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The Utah Wilderness Debate (Or Is That Debacle)

Jeffrey W. Appel

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THE UTAH WILDERNESS DEBATE
(OR IS THAT DEBACLE)

Jeffrey W. Appel
Attorney at Law

WHO GOVERNS THE PUBLIC LANDS:
WASHINGTON? THE WEST? THE COMMUNITY?

September 28-30, 1994

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**THE UTAH WILDERNESS DEBATE
(OR IS THAT DEBACLE?)**

I. Background

- A. Utah BLM Wilderness -- Truly One of the Last Great Places on the Planet
 - 1. The Colorado Plateau
 - 2. Desert Island Ecosystems
 - 3. Others
- B. The Theocratic, Pioneering Spirit
 - 1. The Legacy of Brigham Young
 - 2. The Legacy of Historic Western Land Policy
- C. Extractive Industry and Other Development
 - 1. Mining
 - 2. Water Development
- D. Emergence of the New West
 - 1. The Moab Syndrome -- Enjoy it to death?
 - 2. Coming Attractions

II. Resources at Stake

- A. The Wilderness
- B. Local Communities and Historic Ways of Life
- C. Needs, Wants and Desires of the "New Westerners" (and the rest of the World)
- D. Federal/State/Local Control
- E. "Economic" Resources
 - 1. Consumptive
 - 2. Non-consumptive
 - 3. Tourism
 - 4. Other

III. The Stakeholders/Players

- A. The Federal Bureaucracy
 - 1. The Clinton Administration
 - 2. The Department of the Interior
- B. The Utah State Bureaucracy
 - 1. Governor Mike Leavitt

2. The Director of the Department of Natural Resources, Ted Stewart
3. Others
- C. The Congress of the United States
 1. The House of Representatives
 2. The Senate
- D. The Utah Congressional Delegation
 1. Senator Orrin Hatch
 2. Senator Bob Bennett
 3. Representative Karen Shepard
 4. Representative Jim Hansen
 5. Representative Bill Orton
- E. The Utah State Legislature
 1. Generally
 2. The "Cowboy Caucus"
- F. Environmental Organizations
 1. SUWA
 2. Sierra Club
 3. NPCA
 4. Grand Canyon Trust
 5. The Wilderness Society
 6. Utah Wilderness Association
 7. Others
- G. Local Politicians
 1. County Commissioners and Mayors
- H. The Locals
- IV. The Processes
 - A. National Legislation
 1. HR 1500
 2. Others
 - B. The Department of the Interior
 1. Efforts Based on Federal Legislation
 2. Consensus Approach
 - C. Utah State Sponsored Initiatives
 1. Canyons of the Escalante -- A National Ecoregion

- 2. State Generated, County Level Planning Efforts
- D. Litigation
- E. Others -- Past and Present
 - 1. Project Bold
 - 2. State Land Exchange
 - 3. Project 2000
- V. Hammers, Wrenches, Levers and Fulcrums
 - A. The National Constituencies
 - 1. From the Environmental Groups
 - 2. From the "Wise Use" Groups and Their Spawn
 - B. The Utah Senators
 - C. RS 2477 and State Inholdings
 - D. The Department of the Interior
 - E. The Courts
 - F. The Mormon Church
- VI. Needs, Thoughts, and Prognosis
 - A. Is there a table big enough or small enough for everyone?
 - B. Where do we go from here, how do we get there, when do we leave, and will it ever end?

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ADDENDA TO UTAH WILDERNESS DISCUSSION

H.R. 1500

**To Designate Certain Federal Lands
in the State of Utah as Wilderness, and
for Other Purposes**

**UTAH WILDERNESS DESIGNATION?
THE BLM LANDS CONTROVERSY
GUIDE TO THE ISSUES
published by the
COALITION FOR UTAH'S FUTURE/
PROJECT 2000**

EXCERPT

from

WILDERNESS AT THE EDGE

1990

published by the

UTAH WILDERNESS COALITION

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102D CONGRESS
1ST SESSION

H. R. 1500

To designate certain Federal lands in the State of Utah as wilderness,
and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MARCH 20, 1991

Mr. OWENS of Utah (for himself, Mr. POSHARD, Mr. BENNETT, Mrs. BOXER, Mr. NEAL of Massachusetts, Mr. ANDREWS of Maine, Mr. FORD of Michigan, Mr. SIKORSKI, Mr. ESPY, Mr. VALENTINE, Mr. LANCASTER, Mr. DEFazio, Mr. KOSTMAYER, Mr. MURTHA, Mr. MACHTLEY, Mr. RAVENEL, Mr. TALLON, Mr. BUSTAMANTE, Mr. BOUCHER, Mr. MCDERMOTT, Mr. MILLER of California, Mr. DELLUMS, Ms. PELOSI, Mr. BERMAN, Mr. SKAGGS, Mr. JACOBS, Mr. STUDDS, Mr. WOLPE, Mr. TOWNS, Mr. SPRATT, Mr. TORRES, Mr. DURBIN, Mr. FALCOMA, Mr. SCHEUER, Mr. MRAZEK, Mr. PAYNE of New Jersey, Mr. SMITH of New Jersey, Mr. PALLONE, Mr. HUGHES, Mr. NEAL of North Carolina, Mr. PRICE, Mr. MANTON, Mr. OWENS of New York, Ms. SLAUGHTER of New York, Mr. TRAFICANT, Mr. STARK, Mr. LANTOS, Mr. BEILENSON, Mr. WAXMAN, Mr. LEVINE of California, Mr. BROWN, Mr. MINETA, Mr. DYMALLY, Mr. DARDEN, Mr. KENNEDY, Mr. ANDREWS of Texas, Mr. ROE, Mr. KOLTER, Mr. OLIN, Mr. KILDEE, Mr. SHAYS, and Mr. REED) introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain Federal lands in the State of Utah
as wilderness, and for other purposes.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*

4 SEC. 2. GENERAL PROVISIONS.

5 (a) NAME.—Each wilderness area named in a table
6 contained in title I shall be—

7 (1) the area referenced in the table, as gen-
8 erally depicted on the map entitled “Utah BLM Wil-
9 derness Proposed by H.R. 1500, 102d Congress”;
10 and

11 (2) known by the name given to it in that table.

12 (b) MAP AND DESCRIPTION.—As soon as practicable
13 after enactment of this Act, the Secretary shall file a map
14 and a legal description of each wilderness area designated
15 under this Act with the Committee on Interior and Insular
16 Affairs of the House of Representatives and with the Com-
17 mittee on Energy and Natural Resources of the Senate.
18 Each such map and description shall have the same force
19 and effect as if included in this Act, except that correction
20 of clerical and typographical errors in such legal descrip-
21 tion and map may be made. Each such map and legal de-
22 scription shall be on file and available for public inspection
23 in the Office of the Director of the Bureau of Land Man-
24 agement, Department of the Interior.

25 (c) SECRETARY.—For the purposes of this Act, the
26 term “Secretary” means the Secretary of the Interior.

•HR 1500 IH

17 in furtherance of the purposes of the wilderness Act (16 U.S.C.
20 1131 et seq.), the following lands in the State of Utah

•HR 1500 IH

1 are hereby designated as wilderness and therefore as com-
 2 ponents of the National Wilderness Preservation System:

Name of Wilderness Area and Unit	Approximate Acreage
Beaver Dam Slopes Wilderness:	
Beaver Dam Wash	24,900
Joshua Tree	13,500
Cottonwood Canyon Wilderness	11,500
Cougar Canyon Wilderness	19,528
Kanab Creek Wilderness	34,250
Moquith Mountain Wilderness	16,430
Red Mountain Wilderness	18,500
Zion Wilderness:	
Beartrap Canyon	40
Black Ridge	14,600
Canaan Mountain	50,500
Deep Creek	7,100
Goose Creek	89
LaVerkin Creek	567
Orderville Canyon	4,790
Parunuweap Canyon	36,300
Red Butte	804
Spring Canyon	4,400
Taylor Creek Canyon	35
The Watchman	600

3 **SEC. 103. GRAND STAIRCASE AND KAIPAROWITS PLATEAU**

4 **WILDERNESS AREAS.**

5 (a) **GRAND STAIRCASE.**—

6 (1) **FINDINGS.**—The Congress finds that the
 7 area known as the Grand Staircase rises more than
 8 6,000 feet in a series of great cliffs and plateaus
 9 from the depths of the Grand Canyon to the forested
 10 rim of Bryce Canyon. It spans six major life zones,
 11 from the lower Sonoran Desert to alpine forest, and
 12 encompasses geologic formations which display
 13 3,000,000,000 years of earth history. Wildlands,
 14 managed by the Secretary through the Bureau of

2 of the Paria River and form a vital wilderness cor-
3 ridor connection to the deserts and forests of these
4 national parks.

5 (2) DESIGNATION.—In order to protect and
6 manage so as to preserve the natural conditions of
7 the wilderness area known as the Great Staircase
8 and in furtherance of the purposes of the Wilderness
9 Act (16 U.S.C. 1131 et seq.), the following lands in
10 the State of Utah are hereby designated as wilder-
11 ness and therefore as components of the National
12 Wilderness Preservation System:

Name of Wilderness Area and Unit	Approximate Acreage
Grand Staircase Wilderness:	
Box Canyon	2,300
Cockscomb	10,300
East of Bryce	900
Mud Spring Canyon	55,100
Paria-Hackberry	158,700
Squaw and Willis Creek	22,300
The Blues-Table Cliff	18,700

13 (b) KAIPAROWITS PLATEAU.—

14 (1) FINDINGS.—The Congress finds that east
15 of the Paria River lies the Kaiparowitz Plateau, one
16 of the most rugged and isolated wilderness regions
17 in the United States, a lonely, windswept land of
18 harsh beauty, distant vistas, and a remarkable vari-
19 ety of plant and animal species. Ancient forests,
20 abundant big game animals, and 22 species of

•HR 1500 IH

17 spruce fir forests of the 11,000 foot Aquarius Plateau with
18 winding slickrock canyons that flow into Lake Powell. It
19 protects critical habitat for deer, elk, and wild bighorn

1 sheep, as well as the scenic integrity of one of Utah's most
2 popular natural areas.

3 (b) DESIGNATION.—In order to protect and manage
4 so as to preserve Escalante Canyon wilderness areas and
5 in furtherance of the purposes of the Wilderness Act (16
6 U.S.C. 1131 et seq.), the following lands in the State of
7 Utah are hereby designated as wilderness and therefore
8 as components of the National Wilderness Preservation
9 System:

Name of Wilderness Area	Approximate Acreage
Colt Mesa/Upper Moody Wilderness	23,500
Dance Hall Rock Wilderness	640
Upper Coyote Canyon Wilderness	4,300
Fremont Gorge Wilderness	19,400
North Escalante Canyons Wilderness	144,000
Phipps-Death Hollow Wilderness	43,500
Scorpion Wilderness	38,100
Steep Creek Wilderness	32,400
Studhorse Peaks Wilderness	19,500

10 **SEC. 105. HENRY MOUNTAINS WILDERNESS AREAS.**

11 (a) FINDINGS.—The Congress finds that the last
12 mountain range to be discovered and named by early ex-
13 plorers in the contiguous United States, the Henry Moun-
14 tains, still retains its wild and mysterious character.
15 Fluted badlands adorn the flanks of 11,000 foot Mount
16 Ellen and Mount Pennell, containing islands of critical
17 habitat for mule deer and the largest herd of free-roaming
18 buffalo in the Nation. Despite their relative accessibility,

1 the Henry Mountains remain one of the wildest, least-
2 known ranges in the United States.

3 (b) DESIGNATION.—In order to protect and manage
4 so as to preserve the Henry Mountains and in furtherance
5 of the purposes of the Wilderness Act (16 U.S.C. 1131
6 et seq.), the following lands in the State of Utah are here-
7 by designated as wilderness and therefore as components
8 of the National Wilderness Preservation System:

Name of Wilderness Area and Unit	Approximate Acreage
Henry Mountains Wilderness:	
Bull Mountain	12,400
Bullfrog Creek	36,900
Dog Water Creek	3,500
Long Canyon	16,400
Mount Ellen-Blue Hills	116,900
Mount Hillers	18,600
Mount Pennell	141,200
Notom Bench	8,400
Ragged Mountain

9 **SEC. 106. DIRTY DEVIL RIVER WILDERNESS AREAS.**

10 (a) FINDINGS.—The Congress finds that the Dirty
11 Devil River, once the fortress hideout of outlaw Butch
12 Cassidy's Wild Bunch, has sculpted a maze of slickrock
13 canyons through an imposing landscape of monoliths and
14 inaccessible mesas. This isolated and remote area, long a
15 barrier to civilization and would-be colonists, now beckons
16 a different type of explorer, the modern recreationist, who
17 seeks to experience solitude and isolation amid spectacular
18 beauty.

1 (b) DESIGNATION.—In order to protect and manage
 2 so as to preserve the Dirty Devil River wilderness areas
 3 in southeast Utah and in furtherance of the purposes of
 4 the Wilderness Act (16 U.S.C. 1131 et seq.), the following
 5 lands in the State of Utah are hereby designated as wilder-
 6 ness and therefore as components of the National Wilder-
 7 ness Preservation System:

Name of Wilderness Area and Unit	Approximate Acreage
Dirty Devil Wilderness:	
Dirty Devil-French Springs	171,800
Fiddler Butte	85,900

8 **SEC. 107. CEDAR MESA WILDERNESS AREAS.**

9 (a) FINDINGS.—The Congress finds that over a thou-
 10 sand years ago, the Anasazi Indian culture flourished in
 11 the slickrock canyons and on the pinyon-covered mesas of
 12 southeastern Utah. Evidence of their ancient presence per-
 13 vades the Cedar Mesa area where haunting cliff dwellings,
 14 rock art, and ceremonial kivas embellish sandstone over-
 15 hangs and isolated benchlands. This area cries out for pro-
 16 tection from the vandalism and theft of these unique cul-
 17 tural resources. These wilderness areas are drawn to pro-
 18 tect both the Nation's archaeological heritage and extraor-
 19 dinary wilderness scenic and ecological values.

20 (b) DESIGNATION.—In order to protect and manage
 21 so as to preserve the Cedar Mesa wilderness areas and
 22 in furtherance of the purposes of the Wilderness Act (16
 23 U.S.C. 1131 et seq.), the following lands in the State of

1 Utah are hereby designated as wilderness and therefore
 2 as components of the National Wilderness Preservation
 3 System:

Name of Wilderness Area and Unit	Approximate Acreage
White Canyon Wilderness:	
Gravel and Long Canyon	35,000
Cheesebox Canyon	26,700
Harmony Flat	9,100
Fortknocker Canyon	11,760
San Juan-Anasazi Wilderness:	
Arch and Mule Canyon	15,300
Comb Ridge	15,000
Fish and Owl Creek	59,000
Grand Gulch	138,120
Mikes Canyon-Nokai Dome	81,640
Road Canyon	55,500
Squaw and Cross Canyons Wilderness:	
Squaw and Papoose Canyons	6,580
Cross Canyon	1,000
Dark Canyon Wilderness:	
Dark Canyon	126,300
Sheep Canyon	3,700

4 **SEC. 108. CANYONLANDS WILDERNESS AREAS:**

5 (a) FINDINGS:—The Congress finds that Arches and
 6 Canyonlands National Parks safeguard only a small por-
 7 tion of the extraordinary, red-hued, cliff-walled canyonland
 8 region of the Colorado Plateau. Canyons with rushing pe-
 9 rennial streams, natural arches, bridges, and towers, and
 10 the gorges of the Green, Colorado, and Dolores Rivers lie
 11 on adjacent wildlands managed by the Secretary through
 12 the Bureau of Land Management. Designation of this wil-
 13 derness achieves a wholeness of protection for this
 14 erosional masterpiece of nature and the rich pockets of
 15 wildlife found within its expanded boundaries.

1 (b) DESIGNATION.—In order to protect and manage
 2 so as to preserve the canyonland wilderness areas near
 3 Arches and Canyonlands National Parks and in fur-
 4 therance of the purposes of the Wilderness Act (16 U.S.C.
 5 1131 et seq.), the following lands in the State of Utah
 6 are hereby designated as wilderness and therefore as com-
 7 ponents of the National Wilderness Preservation System:

Name of Wilderness Area and Unit	Approximate Acreage
Canyonlands Basin Wilderness:	
Butler Wash	27,300
Goose Neck	8,300
Harts Point	53,500
Indian Creek	27,000
Shafer Canyon	3,000
Six Shooter Peaks	32,700
Labyrinth Wilderness:	
Labyrinth Canyon	119,240
Horseshoe Canyon	51,700
Arches-Lost Spring Wilderness:	
Lost Spring Canyon	16,900
La Sal Canyons Wilderness:	
Beaver Creek	26,750
Fisher Towers	15,100
Granite Creek	5,100
Mill Creek	15,700
Negro Bill Canyon	15,900
Behind-The-Rocks Wilderness:	
Hunter Canyon	4,000
Goldbar Canyon	12,500
Hatch Wash	14,300
Behind-The-Rocks	20,300
Westwater Wilderness:	
Black Ridge	5,100
Westwater Canyon	32,500

8 **SEC. 109. SAN RAFAEL SWELL WILDERNESS AREAS.**

9 (a) FINDINGS.—The Congress finds that the San
 10 Rafael Swell towers above the desert like a wilderness cas-
 11 tle, ringed by thousand-foot ramparts of Navajo Sand-
 12 stone. Its highlands have been fractured by uplift and

1 scooped hollow by erosion over countless millennia, leaving
 2 a tremendous basin punctuated by mesas, buttes, and can-
 3 yons and traversed by sediment-laden desert streams.
 4 Among other places, the San Rafael wilderness offers ex-
 5 ceptional back country opportunities in the colorful Wild
 6 Horse Badlands, the monoliths of North Caineville Mesa,
 7 the rock towers of Cliff Wash, and the dark volcanic
 8 mountains bordering Capitol Reef National Park. The
 9 mountains within this wilderness are among Utah's most
 10 productive habitat for Desert Bighorn Sheep.

11 (b) DESIGNATION.—In order to protect and manage
 12 so as to preserve the San Rafael Swell wilderness areas
 13 and in furtherance of the purposes of the Wilderness Act
 14 (16 U.S.C. 1131 et seq.), the following lands in the State
 15 of Utah are hereby designated as wilderness and therefore
 16 as components of the National Wilderness Preservation
 17 System:

Name of Wilderness Area and Unit	Approximate Acreage
Cedar Mountain Wilderness	14,500
Devils Canyon Wilderness	21,200
Hondu Country Wilderness	18,900
Jones Bench Wilderness	2,800
Limestone Cliffs Wilderness	21,300
Mexican Mountain Wilderness	90,500
Muddy Creek Wilderness	243,315
Mussentuchit Badlands Wilderness	23,000
Red Desert Wilderness	33,300
San Rafael Reef Wilderness	89,000
Sids Mountain Wilderness	92,500
Upper Muddy Creek Wilderness	17,000
Wild Horse Mesa Wilderness	52,700

1 SEC. 110. BOOK CLIFFS AND UINTA BASIN WILDERNESS
2 AREAS.

3 (a) FINDINGS.—The Congress finds that the Book
4 Cliffs and Uinta Basin wilderness areas offer a unique
5 quality of wilderness big game hunting opportunities in
6 verdant high-plateau forests, multi-day float trips down
7 the Green River in Desolation Canyon, and opportunity
8 for calm water canoe weekends on the White River. The
9 long rampart of the Book Cliffs bounds the area on the
10 south, while seldom-visited uplands, dissected by the rivers
11 and streams, slope away to the north into the Uinta Basin.
12 Bighorn sheep, elk, mule deer, bear, and cougar all flour-
13 ish in the back country of the Book Cliffs.

