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Chapter Eight – Resource Management Plan

8.1 Resource Management Plan Vision and Overview

Daggett County is a beautiful land full of contrasts. There are steep red canyons in the Green River drainage, wide-open high-desert plains, glacial valleys, and towering forested mountains. Artifacts tell of early indigenous Americans who hunted and farmed this area long before European settlers arrived. Early settlers continued to hunt and farm and, in fact, formed the first European settlement in Utah even though Daggett County has the distinction of being the most recently formed county (1918). Agriculture and natural resources continue to play an important part of Daggett County's economy.

Daggett County's remote location and small population have combined to help keep this area an outdoor recreationalist's paradise. This is another of the area's many contrasts: while the high percentage of federal- and state-owned land within the county has protected its scenic beauty, it has also constrained the county's small economy.

It is Daggett County's intent to develop its economy to sustain its residents and future generations. The continued development and protection of the natural resources within Daggett County is critical to the improvement of its economy.

It is Daggett County's position that authority to manage natural resources within our boundaries derives directly from state law. In addition to this authority, provisions of federal law allow counties to participate in and influence the natural-resource and land-management plans of federal agencies, both through use of duly adopted county planning documents and through cooperative participation in the planning efforts for the federal lands.

The purpose of this chapter is to (1) review some of the basics of federal land-use planning requirements and (2) express Daggett County's views, desires, goals, objectives, and policies regarding the many complex and important aspects of federal and state management of the nearly 90 percent of the land within Daggett County's borders. Additionally, as allowed by law, this section of the Daggett County Resource Management Plan will define the local customs, local culture, and the components necessary for the county's economic stability (Utah Code 17-27a-401(5)).

8.2 Federal Land and Natural Resource Planning

Two of the major federal landowners in Utah, the US Bureau of Land Management (BLM) and the US Forest Service (Forest Service), are required to engage in land-use and natural-resource planning processes that affect the use and development of natural resources. The BLM is required by Section 202 of the Federal Land Policy and Management Act of 1976 (FLPMA) to “develop, maintain and ... revise land- use plans which provide by tracts or areas for the use of the [BLM] lands.” Similarly, the Forest Service is required to “develop, maintain, and ... revise land and resource management plans for units of the National Forest System” (16 U.S.C. 1604(a)).

Coordination & Consistency with State, Local and Tribal Government Plans

Both the BLM and Forest Service are required to coordinate their land-use and natural-resource planning efforts with state, local, and tribal governments. For example, the BLM is required to:

1. become apprised of state, local and tribal land-use plans;
2. assure that consideration is given to those state, local and tribal plans that are germane to ... plans for public lands;
3. assist in resolving ... inconsistencies between federal and non-federal governments plans (43 U.S.C. 1712(b)(9)).

Specifically, state, and local officials are “authorized to furnish advice to the [BLM] with respect to the development and revision of land use plans, ... guidelines, ... rules and ... regulations for the public lands” (43 U.S.C. 1712 (b)(9)). This is significant because land-use plans adopted by the BLM are required to “**be consistent with State and local plans to the maximum extent consistent with Federal law and the purposes of [FLPMA]**” (43 U.S.C. 1712(b)(9)). The duly adopted regulations of the BLM further define this consistency requirement by requiring that the BLM’s resource management plans shall be “consistent with officially approved or adopted resource related plans, and the policies and programs contained therein, of ... State and local governments and Indian tribes, so long as the guidance and resource management plans are also consistent with the purposes, policies and programs of Federal laws and regulations applicable to public lands” (43 C.F.R. 1610.3-2(a)). The term “consistent” is defined to mean that the duly adopted federal plans for the natural resources within the county “will adhere to the terms, conditions, and decisions of officially approved and adopted resource related plans” of local and state governments” (43 C.F.R. 1610.3-1).

The BLM regulations also provide that “in the absence of officially approved or adopted resource management plans of ... State and local governments ... [federal]} resource management plans shall, to the maximum extent practical, be consistent with officially approved and adopted resource related policies and programs of ... State and local governments.” However, as before, this consistency applies only to the extent that the policies and programs are “consistent with policies, programs and provisions of Federal laws and regulations applicable to public lands” (43 C.F.R. §1610.3-2(b)).

The Forest Service is required to coordinate “with the land and resource management planning processes of State and local governments” (16 U.S.C. §1604(a)). The Forest Service’s planning regulations state that “the Responsible [Forest Service] Official must provide opportunities for the coordination of Forest Service

planning efforts ... with those of other resource management agencies." Furthermore, the Forest Service's planning regulations provide that "the Responsible Official should seek assistance, where appropriate, from other state and local governments ... to help address management issues or opportunities" (36 C.F.R. 219.9). Although there is no explicit parallel requirement for consistency of Forest Service plans with plans of state, local, and tribal governments as that contained within FLPMA for the BLM resource management plans, the Forest Service is required to "discuss any inconsistency" between their proposed plan's provisions and "any approved State or local plan and laws." Further, if any inconsistencies are found, the plan must "describe the extent to which the [Forest Service] would reconcile its proposed action with the plan or law" (40 C.F.R. §1506.2(d)).

Daggett County expects that if, or when, federal lands are transferred to state control, Daggett County's influence in any planning and decision-making involving lands or issues directly related to the county will be made with as much, or more, local input than the current federal planning process.

Multiple-Use and Sustained Yield

Both the Forest Service and BLM are required to manage the lands under their jurisdiction pursuant to the principles of "multiple use" and "sustained yield." These terms are defined within the Multiple-Use Sustained Yield Act of 1960 for the Forest Service. The definitions are lengthy and worthy of careful study, but are not always clear, which may lead to differing interpretations regarding development or preservation of natural resources and the environment.

The definitions state, however, that multiple use is to be considered in the context of the best combination of land uses that meet the present and future needs of the nation with respect to "recreation, range, timber, minerals, watershed, wildlife and fish, and natural, scenic, scientific, and historical values." Furthermore, it states that these resources are to be managed in a "harmonious and coordinated" manner that does not lead to "permanent impairment of the productivity of the land and the quality of the environment." Finally, multiple use does not, by definition, mean the "greatest economic return or the greatest unit output" for the natural resources (43 U.S.C. §1702(c)) (see also 16 U.S.C. 531(a)). For the Forest Service, the "establishment and maintenance of areas of wilderness" is specifically determined to be consistent with the principle of multiple use (16 U.S.C. 529).

The term "sustained yield" is defined to mean the achievement of "a high level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use" (43 U.S.C. §1702(h)) (see also 16 U.S.C. §531(b)).

National Environmental Policy Act (NEPA) and Cooperating Agency Status

Preparation of land-use and natural-resource management plans by the BLM and Forest Service is a major federal action requiring the preparation of an Environmental Impact Statement (EIS) under the provisions of the National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4231 et. seq.). NEPA requires federal agencies to fully disclose the nature and condition of the environment within the area of interest. Under NEPA, agencies must formulate various alternatives for future management and to compare those alternatives to a "no-action" alternative of continuing the current management scheme. NEPA specifically requires the agency preparing the EIS to seek decisions that, among other things, "attain the widest range of beneficial uses of the environment without degradation," "preserve important historic, cultural, and

natural aspects of our national heritage,” and “achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life’s amenities” (42 U.S.C. 4331(b)).

Several definitions of the word “culture” can be found to bring light to this concept. *Webster’s New Collegiate Dictionary*, 277 (1975) defines culture as “the customary beliefs, social forms and material traits of a group; an integrated pattern of human behavior passed to succeeding generations.”

Bouvier’s Law Dictionary, 417 (1st ed. 1867) states that a custom is “a usage or practice of the people, which, by common adoption and acquiescence, and by long and unvarying habit, has become compulsory and has acquired the force of law with respect to the place or subject-matter to which it relates.”

The development of an EIS as part of the process to decide upon a land and resource management plan for the federal resource areas has a number of well-established steps, each of which provides an opportunity for comment by local government organizations based upon their plans and policies. Copies of comments by state and local governments must accompany the EIS or Environmental Assessment (EA) throughout the review process (42 U.S.C. 4332(c)).

These steps, in general, are:

- “scoping” of relevant issues;
- preparation of an “analysis of the management situation;”
- preparation of the various “alternatives” with the associated necessary management scenarios and conditions;
- issuance of a draft EIS for public comment; and
- issuance of a final EIS and the “proposed Record of Decision,” which lays out the proposed final decision, including the terms and conditions for management of the lands and natural resources for the life of the plan.

The issuance of the proposed Record of Decision is followed by a period for protest by interested parties, which, upon resolution of the protests, is followed by adoption of the Record of Decision and implementation of the plan.

The EIS must discuss any “inconsistency of a proposed plan with any approved state or local plan and laws (*whether or not federally sanctioned*).” When inconsistencies are found, the EIS should describe the extent to which the agency would reconcile its proposed action with the plan or law (40 C.F.R. 1506.2(d)).

A local government, because of a concern for its environment, wildlife, socio-economic impacts, and tax base, has standing to sue federal agencies and seek relief for violations of NEPA (*Commission of Catron County v U.S.F.W.S.*, 75 F3d 1429 (10th Cir. 1996)).

With regard to plans of the BLM, the governor of the state is given an opportunity for a “consistency review” immediately following the issuance of the proposed Record of Decision. The BLM is required to “identify any known inconsistencies with State or local plans, policies, or programs,” and to “assist in resolving, to the extent practical, inconsistencies between federal and non-federal government plans.” The governor is given 60 days to “identify inconsistencies and provide recommendations in writing” in

response. The BLM must accept the recommendations of the governor if the BLM state director

determines that the recommendations “provide for a reasonable balance between the national interest and the State’s interest” ((43 U.S.C. §1712(b)(9) and 43 C.F.R. §1610.3-2(e)) (see also 40 C.F.R. §1506.2(d)).

The federal Council on Environmental Quality (CEQ) has issued regulations related to the implementation of NEPA. One of these regulations provides for the elimination of duplication with state and local processes. The regulation requires agencies to “cooperate with State and local agencies to the fullest extent possible to reduce duplication between NEPA and State and local requirements.” This cooperation specifically includes:

1. Joint planning processes
2. Joint environmental research and studies
3. Joint public hearings
4. Joint environmental assessments (40 C.F.R. §1506.2(b))

The managing federal agency also extends an invitation to state and local governments to become “cooperating agencies” in the preparation of federal land and natural resource management plans and associated EISs. Pursuant to NEPA, cooperating agencies work under the direction of the lead agency to satisfy the procedural requirements imposed by NEPA. (See, e.g., 40 C.F.R. § 1501.6(b).) However, “cooperating agency status under NEPA is not equivalent to other requirements calling for an agency to engage in other governmental entity in a consultation or coordination process ...” (See James Connaughton, Memorandum for the Heads of Federal Agencies, Subject: Cooperating Agencies in Implementing the Procedural Requirements of NEPA (Jan. 30, 2002).

This status does not relieve the federal agency of its responsibility as the decision-maker, and does not guarantee a decision that the cooperating agency may necessarily favor. The factors considered by the federal agency when determining cooperating-agency status are based on NEPA rules and are entirely independent of FLPMA’s requirement to consult and coordinate with local governments. To the contrary, FLPMA does not qualify a local government’s participation in a BLM planning effort. FLPMA does not contain any language that would require a local government to demonstrate any of those factors in the Connaughton Memorandum and thus, BLM may not limit local government cooperation in the proposed rule according to the Connaughton factors. The Connaughton factors were never intended to qualify local government coordination, and any attempt by the BLM to use these factors to limit local government participation is in direct contravention of the plain language of FLPMA (See *United States v. Larionoff*, 431

U.S. 864, 97 S.Ct. 2150, 53 L.Ed.2d 48 (1977) (regulations that are “contrary to the manifest purposes of Congress” will be declared invalid.))

Powers and Duties of the Office and Executive Director

As of July 2021, the previous duties of the state planning coordinator were transferred to the executive director of the Public Lands Policy Coordinating Office as contained in Utah Code §63L-11-202.

Utah state law establishes findings that shall be considered by federal agencies as they interact with state and local governments. These findings provide the framework for the necessary considerations of state and local plans and policies, which the federal agencies are required to consider as part of their

planning efforts. The findings include a definition of multiple use that emphasizes support for state and local plans

that are designed to produce and provide the watershed, timber, food, fiber, livestock, wildlife growth, and community expansion, as well as meet the recreational needs and the personal and business-related transportation needs of citizens of the state without impairing the productivity of the land.

The findings also state, for example, the following: (1) the federal government must seek water rights within the state appropriation system; (2) federal agencies must support the purposes of the school trust lands compact in their land-management decisions; (3) development of the solid, fluid, and gaseous minerals of the state is important to the state economy; (4) wildlife is an important part of the recreational opportunity within the state and the economy; and (5) that transportation and access routes are vital to the state's economy. Furthermore, the findings indicate parameters for state and local government's support or opposition to specific federal land planning issues such as Areas of Critical Environmental Concern (ACECs), Wild and Scenic River studies, exchanges of land, agricultural production and open space, management of forests in a healthy manner, off-highway vehicle use, and predator control. (See Utah Code §63L-11-303 for the complete listing of findings.)

Federal Advisory Committee Act

The Federal Advisory Committee Act of 1972 (FACA) was enacted to formalize the process by which federal agencies receive advice from interested parties. It establishes conditions under which federal agencies may establish committees for this purpose, how they must be composed and chartered, and the act requires meetings and activities to be open to the public. FACA does not affect the establishment of a cooperating agency relationship. FACA also does not apply to any state or local committee or other group established to make recommendations to state or local governments about any issue, including land and natural-resource utilization issues (5 U.S.C. Appendix).

