to the park. Adjacency of Arches National Park to the WSA makes the potential for oil and gas development questionable.
5. The Socioeconomics Team has concluded that the WSA has moderate potential for development of oil and gas, uranium and potash. There are no perennial streams or developed springs in the WSA. There are essentially no developable forest products in the WSA. The economics review indicates a potential loss of $11,640 in federal lease revenues. In conclusion, the Socioeconomics Team notes a moderate conflict with mineral development of oil and gas, uranium and potash.
6. The Wildlife Team recommends the all wilderness alternative. A newly established population of desert bighorn sheep in Arches National Park will likely expand to inhabit the WSA.

Summary:

The rankings indicate Lost Spring Canyon WSA has low wilderness-quality values and low to moderate conflicts compared to other WSAs in this region. Most team assessments concur with the proposed action because there are wilderness values which complement the adjacent Arches National Park. Those teams see no severe conflicts. The Minerals Team, however, feels that potential minerals and energy conflicts are high enough to warrant the no action alternative. This WSA is further discussed in the Special Considerations section of this report along with other WSAs adjacent to national parks.

Mancos Mesa

Discussion:

Mancos Mesa - 51,440 acres; BLM's proposed action is the 46,120-acre partial wilderness alternative; subcommittee ranked this WSA eighth for wilderness quality and fourth for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with BLM's proposed partial. It includes all acreage where outstanding solitude and primitive recreation opportunities exist. Special features include geologic formations, archeological sites and wildlife. The WSA is a crucial habitat for desert bighorn sheep. This is one of the truly remote areas of the state. Educational backpacking trips are regular activities in the WSA. The WSA is contiguous to Glen Canyon NRA proposed National Park Service wilderness. The partial alternative eliminates OHV conflicts and excludes the southeast corner where solitude and primitive recreation opportunities are minimal. There is much OHV activity in surrounding areas but little in the WSA.
2. The Minerals and Energy Team recommends the no wilderness alternative due to the moderate uranium potential associated with the Chinle Formation in the area. A very productive uranium district is located within 10 miles of the WSA boundary Additionally, numerous uranium claims exist in the WSA (35,840 acres of the WSA are covered with claims; 9,230 acres of these claims have current assessment work).
3. This area presently provides approximately 514 AUMs of livestock grazing. Portions of one allotment occur within the WSA and involves one operator. The only range improvements presently existing in the WSA include two developed springs and a one-eighth mile section of fence. Improvements on in-held state sections include 12 small reservoirs. There are no specific range improvements proposed for the WSA, however, the grazing permittee has expressed a need for additional reservoirs, a line cabin (cow camp), and maintenance of the existing ways. Vegetative land treatment, such as chaining or plowing are not feasible due to the shallow soil depth. On an overflight of this particular area, it became apparent that water is a critical factor in the livestock grazing operation. As long as the watering facilities are allowed to be maintained, the partial wilderness alternative would have minimal impact on grazing according to the Livestock Team.
4. The Land Use Team supports the BLM's proposed partial alternative. Designation would complement the adjacent Moki-Mancos Mesa wilderness proposed by the National Park Service. Questions remain, however, concerning the manageability of the unit given that mining claims cover 70 percent of the WSA (page 14 of the DEIS). The DEIS on page 29 states that partial designation would not complement the NRA proposed wilderness--that is not consistent with the boundaries outlined on the map.

5. The Socioeconomics Team has concluded that the WSA has moderate potential for uranium development and low potential for oil and gas. There is a potential conflict with development of groundwater from the deep bedrock aquifer. There appears to be no forest products for harvest. The economics review indicates a loss of $154,320 in federal lease revenues; an increase of $21,090 in local expenditures; and an increase of $50,000 from commercial group use. In conclusion, the Socioeconomics Team notes a moderate conflict with uranium development and a potential conflict with groundwater development.
6. The Wildlife Team recommends all wilderness to protect desert bighorn sheep in the area.

Summary:

The rankings indicate moderate wilderness-quality values and a high significance of conflicts for Mancos Mesa WSA compared with the other WSAs in this region. The team assessments indicate the high conflicts are associated primarily with potential uranium resources. Most assessments, however, concluded that the proposed partial action was acceptable in that it presented no major conflicts.

SCENARIO D SOUTH-EAST WSAs

Three of six teams concurring on 15 WSAs:

- Dark Canyon - Partial Wilderness/Low Conflict
- Grand Gulch - Partial Wilderness/Low Conflict
- Road Canyon - Partial Wilderness/Low Conflict
- Fish Creek Canyon - Partial Wilderness/Low Conflict
- Mule Canyon - All Wilderness/Low Conflict
- Cheesebox Canyon - Partial Wilderness/Low Conflict
- Butler Wash - All Wilderness/Low Conflict
- Bridger Jack Mesa - All Wilderness/Low Conflict
- Mill Creek Canyon - No Action/Moderate Conflict
- Indian Creek - All Wilderness
- Behind the Rocks - All Wilderness
- Lost Spring Canyon - All Wilderness
- Mancos Mesa - Partial Wilderness
- Horseshoe Canyon (North) - All Wilderness or No Action/Moderate Conflict
- Negro Bill Canyon - All Wilderness or No Action/Moderate Conflict

Discussion:

- Dark Canyon - Same as Scenario A (page 188)
- Grand Gulch - Same as Scenario B (page 190)
- Road Canyon - Same as Scenario B (page 194)
- Fish Creek Canyon - Same as Scenario B (page 196)
- Mule Canyon - Same as Scenario B (page 198)
- Cheesebox Canyon - Same as Scenario B (page 200)
- Butler Wash - Same as Scenario B (page 202)
- Bridger Jack Mesa - Same as Scenario B (page 203)
- Mill Creek Canyon - Same as Scenario B (page 204)
- Indian Creek - Same as Scenario C (page 206)
- Behind the Rocks - Same as Scenario C (page 207)
- Lost Spring Canyon - Same as Scenario C (page 208)
- Mancos Mesa - Same as Scenario C (page 210)

Horseshoe Canyon (North)

Discussion:

Horseshoe Canyon (North) - 20,500 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA fourth for wilderness quality and second for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. All of Horseshoe Canyon (North) WSA is Class A scenery and offers outstanding solitude and primitive recreation opportunities. The Green River is eligible for consideration for Wild and Scenic River study. The WSA is part of a 35-mile-long canyon and 62,000 acres of proposed wilderness (including the Horseshoe section of Canyonlands

National Park and National Park Service proposed wilderness). There is little documented information about cultural resources, but there is a potential for valuable sites because of the ecological resources of the area.

2. The Minerals and Energy Team recommends no wilderness alternative due to moderate potential for uranium/vanadium, hydropower, and potash.
3. Horseshoe Canyon (North) WSA contains a portion of one grazing allotment. The number of AUMs within the WSA total 959, which represents 23 percent of the total number of AUMs within the grazing allotments. Range development projects within the WSA are limited to three spring developments, one pipeline, and three livestock trails. The possibility of improving these developments and expanding water use exists. No vegetation treatments are proposed in the WSA. The Draft EIS, however, does not indicate whether or not the potential exists for vegetative treatment practices. Because water and access are critical factors for this WSA, from a livestock standpoint, the designation of this WSA as wilderness would have a significant impact on livestock grazing.
4. The Land Use Team supports the BLM's proposed all wilderness alternative. The unit is adjacent to the detached Horseshoe Canyon Unit of Canyonlands National Park the majority of which has been proposed by the National Park Service as a wilderness area. That detached unit also joins with the Horseshoe Canyon (South) WSA. Designation of all three proposed wilderness units would allow for complementary management of a combined area of 62,000 acres. Two thousand four hundred acres of the WSA are untouched and include relic plant communities on the mesa tops of Bowknot Bend and Horseshoe Bend. The endangered Colorado squawfish is found in the Green River bordering the WSA. The Green River Corridor is habitat for the endangered bald eagle. Because the WSA is confined to the canyons, mineral conflicts are minimal.
5. The Socioeconomics Team has concluded that the WSA has moderate potential for oil and gas, uranium and potash development. There are perennial streams and springs within the WSA and the Green River forms the eastern boundary of the WSA and there are conflicts with a dam site and a hydropower site. There are essentially no forest products available for harvest. The economics review indicates a potential loss of $59,580 in federal lease revenues. In conclusion, the Socioeconomics Team notes a significant conflict with hydropower development and water resources and a moderate conflict with mineral development.
6. The Wildlife Team recommends the all wilderness alternative. A growing population of desert bighorn sheep in the local area and along the Green River will ultimately inhabit the WSA. Although a limited amount of antelope habitat exists within the WSA, the trade off for wilderness/bighorn habitat is preferred. Ample habitat and vegetation manipulation opportunities exist outside the WSA for antelope herd No. 9.

Summary:

The rankings for Horseshoe Canyon (North) WSA indicate relatively high wilderness-quality values and high conflicts within the region. The team assessments note that the conflicts are with minerals and livestock use in the area. There are significant wilderness values in the WSA and wilderness management would complement recreational use on the Green River and the Horseshoe Canyon detached unit of Canyonlands National Park, which is contiguous with the WSA in the same canyon system.

Negro Bill Canyon

Discussion:

Negro Bill Canyon - 7,620 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 14th for wilderness quality and first for significance of conflict out of 15 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. The area meets wilderness criteria, although it is not as spectacular as other areas. There is some Class A scenery and some opportunity for solitude and primitive recreation. Wilderness designation may preclude some recreation activities close to Moab. The WSA is adjacent to Manti-LaSal NF. Morning Glory Natural Bridge (on state land adjacent to Negro Bill Canyon WSA) is the world's fifth widest span.
2. The Minerals and Energy Team recommends BLM's no wilderness alternative on the basis of moderate potential for oil and gas, uranium/vanadium and potash.
3. This WSA lies within the North Sand Flats Grazing Allotment. The WSA covers approximately 37 percent of the allotment and only about 25 percent, or 200 of the available AUMs. The cattle do not make extensive use of the WSA because of inaccessibility, lack of water, and poor quality forage. The lower 2 1/2 miles of Negro Bill Canyon are excluded from grazing, except for trailing of stock during early winter and spring. Negro Bill Canyon is one of the few access routes to the upper part of the North Sand Flats Allotment. There are two range improvement projects of record in the WSA: a 1/4-mile-long fence, which is 2 1/2 miles from the mouth of Negro Bill Canyon, and a small stock reservoir. There are no opportunities for land treatment. No rangeland improvements are currently proposed. It appears that a wilderness designation for this WSA would have a slight impact on the livestock grazing in this area according to the Livestock Team.
4. The Land Use Team supports the BLM's preferred no action alternative. The Grand RMP recommended the area be studied as an ONA. That management designation or an alternative should be pursued to protect the unique perennial stream. The Grand County Commission is strongly opposed to designation of this unit.

5. The Socioeconomics Team concluded that the WSA has moderate potential for development of oil and gas, uranium, and potash. There are perennial streams and a spring and a hydropower withdrawal within the WSA. There are essentially no forest products for harvest in the WSA. The economics review indicates that there is a potential loss of $22,770 in federal lease revenues. In conclusion, the Socioeconomics Team notes a moderate conflict with mineral and water resources development.
6. The Wildlife Team recommends the all wilderness alternative. A newly established population of desert bighorn sheep in Arches National Park will likely expand to inhabit Negro Bill Canyon WSA. The high-priority valued deer winter range in the WSA has little, if any, potential for vegetation manipulation.

Summary:

The rankings indicate Negro Bill Canyon has relatively low wilderness-quality values and the highest degree of conflict for the WSAs in the region. The team assessments note that there are some high quality special features in the area accessible only through the WSA (e.g., Morning Glory Natural Bridge) but that there are also significant conflicts. The Grand RMP recommends part of the WSA for Outstanding Natural Area management rather than wilderness. This would allow for protective management of the WSA's unique wilderness resources while allowing other nonwilderness uses in the parts not designated an ONA.

f. EAST-CENTRAL WSAs - PART A

The subcommittee rankings and team assessment matrix for the East-Central WSAs - Part A are shown on the next page. The wilderness suitability scenario and team assessments follow. The East-Central Region was divided into the Desolation Canyon-Book Cliffs WSAs composing Part A and the San Rafael Swell WSAs composing Part B.

Three scenarios are discussed; a fourth is identical to the third.

Partial Pair Comparison Ranking
East Central WSA's-Part A

Wilderness Quality

Rank	Raw Score	Tie's	%	+ Tie's	- Tie's	WSA
1	193	1	0.5	194	192	Desolation Canyo
2	147	9	6.1	156	138	Turtle Canyon
3	136	2	1.5	138	134	Westwater Canyon
4	114	10	8.8	124	104	Floy Canyon
5	96	14	14.6	110	82	Coal Canyon
6	90	18	20.0	108	72	Flume Canyon
7	84	18	21.4	102	66	Spruce Canyon
8	59	7	11.9	66	52	Jack Canyon
9	52	4	7.7	56	48	Daniels Canyon
10	25	9	36.0	34	16	Winter Ridge

Significance of Conflicts

1	154	10	6.5	164	144	Winter Ridge
2	132	8	6.1	140*	124	Desolation Canyo
3	129	17	13.2	146*	112	Coal Canyon
4	112	18	16.1	130	94	Floy Canyon
5	101	13	12.9	114	88	Turtle Canyon
6	92	20	21.7	112	72*	Spruce Canyon
7	91	9	9.9	100*	82*	Jack Canyon
8	84	22	26.2	106*	62	Flume Canyon
9	53	3	5.7	56	50	Westwater Canyon
10	39	5	12.8	44	34	Daniels Canyon

* - Ranking changes if Ties are added or subtracted.

East Central WSA's Part A - Team Assessment Matrix

TEAM

WSA	1	2	3	4	5	6
c Canyon	AW	NA	NA	NA	HC/NA	NA
slation	AW	PW #2	PW #2	PW #1	HC/PW#2	PW #1
rle	AW	NA	PW	AW	HC/NA	AW
o	AW	NA	NA	PW	MC/PW	AW
a	AW	NA	NA	NA	MC/NA	AW
rce	AW	NA	NA	NA	MC/NA	AW
Le	AW	NA	NA	NA	MC/NA	AW
swater	PW	PW	PW	AW	LC/PW	PW
rer R.	NA	NA	NA	NA	HC/NA	NA
rels	NA	AW	NA	AW	LC/NA	NA

A No Action/No Wilderness
I All Wilderness
W Partial Wilderness
W 1 - The Larger Partial
W 2 - The Smaller Partial
ew PW - A new Partial Wilderness Alternative not in the DEIS
C Low Conflict
C Moderate Conflict
C High Conflict

SCENARIO A EAST-CENTRAL WSAs - PART A

All teams concurring on three WSAs:
Desolation Canyon - Partial Wilderness/High Conflict
Westwater Canyon - Partial Wilderness/Low Conflict
Winter Ridge - No Action/High Conflict

Desolation Canyon

Discussion:

Desolation Canyon - 289,650 acres; BLM's proposed action is the 242,000-acre partial wilderness alternative; subcommittee ranked this WSA first for wilderness quality and second for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness for Desolation Canyon. The WSA includes 260,700 acres of Class A and 28,950 acres of Class B scenery. The whole WSA provides outstanding opportunities for primitive recreation, and 286,750 acres provide outstanding solitude. This is the predominent cultural area of the East-Central Region WSAs. Special features include wildlife habitat, scenic quality and previous special designations. Beckwith Plateau is a potential National Natural Landmark. The WSA includes both Flat Canyon Archaeological District and a portion of Desolation Canyon National Historic Landmark. The WSA contains portions of three stream segments which are candidates for Wild and Scenic River study (Green River, Price River, Range Creek). The Green River has been recommended for study for consideration as a Wild and Scenic River. Desolation Canyon is contiguous to other WSAs and the Uintah and Ouray Indian Reservation. Twenty-six commercial river and horsepack outfitters use the WSA. Recreation is mostly water-based. Desolation Canyon WSA is critical wildlife habitat and includes 180,000 acres of bighorn sheep range. The area is yearlong range for mule deer and elk. There is critical mountain lion and black bear habitat as well. The WSA is a nesting area for endangered peregrine falcons and golden eagles (a sensitive species).
2. The smaller partial wilderness alternative (143,350 acres) is preferable to the Minerals and Energy Team since it eliminates the coal conflict and mitigates some of the oil and gas conflict. The hydroelectric potential would still be lost, however.
3. This WSA contains all or portions of 15 grazing allotments involving 18 operators and supplies approximately 8,963 AUMs. The area presently contains seven water developments which include developed springs, pipelines, troughs, reservoirs and six segments of short gap fences across canyons. Of these developments, only reservoirs in Little Park require maintenance by mechanical equipment. With the exception of ways in Little Park and Range Creek, all livestock management activities are conducted on horseback. From a Livestock Team point of view, alternative #4, the small partial alternative, which would designate 143,350 acres as wilderness, would have the least impact. This will allow continued vehicle access in the Little

Park and Range Creek areas and would allow for two proposed chaining and seeding projects--one on the Green River allotment and one on the Little Park allotment--totalling 1,620 acres.

4. The Land Use Team supports the BLM's proposed 242,000-acre partial alternative. The 430-acre KGS parcel near the head of Rattlesnake Canyon is excluded under this alternative. Most of the portion of the Greater Jack Canyon KGS within the WSA would not be in the wilderness area. There are high coal values in the Little Park area that has been excluded from the proposed alternative. While the WSA is part of the Sunnyside STSA, BLM says none of the high quality tar sands are in the WSA. The Beckwith Plateau is included under this partial. Low mineral values are indicated by the BLM while the NPS has identified 35,000 acres of the Beckwith Plateau area as a potential National Natural Landmark for its use as an "interpretive model of processes leading to formation of coal in a classic regressive coastal sequence." Ninety percent of the WSA contains Class A scenery, 100 percent of the WSA provides outstanding opportunities for primitive recreation, and 99 percent provides opportunities for solitude. Twenty-two thousand acres of the WSA are part of the "Desolation Canyon National Historic Landmark." The Green River Management Plan objectives include maintaining the natural character of the canyon environment and providing for a continuing opportunity for a quality wilderness-type river experience between Sand Wash and Nefertiti Rapid.

5. The Socioeconomics Team sees this WSA as a very complex area due to a high level of conflict between impressive wilderness values and other natural resources. The significant resources found in the WSA include coal, oil and gas. There is a federal hydroelectric power generation withdrawal in the canyon on the Green River side; however, the reality of development of a water storage and hydroelectric project presents insurmountable obstacles. Primary among these obstacles is the presence of endangered fish species through the canyon. Another obstacle is the recreation and historic significance of the river gorge itself. The Green River is being considered for Wild and Scenic River study, and a portion is already protected as a historic landmark. There may be potential conflicts with development of the deep aquifer. There is a significant forest product resource in the WSA, but most of the resource is found in very inaccessible places. Significant mineral leasing federal revenues will be lost if designation were to occur: $722,580 for all wilderness; $591,120 for the 242,000-acre partial alternative; and $297,030 for the 143,350-acre partial alternative. Because of the significant conflicts with energy resources, and at the same time recognizing the significant wilderness resources found in the WSA, the Socioeconomics Team reommends the smaller partial alternative. We have not seen any evidence to show resource conflicts in the canyon itself and feel that the small partial mitigates the coal, oil and gas problem.

6. The Wildlife Team recommends the partial wilderness (242,000 acres) alternative. This would allow for maximum benefits to Rocky Mountain bighorn sheep as well as elk management while having opportunity for vegetation manipulations on 1,600 acres that would benefit all

wildlife, especially mule deer. The large sized partial wilderness alternative (242,000 acres) is preferred over the 143,350-acre partial wilderness proposal.

Summary:

The rankings indicate Desolation Canyon WSA to have the highest wilderness values in this region. It also has the second highest degree of conflicts. This undoubtedly is due, in part, to the WSA's large size and its proximity to the Book Cliffs coal fields and the Sunnyside Special Tar Sand Area. The team assessments indicate that most of these conflicts could be eliminated or reduced to acceptable levels with one of the partial wilderness alternatives. Three of the teams could accept the larger partial, the proposed action. The other three could accept the smaller partial or the smaller partial with an additional modification to further reduce the conflicts.

Overall, the subcommittee impressions were that this WSA has some potentially significant conflicts with other resource values, but that its obviously high-quality wilderness values would override those concerns if a partial wilderness alternative were chosen to minimize the more serious conflicts.

Westwater Canyon

Discussion:

Westwater Canyon - 31,160 acres; BLM's proposed action is the 26,000-acre partial wilderness alternative; subcommittee ranked this WSA third for wilderness quality and ninth for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with the proposed partial wilderness alternative. The entire WSA is Class A scenery with dramatic visual resources. Outstanding solitude opportunities are found in 20,600 acres. Outstanding primitive recreation opportunities exist in 7,760 acres. Special features include cultural, scenic, geologic, educational and wildlife values. Westwater Canyon is contiguous with other WSAs in Colorado. The Colorado River, which runs through the WSA, was studied under the Wild and Scenic River program. Portions were recommended for designation as a Wild and Scenic River as well as other portions for recreational and scenic designation status. Westwater Canyon offers the best one-day river running opportunity of any river in Utah and is prized for its challenging rapids and scenic qualities. There is a very high value for all recreational river activities such as camping, hiking and river running. Commercial outfitters use this area. Outside of Westwater Canyon, recreation use is low. The river area is currently managed as a Special Recreation Management Area.
2. The Minerals Team concurs with the proposed partial wilderness alternative. It is acceptable based on the low potential for mineral occurrances in the WSA.
3. This WSA contains portions of five grazing allotments involving six operators and providing approximately 545 AUMs. The only range

improvements in the WSA are three livestock reservoirs and several short gap fences. Only one range improvement project is proposed for the area. It is a 500-acre burning and seeding project. Under the partial wilderness designation of 26,000 acres, the proposed range improvement project would be outside of the wilderness area. Within the 26,000 acres proposed for wilderness designation, there exists approximately 10 miles of ways. The Livestock Team concludes that partial wilderness designation would have minimal impact on livestock grazing and management. However, the 10 miles of existing ways needs further evaluation to determine their value in resource management within the WSA.

4. The Land Use Team supports an all wilderness designation for this WSA. The entire WSA is Class A scenery and has been designated as a Special Recreation Management Area under the Grand Resource Area RMP. The portion through Westwater Canyon has been recommended for inclusion in the Wild and Scenic Rivers System. The river corridor has been designated critical habitat for four endangered, proposed or candidate fish species and two endangered raptors. The WSA is also contiguous to two BLM WSAs in Colorado. The WSA carries an OIR of 1. While the BLM identified the areas it excluded from designation under its recommended partial alternative, it offered no explanation for the exclusion.
5. The Westwater Canyon WSA does not contain significant mineral or forest product resources. What resources there are seem to be excluded from the 26,000-acre partial wilderness alternative. The only marketable mineral appears to be manganese. There are small amounts of other minerals but not in significant amounts. Almost 80,000 tons of manganese could still be mined under the partial alternative. Much of the place claim development work will be allowed to continue on certain leases based on the Wilderness Subcommittee's current use assumptions. It is assumed that current water use in adjacent agricultural lands would continue after wilderness designation. Any hydroelectric development potential is very remote due to the nature and importance of the natural river resource. Only about $90,927 in mineral lease funds would be lost under wilderness designation. The Socioeconomics Team feels that the river running resource is more valuable than any mineral resources which would be foregone. Wilderness designation would enhance the river running attraction and maximize the use of the resource. Team 5 recommends the partial wilderness alternative.
6. The Wildlife Team recommends the partial wilderness alternative (26,000 acres) because a 500-acre burn/seed treatment needs to be allowed in the excluded area for deer management. The WSA supports a population of desert bighorn sheep.

Summary:

The rankings for Westwater Canyon WSA indicate high-quality wilderness values and low significance of conflicts compared with the other WSAs in the region. The team assessments confirm this ranking and indicate the occurrence in this WSA of some of the best wilderness values in the region. The outstanding recreational values of the Colorado River have long been

recognized and provide a significant economic contribution to the river running industry. Conflicts are minor or nonexistent for all mineral values. There is potential for hydroelectric development on the Colorado River in this WSA. That potential use is in high conflict with the established recreational industry on the river and endangered species habitat.

Winter Ridge

Discussion:

Winter Ridge - 42,462 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA 10th for wilderness quality and first for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with no action. Recreation use is low, and there are no outstanding scenic qualities in Winter Ridge WSA. There is some limited hunting and tree cutting using vehicles and OHVs. Water is limited. The area is a critical habitat for bear and mountain lion and home to a small herd of horses.
2. The Minerals and Energy Team concurs with BLM's proposed no wilderness alternative due to the high hydrocarbon favorability of the area. Ten producing gas wells with associated pipelines, 35,300 acres of the P.R. Spring STSA, and 48 million tons of oil shale occur in the WSA.
3. The Livestock Team recommends no action. This WSA contains portions of four grazing allotments involving three operators and supplies approximately 2,260 AUMs. Existing range improvements consist of three fences, two enclosures, four spring developments, two wells and four ponds. Approximately 1,200 acres of rangeland have been identified which could be treated to increase carrying capacity. If the area were designated as wilderness, the land treatment would not be allowed; nor would the four reservoirs. The eight spring developments, however, may be allowed. Within the WSA are 32 miles of existing roads and vehicular ways which would not be available for vehicular use if the area was designated as wilderness. From a livestock standpoint, designation of this area as wilderness would have a significant negative impact.
4. The Land Use Team supports the BLM's recommended no action alternative. Significant intrusions have compromised the wilderness qualities of the area. The area remains important wildlife habitat which should be protected through special stipulations.
5. The Winter Ridge WSA has significant oil and gas resources as well as significant tar sands and oil shale resources. The WSA also has groundwater development potential. Some developed wells and springs are already present in the area. The WSA has significant quantities of pinyon-juniper. Limited commercial use could be made of this resource for posts or firewood. Currently, only $38,560 in federal revenue is generated from the WSA area. There would be $37,098 lost from partial designation. The Socioeconomics Team recommends the no action alternative.

6. Winter Ridge WSA was originally dropped by the BLM because it did not meet wilderness criteria. A lawsuit brought against the BLM by the Sierra Club (Sierra Club vs. Watt, No. Civil 5-83-035 LRK, dated April 18, 1985) forced it to be included again. The area is primarily Main Canyon in the Book Cliffs. It has many developments in place and a significant portion of the WSA is already leased by pre/FLPMA holdings. The area is a poor choice for a wilderness area and little could be gained for wildlife by that designation at this point. The Wildlife Team supports the BLM's proposal for no action alternative.

Summary:

The rankings for Winter Ridge WSA indicate it has the lowest wilderness quality values and the highest degree of conflicts of all the WSAs in this region. The team assessments all concur with the rankings and with the proposed no action alternative. The major conflicts are with mineral and energy resources and other land uses.

SCENARIO B EAST-CENTRAL WSAs - PART A

Five of six teams concurring on four WSAs:
Desolation Canyon - Partial Wilderness/High Conflict
Westwater Canyon - Partial Wilderness/Low Conflict
Winter Ridge - No Action/High Conflict
Jack Canyon - No Action/High Conflict

Discussion:
Desolation Canyon - same as Scenario A (page 220)
Westwater Canyon - same as Scenario A (page 222)
Winter Ridge - same as Scenario A (page 224)

Jack Canyon

Discussion:
Jack Canyon - 7,500 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA eighth for wilderness quality and seventh for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. This area contains 6,400 acres of Class A and 1,100 acres of Class B scenery. The whole WSA provides an opportunity for primitive recreation, and 7,275 acres provide opportunities for solitude. Special features include scenic, archaeological and wildlife values. Jack Canyon is contiguous to other WSAs and has good vehicular access.
2. The Minerals and Energy Team supports BLM's proposed no action alternative based on actual gas production within the WSA from the Green River and Dakota formations.
3. The Livestock Team concurs with no action. This area contains a portion of one allotment involving one operator. The area supplies approximately 216 AUMs. There are apparently no existing range improvements within the WSA. However, 940 acres of pinyon-juniper vegetation have been identified for chaining and reseeding. This project has been identified solely upon the biological suitability of the area for chaining and has not been analyzed from an economic and technical feasibility. However, it does appear that it could be a technically and economically feasible project. If wilderness designation precludes this project, it would significantly impact livestock grazing.
4. The Land Use Team supports the BLM's proposed no action alternative. This determination was based on the mineral resource values of the WSA. Four thousand seven hundred fifty acres of the WSA are included in the Greater Jack Canyon KGS. Production of gas is occurring in the WSA and has occurred since 1976. The BLM "management plan" (the DEIS reference is to both a MFP and RMP) places high priority on mineral production from the Greater Jack Canyon KGS.
5. There are substantial oil and gas resources in this WSA, including a producing gas field. There is also moderate potential for oil shale and tar sands in the WSA. There is development potential in the deep groundwater aquifer. The only forest product potential in the area

is limited fuel wood. Current federal revenues are $18,480. They would not be lost and could be increased if the no action alternative is chosen. The Socioeconomics Team recommends no action because of the energy resource conflicts.

6. The Wildlife Team recommends the no action alternative, since the WSA represents critical and high-priority valued deer winter range. Elk are also becoming established in the area along with Rocky Mountain bighorn sheep. There is a potential for a 940-acre vegetation treatment that would generally benefit all these species, especially mule deer. The treatment would be disallowed under wilderness management. The adjoining Desolation Canyon WSA if managed as wilderness will appropriately provide for bighorn and elk.

Summary:

Jack Canyon WSA was ranked low on wilderness-quality values and moderate for significance of conflicts compared with the other WSAs in the region. The team assessments generally concurred with these rankings. However, the Wilderness Values Team concluded there are significant wilderness values which deserve wilderness protection. The other teams concluded that potential and actual energy resource conflicts are more significant than wilderness values. Also, wildlife and livestock values could probably be enhanced more by the proposed no action alternative because of potential vegetation treatments.

SCENARIO C EAST-CENTRAL WSAs - PART A

Four of six teams concurring on 10 WSAs:
- Desolation Canyon - Partial Wilderness/High Conflict
- Westwater Canyon - Partial Wilderness/Low Conflict
- Winter Ridge - No Action/High Conflict
- Jack Canyon - No Action/High Conflict
- Turtle Canyon - Partial Wilderness
- Floy Canyon - Partial Wilderness/Medium Conflict
- Coal Canyon - No Action/Moderate Conflict
- Spruce Canyon -No Action/Moderate Conflict
- Flume Canyon - No Action/Moderate Conflict
- Daniels Canyon - No Action/Low Conflict

Discussion:
- Desolation Canyon - Same as Scenario A (page 220)
- Westwater Canyon - Same as Scenario A (page 222)
- Winter Ridge - Same as Scenario A (page 224)
- Jack Canyon - Same as Scenario B (page 226)

Turtle Canyon

Discussion:

Turtle Canyon - 33,690 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA second for wilderness quality and fifth for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Turtle Canyon includes 25,300 acres of Class A scenery. The rest of the WSA is Class B. All of the WSA provides outstanding solitude and primitive recreation opportunities. Special features include scenic, historical, archaeological, and wildlife values. Archaeological figures from the Fremont site are very important, and there is a potential for more. Wildlife includes Rocky Mountain bighorn sheep, mule deer, elk, mountain lion and black bear. Raptors include the golden eagle, a sensitive species, and the endangered bald eagle and peregrine falcon. Range Creek is eligible for consideration for Wild and Scenic River study and is one of three Utah streams that has no dam or development from its source to its confluence. Access to the area is good, and commercial lodges are located on the periphery.
2. The Minerals and Energy Team concludes that a no wilderness designation is preferable to the BLM's proposed all wilderness alternative (33,690 acres) since it removes the conflicts with 55 million tons of mineable coal and with oil and natural gas impacts.
3. The WSA contains a portion of four grazing allotments involving eight operators and supplies approximately 169 AUMs. There are no range improvement projects in the WSA. The terrain is rough with limited access. Livestock are confined to canyon bottoms primarily the more open bottoms close to Range Creek. There are two potential range improvement projects--one located in the Range Creek allotment and the other the Little Park allotment. These projects would involve

chaining and seeding of approximately 100 acres. The Livestock Team feels the partial wilderness alternative would have the least impact. The two proposed range improvement projects should be further evaluated. If feasible, these areas should be deleted from the wilderness area.

4. The Land Use Team supports the BLM proposed all wilderness alternative. The area has outstanding wilderness qualities: Class A scenery (75 percent); naturalness (100-75 percent, primarily relict plant communities); opportunities for solitude (100 percent); opportunities for primitive recreation (100 percent). Special features include outstanding wildlife--"Wildlife and wildlife habitat represented in the WSA are highly unusual and seldom represented in an area the size of the WSA. The rugged topography in most of the WSA has maintained a pristine naturalness." However, the WSA also possesses relatively high mineral values. Once again, the BLM has provided no rationale for its recommendation. The Land Use Team opted to support the BLM's recommendation under its review criteria of going along with the proposed action unless there were good reasons to oppose it. Until there is more information about the merits of the mineral values, and given the WSA's outstanding wilderness qualities, the team, at this time, supports the all wilderness alternative.
5. The Socioeconomics Team notes a moderate conflict with oil and gas and a high level of conflict with coal development. Documentation of the coal resource conflict has been obtained from Kaiser Seel. The WSA also contains significant groudwater resources which need to be recognized. There are no significant developable forest products in the WSA. If designation were to occur, $101,700 of federal revenues would be lost. The team recommends the no action alternative.
6. The Wildlife Team recommends the all wilderness alternative. Rocky Mountain bighorn sheep and elk are the primary species of interest. The lost opportunity to manipulate 99 acres of vegetation is not substantial in view of potential solitude for bighorns.