14 (b) DESIGNATION.—In order to protect and manage
15 so as to preserve the Book Cliffs area and in furtherance
16 of the purposes of the Wilderness Act (16 U.S.C. 1131
17 et seq.), the following lands in the State of Utah are here-
18 by designated as wilderness and therefore as components
19 of the National Wilderness Preservation System:

Name of Wilderness Area and Unit	Approximate Acreage
Desolation Canyon Wilderness:	
Eastern Book Cliffs	154,600
Desolation Canyon	456,000
Turtle Canyon	36,900
White River Wilderness	9,700
Greater Dinosaur Wilderness:	
Bull Canyon	500
Diamond Breaks	7,800
Daniels Canyon	5,300
Moonshine Draw	3,500
West Cold Springs	3,400

1 TITLE II—ADMINISTRATIVE PROVISIONS**2 SEC. 201. ADMINISTRATION.**

3 Subject to valid existing rights, the wilderness areas
4 designated under this Act shall be administered by the
5 Secretary in accordance with section 603 of the Federal
6 Land Policy and Management Act of 1976 (43 U.S.C.
7 1782) and the provisions of the Wilderness Act governing
8 areas designated by that Act as wilderness.

9 SEC. 202. WATER.

10 (a) RESERVATION.—(1) With respect to each wilder-
11 ness area designated by this Act, Congress hereby reserves
12 a quantity of water sufficient to fulfill the purposes of this
13 Act. The priority date of such reserved rights shall be the
14 date of enactment of this Act.

15 (2) The Secretary and all other officers of the United
16 States shall take steps necessary to protect the rights re-
17 served by paragraph (1), including the filling by the Sec-
18 retary of a claim for the quantification of such rights in
19 any present or future stream adjudication in the courts
20 of the State of Utah in which the United States is or may
21 be joined and which is conducted in accordance with the
22 McCarran Amendment (43 U.S.C. 666).

23 (b) PRIOR RIGHTS NOT AFFECTED.—Nothing in this
24 Act shall be construed as a relinquishment or reduction
25 of any water rights reserved or appropriated by the United

1 States in the State of Utah on or before the date of enact-
2 ment of this Act.

3 (c) RULE OF CONSTRUCTION.—The Federal water
4 rights reserved by this Act are specific to the wilderness
5 areas located in the State of Utah designated by this Act.
6 Nothing in this Act related to reserved Federal water shall
7 be construed as establishing a precedent with regard to
8 any future designations, nor shall it constitute an interpre-
9 tation of any other Act or any designation made pursuant
10 thereto.

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**UTAH WILDERNESS DESIGNATION?
THE BLM LANDS CONTROVERSY**

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WASHINGTON? THE WEST? THE COMMUNITY?**

**Natural Resources Law Center
University of Colorado
School of Law
Boulder, Colorado**

September 28-30, 1994

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UTAH WILDERNESS DESIGNATION?

THE BLM LANDS CONTROVERSY

GUIDE TO THE ISSUES

**Coalition for Utah's Future/Project 2000
P. O. Box 30901, Salt Lake City, Utah 84130
(801) 973-3307**

COALITION FOR UTAH'S FUTURE/PROJECT 2000 MISSION STATEMENT

Coalition for Utah's Future/Project 2000 seeks to create a Utah rich in opportunity, diversity, and quality of life for all our citizens. We encourage widespread participation, information sharing, planning, consensus building, and leadership. As a network of involved citizens representing broad interests, we seek to address critical long-term issues to enhance economic and social opportunity, educational excellence, and a superior cultural and physical environment.

Through a wide variety of communications media partnerships, educational forums, and collaborative endeavors, we seek to examine and publicize important choices facing Utahns, and to promote courageous community leadership to achieve specific objectives in pursuit of these goals.

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Phase One Wilderness/Land-Use Task Force
Coalition for Utah's Future/Project 2000
October 1, 1991

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I. INTRODUCTION

Public attention and debate has focused on the meaning and intent of the Wilderness Act with battle lines drawn across varied cultural and political terrain. The Coalition for Utah's Future/Project 2000 Wilderness Task Force recognizes that this attempt to describe those issues is merely a "snapshot in time." The purpose of this document is to attempt to frame the basic issues behind the wilderness debate as of the date of this white paper which may then be used as an initial framework for future discussions by the interested parties.*

II. THE WILDERNESS ACT

On September 3, 1964, the Wilderness Act (the "Wilderness Act") established a National Wilderness Preservation System (NWPS) and the requirement that a portion of our public land resources be designated as wilderness.

The Wilderness Act directed the Secretary of Agriculture to examine all of its land holdings and to recommend areas that should be set aside, protected and managed to preserve their natural conditions. In 1976, Congress enacted the Federal Land Policy and Management Act (FLPMA) which, amongst its other

* The Coalition for Utah's Future/Project 2000 and the Task Force Members recognize that the wilderness issues are evolving quickly and may need to be updated in order to reflect recent developments. In that regard, this document may be updated to reflect changes in the issues that develop.

provisions, directed the Bureau of Land Management (BLM) to conduct a similar review of its land resources. The BLM has been given until 1991 to complete their examination and make recommendations which would be reviewed by the President and Congress.

In Utah, there presently are a total of 825,190 acres designated as wilderness, primarily within the National Forest System and representing approximately 1.6% of the land area of the state. Another 4,523,248 acres (including 1,292,814 acres managed by the National Park Service (NPS) and administratively endorsed by the NPS for future wilderness designation as well as 3,230,434 acres managed by the BLM) or up to an additional 8.6% of the state are currently under consideration as Wilderness Study Areas. All lands currently in the NWPS or managed as roadless or under study for wilderness designation represent approximately 11.0% of the land area of the state.

Specific uses and restrictions have been established which may or may not apply to a specific wilderness area and which are to be further qualified by individual management plans developed by the BLM subsequent to wilderness designation. Management plans will be subject to change as future conditions dictate within the overall mandate to preserve a particular area's wilderness character. Those uses and restrictions have become

the subject of much debate by the various interested parties. Exhibit A attached sets forth a generalized synopsis of those uses and restrictions.

Proponents argue that there should be an increase in the amount of wild lands under consideration for wilderness designation by the BLM. Opponents argue that the substantial post-Wilderness Act framework of environmental laws obviates the need for additional wilderness reservations.

III. FEDERAL VS. STATE VS. LOCAL CONTROL

Many wilderness opponents argue that wilderness designation will subordinate local community decision-making to a national priority which they say evidences little concern for the effect on local communities. Proponents believe that wilderness designation is a necessary and appropriate role for Congressional implementation of the national will on federal land.

IV. ECONOMIC IMPACTS OF WILDERNESS DESIGNATION OR NON-DESIGNATION

Non-Monetary Cost/Benefit Analysis of Wilderness Designation

Non-monetary costs and benefits are extremely difficult to quantify. It is the view of proponents that the primary reason for the creation of wilderness is not to create an economic base.

They point to the importance of the long-term benefits of conservation of environmental resources and protection of cultural, educational and research resources which they believe can dramatically benefit the citizens of Utah both monetarily and non-monetarily in the long run. They argue that maintenance of biodiversity, species protection, ecosystem diversity and evolutionary processes are additional long-term economic benefits that are not easily assigned a dollar value. National involvement in national public lands, proponents argue, helps Americans feel proud of their shared heritage.

Wilderness opponents argue that non-monetary costs of wilderness designation include a negative impact on the local "sense of community" existing in rural areas adjacent to wilderness lands by removing decision-making power about local economic issues from community leaders. They express serious concerns about the long-term impact of the loss of options for future economic development. Opponents argue that biodiversity, species protection, ecosystem diversity and evolutionary processes are protected and preserved under other federal law making wilderness reservation unnecessary.

Existing and Potential Uses

Use of public land ultimately designated as wilderness is the center of much debate and emotion. Wilderness advocates

argue that existing uses are protected by law and may be preserved. Wilderness opponents are concerned that existing uses can and will be modified after wilderness designation. Opponents argue, for example, that rural families want their children to continue traditional family ranching and other activities rather than move to urban areas to find work and that this will not be possible unless existing uses can be preserved. It is also argued by opponents that wilderness designation should not take use options away, interpreted by them as withdrawing public domain from the public command.

Some stakeholders argue that compensation for lost uses may be a way to balance possible losses, and, they desire an exploration of opportunities for other types of livelihood in areas near wilderness.

BLM Wilderness Criteria

The research activities to be conducted on wilderness lands is the subject of debate as well. Many researchers view wilderness designation to be restrictive to their research efforts and others view it as a way to preserve areas for future research.

Concerns are expressed about the permanency of the management established for wilderness protection. Questions by opponents include concerns about potential erosion of promises and assurances regarding existing uses by later incremental statutory or regulatory changes. They cite the difficulty or inability to manage fire, pests and animal life in wilderness areas. On the other hand, proponents often question the need to "manage" natural processes which balance themselves if undisturbed by man's intervention.

Alternative management possibilities which include scientific preserves, managed nature reserves, wildlife sanctuaries and other types of protected areas are often discussed by opponents of wilderness. They claim the Wilderness Act legislative history supports this concept and that the merits of ecosystem management are achieved by managing public lands in a holistic manner that avoids wilderness enclaves. Proponents believe wilderness designation to be substantially preferable to these alternative management regimes.

State School Trust Lands

Both sides agree that management of state school trust lands within areas designated as wilderness presents a substantial

administrative job and will have some administrative costs. It may also be difficult to determine which, if any, of the school sections will be suitable for exchange.

Opponents argue that wilderness designation will negatively impact state school trust lands making them less valuable if captured in wilderness. Selecting lands within what some regard as "de facto buffer zones" surrounding wilderness may pose another problem that must be addressed. Proponents believe that the administrative problems and expense are well worth the investment while opponents believe it will be costly and inefficient.

Water Issues

Arguments concerning how wilderness designation affects water rights are another expression of disagreement regarding wilderness designation. Opponents are concerned that wilderness designation will require reservation of water rights for wilderness preservation at the outset or will eventually require such reservation sometime after designation due to the nature of the legislated protected use. Denials of federal permits for upstream water development may also occur, they say, in order to protect downstream wilderness values, including eliminating additional use, limiting alternations and changes in uses,

limiting development capabilities and access to watershed areas for maintenance.

Proponents point out that the existing water rights priority system cannot be changed by wilderness designation and that while it could theoretically be possible that additional rights could be curtailed after wilderness designation, allowing the natural biological processes to return to normal will ultimately help rebuild watershed and thus protect downstream use as well. They point out that this is not curtailment of additional rights but rather is an effect on existing rights which can occur without wilderness designation anyway.

Oil/Gas/Mineral Exploration/Extraction/Potential

Considerable discussion between the stakeholders revolves around the extractive industries and what impacts wilderness designation might have on those industries. Opponents of wilderness argue that there may be significant energy and mineral potential on public and school trust lands that may not be scientifically inventoried or explored. They argue that wilderness designation will eliminate future leasing, exploration and development except as established prior to designation though even those activities may be limited in scope which can also have a negative impact on the financial future of Utah's schools

from potential loss of tax revenues from loss of energy and mineral development.

Proponents counter this argument by pointing out that only a very small percentage of Utah's school budget comes from school trust lands and a right of access exists for these lands anyway. Proponents also argue that extractive industries in Utah are dying and that the major extractive resources in the state have already been tapped or identified, those areas already having been excluded from the proposed wilderness areas. They point out that under the Wilderness Act, valid mineral claims may be developed even though they are in designated wilderness areas.

Livestock Grazing Practices and Policies

The impact of wilderness designation on grazing is an emotional issue and there appears to be considerable misunderstanding about how designation will impact existing grazing. Each side of the wilderness issue provides dramatically different data to explain the economic impact of livestock on Utah's economy, all of which is very difficult for the casual observer to understand.

Wilderness proponents point out that in the Wilderness Act, Congress specifically allowed grazing to continue in

wilderness areas and since then more specific language has been included in various Congressional Committee Reports to clearly state that grazing within wilderness areas cannot be reduced merely because wilderness has been designated.

Opponents of wilderness argue that even though grazing may be allowed in wilderness areas, it cannot be economically viable if mechanized vehicles are not allowed inside the wilderness areas to manage, for example, vegetation, fire control and necessary livestock veterinary work. Proponents note that many of the activities relating to livestock facilities, such as maintenance of fences and reservoirs, are allowed within designated wilderness areas under the wilderness regulations and motorized vehicles may be used for grazing purposes when there is no suitable alternative means of access. Proponents also point out that the grazing in unroaded proposed areas does not depend on those features now.

Wildlife and Economic Issues

Wilderness proponents view wilderness as a method to enhance wildlife habitat, including a return to conditions closer to the natural balance of the ecosystems existing in designated areas. Opponents argue that wildlife is already protected by existing legislation. They believe that without wildlife

management techniques, wildlife habitat will be reduced rather than enhanced.

Predator control is often the focus of opponents' discussions about wildlife in wilderness areas. They are concerned that wilderness designation will eliminate the ability of ranchers to control predators attacking grazing livestock on wilderness lands and on contiguous property. The economic impacts of the losses are argued to be very substantial. Proponents do not view predator control as a wilderness issue, and generally view predators as providing long-term balance in the ecosystems so substantial that maintaining them in the ecosystem outweighs most of the economic losses which they consider exaggerated. They do, however, acknowledge the need for predator control in certain settings, to protect threatened and endangered species and in certain limited situations to protect livestock. Proponents argue that predator control has been permitted in wilderness in these cases.

Timber

The ability to harvest timber in wilderness lands would be prohibited by wilderness designation. Though Utah is not a major timber producing state, opponents argue that limiting or eliminating timber harvesting will have a quantifiable negative economic impact on the lumber industry in Utah. They perceive

that restricted access to timbered areas on lands adjacent to wilderness areas could also cause an unquantifiable negative economic impact citing existing BLM regulations to demonstrate their point. They also note that insect infestations could go unmanaged, possibly causing devastating impacts on and off wilderness lands. Proponents of wilderness argue that Bureau of Land Management land has minimal timber and protection of the few old growth forests and the ecosystems they support far outweighs any short-term economic advantage to the citizens of Utah from possible negligible timber sales relating to these lands, especially in view of the minimal size of the industry in Utah. They also point out that logging has taken place right up to the boundaries of existing wilderness.

Quality of Life/Economic Considerations

Arguments relating to quality of life often do not translate to economic terms. In response to claims by wilderness proponents that wilderness may stimulate local economics, opponents argue that Utah's population growth has been in congested urban areas and not in or near the "wilderness counties." They also argue that without resource development in the "wilderness counties" which provides the public revenue necessary to develop an adequate infrastructure, wilderness counties cannot attract new economies or population. The improved infrastructure improves the quality of rural living. Opponents

argue that there is no scientific correlation between federal wilderness designation and the causation for economic or population expansion.

Proponents of wilderness argue that quality of life is one of the reasons that Utah is an attractive place to live and that its landscape and environment must be preserved as a critical element of the state's development program. Proponents point to the healing and spiritual quality of wilderness and the importance of maintaining large tracts of land to provide people with a "peaceful connection" with the earth. Proponents of wilderness make reference to the "amenity" concept that explains rapid growth in desert areas in southern California and Arizona and suggest that the shift of urban populations to higher quality living environments may be one of the positive economic offshoots of wilderness designation. Proponents argue that alternative uses of the land satisfy human needs and desires, that lands with wilderness qualities are a scarce resource and reserving these for other uses is a long-term far-reaching use of that resource. Non-use value, it is argued, is not trivial.

Opponents assert that "wilderness qualities" are subjective personal evaluations. They argue that their natural heritage is protected through permanent federal ownership and post-Wilderness Act legislation which is sufficient to protect

the opportunity for wilderness experience and which is equal in duration to wilderness designation and, therefore, an equally far-reaching and alternative use of the resource.

Native American View

The Native American populations in Utah have a definite interest in wilderness designation in Utah. Their main concern is the possible curtailment of traditional uses, hunting and gathering, which are essential to the well-being and spiritual life they have experienced for centuries. Continued access and compliance with existing treaty rights are absolutely essential to those populations and any curtailment of those activities in wilderness or other public lands causes great concern.

V. SCIENTIFIC AND BIOLOGICAL EFFECTS OF WILDERNESS DESIGNATION

Utah is the meeting place of three distinctive ecosystems - the Colorado Plateau with its mountains, red rock canyons and rivers that cover the eastern half of the state; the Great Basin, the ancient lake bed whose present basin and range pattern now contains large numbers of plant species found nowhere else; and the southwest corner, the Mojave, the true American Desert.

The unique climate, geology, soils and topography of the state place a large portion of its landbase in a category of

high bio-diversity. Because of its unique habitats, the state also has many rare, endangered or threatened species.

In addition, the state has extremely isolated areas that permit valuable studies on rates of biological change including plant and animal migration and extinction. Such information is important for the management of all natural areas. There are many areas which contain deep cultural deposits that are very valuable scientifically. Also there are many areas containing very old and valuable deposits for the study of ancient environments.

Proponents argue that wilderness would be useful for research by virtue of opportunities for collection of baseline information on areas affected "primarily" by the forces of nature. Wilderness opponents argue that since BLM manages millions of contiguous acres and has the power to protect natural settings, virtually unlimited opportunities already exist to establish baseline information without the need for federal reservation. They point out that large areas in some physiographic provinces in southern Utah are managed as National Parks and that these park lands provide extensive opportunity for baseline data in the Colorado Plateau physiographic province.

Proponents argue that in as much as Utah is in large part high desert wildlands, it is important to realize the effect of any kind of mechanical disturbance on the desert soils is to accelerate natural erosion. Opponents suggest that the restrictions on doing research in the wilderness areas may also limit their value for research. They argue that it is important to maintain a perspective on the question of erosion caused by mechanical disturbance on BLM lands. The lands are highly erosive whether they are mechanically disturbed or not.