8.3 Daggett County's Social & Economic Context

The indigenous Americans who lived and traveled through these lands, early trappers and explorers of the 19th century, farmers and ranchers of the 20th and 21st centuries, along with recreation-minded residents and visitors of the 21st century have relied on the land comprised by Daggett County for their sustenance, good fortune, and enjoyment.

Effects of Large Public Land Ownership

In the recent past, efforts by state and federal land agencies to quantify the social and economic linkages of Daggett County and the effects agency decisions have on the culture and economy of Daggett County have been abysmal at best. The residents of Daggett County have been grouped with other counties within the region, thus minimizing the effects of agency decisions on Daggett County residents and businesses. Comparisons of local trends and statistics to state and national trends and statistics have been employed to show a variety of demographic data without addressing what it would take to continue to sustain or grow the economy of Daggett County. The superficial nature of analysis has not given the authors of federal land-use plans the ability to identify how agency management decisions affected the culture and economy of Daggett County in the past and how those effects could be mitigated or strengthened in the future.

Nearly 90 percent of the land within Daggett County is owned, managed, or otherwise under the jurisdiction of various state and federal agencies. This is the source of several major negative impacts on Daggett County, its residents, and its economy. The first is that the local government struggles to generate any significant revenue. This contributes to the second impact, which is a limited ability to grow the county's economy. The third impact is that the local government and residents have very limited influence on the outcome of federal and state decision-making regarding lands within Daggett County. Lastly, politically motivated groups, frequent litigation, and increasingly complex land-use and natural-resource regulation frustrate proper land management at the federal, state, and local levels while simultaneously impeding responsible economic development within Daggett County.

Population

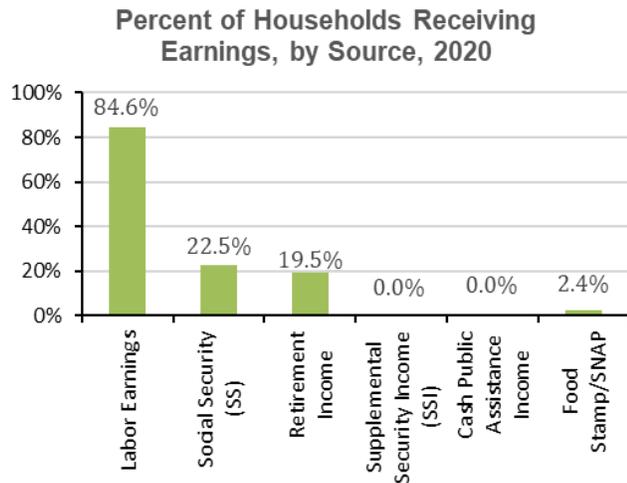
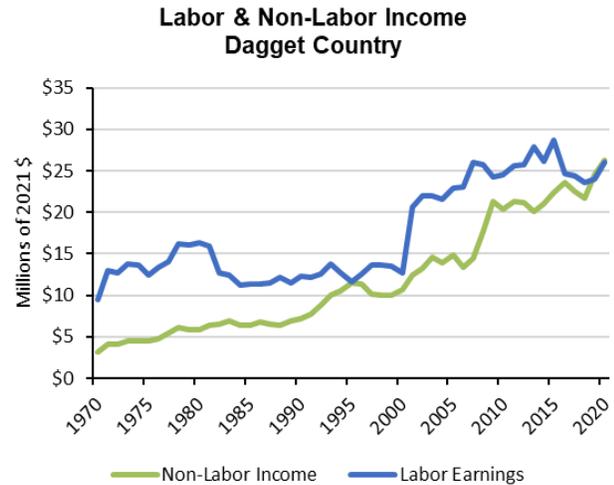
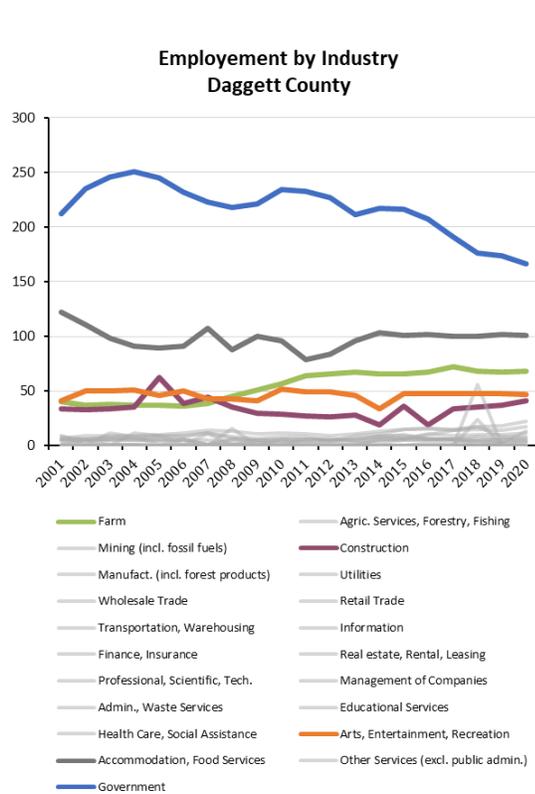
Daggett County's population has grown gradually since the construction of the Flaming Gorge Dam in the 1960s. However, Daggett County still has the smallest population of any county in Utah with a total of 935 residents tallied in the 2020 Census (Gardner, 2022). Furthermore, the County's population declined by 12 percent since the 2010 census in comparison to a population growth of 5 percent and 9 percent for Duchesne and Uintah Counties respectively.

Daggett County's housing occupancy rate is almost inverse to that of neighboring counties. This is largely due to its relatively remote location and the influence of the seasonal tourism economy.

Economy

The public lands in Daggett County play a role in stimulating local employment by providing opportunities for recreation and grazing. The main drivers of Daggett County’s private sector economy include accommodations, dining, farming, and recreation.

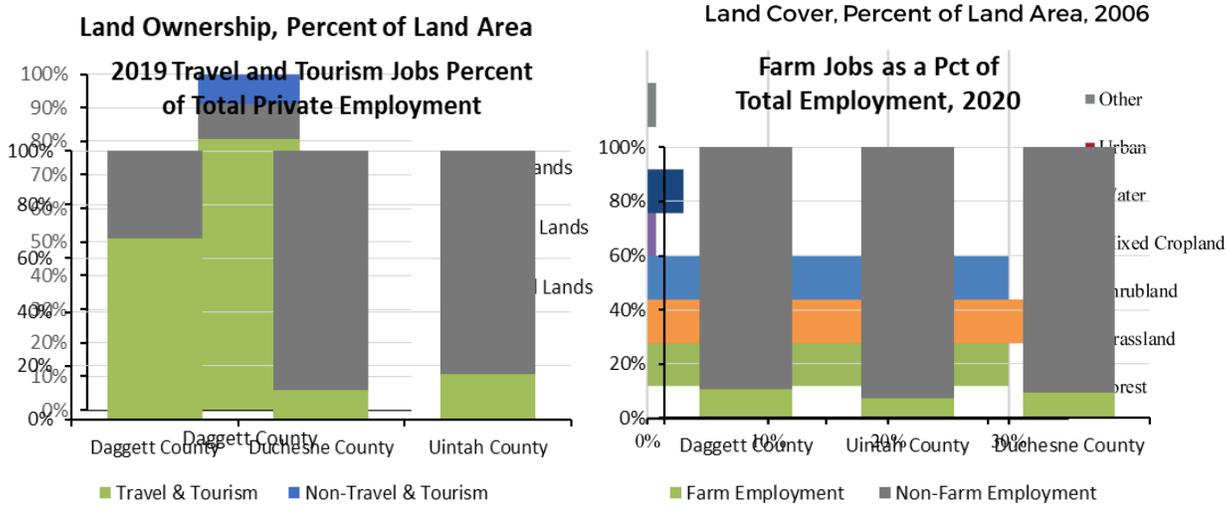
One characteristic of population and income growth influenced by public land amenities is a rapid growth of non-labor income, particularly investment income (dividends, interest, and rent) and age-related transfer payments (Medicare and Social Security benefits). Amenities provided by public lands can help to attract (and retain) retirees who have more choice in where they live. This may become more important to Daggett County as the baby boom generation continues to retire.



Land

Public lands provide recreational, environmental, and lifestyle amenities that can stimulate growth. While amenities alone are typically not sufficient to foster growth, they have increasingly been shown to contribute to population growth and economic development in Daggett County.

The mix of land cover influences a range of Daggett County’s socioeconomic and natural factors, including: potential and suitable economic activities, potential for wildfire, availability of recreation opportunities, water storage, and other cultural and economic factors.



Tax Revenues and Public Lands

The low number of year-round residents cannot fully support the local businesses of Daggett County, and the seasonal nature of visitation to the region's public lands has inhibited Daggett County's ability to attract new businesses and to grow the existing local businesses. Limited resources and manpower hamper Daggett County's efforts to effectively interact with local businesses and to facilitate better education and training for local business owners and managers. Limited funding also restricts Daggett County's ability to hire staff with skills in planning, engineering, economic development, grant writing, and coordination with federal and state agencies. Daggett County Commissioners are part-time and until recently little staff time was allocated to pursue and monitor any of the above-mentioned matters. Most efforts in these areas are sporadic and have been contracted out using grant money or other assistance the county has received.

The aging of the local population and the U.S. population in general are rarely taken into account during land management planning processes. Many residents who grew up enjoying Daggett County and this part of the state now find it increasingly difficult to take advantage of and enjoy the region's amenities and natural beauty. They instead seek more convenient accommodations and a greater variety of options for transportation into public lands. They need reliable and easily accessible medical facilities, and although county officials are working to develop and improve medical options, Daggett County currently has none to offer. Infrastructure (housing, water, and sewer) and services are concentrated in Manila and the Dutch John area. Firefighting (six trucks) and ambulance (two ambulances) services for the entire county come from these population centers. The Town of Manila has no law enforcement of its own and contracts with the Daggett County Sheriff's Office.

The number of businesses in Daggett County has remained relatively unchanged in recent years, while the number of employees hired depends on the economy as illustrated in the chart on the previous page. Daggett County is currently one of very few counties in the United States that has no bank or credit union. Medical services are limited to a public health services nurse who visits once per week, and the county's EMTs are based in Manila and Dutch John. Daggett County lacks the stores and retail establishments that most Americans take for granted. To shop for consumer goods, Daggett County residents and visitors must travel to other surrounding counties or states.

Economic Growth Potential

Despite the opportunities and potential for business development in Daggett County, business investment has been minimal. Daggett County has very limited banking and financial service resources, and the county itself and the towns are largely unable to drive business development. For these reasons, there has been little economic growth. These conditions are due in part to Daggett County's remoteness and harsh climate, but Daggett County has also been affected by the decisions and decision-making processes of the federal and state agencies that manage much of the land in Daggett County.

Other federal and state land-management agencies have moved forward and created infrastructure on their managed lands that have allowed the economy to grow in their areas, while the limited efforts to do so within Daggett County have been met with a great deal of resistance. Trails, trailheads, and other recreation infrastructure have not been significantly improved in recent years. In many instances, recreation amenities have actually decreased in number and deteriorated in quality. An exception to this

trend has occurred as proceeds from the sale of use passes have been put to use to improve facilities within the Flaming Gorge National Recreation Area. While these improvements are helpful, additional improvements are still needed.

Representation

Daggett County and the State of Utah have been and will continue to be very aggressive in trying to create a voice for the issues and problems associated with excessive amounts of public land ownership that affect the western states in ways eastern states and their representatives cannot begin to understand.

Environmental Organization Pressure

Environmental groups have been applying increased pressure on land management agencies to keep state and federal land primitive or wilderness-like in appearance, with restrictions on development and the use of motorized equipment or modern conveniences. These environmental groups are well organized and well-funded and make a habit of using litigation to tie up planning activities and projects in the courts. Daggett County supports coalitions intended to help promote the activities that are important to the culture and economy of the area.

8.4 Resource Management Goals and Objectives



This section describes the current resource management setting. Particular emphasis is placed on the existing level of county involvement in planning and decision-making processes of public land management agencies. This is done by listing broad issues of conflict and concern.

Issues of Resource Management Conflict and Concern

Even though nearly 90 percent of Daggett County's lands are under the jurisdiction of state and federal agencies, the county must continue to be involved in the planning processes that impact these lands and affect the county's residents and visitors. **Daggett County must be notified and involved in the planning process as early as possible because county resources are limited and it is difficult for county personnel to be fully involved in planning activities, especially when multiple agencies conduct planning activities at the same time.** Daggett County commissioners are part-time employees, public lands advisory committee members are volunteers who often serve on several volunteer boards and committees, and there is only one staff member to act as a liaison between the committees, county, and public agencies. Daggett County does not have a planner, engineer, or attorney working from the courthouse; the county contracts these services as needed and as funds are available. The complexity and differences between planning processes among various agencies adds to the difficulty. Constantly changing agency and county staff, who interpret changing regulations in different ways necessitates early involvement of all parties to give and receive adequate information and facilitate the planning process.

Daggett County's history is an account of emigration, settlement, and resource development, all of which are inseparable from its natural landscape. **Land management agencies must recognize that developing natural resources is a distinct part of Daggett County's culture and future economic sustainability.** Daggett County fully recognizes the need to protect and preserve the resources found on federal lands, but feels that site protection strategies should be balanced with other current and future uses of federal and state lands. Maintaining healthy natural systems is an investment in our future that supports quality of life, helps to maintain property values, and promotes economic development. Wise stewardship must allow resource development while providing for the restoration and maintenance of healthy ecosystems.

Federal agencies were created for specific reasons, which have changed over the years. Coupled with this is an increasingly vocal, well-funded environmental movement that has taken the focus off of the purposes for which federal land management agencies were originally developed. Agency managers and local government officials struggle to keep up with changing directives and the constant pressure to change everything to single use-wilderness. The County recognizes that multiple-use has inherent challenges, but multiple-use is still a statutory directive for the management of federal, state and local lands.