Summary:

Turtle Canyon WSA was ranked high for wilderness-quality values and moderate for significance of conflicts compared with the other WSAs in the region. The team assessments generally concur with these rankings. Most team assessments concluded that a partial wilderness alternative would probably reduce or eliminate the seriousness of the conflicts. The Minerals and Socioeconomics teams concluded that the no action alternative was necessary because of the significance of conflicts with potential coal and oil and gas developments.

Floy Canyon

Discussion:

Floy Canyon - 72,605 acres; BLM's proposed action is the 23,140-acre partial wilderness alternative; subcommittee ranked this WSA fourth for both wilderness quality and for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. A partial designation excludes the Book and Roan cliffs and a great deal of critical winter wildlife habitat. There are 67,525 acres of Class A scenery, 68,975 acres of outstanding solitude opportunities and 72,605 acres of primitive recreation opportunities in the WSA. This area was used by early archaeologists to define the Fremont people. It is one of the very important cultural areas of the state. The area is part of seven contiguous WSAs. Trophy hunting, sightseeing, hiking, horseback riding and photography are recreation activities in the WSA.
2. The Minerals and Energy Team conclueds that a no wilderness designation is preferable to BLM's proposed partial designation (23,140 acres) because of conflicts with the coal resource (71 million tons) and other mineral resources.
3. The Livestock Team recommends no action. This WSA contains portions of nine grazing allotments involving nine operators and supplies approximately 2,825 AUMs. The existing range developments within the WSA consist of 15 short gap fences, one corral, four developed springs and two stock ponds. The potential exists for watershed treatments in Thompson Canyon and Floy Canyon by controlled burns. Nine hundred and five acres have been identified for potential burning. Also, approximately 24 miles of vehicular ways exist in the WSA and are used occasionally by livestock operators, particularly the road in Floy Canyon. Under the partial wilderness alternative, 890 of the AUMs would be in the designated area. Approximately four miles of vehicular ways in Floy Canyon, two miles in Thompson Canyon and five miles in Ute Canyon would be within the designated wilderness area and thus would no longer be available for vehicular access. Also, approximately 700 acres of the potential burn would be within the designated wilderness area. Before BLM makes a decision on this area, an evaluation needs to be made of the proposed burn and watershed treatment projects. Many of these canyons along the south slopes of the Book Cliffs including this area, Coal Canyon, Spruce Canyon and Flume Canyon, have watershed problems which should be evaluated by BLM as part of the wilderness review process.
4. The Land Use Team supports the recommended partial wilderness alternative. The team notes potential high mineral resource conflicts. The area also possesses high wildlife values.
5. There are significant coal resources in this WSA which appear to be mineable. There may also be a moderate potential for oil and gas resources in the area. There is a small-volume, perennial stream in the WSA with some development potential. Wilderness designation would preclude some erosion control structures. Federal revenues lost under wilderness designation include $101,257 for all wilderness, $53,805 for the 72,605-acre partial alternative, and $15,615 for the 23,140-acre partial alternative. The Socioeconomics Team recommends the smaller partial alternative because it excludes the primary erosion control locations in most of the leased, mineral areas.

6. The Wildlife Team recommends all wilderness. The solitude associated with wilderness management is more valuable to the existing elk herd and a potential Rocky Mountain bighorn sheep population than the potential to manipulate vegetation through a burn/seed treatment. It is important to recognize that a prescribed burn and aerial application of seed to decadent sagebrush canyon bottoms would bring those areas back to their potential natural vegetation type. Aerial seeding is acceptable in a designated wilderness area. The needed watershed treatments could be accomplished by hand and in such a manner so that they will not be in conflict with wilderness quality and management. Allotments in this WSA are characterized by steep sided canyons with narrow, flat bottoms. As a result, livestock congregate and hold in the canyon bottoms. This places tremendous grazing pressure on a small part of the overall allotment. Severe degradation of the plant communities and increased erosion from bank trampling has occurred. The watershed would benefit by two possible alternatives: 1) Keep cattle spread out over the entire allotment so they are not congregating and holding in the bottoms. This would require a wrangler herding and moving the livestock. Or, 2) reduce livestock numbers to be compatible with forage in the bottoms they are using. Even so, grazing management would need to be tailored for the protection of stream banks.

Summary:

Floy Canyon WSA was ranked moderate for wilderness quality values and moderate for significance of conflicts compared with the other WSAs in the region. Two team assessments indicate there are serious conflicts with coal and other mineral values and livestock uses which probably would not be reduced except by the no action alternative. The other team assessments concluded that wilderness values either were more important or a partial alternative could significantly mitigate the level of conflicts.

Coal Canyon

Discussion:

Coal Canyon - 61,430 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA fifth for wilderness quality and third for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness for Coal, Spruce and Flume canyons. These three areas are contiguous. Wilderness values are indistinguishable among them. All of Coal Canyon is Class A scenery with outstanding opportunities for solitude and primitive recreation. It contains over 60,000 acres of crucial habitat for deer, elk and mountain lion. Bear and golden eagles (a sensitive species) are also present. Because of limited access to this remote area, recreation use is low. Special features include ecologic, scenic, archaeologic, watershed and wildlife values. There are some unmapped areas within the WSA.
2. The Minerals and Energy Team concurs with BLM's proposed no wilderness designation in light of the obvious coal conflict and the moderate oil and gas conflict.

3. The Livestock Team concurs with no wilderness. This WSA contains portions of seven grazing allotments involving eight operators and supplies approximately 2,562 AUMs. The only range improvements presently in the WSA are short gap fences across the various canyons. A potential exists in the bottom of many of these canyons to treat the areas by removing sagebrush and rabbitbrush through either burning or chaining. These practices would not only improve the range condition but would also improve the watershed condition in these canyons. In this WSA approximately 346 acres have been identified for possible burning and seeding. Because of these potential projects which would increase not only the grazing capacity but improve the watershed condition, the designation of this area would have a negative impact on livestock use.
4. The Land Use Team supports the BLM recommended no action alternative for Coal Canyon. The rationale of the team for not recommending wilderness is based on high mineral values. At the same time, this area possesses high wildlife values. It is the recommendation of the team that wildlife values be protected through resource development stipulations or designations of ACECs. The DEIS notes that ACECs were considered as an alternative in the Coal Canyon WSA; but, that option was not pursued because "other BLM management options allow for protection of the resources of concern." These later options were not identified in the DEIS but they should be in the Final EIS.
5. There is a high conflict with coal resources in Coal Canyon WSA. There is a moderate conflict with oil and gas. The Sagers Wash salinity control project proposed by BLM is within the WSA and would be precluded by wilderness designation. Any developed use of the small stream in the WSA would also be lost. If wilderness designation were to occur, $118,524 in federal revenues would be lost. The Socioeconomics Team recommends the no action alternative due to high conflict with coal and the salinity control project.
6. The Wildlife Team recommends all wilderness. The solitude associated with wilderness management is more valuable to the existing elk herd and a potential Rocky Mountain bighorn sheep population than the potential to manipulate vegetation through a burn/seed treatment. Allotments in this WSA are characterized by steep sided canyons with narrow, flat bottoms. As a result, livestock congregate and hold in the canyon bottoms. This places tremendous grazing pressure on a small part of the overall allotment. Severe degradation of the plant communities and increased erosion from bank trampling has occurred. The watershed would benefit by two possible alternatives: 1) Keep cattle spread out over the entire allotment so they are not congregating and holding in the bottoms. This would require a wrangler herding and moving the livestock. Or, 2) reduce livestock numbers to be compatible with forage in the bottoms they are using. Even so, grazing management would need to be tailored for the protection of stream banks.

Summary:

Coal Canyon was ranked moderate for wilderness-quality values and moderate to high for significance of conflicts compared with the other WSAs in the

region. The team assessments concur with these rankings. The assessments point out that there are significant wilderness values, including important wildlife habitat which would be protected under wilderness management. Other land uses identified as significant conflicts with wilderness management include coal and other mineral and energy resources and livestock uses. Parts of this WSA along with the adjacent Spruce and Flume canyons WSAs should be considered for ACEC designation if not designated wilderness.

Spruce Canyon

Discussion:

Spruce Canyon - 20,350 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA seventh for wilderness quality and sixth for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness for Coal, Spruce and Flume canyons. These three areas are contiguous. Wilderness values are indistinguishable among them. Spruce Canyon contains 15,500 acres of Class A and 4,850 acres of Class B scenery. The entire area has outstanding opportunities for solitude and recreation. Trophy hunting and backpacking are significant recreational activities in the WSA. The WSA is good wildlife habitat but has not been designated crucial.
2. The Minerals and Energy Team concludes that the BLM's proposed no wilderness designation is reasonable based on moderate coal and low to moderate oil and gas conflicts.
3. The Livestock Team concurs with no action. Spruce Canyon WSA provides some grazing, primarily in the canyon bottoms. A potential exists to treat many of these canyon bottoms. We believe the potential to treat these areas should not be lost through wilderness designation.
4. The Land Use Team supports the BLM recommendation for no action. The rationale for not recommending wilderness is based on high mineral values. At the same time, the area possesses high wildlife values. It is the recommendation of the team that wildlife values be protected through resource development stipulations or designations of ACECs.
5. There is a low to moderate oil and gas conflict and a moderate coal conflict in the WSA. There are two perennial streams and potential watershed treatments within the WSA. There would be $44,940 in mineral lease revenues lost under wilderness designation. The Socioeconomics Team notes a moderate conflict with water resources and a moderate conflict with coal, oil and gas. We recommend no action.
6. The Wildlife Team recommends all wilderness. The solitude associated with wilderness management is more valuable to the existing elk herd and a potential Rocky Mountain bighorn sheep population than the potential to manipulate vegetation through a burn/seed treatment. It is important to recognize that a prescribed burn and aerial application of seed to decadent sagebrush canyon bottoms would bring those areas back to their potential natural vegetation type.

Aerial seeding is acceptable in a wilderness designated area. The needed watershed treatments in the WSA (in stream drop structures) could be accomplished by hand and in such a manner so that they will not be in conflict with wilderness quality and management. Allotments in this WSA are characterized by steep sided canyons with narrow, flat bottoms. As a result, livestock congregate and hold in the canyon bottoms. This places tremendous grazing pressure on a small part of the overall allotment. Severe degradation of the plant communities and increased erosion from bank trampling has occurred. The watershed would benefit by two possible alternatives: 1) Keep cattle spread out over the entire allotment so they are not congregating and holding in the bottoms. This would require a wrangler herding and moving the livestock. Or, 2) reduce livestock numbers to be compatible with forage in the bottoms they are using. Even so, grazing management would need to be tailored for the protection of stream banks.

Summary:

Spruce Canyon WSA was ranked moderate for wilderness quality and moderate for significance of conflicts compared with the other WSAs in the region. The team assessments for this WSA are the same as for Coal and Flume canyon WSAs. In general, they support the proposed no action alternative due to mineral, energy and livestock conflicts. They also recommend consideration of ACEC designation to protect special values. Two teams also note significant wilderness and wildlife values which would be enhanced by wilderness management.

Flume Canyon

Discussion:

Flume Canyon - 50,800 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA sixth for wilderness quality and eighth for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness for Coal, Spruce and Flume canyons. These three areas are contiguous. Wilderness values are indistinguishable. Scenery in Flume Canyon is all Class B. There is opportunity in 100 percent of the WSA for solitude and primitive recreation. The area is crucial habitat for sensitive species such as bear, elk and mountain lion. It is adjacent to other WSAs and a state roadless area.
2. The Minerals and Energy Team prefers BLM's no wilderness designation alternative based on the moderate mineral conflicts. SAI increased the Overall Importance Rating of the area to a 3, apparently based on hydrocarbon potential possibly indicating that the area is more favorable than the other ratings alone would indicate.
3. The Livestock Team concurs with no action. Flume Canyon WSA provides some grazing, primarily in the canyon bottoms. A potential exists to treat many of these canyon bottoms. We believe the potential to treat these areas should not be lost through wilderness designation.
4. The Land Use Team supports no action. The rationale of the team for not recommending wilderness is based on significant mineral values. At the same time, the area possesses high wildlife values. It is the

recommendation of the team that wildlife values be protected through resource development stipulations or designations of ACECs.

5. The energy resources found in Flume Canyon include moderate levels of oil, gas and coal. Water resources include one perennial stream and moderate potential for watershed treatment projects. The area currently provides $67,200 in federal mineral lease funds which would be lost if wilderness designation occurred. The Socioeconomics Team concurs with BLM's recommended no action alternative due to moderate energy and watershed management conflicts.
6. The Wildlife Team recommends all wilderness. The solitude associated with wilderness management is more valuable to the existing elk herd and a potential Rocky Mountain bighorn sheep population than the potential to manipulate vegetation through a burn/seed treatment. It is important to recognize that a prescribed burn and aerial application of seed to decadent sagebrush canyon bottoms would bring those areas back to their potential natural vegetation type. Aerial seeding is acceptable in a wilderness designated area. The needed watershed treatments in the WSA (in stream drop structures) could be accomplished by hand and in such a manner that they will not be in conflict with wilderness quality and management. Allotments in this WSA are characterized by steep sided canyons with narrow, flat bottoms. As a result, livestock congregate and hold in the canyon bottoms. This places tremendous grazing pressure on a small part of the overall allotment. Severe degradation of the plant communities and increased erosion from bank trampling has occurred. The watershed would benefit by two possible alternatives: 1) Keep cattle spread out over the entire allotment so they are not congregating and holding in the bottoms. This would require a wrangler herding and moving the livestock. Or, 2) reduce livestock numbers to be compatible with forage in the bottoms they are using. Even so, grazing management would need to be tailored for the protection of stream banks.

Summary:

Flume Canyon WSA was ranked moderate for wilderness-quality values and moderate for significance of conflicts compared to the other WSAs in the region. The team assessments for this WSA are the same as for Coal and Spruce canyon WSAs. There are significant wilderness values and significant conflicts. The majority of the team assessments concur with the proposed no action alternative but also note that significant wilderness and wildlife values would be enhanced by wilderness management. In lieu of wilderness designation, ACEC designation is suggested.

Daniels Canyon

Discussion:

Daniels Canyon - 2,496 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA ninth for wilderness quality and 10th for significance of conflict out of 10 WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with no action because the WSA does not have sufficient wilderness values. The proposal to transfer

this area to National Park Service management in conjunction with Dinosaur National Monument should be considered. Overall recreation use is low, although there are some good hiking trails. Horse activities, photography and hunting are recreational modes. Special features include outstanding views and archaeological sites.

2. The all wilderness alternative seems acceptable to the Minerals and Energy Team since there are no known significant mineral conflicts.
3. This WSA includes portions of three grazing allotments used by four permittees. There are 127 AUMs produced within the WSA. The existing range improvements include one brush fence, one spring development, two reservoirs, and an important livestock trail. No other range improvements are proposed for installation. It has been reported that an unappropriated water right exists within the WSA that provides water to a ranch facility outside the WSA. At this point, this is not fully documented. The Livestock Team supports the BLM's no action alternative.
4. The Land Use Team supports an all wilderness designation. The WSA is adjacent to Dinosaur National Monument and a 186,114-acre NPS proposed wilderness area. The WSA is all Class A scenery and the NPS has determined that additional acreage in the Daniels Canyon WSA "would supplement the values of the monument." The Uintah County planning staff indicated that designation "would not conflict with present land use or policy." The WSA carries an OIR of 1. The Blue Mountain MFP indicated restrictions on oil and gas drilling on 627 acres adjacent to the monument--any proposal will be carefully evaluated for impacts.
5. Daniels Canyon WSA is very small and does not have any mineral conflicts. There is a significant water resource in the WSA including a small stream and several springs. There is also an undeveloped water right associated with a ranch operation. The area only contributes $7,488 in federal lease revenues which would be lost if wilderness designation occurs. In order to accommodate the undeveloped water right, the Socioeconomics Team agrees with the BLM recommended no wilderness designation for Daniels Canyon WSA.
6. The Wildlife Team concurs with no action. Daniels Canyon WSA was originally dropped by the BLM because it did not meet wilderness criteria. A lawsuit brought against the BLM by the Sierra Club (Sierra Club vs. Watt, No. Civil 5-83-035 LRK, dated April 18, 1985) forced it to be included again. The acreage of the WSA is small, around 2,000 acres. The area would offer little in the way of additional wildlife values if it were designated wilderness because of its small size and adjacent boundary to Dinosaur National Monument, an area of total wildlife protection.

Summary:

Daniels Canyon WSA was ranked low for both wilderness-quality values and significance of conflicts compared with the other WSAs in the region. The team assessments conclude that there are few mineral or energy resource conflicts, but a potential significant conflict exists with the development of a private water right.

g. EAST-CENTRAL WSAs - PART B

The subcommittee rankings and team assessment matrix for the East-Central WSAs - Part B are shown on the next pages. The wilderness suitability scenarios and team assessments follow.

The East-Central Region has been divided into Part A, the Desolation Canyon- Book Cliffs WSAs, and Part B, the San Rafael Swell WSAs.

Four scenarios are discussed.

Partial Pair Comparison Ranking
East Central WSA's-Part B

Wilderness Quality

Rank	Raw Score	Tie's	%	+ Tie's	- Tie's	WSA
1	97	3	3.1	100	94	San Rafael Reef
2	61	3	4.9	64	58	Mexican Mtn.
3	54	7	13.0	61	47	Muddy Creek
4	52	6	11.5	58	46	Crack Canyon
5	51	7	13.7	58	44	Sid's Mtn.
6	15	5	33.3	20	10	Devil's Canyon

Significance of Conflicts

1	84	8	9.5	92	76	Sid's Mtn.
2	73	7	9.6	80	66	Mexican Mtn.
3	52	12	23.1	64	40	Muddy Creek
4	46	14	30.4	60	32*	Crack Canyon
5	39	5	12.8	44*	34*	San Rafael Reef
6	36	10	27.8	46*	26	Devil's Canyon

* - Ranking changes if Ties are added or subtracted.

East Central WSA's Part B - Team Assessment Matrix

TEAM

WSA	1	2	3	4	5	6
's Mountain	AW	NA	new PW	PW	MC/NA	AW
ican Mountain	PW	PW	PW	PW	HC/NA	AW
Rafael Reef	AW	AW	AW	AW	MC/AW	AW
ck Canyon	AW	NA	AW	AW	HC/NA	AW
dy Creek	AW	NA	NA	AW	MC/NA	AW
il's Canyon	NA	NA	AW	NA	MC/NA	AW

- No Action/No Wilderness
- All Wilderness
- Partial Wilderness
#1 - The Larger Partial
#2 - The Smaller Partial
PW - A new Partial Wilderness Alternative not in the DEIS
- Low Conflict
- Moderate Conflict
- High Conflict

SCENARIO A EAST-CENTRAL WSAs - PART B

All teams concurring on one WSA:
San Rafael Reef - All Wilderness/Moderate Conflict

San Rafael Reef

Discussion:

San Rafael Reef - 59,170 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA first for wilderness quality and fifth for significance of conflict out of six WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. All of the WSA is Class A and B scenery, and 99 percent of the WSA provides outstanding solitude. Special features include geologic formations, wildlife habitat and rare grape agate. Cultural resources meet the team criteria. OHVs are popular in areas around the WSA. Some intrusions exist, but there are other suitable OHV areas nearby, such as near Goblin Valley State Park. San Rafael Reef contains 27,311 acres designated by Utah Division of Wildlife Resources and BLM as high-priority desert bighorn sheep habitat. Half of the habitat for the South San Rafael herd is in this WSA. Golden eagles, a sensitive species, are also present in the WSA.
2. The BLM's proposed all wilderness alternative (59,170 acres) is acceptable to the Minerals and Energy Team in light of only minor mineral conflicts.
3. This area currently provides approximately 1,344 AUMs. Portions of five allotments occur in the WSA. Grazing on these allotments involves seven operators. The only range improvements presently existing in the WSA are two stock reservoirs. No improvements are planned. Apparently motorized vehicles are used very little to manage livestock within the WSA. The Livestock Team concludes that wilderness designation would have minimal impact on grazing within this area.
4. The Land Use Team supports the BLM's all wilderness alternative. Designation would complement management of nearby Goblin Valley State Park. One thousand nine hundred twenty acres of the WSA are in a special tar sand area but at this point there have been no applications for conversion from an oil and gas lease to a combined hydrocarbon lease. Forty-four percent of the WSA carries restrictive leasing stipulations (category 3 on 24,750 acres and category 4 on 1,280). Eight candidate, proposed endangered, or endangered plant species have been identified in or near the WSA.
5. The Socioeconomics Team considers the San Rafael Reef WSA to have very significant wilderness resources and low mineral conflicts. The only resource present in any significant amount is gypsum, which the DEIS does not adequately document. The marketability of the resource is enhanced by the presence of cheap transportation nearby (I-70 and

DRG&W Railroad). There are numberous springs and seeps in the WSA as well as a potential for deep water aquifers. The potential mineral lease funds lost due to designation would be $173,465. The team does not see the gypsum resource to be as significant as the tourism potential of the reef itself, especially in light of the large gypsum resource in other areas of Emery County. The recommendation is for all wilderness for this WSA because of low conflicts.

6. The Wildlife Team recommends all wilderness to protect bighorn sheep which have been reintroduced over the last several years.

Summary:

San Rafael Reef WSA was ranked highest for wilderness-quality values and low for significance of conflicts compared with the other WSAs in the region. The team assessments point out that there are only minor mineral and energy conflicts and water development conflicts. The assessments note the general high quality of the wilderness values and the wildlife habitat.

SCENARIO B EAST-CENTRAL WSAs - PART B

Five of six teams concurring on two WSAs:
San Rafael Reef - All Wilderness/Moderate Conflict
Mexican Mountain - Partial Wilderness

Discussion
San Rafael Reef - Same as Scenario A (page 240)

Mexican Mountain

Discussion:
Mexican Mountain - 59,600 acres; BLM's proposed action is the 46,750-acre partial wilderness alternative; subcommittee ranked this WSA second for both wilderness quality and for significance of conflict out of six WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with partial wilderness designation, however, it questions the partial boundary and requests more information and rationale for excluding so much of the San Rafael River, which is eligible for consideration for Wild and Scenic River study. The team particularly questions exclusion of the trespass road (Emery County illegally graded a road in the WSA) which is being reclaimed. Mexican Mountain WSA contains 54,740 acres of Class A and 4,600 acres of Class B scenery. It is one of the key wilderness areas in the San Rafael Swell. Historic resources are outstanding. Size enhances outstanding opportunities for solitude and primitive recreation. Special features include the San Rafael River, geology (Navajo sandstone formation), and wildlife habitat. Part of the excluded area has been identified as a potential ONA or ACEC. Mexican Mountain is contiguous to other WSAs. River running and hiking are popular recreation modes.
2. The Minerals and Energy Team feels BLM's proposed partial alternative (46,750 acres) is acceptable. The uranium/vanadium and tar sand potential of these areas is thought to be somewhat overstated. The important uranium occurrence in the Morrison Formation to the east is not included in the WSA. There are four small sulphur occurences in the WSA, but they are thought to be minor (UGMS Bulletin 73, p. 228-232).
3. This WSA contains portions of seven grazing allotments involving 15 operators and supplying approximately 1,809 AUMs. The existing range developments consist of two reservoirs near the San Rafael River road and two short boundary fences. Motorized vehicles are used to some degree for managing livestock within the WSA in the Mexican Bend area. The Livestock Team feels the partial wilderness designation of 46,750 acres would be the most acceptable from the livestock point of view as most management conflicts would be eliminated.
4. The Land Use Team supports the BLM's proposed partial wilderness alternative. The WSA has high wilderness values: Class A scenery on 92 percent of the unit, opportunities for solitude on 90 percent of

the unit and outstanding opportunities for recreation on 100 percent of the unit. According to the DEIS, the WSA has a combination "of geologic surface features [that] are not found to the same extent anywhere else in the Swell." The partial alternative reduces the main source of conflict by eliminating popular OHV and campsite use areas.

5. The resource base on Mexican Mountain is generally low. There are some limited tar sands, uranium and geothermal resources. There are 34 miles of the San Rafael River in the WSA, including two potential dam sites. There is also potential deep aquifer development which would be precluded by wilderness designation. The federal mineral lease revenues lost include $116,400 for all wilderness and $81,060 for the partial. Recreation benefits would offset these losses by providing $36,654 for all wilderness and $32,513 for the partial. The Socioeconomics Team recommends no action due to potential serious water resource conflicts. The roads are also important to livestock interests.
6. The Wildlife Team recommends all wilderness to protect desert bighorn sheep reintroduced over the last several years.

Summary:

Mexican Mountain WSA ranked high for wilderness-quality values and high for significance of conflicts compared to the other WSAs in the region. The team assessments indicate that major conflicts with uranium, other minerals and livestock uses are mostly eliminated or significantly reduced by the partial alternative. The assessments also point out a significant conflict with potential water resource development. This conflict is probably irreconcilable if the potential damsite is developed, but there are high-quality wilderness values in the same area (the Black Box of the San Rafael River) which also need to be considered in the decisionmaking process. The team assessments generally conclude that the wilderness values within the partial alternative are more significant than the conflicting uses.

SCENARIO C EAST-CENTRAL WSAs - PART B

Four of six teams concurring on five WSAs.
San Rafael Reef - All Wilderness/Moderate Conflict
Mexican Mountain - Partial Wilderness
Sid's Mountain - Partial Wilderness
Crack Canyon - All Wilderness
Devil's Canyon - No Action/High Conflict

Discussion:
San Rafael Reef - Same as Scenario A (page 240)
Mexican Mountain - Same as Scenario B (page 242)

Sid's Mountain

Discussion:
Sid's Mountain - 80,530 acres; BLM's proposed action is the 78,480-acre partial wilderness alternative; subcommittee ranked this WSA fifth for wilderness quality and first for significance of conflict out of six WSAs.

Team Assessments:

1. The Wilderness Values Team recommends all wilderness. The partial wilderness alternative cherry-stems out dry washes to mitigate stated conflict with OHV use. However, the cherry stems serve only to divide the WSA into small sections and degrade wilderness values. All of the WSA is Class A scenery and exhibits outstanding opportunity for primitive recreation. Ninety-five percent of the WSA offers outstanding solitude. The San Rafael River is eligible for consideration for Wild and Scenic River study. River running and hiking are primary recreation modes. Special features include Fremont Indian sites, scenery, geologic formations and wildlife habitat. Sids Mountain contains 80,530 acres of crucial yearlong, desert bighorn sheep habitat. Seventy-three percent of the habitat for the North San Rafael herd is in this WSA. The area is also raptor habitat for the endangered peregrine falcon and bald eagle. Golden eagles, a sensitive species, are present in the WSA. The Wilderness Team recommends Sids Cabin WSA be designated all wilderness even in the event that the larger Sid's Mountain WSA is not.
2. The no wilderness alternative is preferable to the Minerals and Energy Team due to the moderate uranium conflict. Within the WSA there are 500-1,000 tons of potential uranium resources and 266 current mining claims. Significant Carmel Formation gypsum deposits also occur in this area (UGMS Bulletin 73, pp. 177-185).
3. Sid's Mountain WSA contains portions of 14 grazing allotments involving 60 operators. The area supplies approximately 2,374 AUMs. It contains the following range improvements: one fence, two reservoirs, one tank, one trough and pipeline, one trail and several livestock management access routes which are used frequently by ranchers in the area as well as recreation vehicle users. These access routes follow wash bottoms and major canyon drainages

including the North and South Forks of Coal Wash, Saddlehorse Canyon, Secret Mesa, Bullock Draw and Eagle Canyon. There presently are no plans for additional livestock development within this WSA. The DEIS indicates that existing developments and two access routes could be used and maintained in the same manner as the past based on practical necessity and reasonableness. It appears to the Livestock Team that both the partial and all wilderness alternatives would have a significant adverse impact on the grazing management within this WSA. Because most of the access routes which are important for livestock management are in the southern 1/3 to 1/2 of the WSA, the Livestock Team recommends eliminating this area to reduce the impact to grazing.

4. The Land Use Team supports the BLM's proposed partial wilderness alternative. The area has high wilderness values--100 percent of the unit has Class A scenery and opportunities for primitive recreation; 95 percent of the unit has outstanding opportunities for solitude. The area has been identified by BLM for its special value to be considered as an ONA or ACEC. The WSA could contain two endangered plant species and six are proposed for study for possible listing. The San Rafael MFP closed the entire area to OHV use except for existing routes. Existing roads include North and South Forks of Coal Wash, Saddle Horse Canyon, two routes into Eagle Canyon and Buckhorn Draw. There has been a negative reaction to the MFP. It is perceived as cutting off access to traditional-use areas and has been difficult to enforce. A recreation plan is being prepared before any decisions to close areas are officially implemented. The partial alternative is designed to accommodate some of that traditional OHV use. Five miles of existing roads used for OHVs would be closed. The principal OHV use concentration areas, about 22 miles of wash bottom travel routes, would remain open.
5. The mineral resources in the WSA include moderate levels of uranium, gypsum and some sulphur. The northern run of the WSA contains the gypsum which was not addressed in the DEIS. There are 18 miles of the San Rafael River in the WSA as well as other intermittent streams and springs. The deep groundwater aquifer could also be developed. There is significant economic development potential of OHVs in the area (not just the WSA). Seasonal OHV use is significant but is not really developed at this time. There would be about $72,960 lost from mineral lease revenues upon designation. Information shows that $66,035 in recreation benefits will be lost if designation occurred. The Socioeconomics Team recommends that no action be taken on this WSA due to moderate mineral and water conflicts. Also, any effort by the state to change the air quality stardard to a Class I designation would be a significant problem for energy development in Emery County. The roads in the WSA are very important for livestock.
6. The Wildlife Team recommends all wilderness to protect desert bighorn sheep which have been reintroduced over the last several years.

Summary:

Sid's Mountain WSA was ranked moderate for wilderness-quality values and high for significance of conflicts compared with the other WSAs in the

region. The team assessments indicate that the major conflicts are with uranium and gypsum resources and OHV use for recreation and livestock management. The partial alternative reduces recreation conflicts to an acceptable level. However, some other conflicts are not resolved. The BLM partial wilderness alternative would not adequately mitigate mineral or livestock conflicts. The southern 1/3 to 1/2 of the WSA would have to be deleted to fully eliminate the livestock conflict. High-quality wilderness values throughout the WSA, such as in the Little Grand Canyon, Sid's Mountain, Eagle Canyon and others, would benefit from wilderness management and would be reduced by the partial alternative.

Crack Canyon

Discussion:

Crack Canyon - 25,315 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA fourth for both wilderness quality and significance of conflict out of six WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. Crack Canyon is all Class A scenery. Ninety-nine percent of the WSA provides an outstanding opportunity for solitude. All of the WSA provides an outstanding opportunity for primitive and unconfined recreation. Special features include the San Rafael Reef, geologic formations, wildlife habitat and scenery. Cultural resources are low. Several commercial and educational groups are using the area for recreation and environmental study. This WSA contains 25,335 acres designated by the Utah Division of Wildlife Resources and BLM as high-priority desert bighorn sheep habitat. Half of the habitat for the South San Rafael herd is in Crack Canyon. Golden eagles, a sensitive species, are present in the WSA. As in San Rafael Reef WSA, some OHV intrusions do exist. However, most OHV activity is in areas near Goblin Valley State Park.
2. The Minerals and Energy Team finds the no action alternative is preferable to BLM's proposed all wilderness alternative (25,335 acres) due to high potential for up to 1,000 tons of uranium. One hundred percent of the WSA is covered by mining claims, about one-third of which are active. Workings of a mine with large past production underlie the WSA.
3. This WSA contains a portion of five grazing allotments involving five different operators and supplying approximately 727 AUMs. Range improvements within the WSA consist of 1/2 mile of fence, one stock reservoir and one well. There are no plans for additional range improvements in this area. The DEIS indicates that motorized vehicles are used on a very limited basis to manage the livestock in the area. If this is the case, and vehicular access to the well and stock reservoir is not needed for maintenance purposes, the Livestock Team feels the proposed action to designate 25,335 acres of wilderness would have minimal impact. However, because of OHV access to several areas within the WSA, it would appear Crack Canyon WSA may be difficult to manage as wilderness.