Scientific Issues

Many researchers using wilderness areas as a focus of study have recently realized that these small areas can be impacted severely by encroachment of human activity and therefore buffering zones are being proposed by many groups and agencies. Size of the study area is important to the researcher who hopes to preserve sensitive and representative sites, to maintain adequate buffer zones to aid in that protection and to have access to large enough natural sites to allow for statistically significant sampling. Wilderness proponents argue that representative sites may include an entire unique ecosystem plus buffering zones around it. Opponents argue that wilderness on BLM lands in Utah is not being proposed on an ecosystem basis but rather on the basis of "roadless" areas of 5,000 acres or greater in size, as specified in the Wilderness Act.

Cultural Resources

Archeologists are split on their opinion as to the value of wilderness management for preservation of cultural resources. Those who support wilderness believe that closure of areas to surface disturbing activities and use of vehicles will prevent inadvertent damage to cultural resources and will reduce vandalism of sites. Opponents of wilderness point out that closure of roads will make monitoring and law enforcement more difficult, thus encouraging professional looters, or that designation will attract more visitors to the wilderness areas and thus promote vandalism. Opponents argue that the BLM already has sufficient legal authority for protection of cultural resources and wilderness designation will have little or no beneficial effect. Some believe that because BLM's wilderness guidelines call for natural forces to act on cultural resources without excavation, stabilization or interpretation, wilderness designation will adversely affect cultural resources. Others disagree with this interpretation.

Paleontological Resources

Proponents believe that wilderness could protect paleontological resources from vandalism; however, some paleontologists are opposed to wilderness designation because it would generally prevent excavation of paleontological sites

and mechanized access for removal of materials that may weigh in the tons.

Vegetation and Special Status Plant Species

Wilderness proponents point out that wilderness designation would reduce the potential for surface disturbance and off-highway vehicle use thereby preserving natural vegetation types and preventing inadvertent destruction of endangered, threatened or other special status plant species. Wilderness opponents believe that wilderness designation would interfere with protection and management of vegetation and special status species by placing restrictions on control of pests, noxious weeds, fire management, and management of areas with high natural erosion rates.

Biological Wildlife and Special Status Animal Species Issues

From a biological perspective, many new wildlife issues emerge. Carrying capacity of the land, water and air, integrity of specific ecosystems, rare species conservation and the effects on Utah's natural environments are all discussed and depicted by proponents and opponents of wilderness designation.

Wilderness proponents believe that wilderness designation will be of overall benefit to wildlife and will promote biological diversity by preserving natural habitats and

reducing encounters between wildlife and people. Wilderness areas may provide sanctuaries for some wildlife species where they can carry out their life cycles without intrusion by man. Wilderness opponents point out that wildlife thrives because of man-made and maintained habitat treatments and water developments. They note that diversity of small mammals that provide prey for other species actually increase in areas that have been altered by chaining or other vegetation alterations. Some argue that mechanical modification and reseedling of large areas occupied mainly by pinion pine and juniper trees increases biodiversity in localized areas by providing forage and ecozones that would occur naturally only through catastrophic events such as wildfire, drought or infestation.

Other interested parties argue that wilderness is neither good nor bad for "wildlife" but does have different effects on different species. Wilderness management may benefit isolation dependent species and species associated with climax vegetation types which it may adversely affect species that are dependent on disclimax or secondary succession. For example, wilderness may provide an advantage for bighorn sheep, while reducing populations of mule deer.

VI. PHILOSOPHICAL DEBATE

All sides of the wilderness debate bring strongly held views, each equally convinced of the rightness of their own position. The issue does not lend itself to unimpassioned debate or compromise. Each side approaches the table presuming conflict with a pre-existing agenda, a need to promote and at the same time defend that agenda.

Both sides also express concern regarding how lands adjacent to wilderness will be managed--one side fearing the encroachment of wilderness management criteria on adjacent nonwilderness land with the other fearing the encroachment by development of adjacent lands on wilderness.

To confuse the debate, multiple use carries different meanings to differing points of view. For example, opponents of wilderness designation often describe themselves as promoting "multiple use" implying that wilderness advocates are opposed to multiple use. Wilderness advocates respond that "wilderness" is multiple use incorporating many uses within its definition.

Land management policy, let alone wilderness designation, cannot be all things to all people. But, regardless of one's bias on the wilderness designation issue, the parties

all express a deep "caring" for the land and all agree that the land should not be misused or abused. The citizens of Utah must explore their common ground and begin to communicate to one another from the perspective of those shared values if they ever hope to make their position known to Congress.

EXHIBIT A

PERMITTED ACTIVITIES

1. Non-commercial hunting, fishing and trapping are allowed in most areas subject to state restriction.
2. Native wildlife species may be introduced or reintroduced and fish species stocked in order to perpetuate or recover threatened or endangered species.
3. Where previously established, grazing is allowed to continue. Permittees are generally allowed to continue prior management practices and to maintain range improvements necessary to livestock operation in most cases. The use of motorized equipment for such purposes is, with some restriction, permitted where it occurred prior to wilderness designation. In some cases and where approved in the wilderness management plan, prescribed burning, noxious weed control, seeding, irrigation, fertilization and liming are allowed where each was practiced prior to wilderness designation, when absolutely necessary for the grazing operation, and where there would be no serious adverse impacts on wilderness values.
4. Holders of valid mineral leases retain the rights granted in the leases although such rights do not necessarily guarantee that development plans will be approved. Holders of valid mining claims (effective as of the date of designation) are allowed to conduct operations necessary for the development, production, and processing of mineral resources. These activities (including provision for reclamation of all disturbed lands) are subject to approval through a plan of operation and must minimize the impact on the surrounding wilderness character.
5. Reasonable access (as determined by the BLM) to completely surrounded state and private land holdings taking into account the impact such access would have on the wilderness area and the reasonable purposes for which such in holding lands could be used.
6. Dams and water development structures can only be authorized by the President of the U.S. Watershed restoration is permitted in limited instances to prevent or correct loss of wilderness values or in cases of threat to life or property outside the wilderness.
7. Subject to fire management plans, prescribed fires may be used to reduce fuel buildups, and fire suppression can be undertaken to reduce the risks of wildfire within wilderness or escaping from wilderness. Some lookouts may be maintained.
8. Dead and down timber material can be cut for campfires in most wilderness, subject to local restrictions.
9. Cultural features will be protected and maintained using methods which are consistent with wilderness character and values with preservation activities to be approved on a case-by-case basis.
10. Research is considered a valid and important use of wilderness and is encouraged so long as projects do not degrade the wilderness character.
11. Recreation including camping, hiking, hunting, horsepacking, fishing, climbing, canoeing, etc. is allowed, but visitors must accept wilderness largely on its own terms. Visitors should pack out all trash, use a lightweight stove instead of a fire, stay on designated trails in heavily-used areas, keep group sizes small, camp 200 feet or more from trails and water bodies, wash away from water sources, make sure that horses and stock do not damage the campsite or overgraze areas, and leave cultural resources in place. Permits (or other BLM imposed restrictions) may be required for use of some areas.
12. Wilderness-oriented outfitters and guides for hiking, horseback riding, mountain climbing or river trips may be authorized if they are included in the wilderness management plan.

PROHIBITED ACTIVITIES

1. Motorized equipment with exceptions generally for life safety emergencies and for previously existing use of such equipment for activities permitted to continue after wilderness designation.
2. Motorboat or aircraft use unless established prior to wilderness designation.
3. Hang gliders, parasails and bicycles.
4. Insects and diseases are considered a natural part of the ecosystem and are not controlled, unless epidemics are expected to cause unacceptable damage to adjacent lands and resources, or exotic pests are expected to cause an unnatural loss to the wilderness.
5. Timber harvesting although trees and shrubs can be cut for valid mining claims and under emergency conditions.
6. Competitive events such as races, endurance runs and the like.

COALITION FOR UTAH'S FUTURE PROJECT 2000

PO Box 30901 Salt Lake City, Utah 84130
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Community and Wild Lands Futures Pilot Project Concept Paper January 12, 1994

RATIONALE

Contentious issues associated with local planning and their relationship to adjacent public lands, are the fertile breeding ground for gridlocked government and destructive, resource intensive conflicts. Parties that choose to stake out an all or nothing position find themselves pitted against groups who are equally adamant in their own commitment to a different position. Meanwhile the physical and social conditions may deteriorate, opportunities are lost and the conflicts become more difficult to resolve. Parties become less capable of talking about their interests and creating acceptable solutions. The capacity to solve problems and a sense of community are diminished.

Today there is a growing recognition that the costs of engaging in protracted conflict are high for all sides. Parties are investing in alternative processes that produce sound, durable outcomes based on processes designed to bring all stakeholders together to educate each other about their respective needs and concerns, to gather jointly relevant information, explore and assess options and reach agreements. The Community and Wild Lands Futures Project offers an opportunity for people of different persuasions to work together at the grassroots level; to understand one another's concerns, and goals; and to explore together ways to address these concerns.

Recent attention has been focused on an ecosystem management approach to decision-making regarding public land management classifications and plans. In some regions, intense study based on solid scientific evidence has led to the compilation of valuable information as a basis for formulating land management plans within a given ecosystem. Some of these efforts have led to the realization that human communities have been overlooked as a component in an ecosystem. Quality of life, protection of wild lands, and the economic and social health of human communities are interrelated issues. An opportunity exists to deal with these issues in an interrelated fashion. The Community and Wild Lands Futures Project acknowledges the mutual dependence of healthy communities and healthy environments.

GOALS

Coalition for Utah's Future/Project 2000 (Coalition) is building on previous efforts to look at wilderness issues and recognizes the need to examine these issues at the grass roots level in order to improve the climate and quality of discussion (See Wilderness/Land-Use Project Overview).

The Community and Wild Land Futures Project is a pilot project to design a process that brings all stakeholders together to raise and resolve issues associated with communities adjacent to wild public lands in a focused geographic area. A goal is to develop a rational process based on sound scientific information. The project will create comprehensive local community plans (Phase 1). In addition, it will develop associated wild public land classification recommendations, including wilderness, that will consider a broad range of interests, involving biological, economical, social and political factors (Phase 2).

The goals of the Project are to:

- Address community and wild lands futures in a rational and scientific manner
- Create a grass roots process for comprehensive local community planning and sustainability.
- Identify resources to enrich the process and generate useful information to share
- Connect the local visioning/planning process with the issue of public wild land futures and with state and national processes and players
- Develop a broad based recommendation for the classification of public wild lands in the pilot region
- Educate the broader general public about rural planning and community self-determination, and ecosystem management of natural systems and wild lands issues
- Create a replicable model

APPROACH AND COMPONENTS

The Community and Wild Lands Futures Project is divided into two phases.

Phase 1 - Community Futures: Sustainability Through Comprehensive Local Planning (Emery Co., UT)

The first phase focuses on community self-determination and sustainability through comprehensive local visioning and planning. Design and implementation of this phase will occur at a local, "grass-roots" level. Community receptivity to the pilot project was a primary criterion for choosing Emery County for the Pilot Project. The goal of the first phase will be to develop, through an informed process, a future vision for Emery county residents, and the subsequent development of a comprehensive long-range community/county plan. This plan will be based on solid economic, scientific, social and governmental information. It will have considered a wide range of options, and will have had wide

community involvement and acceptance. Phase 1 will follow the steps listed below.

1. Designing and Setting Up the Project Framework

Project Framework - The Coalition worked with local officials in several counties, representative stakeholders, the Governor's Office, and the Congressional delegation (the state advisory group) in the fall of 1992 to select Emery County as the pilot community. The advisory group also refined the conceptual framework for the overall pilot project.

Community Planning - The Coalition will now assist Emery County in establishing a local project steering committee. The local steering committee will work from the conceptual framework developed by the state advisory group to custom design a process for the community. The role of the Coalition will be to function as a resource; to consult and facilitate the Emery County steering committee's design and implementation of the initial activities involved in the local comprehensive planning process.

2. Developing a Comprehensive Community Driven Long Range Plan

General Framework

Community Inventory: "What Do We Have?" - The county will conduct an inventory to determine, "What do we have?" "Who are we?" and "What are our concerns?" Each sector in the county will complete this inventory for its own sector and for the community in general. The local county steering committee will work with the Coalition to compile this information.

Visioning: "What Do We Want?" - Participants in a community workshops will review the inventory of assets and concerns and engage in a vision activity to determine what they would like the future to hold for their communities.

Exploring Options: "What Can We Do?" - Based on their vision of the future the workshop participants will establish task groups to work with outside resources to identify, develop and assess options for specific concerns and areas of interest.

Agreeing on a Plan - Based on the information collected participants will work out a comprehensive long range plan for the county as a whole. The plan will articulate the county's interests and goals. Task groups may be developed to work on specific issues. The plan will represent the best thinking of all participants in the process.

Implementing a Plan - The county will work out a strategy to implement the plan. Assistance will be provided where appropriate by outside resources.

Phase 2 - Wild Land Futures: Sustainability Through Broad-Based Study and Recommendations (The San Rafael Swell, in Utah)

In the second phase the Coalition will work with local, state and national interests to address the appropriate land management classifications for those wild lands in the geographic area surrounding the county communities.

Representatives from local communities will be involved in Phase 2 of the pilot project, as well as representatives of the State, conservation leaders and development interests outside of the local area. In addition, since wild land issues will ultimately be decided by Congress, Phase 2 will include liaisons from members of the Utah congressional delegation, the affected congressional committees, and the Department of Interior (DOI). The heart of Phase 2 will be for all participants to become intimately familiar with the wild lands in the area or region of focus through thorough briefings by federal agencies and by hiking into the areas in question. Federal agency briefings will include an overview of the areas' natural systems and resources, existing land classification and management plans, and pertinent federal laws and regulations governing these public lands.

The preceding development of comprehensive local plans in Phase 1 will serve as a resource for Phase 2, since it will articulate the county's interests, goals, and long range plans. This will enable the Phase 2 working group to better understand how the county plans relate to the potential future of the surrounding wild lands. Where county interests and broader public land interests are compatible, agreements and recommendations will readily be reached. Where varying public land use interests are incompatible, problem solving discussions will ensue.

This process, designed with the participants, involves interest-based discussions. The Coalition never uses the word compromise because the participants are not asked to use traditional bartering methods for reaching agreements on related issues. Rather, participants articulate and hear each other's interests and concerns. Together they work to create options that address each other's interests. Creative solutions evolve when people are able to focus on underlying concerns as opposed to positions that often develop when communication ceases. They can then explore strengths and weaknesses of options with the goal of developing an interest-based group recommendation. The process involves consensus-building and the development of "win-win" solutions.

These site-specific discussions will offer the opportunity for people with diverse perspectives to work together at a grassroots level; to understand one another's concerns, and goals; and to explore together creative ways to address these concerns.

The objective would be for the recommendations of the participants to be accepted by the Utah Congressional delegation, other leading members of Congress, and the DOI, and then signed into law. Congressional action, depending on the determination of the broad-based process advisory group and members of Congress, could proceed

with respect to the Phase 2 participant's recommendations for The San Rafael Swell area of the Colorado Plateau, or Congress could wait until the pilot project process is applied in other areas of the Colorado Plateau, or throughout the State as a whole.

OTHER COMPONENTS

3. Connecting with State and National Processes and Players

A broad based working group will track the progress of the community planning initiatives (Phase One) and will assist in the design of the Phase 2 process. When the timing is determined to be appropriate, The Coalition will initiate Phase Two as formerly described.

4. Educating the General Public

Careful documentation and evaluation of the methods used in this project and the information gathered from within the community and from outside sources particularly as it relates to needs and solutions will be made available to the general Utah public through articles in local newspapers, programs on radio and television stations and through articles to interested organizations, agencies, and individuals.

5. Creating a Replicable Model

The Coalition will carefully document its work. At the conclusion of Phase 2, the Coalition will work with the Governor's Office and interested agencies and organizations to identify opportunities to test and apply this model in other areas or communities on the Colorado Plateau.

Given current traditional land-use and conservation issues in the West, the model could have good application potential outside of Utah, particularly in rural communities of the Intermountain region.

The value added components of the model will include:

1. Methods for building capacity to solve problems on contentious public issues at a local level.
2. Mechanisms for linking local, state, and national interests in a problem-solving process.
3. Techniques for developing an inclusive process, both from a substantive and an interest based perspective.

TIMEFRAME

The Coalition proposes an eight to twelve month timeframe for initial Phase 1 activities of the Pilot Project and a six to eight month timeframe for the subsequent Phase 2 activities. These timeframes may be adjusted as determined by the participants in the

process as it evolves. (See Chart).

PROJECT MANAGEMENT

The Coalition's staff will be responsible for the day to day management of the Pilot Project. The Coalition will work closely with the Governor's office and the Utah Congressional delegation to inform, seek advice and draw on the resources of those offices to enhance the Project. In addition, the Project will have a broad based process advisory group comprised of stakeholders from throughout the state who will provide advice and will work to strengthen the overall Project through the identification of resources, the design of Phase 2, and the evaluation of project outcomes.

The community planning process will have its own local project steering committee to design and implement the Phase 1 planning process at the local level. The Coalition will function as a resource, consultant and facilitator to assist the local steering committee with the development of the long range local comprehensive planning process. Once the initial activities are completed and the long range community action plans are developed, the Coalition will continue in a role with the local community as an on-going resource and information exchange.

COALITION FOR UTAH'S FUTURE PROJECT 2000

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PROJECT - ADVISORY GROUP MEETING**
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from
WILDERNESS AT THE EDGE
1990

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UTAH WILDERNESS COALITION

**WHO GOVERNS THE PUBLIC LANDS:
WASHINGTON? THE WEST? THE COMMUNITY?**

Natural Resources Law Center
University of Colorado
School of Law
Boulder, Colorado

September 28-30, 1994

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FOREWORD

IN Wildness is the preservation of the world." When Henry David Thoreau expressed this belief in 1848, he could not have imagined how true his words would ring in the world of the 1990s. Today, faced with probable global warming, ozone depletion, acidic lakes, extinctions, desertification, and deforestation, we realize that our future quality of life—if not life itself—will in large part depend on the treatment we afford our natural environment.

A short time ago, I heard a moving story about the leader of one of the nation's largest environmental organizations. His daughter had been cured of a life-threatening illness more than a decade ago by a nearly miraculous drug found in a plant which grew only on the island of Madagascar. His daughter is now healthy, but the plant, like so many others, is now extinct.

Wilderness and the life dependent on it are fragile entities. They can be destroyed in a matter of years, if not days. Legislative protection is the surest way to maintain a wilderness reserve on our hungry and crowded planet. When wilderness is protected, watershed is protected. Biological diversity is protected. Game is protected. The proper functioning of a natural system is protected. Our quality of life is protected.

The scientific arguments for wilderness seem irrefutable. But will designation of large areas of wilderness in Utah, as I have proposed in H.R. 1500, harm the economy of the region? I honestly don't think it will. Everything I have read and researched indicates that few developable resources will be lost, while increased interest in the region will bring more visitors, money, and growth. But perhaps even more importantly, the quality of life that has drawn us to Utah will remain unimpaired.