Resource Management Objectives

The following objectives and subsequent policies shall be the basis for the interaction with public land management agencies during their land management planning and implementation processes. Daggett County's objectives are:

- To ensure public lands are managed for multiple-use, sustained yield, and prevention of natural resource waste. Further, these lands should be managed to prevent loss of resources and protect private property from catastrophic events, such as wildfire, and to protect the safety and health of the public.
- To support the wise use, conservation and protection of public lands and its resources including well-planned, outcome based, management prescriptions. Daggett County acknowledges the occasional need to place strict requirements on the management of some resources to provide needed protection, when it has been determined through scientific and supportable analysis that such needs exist, to protect such resources from undue or unnecessary harm.
- To ensure management decisions are made with full participation of Daggett County and supported by tested and true scientific data. Decisions shall be made after fully analyzing and disclosing impacts on the area's economy, tax base, culture, heritage, and life styles and rights of area residents.
- To ensure that when management action results in a taking, all applicable laws are applied.
- To ensure public and private access and rights-of-way for utilities and transportation of people and products on and across public lands. Access must be provided to meet such needs.
- To ensure that all public lands remain open to the greatest extent possible for the exploration and production of energy and other energy-related products, in order to support national energy needs relative to the nation's increasing dependency on foreign oil.
- To ensure that special designations do not influence the use of resources on lands outside those listed in the designation. Daggett County opposes the use of a "buffer zone management" philosophy that dictates land-use practices and influences decisions beyond the scope and boundaries of any public land designation.
- To support agriculture on private and public lands as part of the local economy, custom, culture, and heritage, as well as the provision of a secure national food supply.
- To provide policies, plans, and other documents for governmental agency use to ensure management and planning that is consistent with Daggett County's values and objectives. To ensure that federal and state resource management and planning is consistent with that of Daggett County.
- To ensure that restrictions placed on any Daggett County resource are based on analysis of trends, need, and imposed only after a complete analysis.
- To ensure that lands designated open for various specified uses are available on a timely basis, and permits for such uses are processed promptly. Extended delays or "no-action" shall not be used as methods to accomplish restrictions or protections. Waivers, modifications, or exceptions to

restrictions must be provided for when conditions exist or impacts can be mitigated to prevent irreparable damage to the subject resource.

- Agriculture and grazing lands should continue to produce the food and fiber needed by the citizens of the state and the nation, and the rural character and open landscape of rural Utah should be preserved through a healthy and active agricultural and grazing industry, consistent with private property rights and state fiduciary duties. Grazing allotments should continue to be stocked and, if vacant, restocked according to monitoring data that establishes, among other things, the carrying capacity of the allotments.

Resource Management Actions and Objectives

It is expected that federal and state agencies will follow these recommended actions and policies before preparing any policies, plans, programs, or processes, relating to land under their management within Daggett County:

1. The citizens of Daggett County and the State of Utah are best served by applying multiple-use and sustained-yield principles
2. Multiple-use and sustained-yield management means that federal agencies should develop and implement management plans and make other resource-use decisions that:
 - achieve and maintain in perpetuity a high level annual or regular periodic output of various principal resources from public lands;
 - support valid existing transportation, mineral, and grazing rights privileges at the highest reasonably sustainable levels;
 - are designed to produce and provide the desired vegetation for the watersheds, water supply, timber, food, fiber, livestock and wildlife forage, and minerals that are necessary to meet present needs and future economic growth, community expansion, without permanent impairment of the land;
 - meet the personal and business-related transportation needs of the citizens of the state;
 - meet the recreational needs of the citizens of the county, state and nation;
 - provide for the preservation of cultural resources, both historical and archaeological;
 - meet the needs of economic development;
 - is conducive to well-planned and measured community and economic development; and
 - provide for the protection of water rights.
3. Forests, rangelands, timber, and other vegetative resources;
 - provide forage for livestock;
 - provide forage and habitat for wildlife;
 - provide resources for the state's timber and logging industries;

- contribute to the state's timber and logging industries;
- contribute to the state's economic stability and growth; and
- are important for a wide variety of recreational pursuits.

Accomplishing County Objectives

To fully address Daggett County's concerns and articulate them to the appropriate agencies, the county will work with public land management agencies in a collaborative or cooperative manner. Where feasible, or as provided by law, Daggett County will enter into formal agreements such as memorandums of understanding, memorandums of agreement, and partnerships to codify expectations and processes agreed to by the parties. Such agreements must provide that:

- In the processes of coordination and cooperation, Daggett County is consulted early, often, and to the maximum extent provided by law.
- The County is provided a written report detailing how consistency with this policy was analyzed with respect to the proposed action or plan. The report must identify where inconsistencies exist, the steps taken to resolve that inconsistency, why consistency is not possible, and the correspondence with the County during the resolution.
- Daggett County is provided with a detailed economic analysis of the impact of the agency's proposed action on the county's tax base and the county's economy. When more than one action is proposed the report must also analyze cumulative impacts. Generalized statements of impacts to the region without particular attention to the County are grossly insufficient.
- The County is provided with a certification that applicable data used in development of a proposal or plan meets the requirements of the Information Quality Act (Section 515 of Public Law 106-554).
- The County is notified of any proposed action that may affect local culture, social structure, and heritage values and subsequently consulted as a Cooperating Agency according to all applicable law and these policies.
- The County is provided an opportunity for meaningful participation in the development, monitoring, and analyses of any studies conducted on resources associated with our public lands.
- The County is queried to determine the impacts of proposed actions on traditional uses of resources such as recreation, grazing, energy development, wildlife, access, etc.
- To the extent provided by law, provide the County Cooperating Agency status in the development of any NEPA analysis associated with proposed actions, public land management, or planning.
- Keep the County fully informed of all management actions proposed and allow adequate time to develop the County's position should it not be clearly defined within this plan.
- The County is provided in writing Federal agency intentions for formal communications or consultation at the onset of any such discussions. Unless so stated, all communication will be considered to be informal.

8.5 County Resource Management Issues

The previous section dealt with Daggett County's expectations for land management agencies and the following sections deal with the County's desires and goals for working with these agencies in a more meaningful way.

Demand

Although the County has put a great deal of time and effort into developing their land management plans and their vision for management of the many natural resources within the county, there will always be much to be done.

Introduction

The County Resource Management Planning process developed by the state and implemented by Daggett County for the preparation of this document should never be considered complete. This document addresses the current relationship between the county and federal agencies and analyzes 30 natural resources. Much more needs to be done to analyze the resources and how they contribute to the area and how they should be treated to clarify the County's vision. There are also many specific sites within the county that could be analyzed for possible future development or preservation.

Need for Change:

Daggett County needs to continue the planning process to completely and clearly define the County's vision for land management within the County.

Desired Management Setting:

Daggett County desires to fully evaluate the resources within the County and get into written form a plan that will provide land managers, residents, and future county leaders with information that will help them make wise decisions regarding the use of lands within Daggett County. It is also highly desirable that County officials and residents regularly review and update this plan as laws and needs change.

Policy/Position Statements for County Resource Management Planning:

It is Daggett County policy that the Daggett County General Plan directs the management of the lands within Daggett County. This General Plan reflects the needs and desires of the people of Daggett County at any given time.

Goals and Objectives

1. The County will continue this planning process and analyze all the major resources available within Daggett County.
2. The County will annually review the existing Plan and accept comments from its residents, its boards and committees, and others who may have input regarding the plan.
3. County-elected officials will continue to seek funding as outlined in the next section to continue this process.
4. The County will share the completed plan and all updates with federal and state agencies to make them aware of Daggett County's desires.

County Administrative Capacity

The County has limited financial and human resources and is struggling to keep up with the planning process of federal land management agencies.

Introduction

Daggett County's ability to fully participate in the planning processes of federal and state agencies is directly affected by the high proportion of federal- and state-managed land within the county. The remote location, small population and unpredictable climate also play roles in preventing Daggett County's economy from growing and developing a better tax base, one that would allow the County to hire the staff it needs to carefully plan for the development of the resources within the county in such a way that these resources are not damaged or used up to a point where they are no longer beneficial.

The County's commissioners are part-time and they have a full-time assistant who is responsible for a number of duties normally conducted by multiple employees. The County has a contracted "County Attorney" and a contracted Engineering firm, but neither of these contractors resides in the County, which makes the concept of being proactive in planning for the future difficult. The biggest problem centers around the fact that the County does not have a planner on staff to help direct the planning efforts and interaction with the other stakeholders in and around the County. Each planning effort generally has a different planner based on the availability of grant funding and so over time there has not been a consistent development of the county's vision and plan to make it happen.

Need for Change:

Daggett County needs to find funding to hire (at least on a part-time basis) a planner that can complete the General Planning process and help the County clearly define its vision for land management.

Desired Management Setting:

The County desires to employ a full-time planner to direct the County's planning efforts under the direction of the county commission. This would allow the county to move from a reactive posture to proactively interacting with management agencies in a way that would allow all entities to move towards meeting their desired objectives.

Policy/Position Statements:

It is Daggett County's position that planning is a vital function of local government and must be carried out in a proactive way to ensure that goals and desires of the residents of Daggett County are met.

Goals and Objective:

1. Daggett County will continue to apply for outside funding to assist with its planning efforts.
2. The County will support efforts to provide a full-time planner to every rural Association of Government and will apply for a portion of that planner's time to be spent in Daggett County.
3. Daggett County will examine past expenditures for contract help and try to budget amounts annually that will enable consistent and regular planning to occur within the county.
4. County officials will educate the public and their newly elected counterparts concerning the importance of planning and staying actively involved in agency planning processes.

Policy Management

The Public Lands Advisory Committee has provided valuable input into the County's public land management process.

Introduction

The Daggett County Public Lands Advisory Committee was formed in 2003 and was fairly active in discussing situations involved with the BLM's Vernal RMP. This volunteer committee represents a diverse group of people with diverse interests including, agriculture, oil and gas, recreation and wildlife. It was hoped that once formed the group would take an active role in advising the county on public lands issues. Generally, the group is reliant on the county's direction and assistance in order to facilitate the exchange of information.

Need for Change:

The County needs to train and encourage this group to be more proactive in providing the County with suggestions and advice regarding public lands issues. The County also needs to develop a way of showing appreciation to those who have volunteered their time.

Desired Management Setting:

Daggett County desires to see an active public lands advisory committee that is proactive in nature and advises the elected officials concerning land management issues and also willing to make and encourage others to comment on public land issues as private citizens.

Policy/Position Statements:

It is Daggett County's position that the Public Lands Advisory Committee is an integral part of the County's effort to provide input and feedback to federal and state agencies on public land issues that affect the county and its residents.

Goals and Objective:

1. Daggett County Commissioners will choose a day of the month and hold regular monthly meetings.
2. The Commission Assistant will make sure that e-mail messages and information received by the County is distributed by mail or e-mail to committee members within 48 hours.
3. The County Commission will annually review attendance of committee members and their willingness to comment to determine if changes in the committee make-up need to be considered.

Partnerships

Partnerships between the County and federal agencies are critical to improving management and opportunities.

Introduction

Daggett County strongly believes in the power of partnerships and is currently engaged in many formal and informal partnerships. Formal agreements may include Memorandums of Understanding (MOUs), Interagency agreements and Cooperating Agency status. The County would like to be a Cooperating Agency and expects that federal and state agencies will involve Daggett County as early as their individual

guidelines allow. Daggett County will then decide how it will be able to participate in the specific planning process. At times this may mean a more informal relationship will be more appropriate.

Daggett County feels that informal relationships are critical to the success of all partnerships and will continue to cultivate those important personal working relationships with state and federal land managers and their staff.

Partnerships are not a new concept, but they are receiving renewed emphasis due to the increasing scarcity of resources. As agencies work together each agency and their constituencies will benefit, but there is a continuing adjustment period as the breadth and scope of these partnerships are explored and the details are worked out in partnerships that are just beginning.

Need for Change:

Daggett County needs to continue to develop the existing partnerships with state and federal land management agencies, so that all parties benefit from the partnership. Federal land managers need to extend the invitation to partner on activities in and around Daggett County as early as possible.

Desired Management Setting:

The Daggett County Commissioners expect to be kept informed of projects and activities that could potentially affect management of lands within Daggett County's borders. We expect to be formally notified at the beginning of any planning process and invited to participate as a cooperating agency. We want to receive regular updates and less formal invites to participate or give comments through our partnering activities. We would also like to be involved in the selection process for line officers that have responsibility to manage lands within Daggett County's borders. We do not expect to make the decision, but would hope that County official's input would be sought by those with authority and power to make those decisions.

Policy/Position Statements:

It is Daggett County's position that partnerships between the county and land management agencies are appropriate and desirable. Furthermore, it is our position that the federal and state land managers have a legal responsibility to partner with the county and should seek our participation at the earliest possible time in any planning process.

Goals and Objective:

1. The County will continually update standing agreements and seek new ways to partner with local land managers and their staff.
2. Daggett County will send a representative to the Uintah Basin Partners meetings and expects to see local federal and state agencies participate in a meaningful way.
3. Daggett County Commissioners will invite local and federal land managers to make regular presentations of plans and projects during commission meetings and/or workshops.

Data Accuracy

Daggett County has noticed that the federal agencies tend to minimize the economic challenges to Daggett County and do not properly analyze the socio-economic impacts of their decisions on the county and its residents.

Introduction

Daggett County's small economy has been lumped together with neighboring counties to show minimal effects brought about by agency decisions or the economic impact is totally ignored. Existing data can be found in federal management plans, but very rarely is this interpreted or are the potential effects of decisions analyzed for their impacts on the culture and economy of Daggett County. The County is reliant on the state and federal agencies to prepare this type of information as it does not have the experts on staff that are trained and qualified to prepare this type of information.