4. The Land Use Team supports the BLM's proposed all wilderness alternative. Designation as wilderness would complement management in the nearly adjacent Goblin Valley State Park. Managers there now recommend visitation to Crack Canyon by those visiting the state park. All of the WSA has Class A scenery, and 99 percent of the unit provides outstanding opportunities for solitude. Under the all wilderness alternative, the entire WSA would be closed to OHV use.
5. The Socioeconomics Team agrees with the Minerals Team that significant uranium resources are found in the WSA. There are also limited tar sand deposits in the WSA. There are 2.5 miles of the Muddy Creek found in the WSA, and there is a potential conflict with water rights in the creek. The use of the area by OHV recreationalists could be a significant economic resource. The roads in the WSA are used by both OHVs and ranchers with BLM grazing allotments. About $76,005 in mineral lease revenues would be lost upon designation. About $423 (recreation user fees) would be realized with designation. The uranium and OHV use conflicts result in a no action recommendation from Team 5.
6. The Wildlife Team recommends all wilderness to protect desert bighorn sheep reintroduced over the last several years.

Summary:

Crack Canyon WSA was ranked moderate for both wilderness-quality values and significance of conflicts compared to the other WSAs in the region. The team assessments indicate that the major conflicts are with uranium resources, high OHV use in the area and potential water resource developments. There are also significant wilderness values and wildlife habitat in the WSA which would benefit from wilderness management.

Devil's Canyon

Discussion:

Devil's Canyon - 9,610 acres; BLM's proposed action is the no action alternative; subcommittee ranked this WSA sixth for both wilderness quality and for significance of conflict out of six WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with no action. Although all of the WSA is Class A scenery, other wilderness values are low and conflicts high. A large portion of Devil's Canyon WSA is within the I-70 Scenic Corridor where no development is allowed to protect scenic values along the highway. Devil's Canyon receives high OHV and vehicle camping use.
2. The proposed no action alternative is preferred by the Minerals and Energy Team because of the significant conflict with the Carmel Formation gypsum deposits (UGMS Bulletin 73, pp. 177-185). The moderate uranium potential is a less significant conflict due to the depth of burial of the resource, scarcity of mining claims and uncertainty about the amount of potential resource present.
3. This WSA contains portions of three livestock grazing allotments involving 12 different operators. It supplies approximately 301

AUMs. The only range improvements in the area are a short gap fence and one reservoir. No other range improvement projects are proposed. The Livestock Team does not feel there would be a conflict between the designation of this area as wilderness and the management of the grazing resource in this WSA.

4. The Land Use Team supports the BLM's proposed no action alternative. The adjacency of I-70 significantly affects the opportunities for solitude in the area. Wilderness values on 34 percent of the WSA have been reduced by OHV use which would be difficult to prohibit if the WSA were designated wilderness. Impacts on Justenson Flat probably could never be removed.
5. There is a moderate uranium resource base in this WSA and a moderate gypsum resource development potential. The only water resource conflict is with the deep aquifer. No proposals to develop this resource exist at the current time. The area currently generates about $28,832 in federal lease revenues. Due to a moderate mineral resource conflict, the Socioeconomics Team recommends no action.
6. The Wildlife Team recommends all wilderness to protect desert bighorn sheep reintroduced over the last several years.

Summary:

Devil's Canyon WSA was ranked lowest for both wilderness quality and significance of conflicts compared with the other WSAs in the region. The team assessments indicate the major conflicts are with extensive OHV use in the WSA and surrounding area. Moderate conflicts with potential mineral resource developments are present.

SCENARIO D EAST-CENTRAL WSAs - PART B

Three teams concurring on six WSAs:
- San Rafael Reef - All Wilderness/Medium Conflict
- Mexican Mountain - Partial Wilderness
- Sid's Mountain - Partial Wilderness
- Crack Canyon - All Wilderness
- Devil's Canyon - No Action/High Conflict
- Muddy Creek - All Wilderness or No Action/High Conflict

Discussion:
- San Rafael Reef - Same as Scenario A (page 240)
- Mexican Mountain - Same as Scenario B (page 242)
- Sid's Mountain - Same as Scenario C (page 244)
- Crack Canyon - Same as Scenario C (page 246)
- Devils Canyon - Same as Scenario C (page 247)

Muddy Creek

Discussion:

Muddy Creek - 31,400 acres; BLM's proposed action is the all wilderness alternative; subcommittee ranked this WSA third for both wilderness quality and significance of conflict out of six WSAs.

Team Assessments:

1. The Wilderness Values Team concurs with all wilderness. The entire WSA is Class A scenery with outstanding opportunities for solitude and primitive recreation. BLM plans to consider Muddy Creek for ONA or ACEC designation to protect its special values if it is not designated wilderness. River running is popular on Muddy Creek. Special features include geological, scenic, ecological and archaeological values. OHV use would not be significantly affected by wilderness designation.
2. The Minerals and Energy Team finds the no action alternative preferable to BLM's proposed all wilderness alternative (31,400 acres) due to a high potential for up to 1,000 tons of uranium. Mines with previous production occur near the WSA and 119 mining claims with current assessments occur in the WSA. A significant gypsum resource also occurs in this area (UGMS Bulletin 73, pp. 177-185).
3. The Livestock Team recommends no action. The Muddy Creek WSA contains portions of six livestock grazing allotments involving 19 different operators and supplying approximately 1,496 AUMs. There is only one range improvement in the WSA, the Muddy Creek trail in the upper northwestern corner of the WSA. This trail provides access to the Muddy Creek drainage. There are no grazing improvements proposed in the WSA, although there appears to be some question regarding the maintenance of the Muddy Creek Trail. It states in the DEIS, "Muddy Creek trail would be maintained as in the past based on practical necessity and reasonableness." If this trail can be maintained, then wilderness designation would have minimal impact on livestock grazing.

4. The Land Use Team supports the BLM's proposed all wilderness alternative. The WSA has been identified in the San Rafael MFP as meriting further consideration as an ONA or ACEC. Currently, 97 percent of the WSA is covered by category 3 (30 percent) and 4 (67 percent) restrictions for oil and gas leasing. The plan also closes the WSA to OHVs (the plan is not yet implemented; OHV use at the present time is limited). The entire WSA is comprised of Class A scenery that represents "the most outstanding characteristics of the physiographic region."
5. There is a significant uranium resource in this WSA. Through information from an independent geologist, assays show an indication that a substantial gypsum depost might exist along the north boundary of the WSA. That resource is not identified in the DEIS (Howard Albreicht, 1985). There are 20 miles of Muddy Creek in the WSA, and groundwater exists under the WSA. There are moderate OHV conflicts in the area as well. There would be $30,840 in mineral lease revenues lost upon designation. An increase of $6,437 in recreational benefits would offset that loss to some degree. Because of the moderate resources and water use conflicts, the Socioeconomics Team recommends no action on this WSA.
6. The Wildlife Team recommends all wilderness to protect desert bighorn sheep which have been reintroduced over the last few years.

Summary:

Muddy Creek WSA was ranked moderate for both wilderness-quality values and significance of conflicts compared to the other WSAs in the region. The team assessments indicate that the major conflicts are with mineral values, livestock uses and potential water resource developments. There are some outstanding wilderness values and wildlife habitats that are unique to the WSA and region.

E. Special Considerations

During the subcommittee's work, several issues or areas of special concern were identified. These areas require an in-depth analysis or statement of the problem. Five of these special issues were identified as operating assumptions. The operating assumptions are identified and stated in Chapter II, Part A, of this report. These operating assumptions were considered necessary in order to allow for the analysis of impacts which may result from wilderness designations in Utah. Without these operating assumptions, the issues presented by them would form an insurmountable obstacle to any meaningful impact assessment of wilderness designations. This follows from the position that further wilderness designation would be unacceptable to the state of Utah given the unmitigatable and unreasonable impacts which would result if these operating assumptions are invalid.

These operating assumptions and other special consideration issues are discussed in this section of the report to clarify or explain in more detail what the issues are and what may or may not be reasonable solutions.

1. Federal Reserved Water Rights

STATE OF UTAH
NATURAL RESOURCES
Water Rights

Norman H. Bangerter, Governor
Dee C. Hansen, Executive Director
Robert L. Morgan, State Engineer

1636 West North Temple • Suite 220 • Salt Lake City, UT 84116-3156 • 801-533-6071

July 17, 1986

Mr. Chauncey Powis, Chairman
Wilderness Review Committee
Dept. of Natural Resources
BLDG.

Dear Chauncey:

With the issue of federal reserved water rights being of extreme importance to many entities reviewing the Utah BLM Statewide Wilderness Draft Environmental Statement, it was determined that the subject warranted mention in the special considerations section of the report by the RDCC sub-committee being prepared for Governor Bangerter concerning the review of the DEIS.

Recognizing very early the importance of the federal reserved water right issue, and with the concurrence and support of the State Engineer, Robert L. Morgan, the RDCC sub-committee assumed an operating position for purposes of review of the DEIS, that no federal reserved water rights should be recognized or created on any BLM lands as a result of wilderness designation and that language be incorporated in any legislation preventing the claiming of any such water rights. Any water right acquired by the federal government should be done according to appropriate State procedures and policy.

The uncertainty created by the existing threat of claiming federal reserved water rights is a source of conflict between the States and federal government throughout the West. It has hampered water right administration, water resources planning and development by both the public and private sector, and would potentially impair existing water rights.

The State Engineer has cooperated in the review of the DEIS by having a representative assigned to the sub-committee and has provided a computer printout of all water rights located within each WSA. The BLM has requested additional water right information outside the WSAS which may be affected by Wilderness designation. This information is in the process of being compiled and will be given to BLM as soon as the compilation is complete.

It should be noted that the State Engineer has existing statutory authority, 73-3-8 and 73-3-29, to provide protection from degradation of a natural stream environment.

Sincerely,

Bob

Robert L. Morgan, P.E.
State Engineer

/jl

2. SPECIAL MANAGEMENT DESIGNATIONS

In addition to wilderness designation, the BLM has available several other management options to protect unique resource values. Of primary interest here are the Area of Critical Environmental Concern (ACEC), Research Natural Area (RNA), National Natural Landmark (NNL), scenic area, and Outstanding Natural Area (ONA) designations. Wilderness, ACEC, RNA, NNL, scenic, and ONA designations provide for preservation of natural systems; however, each differs in focus. ACECs, RNAs, NNLs, scenic, and ONAs narrow in on specific features or areas that have scientific, scenic, or educational value. This is in contrast to wilderness areas where the focus is on large areas where one can experience the feeling of solitude or where opportunities for primitive recreation are available. Special ecological, geological or other features of scientific, educational, scenic or historical value serve as an enhancement to a wilderness area but are not the reason for its establishment.

Specifically, RNAs are defined (43 CFR 8223.0-5) as areas that are established and maintained for the primary purpose of research and education. The area has one or more of the following characteristics: 1) a typical representation of a common plant or animal association; 2) an unusual plant or animal association; 3) a threatened or endangered plant or animal species; 4) a typical representation of common geologic, soil, or water features; or, 5) outstanding or unusual geologic, soil, or water features.

The ACEC designation originates from Section 103(a) of the Federal Land Policy and Management Act. ACECs are defined as ". . . areas within the public lands where special management attention is required . . . to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources or other natural systems or processes, or to protect life and safety from natural hazards."

The secretary of the Interior established the Natural Landmarks Program in 1962 as a way to identify and encourage the preservation of features that best illustrate the ecological and geological character of the United States and to enhance the educational and scientific value of sites thus identified.

Outstanding Natural Areas are areas that possess unusual natural characteristic and where management of recreation activities is necessary to preserve those characteristics (43 CFR 8352.0-5[a]). Scenic areas established along highways, roads, trails, streams, or large water bodies are to be managed to protect and enhance the scenic qualities that led to the establishment of the area (43 CFR 8352.0-6[b]).

A designation of both wilderness and ACEC or RNA may be appropriate in some areas. The RNA designation is different from the wilderness designation in its specific focus on research. One of the important aspects of RNA designation is recognition of the site through designation which can serve to alert the scientific community of the existence of the resource. While the resource may be protected under a wilderness designation it may go unnoticed for research potential without additional recognition as an RNA.

How are these designations relevant to the investigation at hand? During the subcommittee's deliberations, it became apparent that certain areas of a WSA merited special recognition or protection even though wilderness designation might not be recommended. In these instances recommendations were made to support a designation of ACEC, RNA, NNL, scenic area, or ONA. The following is a list of WSAs where alternative management designations have been recommended.

ALTERNATIVE MANAGEMENT DESIGNATIONS SUGGESTED BY THE SUBCOMMITTEE

The Blues WSA:	Designate the badlands area as an ACEC or scenic area to preserve scenic values.
Mud Springs WSA:	Designate an RNA for the relic canyon system and a scenic area for the Cockscomb area.
Rockwell WSA:	Designate the area as an ACEC to protect the dune topography and unique ecology.
Wahweap WSA:	Designate the 1,400-year-old juniper trees on Fourmile Bench as a RNA to protect the important scientific values present.
Moquith Mtn. WSA:	Designate ONA to protect and acknowledge scenic value of ponderosa pine/sand dune ecosystem.
Grand Gulch WSA: Fish Creek WSA: Road Canyon WSA: Mule Canyon WSA: Cheesebox Canyon WSA:	Apply ONA, RNA, or ACEC status to these areas to protect important cultural resources.
Mill Ck. Cyn. WSA: Negro Bill Cyn. WSA:	Any special designation that would protect the perennial streams found in both WSAs.
Coal Canyon WSA: Spruce Canyon WSA: Flume Canyon WSA:	Designate each area as an ACEC to protect special wildlife values.

ACECs, RNAs, NNLs, scenic areas and ONAs are administrative designations that can be put in place through actions at the BLM state office level. Significant activity has taken place recently to amend resource management plans to allow for designation of several areas. The state recently supported the proposal to amend the Vermillion Cliffs Management Framework Plan to designate the 225-acre Water Canyon/South Fork Indian Canyon as an ACEC and the 1,335-acre No Mans Mesa as an RNA. These areas are respectively found in the Moquith Mountain and Paria-Hackberry WSAs. The state supported both designations.

The state has supported designation of a 9,000-acre Notch Peak National Natural Landmark, 640-acre Crystal Peak Outstanding Natural Area, 1,920-acre Fossil Mountain historic site and a 5,970-acre RNA in the Wah Wah Mountains. (These recommendations were included in the state's comments on the Warm Springs Resource Area Draft Resource Management Plan and EIS). These areas are found in the Notch Peak WSA, King Top WSA and Wah Wah Mountains WSA, respectively. State support was also given for designation of the Rockwell Natural Area as an ACEC and the Deep Creek Mountains as an ONA. (These recommendations were included in the state's comments on the House Range Draft Resource Management Plan and Environmental Impact Statement).

NORMAN H. BANGERTER
GOVERNOR

STATE OF UTAH

OFFICE OF THE GOVERNOR
SALT LAKE CITY
84114

July 1, 1986

Ken Knowles
Assistant Area Manager
Cedar City District Office
Bureau of Land Management
1579 North Main
P.O. Box 724
Cedar City, Utah 84720

Dear Mr. Knowles:

The Resource Development Coordinating Committee and the State Wilderness Subcommittee have reviewed the Environmental Assessment for the Proposed Water Canyon/ South Fork Indian Canyon ACEC and No Mans Mesa RNA. The State supports the designation of both areas. Neither area provides a significant economic resource; but, both do provide excellent opportunities for research and education related to relic and pristine communities. Designation will afford the recognition necessary to alert the scientific community to the existence of these areas. The State greatly benefits by scientific investigation through the gradual accumulation of resource data. It is from this data that better land use decisions can be made in the future.

The State's recommendation concerning the wilderness study areas that surround the proposed ACEC and the RNA will be communicated in our comments on the BLM's Wilderness DEIS. The distinction between ACECs, RNAs and wilderness lies in the focus of ACECs and RNAs on research and educational values vs. recreation, solitude, or preservation of naturalness. Water Canyon/South Fork Indian Canyon and No Mans Mesa merit recognition regardless of whether Moquith Mountain or the Paria-Hackberry WSAs are ever designated wilderness.

Finally, it is requested that the reference to state trust land section 32, T43S, R7W and all acreage this section would have contributed to the ACEC be deleted. The concern is that by

including the section the implication is made that the designation also affects state lands.

Thank you for this opportunity to comment and your efforts to recognize unique values.

Sincerely,

Norman H. Bangerter
Governor

NHB/mec

NORMAN H. BANGERTER
GOVERNOR

STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY
84114

July 11, 1986

Mr. Wayne T. Kammerer
Bureau of Land Management
Richfield District Office
150 East 900 North
Richfield, Utah 84701

Dear Mr. Kammerer:

The Resource Development Coordinating Committee has completed its review of the Draft Warm Springs Resource Area Resource Management Plan and Environmental Impact Statement. The Committee found the document to be very readable and descriptive of the planning process and associated requirements. Also of special note was the focus on special resource designations such as ACECs and RNAs. The State is supportive of BLM's efforts to identify and manage resources of unique value.

Based on the information in the Plan, the State's preference is for implementation of Alternative D which represents a balance of resource uses and is identified as the preferred alternative by BLM. Specific comments and recommendations regarding the Plan are attached. I hope you find the information useful in the development of your final plan.

Sincerely,

Norman H. Bangerter
Governor

NHB/ras

COMMENTS OF THE STATE OF UTAH ON THE
DRAFT WARM SPRINGS RESOURCE AREA RESOURCE MANAGEMENT PLAN
AND ENVIRONMENTAL IMPACT STATEMENT

I. Summary Comments

Page 4, Table 1, Recreation: The SRMAs figures for Alternative C and D are reversed. Page 164 indicates that 6 areas would receive special management designations under Alternative B, Table 1 states 5 would receive designation. The inconsistency needs to be corrected.

Page 3, Table 1, Forage Allocation, Wild Horses: Under Alternative D, wild horses are allocated a total of 1,680 AUMs. The text on page 56 states that "total forage allocation to wild horses would be 1,040 AUMs..." The inconsistency needs to be corrected.

II. Chapter II Comments

Page 40, Table 2-2: Table 2-2 does not list adequate AUMs for antelope. It was jointly agreed by the Utah Division of Wildlife Resources (DWR) and BLM WSRA personnel that there are currently 701 antelope in the resource area. That many antelope year long will require 895 AUMs.

Page 43, Table 2-4: The total use AUMs in Table 2-4 for antelope do not agree with those listed in Appendix 5 under Alternative B, respectively 3,318 vs. 3,823.

Page 43, Rights-of-Way Corridors: The State supports the designation of corridors as an excellent pre-planning tool to assist developers in locating facilities away from areas of concern to areas where development is most appropriate and efficient. Designation of corridors in the Warm Springs Resource Area will also assist in bringing to fruition a statewide utility corridor map that coordinates similar efforts on Forest Service and other BLM lands.

Page 50, Recreation Management: Under Alternative B, Tabernacle Hill, Pavant Butte, Fossil Mountain, Notch Peak and the Wah Wah Mountains would be managed as SRMAs. Page 48 identifies other special designation such as ACEC, National Natural Landmark and Historic site that would also apply to these areas. How do these designations differ from SRMAs? Are multiple designations necessary? The same comment applies to Chapter 3 in the the discussions of Recreation Management Areas on page 96 and Special Designations on page 112.

Page 53, Table 2-9: The total use AUMs in Table 2-9 do not agree with those listed in Appendix 5 under Alternative D, respectively 2,106 vs. 2,381.

Page 54, Special Management Designation: The State supports designation of each of the special management areas identified. The State also commends the BLM for its efforts to identify critical areas and to recommend these areas for special management in order to accommodate the needs of the recreating public while at the same time making provisions to protect vulnerable resources. Each area proposed for designation has special characteristics and

has demonstrated an attraction factor that will continue to draw both residents and visitors to the area. With the area's close proximity to the major population centers in the state, it is critical that such areas remain available, accessible, and in an ecologically healthy condition.

Page 55, Pronghorn Habitat and Use: The State supports actions to improve antelope habitat that will allow for increases in antelope numbers from 701 currently to 1,861 in the future.

Page 55, Riparian/ Aquatic Habitat and Use: According to the text on page 55, actions to protect riparian areas under Alternative D differ from those provided under Alternative B. In Chapter 3, however, the discussion under riparian habitat (page 151) indicates that management actions are the same for both alternatives. If Alternatives B and D do provide for the same protective measures, that should be more clearly stated in Chapter II.

Given the importance of wetlands and riparian habitat, the State supports the strongest measures identified under Alternative B for implementation and urges expedition of the work. Additionally, because of the extreme xeric condition of the resource area, small springs and seeps are vitally important to wildlife. A deficiency in the RMP is the inattention given to these important resources. Springs and seeps should be identified and protected from degradation, especially by wild horses.

III. Chapter III Comments

Page 69, Grazing Permits and Licensing, Third Sentence: The word "that" should read "than."

Page 76, Elk: The DWR plans to increase the elk herd east of I-15 near Kanosh and Fillmore. Through an agreement with the Beaver Resource Area, elk have been transplanted on Indian Peak. Some of these animals are using the Hamblin and Stateline allotments which lie within the Warm Springs Resource Area.

Page 89, Wild Horses, Paragraph 2: Figure 3-10 delineates the wild horse HMA boundaries and not Figure 3-9 as stated.

Page 94, Paragraph 3, Line 1: Figure 3-9 shows wild horse herd population changes and not Figure 3-10 as stated. Comment also applies for page 94, paragraphs 6 and 9 and page 95, paragraph 7.

Page 96, Recreation Management Areas: The description of the various special resource areas is a helpful addition to the document. Inclusion of additional areas in the discussion, such as Gunnison Bend, Devil's Kitchen, Tabernacle Hill Petroglyphs, Sunstone Knoll, Painter Springs, Pruess Lake and Meadow Creek, is recommended.

Page 146, Paragraph 1: These ranges could also become unusable to antelope over the long term because of the loss of key forage browse species.

Page Three
Wayne T. Kammerer

Page 146, Forage Allocations: The statement is made that under Alternative D, "initial livestock forage allocation would be 133,634 AUMs." Appendix 1 indicates that livestock preference is 149,009 AUMs. Apparently adjustments have already been made--prior to monitoring. Inclusion of some discussion of these adjustments would be useful. Comment also applies to Table 2-11.

3. ROADS AND WAYS

A serious conflict exists between the definition of "roadless" used by BLM in the wilderness study process and that used by local government. BLM uses the roadless definition contained in the legislative history of FLPMA, while local government defines roadless as the absence of roads designated by State law.

FLPMA history (House of Representatives Report 94-1163, p. 17, May 15, 1976) reads:

> The word "roadless" refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

BLM is obligated to use this definition in the wilderness review process. State law, Utah Code Annotated, UCA 27-15-3 (1953 as amended), reads:

> 'Road' means any road, way, or other land surface route that has been or is established by use or constructed and is maintained to provide for usage by the public for vehicles with four or more wheels that is neither a Class A, Class B, or Class C road under Article 3, Chapter 12, Title 27.

These are the roads known as "Class D." This law was intended by the Utah State Legislature to establish a Class D road system.

Local government believes the BLM should recognize the Class D road system in the wilderness review process. BLM's position is that, while state road designation impacts many BLM procedures, it has no direct bearing on road classification for purposes of wilderness review.

The BLM attempted to inventory public lands to determine which lands were roadless, i. e. those that did not contain the <u>type</u> of roads specified by Congress. Local government maintains this was not done accurately.

The real issue is whether or not BLM applied the roadless criteria correctly. Central to this question is the determination of maintenance since maintenance is the criterion for identifying those roads which must be absent from a "roadless" area. In order to resolve this issue, the following steps are necessary:

1. Identify and document the problem. Local government should provide BLM with each instance for which classification is disputed and the reasons for disagreement. State government should 1) provide consistency review and quality control between the various local agencies in preparation of this data, and 2) formally request from BLM a thorough review of this information.

2. State and local government should evaluate the Final EIS for the adequacy of the BLM response to the information provided on roads in dispute.

3. If no problem resolution is accomplished during the EIS process, the state should request the attorney general to review the issue to determine what action is appropriate to best serve the interests of the people of the state of Utah.

The following list includes examples, taken from the wilderness DEIS, of wording which can confuse the reader as to the definition of "road" or "way" being used. It would be helpful in the FEIS if a consistent use is made of terminology or phraseology. Also, the FEIS ought to identify the disposition of these "roads," i.e., are they closed or open and whether there are any valid existing rights associated with them.

North Stansbury Mountains - mining road and two miles of ways
Deep Creek Mountains - mine workings and adjoining road systems and ways
Howell Peak - two miles of ways to active mining claims
Notch Peak - small cabin and mine workings
The Cockscomb - the Hattie Green Mine and associated access route
Burning Hills - drill pads and access ways
Fifty Mile Mountain - a way six miles long from the abandoned airstrip
Grand Gulch - a once constructed way, but now is deteriorated to two-wheel trucks
- in places only one-wheel track is maintained by the passage of livestock
- way is similarly maintained by the passage of livestock and hikers
- the way has been cut and bladed through dense pinyon-juniper but does not now appear maintained by other than vehicle passage
- maintained (way) solely by passage of vehicles
Road Canyon - a seven-mile way was bladed
Fish Creek Canyon - at one time this was constructed
Cheesebox Canyon - it (way) was originally constructed with mechanical equipment, but is now maintained solely by the passage of vehicles
Dark Canyon Complex - a once-constructed way, now badly eroded
Behind the Rocks - although constructed, the roads have not been maintained and so are considered as ways
Mill Creek Canyon - an old trail was bladed . . . the road becomes a cattle trail
Horseshoe Canyon - the ways were created by blading in the 1960s. Presently, they are being kept evident by periodic vehicular travel.
Dirty Devil - approximately 18 miles of post-FLPMA roads (vehicular ways)
Fiddler Butte - there are approximately 16.6 miles of roads and ways . . . portions of these roads are graded
Muddy Creek - the old road cut has eroded severely
Sids Mountain - the way is kept noticeable by occasional vehicular traffic
Jack Canyon - Access road . . . portions constructed along side slopes . . . drill site and road visible for long distances . . . no further reclamation expected in near future
Desolation Canyon - about two miles of road
Floy Canyon - pre-FLPMA is used in reference to a "way." If the way is only a way, what difference does pre- or post-FLPMA make?
Flume Canyon - pre-FLPMA is used in reference to a "way." If the way is only a way, what difference does pre- or post-FLPMA make?
Westwater Canyon - vehicle way (constructed but not maintained)
Winter Ridge - construction of 16.9 miles or roads, upgrading of 2.1 miles of road
Daniels Canyon - jeeptrails . . . built for uranium exploration in the 1950s receive little, if any, use now and have eroded to four-wheel drive ways

4. MANAGEMENT OF ADJACENT LANDS

Other than perhaps the Federal Reserve Water Rights issue, the major concern of affected counties and cities is how the lands adjacent to wilderness areas will be managed once designation occurs. There is a great degree of uncertainty about exactly what influence wilderness will have on current or future land use and development potential. Until management plans are prepared after designation occurs, no one can fully anticipate the management strategy to be employed inside or outside of the wilderness areas. The BLM failed to adequately define and assess this issue in the DEIS. The importance of the issue should not be understated because the effect of designation will be felt indefinitely into the future and therein lies the magnitude of the concern.

The BLM Wilderness Study Policy indicates that there will be no protective buffer zones created by designation of wilderness. We do not know the BLM definition of a buffer zone, and we would like them to explain it in the DEIS. Local governments define buffer zones as any influence which wilderness areas impose upon the regulation of activities on adjacent lands. They see wilderness as an impediment to multiple use because wilderness will probably require more exhaustive evaluation and generally more restrictive management policies on adjacent lands to protect the wilderness resources.

The BLM wilderness study and management policies identify that there may be an influence of wilderness on adjoining lands, but the policy statement is made that wilderness will not, of itself, preclude activities up to the wilderness boundaries. There is no recognition in the DEIS of the magnitude that the wilderness area influence may have on the management of surrounding lands. The sub-committee recognizes that it may be difficult to assess the impacts of wilderness on adjacent lands until specific wilderness management plans are prepared along with updates of management plans for these adjacent areas.

The rationale for the concerns of local governments with respect to the buffer zone issue are complex. There has been a long history of living in the shadow of southern Utah National Parks and Recreation Areas. The observation is made that national parks impact the adjacent land use. Some specific examples of this influence are:

> There was a surface coal mining unsuitability petition filed for the Alton Coal Field because the surface mining site and surface facilities could be seen from Yovimpa Point in Bryce Canyon National Park. The Warner Valley Power Plant was projected to have air quality impacts on Zion National Park. Capitol Reef National Park air quality was projected to be negatively impacted by IPP and the plant site was moved to Millard County. Wayne County was thus negatively affected by the presence of a national park. The suitability of the Davis Canyon area as a potential nuclear waste respository site was rated lower due to its proximity to Canyonlands National Park.

Although other factors may have played a role in the demise of these projects, the presence of national parks did exert an influence on development outside of the park boundaries.

Local governments perceive that wilderness will be the principal factor in future land use determinations when it is present. In order to reinforce the BLM management policy regarding prohibition of buffer zones, the state will support the inclusion of specific language in any wilderness legislation prohibiting the establishment or maintenance of buffer zones in fact or in principle.

5. PUBLIC OPINION SURVEY

The Wilderness Subcommittee decided at the beginning of the wilderness DEIS review that it was crucial to have some idea of public opinion concerning wilderness designations in Utah. A request was made to the governor for authorization to conduct a public opinion survey. A contract was subsequently entered into between the state Office of Planning and Budget and the University of Utah Survey Research Center to conduct the requested survey. The survey was conducted in June and the results presented to the subcommittee on July 21, 1986.

SELECTED RESULTS OF THE

SURVEY ON ATTITUDES OF UTAH WILDERNESS AREAS

JULY 11, 1986

UNIVERSITY OF UTAH
SURVEY RESEARCH CENTER

UNIVERSITY OF UTAH
SURVEY RESEARCH CENTER

PURPOSE:

Design and conduct surveys to generate accurate data for research and public policy purposes.

The SRC is not involved with political polls or surveys on private product marketing.

CLIENTS:

- State and local government agencies
- Academic researchers (faculty, staff, and graduate students)
- Non-profit organizations
- Profit organizations involved in public service activities

SERVICES:

- Sample design
- Questionnaire construction
- Interviewer training
- Data collection
- Data analysis

SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

PURPOSE:

To assess the public's attitude about the designation of wilderness areas in Utah

SAMPLE DESIGN:

The 29 counties were divided into three regions:

Wasatch Front	Potential Impact Areas	Rest of State
Davis	Carbon	Beaver
Salt Lake	Emery	Box Elder
Utah	Garfield	Cache
Weber	Grand	Daggett
	Iron	Duchesne
	Juab	~~Garfield~~
	Kane	Morgan
	Millard	Piute
	San Juan	Rich
	Tooele	Sanpete
	Washington	Sevier
	Wayne	Summit
		Uintah
		Wasatch

SAMPLE SIZE:

- Total sample size n=656
  - Wasatch Front - n=236
  - Potential Impact Area - n=231
  - Rest of State - n=189

SAMPLING HOUSEHOLDS AND RESPONDENTS

- Telephone numbers were randomly generated and called. This provided a random sample of telephone households which included unlisted and new numbers.

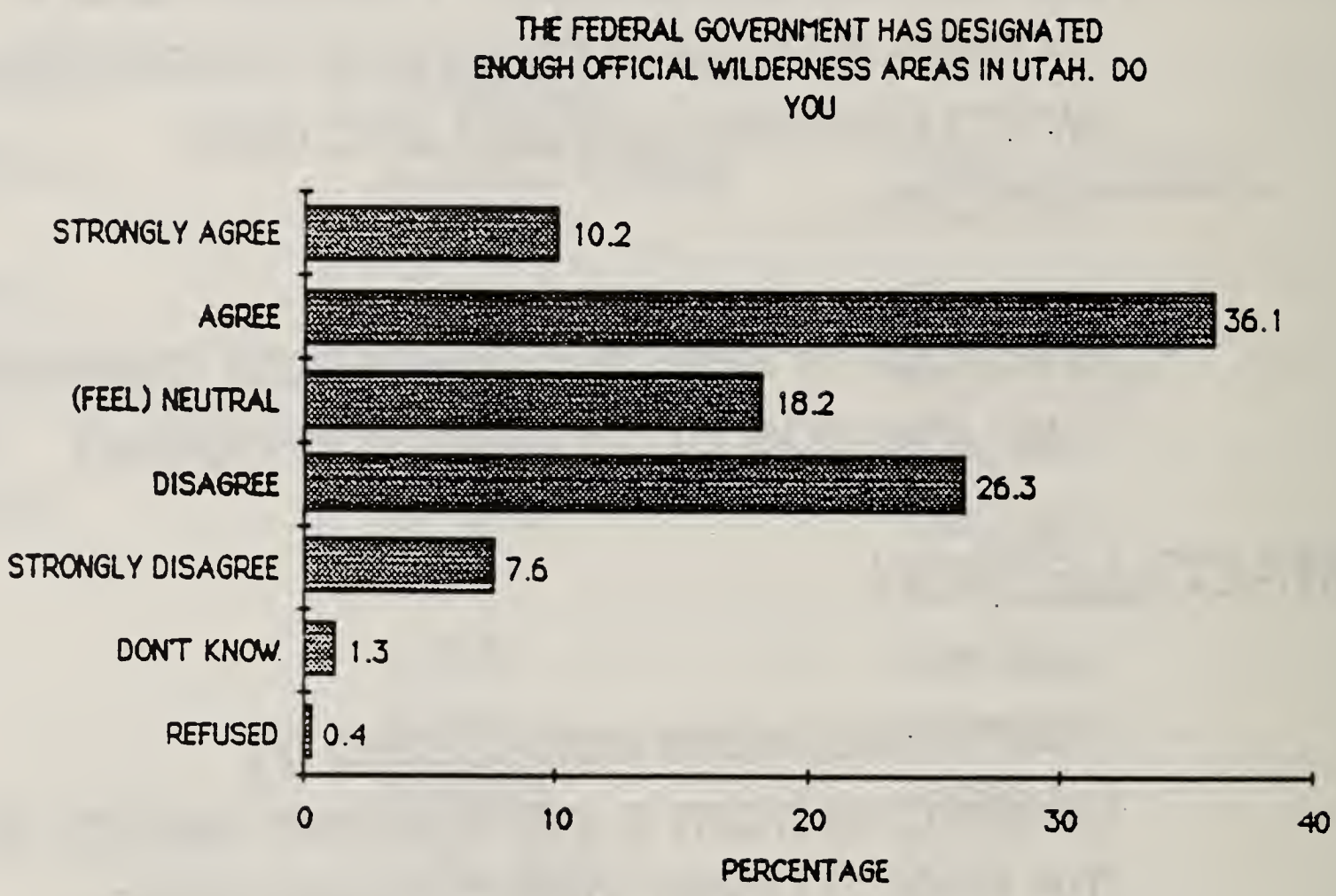
- A randomly selected household member over the age of 18 was interviewed

DATA COLLECTION

- Interviews were conducted by telephone from a centralized facility at the U of U under direct supervision.