I have had the privilege over the last few months of spending time with the residents of southern Utah who will be most affected by the passage of the wilderness bill I have proposed. Although the reception was always cordial, it was very clear that a great rift of opinion exists over Utah wilderness. I sometimes asked these residents if they would be willing to live in a place which was completely developed and exploited, without the quiet corners of natural beauty and solitude which make Utah so unique. The answer was invariably negative, so the real question becomes not whether to preserve significant portions of Utah's wilderness, but, simply, how much. I have proposed preserving over 5 million acres of wilderness in Utah in H.R. 1500. I admit that is an impressive number, but one of the most impressive areas on the planet deserves nothing less.

If we do not deliberately protect our remaining wilderness in Utah, I fear it will eventually disappear. It will not vanish through beneficial development, but will instead be lost through gradual attrition for no good reason at all. Having been born in southern Utah and having spent my

youth in its unmatched canyons and forests, I want to ensure that the same opportunity will be available for future generations. Fifty years ago, Utah had 18 million acres of wilderness land. Two-thirds of that is gone today and what remains is seriously at risk.

To paraphrase John Muir, anyone can destroy a wilderness. It has no natural defense. It cannot fight or run away. But only God can create a wilderness—and only wise government and wise laws can preserve it. What we now elect to save in Utah over the next few years of discussion will always remain. What we neglect to protect can never be recovered. This is a decision with lasting consequences for the future. I hope we will choose wisely and I look forward to participating in this exciting and essential process during the critical years to come.

Wayne Owens

U.S. HOUSE OF REPRESENTATIVES
SECOND DISTRICT, UTAH

INTRODUCTION

THE dispute over how much BLM land shall be set aside as wilderness in the state of Utah is one more round in the long disagreement between those who view the earth as made for man's domination, and wild land as a resource warehouse to be freely looted, and those who see wild nature as precious in itself—beautiful, quiet, spiritually refreshing, priceless as a genetic bank and laboratory, priceless either as relief or even as pure idea to those who suffer from the ugliness, noise, crowding, stress, and self-destructive greed of industrial life.

Between the extremes, between the interested and the disinterested, there is a large group of the confused, uncertain, and misled; but the conflicting parties are still the Birdwatchers and the Roughriders, the responsible stewards of the earth and those galvanized by the spirit that "won the West:" that reduced the beaver and bison to remnants, clear-cut the mountainsides, overgrazed and plowed up the grass, set the topsoil to blowing, pumped down the water table, dried up the springs, trampled the riparian zones of streams and silted up the gravelly spawning creeks, dammed and diverted the rivers, left its ghost towns in a hundred gulches and the outwash of its monitors at the mouths of a hundred canyons, and that in these days, as careless as ever, darkens and sours the air around Colstrip, Billings, Four Corners, Page, Huntington, Castle Dale, Lynndyl, and many another place.

Some of that damage was done in the rage to get rich quick, some in the defensible but often futile hope of creating homes and farms in unlikely country, some in the effort to fuel the industrial monster we have created. Some was done by individuals, some by corporations and governments; some in ignorance of consequences, some in reckless disregard of them. From one point of view, one that gains adherents steadily as the remaining wild country shrinks, the West was not won at all, but mainly lost.

In many parts of the arid interior West, the clean magnificence, the clean air and long views, the natural balances and interdependences that make its enduring flora and fauna object lessons in adaptation and survival, have been defaced or diminished by our efforts to make the country serve either our lust for quick wealth or our everyday needs. There are many places that are already dedicated to those purposes. But if the remaining wild country were put to its highest, most reasonable, most sustainable use, it would be asked to serve neither everyday needs nor get-rich-quick dreams. Except in well-watered areas such as the Wasatch Front in Utah and the apron of the Front Range in Colorado, no part of the West, and certainly none of the remaining wild parts, is ever going to support a large permanent population. If we surrender the wilderness areas to so-called



The Kaiparowits Plateau from near the Hole-in-The-Rock road in the Escalante country. Economic pressures to develop Kaiparowits coal and Escalante uranium will transform this wilderness unless it is given legal protection.

Stu Levy

“productive” uses, we will give up, for brief and ugly benefits, the highest values that wilderness provides.

Historically, every western boom has been followed by bust. The economics of liquidation—get in, get rich, get out, or, more commonly, go out, go broke, go back—has applied to fur, game, gold, timber, grass, oil, uranium. *In the end it will prove to have applied to most irrigation agriculture as well.* The Public Domain, which east of the 100th meridian was quickly disposed of, found few takers in the West except hit-and-run takers, and little by little the federal government began to assume responsibility for it. Since 1872, when Congress created Yellowstone National Park, large areas have been protected from exploitation by being set aside as national parks, national forests, wilderness areas, wildlife refuges, and wild rivers. The BLM lands are the left-overs. For generations they remained open, nearly empty, available to almost any use people chose to make of them.

What I mean to say is that the Public Domain started as an assumption, a sort of squatters’ rights assumption, and quickly became a habit that remains long after it is no longer valid. It existed before law, and law was slow to protect it. The laws that grew up within it, such as most water law and the mining law, were essentially the justification of appropriation, which was itself essentially tolerated trespass.

Surrounded by open space, Westerners got to feeling that it was theirs, because they used it freely. Many still feel that way, and *de facto*, they are right. Even now, anybody can stake out a mining claim on BLM land wherever he finds color, and can remove without fee any minerals he finds. Permittees can run cattle or sheep at cheap subsidized rates on both BLM and National Forest land, and their privileges over the years have hardened into vested rights, to be bought and sold along with the home ranch. Anybody can hunt, camp, ride, hike, drive an ORV or a dirt bike, almost anywhere on BLM land, and many assume the right to pot-hunt in

Anasazi ruins and deface or steal whole panels of pictographs. If a local BLM man tries to keep livestock to the permitted numbers, or restrain pot-hunters and dirt bikers, he can be made very uncomfortable, can be harassed and threatened until the bureau transfers him to save him from violence, and replaces him with someone more willing to work with local interests.

It took a long time for even minimum acceptance of federal responsibility for these left-over lands. The first step came in 1934, the peak year of the Dust Bowl, when Congress passed the Taylor Grazing Act, eliminating the old General Land Office (and with it most of the land laws permitting the staking of agricultural claims), and creating the Grazing Service, which undertook not only to rescue the overgrazed range but to charge, finally, for the right to put stock on it. The West welcomed federal aid—it always does—and quietly sabotaged federal regulation by packing grazing district councils with local stockmen, foxes who knew what to do in a hen house. If the Grazing Service, which later became the BLM, caused trouble, congressional friends of the stockmen could always bring it to its senses by cutting its budget. The end result was a federal bureau manipulated by and subservient to local interests.

Then in 1976 Congress went a light-year beyond the Taylor Grazing Act, and passed the Federal Land Policy and Management Act (FLPMA), which gave the BLM both specific mandates and the teeth to enforce them. Suddenly it seemed that federal regulation was going to be a fact, not a fiction. Suddenly people were coming into local BLM offices with the intention of really enforcing the law and maintaining the resource. Also, it now appeared that FLPMA had ordered BLM to inventory all its potential wilderness areas. That meant that, if they were reported and certified and acted on by Congress, whole basins, whole systems of plateau and canyon, whole related playas and dry mountainsides and high snow-fed valleys, might be withdrawn from the traditional uses and abuses.

FLPMA instantly brought on the Sagebrush Rebellion, with its furious anti-Fed feelings, its threats of violence, its denial of both history and law in its assertion of states rights to lands that had never been anything but federal, that had been specifically renounced by every western state upon its admission to the Union. But the Sagebrush Rebellion ceased abruptly when Ronald Reagan was elected President and James Watt and Robert Burford occupied the Interior Building. With such friends in power, who needs a rebellion?

But FLPMA was still law, the wilderness inventory still had to be made. In some of the eleven public lands states, though it never identified and certified enough wilderness to satisfy environmentalists, the BLM did at least a token job. In Utah, as this book attests, it delayed, juggled boundaries, made recommendations on the basis of no more than a helicopter overflight, arbitrarily broke up or eliminated areas of bona fide wilderness because of real or hoped-for mineral resources or real or hoped-for power installations. It cut some areas because it already had plans to chain juniper-pinyon forests and plant crested wheat grass range that could then be leased at a fraction of its cost to local stockmen. If it moved reluctantly in much of the West, in Utah it appears to have done its best to evade its legal obligation, and at the same time to have exceeded its mandate. It had no mandate but to inventory its wilderness; as Ray Wheeler points out in this book, in Utah it came up with commercial and industrial zoning, usurping the function of Congress.

Why? Why in Utah, where there is more authentic wilderness than in almost any state except Alaska, and where much of the wilderness is unique, unmatched in any part of the world? Why Utah, where every tour-

If a local BLM man tries to keep livestock to the permitted numbers, or restrain pot-hunters and dirt bikers, he can be made very uncomfortable, can be harassed and threatened until the bureau transfers him to save him from violence, and replaces him with someone more willing to work with local interests.

Coal mines, uranium mines, oil wells, oil sands, oil shales, power plants, look like hope even when they are largely speculation, and even when their success would destroy the life these people have grown up in.

turns into an awe-struck worshipper? Why Utah, where in the six Colorado Plateau counties most concerned with the wilderness inventory (an area slightly larger than Massachusetts, New Hampshire, and Vermont combined) there live barely 28,000 people, concentrated in a handful of oases where human habitation is feasible?

Well, Utahns were, and some still are, frontiersmen. They share states' rights assumptions and biases. Away from the Wasatch Front, the population is so thin and the wild land so extensive that they cannot conceive of its being damaged. Though many of them are hunters, they have not all made the connection between good hunting and good wildlife habitat; and though they all grew up in a country short of water, they have not all understood that a country short of water for agriculture is also short of water for industry or municipal use. No more than other Westerners do they like dictation or interference from outsiders, and they are as susceptible as other frontier Westerners to the temptation of violence. Many consider the wilderness inventory, and indeed all federal regulation, an unwarranted intrusion into land-use decisions that should properly be made by the people who live there.

But there are special, residual, half-lost reasons for Utah's intransigence. Utah is a desert state, drier than any other state except Nevada. It was settled by a God-guided, prophet-led, persecuted people who had good reason to hate and fear the United States, and who fled to Utah, then Mexican territory, thinking of it as the Canaan that the Lord had prepared for them. The Mexican War put them right back in the country they had fled from. Ten years after their arrival in Utah they were fighting a war against an invading American army, and in the 1870s and 1880s great-grandfathers of southern Utah's present generation were hiding out from U.S. Marshals bent on tracking down "cohabs." Many of those fugitives hid out in the fastnesses that the Utah BLM was told to inventory for wilderness designation a hundred years later. It is surely hard to think that country where so much of your intimate family and community and church history has taken place is not yours, and that strangers tell you what to do with it.

Moreover, the land that God and Brother Brigham brought the Mormons to turned out to be, in spite of truly heroic efforts, largely unfriendly to settlement. The Mormons quickly settled the Wasatch Front and the fertile Sanpete and Sevier valleys. They sent colonists across the desert to Genoa, on the eastern side of the Sierra, and down to Las Vegas and San Bernardino (Brigham's corridor to the sea), and up into the Salmon River country of Idaho, and down to Moab, on the Colorado, and to St. George, on the Virgin. In 1880 a belated wagon-train made an incredible journey down along the Kaiparowits Plateau, through the nearly vertical slot called Hole-in-the-Rock, across the Colorado in Glen Canyon, and across Wilson's Mesa to found the town of Bluff, on the San Juan.

But some of those extensions of Zion were overtaken by the expanding United States, and some, like the Lemhi Mission in Idaho, ran into trouble with the Indians, and some, like Bluff, almost as isolated as if they were on another planet, languished in their tiny pockets of fertility. Nowhere could the population expand except along the Wasatch Front from Brigham City to Nephi. Mormon families were big, and encouraged to be big. Now they are still big, but not so strenuously encouraged, for the land very early reached the limit of its capacity to support people. It is a distress to southern Utah's Mormons and to their friends, of whom I hope I am one, to watch generation after generation of young people take off for Salt Lake, Provo, Ogden, California, or "back east" in search of jobs by which to live. Some who manage to remain train as foresters or range managers

and find jobs with the Park Service, Forest Service, or BLM; and some of them may never lose their inherited mind-sets, which may explain why the Utah BLM has been so sympathetic to local prejudices.

Residents of Loa, Panguitch, Blanding, Moab, for reasons that seem good to them and that are played on by mining and livestock interests, sometimes see wilderness advocates such as those who belong to the Utah Wilderness Coalition as people bent on killing the only chance their children have of getting a job close to home. Coal mines, uranium mines, oil wells, oil sands, oil shales, power plants, look like hope even when they are largely speculation, and even when their success would destroy the life these people have grown up in. Wilderness they could accept if it meant a lot of paved roads, motels and gas stations at every spring and stream, helicopter flights over wild eroded country, and all the rest of the tourist-resort syndrome. But wilderness that would *remain* wilderness seems to them a waste.

Sometimes the resentment against "outside interference" runs high. Thus the county supervisors of Grand County sent out their road crews to bulldoze a road up Negro Bill Canyon, a wilderness study area supposed to be protected until completion of the wilderness inventory. In effect, they were defying the United States to control its federal land. And thus local citizens threatened with death the dedicated people who discovered and exposed the shoddy nature of BLM's wilderness inventory. Thus, every now and then, they hang or burn in effigy people such as Clive Kincaid and Robert Redford, who work against the industrial development that some locals think so essential.

That violence is an expression of desperation, the frontier dying hard, the reaction of people pushed to the edge of their tolerance by forces they do not understand. I sympathize with their feelings; I also think they are profoundly wrong, or else that they are disguising some personal economic stake in the future that goes beyond use and into profit.

I think they fail to understand the nature and necessity of federal ownership and management in their arid, bony, nearly roadless country—that is, that they have not read their own history. I think they mistrust federal intervention because it is "outsider," and don't sufficiently mistrust the local mining and livestock interests most opposed to federal controls. I think that even in the area of tourism they expect too much, want too much—want not a sustaining economy but a boom; and I think that is pathetically western of them, because in the country they live in, booms are short, and are followed by busts, and an economy that can sustain itself is going to be far more modest than some motel-keeper's dream. I think they are wrong because, in their eagerness to find some way of family living and jobs for the children, they are too willing to sacrifice their air, their water, their views, their silence and peace, everything that makes their life, poor as it is, enviable. I think they are wrong because their Old Testament view of the earth conceives it to have been made for man's exploitation. What they have yet to come to is Aldo Leopold's view that earth is a community to which we belong, and to which, in consequence, we owe a duty.

I would urge upon the people of southern Utah, and upon the politicians who will be trying to give them what they want, that in their own long-range interest they look carefully at their options. One, represented by the BLM's meager 1.9 million acres of wilderness, would encourage maximum exploitation, maximum damage to the water table, wildlife habitat, scenery, and ultimately, tourist visitation. A second option, which would involve maximum roads and tourist development, would be every bit as damaging: take a look at Page or Wahweap now. A third, represented by the Utah Wilderness Coalition's 5.7 million acres of wilderness, would

permit continued exploitation of coal and other mineral resources where the wilderness has already been invaded, and leave maximum wilderness intact for the future, guaranteeing Utah, America, and the planet something incomparable and increasingly precious.

Once, in the 1930s, Harold Ickes and others were proposing that almost all of southern Utah be made into one vast national park. That never came to pass; if it had, I suspect that the southern Utah economy would be stronger than it is now, and the wilderness would be more intact. But the 5.7-million-acre proposal of the Utah Wilderness Coalition is the closest thing still available. It is not a wish-list concocted by insatiable environmentalists. It is actually a true inventory of what is left, the precise thing that the BLM was instructed to prepare. With that inventory available, Congress can make the decisions that the BLM tried to take out of its hands.

The conflict in the Colorado Plateau and out in the Great Basin desert comes down to a conflict between the material and the spiritual. With only a minor and temporary sacrifice of material profit, the spiritual can be saved intact. But the attempt to generate maximum immediate profit to individuals or corporations will destroy the spiritual integrity of the wilderness.

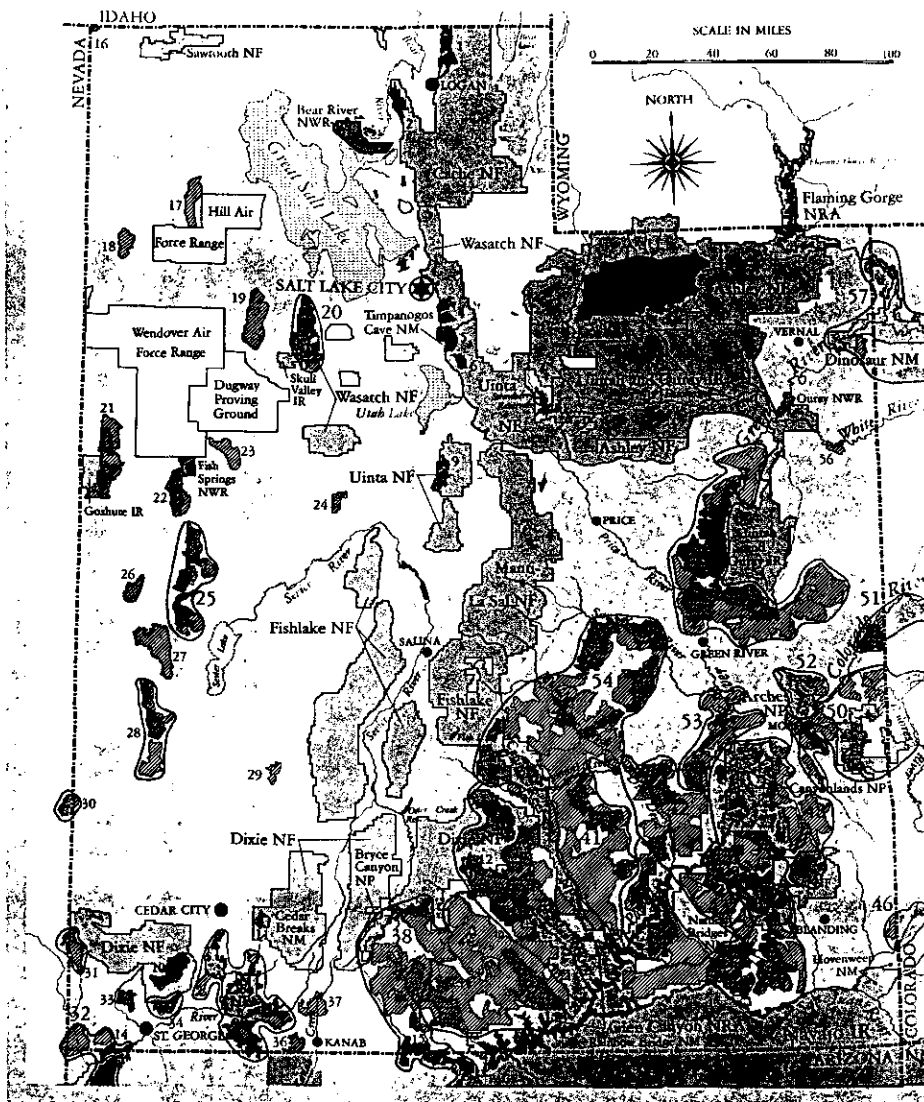
Brigham Young told his people, made restless by the California Gold Rush, to forget about gold; gold was for paving streets. If he were alive now, he might tell them that uranium is for blowing up the world, not helping it; that coal is for increasing the greenhouse effect and poisoning the world's air; that electric power is for lighting the gaming rooms and whorehouses of Las Vegas. Wilderness is for something else.