As federal budgets have been slashed, services formerly provided by federal land management agencies are heaped on already strapped local governments without mitigation. Small rural counties like Daggett County cannot continue to absorb these services as residents and civic leaders are already wearing many hats and struggling for survival.

Need for Change:

The County needs to work with state and federal agencies to prepare better baseline data and to more fully assess the impacts past decisions have had on Daggett County's culture and economy, while estimating future impacts that may occur due to issues under consideration.

Provisions for services required of local governments to their citizens must be quantified and considered as plans and projects are developed and mitigation for these effects must be provided.

Desired Management Setting:

Daggett County desires to complete a credible and defensible baseline study that outlines the impacts that federal and state land management agency decisions have had on our culture and economy. Future decisions will be analyzed on how they can and do impact Daggett County. Cumulative effects of ever increasing restriction and resource protection will be considered individually and as a group. Actions that negatively affect Daggett County will be avoided or mitigated.

Policy/Position Statements:

It is Daggett County's policy that agency planning documents better analyze the potential impacts of their decisions during their planning process. It is Daggett County's position that when land management decisions have a negative or restrictive effect on the culture and/or economy of Daggett County that these effects be mitigated monetarily or in creating additional opportunities in other areas, so that over time there is no net economic loss.

Goals and Objective:

1. The County will work with state, federal and educational agencies to develop baseline data that decisions can be related to in order to predict the effects of proposed decisions.
2. The County will provide comments to federal and state land management agencies regarding their proposed plans and projects and will encourage county residents and visitors to do the same.
3. The County will continue to provide information to federal and state agencies concerning the costs incurred by the county associated with their decreasing levels of service to residents and visitors.

Development Opportunities

Public land management agency guidelines allow for further development of the lands within their management, but have been reluctant to allow this to occur, which has hampered the county's growth and overall economic stability.

Introduction

The abundant natural resources on Daggett County's public lands are tied to the custom, culture and economy of the area. The limited development of private and public land does not meet the needs of Daggett County's residents and visitors. In-holdings on federal and state lands within Daggett County were sometimes traded for lands outside the county. Restrictive measures and protections were put into place by federal and state land managers, which have also negatively affected the county's ability to provide for resident and visitor needs.

Residents and visitors value the area's resources and do not want to see them destroyed, but they do want opportunities that were identified during the Flaming Gorge Recreation Area Feasibility Study completed in 1993. Many of the suggestions and ideas generated during this study have not been actively pursued. The study did not call for wholesale destruction of our federal and state lands, but suggested that the careful development of a few strategic locations would greatly benefit the visitors who come to enjoy this area, but also provide opportunities for the residents who struggle to survive in this area. The privatization of Dutch John was a beginning, but further exploration of the possible development of renewable resources, cultural and heritage experiences, trails, recreational infrastructure and especially visitor lodging are needed. Increasing demands and use of our natural resource rich lands will lead to resource damage if it is not properly planned for and spread out over a greater area instead of being restricted to a more and more confined area.

Need for Change:

Federal and state land managers need to work with Daggett County and private residents to provide opportunities for the development of abundant renewable resources, cultural and heritage experiences, trails and other recreation related infrastructure including visitor lodging that will lead to a more sustainable economy for the area while providing the amenities desired by an extremely mobile yet aging population.

Desired Management Setting:

Daggett County desires federal and state agency managers to look at options that could lead to economic stability for the area. The County understands that managers have guidelines to follow that may not allow this development in certain areas, but know that multiple use and sustained yield are part of the management guidelines that could be further developed to meet the needs of Daggett County's visitors and residents.

Policy/Position Statements:

It is Daggett County's policy that opportunities for development be actively pursued in accordance with agency guidelines in order to ensure the economic stability and long term viability of the communities within Daggett County and the surrounding areas.

Goals and Objective:

1. Copies of the 1993 Recreation Feasibility study will be passed out to residents and area land managers and this document will be reviewed for projects or ideas that were successfully completed or implemented and for those that are still viable and need additional planning and work.
2. The County will work with the state and university groups to provide updated economic information in order to update the data or to produce a new feasibility study.
3. The County will encourage federal and state land agencies to actively pursue additional development of recreational opportunities (e.g., ATV trails, snowmobile trails, shooting ranges) on state and federal lands in accordance with existing guidelines.
4. The County will specifically work with Forest Service and Federal Representatives to develop a resort complex including lodging, conference facilities, restaurants, golf and other needed amenities on the Lucerne Peninsula.

8.6 Resource Management Plan

Utah State law provides for the development of county-level plans under Title 17-27a-401. Issues which are required to be addressed within these plans include the following: land use, transportation, environmental issues, public services and facilities, rehabilitation and redevelopment, economic concerns, recommendations for plan implementation, and “any other elements that the county considers appropriate.”

In 2015, the Utah Legislature amended UCA 17-27a-401 to require that county general plans also include a “resource management plan” (RMP) to provide a basis for communicating and coordinating with the federal government on land and resource-management issues.

The intent of the county's resource management plan is to:

1. establish findings pertaining to each issue,
2. establish defined objectives, and
3. outline general policies and guidelines on how the objectives described in Subsection (3)(c)(ii) are to be accomplished.

Daggett County will continue to encourage the responsible use and development of its natural resources and support associated industries and businesses. Decisions affecting public land resource use and development directly impact Daggett County. Therefore, it is in the county's interest that federal and state resource management planning efforts provide the county with every opportunity to proactively participate in all relevant public land and resource planning processes.

The resources detailed in this RMP are:

- [Agriculture](#)
- [Air Quality](#)
- [Cultural and Historical Resources](#)
- [Ditches and Canals](#)
- [Energy Resources](#)
- [Fire Management](#)
- [Fisheries](#)
- [Floodplains & River Terraces](#)
- [Forest Management and Timber](#)
- [Geological and Paleontological Resources](#)
- [Irrigation](#)
- [Land Access and Transportation](#)
- [Land Use](#)
- [Law Enforcement](#)
- [Livestock & Grazing](#)
- [Mineral Resources](#)
- [Mining](#)
- [Noxious Weeds](#)
- [Pipelines and Infrastructure](#)
- [Predator Management](#)
- [Recreation and Tourism](#)
- [Riparian Areas](#)
- [Threatened, Sensitive, & Endangered Species](#)
- [Utility Corridors](#)
- [Water Rights](#)
- [Water Quality & Hydrology](#)
- [Wetlands](#)
- [Wild & Scenic Rivers](#)
- [Wilderness and Special Designations](#)
- [Wildlife](#)
- [Special Topic: Wild or Feral Horses](#)

Focus on Customs and Culture

Goals in each of the planning topics included in the Daggett County RMP focus on defining and preserving the local customs, local culture, and components necessary for the county's economic stability (Utah Code 17-27a-401(5)).

Agriculture

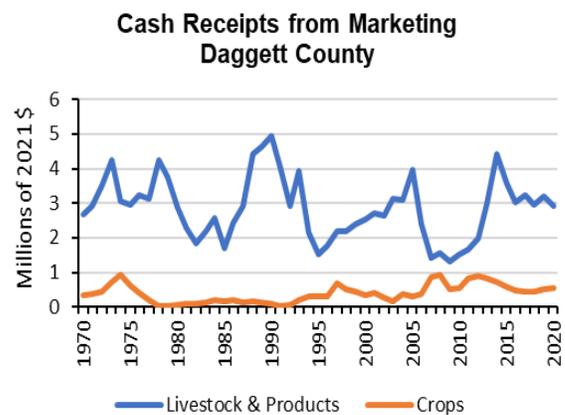
Agriculture is the cultivation of plants or animals for fiber, food, fuel, or other products.

Introduction

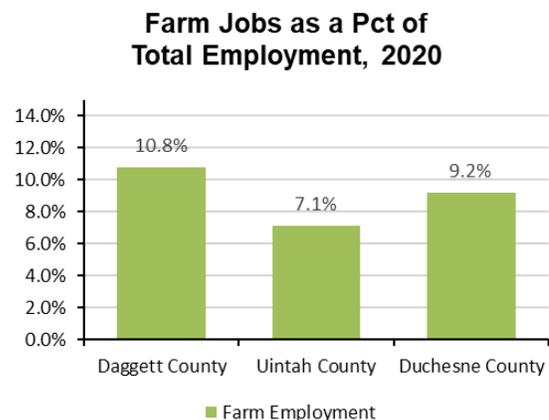
Agriculture in Daggett County is important for the natural, cultural, social, and economic benefits it provides. Historically, agriculture has been the lynchpin of the customs and culture of the county. Since the 1880s, when European settlers arrived in what is now Daggett County, people have been relying on agriculture to support their lives and lifestyles, and it is still practiced and celebrated. To this day agriculture provides jobs, local tax base, a variety of environmental benefits, scenic beauty, and food for human consumption. Two Century Farms have been designated in the county for its historical significance (UDAF, Century Farm Designation).

Findings

According to the US Department of Agriculture (USDA) National Agricultural Statistics Service (2016), more than 108,000 acres of land in Daggett County are used for agriculture and livestock, about 24 percent of the county’s total area. Much of this land consists of native grasses for grazing that do not require extra irrigation. The USDA’s 2017 Census of Agriculture, included 52 farms in Daggett County totaling 17,671 acres of private farmland and 6,556 acres of cropland (US Department of Agriculture 2019). The primary crops produced in Daggett County are hay, haylage, and alfalfa. Cash receipts from crop sales in Daggett County was just over \$539,000 in 2020, accounting for about 16 percent of all agricultural products sold (EPS 2020). Livestock and associated products made up the remaining 84 percent of cash receipts (see the Livestock and Grazing section).



Although agriculture plays a significant role in the economic, environmental, and cultural wellbeing of the county, many farms and ranches are in jeopardy. According to the Utah Agriculture Sustainability Task Force (2012), “The number and size of farms and ranches has dramatically changed in Utah. From 1900 to 1990, the number of Utah farms decreased. Beginning in 1990 the number of farms began to increase again. The 2011 Utah Agricultural Statistics report recorded 16,600 farms.” The number of farms in Daggett County increased from 48 in 2007 to 51 in 2012 according to the USDA Census of Agriculture (2012).



Although the number of farms increased through the 1990s, since 1997 the size of those farms has been declining. The average size of a Utah farm was approximately 200 hundred acres larger in 2012 than it

was twenty years prior (UDAF 2012). Between 2012 and 2017, there was a marked increase in very small farms, under 10 acres (18% increase in number statewide), while the number of farms 10-49 acres remained steady and farms 50 acres and more declined in number (USDA 2017).

The average age of farmers continues to increase nationally and in Utah. Current farmers are aging while still working to maintain their lands. The average age of a Utah farmer was 56.3 in 2017 (USDA 2017). Farming is losing its successors as many children choose other occupations. It is more difficult now to transfer the farm to the next generation (UDAF 2012).

In Daggett County, private property owners and farm operators control most of the agricultural resources. Most crop farming happens on private land with little outside influence. The agency with the most influence on private land farming in Daggett County is the Natural Resources Conservation Service (NRCS). The county and municipalities have influence over land use and zoning, which impacts agriculture.

Economic Considerations

A report published through Utah State University (2016) showed that agriculture contributes more than 15 percent of Utah's total economic output. "Agriculture processing and production sectors combine to account for \$21.2 billion in total economic output in Utah after adjusting for multiplier effects (compared to \$15.2B in 2008)" (Ward and Salisbury 2016). In terms of employment and taxes, the study found that, "A total of 79,573 jobs are agriculture related generating compensation \$3.5 billion (compared to 66,500 jobs in 2008)," and that, "The agriculture production and processing sectors generate \$497 million in state and local taxes (compared to \$350 million in 2008)" (Ward and Salisbury 2016).

Goals

Since the 1880s, when European settlers first arrived in what is now Daggett County, area residents have relied on agriculture to support their lives and lifestyles. Daggett County residents consider agriculture to be part of their history, customs, and culture. This tradition is still practiced and celebrated today. Daggett County's goal is to maintain and uphold (when practical) these customs, culture, and traditions.

Objectives

The objective of this RMP with respect to agriculture is allow continued access to and increase access to public lands for agricultural development in a manner that (1) satisfies local needs and provides for economically and environmentally sound agricultural practices; and (2) is consistent with, and complementary to, the lifestyle, character, and economy of Daggett County.

Policies

1. Establish incentives and guidelines to encourage the preservation of agricultural lands.
2. Develop and enforce planning and zoning ordinances that protect soil.
3. Continued promotion and financial incentives for terracing, sediment-retention ponds, conservation tillage practices, and other erosion-control practices.
4. Educate current agricultural producers about more efficient cropping practices or alternative crops with more profit potential.
5. Encourage community planning, including agricultural land preservation.
6. Support the development of agricultural products and businesses.

7. Manage agriculture under the assumption that soil is the basic building block for virtually all land uses. Prioritize the protection of soils from wind and water erosion and the maintenance of fertility as critical practices for sustaining a viable agricultural economy, wildlife populations, and high levels of air and water quality.
8. Base all public land soil-related activities and decisions on the NRCS soil survey.
9. Prioritize the completion of a NRCS soil survey that includes both public and private lands within Daggett County.
10. Base soil-related activities and decisions on available survey data until a final survey is published. Any deviation from this material and soil data development must be coordinated with the NRCS.
11. Prioritize management programs and initiatives that improve watersheds, forests, and increase forage for the mutual benefit of wildlife and livestock.