- All interviews were conducted between June 21 and 28, 1986

- Completion Rate 70%
  Cooperation Rate 85%


THE FEDERAL GOVERNMENT HAS DESIGNATED ENOUGH OFFICIAL WILDERNESS AREAS IN UTAH. DO YOU
STRONGLY AGREE
10.2
AGREE
36.1
(FEEL) NEUTRAL
18.2
DISAGREE
26.3
STRONGLY DISAGREE
7.6
DON'T KNOW
1.3
REFUSED
0.4
0
10
20
30
40
PERCENTAGE

SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

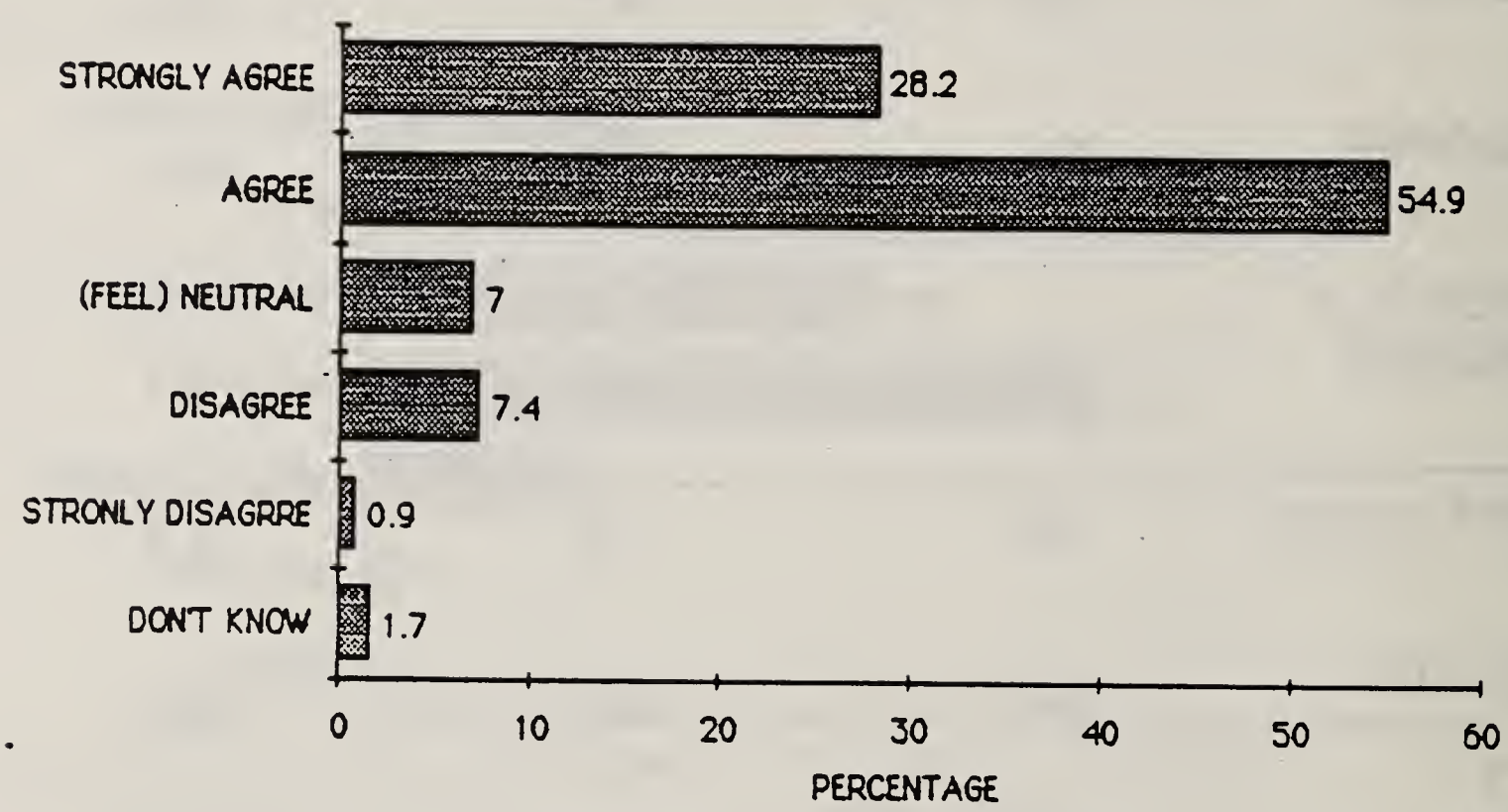
QUESTION 1:

THE FEDERAL GOVERNMENT HAS DESIGNATED ENOUGH OFFICIAL WILDERNESS AREAS IN UTAH. DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	8.3%	22.6%	11.6%
AGREE	32.4	45.6	50.2
NEUTRAL	19.6	14.1	12.8
DISAGREE	29.8	13.5	16.0
STRONGLY DISAGREE	8.6	3.1	5.1
DON'T KNOW	0.8	1.2	4.2
REFUSED	0.5	0.0	0.0
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

Q02

FOR ADEQUATE PROTECTION, ENVIRONMENATALLY SENSITIVE AREAS NEED OFFICIAL DESIGNATION AS WILDERNESS? DO YOU



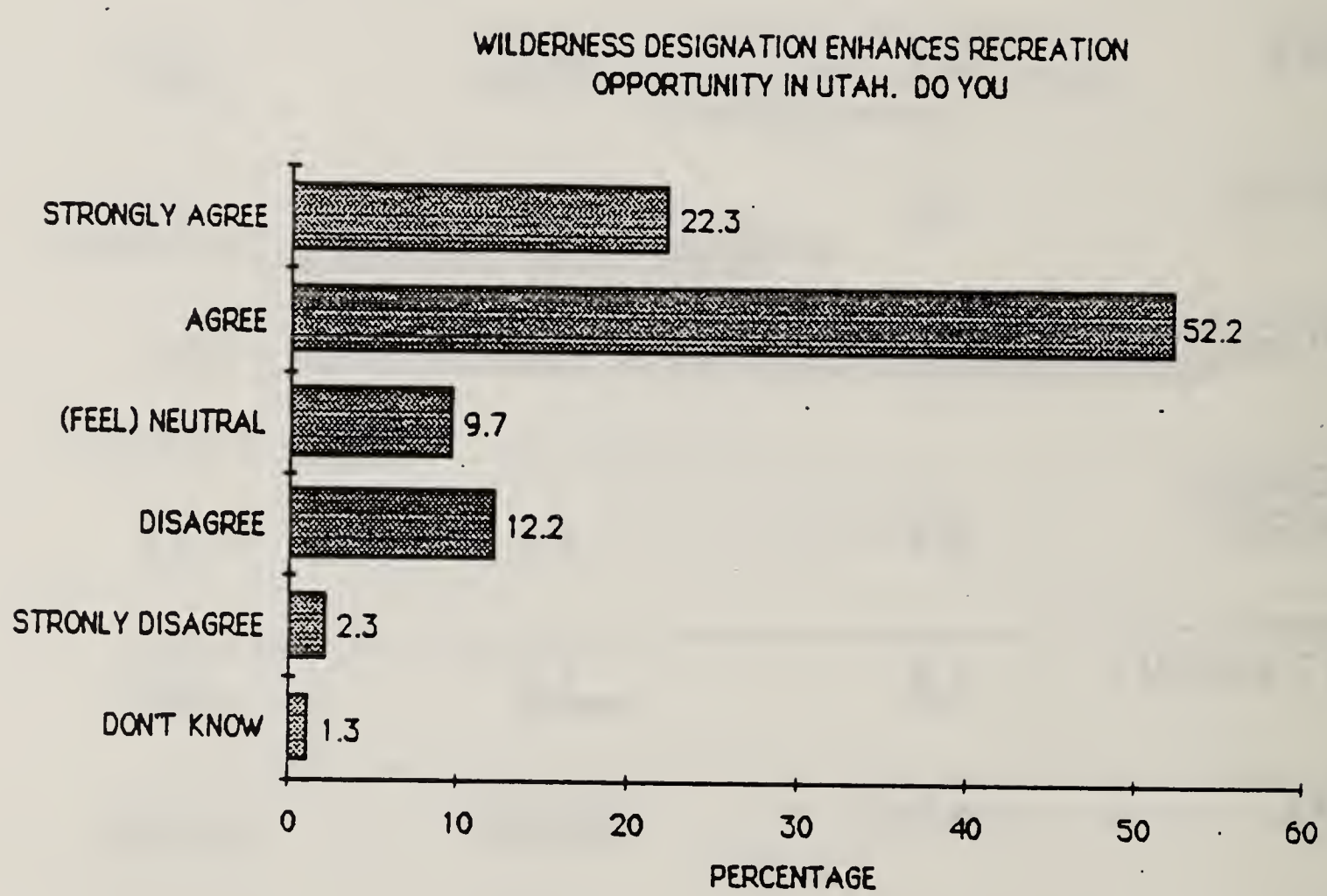
SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

QUESTION 2:

FOR ADEQUATE PROTECTION, ENVIRONMENTALLY SENSITIVE AREAS NEED OFFICIAL DESIGNATION AS WILDERNESS. DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	31.9%	14.8%	16.8%
AGREE	54.3	50.6	61.3
NEUTRAL	6.2	11.8	7.5
DISAGREE	5.5	16.4	11.1
STRONGLY DISAGREE	0.4	4.9	1.1
DON'T KNOW	1.6	1.4	2.2
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

Q03


WILDERNESS DESIGNATION ENHANCES RECREATION OPPORTUNITY IN UTAH. DO YOU
STRONGLY AGREE
22.3
AGREE
52.2
(FEEL) NEUTRAL
9.7
DISAGREE
12.2
STRONLY DISAGREE
2.3
DON'T KNOW
1.3
0
10
20
30
40
50
60
PERCENTAGE

SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

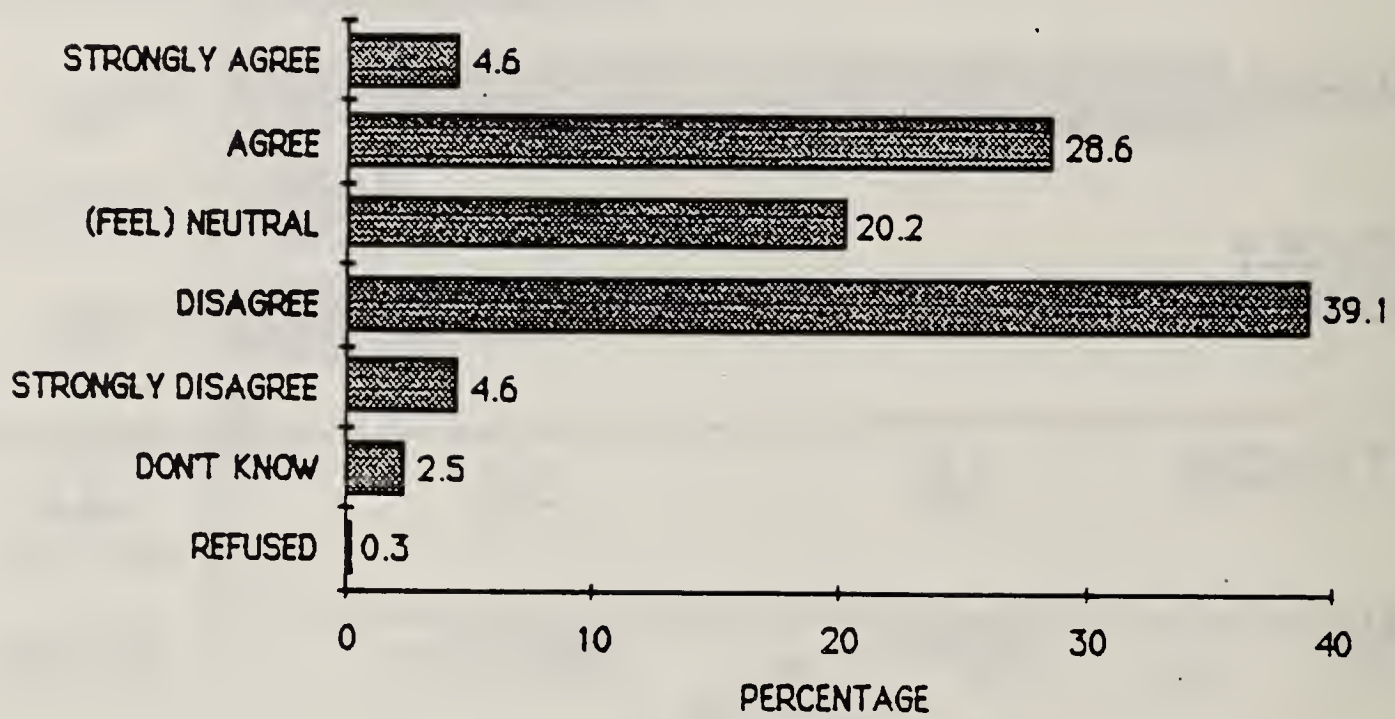
QUESTION 3:

WILDERNESS DESIGNATION ENHANCES RECREATION OPPORTUNITY IN UTAH. DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	24.9%	12.6%	14.9%
AGREE	54.6	40.7	47.1
NEUTRAL	9.5	8.9	11.4
DISAGREE	9.3	25.7	18.9
STRONGLY DISAGREE	0.8	10.9	4.6
DON'T KNOW	1.0	1.2	3.1
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

Q04

WILDERNESS DESIGNATION OF FEDERAL LANDS INHIBITS MULTIPLE USE SUCH AS MINING, GRAZING AND RECREATIONAL TOO SEVERLY. DO YOU



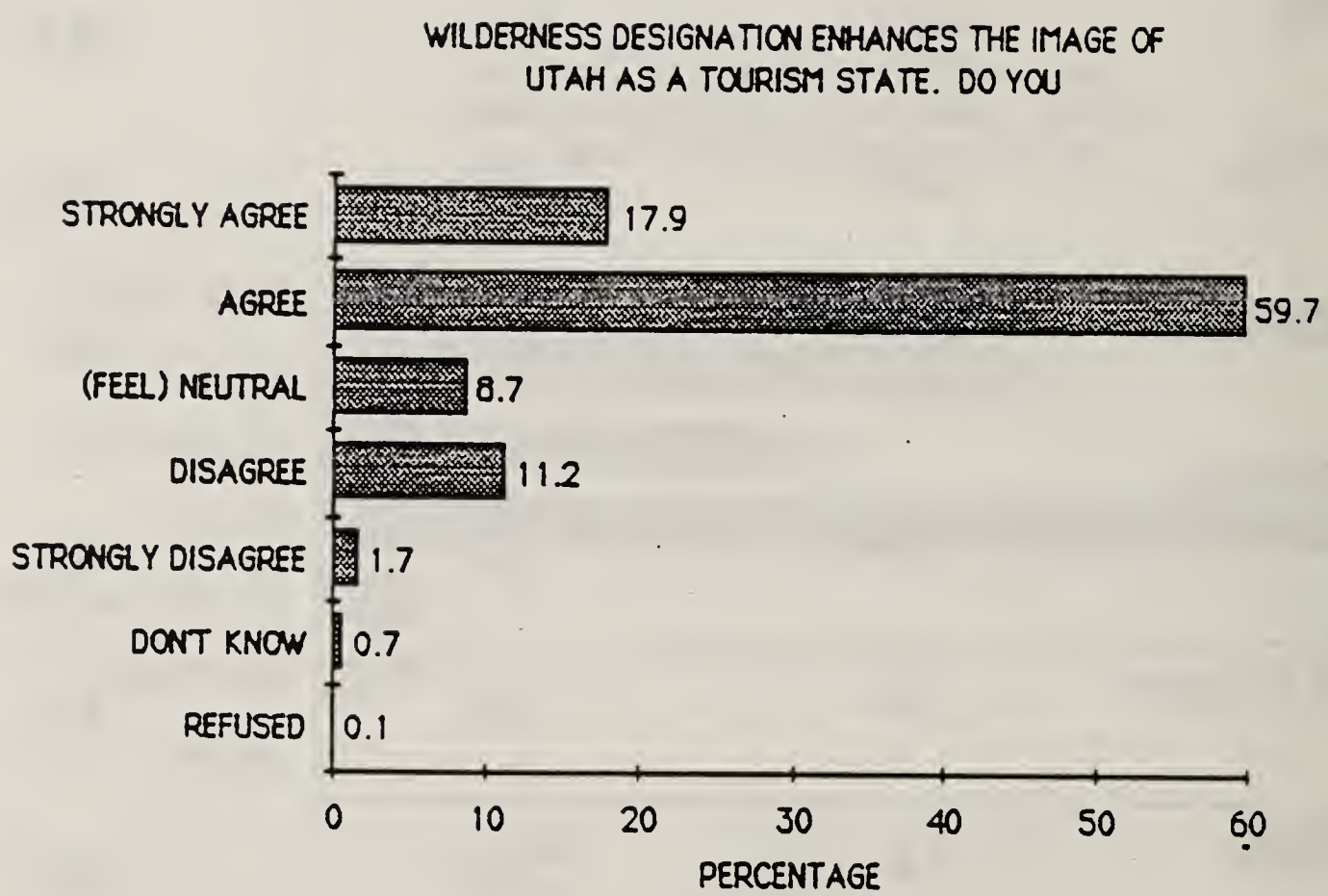
SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

QUESTION 4:

WILDERNESS DESIGNATION OF FEDERAL LANDS INHIBITS MULTIPLE USE AS MINING, GRAZING AND RECREATION TOO SEVERELY. DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	2.8%	16.5%	6.5%
AGREE	26.9	34.1	34.6
NEUTRAL	22.4	15.3	10.9
DISAGREE	40.7	27.5	38.7
STRONGLY DISAGREE	4.9	3.6	3.5
DON'T KNOW	1.8	3.0	5.7
REFUSED	0.5	0.0	0.0
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

Q05


WILDERNESS DESIGNATION ENHANCES THE IMAGE OF UTAH AS A TOURISM STATE. DO YOU
STRONGLY AGREE
17.9
AGREE
59.7
(FEEL) NEUTRAL
8.7
DISAGREE
11.2
STRONGLY DISAGREE
1.7
DON'T KNOW
0.7
REFUSED
0.1
0
10
20
30
40
50
60
PERCENTAGE

SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

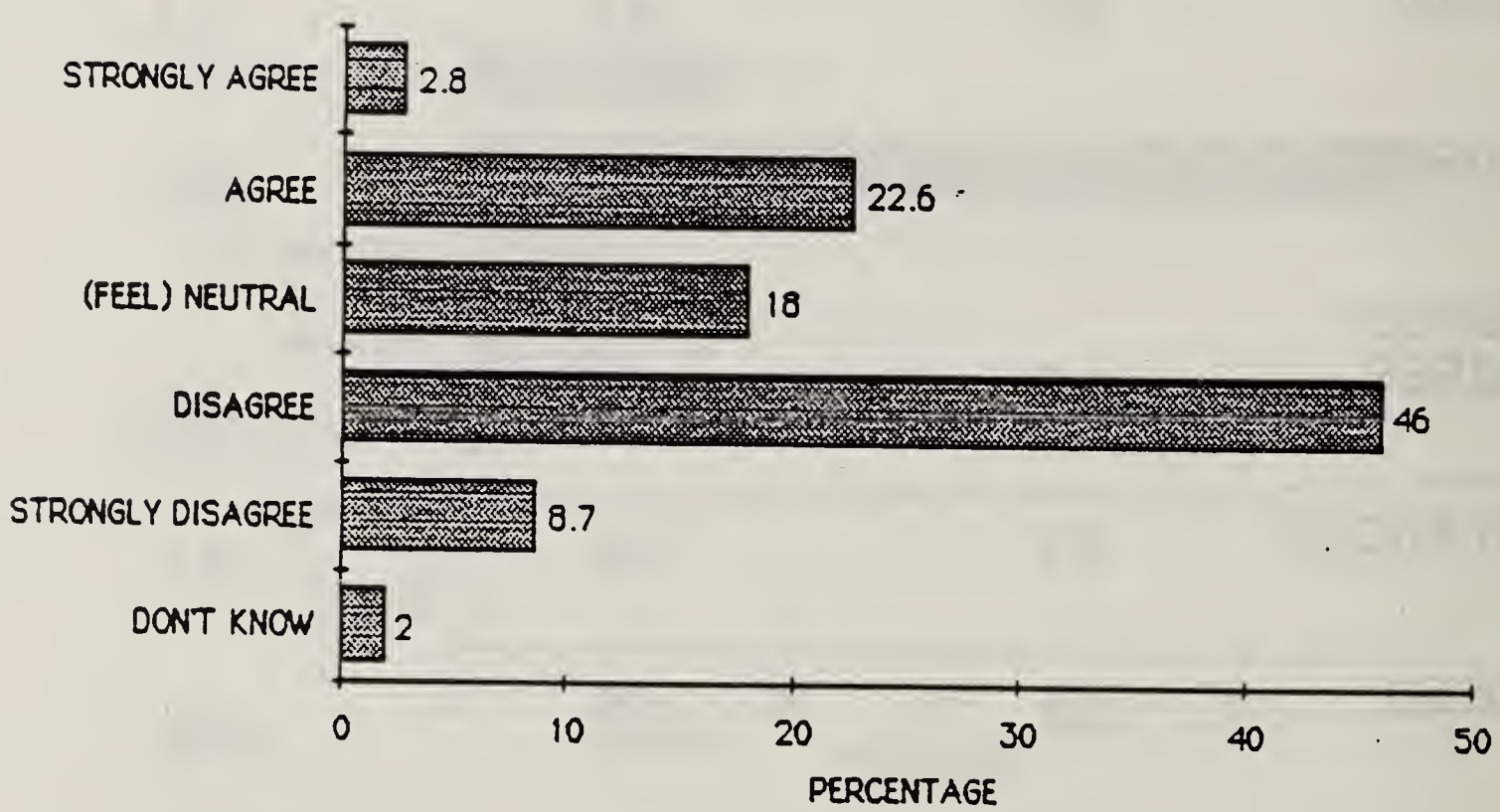
QUESTION 5:

WILDERNESS DESIGNATION ENHANCES THE IMAGE OF UTAH AS A TOURISM STATE. DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	19.5%	11.5%	13.3%
AGREE	62.2	46.6	55.3
NEUTRAL	8.9	8.8	7.2
DISAGREE	7.7	26.5	20.0
STRONGLY DISAGREE	1.2	5.7	1.6
DON'T KNOW	0.4	0.8	2.1
REFUSED	0.0	0.0	0.6
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

Q06

WILDERNESS DESIGNATION RESULTS IN NEGATIVE ECONOMIC AND SOCIAL IMPACTS TO NEARBY COMMUNITIES. DO YOU



SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

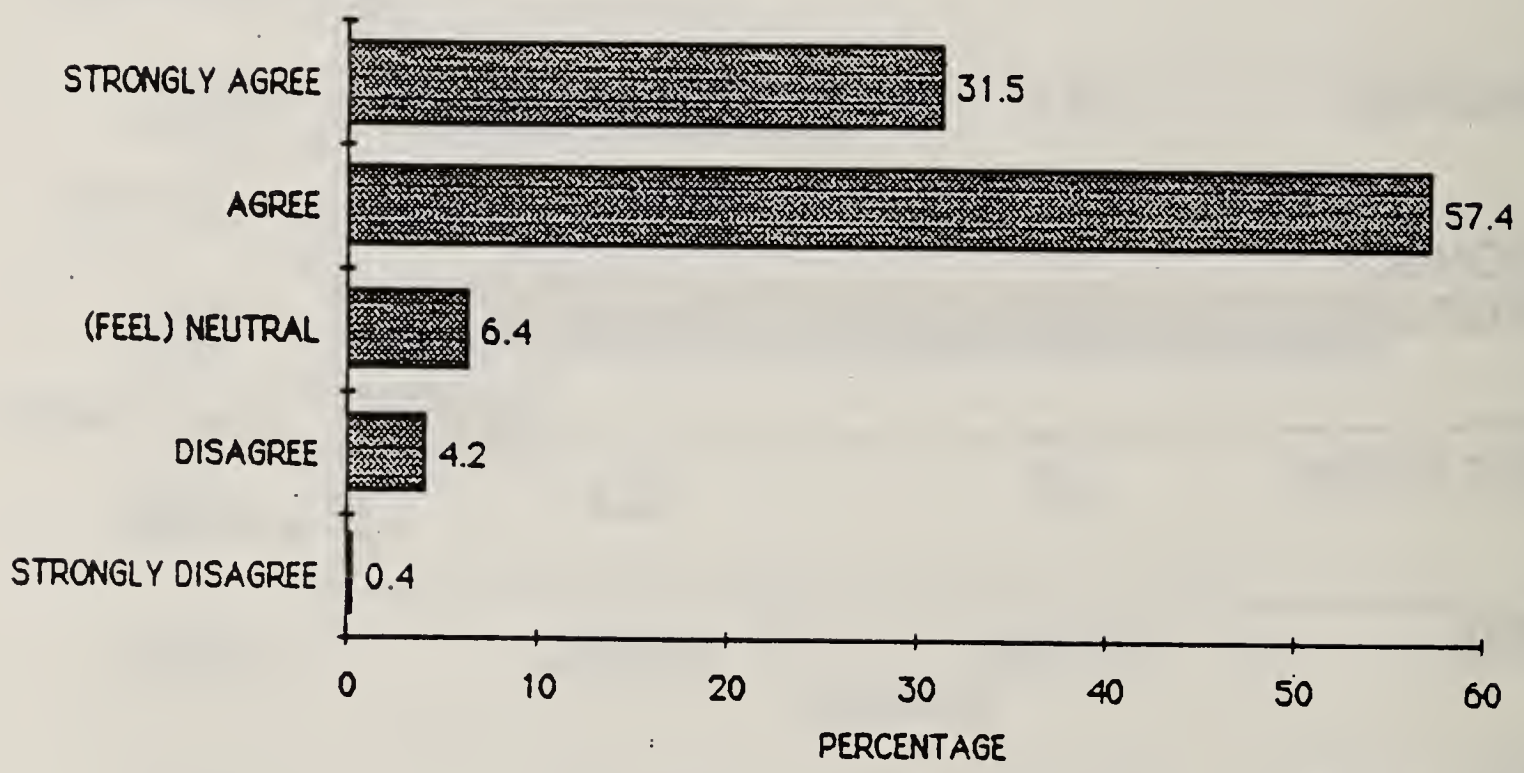
QUESTION 6:

WILDERNESS DESIGNATION RESULTS IN NEGATIVE ECONOMIC AND SOCIAL IMPACTS TO NEARBY COMMUNITIES.
DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	1.4%	13.2%	2.9%
AGREE	19.6	30.7	34.3
NEUTRAL	18.1	15.9	18.8
DISAGREE	49.4	31.6	37.2
STRONGLY DISAGREE	10.0	5.2	3.5
DON'T KNOW	1.6	3.4	3.4
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

Q07

AREAS WITH UNIQUE WILDERNESS VALUES--LIKE NATURAL BEAUTY, ISOLATION OR PRIMITIVE QUALITIES--SHOULD BE PROTECTED, EVEN IF THEY ARE NOT DESIGNATED WILDERNESS AREAS. DO YOU



SURVEY OF ATTITUDES ON UTAH WILDERNESS AREAS

QUESTION 7:

AREAS WITH UNIQUE WILDERNESS VALUES--LIKE NATURAL BEAUTY, ISOLATION OR PRIMITIVE QUALITIES--SHOULD BE PROTECTED, EVEN IF THEY ARE NOT DESIGNATED WILDERNESS AREAS.
DO YOU:

	WASATCH FRONT	POTENTIAL IMPACT AREAS	REST OF STATE
STRONGLY AGREE	33.9%	20.0%	26.5%
AGREE	55.2	64.9	64.8
NEUTRAL	6.7	5.3	5.1
DISAGREE	3.8	8.1	3.6
STRONGLY DISAGREE	0.4	0.9	0.0
DON'T KNOW	0.0	0.4	0.0
REFUSED	0.0	0.4	0.0
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE	236	231	189

6. FLPMA Section 202 Wilderness Study Areas

There are 12 Section 202 Wilderness Study Areas (WSAs) in Utah that are adjacent to units of the National Park system. These WSAs are less than 5,000 acres but are considered for wilderness study because they are adjacent to National Park Service proposed wilderness areas. Nine of these WSAs are adjacent to Zion National Park; one is adjacent to Capitol Reef National Park; one is adjacent to Arches National Park; and one is adjacent to Dinosaur National Park.

The state Wilderness Subcommittee has reviewed these WSAs as part of the Bureau of Land Management Wilderness Draft Environmental Impact Statement review process. The subcommittee concludes that there is merit in considering most of these WSAs for transfer from Bureau of Land Management to National Park Service management as additions to the respective adjacent national parks as indicated in H. R. 1214. The following list indicates the subcommittee's suggestions:

<u>Transfer to Zion National Park</u>

- Red Butte
- Taylor Creek
- Bear Trap
- The Watchman
- Goose Creek Canyon
- Orderville Canyon
- LaVerkin Creek Canyon
- Deep Creek
- North Fork Virgin River

<u>Transfer to Capitol Reef National Park</u>

- Fremont Gorge

<u>Transfer to Dinosaur National Park</u>

- Daniels Canyon

Spring Canyon WSA near Zion National Park contains a critical water resource for the town of Kanarraville. The subcommittee does not suggest Spring Canyon WSA be transferred to the National Park Service unless this water resource conflict is resolved to the satisfaction of the town of Kanarraville.

For more clarification of this issue, the following letter from Secretary William Clark to Congressman John F. Seiberling outlines the National Park Service assessment of the proposed H. R. 1214. This bill would, if enacted, accomplish the transfer of these Bureau of Land Management WSAs to National Park Service jurisdiction.

THE SECRETARY OF THE INTERIOR

WASHINGTON

February 6, 1985

Honorable John F. Seiberling
Committee on Interior and
Insular Affairs
House of Representatives
Washington, D.C. 20515

Dear Mr. Seiberling:

On March 30, 1984, the Director of the National Park Service (NPS) testified before the Subcommittee on Public Lands and National Parks concerning H.R. 1214, a bill in the 98th Congress to transfer certain lands currently under the jurisdiction of the Bureau of Land Management (BLM) to 12 specific units of the National Park System. While the Administration opposed the enactment of H.R. 1214 at that hearing, we requested additional time to prepare resource assessments to determine the suitability of adding the lands to the various units of the National Park System. Although we made a commitment at that time to have the resource assessments and recommendations transmitted to you by September 1, 1984, analysis of an Administration position took much longer than we anticipated, and we apologize for the delay.

The areas mentioned in the legislation are currently being managed to prevent impairment of their suitability for wilderness designation, subject to valid existing rights, under terms of a preliminary injunction from a U.S. District Court in Sierra Club v. Watt. In June of 1984, I testified before the Subcommittee on Public Lands and National Parks that we would await the decision of the court before taking action on the affected areas regarding their wilderness values. As to the suitability of transferring these areas to the National Park System, however, we would prefer that any legislation to change administrative management of these areas be delayed until the case is settled. Nonetheless, our analysis shows that it would be appropriate to transfer some of these areas from BLM to the National Park Service regardless of the outcome of the litigation. Therefore, we present our analysis to you with the understanding that it relates only to the suitability of these areas for NPS administration and not as a direct proposal to transfer them at the present time.