The Utah deserts and plateaus and canyons are not a country of big returns, but a country of spiritual healing, incomparable for contemplation, meditation, solitude, quiet, awe, peace of mind and body. We were born of wilderness, and we respond to it more than we sometimes realize. We depend upon it increasingly for relief from the termite life we have created. Factories, power plants, resorts, we can make anywhere. Wilderness, once we have given it up, is beyond our reconstruction.

Wallace Stegner

Utah Wilderness

Sources: BLM Wilderness Status Map, June 1986; Utah BLM Statewide Wilderness Environmental Impact Statement, Draft, BLM Proposed Action, 1986; Utah Wilderness Coalition.



Bureau of Land Management (BLM) Lands proposed for wilderness designation

- Proposed by both BLM and Utah Wilderness Coalition (UWC)
- BLM Wilderness Study Areas (WSAs) not recommended for wilderness by the BLM, but proposed by the UWC
- Lands outside WSAs proposed for wilderness by the UWC
- Designated BLM wilderness
- Other BLM lands (may be interspersed with state and private lands)
- National Park System (NPS) lands
- NPS lands administratively designated as "suitable" for wilderness

- National Forest System
 - Designated National Forest wilderness
 - National Forest wild areas adjacent to proposed BLM wilderness areas
 - National Wildlife Refuges
 - Indian Reservations
 - Military Reservations
 - State or private lands
- NP—National Park
 NM—National Monument
 NF—National Forest
 NWR—National Wildlife Refuge
 NRA—National Recreation Area
 IR—Indian Reservation

NOTE: There are 779,638 acres of National Forest designated wilderness in Utah and 22,551 acres of BLM wilderness. The Utah Wilderness Coalition is proposing the designation of 5,126,641 additional acres of BLM land as wilderness. Of these, 1,932,169 acres are outside the BLM's established WSAs or ISAs. The BLM itself has recommended only 1,901,922 acres for wilderness designation, all of them on established WSAs or ISAs. Many of the BLM areas in the list of wilderness proposals below include several separate areas in a "cluster" of wildlands suggested by the faint red "border" around each on the map, opposite.

23. Dugway Mts. (18,000 acres)
24. Rockwell (11,000 acres)
25. House Range (125,430 acres)
26. Conger Mt. (20,400 acres)
27. King Top (84,770 acres)
28. Wah Wah Mts. (82,238 acres)
29. Granite Peak (9,600 acres)
30. White Rock Range (2,600 acres)
31. Cougar Canyon-Docs Pass (19,528 acres)
32. Beaver Dam Slopes (37,180 acres)

Colorado Plateau Areas

33. Red Mt. (18,000 acres)
34. Cottonwood Canyon (11,000 acres)
35. Greater Zion (107,808 acres)
36. Moquith Mt. (14,830 acres)
37. Kanab Creek (25,750 acres)
38. Grand Staircase (263,617 acres)
39. Kaiparowits (556,374 acres)
40. Escalante (337,515 acres)
41. Henry Mts. (357,045 acres)
42. Dirty Devil (254,800 acres)
43. White Canyon (80,550 acres)
44. Glen Canyon (168,770 acres)
45. San Juan Anasazi (362,370 acres)
46. Squaw/Cross Canyons (7,580 acres)
47. Dark Canyon (123,800 acres)
48. Canyonlands Basin (150,340 acres)
49. Behind-the-Rocks (46,390 acres)
50. LaSal Waters (71,670 acres)
51. Westwater Canyon (36,260 acres)
52. Arches/Lost Spring (11,600 acres)
53. Labyrinth Canyon (170,680 acres)
54. San Rafael Swell (674,205 acres)
55. Desolation Canyon (589,150 acres)
56. White River (12,000 acres)
57. Greater Dinosaur (21,820 acres)

Existing Utah Wilderness

National Forest Areas

1. Mt. Naomi
2. Wellsville Mt.
3. Mt. Olympus
4. Twin Peaks
5. Lone Peak
6. Mt. Timpanogos
7. Desert Peak
8. High Uintas
9. Mt. Nebo
10. Pine Valley Mt.
11. Ashdown Gorge
12. Box-Death Hollow
13. Dark Canyon

BLM Areas

14. Beaver Dam Mts.
15. Paria Canyon-Vermilion Cliffs

Proposed BLM Wilderness Areas

West Desert (Basin and Range) Areas

16. Little Goose Creek (1,332 acres)
17. Newfoundland Mt. (23,266 acres)
18. Silver Island Mts. (20,000 acres)
19. Cedar Mts. (55,000 acres)
20. Sunsbury Mts. (14,073 acres)
21. Deep Creek Mts. (76,000 acres)
22. Fish Springs Range (52,500 acres)

ACREAGES
REVISED

MAP BY WILMA FREY, LANDSCAPE ARCHITECT, A.S.L.A., WASHINGTON, D. C. PORTIONS OF THIS MAP FIRST APPEARED ON "FEDERAL LANDS OF THE COLORADO PLATEAU REGION" COPYRIGHT © 1987, THE UNDERHILL FOUNDATION AND THE GRAND CANYON TRUST. REPRODUCED BY PERMISSION.

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WILDERNESS ISSUES

WILDERNESS and controversy are no strangers; the law that established the National Wilderness Preservation System in 1964 took eight years to pass Congress. Unfortunately, the basic questions that Congress attempted to settle with that legislation are still debated each time a new wilderness proposal is advanced. Far too often we hear the old myths that wilderness designation would halt livestock grazing; that untold mineral wealth would be locked up; that the state's school trust would suffer; that recreational access would be stifled; and that water rights would somehow be usurped. The following section addresses these issues in turn, and attempts to lay a factual foundation for the discussion of specific wilderness proposals.

WHAT IS A WILDERNESS AREA?

Beginning in 1872 with the creation of Yellowstone National Park, our nation has set aside tracts of undeveloped public land in order to preserve the unspoiled remnants of what was once a pristine continent. Formal standards for the designation and protection of Wilderness Areas were established in 1964, when Congress passed the Wilderness Act. In 1976, the Federal Land Policy and Management Act (FLPMA) directed the BLM to review the vast public lands under its management to determine which were suitable for designation by Congress as wilderness.

In 1984, while the BLM wilderness review proceeded, Congress designated two small BLM wilderness areas along the Utah-Arizona border: the Paria Canyon-Vermilion Cliffs and the Beaver Dam Mountains. Studies and debate continue over how much of Utah's remaining BLM wild lands should be protected.

The wilderness areas we propose in this book can be designated only by Act of Congress following extensive study by the managing agency, formal public hearings, and extensive written comment from citizens. Public debate over wilderness legislation ensures that Congressional leaders consider all the facts and varying viewpoints.

Wilderness is a key part of the multiple use idea, which does not mean—nor has it ever meant—*every* use on *every* acre. Beyond that, the uses of *wilderness* itself are multiple. Among those allowed in wilderness areas are:

- Foot and horse travel; hunting and fishing; backcountry camping
- Float boating and canoeing
- Guiding and outfitting
- Scientific study; educational programs
- Livestock grazing, where previously established
- Control of wildfires and insect and disease outbreaks

In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, 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.

THE WILDERNESS ACT OF 1964

Mining on pre-existing mining claims

In order that natural forces can operate free from man's interference, and to preserve opportunities for solitude, certain uses are not allowed in wilderness areas:

Use of mechanized transport (except in emergencies, or such vehicles as wheelchairs)

Roadbuilding, logging, and similar commercial uses

Staking *new* mining claims or mineral leases

New reservoirs or powerlines, except where authorized by the President as being in the national interest.

When wilderness opponents claim that wilderness is "locked up" from multiple use without considering the views of local residents, look again. This myth dies hard. Logging, mining, and motorized vehicles, if not carefully regulated and limited, can monopolize the public's land for the benefit of the few. *These* are the real single-use lockups of public land, and they usually occur without much public debate.

The Question of Purity

We have carefully drawn the boundaries of our proposed wilderness areas to exclude maintained and traveled roads, heavily used vehicle ways or off-road vehicle routes, active mines, most developed livestock facilities, and developed recreation sites. But where the intrusions are crumbling back into the landscape, or could be restored to a near-natural condition, we have included them within our wilderness boundaries. As the BLM has, we have included a few old mining scars, little-used jeep tracks, and stock facilities such as fences, spring improvements, and gully check dams if they are located within an otherwise wild area and cannot reasonably be excluded by boundary adjustments. Existing commercial uses of stock facilities and mines would be allowed to continue within wilderness areas, subject to reasonable regulations designed to protect wilderness values.

Congress has made it clear that such intrusions do not disqualify an area from wilderness designation if they are "substantially unnoticeable" in the context of the whole area. This does not mean that such imprints must be *invisible*, only that the land retain an overall sense of wildness. Few desert lands are totally untouched by man. Too often, the BLM has allowed mineral exploration or off-road vehicle use to intrude into large wild regions. The agency often dropped those areas from its wilderness inventory. In many cases the roads were illegal in the first place, the mineral exploration proved fruitless, or the jeep trails served no important purpose. The legislative history of the Wilderness Act makes it clear that a few such imprints do not disqualify entire wild areas from protection.

Some people ask why, on the one hand, conservationists include jeep tracks and other human imprints in wilderness proposals, but, on the other hand, object to constructing such facilities within designated wilderness areas. The answer, quite simply, is that the primary goal is to prevent further damage to natural areas. Within limits, nature can heal old scars, but this cannot be used to justify further damage. Once an area is designated wilderness, it is the responsibility of the managing agency to prevent further impairment of the area's wild character.

Fire, Insect, and Disease Management

Wildfire is an important part of natural ecosystems. Fires remove debris, recycle soil nutrients, and encourage new plant growth. Fires caused by lightning within designated wilderness can be allowed to burn if there is no threat to life and property. Decisions related to wilderness fire

management should conform to a fire management plan, adopted following comments from the public.

Fires are generally detected through the use of aircraft overflights and fire lookouts located outside the wilderness. If necessary, however, lookouts may be located within the wilderness. Fire suppression techniques must use minimum tools (e.g., avoid bulldozers where hand work is sufficient) and they must prevent unnecessary degradation of the land.

Prescribed burning may be permitted to restore and maintain the natural condition of a fire-dependent ecosystem. This can help perpetuate habitat for certain threatened and endangered plants or animals.

Insects and disease outbreaks, like fire, are normal events in natural ecosystems. Our use of the term "infestation" only shows how little we know of these natural processes. Still, insects and disease may be controlled within designated wilderness areas if not to do so would threaten endangered plant or animal species or other resources outside the wilderness.

Lawson LeGate

MINERAL RESOURCES AND WILDERNESS

Editor's Note: Would wilderness designations lock up vast quantities of minerals? And would employment in the mineral industries suffer as a result? Hard data on mineral potentials in candidate wilderness areas are scarce. But claimed mineral potential led the BLM to recommend against wilderness designation for many of its wilderness study areas (WSAs), as well as eliminate many WSAs from study. The Utah Wilderness Coalition asked Dr. W. Thomas Goerold, Chief Economist for Energy and Mineral Resources at The Wilderness Society, to make an independent assessment of the importance of the mineral industry to Utah's economy. His report is summarized below. A more detailed analysis can be found in *The Energy and Mineral Sector in Utah*, available from The Wilderness Society, 900 17th Street, N.W., Washington, D.C. 20006. Following his report is a brief analysis of specific minerals found within our proposed wilderness areas. This analysis is summarized from comments the Utah Wilderness Coalition submitted to the BLM on its 1986 draft wilderness EIS.

THE ENERGY AND MINERAL INDUSTRIES IN UTAH

Composition of Energy and Mineral Production in 1977 and 1987

Production of energy and mineral materials in Utah totalled \$1.847 billion in 1977. [Totals reflect adjustments for inflation to 1989 dollars unless otherwise stated.] Slightly more than 50 percent of total energy and mineral revenues were obtained from energy commodities (oil, gas, coal, and uranium).

Copper production made up 25 percent of total energy and mineral production in 1977. Other metals produced in 1977 included minor amounts of silver, iron ore, zinc, magnesium, tungsten, zinc, and vanadium. Construction materials, commodities used primarily in the building industry such as limestone and sand and gravel, comprised about 13 percent of state output of total mineral materials.

In 1987, mineral firms in Utah produced approximately \$1.982 billion worth of energy and mineral commodities, about 7 percent more than output in 1977. Approximately 62 percent of industry production in Utah was attributable to sales of energy commodities. The remaining 38 percent of minerals output was dominated by the "other" class, largely non-metallic materials not counted in the construction materials grouping and including gypsum, phosphate rock, potassium salts, sodium sulfate, and stone.

By 1986, natural resource extraction industries represented just over 3 percent of the Utah Gross State Product, a drop of approximately 75 percent over the quarter century. The oil and gas industry decreased its share of the Utah economic activity from 8 to less than 2 percent. Metals producers also showed a similar decline.

A comparison of mineral output in the two years shows the share of production from energy commodities increased from 53 to 62 percent in the 10-year period. Oil and gas and coal production values each expanded during this time. The large growth in energy prices since the mid-1970s resulted in greater exploration for energy commodities. Though energy prices have now decreased to near mid-1970s levels, energy deposits found in the last decade are still in production. In contrast to the increases in other energy commodity production shares, the uranium industry has struggled to maintain a 5 percent share of total commodity production values since 1977. Although the share claimed by the copper sector declined to just 5 percent in 1987, this was largely because of diminished production resulting from modernization of Utah's largest copper mine.

IMPACT OF THESE INDUSTRIES ON UTAH'S ECONOMY

A common index of economic impact, the contribution of the industry to the Utah Gross State Product, identifies the total amount of goods and services produced by industries. Gross State Product measures an entire state's industrial output and standard of living—analogue to Gross National Product. A second measure of the effect of the energy and mineral industries on the state is the employment impact.

Utah Gross State Product

The relative contribution of the energy and mineral sector to Utah's Gross State Product has continually declined over the past quarter century. Figure 1 shows the trend for this economic sector from 1963 to 1986.

In 1963, the share of Utah Gross State Product of all energy and mineral producers was approximately 13 percent. The oil and gas sector alone represented almost 8 percent of economic activity in Utah. Since 1963, even through the oil and mineral price escalation in the late 1970s and early 1980s, the relative contributions to the state economy by these commodities steadily declined. The almost total collapse of these markets in the early to mid-1980s aggravated this already negative trend.

By 1986, natural resource extraction industries represented just over 3 percent of the Utah Gross State Product, a drop of approximately 75 percent over the quarter century. The oil and gas industry decreased its share of Utah economic activity from 8 to less than 2 percent. Metals producers also showed a similar decline—from over 3 to under 1 percent of state economic activity.

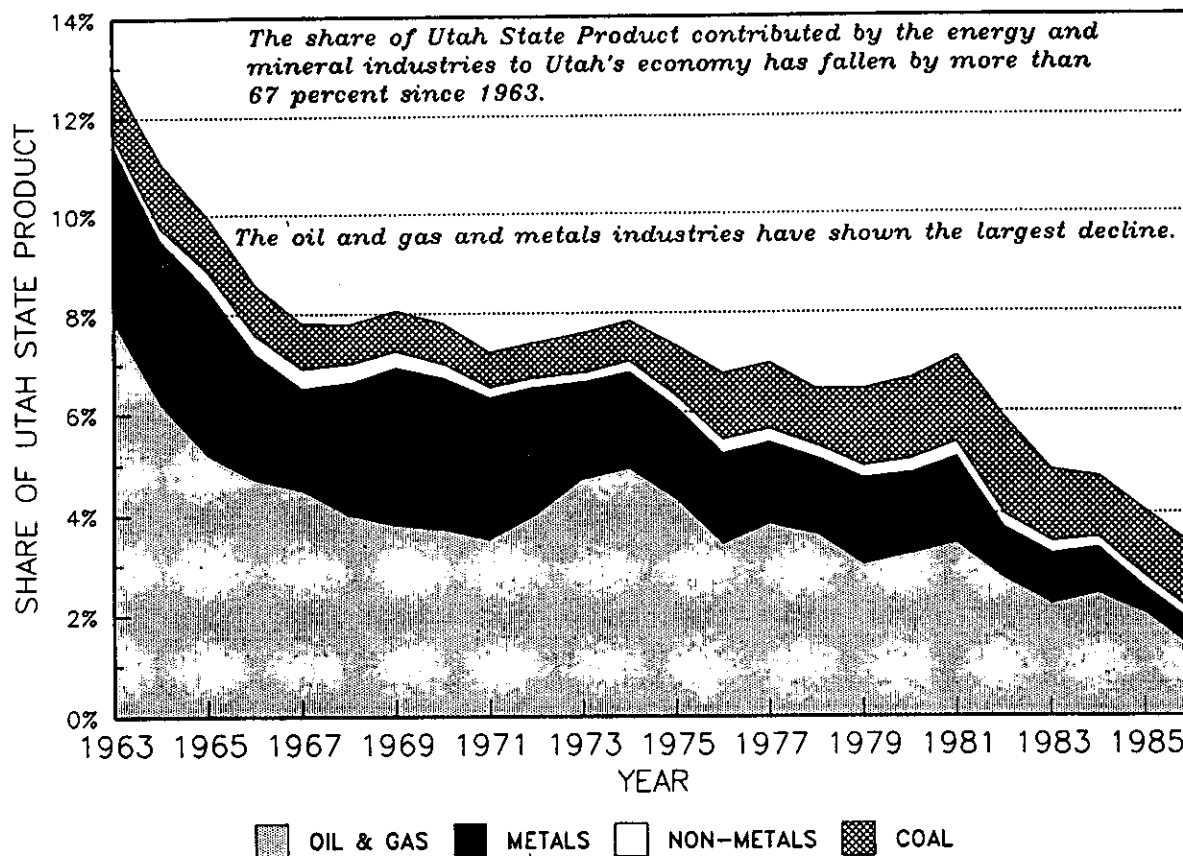
In dollars, the cutback in the economic activity of the natural resource extraction sector was not as dramatic as the decrease in the share of the energy and mineral sector. From 1963 to 1986, the years available for analysis, the oil and gas and metals industries showed very large declines, but the non-metals and coal sectors grew faster than inflation. Though the coal and non-metals sectors indicated absolute dollar growth in state economic activity, the Utah economy as a whole grew faster than these sectors.

The services sector, one of the sectors exhibiting the most dramatic growth in the Utah economy, increased from about 9 to more than 13 percent of the Utah economy from 1963 to 1986. In dollars, this sector, covering a host of businesses including tourism and recreation, tripled during this period—from \$1.11 to \$3.33 billion. Most recent data show that services sector economic activity contributes approximately four times as much as the energy and mineral extraction industry to the Utah economy.