State Code

Utah state code provisions related to agricultural resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website here for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for agriculture:

- [Livestock & Grazing](#)
- [Water Rights](#)
- [Irrigation](#)
- [Ditches and Canals](#)
- [Noxious Weeds](#)
- [Water Quality & Hydrology](#)
- [Land Use](#)

These Daggett County General Plan Objectives and associated policies are also related to agriculture:

- Objective 2.5.1: Daggett County values its agricultural heritage and will continue to search for ways to preserve agriculture and other heritage sites for the enjoyment of citizens and visitors alike. Parcels containing or impacting these designated areas will receive additional care, and developers of these areas and contiguous area will be required to be sensitive to heritage preservation. The County will evaluate proposals for these areas and their impacts on a case-by-case basis.
- Objective 4.5.2: Work with landowners who wish to continue farming/ranching to educate them about available grants and programs to help maintain, preserve, and conserve agricultural land.

Air Quality

Air quality is defined as the degree to which the ambient air is pollution-free, measured by a number of indicators of pollution.

Introduction

Air pollutants are those substances present in ambient air that negatively affect human health and welfare, animal and plant life, property, and the enjoyment of life or use of property. Ambient pollutant concentrations result from interaction between meteorology and pollutant emissions. Because meteorology can't be controlled, emissions must be managed to control pollutant concentrations. Unlike other parts of Utah, the vast majority of air pollutants in the Uintah Basin originate with energy development, not vehicle emissions.

Findings

"The Clean Air Act (CAA) requires the Environmental Protection Agency (EPA) to set National Ambient Air Quality Standards (NAAQS) for pollutants considered harmful to public health and the environment. The CAA established two types of air quality standards: primary and secondary. Primary standards are set to protect public health, including the health of sensitive populations such as asthmatics, children, and the elderly. Secondary standards are set to protect public welfare, including protection against decreased visibility and damage to animals, crops, vegetation, and buildings . . . The EPA has established health-based NAAQS for six pollutants known as criteria pollutants. These are carbon monoxide, nitrogen dioxide, ozone, particulate matter, sulfur dioxide, and lead . . . The Division of Air Quality monitors each of these criteria pollutants, as well as several non-criteria pollutants for special studies at various monitoring sites throughout the state" (UDAQ 2015).

The Clean Air Act of 1970 and its amendments set the laws and regulations regarding air quality, give authority to the US Environmental Protection Agency (EPA) to set standards and rules, and delegate regulatory authority to individual states with EPA oversight, provided certain standards are met. The purpose of air quality conformity regulations, enforced by the EPA and the Utah Department of Air Quality (DAQ), are to protect public health and welfare by decreasing pollutant concentrations through emissions reduction. Construction and mining projects require assessment of air quality impacts and may require an emissions permit and/or a fugitive dust-control plan from the DAQ. Fines of up to \$10,000 per day may be issued if rules and laws are not properly followed.

Economic Considerations

Negative impacts from poor air quality may include healthcare costs or time away from work due to stroke, heart disease, and respiratory diseases. Impacts may also be seen in decreased tourism appeal or scenic resource perception, deterred business or industry growth, and increased operating expenses for pollution sources for required pollution-control measures (Stewart 2012). For these reasons, managing air quality is a priority for Daggett County.

Goals

Daggett County values clean air for the health and wellbeing of its residents. Daggett County's goal is to enact policies and decisions that result in clean air, but this goal must be balanced with the need for economic development within the county.

Objectives

The following are air-quality objectives of this RMP:

1. Maintain or improve air quality to protect the health and wellbeing of county residents, and maintain or improve the desirability of Daggett County as a place to visit and recreate.
2. Promote economic development without unnecessary impacts to air quality. Air quality should be protected to prevent potential restrictions on future development.
3. Work cooperatively as full partners with other agencies and entities to determine baseline air quality for the Uintah Basin.
4. Assess the extent to which Uintah Basin air quality is degraded by natural phenomena and by sources outside the Uintah Basin. Work cooperatively as full partners with other agencies to establish an understanding of contributions from non-area emission sources.
5. Actively manage the forests in Daggett County to avoid catastrophic wildfires and the associated smoke, degradation of air quality, and public health concerns.

Policies

1. Maintain Daggett County's air quality at its current level as a critical benefit to the health and well-being of its residents.
2. Maintain a high level of air quality as an important requirement for future economic development because it reduces the possibility of restrictions on development.
3. Establish air-quality baselines for the area with the full participation of Daggett County.
4. Base all air-quality related plans and decisions on measured deviations from the air-quality baseline standards established for Daggett County.
5. Maintain high air quality in Daggett County by protecting the area's air from degradation by non-area sources.
6. Provide for air-quality monitoring during all field-development plans. Data development must be coordinated with, and the findings provided to, Daggett County.
7. Coordinates with Daggett County during all air quality studies undertaken by or on behalf of a public land-management agency or the Utah Division of Air Quality.
8. Identify and quantify non-area sources of air pollution and consider them when determining air quality in Daggett County, especially with respect to Class I airsheds.
9. Comply with all federal, state, and local air-quality rules, regulations, and directives with respect to Daggett County air quality.
10. Cooperate with air-quality regulatory authorities to prevent significant adverse effects from air pollution throughout Daggett County.
11. Participate with regulatory authorities in determining air-quality monitoring needs in Daggett County.

12. Evaluate the feasibility of restricting non-essential industry activities during winter inversion episodes in Daggett County. Implement county policies to maintain good air quality and avoid nonattainment (hazardous days).
 - Publish Daggett County requirements regarding local burning online and encourage all residents to follow them (e.g., the clearing index), especially during winter inversions.
 - Allow agricultural burning in Daggett County only during times of low fire danger and when atmospheric conditions will disperse smoke.
 - Educate Daggett County communities about air-quality issues and offer ways that they can help (e.g., reduce motor vehicle idling).
 - Work with natural gas providers and developers to encourage the wider availability of natural gas in Daggett County so that it can be used to replace fuels that result in more emissions.
 - When funding is available, work with the Uintah Basin Health Clinic to address fugitive dust issues from roads, gravel pits, etc., with measures such as water applications, chemical applications (e.g., magnesium chloride), and covering truck loads.
 - Cooperate with regulators to require adequate dust-control measures at mining, mineral resource, and energy resource locations in Daggett County, such as speed limits, watering, and ceasing operations during high winds.
13. Educate the Daggett County public about fugitive dust and about ways to reduce fugitive dust emissions. When degradation from non-area sources is better understood, work to prevent them from affecting Daggett County air quality.
14. Investigate incentives to encourage industry to reduce greenhouse gas emissions such as methane, carbon dioxide, and NO_x (e.g., the use of carbon credits within Daggett County).

State Code

Utah State Code provisions related to air quality are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for air quality:

- [Land Use](#)
- [Mineral Resources](#)
- [Mining](#)

These Daggett County General Plan Objectives and associated policies are also related to air quality:

- Position statements on air quality (section 8.5, pg. 100).

Cultural and Historical Resources

Generally speaking, cultural resources refer to human and natural resources that have intrinsic value because of their age, anthropological significance, heritage, scientific significance, or other intangible significance.

Introduction

In the context of the Utah Antiquities Act (UCA 9-8-404 et seq.) and the National Register of Historic Places, cultural resources include archaeological sites, standing structures (e.g., buildings, bridges), and places of importance that are more than 50 years of age. Many historical and cultural resources are very sensitive and protected by law; however, it is important to remember that not all cultural sites are important or significant, and that those not considered as such would not be adversely affected by any planned projects.

Findings

“The Fremont Indians were an agricultural people with a semi- sedentary lifestyle. They built dry-masonry structures and made ceramics. More so than their predecessors, they relied on flora gathered from wetlands, marshes, and streams for food and clothing ... They used the bow and arrow to hunt large animals, and excavations at the Summit Springs hunting camp reveal numerous bones of bighorn sheep. The scattered remains they left in Daggett County suggest that few of them lived north of the Uinta Mountains. Those that did were primarily at lower elevations with the vast majority of identified Fremont Indian sites located along the Green River and its tributaries” (Johnson et al. 1998).

“Spanish explorers crossed the region in the 1700s. In the 1800s, settlers from Europe and the eastern United States arrived in the area and left their mark on the landscape with their homesteads. Those who had access to the rivers and a constant flow of water survived, while others dried up with drought and moved away. Now, many of the remains of homesteads are found alongside the Indian art work of the past” (National Parks Service 2017).

“Dominating the landscape and history of the county are the Uinta Mountains, the only major east-west mountain range in North America. The Uinta Mountains are of rather recent origin, however; much of the exposed rock in the Uintas is of great antiquity—some being Precambrian metamorphic rock well over one billion years old. Some of this rock has been broken and uplifted—faulted and folded in geologic terms—in the relatively recent past, after having been buried by increasing layers of sedimentation for hundreds of millions of years” (Johnson et al. 1998).

The National Historic Preservation Act of 1966 created the National Register of Historic Places, list of National Historic Landmarks, and State Historic Preservation Offices (SHPO). The National Register of Historic Places, managed by the US National Park Service (NPS), is the nation’s official list of buildings, districts, sites, structures, and objects worthy of preservation, and are officially designated “historic properties,” either archaeological or historic (National Parks Service n.d.). The SHPO was created to coordinate a statewide inventory of historic properties, nominate properties to the National Register of Historic Places, manage the statewide preservation plan, and educate and consult locals regarding historic places (Utah Department of Heritage & Arts 2016).

The National Register of Historic Places lists five properties and districts within Daggett County. These are the Manila Petroglyphs and four historic ranches (National Register of Historic Places n.d.).

The Utah Antiquities Act (UCA 9-8-404 et seq.) protects significant resources and applies to all resources that are on or eligible for inclusion in the State Register of Historic Places.

There are several archaeologically significant areas in Daggett County. The following is one example:

...in the spring and summer of 2002, while conducting a field survey of paleontological resources, Utah Geological Survey paleontologists discovered a significant dinosaur track site at Flaming Gorge National Recreation Area.

Because of the details preserved in the sauropod and pterosaur tracks at the Flaming Gorge site, they are a very important resource to future researchers studying dinosaur behavior.

Efforts to preserve and protect the Flaming Gorge Reservoir track site from shoreline erosion and other environmental impacts continue. Several of the tracks have been removed and are now on display at the Utah Field House of Natural History State Park Museum in Vernal, Utah” (Utah Geological Survey 2017).

“Laws are in place to make sure that federal and state projects don’t carelessly destroy cultural resources... State and federal agencies that undertake projects must “take into account” how their project activities will affect historic and archaeological resources. Common projects include construction, rehabilitation, demolition, licensing, permitting, or transfer of public lands... The State Historic Preservation Office (SHPO) provides guidance to agencies and governments who are affected by these laws” (Utah Division of State History 2016).

The Utah Antiquities Act (UCA 9-8-404 et seq.) protects significant paleontological resources and applies to all paleontological resources that are on or eligible for inclusion in the State Paleontological Register.

Economic Considerations

The preservation of historic properties and cultural landscapes has the potential to add economic value to an economy by balancing the benefits of preservation and development. A county that is a certified local government (CLG) with a historic preservation committee can apply for federal grants and gain the tools and resources needed to integrate historic buildings into the community’s social and economic fabric.

The value of cultural, historical, geological, and paleontological resources is difficult to quantify. However, there is significant value to each resource for its contribution to the shaping of local culture, economy, and lifestyle. Though unmeasured in the economy, the value brought to Daggett County by paleontological research and tourism is important.

Cultural, historical, geological, and paleontological resources are often connected with tourism and recreation. Historic buildings and districts provide character, a sense of stability, and a unique marketing angle for businesses; thus, community planners can draw upon local historic resources to stimulate economic development.

A study by the Utah Heritage Foundation found that, “Utah benefited by \$717,811,000 in direct and indirect spending by visitors to Utah heritage sites and special events, and \$35,455,268 in investment that

stayed in Utah rather than sent to Washington, D.C. because of projects that utilized the Federal Rehabilitation Tax Credit” (Utah Heritage Foundation 2013).

Historic preservation in Utah is not about building fences around monuments. The historic resources of Utah are part of the daily lives of its citizens. However, the historic resources of Utah also provide a broad, significant contribution to the economic health of the state (Utah Heritage Foundation 2013).

Goals

The custom and culture of Daggett County is to respect all cultures and preserve or honor significant historical stories, figures, objects, structures, and events. It is the custom of the county and its residents to rely on the land and geology for fuel, fiber, food, and minerals. Livestock grazing and the resulting lifestyles and imprint on the landscapes of the west are some of the oldest enduring and economically important cultural and heritage resources in the west. It is Daggett County’s goal to preserve and perpetuate these practices and lifeways.

Daggett County remains one of the last undeveloped and scenic frontiers in the west. It is the smallest in population and income of all the counties in Utah, though within Daggett County lies this vast landscape of beauty and history. With around 2 million visitors per year coming to take advantage of the rich amenities and “sense of place,” it is a goal of Daggett County to encourage continual long-range planning practices to secure the preservation of this vast landscape.

Objectives

1. Preserve the cultural, historical, and paleontological heritage of Daggett County and surrounding counties.
2. Support the protection, study, and excavation of unique cultural and historical resources that occur within Daggett County, including the responsible stewardship of these resources through balancing resource protection with visitor values.
3. Provide for the protection of cultural, historical, and paleontological resources through management decisions that are based on the quality and significance of each individual resource.
4. Allow for public education, visitation opportunities, and site protection for cultural, historical, and paleontological resources (where appropriate).
5. Preserve and perpetuate the heritage and culture of Daggett County for both the indigenous American community and other communities.
6. Mitigate to the furthest extent possible all adverse effects to cultural, historical, and paleontological resources.

Policies

1. Preserve and perpetuate Daggett County heritage and culture as an important element of the area's economy as well as the lifestyles and quality of life of residents.
2. Maintain cultural and historic resources (e.g., trails, structures, and agricultural facilities) and their physical attributes as critical elements to present and future tourism development.