The NPS assessment process was completed in 1984, and recommendations were developed based on the preliminary field analysis. During the resource assessment process, NPS staff also developed alternative boundaries, if necessary for management purposes, for those Wilderness Study Areas (WSA's) that were determined suitable for inclusion within the adjacent park boundaries. The criteria against which the WSA's were evaluated include:

1. Did the lands being considered possess significant scenic, scientific, cultural, and recreational values that importantly supplement or complement those originally authorized?

2. Did the lands being considered fill a management or administrative need? For example, back country public use, trail continuity, or protection of sensitive plant or wildlife areas may suggest a need for a change in the park boundary.

Unlike the standards for the BLM planning system, within which wilderness studies are conducted, these two criteria do not evaluate other resource uses, values and commitments, such as mineral leases, water needs, and hunting activities. These existing resource commitments make transfer of management for certain areas to the NPS, with its more limited mandate, more difficult. In addition, there has been no opportunity for public comment and review of the NPS assessment and recommendations. Currently, some of these areas are under wilderness study pursuant to section 202 of the Federal Land Policy and Management Act (FLPMA), and public review is a requirement and important part of that process.

Therefore, we have balanced the NPS field assessment with the recommendations of the BLM in this report.

Out of the 31 areas affected by H.R. 1214, the National Park Service concluded that 18 of those areas are not suitable for inclusion in adjacent park units and should remain under BLM management. The areas which the National Park Service rated not suitable are:

(1) Ibex Springs (CDCA-149A)
(2) Milk Ranch-Case Mountain (CA-010-023)
(3) Sheep Ridge (CA-010-022)
(4) Dansil Canyon (AZ-1-96A)
(5) G & F(AZ-1-99)
(6) Van Deeman (AZ-2-7)
(7) Mt. Davis (AZ-2-21)
(8) Jumbo Springs (NV-5-236)
(9) CO-1-224
(10) CO-1-224A
(11) CO-1-226
(12) Sand Castle (CO-5-135)
(13) Fremont Gorge (UT-050-221)
(14) Mudgetts (NM-060-819)
(15) Red Butte (UT-040-147)
(16) Spring Creek Canyon (UT-040-148)
(17) Taylor Creek Canyon (UT-040-154)
(18) Bear Trap (UT-040-177)

Attachment A contains the assessments of these areas and the reasons why the NPS found these areas to be unsuitable.

Although they did not meet all the NPS criteria, we would have no objection to transferring the last four of these areas from BLM to NPS anyway, because they are isolated by park and private lands and are uneconomical for BLM to manage. The BLM map number and BLM wilderness study area (WSA) acreage are included for each of the areas listed below that we do recommend for transfer from BLM to NPS:

(1) Spring Canyon (UT-040-148, BLM WSA: 4,433 acres). 1,607 acres may be transferred to Zion National Park. The 1,607 acres are in a parcel adjacent to the park. The remaining 2,825-acre parcel lies to the north and is separated from the 1,607-acre tract by State and private lands. The northern parcel is important for grazing and is the site of a proposed dam to provide water for the town of Kanarraville.

(2) Red Butte (UT-040-147, BLM WSA: 804 acres). The entire 804 acres may be transferred to Zion National Park.

(3) Taylor Creek (UT-040-154, BLM WSA: 37 acres). The entire 75-acre parcel which was considered during the inventory process may be transferred to Zion National Park.

(4) Bear Trap (UT-040-177, BLM WSA: 40 acres). The entire 40 acres may be transferred to Zion National Park.

The following areas meet both NPS and BLM criteria for transfer:

(5) The Watchman (UT-040-149, BLM WSA: 600 acres). The entire 600 acres is suitable for transfer to Zion National Park.

(6) Goose Creek Canyon (UT-040-176, BLM WSA: 89 acres; NPS proposal: 120 acres). The 120-acre tract is isolated by park and private land meets NPS suitability criteria, and would be uneconomic to manage by BLM. The 31-acre difference in the NPS proposal includes the lands north of the 4-wheel drive route BLM dropped from study status because the vehicle route was considered a noticeable intrusion on the naturalness of the area. For this reason, the entire 120 acre parcel is suitable for transfer to Zion National Park.

Of the 11 remaining areas cited in H.R. 1214, five are presently being studied under section 202 of FLPMA through the BLM's multiple-use planning process. This process is generally the same as for lands being studied under section 603. The wilderness study process is comprehensive, considers all resource values, and provides opportunities for public comment. The BLM study policy requires that the following two criteria be applied to study areas: (1) evaluation of the wilderness values with consideration of the mandatory wilderness characteristics, special features, multiple-use benefits, and diversity of the Natural Wilderness Preservation System; (2) determination of whether an area is capable of being effectively managed to preserve its wilderness character. While we would prefer to complete the study process, it does not appear that transfer of two of these areas would adversely affect multiple use management:

(7) Orderville Canyon (UT-040-145, BLM WSA: 1,750 acres; NPS proposal: 2,080 acres). The NPS recommends transfer of 2,080 acres to Zion National Park. The rationale for adding 330 acres is to include most of the gulches and hollows that form the Orderville Canyon system. The BLM recommends 2,180 acres for a more appropriate boundary. This is one of four areas being studied for wilderness under section 202 in the Utah statewide wilderness study. The Draft Environmental Impact Statement (EIS) will be published for public comment in the summer of 1985, and final EIS submitted by the Utah State Office to the Director in the winter of 1986. The "preliminary planning recommendation," issued to the public is that all four areas are nonsuitable for wilderness.

(8) LaVerkin Creek Canyon (UT-040-153, BLM WSA: 567 acres). This area is part of the Utah statewide wilderness study, with a preliminary planning recommendation of nonsuitable as wilderness. The tract is isolated by park and private land and continued management by BLM would not be economically feasible.

It appears that transfer of the following areas could adversely affect multiple use management, and we prefer that any ongoing section 202 studies be completed before transfer is contemplated:

(9) Pinnacles National Monument (CA-040-303, BLM WSA: 5,838 acres; NPS proposal: 2,200 acres). The NPS recommends transfer of 2,200 acres to Pinnacles National Monument. The proposed action in the Central California Draft Environmental Impact Statement (EIS), issued in May 1982, was that 2,200 acres were suitable for wilderness designation with administration by the park superintendent through legislative transfer upon designation as wilderness. The suitable acreage in the proposed action is that portion of the land which is the viewshed into the park. In response to public input and additional data, however, the BLM State Director then changed his proposed action to have BLM retain administration of the recommended suitable area. The BLM Director will be making a recommendation to the Secretary in 1987 after the mineral survey is complete. Concerns of the local populace over restrictions on hunting and livestock grazing were brought out during the study process.

(10) Deep Creek (UT-040-146, BLM WSA: 3,320 acres; NPS proposal: 3,730 acres). This area has been proposed for transfer to Zion National Park. The NPS rationale for 410 additional acres is to preserve Volcano Knoll land form and provide access to the canyon. This area is also being studied in the Utah statewide wilderness study, with a preliminary planning recommendation of nonsuitable for wilderness. The transfer of this parcel would jeopardize completion of a land exchange between BLM and an adjacent land owner. The purpose of the exchange is to block ownerships and to provide public access to the upper canyon. Completion of the exchange is dependent upon the proponent being able to maintain his existing grazing rights. Transfering the parcel to the NPS would cause the proponent to lose the grazing privileges on those lands. Approximately 60 percent of the permittee's allotment is in the WSA and he is dependent on the BLM lease. Extending the park area three miles north would also cause additional problems for livestock management on the remaining lands. Fences would need to be built and maintained to prevent livestock trespass on the park.

(11) North Fork-Virgin River (UT-040-150, BLM WSA: 1,040 acres). This area is also part of the Utah statewide wilderness study, with a preliminary planning recommendation of nonsuitable for wilderness. There is an indicated public interest in development of North Fork water for municipal water uses. The tract has potential for a dam site and water storage for this project. Southwestern Utah governments all have competitive interest in the Virgin River water rights and allocations.

(12) Lonesome Ridge (NM-060-801, BLM WSA: 3,426 acres). This area, proposed for transfer to the Carlsbad Caverns National Park, is being studied under authority of section 202 for Natural Area or Scenic Area designation as part of the Carlsbad Resource Management Plan. The draft EIS is scheduled for publication in fiscal year 1985, with the final EIS scheduled for fiscal year 1986. This area is a portion of the highly scenic Guadalupe Escarpment which extends from the Carlsbad Caverns National Park to the Guadalupe Mountains National Park. The area is surrounded by national forest and logical access is only through Forest Service lands.

(13) Pinto Basin (CDCA 334A, BLM WSA: 4,480 acres). The area's northern and western boundaries are contiguous to the Joshua Tree National Monument. The area has potential for metals and limestone and is located near the open pit of the Eagle Mountain Mine. The proposed action in the California Desert Plan of 1980 was to recommend the area as nonsuitable for wilderness designation since the geologic, energy, and minerals resources values were more significant than wilderness values. Final determinations on the wilderness element of the California Desert Plan are expected in 1987, upon completion of all of the mineral inventory information.

(14) Daniels Canyon (UT-080-414, BLM WSA: 2,496; NPS proposal: 5,818 acres). The original BLM study area contains about 2,496 acres on the southeast boundary of Dinosaur National Monument. The NPS is recommending a 5,818-acre addition to the park, including 640 acres of State lands offered by the State for transfer under Project Bold and 320 acres of private lands, with the remainder public land. The NPS rationale for the additional acreage is to take into consideration the scenic, scientific, cultural, and recreational values that supplement those within the current park boundary. Concern remains that elimination of hunting from the area would cause additional overpopulation of big game. In addition, there are four grazing permittees using the area, and loss of these grazing allocations would decrease three by five percent and one by 100 percent. Two stockwater reservoirs are located within the proposed area. These reservoirs are essential for grazing management outside the NPS proposed area. Implementing the proposed transfer would require constructing new reservoirs at a cost of $2,000 each.

(15) Lost Spring Canyon (UT-060-131B, BLM WSA: 3,880 acres; NPS proposal: 2,882 acres). The area is proposed for transfer to Arches National Park. The difference in acreage represents NPS identification of only the canyon system for transfer. A permittee uses these sheltered areas during the coldest part of the grazing season and they are important to the rancher even though it would affect only five percent of the allotment. Past park boundary changes have reduced the original size of the allotment. The BLM would permit off-road vehicle access and NPS would not. Park management might place an additional maintenance burden upon the Northwest Pipeline right-of-way and could prevent changing the configuration of the pipeline if that became necessary.

(16) Tincanebitts (AZ-1-105C, BLM WSA: 2,715 acres). This is an area of intermingled land management. The proposed action in BLM's Arizona Strip Wilderness Draft EIS was to recommend this area as not suitable for wilderness designation. In addition, a NPS task force study, entitled The Final Adjacent Land Study for the Grand Canyon National Park/Arizona, dated August 1981, concluded that existing agency management responsibilities for the study area lands remain unchanged. There are also 1,300 acres of split estate lands, with the mineral estate owned by private entities. This could create an additional conflict if the lands were transferred.

(17) Grapevine Wash (AZ-2-14, BLM WSA: 2,200 acres). Although there is some dispute over whether this area would be a logical addition to Grand Canyon National Park or to Lake Mead National Recreation Area, the north and west boundaries are adjacent to the Lake Mead area. There is interest in providing private and State development of recreational opportunities on the south side of Lake Mead. The State of Arizona has also exhibited interest in selecting lands in the in-lieu program. We recommend that the Governor be consulted, but generally there are no resource conflicts in the area.

These assessments and preliminary determinations have been prepared as a service to you. Because these lands are still subject to the pending litigation regarding wilderness study, we must continue to recommend deferral of legislation such as H.R. 1214 at this time.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

William Clark

Enclosure

7. WILD AND SCENIC RIVERS

In light of a number of issues that have been raised concerning Wild and Scenic Rivers in the context of wilderness, the Wilderness Subcommittee feels it is appropriate to issue a statement regarding Wild and Scenic Rivers.

The purposes of this section are twofold:

1. to provide information on the Wild and Scenic Rivers system, and
2. to identify those WSAs which include candidate Wild and Scenic River segments.

The stated purpose of the Wild and Scenic Rivers Act of 1968 is quite clear in intent, but in practice is similar to the Wilderness Act in complexity. From 16 U.S. Code 1271:

> "It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish, and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes." (Public Law 90-542 Sec. 1[b]. Oct. 2, 1968, 82 State. 906).

The Wild and Scenic Rivers Act (W&SRA) is flexible in terms of the mechanism for inclusion of river segments into the system. River segments may either be added to the system as a result of Congressional action or by action initiated by the respective state. Federal designation requires legislation for the specific river segment, similar to a Wilderness Bill identifying specific public lands as wilderness. State designation of river segments requires legislation from the state or states involved, followed by a recommendation to the Secretary of Interior from the governor(s). Generally, designation by the state results in increased management flexibility but higher costs to be borne by the state (administration, management, and operation costs). Federal designation would probably entail less direct costs, but some management constraints are likely. There has been some earlier consideration of several river segments in Utah, but presently there are no designated waterways in the state.

There are similarities between the Wilderness Act and the Wild and Scenic Rivers Act and there are some significant differences as well. These programs were set up to accomplish different goals, but may be complementary programs. Depending on the legislation, some uses and/or development could still be allowed in designated wilderness areas, including water resources

development. The Wild and Scenic Rivers Act, in contrast, was designed to complement and balance the national policy of dams and other construction on selected river sections.

It is important to emphasize the wide spectrum of values, uses, and purposes of Wild and Scenic Rivers. Some of the benefits that may accrue from these values, uses and purposes include tourism (retail sales, guiding/ outfitting, amenities, sightseeing), protection/enhancement of fish and wildlife habitat, and scientific research. Many studies have shown that some economic benefits do result from preserving rivers under the Wild and Scenic River program.

One of the goals of the W&SRA is to preserve a balanced cross section of different types of streams found in the U. S. The rivers chosen as NRI rivers are meant to be representative of the areas they are found in. This helps to preserve a balance of different river types in the W&SR system. Some of these sections may be found in desert areas where water is at a premium. In these areas, it is not unusual to find intermittent streams as NRI segments. While these may be dry river beds for the majority of the year, they are known to become raging rivers on a regular periodic basis. Examples of typical desert intermittent streams are White Canyon and Grand Gulch in southeastern Utah.

Since the passage of the Wild and Scenic Rivers Act, the National Park Service has been actively involved in identifying those stream segments that qualify for consideration for inclusion in the W&SR system. All streams and rivers in the United States that were greater than 25 miles in length were considered, and from this list, 77 rivers became NRI rivers, which is only 2 percent of the nation's total stream mileage (length). These are the segments that meet the minimum standards of the Wild and Scenic Rivers Act, and that are being considered for study as Wild and Scenic Rivers. Many NRI rivers have been identified in the BLM Wilderness DEIS as special features in WSAs.

The National Park Service is continuing their involvement in study of these NRI rivers. In Utah, 29 stream and river segments are included in the NRI. The Utah Division of Parks and Recreation is currently gathering information for an automated data base on these rivers.

Authority for protection of NRI segments is based on a number of laws and regulations. Among the most important of these are NEPA (National Environmental Policy Act), Section 10 of the Rivers and Harbors Act, and Section 404 of the Clean Water Act. The Wild and Scenic Rivers Act also affords interim protection for these study rivers. However, unlike wilderness study area interim protection, rivers protection may still in some cases allow development activities that adversely affects Wild and Scenic values of NRI streams.

Two wild and scenic river studies have been conducted in Utah, although no designations have been made. The Green and Yampa rivers were studied and portions were recommended for inclusion in the Wild and Scenic Rivers system. The Colorado and Dolores rivers were also studied and portions were also recommended for inclusion in the rivers system. Congress has not yet acted on these recommendations. The only segment of these study rivers affected by the wilderness study process is the portion of the Colorado River within the Westwater Canyon WSA.

The following is a list of NRI rivers in Utah. The asterisks indicate that the listed river is either within or adjacent to a BLM Wilderness Study Area.

NRI RIVERS IN UTAH

River	Segment	WSA Affected
Bear River	West Fork confluence to source	
East Fork Bear River	Bear River confluence to headwaters	
Green River	Flaming Gorge Dam to Yampa River confluence	
Provo River	Highway 35 to source	
Rock Creek	Ashley National Forest boundary to source	
*Deep Creek	North Fork Virgin River confluence to source	Deep Creek
*Escalante River	Escalante Town to Lake Powell	Phipps Death Hollow, N. Escalante Cyns/The Gulch
North Fork Virgin River	Roadhead in Zion NP to headquarters	N. Fork Virgin River
*Paria River	Colorado River to source	Paria-Hackberry, Cockscomb
*Steep Creek	Escalante River to source	Steep Creek
*Green River	Range Creek to Yampa River	Turtle Cyn, Desolation Cyn
Hill Creek	To wave Res. to Weaver Res.	
*Range Creek	Green River to source	Turtle Cyn, Desolation Cyn
White River	Green River to CO/UT line	
Colorado River	Grand/San Juan line to Canyonlands NP S. boundary	nearby to Indian Creek, Dark Canyon
*Colorado River	Castle Creek to Loma boat ramp	Westwater Cyn
*Dirty Devil River	Hwy. 24 bridge N. of Hanksville to Lake Powell	Dirty Devil, Fiddler Butte
Dolores River	Colorado R. to San Miguel R.	
*Grand Gulch	San Juan R. to Hwy 95 bridge	Grand Gulch
*Green River	Colorado R. to Range Creek	Desolation Cyn, Horseshoe Cyn N.
*Moqui Canyon	Lake Powell to source	Mancos Mesa
*Muddy Creek	Hwy 24 bridge N. of Hanksville to Hwy 10 bridge west of Moore	Muddy Creek, Crack Cyn
*Price River	Green R. to Hwy bridge	Turtle Cyn, Desolation Cyn
San Juan River	Lake Powell to US Hwy 60	near Grand Gulch and Road Cyn
*San Rafael River	Green R. to confluence of Cottonwood Cr. & Ferron Cr.	Sid's Mtn, Mexican Mountain
*White Canyon	Lake Powell to source	Cheesebox Cyn
Virgin River	Lake Mead to Hwy 17 near Hurricane UT	
*Birch Creek	Trout Creek to source	Deep Creek Mtns
*Trout Creek	Birch Creek to source	Deep Creek Mtns

KEY: * contiguous to or within a Wilderness Study Area (WSA)

8. Archaeological Resources in Wilderness Study Areas

The Utah Division of State History conducted an assessment of cultural resource values in wilderness study areas that are at risk due to illegal acquisition, damage due to vandalism and inadvertent damage by visitors using the wilderness area. The assessment concludes with four possible solutions to management of these cultural resources in wilderness areas.

The state Wilderness Subcommittee expresses concern over the present vulnerability of the irreplaceable cultural resources known and unknown within the state of Utah and concludes that something direct and positive must be done to adequately protect and preserve these valuable cultural resources for present and future generations. The following assessment is offered as a step in that direction.

July 9, 1986

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Dear Rod:

The wilderness management policy of the U.S. Department of the Interior dated September 24, 1981, indicates that archeological and historic sites are a unique part of the wilderness resource. The document states the legal background for management of archeological sites on all federal land.

There is also assurance provided in the wilderness legislation that the sites can be properly managed and in fact there will be plenty of opportunity for evaluation of resources. The indication is that normal procedures can be followed within the wilderness area for protecting the sites as outlined by the 1966 Historic Preservation Act and 36 CFR 800.

The problem arises in how wilderness will affect cultural resources and their potential vandalism. Most of Utah's cultural resources in wilderness areas will be protected by wilderness designation. Archeologists from all backgrounds agree that isolation and protection from development will enhance and preserve the resource.

There are, however, several wilderness areas in the Colorado Plateau area where commercial vandalism is so intense that this isolation approach brings up questions.

A unique part of Utah's cultural heritage is found in a remote area of the Colorado plateau of southeastern Utah, where archaeological sites remain remarkably preserved due to their isolation and the weather conditions of the southwest. These Native American sites have existed for hundreds of years without being affected by the movement of Euro-American peoples into the four corners area; however, it is important to consider the impact of a rapidly expanding population base.

The Anasazi (a Navajo word for "ancient ones") inhabited the four corners area of the United States from approximately the time of Christ until the 14th century. In Utah specifically, the people apparently inhabited the area from about 450 until 1275 A.D. The number of Anasazi were estimated to exceed a half million people in the San Juan River drainage, a surprising number of people considering the present population of Utah. It is believed that a great deal could be learned about how these people supported such a large population.

The Anasazi left thousands of houses, storage rooms, hunting camps, farmed areas and ceremonial habitations. Most of this physical evidence has decayed by natural process or has been vandalized by present populations that moved in to settle the area in the 19th century. There are, however, some dwellings that look much the same as when they were abandoned over 500 years ago. They are the oldest standing manmade structures in the state of Utah. These dwellings and storage areas utilize the natural protective capabilities of the canyon walls. They consist of one to five sleeping rooms, numerous storage areas, and one or two Kivas (ceremonial structures).

The locations of these sites are not identified here, an example of the archaeological community's preservation technique of isolation and secrecy to protect these and other important sites. However, this technique is becoming less effective due to population pressure. We need to look at what can be done in the future to preserve this valuable resource and still allow public access.

The canyons of southern Utah are beginning to feel the pressure of population influx. To preserve these sites and other selected areas, and at the same time facilitate public access to this cultural heritage, a great deal of thought and effort is needed. Presently these sites are under the administration of the Bureau of Land Management. There is some protection given by that agency. To better the situation, three steps should be implemented to preserve the sites: (1) survey and record, by measured drawings and archeological photographs, selected sites that are in good condition; (2) increase easements that would restrict negative development of the area; (3) improve adequate patrols to ensure the protection of the sites and better enforce the 1979 Archaeological Resource Protection Act passed specifically to strengthen the prosecution of site vandalism.

These preservation steps do not include a number of standard stabilization techniques. The intent is to maintain a resource that has been adequately preserved by good climate and isolation from man. Preserving the integrity of the area is difficult in a wilderness setting. There are two approaches: The first would be to use a hardline method of electronic surveillance, helicopters, and mechanized patrol to protect those sites. This would not fit well with the wilderness characteristics. The second solution would be to use softer methods, a horse patrol, to protect the sites, along with an extensive education program. This would fit better with the wilderness designation. The basic question is, what is best for the resource in the wilderness area? The archeological resources are only a small part of the wilderness designation, but in the case of those wilderness areas on Cedar Mesa, they are of prime importance, and extensive consideration should be given to the protection of those resources before a wilderness designation is made.

Solutions:

There are four possible solutions to management of cultural resources in relation to wilderness areas. (1) Designate the wilderness area and provide commitment to heavy horse and foot patrol to protect designated archeological areas, such as Grand Gulch. This could be characterized as a special interest management for a specific wilderness area. The patrols would consist of foot and horse patrols randomly scheduled in selected areas of the wilderness.

(2) Designate these special archeological areas as Areas of Critical Environmental Concern or Research Natural Areas. RNA may be the best designation, especially for Grand Gulch, Road Canyon, Fish Creek Canyon and Mule Canyon.

(3) Survey designated archeological areas to record in detail the data as it is and proceed with wilderness designation with no special patrols.

(4) Close the areas to all people to protect the resources. This extreme solution has been used in southern France with early rock art.

Sincerely,

James L. Dykman
Acting Preservation Development Coordinator

JLD:jrc:0917f

ECONOMIC ISSUES

GENERAL COMMENTS AND CRITERIA

The potential economic impacts of wilderness are indeed critical to the decisionmaking process. Local governments are concerned that wilderness will cause negative impacts to already stagnant and unstable economies. The state certainly would not support any action to disrupt the economic vitality of its rural counties. Although no one can be definitive about the economic impacts of wilderness, this report may shed some additional light on the subject.

It should be noted at the outset that this analysis is predicated on the same assumptions regarding water rights, buffer zones, air quality, state lands, etc. as the rest of the comments and recommendations of the state's Wilderness Subcommittee. If these assumptions do not hold, this analysis might not be valid.

Critical to any socioeconomic assessment of any project or proposal is the understanding of what constitutes a significant impact. Obviously, any change from the status quo will have some impact. However, in many instances, these impacts go unnoticed in the regional economy and are simply absorbed by the balance of economic activity. On the other hand, impacts from projects or policy actions can be disruptive to the economy and to the lifestyle of the particular area, either creating accelerated growth or creating downturns or stagnation. In either case, the impacts, if significant, need to be mitigated or perhaps even prevented.

Much has been written about what constitutes a "significant impact." In Colorado a policy was adopted some years ago which stated that if a project created a 10 percent change in population in a community during any one year, this would constitute a significant impact and the project sponsor would be required to implement impact mitigation.

During the early 1980s, the Utah Legislature passed amendments to the Resource Development Act, commonly referred to as S.B. 170. This bill defined a significant impact as follows. "To employ more than 500 people or to cause the population of an affected unit of local government to increase by more than 5 percent, the increase to include the primary work force of the facility and their dependents and the work force and dependents attributable to commercial and public service employment created by the presence of the facility." This 5 percent rule has been interpreted as being a 5 percent increase in any one year over and above the "baseline population" or what population is most likely in that particular year. Baseline employment and population projections are made annually by the Utah Office of Planning and Budget.

The creation of wilderness in Utah is not likely to create 500 new jobs or to create a 5 percent increase in population in any community in Utah. The creation of wilderness may create new jobs due to tourism but existing mining jobs or future mining jobs might be foregone. S.B. 170 does not specifically address what occurs in the case of a decrease in population or employment. We could, however, conclude that the intent of the legislation is that a 5 percent change in either direction constitutes a significant impact. Thus, if a 5 percent decrease in population or the loss of 500 jobs, in any

community, from the baseline situation were to occur, then the impact could be considered significant. It should be mentioned that in many small rural Utah communities a 5 percent change is not difficult to achieve. Any single economic event, such as a layoff or shutdown of a single firm could create this type of impact.

EMPLOYMENT IMPACTS

In Volume I of the DEIS, BLM concludes that "... existing employment levels would not be affected. Future employment levels in some communities (mainly in six counties) could be at least 5 percent less than without wilderness designation." These six counties include Carbon, Emery, Wayne, Garfield, Kane and Washington. A 5 percent change in employment would trigger a 5 percent change in population and subsequently would meet the implied definition of a significant impact, as described above, and might qualify for Utah's socioeconomic impact mitigation legislation (BLM makes no mention of this legislation in the DEIS). Upon further discussion, BLM clarified this as meaning that employment could be less than what might be expected if all the resources within the WSAs were developed. However, no determination has been made as to how, in fact, wilderness will affect the "baseline future projection", the scenario used to illustrate the most likely future and, therefore, to determine the significance of the impact. It is possible that the resources in the various WSAs would not likely be developed within the next 25 years and would, therefore, not affect the baseline whatsoever. Moreover, not enough is known about the quantity or quality of the natural resources within WSAs to make a concrete determination as to whether the overall supply of the resource would be affected to the extent that the baseline projection would be altered by 5 percent.

Given the available information, it is difficult to determine whether wilderness will create "significant" employment or population impacts anywhere in Utah. The employment and population impacts of wilderness are, at best, difficult or perhaps impossible to estimate; however, the following industry analysis may provide some additional insight.

The impacted region for this analysis includes the three Southern Utah multi-county districts, Southeast, Central and Southwest. No impact is anticipated in Sevier, San Pete, Beaver or Piute Counties. The impact is anticipated in 11 counties: Carbon, Emery, Grand, San Juan, Garfield, Kane, Wayne, Washington, Iron, Millard and Juab Counties. The Uintah Basin, which includes the largest share of Utah's oil and gas industry, as well as much of the tar sands resource, was not included in this analysis because under the proposed action no WSAs in Uintah County were included. It is unlikely that any area in the Uintah Basin would be impacted by BLM wilderness designation. Also, Tooele County could have some economic impact, however, this county was not included in the impact region because baseline employment projections for this county were not yet completed.

Oil and Gas

Oil and Gas employment in the impacted region in 1967 was 350. The industry peaked in 1981 at 1,061. In 1985 the level of employment had dropped to 567, its lowest level since 1975. Employment levels for 1986 will be even lower, as demonstrated by the current rig count. In 1981 an average of 68

rigs were busy searching for oil and gas in Utah. As of April 14, 1986, Utah's active rig count stood at six.

Projections using historical trends and national projections for this industry show total employment of 1,304 by the year 2010, an increase of 737 over the current level. These projections were completed prior to the recent drop in oil prices and if revised now would certainly show lower levels of future employment in this industry for the impacted region.

The industry, although projected to grow, is not projected to be a fast growing industry. The oil and gas industry is not projected to increase its share of total jobs in Southern Utah. It would not be difficult to achieve the 2010 projection which is only 243 employees more than the peak of 1981. It would appear, with known oil and gas reserves, that the designation of wilderness would not prohibit the achievement of this baseline projection for the year 2010. The DEIS generally concurs with this assertion. For example, the DEIS states that "... the projected amount of oil in Utah BLM WSAs (total estimated in-place resource) is less than four-tenths of 1 percent of the projected U.S. proven and indicated reserves and 12 percent of the estimated Utah proven and indicated reserves." In other words, it appears we could achieve the baseline projection by developing the other 88 percent of Utah's oil reserves.

However, if a higher development scenario is foreseen for the future, then perhaps it could be argued that wilderness designation would prohibit the attainment of that future. But it should be recognized that the probability of achieving a high scenario for oil and gas is not great, given world oil prices and the sometimes expensive nature of drilling for oil in Utah. If oil prices recover, it would appear that the baseline projection for this industry during the next 25 years is achievable with wilderness designation. If oil prices don't recover, the baseline will not be met nor will there be any growth in oil and gas development. This would also mean there would be no future demand for the oil and gas resources in the WSAs. Moreover, it appears to be evident from examining current and historical employment levels that oil and gas employment in this region is highly sensitive to world oil prices and not nearly as sensitive to local resource or land management issues.

At some point in time, maybe 50 years or maybe 200 years, the inability to explore and produce oil in the designated wilderness areas will perhaps decrease the level of employment under a baseline scenario. However, when or if this will occur is impossible to project with any accuracy. Also, wilderness designation may impact the distribution of oil and gas employment in the region as oil exploration companies search for other areas besides the WSAs to look for oil. Individual companies that hold oil and gas leases in the WSAs but do not have leases in other areas to explore for oil, could be negatively impacted.

There may be those few WSAs which do have development potential in the short-term future given favorable market conditions. It is essential that these areas be given close examination before they are designated wilderness. The Socioeconomic Team has recommended no action in some cases where industry has indicated good development opportunities.

Coal Mining

Coal mining consisted of 1,258 jobs in 1967 and grew to a peak of 5,089 in 1982. Most of the coal mining activity is in Carbon and Emery counties. Coal

mining declined to a low of 2,785 jobs in 1984. Recently, however, the industry has once again increased as coal is being mined and stockpiled for the IPP project.

Coal mining under a baseline scenario is projected to reach 6,622 jobs by 2010, more than doubling today's level, but only 1,600 jobs higher than the 1982 peak. As with the case of oil, ample resources exist to allow the region to achieve this projection even without those lands which are proposed to be designated wilderness. According to the Utah Energy Office, between 1890 and 1985, some 467,293,000 tons of coal have been mined in Utah. This is only 2 percent of the known reserves in the state.

It should be noted that most of the WSAs included in the proposed action contain relatively small coal resources. Substantial coal was known to exist in some of the WSAs studied earlier. They were not recommended by BLM for wilderness designation for this very reason. Some of the WSAs under BLM proposed action, however, do contain marketable coal. The DEIS states "... an estimated resource of up to 149.5 million tons of in-place coal resources in 10 WSAs (72.6 million tons recoverable) would be foregone with this alternative [The Proposed Action]. This would be about 2.3% of the estimated in-place coal reserves in Utah." Many of these WSAs were recommended for no action by the Socioeconomic Team for this very reason.

It would appear that wilderness designation would not prohibit the achievement of the baseline projection. However, as with the case of oil and gas, wilderness could decrease the maximum potential development, or could affect the very long-term development, although this type of development is not very likely.

Power Plant Development

Employment in the electrical power generation industry (Elec., Gas, and Sanitary Services in Table 5) in the impact region was 1,600 in 1985. This industry employed only 293 people in 1967. This has been one of the largest growth industries in the region, with the construction of the U. P. & L. power plants in Emery County and the IPP Plant in Millard County. This industry has been much more stable than the mining industries in the area, although recently power demand has decreased and some layoffs have occurred at U. P. & L. plants.

The industry is projected to continue to grow slightly over the next 25 years reaching 2,100 jobs in the year 2010. This increase is attributable to providing electrical power to a growing population in the region and some increases at existing power plants. No new power plants are planned at this time and, therefore, no new major electrical generation is included in the baseline projection. Wilderness designation is not likely to alter the baseline projection for this industry in this region.