Employment in Utah

Another measure of the evolution of Utah's economy is found in employment trends. There was a near doubling of the number of jobs in

Figure 1 - Economic Impact of Utah's Energy and Mineral Sector.



Source: U.S. Department of Commerce, 1988, Bureau of Economic Analysis.

Utah in the last 20 years, from about 430,000 in 1969 to slightly more than 800,000 in 1987. While total state employment has been increasing, the energy and mineral sector employment is actually lower now than in 1969.

The Bureau of Economic Analysis of the U.S. Department of Commerce shows that the mining industry employed approximately 13,000 people in 1969, but just under 9,000 workers collected paychecks from the industry in 1987. The share of total state employment attributed to energy and mineral firms declined 63 percent, from more than 3 to about 1 percent of total Utah employment. Simultaneously, total employment in the services sector increased by 180 percent—from 74,000 to 207,000 workers—representing a growth of from 17 to almost 26 percent of the Utah workforce.

The metals mining sector has experienced the largest job loss of any segment of Utah's mining industry during this interval. In 1969, metal mining firms employed almost 10,000 people, but by 1987 the employment in these firms totalled only about 3,000. Much of this decline can be attributed to the virtual extinction of the state's uranium industry, but some effects have also been caused by the cyclical market-related cutbacks in employment used in mining at Bingham Canyon's copper facilities.

CONCLUSIONS

Energy commodity production continues to dominate the mining industry in Utah. Oil, natural gas, and coal production contribute the largest

Current and future oil and gas operations in Utah are handicapped by very high drilling costs associated with petroleum operations in the state. Due to the high cost of producing petroleum in the state, even a large increase in the price of oil is unlikely to yield considerable additional reserves of petroleum.

revenues to this sector. Significant revenues are also generated by copper and gold mining operations in the state, with most of state production of these commodities coming from two sites in Utah.

The economic and employment trends for the energy and mineral sector show the effect of the long-term decline of the sector aggravated by the extreme recession of these markets during the early to mid-1980s. Since 1963, the share of Utah's economy contributed by the natural resource extraction industry has decreased by 67 percent—from 13 to 3.4 percent. Oil and gas and metals industries have borne the greatest losses, and the coal industry has shown a modest gain. Employment in the energy and mineral industries has also decreased, from 13,000 in 1969 to less than 8,000 in 1987. This translates to an aggregate employment share for the energy and mineral industries of approximately 1 percent of the total statewide labor force in 1987, compared with more than 3 percent in 1969.

In marked contrast to the declining trends seen in the energy and mineral sector, the Utah economy as a whole has generally shown healthy growth. The services industry in Utah has increased from 9 to 13 percent of the Utah Gross State Product and from 17 to almost 26 percent of Utah employment in the last 20 to 25 years.

All energy and mineral commodities produced in Utah have yet to match the sales obtained from production in the early to mid-1980s. Oil and gas production peaked in the mid 1980s and has declined dramatically since. Current and future oil and gas operations in Utah are handicapped by very high drilling costs associated with petroleum operations in the state. The average cost of drilling a well in Utah in 1986 was about \$1.69 per barrel of production—approximately 2.5 times the national average and second highest in the conterminous United States. Utah ranks tenth and twelfth respectively among states in oil and natural gas reserves, containing about 1 percent of national totals. Due to the high cost of producing petroleum in the state, even a large increase in the price of oil is unlikely to yield considerable additional reserves of petroleum.

Although the tonnage of coal produced in Utah is at or near an all-time high, the value of coal production lies somewhat below levels seen in the early 1980s. The price paid for Utah coal has continually declined due, in part, to large quantities of lower cost production from Montana and Wyoming. Resources of Utah coal are abundant, but the high cost of extraction and huge reserves of less expensive coal in nearby states may hamper large scale expansion of coal mining in Utah. Nevertheless, most currently producing coal mines in the state contain enough reserves for a long period of continued production at current or even increased rates of output.

The continued production of uranium in Utah, and even the United States as a whole, is in doubt. After reaching a peak of more than \$45 per pound in 1981, the uranium price now hovers near \$9 per pound. One active mill remains in Utah, and most of the ore that is processed at this location comes from production obtained from the north rim of the Grand Canyon in Arizona. Reduced domestic demand for nuclear power combined with less costly foreign sources of uranium indicate that future production of this commodity from Utah mines is questionable.

Metal production in Utah is dominated by copper production from the Bingham Mine. Steel, gold, beryllium, and magnesium are also important commodities produced in the state. With a few notable exceptions, the pattern of production at metal mines in the state has followed the trend seen for the energy commodities—a production and price peak in the early to mid-1980s followed by a major collapse of the markets. Although copper production is likely to continue into the next century, barring any significant new finds, most of it probably will come from the Bingham

Mine. One mine, the Brush Wellman beryllium mine, contains strategic minerals of national importance. Many other mines, such as the Escalante silver mine and Burgin base metal mine, have closed or are scheduled to close due to depleted reserves and continued low mineral prices.

Using almost any economic measure, most sectors of the energy and mineral extraction industries in Utah have become less important during the last quarter century. Although oil, gas, coal, and copper producers (to name the most prominent industries) remain viable in the state, they no longer hold the economic or employment influence they wielded as recently as two decades ago.

W. Thomas Goerold, Ph.D.

MINERALS IN PROPOSED WILDERNESS AREAS

Some of Utah's wild lands contain deposits of coal, tar sands, oil and gas, uranium, and potash. The mineral industry opposes wilderness designation for lands containing such deposits. But few of these deposits are likely to be developed in the foreseeable future owing to economic, technological, and environmental problems not related to wilderness designation. With few exceptions, the lands within our proposal have remained wild because of the *lack* of economically feasible mineral deposits. Repeated investigations by exploration geologists have uncovered few real opportunities for mineral development. Further information is contained in the publications of the U.S. Geological Survey on individual BLM wilderness study areas.

Tar Sand

The BLM states in its draft wilderness EIS (1986) that tar sand development in Utah is unlikely, yet the BLM recommended against wilderness designation for parts of the North Escalante Canyons and Fiddler Butte units on the basis of possible tar sand development. Development of these areas is unlikely because of the low quality of the deposit, the lack of water, and limited access. The Circle Cliff deposit in the North Escalante canyons is ranked by the energy industry as very low on the list of developable resources in Utah and the United States. Wood and Ritzma, in a 1972 Utah Geological and Mineralogical Survey Special Study (#39), tested 12 Circle Cliffs deposits and found that "the tar sand is poorly saturated with oil, the oil is unusually heavy, and the oil contains a high percentage of sulfur."

In 1986, the BLM recommended that two parts of its Fiddler Butte and French Spring-Happy Canyon WSAs not be considered for wilderness designation in order to "avoid conflicts with potential tar sand development" (BLM, 1986, p. 12). This runs counter to the BLM's own analysis that the "probability of development is low due to topographic and economic constraints" (p. 20). Ritzma, in "Commercial Aspects of Utah's Oil-impregnated Sandstone Deposits" (1973) downgrades the Tar Sand Triangle deposits that underlie these two WSAs because "the area is exceedingly rugged and the deposit extends downdip beneath an intricately dissected plateau. Access to exposed areas is difficult." A Bureau of Mines report (Glassett and Glassett, Eyring Research Institute, 1976) concludes that "the deposit is quite lean," and states, "the relatively high sulfur content of the Tar Sand triangle bitumen may be a significant deterrent to . . . development of this huge deposit."

Though in-place resources of tar sand may be extensive, their commercial viability in the foreseeable future is nil, and no adverse effects on U. S.



Bulldozer track from uranium exploration in the Dirty Devil proposed wilderness area. As in so much of Utah's desert, the search for mineral wealth proved fruitless here. After more than a decade of disuse, the scars are now slowly being reclaimed by nature.

Ray Wheeler

hydrocarbon availability can be expected to result from their inclusion in wilderness areas.

Coal

Although Utah WSAs do contain large deposits of coal, these deposits generally are too remote from markets, too difficult to reach, and present such extreme problems of mining and reclamation that few are likely to be mined in the foreseeable future. Most WSAs with substantial coal deposits lie in the Kaiparowits, Book Cliffs, and Henry Mountains coal fields. Of these, only the Book Cliffs has significant current production, and only the southern tip of that field is within the Utah Wilderness Coalition proposal. That part of the field has up to 200 million tons of coal reserves, of which up to 70 million tons are minable (based on data in *Atlas of Utah*, 1981). In contrast, the remainder of Utah's producing coal fields (the rest of the Book Cliffs as well as the Wasatch Plateau and Salina Canyon fields) contain more than 3.3 billion tons of minable reserves. Current production could be sustained from these proven reserves for nearly two centuries.

Oil and Gas

Although the BLM states that 80 of its WSAs could contain oil and gas, it acknowledges that this is "very speculative for most WSAs" (BLM, 1986, vol. 1, p. 129). The BLM rated 19 of its WSAs as having a medium to high potential for oil and gas, based on ratings provided by its consultant, Science Applications, Inc. (SAI). But the BLM bases its resource estimates on only part of the SAI analysis—the "favorability" rating. That rating projects the size of any oil and gas reservoir that might be found beneath a WSA. This rating does not take into account the likelihood of finding such deposits, for which SAI assigns a separate "certainty" rating. Both ratings must be taken together to assess the likelihood of finding a resource of a certain size. For example, the Paria-Hackberry WSA was assumed to have a potential resource of 3-15 million barrels of oil. However, the *likelihood* of finding deposits of this size was rated as low.

We examined drilling records in the vicinity of three representative WSAs (Negro Bill Canyon, Mill Creek, and Behind the Rocks) to determine whether the SAI ratings themselves were reasonable. The lack of significant discoveries suggests that the favorability ratings for these areas are exaggerated, hence are suspect for other areas as well.

The BLM's DEIS states that "the potential for oil and gas within the [Behind the Rocks] WSA is believed to be moderate for Mississippian-aged rocks and lower for Pennsylvanian-aged rocks." (BLM, 1986, vol. V, Behind the Rocks analysis, p. 11; similar statements for Mill Creek and Negro Bill.) Over 70 wells have been drilled within a radius of about 15 miles of the center of the three areas. Nearly half of the wells tested Mississippian or older strata. Nine wells produced some oil, but only two were producing as of 1986. None of the 70-plus wells had significant shows in or produced from Mississippian-aged rock. The nearest wells with good shows or production are all 5 miles or more west or southwest of the Behind the Rocks WSA. Each of these wells produced from or had shows in Pennsylvanian-aged strata.

Recent exploration in southeastern Utah suggests the possibility that deeply buried Precambrian rocks may be a potential source of hydrocarbons. Oil and gas potential in Precambrian source rock is generally considered very low and is unlikely to ever generate meaningful quantities of oil. Even in the remote possibility of an occurrence, the depth of the deposit would exceed that of existing Utah oil fields; thus, extraction costs

would be substantially greater. As is, Utah has the second-highest drilling cost per barrel for any state containing significant oil and gas reserves.

The BLM states in its DEIS (1986, vol. 1, p. 71) that "the projected amount of oil in Utah BLM WSAs (total estimated in-place resource) is less than four-tenths of one percent of the projected U.S. proven and indicated reserves and 12 percent of the estimated Utah proven and indicated reserves." Even this is an apples-and-oranges comparison, since the proven reserves in the WSAs are likely to be much less than the BLM "projected amount of oil."

Uranium

The BLM identified 22 WSAs as having potential uranium resources. Sixteen of those WSAs are either not recommended for wilderness or are only partially recommended. For example, 19,000 acres in the North Escalante Canyons/The Gulch WSA were left out of the BLM's wilderness recommendation presumably because of uranium deposits. Inferred and known uranium deposits in that WSA could be as much as a few hundred tons, but most of this material is currently not economic to extract.

The BLM estimates total reserves of uranium oxide in Utah WSAs as 70,343 tons (BLM, 1986, vol. 1, p. 75). However, this estimate was based on studies conducted for the Department of Energy in the 1970s. At that time there were considerably better prospects for uranium recovery in Utah at the then-current price of \$30 per pound for uranium oxide. Demand has fallen considerably with the long term slackening of electric demand and the problems besetting the nuclear power industry. The current price of under \$9 per pound has rendered many deposits uneconomic. Moreover, huge deposits of uranium ore have been opened in Australia and Canada. U.S. production is more likely to come from the lowest-cost uranium reserves in Wyoming, New Mexico, and northern Arizona, not from wilderness deposits in Utah.

Potash

Utah wild lands are unlikely to be significant producers of potash because of much larger known deposits closer to transportation and markets. The BLM's analysis of its Mill Creek WSA is illustrative. Mill Creek was assigned a moderately favorable rating for potash for both size of deposit and likelihood of occurrence. But the ratings do not take into account the depth of the potassium-bearing strata—at least 7,000 feet. Moreover, the deposit is likely to be small—1 to 10 tons. This may be why none of the WSA is currently under lease for potash. As the BLM states, "The likelihood of the area being explored or developed is remote due to more favorable areas elsewhere" (BLM, 1986, p. 22). Despite a favorable *geologic* rating, an *economic* analysis shows that no true resources are present.

Conclusion

A meaningful analysis of minerals in wilderness areas would distinguish between *deposits* of minerals, which may not be economic to mine, and mineral *reserves* that meet economic criteria. If a mineral deposit is unlikely to be developed because of basic economic or environmental constraints, it is dishonest to claim that wilderness designation would cause the loss of that resource. Mineral deposits on most of Utah's BLM wild lands are too remote from markets to be feasible to develop, or have other severe constraints on development such as lack of water, rugged topography, and difficult reclamation. Thus, wilderness designations will probably have much less effect on mineral availability than industry advocates claim.

... the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture.

THE WILDERNESS ACT OF 1964

GRAZING IN WILDERNESS

One of the little-understood provisions of the Wilderness Act of 1964 is that livestock grazing *is allowed* in designated wilderness areas. The Act's specific language (see sidebar) was further clarified by Congress in the Colorado Wilderness Act of 1980. The committee report accompanying that bill contains guidelines which the BLM has since incorporated into its wilderness management policy: "The legislative history of this language is very clear in its intent that livestock grazing, and activities and the necessary facilities to support a livestock grazing program, will be permitted to continue in National Forest wilderness areas, when such grazing was established prior to classification of an area as wilderness" (House Report 96-17).

This report specifies that wilderness designation cannot be used as an excuse to reduce or phase out grazing. Grazing levels may be allowed to increase if there would be "no adverse impact" on wilderness values. However, no new permits can be issued. New improvements such as fences and spring developments are permissible, but should be aimed at protecting resources, rather than increasing grazing levels. Livestock permittees cannot be compelled to use natural materials in the construction of facilities if doing so would impose "unreasonable" costs.

The Utah Wilderness Coalition's wilderness proposal would further minimize impacts to livestock permittees by "cherry-stemming" roads needed by ranchers for access to stock watering ponds and other range developments.

Wilderness designation can benefit a livestock operation by eliminating conflicts between off-road vehicles and livestock, including vandalism, open gates, and harassment and theft of livestock.

Livestock grazing, if improperly managed, can lead to soil erosion, competition for forage with wildlife species, the introduction of non-native plant species, the spread of disease to wildlife populations, damage to riparian areas, and deterioration of water quality. These problems must be dealt with regardless of whether an area is designated wilderness. To oppose wilderness because it might affect livestock operations shifts attention from the real issue—the desert's fragile soils and vegetation that must be protected at all costs.

Livestock Forage Values in BLM Wild Lands

Wilderness designation *would* limit the potential to increase grazing above current levels. In most cases grazing levels are already at or above the natural carrying capacity of the land; further increases would require significant range modifications such as new stock reservoirs, road access, chainings, and seedings. Such developments rarely bring returns commensurate with their cost because of the inherently poor forage values found on most arid lands.

Existing livestock grazing within our proposal would, of course, continue. But even this use is not a significant part of Utah's economy. As part of a landmark 1987 study of public attitudes toward wilderness protection in the state of Utah entitled *Non-Market Valuation of Wilderness Designation in Utah*, Dr. C. Arden Pope, Professor of Economics at Brigham Young University, established a relative value for livestock forage within the 3.2 million acres of WSAs to be about \$500,000. And the sad state of the range itself precludes any significant increases. When the value of these wild lands for other uses is measured, livestock grazing appears even less significant. Dr. Pope's study showed that in terms of people's willingness to pay for recreation and other wilderness values, the BLM's WSAs alone would have a total relative value of \$27 million to \$47 million.

Manipulating the Range—The Chaining Boondoggle

One of the most objectionable practices still used on public lands is chaining. In this operation, two large bulldozers drag a ship-anchor chain through stands of trees and sagebrush, ripping them out. Chaining destroys stands of pinyon-juniper to encourage the growth of grass for live-stock.

All too often, however, chaining destroys resources at tremendous cost to the taxpayer. Chainings eliminate thermal and hiding cover for big game. Undiscovered archeological resources are destroyed as the chain is dragged across the ground. Desert soils can take thousands of years to develop; chaining not only disturbs the topsoil, but permits erosion as water is allowed to run unimpeded across the newly barren ground.

The economics of chaining are also notoriously poor. Proposed range improvements in the Henry Mountains, for example, would cost \$94,000 to increase forage by some 540 AUMs—a cost of \$175 per AUM. Contrast the \$1.81 per AUM fee paid in 1990 for public forage.

The abrupt, unnatural clearings created by chaining are similar to forest clearcutting, and just as esthetically offensive. In many instances, uprooted trees and shrubs are left in unsightly windrows to decay.

Much as with clearcutting, chaining proponents claim that the practice mimics natural processes such as wildfire that perpetuate grassland ecosystems by clearing off sagebrush and pinyon-juniper forests. But the shrubs and trees may simply be recolonizing their former habitat following severe grazing disturbance during the late 1800s. Chaining is a destructive way to create livestock forage, and is not permitted within Congressionally designated wilderness areas. A sound fire management policy, coupled with proper grazing management, can do more to perpetuate natural grassland ecosystems than intensive scarification practices such as chaining.

Lawson LeGate

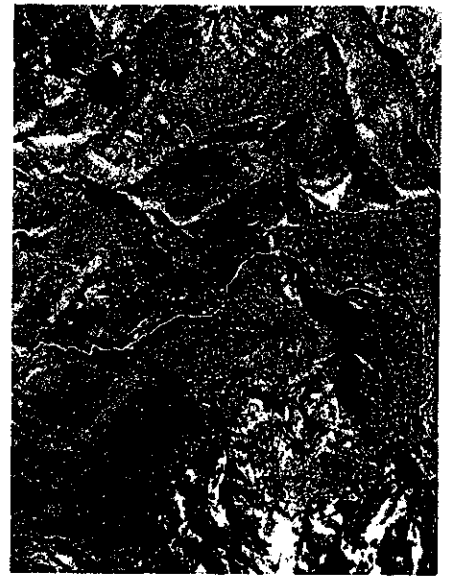
OFF-ROAD VEHICLES

Off-road vehicles (ORVs), which include four-wheel-drive pickup trucks, three-and four-wheeled all-terrain vehicles, and trail bikes, are commonly used on BLM lands. State of Utah data from 1980, cited by the BLM (1986), indicate that off-road vehicle use was the 17th most popular recreation activity on all Utah lands, with a total of 2 million visits in 1976. (Hiking and backpacking was the 14th most popular with 2.3 million visits.) Utah has ample opportunities for vehicular recreation with thousands of miles of dirt roads outside of UWC's wilderness proposals.