3. Consider proposed actions regarding cultural and historic resources with the presumption that the land, its people, and their heritage form an inseparable trinity for the majority of Daggett County residents.
4. Preserve and perpetuate livestock grazing, the resulting lifestyles, and its imprint on the landscape as some of the oldest, most enduring, and most economically important cultural and heritage resources within Daggett County.
5. Base Daggett County historical preservation policies on the NHPA.
6. All significant historical and cultural artifacts discovered in Daggett County should remain in Daggett County.
7. Provide opportunities for amateur collectors and students of these sciences to study, explore for, and collect related items as provided for by law.
8. Public land management agencies should promote historical and cultural resources with educational material, signage, and information centers where appropriate.
9. Return artifacts found within Daggett County, which have been removed for cataloging or further research, should be returned to Daggett County on at least a temporary basis to further the education of area residents and visitors.
10. Preserve all remnants of prehistoric life forms, geological traces, and cultural elements in accordance with existing laws, and ensure that they remain within Daggett County so that they can be made available to the public in an appropriate setting of discovery and study.
11. Ensure that Daggett County provides appropriate opportunities to participate in all management decisions regarding cultural and historical resources.
12. Where significant prehistoric and historic sites and scientifically important resources can be protected, consider developing them for education and tourism.
13. Manage potential adverse effects to significant and scientifically important cultural, historical, and paleontological resources, to the extent possible, through avoidance before other protections are considered (such as removal or excavation and mitigation).
14. All federal undertakings that could affect significant cultural values, require (under NHPA) archaeological review and inventory before they are implemented. Evaluate inventoried historic and cultural sites for significance by a qualified archaeologist in cooperation with the state historic preservation officer. Additionally, state legislation such as Utah Code §9-8-401 states that “The Legislature determines and declares that the public has a vital interest in all antiquities, historic and prehistoric ruins, and historic sites, buildings, and objects which, when neglected, desecrated, destroyed or diminished in aesthetic value, result in an irreplaceable loss to the people of this state.” Cultural and historical resources that have been evaluated and determined to be significant (such as those listed on the NRHP) will have special consideration.
15. In accordance with Utah Code §63J-8-104(i) regarding state land-use planning and management, manage federal lands “so as to protect prehistoric rock art, three-dimensional structures, and other artifacts and sites recognized as culturally important and significant by the state historic preservation

officer or each respective county by imposing reasonable and effective stipulations and conditions reached by agreement between the federal agency and the state authorized officer pursuant to the authority granted by the National Historic Preservation Act, 16 USC 470 et seq.”

16. Do not permit federal or state agencies to jeopardize private property rights or existing land uses in Daggett County, such as oil and gas exploration, mining, logging, harvesting of forest products, road maintenance, or grazing through the protection of historical or cultural resources. Protect historical and cultural resources by carefully assessing the significance of each site relative to the possible negative economic and cultural impacts its protection might result in.
17. Consider a historic preservation committee for the purpose of protecting cultural resources.
18. As resources become available, establish a county register of cultural and heritage resources to discover and describe the nature of Daggett County’s cultural resources. Assess and rank resources according to need relevant to preservation and enhancement.
19. As resources become available, prioritize the retention and display of locally collected artifacts within Daggett County.
20. In the case of natural and built forms within Daggett County, in accordance with the protocols and rankings set forth above and with the involvement of a historical preservation committee, enact measures to stabilize and enhance historic sites and objects.
21. Preserve the many cultural and historical sites in Daggett County that represent unique cultures that are closely related to early settlements of the area, and keep these sites accessible. They continue to have historical significance and are held by many residents as reverent or consecrated sites.
22. Develop mitigation measures and treatment options when it has been determined that a proposed project will have an adverse effect on significant cultural and historical resources within Daggett County. Mitigation measures can range from preservation through avoidance to analysis and research through scientific study, although they should be project-specific and tailored in such a way that each resource is specifically analyzed and dealt with.
23. Although this land-use document addresses such issues as roadways and trails access, wildlife, water, timber and range use in Daggett County, it shall be referred to on all matters regarding the use of natural resources as part of cultural identity. Traditional ways of life such as harvesting cedar posts, running cattle on the open range, and agriculture shall be protected.
24. Observe and follow Utah statutes governing the discovery, handling, and classification of historic and cultural resources within Daggett County. Utah Code §79-3-501 through §79-3-510 states that paleontological resources are important and require the preservation of scientifically significant fossil resources on state lands. These code sections mandate that those removing or excavating critical fossils on state lands must be qualified and permitted under joint jurisdictional cooperation from the Utah Geological Survey, the Utah Museum of Natural History, and the State of Utah School and Institutional Trust Lands Administration (SITLA). Additional state codes (Utah Code 53B-17-603, Utah Administrative Code R807-1) also require that important extracted fossils be curated by an approved and qualified institution.

25. Manage cultural and historic resources such that all scientifically important fossils found in Daggett County remain in Daggett County. Daggett County recognizes that vertebrate fossils may be collected from BLM-administered lands under a permit issued to qualified individuals and that such fossils remain the property of the federal government and must be placed in a suitable repository (such as a museum or university) identified at the time of permit issuance. Additionally, Daggett County recognizes that all scientifically significant fossils collected on Utah state lands must be curated with the Natural History Museum of Utah. Recreational collectors may collect and retain reasonable amounts of common invertebrate and plant fossils for personal, non-commercial use. No vertebrate fossils or associated trace fossils such as tracks, eggs, etc., may be collected without a permit. Any fossils collected on non-federal lands belong to the landowner.
26. Provide opportunities for amateur collectors and students of natural resource-related sciences to study, explore, and collect related items as provided by law.
27. With the aid of public land-management agencies, promote these resources with educational material, signage, and information centers where and when appropriate.
28. When designating locations for sites, trails, and other public-use amenities in Daggett County, consider the following for cultural and historical resources: physical location and intangible elements (such as “sense of place” and historical value).
29. Include appropriate opportunities for participation by Daggett County in all management decisions regarding cultural and historical resources.
30. Base all management decisions regarding the protection of cultural resources on the quality and significance of the resource.
31. Allocate sites and trails to other resource users based on their natural and relative preservation value. Such use allocation must be based on cultural resources, not areas of land.
32. Manage potential adverse effects to significant and high-quality cultural resources to the extent possible through avoidance and confidentiality of location before other protections are considered.

State Code

Utah state code provisions related to cultural and historical resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for cultural and historical resources:

- [Geological and Paleontological Resources](#)
- [Recreation and Tourism](#)
- [Land Use](#)
- [Land Access and Transportation](#)
- [Energy Resources](#)
- [Law Enforcement](#)
- [Mining](#)
- [Mineral Resources](#)
- [Air Quality](#)
- [Water Quality & Hydrology](#)

These Daggett County General Plan Objectives and associated policies are also related to cultural and historical resources:

- Position statements on to cultural and heritage resources (section 8.5, pg. 99).

Ditches and Canals

A ditch or canal is a human-made excavation created to divert water for beneficial uses, including agriculture.

Introduction

To sustain early farmers and settlers, canals and ditches were constructed throughout Utah, making agriculture possible despite the semi-arid climate. Subsequent development of agriculture brought further expansion of ditches and canals. Traditionally, irrigation water has been distributed via a network of canals and ditches from rivers and streams; but with time and circumstances dictating, many have been piped. Additionally, because of the extensive conversion of agricultural lands to urban development, some irrigation water is now distributed through secondary irrigation supply lines that parallel the municipal culinary water supply, which allows water users to irrigate residential lawns using water previously allocated only for farming.

Findings

The Desert Land Act of 1877 allowed settlers to purchase up to 640 acres of land for \$1.25 per acre, provided that some irrigation structures were developed. In 1890, Adolph Jessen noticed the agricultural possibilities of Dry Valley (now known as Lucerne Valley). He went on to create the Sheep Creek Irrigation Company, creating the 14.5-mile canal, which brought water to nearly 2,000 acres of farmland and residences in Daggett County (Johnson et al. 1998).

Water diversions and infrastructure are an essential component of agricultural production in Daggett County, and may also be relied upon for urban landscape watering and gardens. This shift from crop irrigation to landscape irrigation can help water rights holders maintain beneficial-use and avoid forfeiture of water rights.

Canal and irrigation companies are outside of Daggett County's jurisdiction but are influenced by private shareholders. Canal safety plans are protected by law and held private by the irrigation companies. The canals are generally maintained by individual canal companies and a good amount of drainage water has unrestricted access to be diverted into canals.

As of 2017, the largest canal companies operating within Daggett County include:

Peoples Canal Company

Controversies related to the price of water shares led landowners to split from the Sheep Creek Canal Company and form the Peoples Canal Company. Construction of the People's Canal began in 1899, the same year the company was incorporated and filed for appropriated water rights covering 2,300 acres. The canal system was completed in 1902. Water delivery began in 1903. The water rights are a direct-flow right diverted from Henry's Fork in Wyoming. However, the majority of acreage serviced by the Peoples Canal Company is in Daggett County.

Interstate Irrigation and Reservoir Company

The Interstate Irrigation and Reservoir Company was incorporated in Utah in 1916 with appropriated water rights dating to 1926. The company owns stored water rights in the Beaver Meadow Reservoir, completed in 1922, and Island Lake. Interstate Irrigation and Reservoir Company's water rights originate

in Summit County. The canal system runs through Daggett County and primarily services acreage in Sweetwater County, Wyoming.

Greendale Canal (Greendale Water Company)

The Greendale Canal was developed in the early 1900s to provide irrigation water to homesteaders in the Greendale, Utah, area with water rights dating back to 1917 from multiple surface-water sources.

Sheep Creek Irrigation Company

Since the 1870s, when Daggett County first saw an influx of families, residents have been relying on irrigation to cultivate crops and sustain their lives and lifestyles. The Sheep Creek Irrigation Company (SCIC) was established in 1899 to deliver irrigation water to users along the north slope of the eastern Uinta Mountains. The SCIC system consists of 22 miles of mountain canals and provides irrigation for approximately 11,400 acres of agricultural land (Bureau of Reclamation 2013).

Economic Considerations

Without ditches and canals Daggett County would have very little agriculture. Many organizations holding water rights operate on finite budgets for which regular available funding is limited. These funds typically cover only basic maintenance and intermittent minor upgrades. Occasionally, such organizations can apply for and receive funding to accommodate more extensive upgrades. Funding sources are available for water-delivery systems to pay for post-break repairs, maintenance, or the capital upgrades that are necessary to preserve public safety.

Goals

Daggett County supports the use, upgrade, and maintenance of irrigation networks including canals, ditches, and dams.

Objectives

1. Continue to allow access, and increase access to public lands for canals and ditches and agricultural development in a manner that (1) satisfies local needs and provides for economical and environmentally sound water conveyance practices; and (2) is consistent with, and complementary to, Daggett County's lifestyle, culture, and economy.
2. Support special-service districts and canal companies in maintaining and obtaining access through public lands for necessary water-conveyance.
3. Improve the protection and assurance of all the rights and easements of available water sources.

Policies

1. Establish cooperative relationships with irrigation companies, maintain open communication, materially assist with resolving public safety concerns, and facilitate resolution of potential conveyance issues that have (or will) result from development in Daggett County.
2. Provide public safety by limiting access to dangerous irrigation structures in Daggett County and protect vulnerable properties from flooding and slope failure.
3. Establish a flood-protection plan for Daggett County, which identifies high-risk features or areas to resolve unsafe conditions and to protect the public from unsafe conditions.

4. Encourage canal companies to provide updated mapping information and/or create a central repository of canal infrastructure, which would aid Daggett County in planning.
5. Support reasonable maintenance of conveyance corridors in Daggett County, which balances operational needs with the concerns of property owners.
6. Support the remaining development of the People's Canal and the Sheep Creek Canal.

State Code

Utah state code provisions related to ditches and canals are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for ditches and canals:

- [Land Use](#)
- [Livestock & Grazing](#)
- [Irrigation](#)
- [Agriculture](#)
- [Water Rights](#)
- [Water Quality & Hydrology](#)
- [Wetlands](#)
- [Riparian Areas](#)
- [Fisheries](#)
- [Recreation and Tourism](#)
- [Wild & Scenic Rivers](#)
- [Wildlife](#)
- [Fire Management](#)
- [Threatened, Sensitive, & Endangered Species](#)

Energy Resources

Energy is defined as renewable or nonrenewable resources that may be developed or extracted and used to obtain energy.

Introduction

Daggett County is included in the Uintah Basin Energy Zone, which was created in 2015 to maximize efficient and responsible development of energy and mineral resources. Utah State Legislature, Title 63J Chapter 8 states, “The state finds that the lands comprising the Uintah Basin Energy Zone contain abundant, world-class deposits of energy and mineral resources, including oil, natural gas, oil shale, oil sands, gilsonite, coal, phosphate, gold, uranium, and copper, as well as areas with high wind and solar energy potential; and the highest management priority for all lands within the Uintah Basin Energy Zone is responsible management and development of existing energy and mineral resources in order to provide long-term domestic energy and supplies for Utah and the United States.”

Findings

“The unique geologic history, geography, and climate of Utah have resulted in an abundance of nonrenewable and renewable energy resources. Nonrenewable energy resources include fossil fuels, such as oil, coal, and natural gas, as well as naturally occurring elements, such as uranium. Renewable energy resources are those that are replenished by natural processes and include geothermal, solar, and wind energy” (Utah State University 2009).