U. P. & L. has, however, identified new power plant sites near or adjacent to several WSAs. These are sites which might be used at some point in the future and therefore could be impacted by wilderness designation. There is capacity to expand the Hunter plant to a fourth unit and double the capacity at IPP. These were both proposed at one time. These two projects could meet the projected needs for electrical power for some time into the future. However, as with the case of coal and oil and gas, at some time in the distant future, wilderness designation could alter the economic baseline of this industry.

It should also be mentioned that U. P. & L. is concerned about air quality and water issues with respect to several WSAs near its facilities which it believes could affect existing power generation. It is imperative that this issue be fully examined to insure that the current level of economic activity in this industry is not negatively impacted by wilderness designation. To reiterate, the operating assumptions of the wilderness subcommittee are that water rights and air quality would not be changed by wilderness designation.

Tar Sands

At present there is no commercial production of oil from tar sands in Utah or the U.S. Production occurs for research and experimental purposes only. The future of the tar sands industry at this point is uncertain. The industry has suffered over the past year from cutbacks in federal funding. Comparatively cheap sources of alternative energy also contribute to the industry's stagnation. The recent plunge in oil prices will perpetuate this stagnation. No employment from tar sands development is included in the baseline projection.

Under the proposed action alternative, five counties with tar sand reserves would be impacted. These are Garfield, Wayne, Emery, Carbon and Grand. Of these five, only Wayne, Garfield and Emery have medium to high energy potential. The DEIS states that, "Overall about 934 million barrels of in-place oil (280.9 million barrels recoverable) from estimated tar sands resources in these WSAs [Proposed Action] would be forgone. Since this would be only about 2 to 4% of the total estimated 23 to 45 billion barrels of in-place resources in Utah, it would not be a significant resource loss."

Because of the small percentage of total reserves located in the WSAs and the apparent downturn in the tar sands industry, wilderness designation will not likely cause a significant impact in the affected counties. Wilderness designation will not change the baseline projection for this industry, as no employment is projected, but could affect slightly the maximum development potential.

Uranium

The WSAs with a medium to high uranium mineral potential are located in eight counties: Washington, Kane, Garfield, Wayne, San Juan, Grand, Emery, and Carbon. According the DEIS, in the impacted area uranium/vandium mineral deposits (including hypothetical/speculative resources) make up only 0.4 percent of the total proven state reserves. Thus, the impacted region contains a very small percentage of total proven state reserves.

Employment in the uranium mining industry has been the major part of the metal mining sector. Although employment in Southern Utah for this sector grew rapidly through the latter part of the 1970s, growing from 1,008 in 1974 to a high of 2,074 in 1979, employment during the 1980s has experienced drastic reductions. Employment decreased from 1,998 in 1980 to 707 in 1985, a 64.6 percent decrease over a five-year period. The uranium industry nationwide has experienced a similar decline over the same period because of surpluses of uranium supply due to an over estimated demand for nuclear energy in the 1980s and safety concerns about nuclear power generation.

The employment level in the metal mining industry is projected to remain fairly constant throughout the 1990s and then experience a slow to moderate

level of growth through 2010. The 2010 projected level of employment is 988 or 39.7 percent higher than the 1985 level of 707.

Given the current amount of stockpiled uranium, the slow to moderate projected growth in the metal mining industry and the small amount of reserves located in WSAs, the likelihood of wilderness designation causing a significant impact to the uranium industry or the local economies involved is very low.

Trade and Services (Including Tourism)

All of the Southern Utah counties have experienced significant growth in the trade and service industries in the last two decades and are projected to continue to experience this growth through the year 2010. The trade and services industries contain most of the tourist related activities in this region.

Like the rest of the state, the trade and service industries are projected to increase their proportion of total employment. The continuing decline in the agriculture, mining, and manufacturing industries contributes to this trend.

Total employment in the Southern Utah trade industry in 1967 was 5,523. Ten years later, total employment had increased by 72.9 percent to 9,550. The 1985 level of employment was 11,939 and made up 20.5 percent of total employment. By 2010, employment is projected to be 21,172 or 23.9 percent of total employment.

Employment in the service industry follows a similar pattern. Service jobs in 1980 made up 10.7 percent of total employment. By 2010, service employment is expected to make up 16.7 percent of total employment.

These projections demonstrate that the trade and service sectors will become an increasingly important part of the Southern Utah economy. The trade and service industries made up 34.3 percent of total employment in Southern Utah in 1985. By 2010 their share is expected to increase to 40.5 percent. Because a large portion of the tourism industry is contained in the trade and service sector, wilderness designation will likely increase total employment in the trade and service sectors in Southern Utah. However, at this point it is difficult to determine how significant this increase will be.

In the DEIS BLM suggests that in many WSAs visitor days will increase. They estimate that each visitor will spend $4.10 per day. It should be noted that other studies have shown much higher values for wilderness visitor days. For example, a study conducted by Colorado State University entitled Wilderness Resource Economics: Recreation Use and Preservation Values, shows that Colorado residents paid $14.00 per visitor day for wilderness visits. Therefore, the potential benefit to the tourism industry may be higher than that estimated in the DEIS.

Agriculture

Agricultural activities in the impacted region have been an important part of the economic base since the area was originally settled. In fact, until recently, this industry was the dominant industry in the region. This importance has declined and is projected to continue to decline. Agricultural related employment, which includes farm proprietors, employees of farms and agricultural service employees, was 7,838 in 1967. In 1985 this employment

was 6,340, a 24 percent decline. In the year 2010 employment is projected to be 4,998, a 27 percent decline. This decline follows state and national trends. The problems of ranchers and farmers in the West and throughout the U.S. has been well publicized over the past few years. These farm jobs comprised 23 percent of all jobs in 1967. They now comprise only 11 percent and are projected to comprise only 5 percent of all jobs in the year 2010.

Grazing activities are the component of the agricultural industry which is of concern with respect to wilderness. The DEIS states that existing levels of grazing can continue after wilderness designation (no decrease in AUM's). Ranchers are concerned, however, that wilderness will make it more difficult to manage their grazing activities. If this is true, then there is the possibility that agricultural activities might decline faster than the baseline projections indicate. The DEIS may support this conclusion: "Eleven proposed reservoirs and 24,479 acres of proposed land treatments would be foregone resulting in a potential loss of 4317 additional AUMs and improved livestock distribution. Improvement costs in designated wilderness areas would increase." However, it would be difficult to determine whether this impact would exceed the 5 percent criteria in any community or county.

STATE AND LOCAL GOVERNMENT REVENUE IMPACTS

Although Utah's impact significance criteria only addresses population and employment impacts, it would perhaps be useful and valid to apply the 5 percent criteria to revenues in the impacted areas. For instance, the loss of federal mineral lease revenues is perhaps one of the largest economic impacts which occurs due to wilderness designation. This occurs as mineral leases expire or are not renewed due to wilderness designation. Therefore, if wilderness creates a 5 percent drop in revenues in any affected jurisdiction then we could conclude that the impact is significant.

It should be noted at this point that a major discrepancy exists in the analysis of the mineral lease impacts in the DEIS. In Volume I/Overview, the DEIS states a rental value of $1.52/acre for oil and gas leases, $3.00/acre for coal leases and $1.00/acre for geothermal leases. However, in Volumes II-VI, which contain the analyses of the individual WSAs, an estimated rental value of $3.00/acre was used for all lands when calculating the losses in mineral lease revenues from wilderness designation. This makes the total of estimated mineral lease revenue losses $3.6 million, while the state overview volume totals a statewide loss of $1.8 million. While in reality the total loss might be closer to $1.8 million as rentals do vary by type of lease, the individual WSA data will be utilized in this analysis because it is the only data available at the county level which is the important unit of analysis for socioeconomic impact. This will also ensure that a worse case scenario has been analyzed.

Under the proposed action alternative, a total of $3.6 million would eventually be lost in existing mineral lease revenues (M.L.R.) from the designation of the various wilderness areas proposed for the state. Another $1.1 million of potential mineral lease revenues could be lost, under the assumption that new lands would be leased if no wilderness were designated. The state of Utah is entitled to receive 1/2 of M.L.R. Therefore, the loss would be $1.8 million. The balance is retained by the federal government. If the loss in M.L.R. statewide is compared to all state revenues, it would be insignificant (under the 5 percent criteria). All mineral lease revenues and

the county in which they are collected are shown in Table 3. Also shown in this table are total revenues of each impacted county.

It might be interesting to compare the potential impacts of wilderness designation with the impacts created by market forces. The loss of M.L.R. due to wilderness designation is 5.3 percent of all mineral lease revenues collected in the state during FY 1985. However, the loss of M.L.R. due to wilderness designation is not nearly as severe as the impact of other occurrences in the market. For example, with the recent drop in oil prices, significant drops are being recorded in M.L.R. For FY 1987, M.L.R are currently being forecast at $26 million compared to $34 million collected in 1985, a drop of $8 million or 24 percent. Between these two periods, oil prices have dropped by $9 per barrel. Therefore, almost a million dollars in M.L.R. is lost each time oil prices drop one dollar. A $2 drop in oil prices per barrel would create the same fiscal impact statewide as does wilderness designation under the proposed action. Although the total amount of potential lost revenue from wilderness is not trivial, it should be kept in mind that the power of market forces is much more significant and often creates negative economic impacts on rural Utah.

As shown in Table 4 the largest portion of the losses in M.L.R. are now collected from Emery County, $636,539, followed by San Juan, $625,221 and Garfield, $584,718. This information for all impacted counties is shown in Table 4.

Of all mineral lease revenues from rents and royalties (bonuses are distributed in a different fashion) which flow to the state, 32.5 percent become available to local government through the Community Impact Account (CIA) which would amount to $587,736. Thus, wilderness designation would make $587,736 fewer funds available to local governments under the proposed action alternative. This could mean that funding would be lost for one or two major projects somewhere in the state. If potential revenues are included, an additional $182,335 would be lost. These amounts and the counties of collection where the loss would occur are shown in Table 5.

It might be interesting to compare the losses in available funds by county with actual allocations of M.L.R. through the CIA in 1985. This analysis is shown in column 1 of Table 6. This illustrates that the losses in revenues are a fairly large component of the CIA allocations which were received in 1985 for some counties. (It might have been more accurate to take a five-year average rather than a single year as CIA allocations by county do vary from year to year.) The largest impact would be in San Juan County where the losses are equal to 63 percent of the CIA allocations for San Juan County in 1985. This analysis obviously assumes that the revenues lost due to wilderness designation would flow back to the county of origin, which in practice is not always the case.

However, mineral lease revenues which are allocated to counties are only one source of county revenues. To determine if the revenue impacts are indeed significant with respect to the defined criteria, the losses should be compared with total county revenues. Total county revenues are shown in column 3 of Table 3. These data were taken from audited financial statements of each impacted county. This analysis is shown in Table 6, columns 3 and 4. This is the computation of losses in available mineral lease revenues as a percent of total county revenues. This analysis shows that in the instance of Wayne County the percentage exceeds the 5 percent significance criteria discussed earlier. Also, if the potential lost revenues are included, the

5 percent criteria would also be exceeded in Garfield and Kane counties. (It should be noted CIA allocations are not treated by counties as general revenues but are always received to fund a specific project, usually a capital improvement project.)

It should be pointed out that revenues of each city within each county are not included in this analysis. Cities are also eligible for CIA funds. Perhaps total city and county revenues should be analyzed. If this were done, the impacts would be smaller and no counties would meet the 5 percent significance criteria. This analysis then represents a worse case situation.

To conclude, the designation of wilderness would not create significant mineral lease revenue impacts statewide and in most counties. However, under the $3.00/acre assumption, assuming that the county governments of origin would lose CIA allocation due to wilderness designation and none would be lost by city governments, it could be argued that Wayne, Kane and Garfield counties would receive significant negative fiscal impacts from wilderness designation. This suggests that if the proposed action is implemented, some type of mitigation might be appropriate. Or, alternatively, the negative fiscal impacts may require lower levels of wilderness designation in Kane, Garfield and Wayne counties. It should be added that the assumptions under which this analysis is carried out as outlined above, are a worse case condition. Hence, it is also possible that significant fiscal impacts would not occur in these counties.

Some of the losses in local revenues due to forgon federal revenues from lapsed energy leases in wilderness areas will be balanced by increased revenues from new leases in WSAs not designated wilderness. The WSAs released from interim wilderness management will be available for new leasing activities. These new lease revenues will, at least in part, balance the losses from the unavailability of leases in designated wilderness areas. This issue was not discussed or developed for analysis in the DEIS but should be.

School Land Income

Much has been said about the impact of wilderness designation on state land income which flows to the state from rents from the leasing of state lands. The Division of State Lands and Forestry estimates that between 325,000 and 345,000 acres of state lands would be affected either as in-holdings or as lands adjacent to WSAs. Average rents from these lands are approximately $1.00/acre. If no exchanges were to occur on these lands and leases were relinquished, the state could lose $345,000. During the current fiscal year, $12 million is expected from state land income. This loss would comprise 2.9 percent of school land income. However, state land income comprises only 2.1 percent of the uniform school fund. Therefore, this potential loss in the uniform school fund would equal 0.05 percent (1/2 of 1/10 of one percent). Obviously this would be insignificant to the uniform school fund. It cannot be argued that wilderness designation can influence the quality of education in Utah. Also, there is the potential that land within or adjacent to WSA could be exchanged for other BLM lands and thus not affect state land income in any way. In fact, a major assumption of all comments and recommendations by the Wilderness Subcommittee is that this exchange will occur.

SURVEY OF LITERATURE CONCERNING ECONOMIC IMPACTS OF WILDERNESS

Considerable research has been done in the U.S. concerning the economic benefits and costs of wilderness designation. Although none of this research is directly related to Utah, some of this research might be useful to examine.

Economic Benefits of Wilderness Designation

Many researchers have concluded that wilderness is of value to the general public and therefore the public would be willing to pay for preservation. In a study done by Colorado State University[1] it was estimated that 2.5 million persons, 84.1 percent of Colorado's population, favor protection of wilderness and are willing to pay for wilderness preservation. This study concludes that Colorado households would be willing to pay $14 annually for 1.2 million acres of wilderness and $19 per year for 2.6 million acres of wilderness. The present value of annual benefits, including dollars spent on wilderness visits, was determined to be $1.5 billion for 1.2 million acres of wilderness. A planning period of 50 years was used for this analysis.

Other noted economists (Fisher and Krutilla)[2] contend that the real economic benefit from preservation of wilderness areas would rise over time compared to the benefit from alternative uses of these lands. This is due to the fact that wilderness environments are fixed in supply while the demand for the recreational use of wilderness continues to rise rapidly. Population growth in the West is expected to continue to grow rapidly and there will be substantial future growth in income and education levels as well as changes in age distributions.

Alternative forms of recreation will become more crowded and with more leisure time available the proportion of the population wishing to engage in wilderness-based recreation activities will increase throughout the U.S.

Fisher and Krutilla state that the supply of natural resources is also fixed, although the "known supply" worldwide continues to increase as new resources are found. Also, technological change increases productivity and introduces substitutes for goods produced from natural resources. Thus, they argue that the value of wilderness areas for recreational uses rises faster than the value for natural resource development uses.

[1] "Wilderness Resource Economics: Recreation Use and Preservation Values." Richard G. Walsh, Richard A. Gillman, and John B. Loomis. May 1981.

[2] The Economics of Natural Environments. John V. Krutilla and Anthony C. Fisher. John Hopkins University Press, Baltimore, Md. 1978.

Economic Costs of Wilderness Designation

The central issues with respect to economic costs of wilderness are the costs of foregone opportunities for development of natural resources. Although this has been discussed, in most cases the Utah baseline forecast for natural resources will probably not be modified, but a maximum development potential may be affected. Therefore, there could be a cost associated with this foregone development. A study published in Forest Science concludes that "... as wilderness base is increased an increasing amount of other commodities and services must be foregone. The resulting decreases in supply may be substantial enough to increase the prices per unit of some of the commodities and services which would be foregone."[3] In other other words, if a substantial amount of oil and gas throughout the West were locked up in wilderness, the result could be an increase in the price of oil, affecting all consumers. However, it is difficult to determine if this is in fact the case in Utah as little is known of the resources in the WSAs.

SURVEY OF LITERATURE CONCERNING ECONOMIC IMPACTS OF WILD AND SCENIC RIVERS

Economics of Wild and Scenic River Designation

Over the past few years several studies have been done which are concerned with Wild and Scenic River economics. Scientists at Colorado State University have asked Colorado residents to place a dollar value on wildland resources in two different contexts. In the late 70's, the value of wilderness was studied (see Footnote 1). In 1983, a study of the value of Wild and Scenic Rivers was conducted[4]. The report, released in 1985, found that the values of Wild and Scenic designation were multi-faceted. Both studies concluded that people were willing to pay not only for the use of the resource, but also would pay for preservation. Use values for eleven Colorado Wild and Scenic Study Rivers were estimated at about $18 per household, with nonuse preservation values estimated at $77 per year (option value, existence value, and bequest value). Thus, each household in Colorado would be willing to pay almost $100 annually for the benefits of Wild and Scenic River protection in Colorado. This translates to about $112 million per year for all households in the state. It is interesting and significant that the majority (81 percent) of the benefit is nonuse preservation value. These values are rarely added to the benefit side of a benefit-cost analysis of Wild and Scenic river consideration. Such an adjustment would probably lead to a larger allocation of wildland resources.

Are these results applicable to the situation in Utah? While these states may have a number of dissimilarities, there are a some points of similarity. For example, both Utah and Colorado are predominantly public land states, with significant amounts of land in Federal ownership. Both states also are very

[3] "Estimating Economic Costs of Allocating Land to Wilderness," J. Greg Jones, Forest Science Vol. 24 No. 3, 1978.

[4] Wild and Scenic River Economics: Recreation Use and Preservation Values. Walsh, Sanders, and Loomis. Colorado State University, 1985.

concerned about water issues. Regional differences in water availability are pronounced -- vast differences exist between a) Colorado's front range and the other areas of the state and b) Utah's northern region and southern region. Population settlement patterns share some similarities. A significant percentage of the populations of each state are found in relatively small geographic urban centers (Denver, Colorado Springs, Pueblo in Colorado -- the Wasatch Front and Washington County in Utah). This leaves a rather small population density for large areas of the states. The rural-urban dichotomy often leads to very different agendas. Another similarity may be found in the heavy reliance of these states on extractive and natural resource dependent industries, and on agriculture. It seems reasonable to conclude that the results of these Colorado studies are transferable to Utah.

CONCLUSIONS

From the preceding analysis it is evident that conclusions about the economic impacts are indeed difficult to draw. It appears that the baseline projections for most industries would not be affected. Agriculture might be negatively affected and trade and services (tourism) might be positively affected. It does not appear that the baseline population would be affected by a 5 percent increase or decrease. From the analysis of revenues, however, it would appear that three counties, Garfield, Kane, and Wayne might be significantly impacted under worst case assumptions.

Wilderness does have some economic benefits. Studies from other states have shown that people are willing to pay for wilderness preservation. As the demand for recreation grows, the value of recreational resources grows. This value may grow faster than the value for development purposes. However, the costs of wilderness include development opportunities foregone. It is impossible at this time to determine whether these benefits outweigh the costs of any wilderness alternative.

The level of wilderness identified in the proposed action may create significant economic impacts in some Southern Utah counties. If this level were reduced somewhat and if any WSAs included in the proposed action which have good mineral development were removed from consideration, it is the contention of this paper that the balance of the WSAs could be designated as wilderness areas without undue disruption to the local economies.

TABLE 1

SOUTHERN UTAH IMPACT REGION[1]
EMPLOYMENT BY SECTOR
1967-2010

SECTOR	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976
AGRICULTURE	7,703	7,481	7,305	6,889	6,789	6,390	6,339	6,329	6,664	6,506
AGRICULTURAL SERVICES	135	147	145	150	134	127	138	144	127	151
MINING	3,050	2,992	2,970	2,943	2,979	3,162	3,215	3,712	4,264	5,014
Coal Mining	1,258	1,162	1,258	1,361	1,428	1,546	1,694	1,925	2,439	3,021
Petro & Nat. Gas	350	323	299	250	278	357	343	521	466	569
Metal Mining	854	943	944	998	1,067	1,060	941	1,008	1,086	1,179
Non-Metal Non-Fuel Mining	588	564	469	334	206	199	237	258	273	245
CONSTRUCTION	1,375	1,481	1,439	1,470	1,570	2,190	2,720	2,380	2,450	3,140
MANUFACTURING	2,939	2,965	3,260	3,380	3,450	3,700	4,000	3,990	4,080	4,310
TCPU[2]	624	602	557	573	595	610	641	654	696	746
Railroad Transportation	331	311	265	280	295	282	288	289	279	277
Elec., Gas & Sani Services	293	291	292	293	300	328	353	365	417	469
TRADE	5,523	5,797	6,034	6,160	6,540	7,160	7,520	7,840	8,350	9,090
FIRE[3]	523	552	549	610	700	830	900	1,000	1,040	1,050
SERVICE	3,165	3,274	3,542	3,380	3,560	3,640	3,870	3,970	4,110	4,390
GOVERNMENT	9,364	8,295	8,904	8,500	8,750	8,970	8,910	9,050	9,440	9,810
TOTAL	34,401	33,586	34,705	34,055	35,067	36,779	38,253	39,069	41,221	44,207

SOURCES: U.S. BUREAU OF ECONOMIC ANALYSIS, UTAH DEPARTMENT OF EMPLOYMENT SECURITY, STATE OFFICE OF PLANNING & BUDGET

1 Includes all of the Six County, Southeast, and Five County MCD's. However, wilderness impacts are not anticipated in Sevier, Sanpete, Beaver or Piute Counties.

2 TCPU -- Transportation, Communications, and Public Utilities

3 FIRE -- Finance, Insurance, and Real Estate

TABLE 1 (CON'T)

SOUTHERN UTAH IMPACT REGION[1]
EMPLOYMENT BY SECTOR
1967-2010

SECTOR	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986
AGRICULTURE	6,485	6,855	6,511	6,723	6,528	6,625	6,483	6,207	6,153	6,073
AGRICULTURAL SERVICES	171	199	205	199	233	275	272	133	150	159
MINING	5,505	5,866	7,231	7,565	7,548	7,458	5,125	4,470	4,317	5,003
Coal Mining	3,118	3,143	4,241	4,542	4,528	5,089	3,121	2,785	2,829	3,251
Petro & Nat. Gas	732	718	717	824	1,061	894	925	821	567	856
Metal Mining	1,425	1,801	2,074	1,998	1,765	1,309	930	705	707	735
Non-Metal Non-Fuel Mining	230	204	199	201	194	166	149	159	214	161
CONSTRUCTION	3,620	3,600	3,560	3,490	3,570	3,410	3,700	4,770	6,780	5,539
MANUFACTURING	4,190	4,380	4,290	4,100	3,950	3,760	3,890	4,230	4,354	4,543
TCPU[2]	873	986	1,081	1,134	1,205	1,285	1,414	1,527	1,738	1,877
Railroad Transportation	290	265	247	244	238	213	203	154	138	154
Elec. Gas & Sani. Services	583	721	834	890	967	1,072	1,211	1,373	1,600	1,723
TRADE	9,550	10,270	10,110	10,010	10,360	10,590	10,680	11,360	11,939	12,102
FIRE[3]	1,160	1,290	1,470	1,560	1,560	1,480	1,430	1,530	1,667	1,719
SERVICE	4,710	5,000	5,310	5,690	6,410	6,550	6,790	7,480	8,020	8,994
GOVERNMENT	10,470	12,750	12,400	12,530	12,080	12,120	12,660	12,970	13,085	13,394
TOTAL	46,734	51,196	52,168	53,001	53,444	53,553	52,444	54,677	58,203	59,403

SOURCES: U.S. BUREAU OF ECONOMIC ANALYSIS, UTAH DEPARTMENT OF EMPLOYMENT SECURITY, STATE OFFICE OF PLANNING & BUDGET

1 Includes all of the Six County, Southeast, and Five County MCD's. However, wilderness impacts are not anticipated in Sevier, Sanpete, Beaver or Piute Counties.

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TABLE 1 (CON'T)

SOUTHERN UTAH IMPACT REGION[1]
EMPLOYMENT BY SECTOR

1967-2010

SECTOR	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
AGRICULTURE	5,992	5,914	5,836	5,782	5,728	5,675	5,623	5,571	5,517	5,464
AGRICULTURAL SERVICES	172	182	193	197	200	204	207	211	215	218
MINING	5,299	5,612	5,937	6,169	6,348	6,533	6,726	6,923	7,089	7,201
Coal Mining	3,514	3,797	4,102	4,243	4,386	4,536	4,691	4,850	4,945	5,042
Petro & Nat. Gas	873	892	910	943	978	1,012	1,050	1,088	1,101	1,114
Metal Mining	750	760	760	817	817	817	817	817	874	874
Non-Metal Non-Fuel Mining	162	163	165	166	167	168	168	168	169	171
CONSTRUCTION	3,890	3,554	3,681	3,809	3,919	4,046	4,175	4,308	4,433	4,547
MANUFACTURING	4,685	4,803	4,928	5,085	5,263	5,462	5,681	5,931	6,091	6,251
TCPU[2]	1,879	1,883	1,888	1,909	1,925	1,943	1,960	1,977	1,999	2,021
Railroad Transportation	154	154	154	154	154	154	154	154	154	154
Elec, Gas & Sani Services	1,725	1,729	1,734	1,755	1,771	1,789	1,806	1,823	1,845	1,867
TRADE	12,404	12,791	13,195	13,622	13,982	14,424	14,850	15,294	15,719	16,074
FIRE[3]	1,757	1,812	1,872	1,930	1,976	2,035	2,089	2,146	2,202	2,246
SERVICE	9,205	9,466	9,731	10,026	10,252	10,520	10,781	11,051	11,330	11,554
GOVERNMENT	13,597	13,858	14,037	14,249	14,431	14,643	14,845	15,043	15,240	15,363
TOTAL	58,880	59,875	61,298	62,778	64,024	65,485	66,937	68,455	69,835	70,939

SOURCES: U.S. BUREAU OF ECONOMIC ANALYSIS, UTAH DEPARTMENT OF EMPLOYMENT SECURITY, STATE OFFICE OF PLANNING & BUDGET

1 Includes all of the Six County, Southeast, and Five County MCD's. However, wilderness impacts are not anticipated in Sevier, Sanpete, Beaver or Piute Counties.

2 TCPU -- Transportation, Communications, and Public Utilities

3 FIRE -- Finance, Insurance, and Real Estate

TABLE 1 (CON'T)

SOUTHERN UTAH IMPACT REGION[1]
EMPLOYMENT BY SECTOR

SECTOR	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
AGRICULTURE	5,411	5,359	5,307	5,254	5,201	5,148	5,096	5,045	4,991	4,938
AGRICULTURAL SERVICES	222	224	229	232	235	239	242	246	250	253
MINING	7,313	7,429	7,546	7,722	7,843	7,969	8,095	8,224	8,411	8,545
Coal Mining	5,140	5,241	5,344	5,449	5,556	5,665	5,776	5,890	6,006	6,125
Petro & Nat Gas	1,127	1,141	1,154	1,167	1,180	1,194	1,207	1,221	1,234	1,248
Metal Mining	874	874	874	931	931	931	931	931	988	988
Non-Metal Non-Fuel Mining	172	173	174	175	176	179	181	182	183	184
CONSTRUCTION	4,669	4,795	4,926	5,057	5,188	5,320	5,456	5,599	5,731	5,855
MANUFACTURING	6,418	6,953	6,758	6,931	7,080	7,229	7,381	7,537	7,701	7,842
TCPU[2]	2,046	2,069	2,094	2,114	2,134	2,153	2,173	2,194	2,211	2,229
Railroad Transportation	154	154	154	154	154	154	154	154	154	154
Elec, Gas & Sani Services	1,892	1,915	1,940	1,960	1,980	1,999	2,019	2,040	2,057	2,075
TRADE	16,464	16,859	17,272	17,692	18,096	18,497	18,904	19,340	19,756	20,140
FIRE[3]	2,298	2,350	2,407	2,471	2,530	2,586	2,645	2,708	2,764	2,810
SERVICE	11,797	12,044	12,300	12,576	12,835	13,095	13,361	13,642	13,909	14,155
GOVERNMENT	15,563	15,770	16,009	16,300	16,618	16,985	17,357	17,747	18,127	18,495
TOTAL	72,201	73,852	74,848	76,349	77,760	79,221	80,710	82,282	83,851	85,262

SOURCES: U.S. BUREAU OF ECONOMIC ANALYSIS, UTAH DEPARTMENT OF EMPLOYMENT SECURITY, STATE OFFICE OF PLANNING & BUDGET

1 Includes all of the Six County, Southeast, and Five County MCD's. However, wilderness impacts are not anticipated in Sevier, Sanpete, Beaver or Piute Counties.