Off-road vehicle users often ask why their form of recreation is not allowed within designated wilderness areas. Vehicles are essentially incompatible with wilderness and conflict with other users. When an ORV intrudes into a wild place, the solitude sought by the visitor on foot or horseback is lost as the natural silence is suddenly shattered.

Physical resource damage is another reason why ORVs are not permitted in wilderness areas. Such damage is apparent throughout Utah's desert lands. When operated off of established roads, ORVs can destroy fragile cryptogamic soils, break off delicate rock ledges, erode stream banks at stream crossings, and leave unsightly tire tracks.

The damage from vehicles is often irreparable. Cryptogam, the dark-brown or grey soil crusts formed by living organisms, is particularly susceptible to damage. Cryptogam evolves over many years to stabilize sandy desert soils. Once crushed by vehicles, it can take decades to become reestablished, if at all.



Before and after: These aerial photos of the Henry Mountains show the extent of recent forest chaining. The top photo was taken in 1955, the bottom photo in 1985. Unchained area at bottom right surrounds The Horn in the proposed Mt. Pennell wilderness unit.

U.S. Department of the Interior

All-terrain vehicle (ATV) tracks across cryptogam in the Fish and Owl Creek unit of the proposed San Juan-Anasazi wilderness west of Blanding. These tracks belong to one of four ATVs that entered the area as a group, sometimes riding two or three abreast and leaving scars that will last for decades.

Joseph Chiaretti



In 1977 the National Science Foundation and the Geological Society of America published a detailed analysis entitled *Impacts and Management of Off Road Vehicles*. This report found that ORVs disturb soils, increase erosion, damage water quality, destroy plants and adversely affect animals.

The analysis also raised concerns about long term effects of ORVs. In discussing impacts on plant communities, the study said: "Indeed, it seems certain that many delicate interdependencies between organisms and their habitats, having been obliterated by ORVs, can never be restored."

ORV use requires specific management by the BLM, especially in light of technological advances in the last few years. These newer vehicles have more power and better gear drives than their predecessors. With these advances comes an ability to generate more damage in less time on larger tracts of public land.

Some ORV users complain that they are willing to share their routes with hikers, so why can't hikers accept vehicles? The problem is that vehicles have an impact out of proportion to their numbers. One motor-bike or ATV can destroy the desert's silence for miles around, interrupting the solitude for dozens of hikers. Yet that many foot travelers, properly dispersed, will not disturb each other.

Many ORV users desire easy access to scenic places. And Utah's desert lands have thousands of miles of highways, secondary roads, and back-country jeep routes that will remain open even if our wilderness proposal is enacted. At no point in any of our proposed wilderness areas is one more than 7 miles from a road. Unless additional lands are placed off limits to vehicle use, the solitude, silence, and opportunity for physical challenge—so long a part of the American West—will become a thing of the past.

Rudy Lukes

STATE LANDS

Scattered evenly throughout the Utah Wilderness Coalitions's 5.7 million acres of proposed BLM wilderness are about 630,000 acres of land owned by the State of Utah. (State lands are not included in our acreage totals.) Every ninth square mile (four sections in every township) was given to the state by the federal government under the Statehood Act of 1894. Nearly half of the state's original holdings have been sold. But the state still holds sections 2, 16, 32, and 36 in every township of BLM land. (Much of its scattered holdings in national parks, national forests, Indian reservations, and military installations has been exchanged for large blocks of BLM land.) The state currently holds a total of 3.7 million acres.

The state was given the lands as a trust to help support the public schools. The Governor's Wilderness Subcommittee reports that the school trust lands generate about \$12 million per year, which is only 2 percent of the uniform school fund. The Division of State Lands and Forestry (DSLFF), which manages these lands, has tried to raise more money by emphasizing immediate economic return rather than sustained yield management.

The Public Trust For Sale

Tellingly, the state attempted to raise revenues by pressuring the National Park Service into exchanging the remaining scattered state sections in Capitol Reef National Park and Glen Canyon National Recreation Area (NRA) for prime development property on Lake Powell. The state planned to sell or lease these newly acquired lands—still within the NRA—to private developers for marinas, condominiums, and airports. Although these lands would be located within Glen Canyon NRA, the Park Service would have no control over their commercial use.

The Park Service, in fulfilling *its* trust obligations, could only answer with a resounding "no." Commercial development of such *newly created* inholdings would seriously compromise the Park Service's ability to manage the natural and recreational values of the NRA. Accordingly, it asked the DSLFF to resume negotiations to exchange the inholdings for BLM lands outside of the parks as it had agreed to do in a 1987 memorandum of understanding. But instead the DSLFF announced in mid-1989 that it would put the park inholdings up for sale to the highest bidder. This position has more to do with fulfilling the anti-park and anti-wilderness sentiments of some county commissioners than with protecting the school trust.

Strong protests by Utah citizens forced the DSLFF to halt its land disposal plans, at least temporarily, but the state's willingness to make such a threat is disturbing, and does not bode well for BLM wild lands so long as they contain state inholdings. In addition to commercially developing the state sections themselves, the state may attempt to block wilderness protection by claiming a right to build roads to each section.

The deleterious effect of ORVs on native plants and animals is undeniable. Where their use is heavy, virtually all existing life is ultimately destroyed. As matters now stand, a form of play has joined with other destructive human activities in degrading the Earth's wild and unspoiled places.

IMPACTS AND MANAGEMENT OF OFF-ROAD VEHICLES

The Geological Society of America and National Science Foundation, Report EAR75-16285, May 1977, 8 p.

Minimal Returns

If state lands were retained within our proposed wilderness areas, what would be the effect on the school trust? The Governor's Wilderness Subcommittee found that the average annual rents for state sections within or adjacent to areas the BLM recommended for wilderness are \$1 per acre. At this rate, the state lands within or adjacent to the Coalition proposal would generate about \$630,000 per year. This is only one-tenth of one percent of the uniform school fund. Yet even these small returns would not be lost under wilderness designation. The DSLF would still rent the lands for grazing, and it could exchange its scattered sections for non-wilderness BLM lands (as the states of Arizona and Oregon have done with hundreds of thousands of acres in recent years).

Alternative Solutions

Given the DSLF's short-sighted, environmentally destructive management, the members of the Utah Wilderness Coalition are unwilling to see the state receive large blocks of public land with wilderness, scenic, or wildlife values. Any exchange program must include the safeguards contained in the Federal Land Policy and Management Act (FLPMA) to retain lands with significant public values in public ownership. More than 1.4 million acres of state land have been exchanged under FLPMA in other western states since 1983.

Another possible solution would be for the federal government to purchase some state inholdings within designated wilderness areas through the Land and Water Conservation Fund (LWCF), which was authorized in 1964 to use some of the revenues from offshore oil leasing to purchase lands for conservation and recreation purposes. Acquisitions through the LWCF have been limited, however, because of the failure of recent administrations to request full funding for the program.

Estimated values for recently proposed Utah BLM acquisitions through the LWCF range from \$50 to \$100 per acre for properties without high development potential to as much as \$2,000 for prime recreation land in the St. George area. Because many state sections are isolated and have limited development potential, the lower figures are probably closer to the average. Even so, public purchase of the state inholdings in BLM wilderness lands could provide the school trust with more money than it would receive from grazing and mineral fees.

In other states, exchange and acquisition of state lands has been a part of the BLM's efforts to block up and improve management of its holdings. Management of both BLM and state lands would be simplified, and citizens could be assured that designated wilderness areas would be free of the pressure of inappropriate commercial uses.

Rodney Greeno

WILDERNESS WATER RIGHTS

Water is a critical component of desert ecosystems. If wilderness streams and wetlands were to dry up or diminish significantly due to their diversion and drainage, then water would not be available for wildlife, riparian plants, and recreation. Clearly, wilderness legislation must include a reserved water right if it is to include all the major elements of wild ecosystems in the protective umbrella.

The courts have consistently held that Congress intends to establish a federal reserved water right when it sets aside public land for special protective purposes. Thus, all federal reservations, such as Indian reservations, military reservations, national parks, and wilderness areas have

federal reserved water rights. These federal water rights are administered by states and are determined on the basis of the principle, "First in time, first in right." This means that all water rights applicants line up behind all others whose rights have been previously established. A newly established wilderness area will have a recent priority date and be "junior" to all other existing water rights holders.

Most of the areas proposed for wilderness by the Utah Wilderness Coalition contain the middle or lower courses of the streams that flow through them. Though none of Zion National Park has been designated as wilderness, it stands as a good example of the need for a federal reserved water right for wilderness and parks. Few would argue against the proposition that the water of the Virgin River, which carved much of the spectacular scenery of Zion, is an essential component of the park and its ecosystem.

There are no serious proposals to locate water projects within the park. There are, however, designs to build a dam on the North Fork of the Virgin River *above* the park. The diversion of water from the reservoir behind such a dam would have obvious negative effects on the river downstream in the park. There would be less water to support riparian vegetation along the stream. Water diverted by the proposed project would not be available to support fish such as the endangered woundfin minnow, the Virgin River chub, or the Virgin River spinedace. In addition, less downstream water would detract from the experience of the thousands of park visitors every year who wade the Virgin River Narrows. Such damage could be avoided if the federal government were to claim a reserved water right for the park.

Courts have defined the quantity of a reserved water right for public land as the amount necessary to carry out the purposes for which the land was protected. Thus, a wilderness water right is the amount of water needed to ensure the integrity of wilderness values. The use of water in wilderness is nonconsumptive. Wilderness streams capture precipitation and contribute to groundwater recharge, and the primary users of water within wilderness are plants and animals. Water that flows into a wilderness flows out of a wilderness and is still available for downstream uses.

Due in part to unresolved legal battles on the issue of water rights, it is necessary for Congress to assert a reserved water right for each wilderness area it establishes. But some members of Congress from the West persist in their attempts to strip water rights from wilderness areas by attaching inappropriate language to wilderness bills under consideration by Congress. Moreover, an Interior Department Solicitor's opinion issued in the waning days of the Reagan administration officially denied the existence of wilderness water rights. Therefore the responsibility has fallen on Congress to assert such rights and Congress has done so repeatedly in recent years—with the Nevada wilderness bill in 1989, the El Malpais, New Mexico, legislation in 1988, and in the Arizona BLM wilderness bill in 1990. Each of these states is as arid as Utah and its citizens no less concerned about future economic growth.

In order to protect wilderness water resources for Utah BLM wilderness, legislation will need to follow these guidelines:

- (1) An express reservation of water for the amount necessary to protect wilderness values . . .
- (2) . . . with the priority date as the date of enactment.
- (3) Wilderness water rights are subject to all valid existing water rights and . . .
- (4) . . . are in addition to any other water rights already reserved by the United States.

(5) The federal government must promptly claim a wilderness water right for each of the areas designated as wilderness by the Utah BLM Wilderness Act.

Some federal land managers claim that they cannot be compelled by the courts to assert and defend wilderness water rights. Therefore, wilderness legislation should include a statement which ensures that the federal agency responsible for managing the new wilderness will not treat the assertion of a wilderness water right as discretionary and will enter without delay into the state's water rights adjudication process.

It would be difficult to find anyone who would seriously propose that after a wilderness is established, its forests could be clearcut, its most impressive geologic features stripped away, or its wildlife exterminated. Likewise, a wilderness would be greatly diminished with its water siphoned off. We must ensure, then, that legislation which establishes BLM wilderness in Utah includes measures necessary for the protection of wilderness water resources.

Maggie Fox and Lawson LeGate

WILDERNESS RESOURCES

If it is clear from the preceding chapter what wilderness designations do *not* do, then what are the reasons *for* preserving wilderness? Protecting unspoiled scenery and opportunities for backcountry recreation are important, but in many cases other values are more important. Wilderness is also undisturbed watershed, habitat for wildlife, a hidden treasure of prehistoric cultural artifacts, and an immense natural laboratory for scientific research and education. Finally, there is a value to wilderness that may seem unrelated to our immediate needs and pleasures. A species that has altered so much of the Earth needs, out of humility if nothing else, to leave some land entirely undisturbed. Some call it respect for other forms of life; others call it an essential restraint upon our often self-destructive craftiness; still others identify a need to respect the original Creation. These values may have little currency in the marketplace, but in the end they may be more important than hiking trails and scenic viewpoints. Although one tends to lead to the other: a quiet walk in the desert, away from machines and material distractions, often engenders a healing peacefulness not easily found in our towns and cities.

This chapter, then, presents some of the fundamental reasons why our Utah BLM wilderness proposal should be enacted. This chapter also looks at Utah's national parks and their relation to BLM wilderness, and concludes with a plea for a reasonable balance between extractive uses of the land and its preservation.

PLANT COMMUNITIES

The natural vegetation that once covered Utah's desert lands is today found only in a few small, scattered localities, typically where cliffs or lack of water has limited livestock grazing and other human development. These "relict" plant communities are valuable as genetic reservoirs and as indicators of the desert's original vegetation. By showing the productive potential of undisturbed land, relict areas help scientists measure the effects of development activities (Tuhy and MacMahon, 1988).

State and federal agencies have active programs (such as the Utah Natural Heritage Program) for identifying and protecting relict plant areas. A goal of these programs is to ensure that representative samples of all vegetation types are protected from logging, mining, vehicles, grazing, and other disturbance. Federal agencies are also required to identify and protect the habitat of threatened and endangered plant species, as well as to identify candidates for potential addition to the list of protected species.

Wilderness designation can enhance these programs by limiting mechanized uses and development on tracts of federal lands. The wild lands in our BLM wilderness proposal harbor at least 2 endangered plant

species, 2 threatened species, and 17 candidate species (see individual unit descriptions for details). More species would likely be found if thorough field inventories were performed, particularly in areas the BLM did not study for their wilderness potential. At least 13 relict plant communities and several near-relict areas have been identified within our wilderness proposals; notable examples are discussed under the Grand Staircase area (No Mans Mesa), Moquith Mountain, Glen Canyon (Man-cos Mesa), and Canyonlands (Bridger Jack and Lavender Mesas).

Of all human activities, livestock grazing has had the most widespread effect on natural plant communities in the desert Southwest. Wilderness designation does not reduce existing levels of livestock grazing. But the restrictions that wilderness designation places on new road construction, mining, forest chaining, and off-road vehicle use provide an important additional overlay of protection to such areas. Wilderness complements administrative designations such as Research Natural Areas (which are often small areas surrounding particular plant communities) by placing further restrictions on human activities, restrictions that are not subject to administrative change.

Off-road vehicle use can have especially devastating effects on plant communities. Unlike large development projects such as mines and power plants, no site studies are conducted to identify rare plants before ORV riders blast off into the backcountry. Vehicle users tend to follow stream-courses and ridgetops that often are the specialized habitats of such plants. And tire tracks are death to cryptogamic soil crusts that anchor sandy desert soils and prevent erosion. Without wilderness designation, areas containing rare plants, such as the badlands surrounding North and South Caineville Mesas, are subject to severe ORV damage.

Wilderness visitors often seek spectacular views of canyons, rimrocks, and stone arches. But those who take a closer look at the land underfoot will notice a splendid community of life unlike that found on developed lands. Seeing the native grasses and shrubs of Utah's desert relict areas, uncontaminated with coarse, weedy species, is as much to be treasured as a golden desert sunset. And with proper protection, Utah's native plant communities need not simply fade away.

Fred Swanson

WILDLIFE

Native wildlife species are an integral and natural part of any wilderness area, as much a part of the ecosystem as trees and plants. The restoration of native wildlife populations dependent on natural habitats is one of the most important reasons for designating areas as wilderness.

Haven for Big Game

Wilderness designation will help those wildlife species that are sensitive to human intrusion and disturbance. Many types of birds and mammals found in wilderness cannot tolerate excessive human intrusion, especially during nesting, mating, birthing, and denning times. Wilderness provides a safe haven for large mammals such as the Rocky Mountain and desert bighorn sheep, elk, bison, mountain lion, and antelope, all of which are found within Utah's desert wilderness. With fewer mechanized intrusions, natural vegetation can grow and native wildlife can return to and thrive in its historic ranges. The Utah Department of Wildlife Resources (UDWR) has an active transplantation program for species such as desert bighorn. But such programs must emphasize the retention of natural conditions, not manipulation that favors some types of wildlife over others.

Rare Species

The desert lands proposed for wilderness are habitat for at least two dozen endangered or sensitive species that require specialized desert habitats. These range from the Gila monster, chuckwalla, and desert tortoise in the hot southwestern corner of Utah, to the bald eagle, peregrine falcon and endangered native fishes of the Colorado and Green Rivers. An unusually large number of endemic species (those found nowhere else) occur in the Colorado Plateau. This is a result of the region's diverse habitats including rivers, streams, and potholes; rocky cliffs and isolated mesas; and sand dunes, grasslands, upland forests, and alpine tundra. The Basin and Range mountains, isolated by salt flats and ancient glacial lakes, have also evolved endemic species such as the Bonneville cutthroat trout.

The large mammals found within Utah's desert wilderness include a majority of the big game species of the American West. Big game hunting is a major economic activity in Utah; backcountry hunts in the Book Cliffs or the Kaiparowits Plateau are as exciting as anywhere in the West. But nongame species are also important to Utahns. Mankind has to be the spokesman for all wildlife; animals cannot speak for themselves.

A Legacy of Wildlife

When all is said and done, the areas that would become wilderness will be those small islands of land where wildlife can survive mankind's relentless assault. Without man's help, the first casualty of today's society will be the wildlife. The chance to walk through wilderness areas and see the wildlife in their natural surroundings, where man is the visitor, is an important legacy for future generations. To insure our own survival and well-being, we must act now to prevent the loss of wilderness and the wildlife on which it depends; when they are in trouble, so are we.

Pat Sackett

Utah Wildlife Federation

ARCHEOLOGICAL RESOURCES

Introduction

The Coalition's proposed wilderness areas contain important archeological resources, including spectacular Anasazi pueblos in southeastern Utah and 10,000-year-old cave sites in the northwestern deserts. In between are Archaic foraging sites, Fremont villages, and dwellings of ancestors of modern Native Americans. People have lived in what is now called Utah for the past 11,000 or 12,000 years. The study areas contain portions of this record; their passage into wilderness will help ensure protection of our priceless heritage.