Natural Gas

“Natural gas was discovered at Clay Basin in 1927 and has been produced commercially since 1937 when Mountain Fuel Supply Co. connected the field by pipeline to the Salt Lake City market area” (Hansen, 1965). The Clay Basin Gas Field continues to produce natural gas inside Daggett County, and also hosts the Questar Corporation’s natural gas storage facility. This facility injects natural gas into depleted underground formations in the summer, and retrieves the gas in winter months for load balancing purposes across their system. Questar pays annual storage fees to the landowners for the right to store gas in the unit. There is also some conventional natural gas production from the unit (Puget Sound Energy 2013).

The most recent statistics from the Utah Division of Oil, Gas, and Mining indicate that in 2016, Daggett County had the eighth-highest amount of natural gas production in the state, at 1,138,000+ MCF (thousands of cubic feet). The County has the eighth largest cumulative lifetime production amount, compared to other counties at 188,108,000+ MCF (Utah Division of Oil, Gas, and Mining 2017).

“In 2012, Utah ranked as the 10th largest onshore producer of natural gas in the country. In 2012, Utah’s natural gas was mostly used for home heating (nearly 33%) and by the electric utility sector (nearly 26%). Natural gas makes up approximately 44% of Utah’s total produced energy resources. Natural gas also accounts for 25% of the energy consumed by Utahns. In 2012 there were estimated to be over 9,322 jobs in Utah’s oil and gas industries, including direct and related support jobs of extraction, wells operations, distribution, transportation, refining, construction and manufacturing (this figure does not include induced jobs in electricity generation and other industries that exist because of natural gas production)” (Boden et al. 2014).

“Natural gas made the second-largest contribution to the value of fuel commodities produced in Utah during 2014, with an estimated value of \$2.4 billion (including natural gas liquids), a \$245 million (12%) increase from 2013” (Boden et al. 2014).

“Employment directly related to energy produces earnings at a rate almost twice that of other jobs in the state. Energy employment generated \$2.853 billion in wages in 2013. The energy sector generated state and local taxes, fees, and royalties of \$656 Million in FY2013” (Utah Office of Energy Development 2014).

Oil

“Utah contains three of the 100 largest oil fields in the United States and five petroleum refineries. Currently, there are 355 million barrels of proven oil reserves in the state. Crude oil production in Utah has seen a substantial resurgence over the past 5 years with the discovery of the Covenant Field in central Utah and increased exploration and drilling in the Uinta[h] Basin. Crude oil production increased to 21.3 million barrels in 2008, up 9.1 percent from 2007 and up 63 percent from 2003. The value of extracted crude oil in Utah for 2007 was more than \$1.2 billion” (Utah State University 2009)

Oil production has fluctuated between 2012 and 2016 in Daggett County. In that time, an annual average of only 578 barrels of fuel was produced, compared to an average of 10.7 million barrels produced by the adjacent Uintah County. The cumulative lifetime production of oil from Daggett County is 368,900+ barrels (Utah Division of Oil, Gas, and Mining 2017).

Oil Shale and Oil Sands

“Oil shale and tar sands are two natural resources that can be converted into petroleum products. Utah contains some of the largest deposits in the world of both of these materials. It is estimated that the United States reserves of oil shale are 1.6 trillion barrels, with Utah reserves at approximately 499 billion barrels. The United States estimate for measured reserves of tar sands is 22.6 billion barrels, with 14 to 15 billion barrels of measured reserves in Utah... These oil substitutes become more financially-viable resources as the price of traditional oil goes up” (Utah State University 2009).

“The upper Green River Formation in the Uintah Basin of Utah contains one of the largest deposits of oil shale in the world. The oil shale deposit contains an estimated in-place resource of 1.3 trillion bbls (USGS Oil Shale Assessment Team, 2011) and a potentially economic resource of 77 billion bbls (Vanden Berg, 2008). The richest Green River oil shale horizon is the Mahogany zone, where individual beds can yield 80 gallons of oil per ton of rock. The Mahogany zone is 70 to 120 feet thick and is accessible via extensive outcrops along the eastern and southern flanks of the basin” (Boden et al. 2014).

“Utah oil sands, though small compared to Canadian resources, are the largest resource in the United States. Utah oil sand deposits contain 14 to 15 billion bbls of in-place oil, and have an additional inferred resource of 23 to 28 billion bbls. Twenty-four individual deposits exist in the Uintah Basin, mainly around its periphery, and an additional 50 deposits are scattered throughout the southeastern part of the state. Utah’s major oil sand deposits individually have aerial extents ranging from 20 to over 250 square miles, as many as 13 pay zones, gross thickness ranging from 10 to more than 1000 feet, and overburden thickness ranging from zero to over 500 feet” (Boden et al. 2014).

“With the current glut of conventional crude oil and the attendant low price, there is less incentive for new drilling or the employment of bitumen extraction and upgrading techniques developed in Canada to move Utah’s oil sands toward successful and sustainable development in the near future. Meanwhile,

factors such as site accessibility, adequate infrastructure, water availability, environmental concerns, permitting, and the problems associated with the heterogeneity of reservoir sands should continue to be researched to realize economically viable oil sand development in Utah when market conditions improve in the future” (Boden et al. 2014).

Nuclear

“Nuclear power is a source of energy derived from the fission (splitting) of atoms. It accounts for approximately 19 percent of total electricity generated in the United States. Utah neither generates nor imports power from nuclear power plants. By-products of nuclear energy are cleaner than those produced by burning fossil fuels for power (near-zero emissions of carbon dioxide, sulfur oxides, nitrogen oxides, and ash), but it does produce solid waste by-products that must be stored. While these waste products are small compared to the electricity produced, they require specific safety measures” (Utah State University 2009).

Geothermal

“Exploitable geothermal resources come from the transport of heat to the surface through several geological and hydrological processes. Geothermal resources commonly have three components: (1) a heat source, (2) relatively high permeability reservoir rock, and (3) water to transfer the heat. Numerous high-temperature resources occur in the Basin and Range Province of the western United States as the result of deep circulation along major faults in a region of high heat flow. Utah has high-temperature resources that are suitable for electricity generation, as well as direct use and heat pump applications, and is one of only four states with geothermal electric power plants” (Utah State University 2009).

Other

The Utah Renewable Energy Zone Task Force (2009) did not identify any areas in Daggett County as prime locations for utility-scale solar or wind generation projects. However, many small-scale utilities, such as rooftop solar panels, are becoming popular. Wind and solar resource development costs have dropped dramatically in the last several years. In many places, electricity from wind and solar resources is now cost-competitive with all other sources of new electricity generation, and many existing sources of generation. Due to advancements in technology, better forecasting, and better controls, wind and solar energy can be economically developed in areas not previously thought possible (Four Corners Wind Resource Center, unpublished report).

Economic Considerations

“Currently, the output of the energy sector totals \$20.9 billion when direct, indirect, and induced impacts are considered. In total, this represents 14.8 percent of the state’s gross domestic product. The energy industry directly accounts for 10,673 jobs, and another 29,046 jobs are supported throughout the economy when considering indirect and induced impacts. In total, the energy industry accounts for a total of 39,719 jobs in the State of Utah” (Governor’s Office of Energy Development 2014).

Daggett County’s contribution to that total is a smaller but nevertheless important percentage.

Goals

Daggett County has always believed in multiple uses for land and is of the opinion that a diverse economy and ecosystem is stronger than one homogeneous set of policies or practices. To that end, it is Daggett

County's goal to facilitate efficient and responsible development of energy and mineral resources within the County.

Objectives

1. Ensure federal recognition of the Uintah Basin Energy Zone in Daggett, Uintah, and Duchesne counties.
2. Maintain federal lands available for oil and gas leasing and development in Daggett with standard stipulations, while considering the impacts to other public land resources and uses.
3. Avoid unnecessary federal rules associated with fracking and master leasing plans within Daggett County.
4. Withhold Daggett County support for mineral development provisions within federal land management plans until the appropriate land management plan and environmental impact statement clearly demonstrate the following:
 - That the authorized planning agency has considered and evaluated the mineral and energy potential in all areas of the planning area as if the areas were open to mineral development under standard lease agreements.
 - That a baseline is established from which the effect of management prescriptions can be analyzed and evaluated for its impact on the area's baseline mineral and energy potential.
 - That the development provisions do not unduly restrict access to public lands for energy exploration and development.
 - That the authorized planning agency has supported any closure of additional areas to mineral leasing and development or any increase of acres subject to NSO restrictions by adhering to the relevant provisions of FLPMA (43 United States Code 1701 et seq); other controlling mineral development laws; and the withdrawal and reporting procedures set forth in FLPMA.
 - That the authorized planning agency has evaluated whether to repeal any moratorium that may exist on the issuance of additional mining patents and oil and gas leases.
5. Support infrastructure that conveys energy resources to or through Daggett County, such as pipeline development (e.g., pipeline from the Uintah Basin to existing railroads).
6. Encourage technology that would allow for the transport of crude oil to or through Daggett County.
7. Eliminate or reduce the amount of federal agency approval requirements for development to simplify and encourage investment in Daggett County.
8. Promote renewable energy development, particularly with the potential of hydroelectricity and the Flaming Gorge Dam.
9. For generating electricity for sale or for use on-site, support the development of wind and solar energy at large and small scales on public and private lands throughout Daggett County. The county will establish policies, guidelines, and/or goals to support the development of wind and solar energy resources on public and private lands in the county.

10. Support the use of alternative fuel vehicles and fuel stations within Daggett County.

Policies

1. In support of the National Energy Policy Act and to reduce the Nation's dependency on imported oil, keep all Daggett County public lands open to the greatest extent possible for the exploration and development of energy and energy-related products. This is to be accomplished with full consideration of the impacts to other public land resources and uses.
2. When engaged in Daggett County resource management planning, seriously consider all available mineral and energy sources.
3. Prohibit the waste of fluid and gaseous minerals within developed areas in Daggett County.
4. Withhold Daggett County support for energy development provisions in federal land management plans until the appropriate land management plan environmental impact statement clearly demonstrates the following:
 - The authorized planning agency has:
 - considered and evaluated the mineral and energy potential in all areas of the planning area as if the areas were open to mineral development under standard lease agreements in order to establish a baseline from which the effect of management prescriptions can be analyzed; and
 - evaluated any management plan prescription for its impact on the area's baseline mineral and energy potential.
 - The development provisions do not unduly restrict access to public lands for energy exploration and development.
 - The authorized planning agency has supported any closure of additional areas to mineral leasing and development or any increase of acres subject to no surface-occupancy restrictions by adhering to:
 - the relevant provisions of the FLPMA;
 - other controlling mineral development laws; and
 - the controlling withdrawal and reporting procedures set forth in the FLPMA.
 - The authorized planning agency evaluated whether to repeal any moratorium that may exist on the issuance of additional mining patents and oil and gas leases.
 - The authorized planning agency analyzed all proposed mineral lease stipulations and adopted the least restrictive necessary to protect against damage to other significant resource values.
 - The authorized planning agency evaluated mineral lease restrictions to determine whether to waive, modify, or make exceptions to the restrictions on the basis that they are no longer necessary or effective.

- The authorized federal agency analyzed all areas proposed for no surface occupancy restrictions, and that the analysis evaluated:
 - whether the directional drilling feasibility analysis, or analysis of other management prescriptions, demonstrates that the proposed no surface occupancy prescription, in effect, sterilizes the mineral and energy resources beneath the area;
 - whether, if the minerals are effectively sterilized, the area must be reported as withdrawn under the provisions of the FLPMA; and
 - that the authorized planning agency has evaluated all directional-drilling requirements in no surface occupancy areas to determine whether directional drilling is feasible from an economic, ecological, and technical standpoint.
 - Any proposal or action taken by state or federal agencies that may result in restrictions on reasonable and economical access to mineral resources shall be opposed.
 - Identification of energy potential and location is important for planning future needs and resource management. Such potential must be fully analyzed and impacts disclosed in any management or planning action.
 - After environmental analysis, and as provided for in the governing resource management plan, all tracts will be available and offered for lease or open to claim as provided by law.
 - All permits and applications must be processed on a timely basis. Procedures and required contents of application must be provided to the applicant at the time of application.
 - To the extent technically and economically feasible, all produced water should be recycled for use in drilling operations, other development, or reclamation purposes.
5. Call upon the federal agencies who administer lands within the Uintah Basin Energy Zone to do the following:
- Fully cooperate and coordinate with the county to develop, amend, and implement land and resource management plans and to implement management decisions that are consistent with the purposes, goals, and policies described in this section to the maximum extent allowed under federal law.
 - Expedite the processing, granting, and streamlining of mineral and energy leases and applications to drill, extract, and otherwise develop all existing energy and mineral resources located within the Uintah Basin Energy Zone, including oil, natural gas, oil shale, oil sands, gilsonite, phosphate, gold, uranium, copper, solar, and wind resources.
 - Allow continued maintenance and increased development of roads, power lines, pipeline infrastructure, and other utilities necessary to achieve the goals, purposes, and policies described in this section.
 - Refrain from any planning decisions and management actions that will undermine, restrict, or diminish the goals, purposes, and policies for the Uintah Basin Energy Zone.

- Refrain from implementing a policy that is contrary to the goals and purposes of the Uintah Basin Energy Zone.
6. Call upon Congress to establish an intergovernmental standing commission among federal, state, and local governments to guide and control planning decisions and management actions in the Uintah Basin Energy Zone in order to achieve and maintain the goals, purposes, and policies described in this resolution.
 7. The decisions of the BLM Vernal ROD/RMP should remain in effect until they are amended so that projects within Daggett County are not indefinitely delayed while a decision is considered.
 8. Support the State of Utah’s Conservation Plan for Greater sage-grouse in Utah (Utah Division of Wildlife Resources 2013) as opposed to the BLM and Forest Service’s sage-grouse land-use plan amendments.