2 TCPU -- Transportation, Communications, and Public Utilities

3 FIRE -- Finance, Insurance, and Real Estate

TABLE 1 (CON'T)

SOUTHERN UTAH IMPACT REGION[1]
EMPLOYMENT BY SECTOR
1967-2010

SECTOR	2007	2008	2009	2010
AGRICULTURE	4,885	4,833	4,781	4,730
AGRICULTURAL SERVICES	257	260	264	268
MINING	8,681	8,821	8,962	9,107
Coal Mining	6,245	6,638	6,494	6,622
Petro & Nat. Gas	1,261	1,276	1,290	1,304
Metal Mining	988	988	988	988
Non-Metal Non-Fuel Mining	187	189	190	193
CONSTRUCTION	5,974	6,112	6,245	6,388
MANUFACTURING	7,979	8,130	8,277	8,429
TCPU[2]	2,244	2,262	2,280	2,298
Railroad Transportation	154	154	154	154
Elec, Gas & Sani Services	2,090	2,108	2,126	2,144
TRADE	20,507	20,926	21,345	21,772
FIRE[3]	2,846	2,903	2,950	3,006
SERVICE	14,391	14,655	14,920	15,189
GOVERNMENT	18,833	19,236	19,612	20,008
TOTAL	86,597	88,138	89,636	91,195

SOURCES: U.S. BUREAU OF ECONOMIC ANALYSIS, UTAH DEPARTMENT OF EMPLOYMENT SECURITY, STATE OFFICE OF PLANNING & BUDGET

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2 TCPU -- Transportation, Communications, and Public Utilities

3 FIRE -- Finance, Insurance, and Real Estate

SOUTHERN UT EMPLOYMENT 1967-2010

TRADE, SERVICE, F.I.R.E. & GOVERNMENT

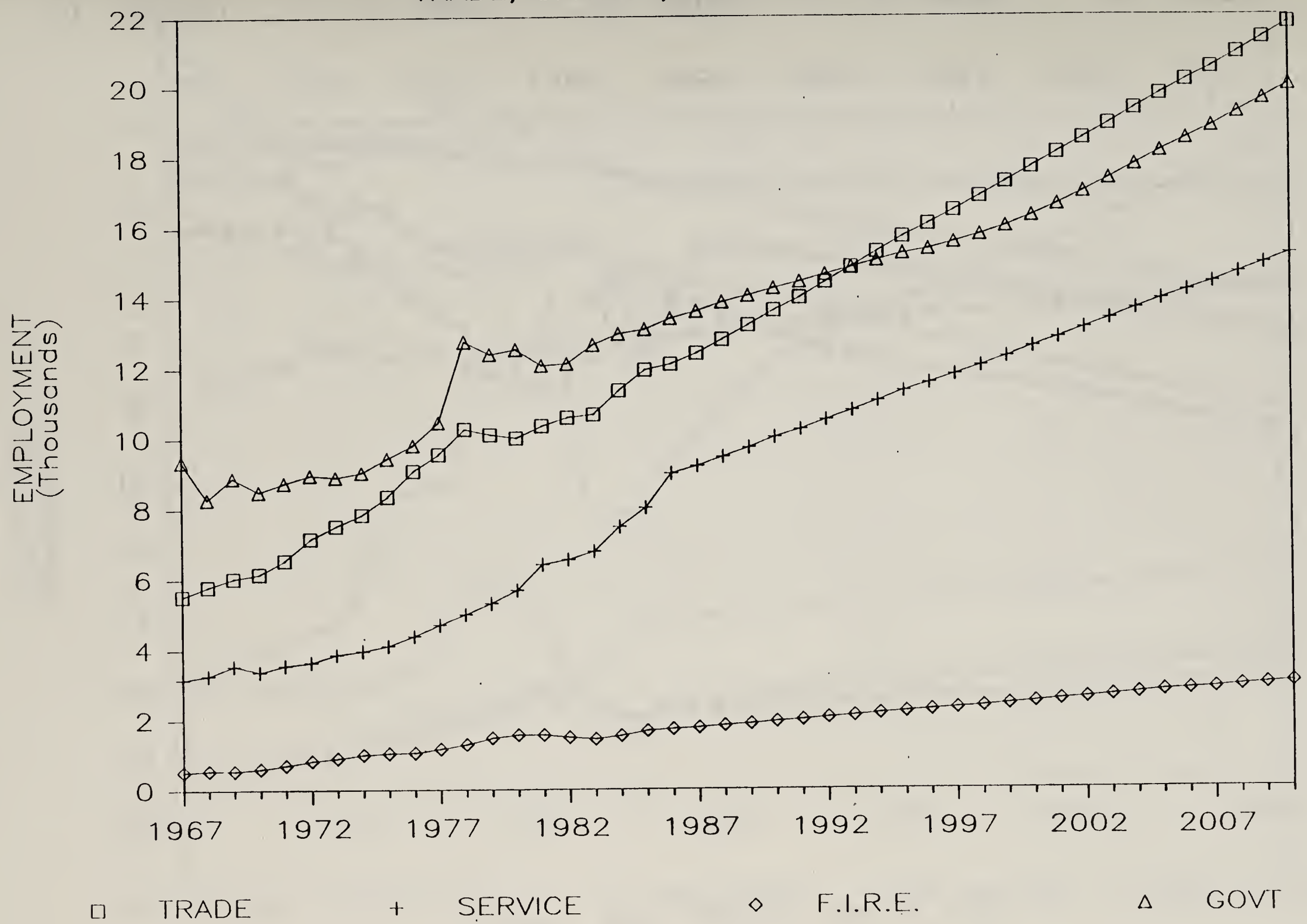
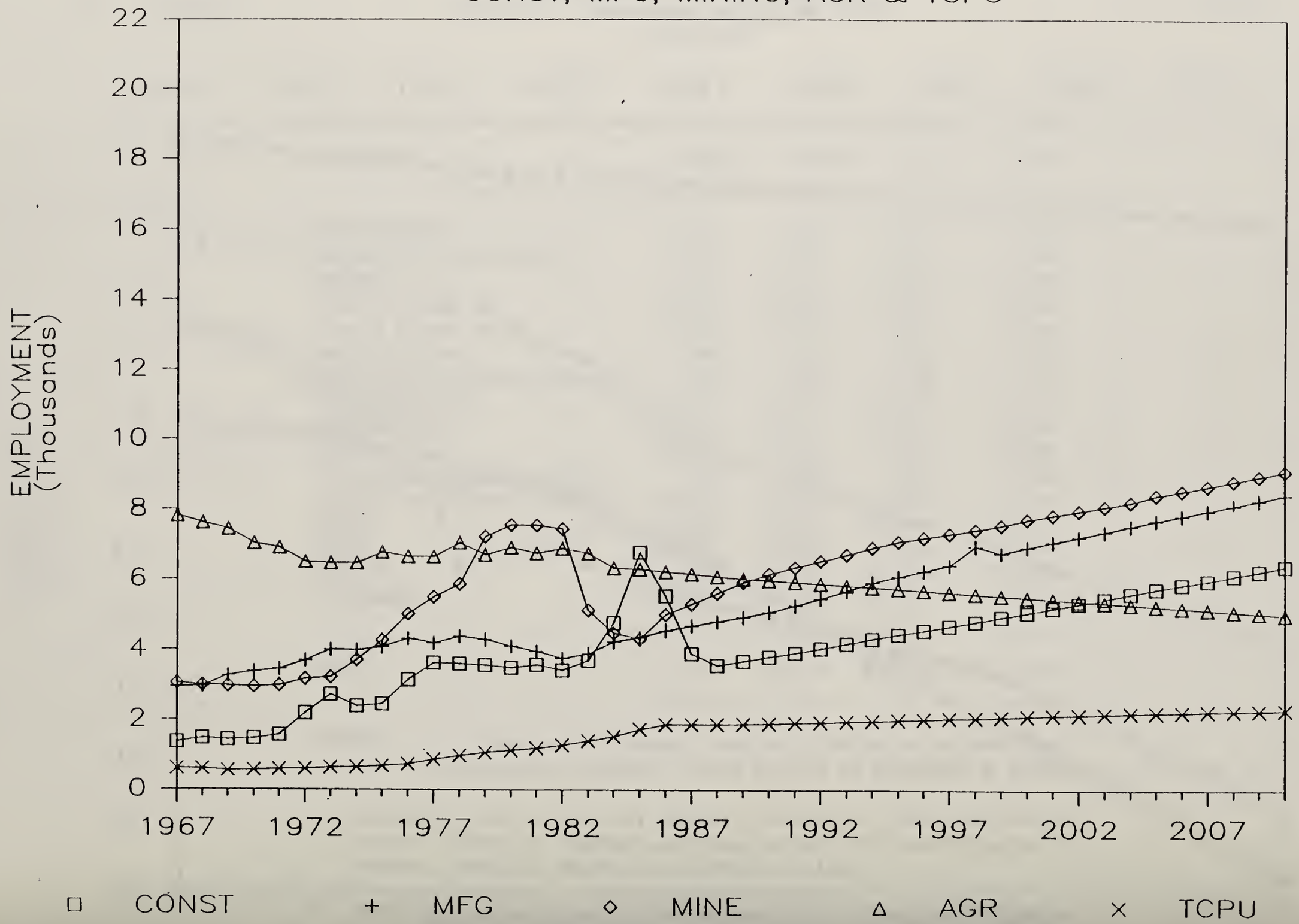


FIGURE 2

SOUTHERN UT EMPLOYMENT 1967–2010

CONST, MFG, MINING, AGR & TCPU



SOUTHERN UT EMPLOYMENT 1967 2010

IMPACTED INDUSTRIES BY 2 DIGIT SIC

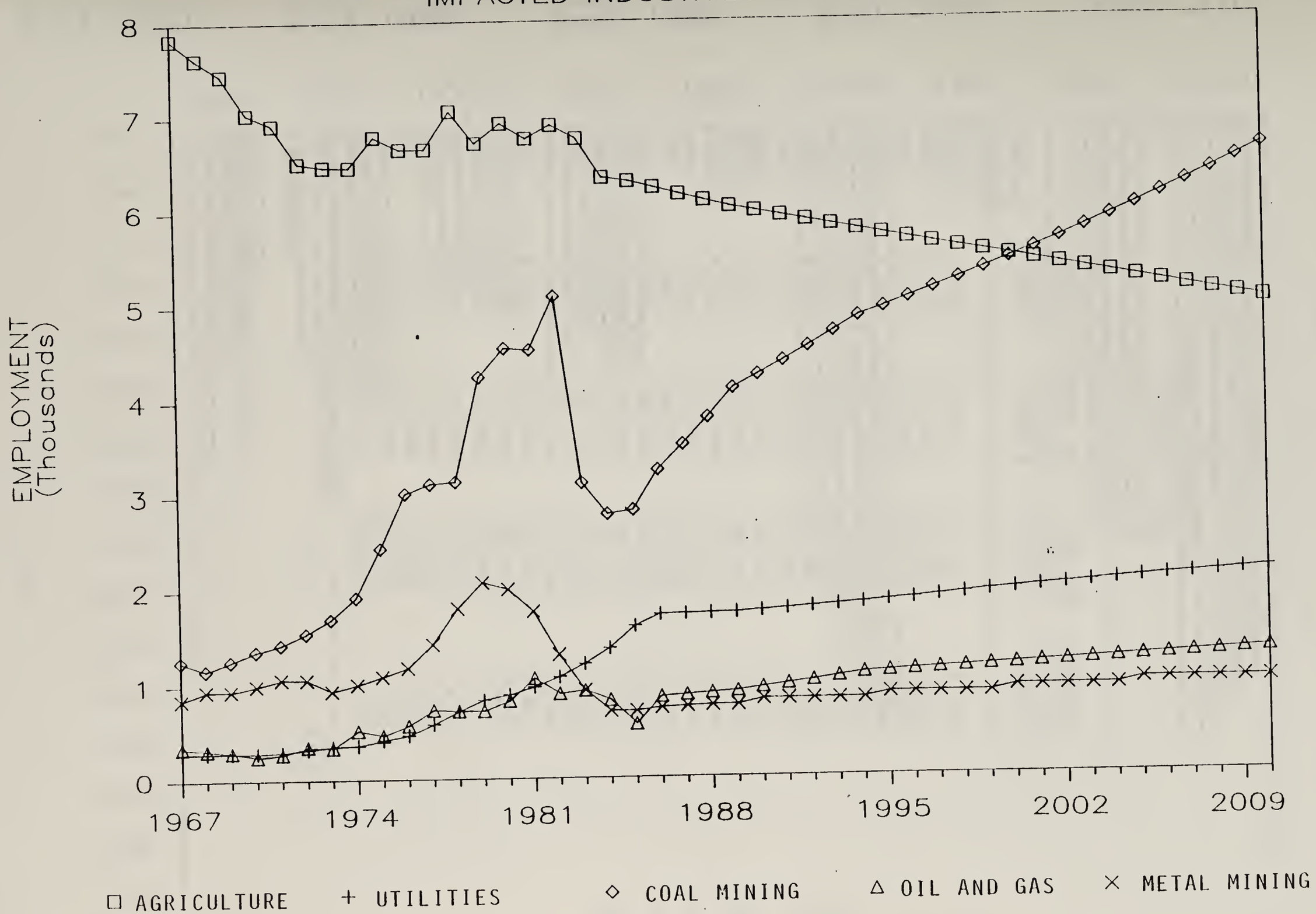


FIGURE 4

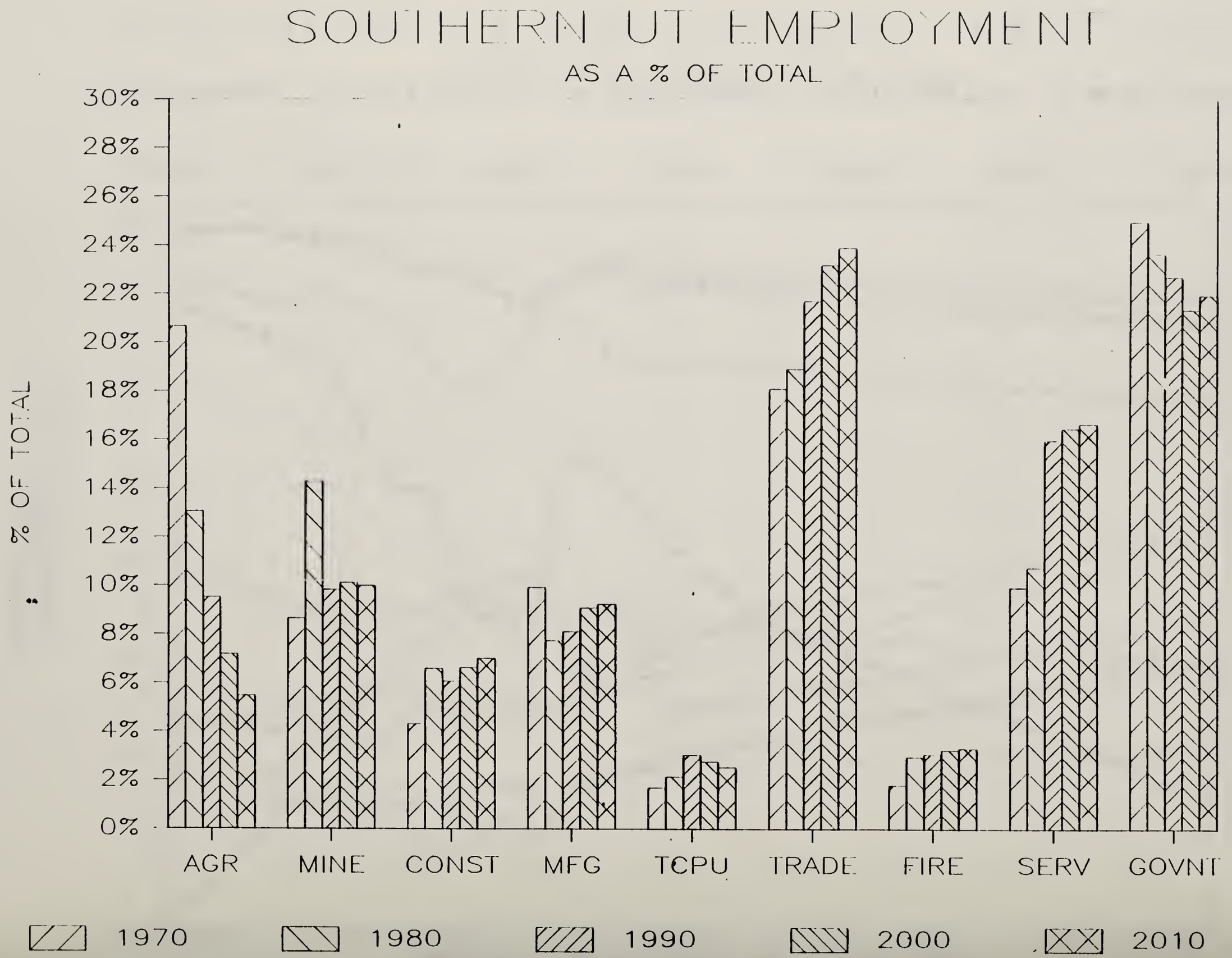

SOUTHERN UT EMPLOYMENT
AS A % OF TOTAL
% OF TOTAL
30%
28%
26%
24%
22%
20%
18%
16%
14%
12%
10%
8%
6%
4%
2%
0%
AGR
MINE
CONST
MFG
TCPU
TRADE
FIRE
SERV
GOVNT
1970
1980
1990
2000
2010

TABLE 2

UTAH
ANNUAL PRODUCTION
PHYSICAL UNITS

YEAR	COAL THOUSANDS TONS	CRUDE OIL THOUSANDS BARRELS	NAT GAS MILLIONS CUB FT	URANIUM THOUSANDS POUNDS
1960	4,955	37,594	46,193	6,539
1961	5,159	33,118	47,875	6,160
1962	4,297	31,027	58,834	5,492
1963	4,359	33,435	70,253	5,526
1964	4,720	28,575	65,690	6,029
1965	4,992	25,298	62,688	2,160
1966	4,635	24,012	55,769	1,254
1967	4,175	24,022	49,059	1,287
1968	4,316	23,481	46,111	1,712
1969	4,657	23,255	45,460	1,140
1970	4,733	23,366	42,475	1,635
1971	4,626	23,628	43,569	1,445
1972	4,802	26,510	39,460	1,496
1973	5,650	32,544	42,715	1,961
1974	6,046	39,363	50,522	1,862
1975	6,937	40,025	55,354	2,015
1976	7,968	34,284	57,416	2,408
1977	8,838	33,114	51,574	2,458
1978	9,253	31,368	52,749	2,813
1979	12,096	27,728	48,968	2,801
1980	13,629	24,978	49,941	2,397
1981	14,205	24,965	68,529	4,487
1982	16,912	22,966	93,537	2,895
1983	11,829	31,045	96,933	1,372
1984	12,323	35,837	168,614	858
1985*	12,522	40,997	204,056	NA

* Estimates

SOURCE: UTAH ENERGY OFFICE

TABLE 3

MINERAL LEASE AND TOTAL REVENUES
BY COUNTY

COUNTY	M.L.R. COLLECTED FY 1985	M.L.R. RECEIVED THROUGH CIA ALLOCATIONS FY 1985	TOTAL REVENUES CY 1984
Beaver	457,621	0	1,528,907
Box Elder	232,693	0	--
Cache	85,215	0	--
Carbon	3,184,915	4,749,000	8,653,880
Daggett	347,616	392,000	--
Davis	73	0	--
Duchesne	1,381,222	1,773,032	--
Emery	3,762,587	1,030,420	9,179,488
Garfield	1,094,684	1,649,000	1,981,555
Grand	2,256,906	140,000	2,536,648
Iron	383,577	2,783,000	3,497,724
Juab	349,328	0	3,202,691
Kane	471,530	0	1,511,783
Millard	754,178	990,000	7,966,711
Morgan	14,755	0	--
Piute	92,255	13,675	--
Rich	61,715	160,000	--
Salt Lake	12,623	0	--
San Juan	4,581,273	160,360	8,343,386
Sanpete	465,040	265,307	--
Sevier	1,425,427	77,562	--
Summit	518,408	26,666	--
Tooele	405,695	315,000	5,356,275
Uintah	10,033,913	2,096,000	8,914,969
Utah	170,017	0	--
Wasatch	64,730	0	--
Washington	264,291	70,000	4,779,705
Wayne	295,223	127,000	828,184
Weber	30,904	0	--
SUB TOTAL	33,198,414	16,818,022	68,281,906
UNALLOCATED	991,333	390,500	
GRAND TOTAL	34,189,747	17,208,522	

SOURCES: UTAH DEPT. OF COMMUNITY AND ECONOMIC DEVELOPMENT AND UTAH STATE AUDITORS OFFICE AUDITED FINANCIAL STATEMENTS

TABLE 4

PROPOSED ACTION ALTERNATIVE
LOSSES IN TOTAL MINERAL LEASE REVENUES

COUNTY	ACTUAL	POTENTIAL
Beaver	18,555	16,224
Carbon	132,435	41,577
Emery	636,539	221,003
Garfield	584,718	64,830
Grand	219,827	137,417
Iron	12,750	549
Juab	138,288	149,357
Kane	427,274	143,016
Millard	267,073	169,768
San Juan	625,221	42,657
Tooele	68,759	23,286
Washington	125,999	6,639
Wayne	359,399	105,738
TOTAL	3,616,837	1,122,061

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS

TABLE 5

PROPOSED ACTION ALTERNATIVE
LOSSES IN MINERAL LEASE REVENUES
AVAILABLE TO LOCAL GOVERNMENTS*

COUNTY	ACTUAL	POTENTIAL
Beaver	3,015	2,636
Carbon	21,521	6,756
Emery	103,438	35,913
Garfield	95,017	10,535
Grand	35,722	22,330
Iron	2,072	89
Juab	22,472	24,271
Kane	69,432	23,240
Millard	43,399	27,587
San Juan	101,598	6,932
Tooele	11,173	3,784
Washington	20,475	1,079
Wayne	58,402	17,182
TOTAL	587,736	182,335

* Amounts available to Local Governments are calculated by first multiplying by 0.5 to determine the amount that the State receives. Of this amount, 32 1/5 percent then becomes available to Local Governments through the Community Impact Account (CIA).

SOURCE: UTAH BLM STATEWIDE WILDERNESS BLM DRAFT EIS

TABLE 6

PROPOSED ACTION ALTERNATIVE

COUNTY	LOSSES IN AVAILABLE M.L.R. AS A % OF 1985 CIA ALLOCATIONS		LOSSES IN AVAILABLE M.L.R. AS A % OF TOTAL COUNTY REVENUES	
	ACTUAL	POTENTIAL	ACTUAL	POTENTIAL
Beaver	--	--	0.20%	0.17%
Carbon	0.45%	0.14%	0.25%	0.08%
Emery	10.04%	3.49%	1.13%	0.39%
Garfield	5.76%	0.64%	4.80%	0.53%
Grand	25.52%	15.95%	1.41%	0.88%
Iron	0.07%	.00%	0.06%	.00%
Juab	--	--	0.70%	0.76%
Kane	--	--	4.59%	1.54%
Millard	4.38%	2.79%	0.54%	0.35%
San Juan	63.36%	4.32%	1.22%	0.08%
Tooele	3.55%	1.20%	0.21%	0.07%
Washington	29.25%	1.54%	0.43%	0.02%
Wayne	45.99%	13.53%	7.05%	2.07%

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS AND UTAH DEPT. OF COMMUNITY AND ECONOMIC DEVELOPMENT

TABLE 7

SOUTH-CENTRAL REGION WSA
LOSS OF MINERAL LEASE REVENUE
IN DOLLARS

WSA	ALL WILDERNESS ACTUAL	ALL WILDERNESS POTENTIAL	PARTIAL WILDERNESS ACTUAL	PARTIAL WILDERNESS POTENTIAL	PROPOSED ACTION ACTUAL	PROPOSED ACTION POTENTIAL
WAYNE						
MT. ELLEN-BLUE HILLS	156,512	NOT GIVEN	124,562	NOT GIVEN	124,562	NOT GIVEN
BULL MOUNTAIN	10,620	NOT GIVEN	—	—	10,620	NOT GIVEN
DIRTY DEVIL	105,000	78,000	—	—	105,000	78,000
HORSESHOE CANYON	93,240	23,160	86,040	21,960	86,040	21,960
FRENCH SPRING-HAPPY CANYON	60,766	13,484	28,215	4,782	28,215	4,782
FREMONT GORGE	7,620	NOT GIVEN	—	—	NO ACTION	ALTERNATIVE
TOTAL	433,759	114,644	238,817	26,742	354,437	104,742
GARFIELD						
FIDDLER BUTTE	195,220	23,580	84,570	13,530	84,570	13,530
MT. PENNELL	148,680	74,220	55,680	26,220	55,680	26,220
MT. HILLERS	60,000	NOT GIVEN	51,000	9,000	51,000	9,000
LITTLE ROCKIES	13,440	NOT GIVEN	—	—	13,440	NOT GIVEN
BULL MOUNTAIN	24,780	NOT GIVEN	—	—	24,780	NOT GIVEN
MT. ELLEN-BLUE HILLS	63,928	NOT GIVEN	50,878	NOT GIVEN	50,878	NOT GIVEN
FRENCH SPRING-HAPPY CANYON	614	136	285	48	285	48
TOTAL	506,661	97,936	242,413	48,798	280,633	48,798
TOTAL FOR ALL COUNTIES	940,420	212,580	481,230	75,540	635,070	153,540

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS

TABLE 8

SOUTH-WEST REGION WSA
LOSS OF MINERAL LEASE REVENUES
IN DOLLARS

WSA	ALL WILDERNESS ACTUAL	ALL WILDERNESS POTENTIAL	PARTIAL WILDERNESS ACTUAL	PARTIAL WILDERNESS POTENTIAL	PROPOSED ACTION ACTUAL	PROPOSED ACTION POTENTIAL
WASHINGTON						
COUGAR CANYON	47,190	714	—	—	NO ACTION ALTERNATIVE	
RED MOUNTAIN	47,940	6,810	46,140	6,210	46,140	6,210
COTTONWOOD CANYON	29,700	4,290	30,000	NOT GIVEN	30,000	NOT GIVEN
LAVERKIN CREEK CANYON	1,320	381	—	—	1,320	381
DEEP CREEK CANYON	3,360	NOT GIVEN	—	—	3,360	NOT GIVEN
CANAAN MOUNTAIN	81,545	NOT GIVEN	42,315	NOT GIVEN	42,315	NOT GIVEN
RED BUTTE	2,364	48	—	—	2,364	48
THE WATCHMAN	0	0	—	—	0	0
TAYLOR CREEK CANYON	0	0	—	—	0	0
GOOSE CREEK CANYON	0	0	—	—	0	0
BEARTRAP CANYON	0	0	—	—	0	0
TOTAL	213,419	12,243	118,455	6,210	125,499	6,639
KANE						
NORTH FORK VIRGIN RIVER	2,400	720	—	—	2,400	720
ORDERVILLE CANYON	900	4,350	—	—	NO ACTION ALTERNATIVE	
PARUNUWEAP CANYON	83,307	1,500	33,207	300	83,307	1,500
CANAAN MOUNTAIN	8,065	NOT GIVEN	4,185	NOT GIVEN	4,185	NOT GIVEN
MOQUITH MOUNTAIN	43,770	720	—	—	NO ACTION ALTERNATIVE	
MUD SPRING CANYON	42,484	51,180	—	—	NO ACTION ALTERNATIVE	
PARIA-HACKBERRY	266,316	11,190	53,850	NOT GIVEN	53,850	NOT GIVEN
THE COCKSCOMB	26,115	4,125	11,850	NOT GIVEN	11,850	NOT GIVEN
WAHWEAP	351,633	158,142	98,802	93,078	98,802	93,078
BURNING HILLS	201,579	167,721	—	—	NO ACTION ALTERNATIVE	
DEATH RIDGE	143,820	97,601	—	—	NO ACTION ALTERNATIVE	
CARCASS CANYON	NOT GIVEN	NOT GIVEN	—	—	NO ACTION ALTERNATIVE	
SCORPION	66,510	12,076	20,630	438	20,630	438
ESCALANTE CANYONS	NOT GIVEN	2,280	—	—	NOT GIVEN	2,280
FIFTY MILE MOUNTAIN	328,950	112,350	152,250	45,000	152,250	45,000
TOTAL	1,565,849	623,955	374,774	138,816	427,274	143,016
GARFIELD						
THE BLUES	55,350	58,590	—	—	NO ACTION ALTERNATIVE	
MUD SPRING CANYON	61,136	73,650	—	—	NO ACTION ALTERNATIVE	
DEATH RIDGE	80,898	54,901	—	—	NO ACTION ALTERNATIVE	
PHIPPS DEATH-HOLLOW	31,200	NOT GIVEN	20,775	NOT GIVEN	20,775	NOT GIVEN
STEEP CREEK	48,225	17,463	39,180	15,870	39,180	15,870
NORTH ESCALANTE	281,400	8,000	236,500	NOT GIVEN	236,500	NOT GIVEN
CARCASS CANYON	NOT GIVEN	NOT GIVEN	—	—	NO ACTION ALTERNATIVE	
SCORPION	24,600	4,466	7,630	162	7,630	162
TOTAL	582,809	217,070	304,085	16,032	304,085	16,032

TABLE 8 (CON'T)

SOUTH-WEST REGION WSA
LOSS OF MINERAL LEASE REVENUES
IN DOLLARS

WSA	ALL WILDERNESS ACTUAL	ALL WILDERNESS POTENTIAL	PARTIAL WILDERNESS ACTUAL	PARTIAL WILDERNESS POTENTIAL	PROPOSED ACTION ACTUAL	PROPOSED ACTION POTENTIAL
IRON						
SPRING CREEK CANYON	12,750	549	—	—	12,750	549
TOTAL	12,750	549	—	—	12,750	549
TOTAL FOR ALL COUNTIES	2,374,827	853,817	797,314	161,058	869,608	166,236

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS

TABLE 9

EAST-CENTRAL REGION WSA
LOSS OF MINERAL LEASE REVENUES
IN DOLLARS

WSA	ALL WILDERNESS ACTUAL	ALL WILDERNESS POTENTIAL	PARTIAL WILDERNESS ACTUAL	PARTIAL WILDERNESS POTENTIAL	PROPOSED ACTION ACTUAL	PROPOSED ACTION POTENTIAL
EMERY COUNTY						
SAN RAFAEL REEF	126,750	46,920	—	—	126,750	46,920
CRACK CANYON	60,585	15,420	—	—	60,585	15,420
MUDDY CREEK	4,800	26,040	—	—	4,800	26,040
DEVILS CANYON	18,750	10,080	—	—	NO ACTION ALTERNATIVE	
SIDS MOUNTAIN	42,480	30,480	42,480	30,480	42,480	30,480
MEXICAN MOUNTAIN	105,816	10,584	84,653	8,467	84,653	8,467
TURTLE CANYON	56,793	16,956	56,559	NOT GIVEN	56,793	16,956
DESOLATION CANYON	188,232	69,234	215,820	67,756	215,820	67,756
TOTAL	604,206	225,714	399,512	106,703	591,881	212,039
CARBON COUNTY						
JACK CANYON	11,760	6,720	—	—	NO ACTION ALTERNATIVE	
DESOLATION CANYON	115,506	42,485	132,435	41,577	132,435	41,577
TOTAL	127,266	49,205	132,435	41,577	132,435	41,577
GRAND COUNTY						
FLOY CANYON	NOT GIVEN	NOT GIVEN	53,805	15,615	53,805	15,615
COAL CANYON	66,000	52,524	—	—	NO ACTION ALTERNATIVE	
SPRUCE CANYON	840	44,100	—	—	NO ACTION ALTERNATIVE	
FLUME CANYON	29,595	37,605	—	—	NO ACTION ALTERNATIVE	
WESTWATER CANYON	1,440	89,787	570	75,177	570	75,177
DESOLATION CANYON	124,062	45,632	142,245	44,657	142,245	44,657
TOTAL	221,937	269,648	196,620	135,449	196,620	135,449
UINTAH COUNTY						
WINTER RIDGE	12,168	26,292	NOT GIVEN	NOT GIVEN	NO ACTION ALTERNATIVE	
DANIELS CANYON	6,528	960	—	—	NO ACTION ALTERNATIVE	
TOTAL	18,696	27,252	0	0	0	0
TOTAL FOR ALL COUNTIES	972,105	571,818	728,567	283,729	920,936	389,065

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS

TABLE 10

WEST-CENTRAL REGION WSA
LOSS OF MINERAL LEASE REVENUES
IN DOLLARS

WSA	ALL WILDERNESS ACTUAL	ALL WILDERNESS POTENTIAL	PARTIAL WILDERNESS ACTUAL	PARTIAL WILDERNESS POTENTIAL	PROPOSED ACTION ACTUAL	PROPOSED ACTION POTENTIAL
TOOELE						
NORTH STANSBURY MOUNTAINS	31,440	NOT GIVEN	30,000	NOT GIVEN	30,000	NOT GIVEN
CEDAR MOUNTAINS	151,500	NOT GIVEN	—	—	NO ACTION ALTERNATIVE	
DEEP CREEK MOUNTAINS	65,670	23,286	38,759	23,286	38,759	23,286
TOTAL	248,610	23,286	68,759	23,286	68,759	23,286
JUAB						
FISH SPRINGS	163,900	203,000	106,576	130,304	106,576	130,304
ROCKWELL	27,450	NOT GIVEN	—	—	NO ACTION ALTERNATIVE	
DEEP CREEK MOUNTAINS	53,730	19,053	31,712	19,053	31,712	19,053
TOTAL	245,080	222,053	138,288	149,357	138,288	149,357
MILLARD						
SWASEY MOUNTAIN	110,350	132,000	66,862	83,176	66,862	83,176
HOWELL PEAK	74,400	NOT GIVEN	44,400	NOT GIVEN	44,400	NOT GIVEN
CONGER MOUNTAIN	61,200	NOT GIVEN	—	—	NO ACTION ALTERNATIVE	
NOTCH PEAK	125,310	16,590	65,220	7,290	65,220	7,290
KING TOP	221,670	32,640	153,372	5,760	NO ACTION ALTERNATIVE	
WAH WAH MOUNTAINS	175,761	NOT GIVEN	90,591	79,212	90,591	79,212
TOTAL	768,691	181,230	420,445	175,438	267,073	169,678
BEAVER						
WAH WAH MOUNTAINS	35,999	NOT GIVEN	18,555	16,224	18,555	16,224
TOTAL	35,999	NOT GIVEN	18,555	16,224	18,555	16,224
TOTAL FOR ALL COUNTIES	1,298,380	426,569	646,046	364,305	492,674	358,545

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS

TABLE 11

SOUTH-EAST REGION WSA
LOSS OF MINERAL LEASE REVENUES
IN DOLLARS

WSA	ALL WILDERNESS ACTUAL	ALL WILDERNESS POTENTIAL	PARTIAL WILDERNESS ACTUAL	PARTIAL WILDERNESS POTENTIAL	PROPOSED ACTION ACTUAL	PROPOSED ACTION POTENTIAL
SAN JUAN						
MANCOS MESA	154,320	NOT GIVEN	138,360	15,960	138,360	15,960
GRAND GULCH	169,001	NOT GIVEN	0	0	169,001	NOT GIVEN
ROAD CANYON	152,610	NOT GIVEN	133,020	NOT GIVEN	133,020	NOT GIVEN
FISH CREEK CANYON	133,200	NOT GIVEN	101,337	NOT GIVEN	101,337	NOT GIVEN
MULE CANYON	16,770	930	—	—	16,770	930
CHEESEBOX CANYON	27,000	19,200	—	—	NO ACTION ALTERNATIVE	
DARK CANYON	0	14,220	0	14,220	NO ACTION ALTERNATIVE	
BUTLER WASH	25,740	18,750	—	—	25,740	18,750
BRIDGER JACK MESA	10,530	5,340	—	—	10,530	5,340
INDIAN CREEK	20,610	NOT GIVEN	—	—	20,610	NOT GIVEN
BEHIND THE ROCKS	9,853	1,677	—	—	9,853	1,677
TOTAL	719,634	60,117	372,717	30,180	625,221	42,657
GRAND						
BEHIND THE ROCKS	11,567	1,968	—	—	11,567	1,968
MILL CREEK CANYON	10,518	18,822	—	—	NO ACTION ALTERNATIVE	
NEGRO BILL CANYON	6,780	15,990	—	—	NO ACTION ALTERNATIVE	
LOST SPRING CANYON	11,640	NOT GIVEN	—	—	11,640	NOT GIVEN
TOTAL	40,505	36,780	0	0	23,207	1,968
EMERY						
HORSESHOE CANYON NORTH	44,658	8,964	—	—	44,658	8,964
TOTAL	44,658	8,964	—	—	44,658	8,964
WAYNE						
HORSESHOE CANYON NORTH	4,962	996	—	—	4,962	996
TOTAL	4,962	996	—	—	4,962	996
TOTAL FOR ALL COUNTIES	809,759	106,857	372,717	30,180	698,048	54,585

SOURCE: UTAH BLM STATEWIDE WILDERNESS DRAFT EIS

APPENDICES

LETTER FROM MIKE CHRISTENSEN TO AGENCY DIRECTORS

116 State Capitol Building
Salt Lake City, UT 84114
Telephone 801-533-5245

office of planning and budget

Norman H. Bangerter, Governor Dale C. Hatch, C.P.A., J.D., Director Michael E. Christensen, Ph.D., Deputy Director

October 9, 1985

Dear (each member agency of RDCC received a letter):

Wilderness review is again before the state. The Bureau of Land Management is currently preparing a statewide environmental impact statement that will be used in making wilderness suitability recommendations for BLM administered lands in Utah. In addition to BLM's EIS, several conservation groups are preparing separate proposals that will identify their preferences for wilderness land designation.