Utah prehistory is divided into four periods, each characterized by diet, dwelling style, and lifeway. The earliest is called Paleo-Indian, dated between 12,000 and 9,500 years ago. It represents the first great expansion of early populations in the New World. Paleo-Indians hunted large Ice-Age mammals, and were very mobile, living in small groups ranging over large areas in search of plant and animal food. They made beautifully flaked stone tools, including fluted projectile points.

With the extinction of large Ice-Age mammals about 10,000 years ago, human lifestyles underwent significant changes. Diet centered on smaller animals and a variety of wild plants. Populations were larger than in the Paleo-Indian period, but people still lived in small mobile groups. A survival strategy called foraging characterized this period, known as the Archaic. These people had remarkably stable relationships with their



A wilderness hunt, whether on foot or on horseback, takes one back to a more challenging and self-reliant life. This mule deer was taken in the proposed wilderness of the Kaiparowits Plateau, where big game thrive in the absence of roads and mechanized intrusions.

Kenley Brunsdale



Vandals attempted to make off with this petroglyph near Highway 12 in the Escalante River canyon. Wilderness designation can help preserve such sites by limiting vehicle access.

Elliot Bernshaw

environments, since their basic lifeway changed very little between 9,500 and about 2,000 years ago.

The period following the Archaic is characterized by corn horticulture, pottery and settled village life, traits shared by Anasazi and Fremont cultures in the region. It was thought that these traits came into the area around 1,300 years ago, but recent evidence has shown that horticulture began in Utah about 2,100 years ago. Settled lifeways began sometime later, and pottery was introduced into the region around 1,600 years ago. The spectacular Anasazi sites in southern Utah date to between 900 and 600 years ago, or between AD 1000 and 1300. Fremont sites, while less spectacular, are equally important. They are found throughout Utah, and in portions of Colorado, Wyoming, and Nevada.

The Anasazi left southwestern Utah around AD 1100; they remained in the southeast until AD 1300. Where did they go? Southward, to become the modern Hopi and other Pueblo peoples of Arizona and New Mexico. The Fremont left somewhat later, around AD 1350, but their movements are more of a mystery. Some suggest they lived in northwest Colorado until about AD 1500, then moved onto the Great Plains. Others claim they stayed in Utah, changed lifestyles and merged with ancestors of the Ute and Paiute.

The most recent period, beginning around AD 1300, is called the Late Prehistoric. It is characterized by a renewed foraging strategy throughout the state, practiced by ancestors of modern Navajo, Ute, and Paiute peoples. The ancestral Ute and Paiute, speaking a Numic language, entered the region around AD 1100. The ancestral Navajo, speaking an Athapaskan language, entered the region much later, possibly in historic times.

Archeological Resources

Proposed wilderness areas in the northwest part of Utah contain some of the oldest sites in the state. These include sites in the Silver Island, Fish Springs, and Deep Creek ranges dating to Archaic, Fremont, and Late Prehistoric times. Several are on the National Register of Historic Places (NRHP). All mountain ranges in this region were used throughout prehistory for hunting, fishing, and gathering seeds.

The Wah Wah Mountains and House Range contain similar evidence, with a broad range of known Archaic and Fremont sites. The Granite Peak area is one of the most important in Utah. It contains numerous obsidian quarries used from Paleo-Indian to Historic times. These have been heavily disturbed by casual collectors, so that virtually no large pieces of obsidian remain at most sites.

Moving southward, we enter the region of the Virgin Anasazi, centered around St. George and Kanab. Proposed wilderness here contains evidence of Anasazi and Late Prehistoric uses of landscapes around Zion National Park and the Vermilion Cliffs. These areas are little known, although some absolutely pristine cliff dwellings have been reported. They very much need protection.

The spectacular scenery in the Upper Paria, Kaiparowits, and Escalante areas is matched by remarkable Anasazi ruins. A little known Fremont component also exists in this area, but relations between the two are unclear, making preservation even more important. The areas are near Coombs Village (Anasazi State Park), an Anasazi site with interesting Fremont connections.

The Henry Mountains and Dirty Devil River areas contain diverse archeological resources. The Henrys contain evidence of Fremont foraging camps as high as 8,000 feet, and Fremont settlements have been studied

on their northern slopes. The southern Henry Mountains contain early Anasazi storage and camp sites. The Dirty Devil and Labyrinth areas contain large Fremont habitation and rock art sites, as well as Cowboy Cave, with Ice-Age mammal, Archaic, and Anasazi cultural remains. The latter site yielded some of the earliest corn found in Utah.

The most spectacular Anasazi remains and rock art are found in the proposed White and Dark Canyon, Glen Canyon, and San Juan-Anasazi areas. White and Dark Canyon areas contain abundant early Anasazi high altitude camp and farming sites. These mostly date to the period between AD 1000 and 1150, when environmental conditions were more conducive to high altitude corn farming. The Glen Canyon area contains the relatively little-known Red Canyon cliff dwelling sites, as well as a wide range of farming sites on the mesa tops. Only a few Archaic and late Prehistoric sites are known from this region.

The San Juan-Anasazi area is the most popular region in the state for visiting Anasazi canyon sites. It contains some of the most important archeological sites in Utah, including those near Comb Ridge, in Fish and Owl Creek canyons, Arch and Mule Creek canyons, and, of course, Grand Gulch. The Bear's Ears, important in Navajo mythology, are landmarks visible from most mesa tops. A Paleo-Indian site was recently found near Bluff, and caves in the area contain remains of Ice-Age mammals.

The proposed Squaw and Cross Canyon area contains early Anasazi sites, as well as some of the latest, similar to Hovenweep sites on Cahone Mesa. Several rockshelter sites, as well as smaller Anasazi villages are known from the Canyonlands Basin area. This region is poorly known, but seems to have supported a large population between around AD 1000 to 1100. The general region near the Colorado River has produced several isolated Paleo-Indian artifacts, but no sites as yet.

Farther west, the Labyrinth area contains abundant rock art, mixing both Anasazi and Fremont styles. Few habitation sites of any period have been recorded in this area, partly because few studies have focused here. The opposite is true for the San Rafael area, where several important Fremont sites have been studied. Important rock art sites have also been recorded along the San Rafael River.

The areas around Moab and Arches National Monument are likely to contain small Anasazi sites, with some mixing in the area with Fremont. The Alice Hunt Site, Moonshine Cave, and the nearby Turner-Look Site in Colorado all show the presence of Archaic, Anasazi, and Fremont peoples in the region.

Northward, the proposed Desolation Canyon area contains a complex record of Archaic, Fremont, and Late Prehistoric habitation and travel. Large Fremont masonry sites are known from small canyons. Storage sites are found along the Green River, and the area contains abundant rock art. Historic Ute east-west travel routes through the area pass along the highlands of the Book Cliffs, where water was available. North-south routes followed the canyons.

The remaining areas, White River and the proposed Dinosaur Wilderness, contain Archaic and Fremont habitation and a few rock art sites. This region contains the latest Fremont habitation sites, which date well after the western regions were abandoned.

Conclusion

As the list illustrates, the most scenic areas in Utah are also some of the richest for important archeological sites. The proposed areas contain a great record of humanity.

The spectacular scenery in the Upper Paria, Kaiparowits, and Escalante areas is matched by remarkable Anasazi ruins. A little known Fremont component also exists in this area, but relations between the two are unclear, making preservation even more important.

Every site in Utah, however, is subject to destruction through vandalism, pothunting, and other criminal activities. At least three sites are destroyed by pothunters every weekend. Valuable information on others is destroyed by casual collectors every day. These are non-renewable resources! Other sites are destroyed by development, but most of these on public lands have been evaluated by professional archeologists. Inclusion in designated wilderness areas will help to protect many important sites for the enjoyment and study of future generations.

James D. Wilde, Ph.D.

Director, Office of Public Archaeology
Brigham Young University

RECREATION

Utah's BLM lands have a nationwide following, judging from the number of out-of-state license plates at desert trailheads. Most of this use, however, is concentrated in a few areas. Data from the BLM show that two-thirds of the recreational use of its 82 WSAs occurs in just 5 areas: Desolation Canyon, North Escalante Canyons, Phipps-Death Hollow, Grand Gulch, and Westwater Canyon.

The rest of Utah's BLM wild lands also provide surpassing beauty, are for the most part highly accessible, yet by and large are little known. Those with limited knowledge of this country can join a guided pack or float trip and have the adventure of a lifetime. More adventurous types can head into remote canyons and plateaus and find perfect solitude.

Only if we protect the full sweep of BLM wild lands will these diverse recreational opportunities be maintained. Designating wilderness in a handful of popular areas such as Grand Gulch and the Escalante canyons will only lead to permits and rationing as other wild areas become roaded and industrialized, and use is concentrated in a few areas.

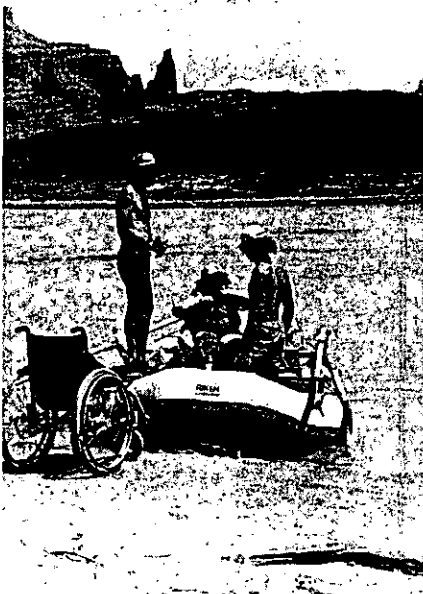
Access for All

Hiking and backpacking is more popular in Utah than off-road vehicle use, according to 1980 State of Utah figures cited by the BLM (2.3 million visits versus 2 million). Furthermore, most vehicle use takes place on lands not being considered for wilderness designation, while most foot travel occurs in natural areas.

There is room for foot travelers *and* motorists in Utah's desert, but not in the same places. Some part of every wilderness area we propose may be viewed from a paved road, a car campground, or a roadside scenic stop. The Needles Overlook, for example, gives a superb view of our Canyonlands Basin wilderness; dizzying vistas lie right off Interstate 70 into Devils Canyon atop the San Rafael Swell; and Comb Ridge has a paved highway plowing right through it, just north of our proposed wilderness unit. Those with little time can find dozens of short hikes along gentle, sandy washes such as Calf Creek, Negro Bill Canyon, Beaver Dam Wash, and White Canyon.

Should more desert wilderness be roaded and developed to render it "accessible"? This approach would crowd incompatible recreational uses onto the same ground. Multiple use does not mean that hikers should have to listen to motorbikes, rafters should have to dodge motorboats, and backpackers should have to haul out trash hauled in on ORVs.

The fraction of Utah's landscape (about 15 percent at present) that is unroaded and undeveloped ought to be left to the voices of ravens and the occasional tromp of respectful feet.



Physically challenged people can enjoy wilderness adventures on trips organized by S'PLORE (Special Populations Learning Outdoor Experiences), a member of the Utah Wilderness Coalition. These rafters are launching into the Colorado River above the Fisher Towers, a proposed wilderness northwest of Moab.

Photo courtesy of S'PLORE

Recreation Economics

Designation of wilderness would increase recreation-based employment, both in outfitting and guiding and in expenditures for equipment and supplies. Moreover, by preserving its wilderness, Utah will enhance its image as a desirable place to live. Outdoor recreational opportunities rank high among the intangible benefits that companies offer potential employees. Because salaries in high-technology fields are higher in other regions of the country, Utah must compete for job talent with resources at hand—including its enviable natural environment.

Utah's BLM wild lands support a thriving small industry of guides and outfitters. The BLM notes that 47 outfitters use its WSAs. Such use could increase considerably if additional lands were designated wilderness. In Mancos Mesa alone, the annual income generated by commercial recreational use could increase to as much as \$50,000, according to the BLM (1986, p. 26).

The Outdoor Classroom

At least 10 educational and outdoor adventure schools currently operate in Utah's desert lands. Their programs range from expeditions teaching desert survival skills to leisurely float trips. Participants include college students, retired persons, teachers, and business executives, spanning all levels of age, education, income, and fitness.

Several outdoor education programs make extensive use of Coalition-proposed wilderness areas. The Colorado Outward Bound School runs courses in the White Canyon, Dirty Devil, Labyrinth, and Behind the Rocks areas; the National Outdoor Leadership School uses the Canyonlands Basin, Dark Canyon, and San Juan-Anasazi areas; and the Canyonlands Field Institute runs about half of its programs in the Labyrinth, La Sal, and Westwater areas.

Studying plant and animal ecology, investigating archeology, and learning outdoor living skills are primary features of such programs. BLM lands offer the necessary pristine environment without the crowding and restrictions often found in national parks.

Whether one tests one's muscles against a difficult rapid, watches a canyon wren dart among the shadows of a sandstone boulder, or relaxes around a fragrant campfire while a wrangler tells tales of the Anasazi, desert wilderness has a reassuring sense of the real world. That function of the wilderness has proven useful in programs to rehabilitate alcoholics, drug users, welfare clients, and troubled youths. Wilderness is a powerful tonic for the troubled as well as for the healthy.

Restoring the Spirit

The opportunity to experience an elemental connection to primeval land is a basic right long treasured in this country. The need to restore the spirit in the wilderness was recognized by Utah's preeminent pioneer leader, Brigham Young, who exhorted his people to "... preserve the wild country. Keep it wild, and enjoy it as such. ... The outdoor air is what people need for health, it is good for them to camp out." So long as we guard this birthright, using some lands to meet our needs, leaving other lands as the Creator made them, the earth will continue to sustain us.

Fred Swanson

It's important to have opportunities to be alone—to experience a sense of connection with the land . . . The paved trail and the visitor-center approach has its place—but it's a step removed from direct experience.

Karla VanderZanden

Director, Canyonlands Field Institute

WILDERNESS AND UTAH'S PARKS

How often have you thought, as you gazed across Utah's canyon country, that most of southern Utah could have been set aside as one huge national park? That in any other state, almost any chunk of this "ordinary" BLM land would probably *be* a national park?

A World Class Landscape

Southern Utah's canyon country is "world class:" a unique and unparalleled landscape. And while pieces of this superlative region have been preserved as national parks, crucial areas were excluded in drawing their boundaries. Those boundaries were all too often the result of political compromise, timid vision, and speculation about potential resource conflicts.

Other park boundaries were drawn narrowly to protect only specific scenic features—the pinnacles at Bryce, the Waterpocket Fold at Capitol Reef, the rock "bridges" at Natural Bridges National Monument. Too often those boundaries disregarded adjacent park-quality lands.

The BLM wilderness review gives us another chance to protect these areas before it is too late.

Key Wild Lands Adjacent to the Parks

Among the BLM wild lands adjacent to Utah's national parks are the following, all proposed for wilderness designation by the Utah Wilderness Coalition:

Parunuweap Canyon and Canaan Mountain south of Zion National Park, and many smaller parcels abutting the remainder of the park such as North Fork Virgin River. Reservoirs are proposed in Parunuweap and North Fork canyons upstream of Zion;

Box Canyon and Squaw and Willis Creek adjacent to Bryce Canyon National Park, as well as East of Bryce, which has many of the same erosional features as the park;

Fremont Gorge, Mt. Pennell, Red Desert, Colt Mesa and other units adjoining Capitol Reef National Park. A proposed dam in the Fremont River gorge would dewater a section of the river;

Bridger Jack Mesa, Indian Creek, Butler Wash, Labyrinth Canyon, Shafer Canyon and The Gooseneck next to Canyonlands National Park. Archeological values are noteworthy here;

Lost Spring Canyon, part of the view east from the Devils Garden area of Arches National Park;

The White Canyon wilderness surrounding Natural Bridges National Monument;

Bull Canyon, Daniels Canyon, and Moonshine Draw next to Dinosaur National Monument;

In addition, the proposed Labyrinth Canyon, Dirty Devil, Dark Canyon, Glen Canyon, Escalante, and Kaiparowits wilderness areas are adjacent to the Glen Canyon National Recreation Area.

Together these lands are the wild core of the canyon and plateau province, forming one of the Earth's last wild desert regions. To fragment these lands into arbitrary political jurisdictions runs the risk of losing regional integrity. Wild lands under Park Service and BLM management alike should be brought under the management principles of the Wilderness Act to ensure that the values people from all over the world come to see will remain unimpaired.

New Parks for Utah?

Proposals have been advanced by many groups and individuals to expand Utah's national parks or create new parks in areas such as the Escalante and the San Rafael Swell. There are many areas in southern Utah with superlative scenic, wilderness, and archeological values that deserve park protection. The increasing popularity of Utah's national parks also suggests that more parks are needed to meet public demand. Visitation to some Utah parks has increased as much as 20 percent in one year!

Some people promote the establishment of new national parks to increase tourism and promote local economic development. Long-term tourist benefits depend, however, on preserving the natural values parks are set aside to protect, and in preserving a visitor's opportunity to "get away from it all." Conservationists warn against overdeveloping and overcrowding our national parks. They recommend that new parks include wilderness designations, and that tourist facilities be built *outside* park boundaries, in nearby communities where existing businesses can benefit.

Creating new national parks in Utah offers one way to protect the outstanding natural values of the Colorado Plateau. So does Congressional designation of wilderness areas. What's most important is not that we choose to designate parks or wilderness areas or both, but that we choose to preserve Utah's natural wonders for generations to come.

Terri Martin

CONCLUSION—THE NEED FOR BALANCE

Utah currently has only 800,000 acres of designated wilderness—a mere 1.5 percent of the State's land area. Most of this is national forest wilderness in the High Uintas and the Wasatch Range. Only 149,000 acres of designated wilderness are located in southern Utah's canyon country, where some 3 million acres of wild lands lack even the temporary protection of BLM wilderness study areas or National Park Service wilderness recommendations.

More than eight out of ten Utah residents believe that it is important to preserve some wilderness in Utah, according to a survey conducted in 1987 at Brigham Young University (Pope and Jones, 1987). The study found "significantly high" support for additional wilderness designation for up to about 8-10 million acres—about 15 percent of the state. Allowing for about 3 million acres of protected National Park and National Forest lands leaves about 5 million acres for BLM wilderness, which is close to the UWC proposal. The study also found that 79 percent of the respondents would support legislation to designate additional wilderness in Utah.

The wild lands managed by the BLM offer Utah's greatest opportunities for wilderness designations, yet this agency has fallen far short of its mandate. The BLM administers 22 million acres in Utah, yet it only studied 3.2 million acres for its wilderness potential, and has recommended just under 2 million acres.

In contrast to the BLM, the Utah Wilderness Coalition has identified 5.7 million acres of BLM wild lands that qualify for wilderness designation. Our proposal, if enacted by Congress, would bring the percentage of the state's land area designated as wilderness to 11 percent. Add to this the lands already having some form of protection (chiefly recommended wilderness within units of the National Park System), and a mere 16 percent of the State's land area would be protected from degradation. In a state renowned for its scenic beauty, this is an eminently reasonable proposal, befitting the great desert landscape of Utah.

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