The state's review of these important documents will be conducted through the Resource Development Coordinating Committee--to insure wide agency participation and public notification of the state's wilderness review efforts. To directly address the issue of wilderness a subcommittee of the RDCC will be formed. Chauncey Powis has been selected as the chairman of the new committee. As to subcommittee membership, I am requesting that each RDCC member agency head designate an appropriate individual to serve on the Wilderness Subcommittee. You may wish to keep your agency's representative that served on the prior wilderness committee (that worked with, but was not a subcommittee of, RDCC) given their familiarity with wilderness issues. The most important criteria however, is an individual who will be an active participant on the subcommitee, and can serve in both a technical and policy capacity.

In order to begin the state's review in a timely manner, the subcommittee needs to begin preliminary meetings in November. Please notify me as to your chosen representative by October 21st. If you have any question about this next phase of the state's participation in wilderness review, don't hesitate to call.

Sincerely,

Michael E. Chistensen
Deputy Director

MEC/jd

cc: Ruth Ann Storey
Chauncey Powis

RUTH ANN STOREY'S COMMENTS TO SUBCOMMITTEE
(Excerpted from June 13, 1986, subcommittee minutes)

RUTH ANN STOREY, GOVERNOR'S OFFICE

There has been some concern expressed about the recent statements made by the Governor and also the resolution which was passed by the legislature. Ruth Ann distributed the testimony that the Governor gave at the BLM Wilderness Hearing. She stressed the very last paragraph of that statement in that the Governor is going to continue to be involved in the process. Before the Governor can support areas going into wilderness designation he is going to have to be convinced that it is in the best national interest and in the best interest of the citizens of the state. This is not inconsistent with his initial statement. He feels that the congressional review has been mandated by Congress. We need to be active participants in that review.

Ruth Ann advised that the Governor's statement at the BLM hearing be considered as his position on wilderness. The Governor is more anti wilderness than he is pro wilderness, but he is willing to take a look at it.

Rod noted that one thing the Subcommittee has discussed in the past was the need to establish the state's consensus on the wilderness issue. One of the ways that the Governor could feel he was representing the best interest of the people would be through the assessment of what the population values in terms of wilderness, what they would like to see. There were some perhaps less than fully scientific polls conducted in the past which showed a clear majority in favor of more wilderness in the state. Having some more up-to-date knowledge on a poll, broken down by counties, would help us in trying to establish that standard of proof that the Governor wants in terms of what he would support and how he would support it. Ruth Ann and Mike meet this morning with Brad Barber and he is going to move forward to do some kind of public opinion poll.

Ruth Ann noted that the Utah Congressional delegation does not see a wilderness bill being filed anytime in the near future. For the most part their feeling is that there won't be a wilderness bill filed for several years. There is some discussion running around in Washington that someone outside of the Utah delegation may go ahead and file a wilderness bill without the delegation's support.

Additionally, the delegation requested that the state not take a specific acre posture. The reason being they don't want to be locked in to a negotiating posture at this point in time. They would prefer to not have the state take a position of X million acres or whatever it would be. The Governor does not want the Subcommittee to recommend to him an X acre position. He would like to see an analysis of each potential WSA in which all of the factors are considered stopping short of saying this area should or should not be in wilderness.

Before any decision is made Ruth Ann would like to sit down with the Subcommittee and review it before the draft stage. Milo noted that we will find those WSAs that have both high wilderness values and conflicts. There will also be a big block in the middle that will have resource conflicts associated with them and moderate wilderness values. Ruth Ann says realistically those are going to be the negotiating ones. When the

Subcommittee gets to the point where they can identify the various WSA "types" she would like to go over them with the Subcommittee and take them to the Governor before a document is formally transmitted to the Governors Office. This is a little bit different than RDCC normally operates, the Governor's office normally receiving a final work product for review. On wilderness she would rather work with the Subcommittee along the way.

Ruth Ann talked to the State Land Board and their interest, because of their trust responsibilities, is a little different than a general interest in the issue. They have formed a wilderness subcommittee to review wilderness lands from the standpoint of their impact on the trust. That is appropriate and welcome. They should direct that information to you through Karl Kappe or they can submit it directly to the Governors Office. That effort is going on simultaneously.

In terms of retaining state lands in wilderness areas, the Governor sent a letter sometime ago indicating that the State would follow the policy of exchanging out state sections in designated areas within 180 days. The Land Board has a few problems with that. In terms of trading in or out of WSA's prior to designation the Governor's office would agree that we shouldn't do that. Until there has been a determination as to whether or not it will go into wilderness it is better to not exchange at this point in time. The question is once it is formally designated as wilderness how do you approach state school sections. The Land Board has a problem with exchanging out in every instance and thinks that there might be some reason why we would want to maintain some of those sections. A lot depends on how BLM will interpret the Wilderness Act in allowing access and developme.. r those section. The Governor is sending a letter at the request of the l .d Board asking how the BLM will interpret the rights of access to those lands. For the meantime the Subcommittee can operate under the assumption that the state will exchange out upon designation -- knowing they may receive recommendations from the Land Board recommending retention in some instances.

Milo indicated that in some of the areas the resources could better be protected or just as well protected with some other type of designation. Also that with boundary adjustments some WSAs would be more acceptable because conflicts would be eliminited. The Governor's office is interested in knowing these aspects where relevant.

GOVERNOR BANGERTER's TESTIMONY TO BUREAU OF LAND MANAGEMENT
SALT LAKE CITY, UTAH, MAY 15, 1986

BLM Wilderness Hearing
Governor Norman H. Bangerter
May 15, 1986

I appreciate the opportunity to appear before you this evening and express my position on the BLM Wilderness Draft Environmental Impact Statement. First, I would like to commend the Bureau of Land Management for the work that has gone into this draft statement. In particular, I would like to compliment Roland Robison, the state director of the BLM, for tackling this difficult issue and providing these public hearings so that our citizens can make public comment. I realize that this is the final hearing and that many people have provided you with input over the last few days, so I will keep my remarks brief and to the point.

Utah is a state of many unique and varied resources. Our people, from the days of the early pioneers, have relied on the land for both their livelihoods and their enjoyment. I have always believed that the people of this state choose to live here because it is the only place on earth where they can have the variety of experiences that can be enjoyed within our borders. For some of our people that includes the opportunity to make a living off of the land by raising livestock and agricultural products. For others, it is the recreational uses of camping, fishing, or hiking. For still others, it means economic vitality based on the extraction of minerals from the earth. The uses of our land and resources in Utah are as diverse as the citizens themselves.

Management of these lands and resources has not always been an easy task. The greatest majority of land in this state is owned by federal, state, or local governments. We are a public lands state in the truest sense of the word. The various landlords have not always had a consistent approach to land management. Some of these lands are managed for a single use. This requires a judgment that one use is of higher value than all others. I believe the more successful managers have adopted a multiple use concept, where various uses are balanced with each other to provide benefit for all.

This brings me to the subject of proposed BLM wilderness. I cannot support the locking up of more of our lands into single use designation. This state already has many acres in Forest Service Wilderness designation, national parks and military withdrawals. The BLM wilderness study areas are currently managed as wilderness areas. I believe that these lands could be carefully managed as multiple use areas with recognition of their unique values as examples of the type of terrain that existed in this state before it was inhabited by people. I do not acknowledge that those goals are mutually exclusive. I do believe that multiple uses can coexist, with proper management, on the same lands for maximum benefit.

My opposition to further wilderness is also based on the disturbing trend that allows single use lands such as wilderness areas to impact the surrounding lands although they are not part of the wilderness designation. We have seen activities on lands adjacent to Forest Service wilderness areas controlled because of possible impact on those areas. I cannot support the creation of de facto buffer zones around wilderness areas. Unfortunately, the

trend is to allow the impact of the wilderness designation to exceed beyond its actual boundaries. The Colorado case of Sierra Club vs. Block that establishes reserved water rights for wilderness areas is another example of the effect that those areas can have on surrounding lands. If that case is allowed to stand, it could have an adverse impact on our ability to develop and utilize our water. In an arid state such as Utah, the ability to develop our water resources is critical to our economic future.

I recognize that Congress has mandated wilderness review in the Wilderness Act. The state is reviewing the documents and will submit detailed comments to the BLM. I fully intend to be actively involved in the process. I feel that I must take the position that before I could support any acre being given wilderness designation, it must be proved to me that the designation is in the national interest and in the best interest of the people of the state. I would encourage the BLM to consider carefully the competing values of the lands under study, whether those values are agricultural, recreational, or mineral. I believe that the citizens of the state of Utah would be better served by careful and prudent management of those lands under multiple use principles.

Thank you.

UTAH LEGISLATURE'S JOINT RESOLUTION ON WILDERNESS

OPPOSITION TO FURTHER WILDERNESS

DESIGNATION RESOLUTION

1986

SECOND SPECIAL SESSION

Enrolled Copy

S. C. R. No. 1 By Ivan M. Matheson

A CONCURRENT RESOLUTION OF THE LEGISLATURE STATING OPPOSITION TO ANY FURTHER DESIGNATION OF WILDERNESS AREAS IN UTAH; AND ASKING CONGRESS TO MODIFY THE FEDERAL LAND MANAGEMENT POLICY ACT.

Be it resolved by the Legislature of the state of Utah, the Governor concurring therein:

WHEREAS, the Bureau of Land Management (BLM) embarked in 1978 on a study of 20 million acres administered by the Utah Bureau of Land Management to determine if these acres should be designated as wilderness areas;

WHEREAS, the BLM's draft environmental impact statement (DEIS) lists seven alternatives, six of which recommend designating new wilderness areas in the state;

WHEREAS, the BLM has proposed as its preferred alternative that 54 of the 82 areas studied, representing 1.9 million acres be designated as wilderness areas;

WHEREAS, the BLM's preferred alternative would hamper economic development in Southern Utah and preclude economic vitality by withdrawing almost two million acres of land from multiple use sustained yield;

WHEREAS, Utah already has a vast amount of land in its five national parks, Park Service or Forest Service recreation areas, Department of Defense bombing and gunnery ranges, and Indian reservations, that are designated as single use areas and cannot be developed or follow the multiple use concept;

WHEREAS, 800,000 acres have already been designated as forest service wilderness in Utah;

WHEREAS, the reserved water right decision rendered in a Colorado district court mandates a reserved water right to any designated wilderness area, thereby jeopardizing water rights on other public lands and on privately held property if new wilderness areas are designated;

WHEREAS, by designating these areas wilderness areas, the state will be unable to service these lands, or build roads to make these areas accessible to tourists or industry;

WHEREAS, utility lines and pipelines to service vast areas of Southern Utah will not be built if these lands are designated as wilderness areas;

WHEREAS, the BLM's DEIS does not reflect the most current, state-of-the-art energy and mineral data provided to the BLM by industry over the last several years, meaning that minerals evaluation and assessment information within the statement is faulty and unreliable for determining the mineral potential of the wilderness study areas;

WHEREAS, the DEIS indicates that approximately 50% of the potential oil and gas resources in the wilderness study areas, and 40% to 50% of

the locatable minerals would be forever lost to the state, which loss would adversely impact mineral and energy production in an area of the state that desperately needs new development;

WHEREAS, revenues from developable natural resources in these proposed wilderness areas will be lost, thus denying much-needed revenue that could help pay for the education of our children, the state's most precious resource;

WHEREAS, local economies are delicately crafted and balanced by wise use of available natural resources and respect for the land;

WHEREAS, local and state economies are heavily dependent and necessarily protected under multiple use sustained yield;

WHEREAS, the BLM has established a public comment period, with public hearings throughout the state to be held in May and written comment to be received by August 15; and

WHEREAS, it is imperative that the Legislature of the state of Utah make its position known on wilderness designation in Utah.

NOW, THEREFORE BE IT RESOLVED that the Legislature of the state of Utah, the Governor concurring therein, is opposed to any further designation of wilderness in Utah.

BE IT FURTHER RESOLVED that this Legislature strongly disagrees with the Colorado district court decision rendered in Sierra Club v. Block (the so-called reserved water right decision), as being counter to the interests of the West, this state, and its citizens.

BE IT FURTHER RESOLVED that the Utah Legislature urges Congress to modify the Federal Land Management Policy Act to exclude any state with greater than 30% federal ownership from the provisions of the 1964 Wilderness Act.

BE IT FURTHER RESOLVED that the Legislature urges the State Land Board not to trade any state sections out of any BLM wilderness study area.

BE IT FURTHER RESOLVED that a copy of this resolution be prepared and sent to the director of the Division of State Lands, the members of the Utah State Land Board, the director of the State Bureau of Land Management, the director of the Federal Bureau of Land Management, the members of Utah's congressional delegation, the President of the United States Senate, the Speaker of the United States House of Representatives, and the chairmen of the United States House and Senate Interior Committees, and the chairman of the United States Senate Committee on Energy and Natural Resources.

RECENT NEWSPAPER EDITORIALS ON WILDERNESS

opinion

DESERET NEWS
Founded June 15, 1850 Salt Lake City, Utah

Don't quit on wilderness, keep future options open

A resolution opposing any further designation of wilderness areas in Utah easily passed both houses of the Legislature's special session this week in an act of provincial short-sightedness. It should have been rejected out of hand.

There is room for reasonable disagreement on wilderness areas, how much, where, and if certain tracts should be included. There is a wide gap between the 5.1 million acres most wilderness proponents urge and the 1.9 million acres the Bureau of Land Management recommends. But to call for no additional wilderness at all is so foreign to good public policy — and so far from what is going to happen — that it can only make the Legislature look ridiculous.

Gov. Norman H. Bangerter should muster the good sense and political courage to refuse to sign the resolution.

The anti-wilderness resolution had the backing of the Utah Petroleum Association, some agricultural organizations, and many public officials in the southeast part of the state. It was given unanimous vote of approval this week by the Salt Lake Area Chamber of Commerce board of directors. The latter action is incomprehensible.

Basically, the argument the resolution makes is that the BLM's acre wilderness proposal takes too much land a state that already has other wilderness, five national parks, various recreation areas, military gunnery ranges, and Indian reservations designated as single use areas.

The resolution says land should be kept open for carefully controlled multiple use and that failure to do so would hurt already economically deprived areas in southern Utah. In addition, it says the wilderness proposals would permanently lock up valuable mineral and energy resources.

Even though it was approved by the legislature, the resolution does not have the force of law. It urges Congress to exclude any state with greater than percent federal ownership from the 1964 Wilderness Act. About three-quarters of Utah is federally owned.

Such a proposal takes a very narrow view. Utah happens to have some of the best undeveloped areas in the nation. It is national policy to save as much of that acreage in its pristine condition as possible.

Moreover, protection of such lands will become increasingly valuable in bringing tourist dollars to Utah as the years go by.

Certainly, Utah cannot become one huge national park or wilderness area, but today's development and today's dollars need to be weighed carefully against preservation for future generations.

In any case, the amount of wilderness is not overwhelming. Among all the Western states, only Nevada has less wilderness than Utah with its present 800,000 acres. In some states, a single wilderness tract is bigger than all such existing areas in Utah. Idaho's River of No Return wilderness is one example.

With addition of the BLM plan, Utah would have 2.7 million acres of wilderness, putting it about in the middle of the Western states. The other states and their wilderness are: New Mexico (1.5 million acres), Arizona (1.9 million), Oregon (2.0 million), Washington (2.5 million), and Colorado (2.6 million). But Utah would still have less than Wyoming (3.0 million), Montana (3.4 million), Idaho (3.8 million), and California (6.0 million).

However, all the other Western States have additional BLM wilderness proposals or are in the process of drafting such plans, so their numbers will expand, too.

It's true that Utah has other kinds of land already set aside, including five national parks — more than any state except California. But Utah national parks are relatively small compared to some in the West.

For example, all of Utah's national parks, all of its national monuments, and all its national recreation areas taken together are smaller than Yellowstone National Park in Wyoming. The five Utah national parks all together add up to about the same size as Yosemite National Park in California and are smaller than Grand Canyon National Park in Arizona.

Utah is not really being picked on in setting aside wilderness lands. The sensible thing is to keep future options open. The merits of any specific proposal can be debated, but let's not seek to just automatically prohibit any more wilderness.

Wed., PM/Thur., AM
May 14-15, 1986

MAY 18 1985

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OGDEN STANDARD-
EXAMINER
Ogden, Utah

A-17

Wrong to oppose wilderness plans

Gov. Norman Bangerter's decision to embrace the Legislature's opposition of further wilderness design on public land in Utah is distinctly lacking in vision position to what is, after all, a very conservative Bure Land Management proposal, is perplexing.

Bangerter announced Thursday that he could not port the BLM preliminary Utah wilderness pro which calls for almost two million acres of federally nated wilderness. His announcement follows on the of a concurrent resolution passed overwhelmingly by houses of the Legislature to oppose BLM wilderness

In spite of this opposition, there will be a BLM w ness bill for Utah. Congress has ordered it, and the sition of state officials will not prevent it.

But rather than work with the BLM and citizen g to form a recommendation from within Utah, the executive and Legislature have chosen to wash their h of this vital land use issue. Unless there is a chan heart, the future wilderness bill will be shaped in the gress instead of on the lands it concerns.

In all of Utah, in all of the more than 22 million the BLM manages, the agency was able to find onl million acres it deemed worthy of wilderness design While this seems at first blush to be a substantial fi look at it from another perspective.

The 1.9 million acres is less than acreage in Yellow National Park. It is less than acreage in a single wilde area in Idaho — River of No Return wilderness.

This is not to downplay Yellowstone or the River Return. Both are deserving of their status.

But neither can compare to the tremendous varie landscapes and values of BLM land in Utah. The lan question range from the mountain peaks of the H Mountains to the deep gorges of the Green, Colorad San Rafael rivers, from the western desert peaks o Deep Creek Mountains to the archeologically rich car on Cedar Mesa. Two whole regions — the San R Swell and the Escalante River canyons — have been sidered worthy of National Park status.

The BLM has been charged by Congress with th sponsibility of protecting as wilderness all lands wort the title. Clearly, there are many wild places whose na beauty must be of secondary consideration when bala against the economic necessity of extracting mi wealth from the earth.

But, just as clearly, there are many places whose m al values are so low or so economically infeasible grant primary value to their wilderness characteristic

The opposition of the state's elected officials can further fragment what has long been a divisive i Southern Utah officials, fearful of losing what they d own, claim wilderness is being forced upon them b people of the Wasatch Front. Rather than mediating dispute, the governor has added fuel to the fire.

The wilderness issue is a point of contention, Utah's wild country should be a source of pride. It is ic that a state whose natural wonders are unmatch the world is one of the most reluctant to protect the

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LOGAN HERALD-
JOURNAL
Logan, Utah

May 18, 1986

Legislature's vote against wilderness was irresponsible

73

A resolution opposing further designation of wilderness areas in Utah easily passed both houses in the Legislature Tuesday. Gov. Norman Bangerter then followed Thursday with his own vote, also one for a "no wilderness" future.

The wilderness issue has traditionally been a divisive one in Utah, with vocal interest groups on both sides taking an active part in the discussions. The issue has been hashed out for long hours, but most meetings between the groups have been cordial and more important, constructive.

However, when our governor and legislators voiced their outright opposition to any new wilderness, they disenfranchised a large community of Utahns who do support wilderness. What's more they turned an otherwise constructive week of Bureau of Land Management hearings throughout the state into what could become a less than cordial affair. The resolution from the Legislature came in response to the BLM's proposal to set aside about 1.9 million acres of public lands as wilderness.

The Legislature's decision was abrupt and irresponsible. That level of irresponsibility becomes blatantly apparent when the vote is studied. The resolution passed on a 20-3 vote in the Senate, then it cleared the House 56-5.

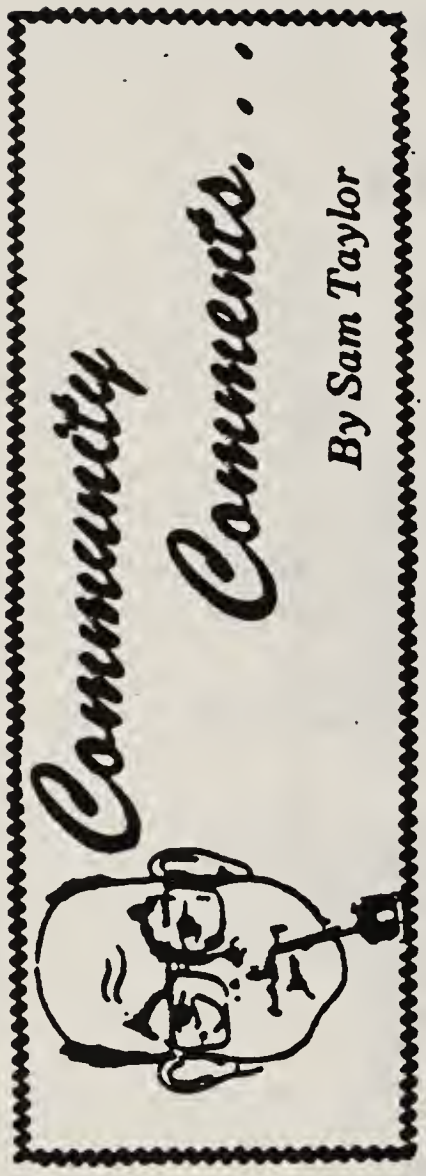
There is no doubt that many, many acres of land in Utah are deserving of wilderness designation. Even anti-wilderness biases would agree that large tracts in Utah are worth saving. Exactly how much and where are questions open for argument, but most Utahns would agree that a "zero wilderness" option is an irrational stance.

At one hearing in Logan Wednesday night, of the 125 people jammed into the Mountain Fuel Supply Co. auditorium, wilderness supporters outnumbered the opposition by over a 2-1 margin, and the Salt Lake City hearing had to be carried over to a second night because of a stronger-than-expected showing by wilderness supporters. In 1982, a Deseret News poll showed that nearly 50 percent of Utah's residents would support more than 2.6 million acres of wilderness on BLM lands. Wilderness does have its advocates.

State Sen. Lyle Hillyard, R-Logan, who was absent when the vote was taken at the Legislature, said in response to the vote tally: "Maybe this is the right side, but it is only one side. There should be full-scale public input with all different groups involved."

In our view, Sen. Hillyard is right.

Utah's other lawmakers have turned their backs on the will of many Utah citizens — have taken average Utahns out of the discussion process. Their zero wilderness stance



By Sam Taylor

Sixteen public hearings around Utah have been scheduled by the Bureau of Land Management to provide an opportunity for people to comment about the recently issued BLM Statewide Wilderness Draft Environmental Impact Statement.

The Moab hearing, scheduled to be held in the Community Center, will be held on May 8 at 7 p.m.

I'm sure the turnout at the hearings will be good, and will include a number of thoroughly polarized folks on both sides of the issue. I'm also sure that few of those attending will have read the hefty six-volume document, and maybe that's not so important, since much of the meat in the statement has been condensed in a number of summaries that have been circulated by the federal agency, and by groups with an interest in the wilderness issue.

The Bureau has been involved in their study for a long time—since 1978, when they began an inventory of the 20,064,748 acres they administer in this state. And they are in an absolutely "no-win" position.

Following their inventory, they recommend that some 1.9 million acres—mostly in Southern Utah—be included in the nation's wilderness system. That number gave heartburn to those opposed to the concept of statutorial wildernss. But it also made leaders of various environmental groups reach for the Rolaids. They had advocated acreages of between 3.5 and 5.5 million acres, and had published a number of studies to prove their point.

There was a time when I was totally opposed to the concept of statutorial wilderness. I had seen some of my favorite Utah areas spoiled by mass invasions of the curious once they had been given "wilderness" or "natural" status by law.

I've changed my feelings over the past few years. With more and more wilderness designations in the National Forests, National Parks, and on BLM-administered ground, I'm sure the novelty will wear off, and the traffic will slow.

I've learned over the years [as I've mellowed a little] that it's alright to have a change of heart. My old friend Clem, from lower east Panguitch says that isn't being wishy-washy, it's just being flexible.

I believe that there are certain areas that should be protected in perpetuity in their natural state. I also believe that wilderness in and of itself can be promoted as a visitor attraction. It's conceivable that a community with a number of wilderness areas near it might even be an attraction for certain business and even manufacturers who are sick and tired of urban sprawl, grungy air, noise and other things that make our metropolitan areas so wonderful.

But back to the beleagured BLM. They haven't made anyone happy with their recommendations. If that's the case, it must be a good one.

They have been accused of doing terrible things in their inventory process by extremists on both sides of the issues. I don't believe it. I've personally known too many of the people involved in the process. I'm convinced they were honest, objective and did everything to follow the mandate of the law requiring the inventory---attempting as best they could to accommodate the concerns of all the people.

Sure, there might well be some areas outside the 1.9 million recommended acres that should be added. On the other side of that coin, there might be some acreages within the 1.9 million total that should be dropped. But it's going to be a long, hard battle if extremists don't move away from their polarized positions and attempt to reason with each other in the spirit of honest compromise.

I don't know if there is a chance that will happen. Too many angry words have been uttered over the years. Too many feelings have been hurt. Too many folks are simply too hard-headed to back away from a previously-announced position to middle ground. They need to counsel with my friend from Panguitch.

Whatever the final outcome, the decision will have a profound impact on the future of Southern Utah. The decision-making process needs to involve the wisest heads we can find. I hope we're up to it.

—sjt—

Waiting in Salt Lake's airport four hours last Saturday for a plane to take off in the city's nastiest snowstorm of the year made me appreciate even more the mild Moab weather. A little spring wind and hayfever brought on by blooming olive trees didn't dim my enthusiasm at my homecoming.

WILDERNESS SUBCOMMITTEE REVIEW SCHEDULE

February 18	Vol. II.					Vol.I.
February 25						
March 4		Vol. III A				
March 11						
March 18			Vol. III B			
March 25						
April 1				Vol. IV		
April 8						
April 15					Vol. V	
April 22						
April 29						Vol. VI
May 6		Review Other Proposals				
May 13		Recommendation				
May 20						
May 27						
June 3						
June 10						
June 17	Draft Review Comments and Recommendation					
June 24						
July 1	Subcommittee Review of Drafts					
July 8	Revise Drafts					
July 22	Governor's Review of Drafts					
July 15						
July 29						
August 5		Revise Draft Comments				
August 12						
August 15		Submit Final Comments and Recommendation to BLM				

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WILDERNESS SUBCOMMITTEE FIELD TRIPS

The following field trips were made by Wilderness Subcommittee members to observe WSAs and receive input from local areas.

1. West Desert Field Trip
   April 28-30, 1986

2. Emery County and Surrounding Regional Overflights
   May 13, 1986

3. South-East and South-Central Regions Field Trip
   May 19-23, 1986

PRESENTATIONS OR STATEMENTS MADE TO SUBCOMMITTEE

1. Utah Wilderness Association, January 27, 1986
2. Utah Wilderness Coalition, January 27, 1986
3. Utah Farm Bureau Federation, June 10, 1986
4. Utah Cattlemen's Association, June 20, 1986
5. Utah Petroleum Association, July 14, 1986
6. Consolidated Local Government Response, July 8, 1986
7. Utah Mining Association, June 30, 1986
8. Utah Wool Grower's Association, June 9, 1986

These written and oral statements will be included as a separate packet with the subcommittee's report to the Governor.

COMPUTER PRINTOUT OF STATE WATER RIGHTS

The computer printout is to be delivered to the Bureau of Land Management in a separate package.

BLM WILDERNESS MANAGEMENT POLICY EXCERPT
SECTION I.B.

Mandate from Congress

The BLM wilderness review program stems from Section 603 of the Federal Land Policy and Management Act of 1976 (FLPMA). In FLPMA, Congress gave BLM its first unified, comprehensive mandate on how the public lands should be managed. The law establishes a policy of generally retaining the public lands in Federal ownership, and it directs the BLM to manage them under principles of multiple use and sustained yield. The BLM is to prepare an inventory of the public lands and their resources, including identification of areas having wilderness characteristics. Management decisions for the public lands are to be made through a land-use planning process that considers all potential uses of each land area. All public lands are to be managed so as to prevent unnecessary or undue degradation of the lands.

Under FLPMA, wilderness preservation is part of BLM's multiple-use mandate, and wilderness values are recognized as part of the spectrum of resource values and uses to be considered in the inventory and in the land-use planning process. Section 603 of FLPMA specifically directs the BLM, for the first time, to carry out a wilderness review of the public lands. (The complete text of section 603 appears in Appendix A of this document. The BLM's wilderness review process implementing section 603 is summarized in Appendix C.)

Section 603(c) of FLPMA tells the BLM how to manage public lands designated as wilderness, in these words:

> "Once an area has been designated for preservation as wilderness, the provisions of the Wilderness Act which apply to national forest wilderness areas shall apply with respect to the administration and use of such designated area, including mineral surveys required by section 4(d)(2) of the Wilderness Act, and mineral development, access, exchange of lands, and ingress and egress for mining claimants and occupants."

The Wilderness Act of 1964 contains a number of provisions addressing the administration and use of national forest wilderness areas. Those most pertinent to BLM wilderness management are cited in the following paragraphs. Section 2(a) says:

> "...it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as 'wilderness areas', and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness...."

Section 4 of the Wilderness Act is devoted to the use of wilderness areas. Section 4(b) says:

> "Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use."

Section 4(c) prohibits certain activities, in these words:

> "Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area."

Sections 4(c), 4(d), and 5 provide special exceptions to the prohibitions in section 4(c) by providing for the following activities:

- existing private rights.
- measures required in emergencies involving the health and safety of persons within the area.
- activities and structures that are the minimum necessary for the administration of the area as wilderness.
- use of aircraft and motorboats, where already established, may be permitted to continue.
- measures necessary in the control of fire, insects, and diseases.
- any activity, including prospecting, for the purpose of gathering information about mineral or other resources, if carried on in a manner compatible with the preservation of the wilderness environment. (This includes mineral surveys conducted on a planned, recurring basis by the Geological Survey and Bureau of Mines.)
- continued application of the U.S. mining and mineral leasing laws until December 31, 1983.
- water resource developments may be authorized by the President where he determines that such use will better serve the interests of the United States and the people thereof than will its denial.
- livestock grazing, where already established, shall be permitted to continue.

— commercial services necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.

— adequate access to surrounded State-owned and privately-owned lands, or such lands shall be exchanged for Federally-owned land.

— ingress and egress to surrounded valid mining claims and other valid occupancies.

Section 5(c) provides land acquisition authority, in these words:

> "Subject to the appropriation of funds by Congress, the Secretary of Agriculture is authorized to acquire privately owned land within the perimeter of any area designated by this Act as Wilderness if (1) the owner concurs in such acquisition or (2) the acquisition is specifically authorized by Congress."

In addition to the basic management authority in the Wilderness Act, management provisions may appear in the legislation establishing each wilderness area. Standard provisions included in most wilderness legislation make clear that the effective date of the new law will apply wherever the Wilderness Act's management provisions mentioned the effective date of the Wilderness Act, and, for areas administered by the Department of the Interior, make clear that the Secretary of the Interior will continue to administer the areas.

In some cases, special provisions have been incorporated into the legislation (e.g., special mining area in the River of No Return Wilderness in Idaho). These provisions override the general management provisions of the Wilderness Act and must be regarded as specific direction for management of the area in question.

Congress has subsequently commented on wilderness management in House and Senate committee reports and conference reports accompanying wilderness legislation. These reports are part of the legislative history of the laws they accompany and can be helpful in determining the intent of Congress where the language in the law itself is unclear. Although reports on wilderness laws passed after 1964 do not become part of the legislative history of the Wilderness Act, they nonetheless indicate the interpretation given to the Wilderness Act by the congressional committees during their consideration of the subsequent legislation. Such report language addresses a variety of subjects. For example, guidelines for administering grazing use in wilderness areas appear in the Conference Report (House Report 96-1126) on the Central Idaho Wilderness Act of 1980 (P.L. 96-312). House Report 95-540 on the Endangered American Wilderness Act of 1978 discusses the interpretation of the Wilderness Act as it relates to such uses and activities as: hunting and fishing; trails, bridges, and trail signs; control of fire, insects, and diseases; cabins and sanitary facilities; shelters and campsite facilities; and weather modification and special equipment.

The provisions of FLPMA, the Wilderness Act, and future Acts of Congress designating specific BLM areas as wilderness are BLM's mandates on the management of wilderness areas. All activities in wilderness areas must be carried out in conformance with these mandates.