State Code

Utah state code provisions related to energy resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for energy resources:

- [Mining](#)
- [Mineral Resources](#)
- [Air Quality](#)
- [Land Use](#)
- [Cultural and Historical Resources](#)
- [Water Quality & Hydrology](#)
- [Water Rights](#)
- [Land Access and Transportation](#)

These Daggett County General Plan Objectives and associated policies are also related to energy resources:

- Position statements on energy and mineral resources (section 8.5, pg. 98).

Fire Management

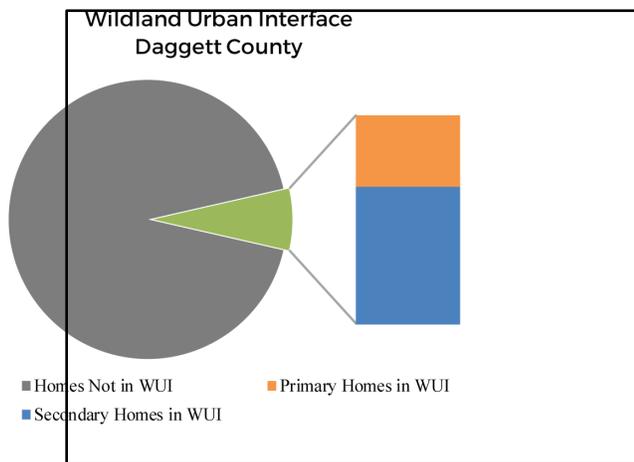
Fire management is defined as the actions to control, extinguish, use, prevent, or influence fire for the protection or enhancement of resources as it pertains to wildlands.

Introduction

While primarily responsible for structure and accident response, city and town fire departments also provide wildland training and are often the first responders to fires in the wildland-urban interface within incorporated municipalities. These resources are often assigned to structure protection operations.

Findings

In less-developed areas at lower elevations, a key management concern is the spread of cheatgrass, which predominantly invades semi-desert shrub communities. Cheatgrass has been blamed for much of the reduction of fire-return intervals and the occurrence of larger fires (Utah State University 2009).



Response to fire incidents, especially wildland fires, relies on proper oversight, guidance, and partnership among a variety of trained professional organizations. Establishing a fire-management system is a critical step to the protection of both urban and rural communities. Fire management refers to the principles and actions to control, extinguish, use, or influence fire for the protection or enhancement of resources as it pertains to wildlands. It involves a multiple-objective approach strategy that includes ecosystem restoration, community preparedness, and wildfire response (U.S. Forest Service 2016). Response to a wildland fire can involve a basic monitoring status

placed on a remote wilderness fire, or it may involve multiple agencies overseen by an incident-management team encompassing hundreds of firefighters. Numerous personnel are trained to respond to wildfires throughout Utah, and the services they provide are dependent upon the role of their organization as assigned during an incident. At a basic level, firefighting resources can be grouped into two broad categories: ground resources and air resources. Oftentimes, both types of resources are dispatched to a fire.

There are two main firefighting groups that fall within the “ground resources” category; they include hand crews and engines. Hand crews are specifically trained to fight wildfires. Wildland engines are specially equipped fire engines, often with all-terrain capabilities, to transport water to fire lines. Both hand crews and engine crews are sponsored by federal land management agencies such as the Forest Service, BLM, NPS, US Fish and Wildlife Service (USFWS), and the US Bureau of Indian Affairs (BIA). In addition to having access to federal crews, the State of Utah trains and provides both hand crews and engine crews.

In Utah, the state legislature tasked the Utah Division of Forestry, Fire, and State Lands (FFSL) to devise a comprehensive statewide wildland fire prevention, preparedness, and suppression policy, which is now known as SB-56, 2015. Under this plan, a master cooperative wildland fire management and Stafford Act response agreement is signed each year between numerous federal land management agencies and the

State of Utah for cooperation during wildland fire incidents that occur throughout the state (Utah Division of Forestry, Fire, & State Lands 2013).

Economic Considerations

Fire suppression is expensive to taxpayers. In the past 30 years, money spent by federal agencies nationwide on firefighting has increased from \$2.5 million in 1985 to well over \$2 billion in 2015 (National Interagency Fire Center 2015). With climate change and expected increases in temperatures and drought periods, fires-suppression costs are projected to rise. In Utah, fire-suppression costs averaged \$33.4 million per year during the 10-year period of 2003–2012 (University of Utah, Bureau of Economic and Business Research 2014). One area of major concern is the wildland-urban interface. As development in this interface continues, firefighting costs will increase (Utah Division of Forestry, Fire, & State Lands 2013).

Wildfires come with serious costs, and the cost of fire suppression is only a fraction of the true, total costs associated with a wildfire event. Some of the costs associated with wildfire suppression include the direct costs (resources lost and structures burned), rehabilitation costs (post-fire floods and land restoration), indirect costs (lost sales and county taxes), and additional costs such as the loss of life and damage to air quality. A synthesis of case studies reveals a range of total wildfire costs anywhere from 2 to 30 times greater than the reported suppression costs (Western Forestry Leadership Coalition 2009).

Goals

Firefighting and management are, and always have been, critical to protecting the health, safety, and welfare of the County and its residents. It is a goal of Daggett County to provide and maintain proper fire prevention, management, and mitigation.

Objectives

1. Manage forest resources to reduce the risk of catastrophic fires, which cause unacceptable harm to resources and assets valued by society, including ecosystem and community health and resilience. In most cases, fires reach catastrophic levels largely as the result of human intervention, or lack thereof, on the land. Catastrophic wildfires are more intense than natural fires and kill practically all vegetation within the fire perimeter. They can also sterilize soils, resulting in difficult regeneration and depositions of ash and sediments in waterways. Catastrophic wildfires also have a higher probability of threatening private property and public infrastructure, and they can adversely affect public health and safety.
2. Seek opportunities to use and harvest forest products that have been affected by wildfire or pests.

Policies

1. When revising or updating a forest plan, the Forest Service should engage with Daggett County in developing alternative management strategies and management policies.
2. Removal of forest products shall be viewed as achievable and sustainable provided that appropriate science and technology are used.
3. Encourage legislation and management that allows for timber removal on a timely basis to increase economic returns as well as to control wildfires.

4. Daggett County would like to pursue an agreement between Daggett County and federal agencies regarding the county's right to be the first responder to wildland fire events within Daggett County.

State Code

Utah state code provisions related to fire management are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for fire resources:

- [Recreation and Tourism](#)
- [Land Use](#)
- [Land Access and Transportation](#)
- [Energy Resources](#)
- [Law Enforcement](#)
- [Air Quality](#)
- [Floodplains & River Terraces](#)
- [Water Quality & Hydrology](#)
- [Wildlife](#)
- [Noxious Weeds](#)
- [Forest Management and Timber](#)

These Daggett County General Plan Objectives and associated policies are also related to fire management:

- Position statements on timber (section 8.5, pg. 97).

Fisheries

Fisheries are defined as the watersheds and waterbodies where fish breed and live, and where people hunt for fish. The term includes game and nongame fish species.

Introduction

Fisheries are an important resource and contribute significantly to Utah's economy. The Utah Division of Wildlife Resources (UDWR) is responsible for managing fisheries in Utah with the primary goal of providing quality recreational fishing opportunities (Utah Division of Wildlife Resources n.d.). Assisting the UDWR in decision making and establishing management priorities are five Regional Advisory Councils (RACs) who provide local input on fisheries-related issues.

Findings

Hunting and fishing may be viewed as recreational in today's society, but in the early days of settlement along the Green River, they were also necessities of survival. Early settlers found fish plentiful in the Green River, especially "large white fish," and early communities even made sport of annual seining parties along the river.

"The Central Utah Project and other reclamation projects created many reservoirs in Utah. These flatwater areas provide for a variety of water-related recreation opportunities including fishing. Most reservoir fisheries are heavily used and not able to sustain themselves through natural recruitment, requiring management programs dependent on stocking hatchery-reared fish. Fish stocking demands in Utah for reclamation projects have been met in the past through both State and Federal hatcheries" (Utah Reclamation Mitigation and Conservation Commission n.d.).

Sport Fishing

Sport or recreational fishing is an important part of the outdoor recreation industry.

Rivers, lakes, and reservoirs that provide exceptional angling experiences are given Blue Ribbon Fisheries (BRF) status. There are 14 Blue Ribbon Fisheries in Daggett County. These are found within Flaming Gorge Reservoir and along stretches of the Green River. These fisheries can be a point of promotion to attract recreational anglers (Blue Ribbon Fisheries Advisory Council 2009).

"Flaming Gorge has been rated as providing some of the best fishing in North America. The Green River below the dam is a world-class Blue Ribbon Fishery. At one seven-mile stretch below the dam there are 11,000 to 15,000 fish per mile. This is a major fly fishing spot. Rainbow and cut-throat trout are very numerous in the reservoir and the river below. Trophy lake trout can be caught there, as well as Kokanee salmon, brown trout, smallmouth bass, channel catfish, and burbot" (Daggett Conservation District 2012).

In Utah, sport fish species are usually grouped into (1) cold water species, which typically include whitefish, trout, char, and salmon; and (2) warm water-cool water species, which include sportfish such as bass, pike, walleye, perch, catfish, bluegill, and crappie. In general, sport fishing for these species is not permitted.

The UDWR stocks fish in many waters around the state. Utah's system of state fish hatcheries makes it possible to supply more anglers with better-quality fishing experiences involving higher catch rates and larger fish specimens than would be otherwise possible given the capacity of Daggett County's waters to produce fish and the population's demand for fishing opportunities.

Federally Protected Species

Federally protected fish species for the region include humpback chub, Colorado pikeminnow, bonytail chub, and razorback sucker. Rare fish species and those subject to federal listing under the Endangered Species Act of 1973 (ESA) are referenced more fully in the Threatened, Endangered, and Sensitive Species section.

Aquatic Invasive Species

Aquatic invasive species (AIS), also referred to as aquatic nuisance species, are defined by the UDWR as nonnative species of aquatic plants and animals that cause harm to natural systems and/or human infrastructure. Not all nonnative fish species are considered AIS, such as those that are desirable for sport fishing. These may include nonnative rainbow trout, largemouth bass, and catfish (Utah Division of Wildlife Resources 2009a).

Invasive quagga and zebra mussels are a major threat to the quality of life in the county. They are small, clam-like creatures that reproduce rapidly and deplete nutrients in the water. As such, they jeopardize power and water infrastructures, damage ecosystems, and destroy recreation (Daggett Conservation District 2012).

Invasive mussels in Utah waters have no natural competitors, so once they are established, they spread quickly, colonizing nearly any and all underwater surfaces. They are currently impossible to remove from contaminated waterbodies and are easily spread to other waterbodies. The mussels can clog water transmission and power generation infrastructure, harm water-based recreational equipment, and outcompete both native and nonnative game species for nutrients. All these impacts can have profound impacts on sportfish populations (Utah Division of Wildlife Resources 2009).

Preventing the spread of AIS is currently the most effective management action. The UDWR has a statewide system of boat cleaning and decontamination stations, inspection checkpoints, and angler-education efforts.

Economic Considerations

“Recreational fishing provides a significant economic impact to the Utah economy and economic benefit to anglers” (Kim and Jakus 2013).

“Economic impacts or contributions are based on anglers’ expenditures associated with the fishing trips. Expenditures affect the local and regional economy through the interrelationships among different sectors of the economy. Input-output (IO) analysis of expenditure patterns traces the effects ‘upstream’ and ‘downstream’ through the economy, resulting in the multiplier effects. The angler survey, conducted in the months of March, April and May of 2012, revealed that a typical angler spent \$84 per trip on a fishing trip in Utah in 2011. Average expenditure to visit a BRF was estimated to be \$90 per trip” (Kim and Jakus 2013).

Fishing also provides economic benefits and employment opportunities for local residents through the operation of outfitter and guide businesses and destination hunting and fishing resorts.

Fishing of over 78 species in Utah represents a significant sector of Utah’s tourism economy. Almost \$400 million was spent in association with fishing, hunting, and wildlife appreciation activities in 1985 (Powell 1994).

Goals

Recreational fishing has been part of local customs and culture for more than 100 years. It is Daggett County's goal to ensure current and future residents continue to have opportunities to fish in the county.

Objectives

1. Maintain, enhance, and expand sport-fishing opportunities.
2. Protect and preserve water quality and fish habitat while balancing the needs of other water users, including those holding water rights.
3. Enhance public access to fishing opportunities.
4. Support all measures designed to prevent the spread of invasive species or diseases that negatively affect fish populations.
5. Support economic development associated with fishing, including private businesses and facilities.

Policies

1. Support and encourage public land-management agencies to provide and maintain sufficient opportunities for fishing on public lands.
2. Support the UDWR's efforts to work with landowners to voluntarily acquire public fishing access through the Walk-in-Access program.
3. Support the UDWR's efforts to educate the recreating public about preventing the spread of AIS and diseases that affect aquatic species.
4. Support efforts to protect water quality and the quality of the associated fisheries.
5. Support efforts to improve fish habitats while balancing the rights of adjacent landowners and holders of water rights.
6. Coordinate and communicate with the UDWR to ensure that public fishing opportunities are maintained and enhanced, including appropriate stocking levels.
7. Support tourism and associated businesses and commercial enterprises that are supported by local fisheries, such as destination resorts and guide services.
8. Promote land uses that are compatible with maintaining healthy fisheries on lands adjacent to fish-bearing streams, lakes, and reservoirs.

State Code

Utah state code provisions related to fisheries resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for fisheries resources:

- [Ditches and Canals](#)
- [Irrigation](#)
- [Riparian Areas](#)
- [Water Rights](#)
- [Water Quality & Hydrology](#)
- [Wetlands](#)
- [Wild & Scenic Rivers](#)
- [Floodplains & River Terraces](#)

Floodplains and River Terraces

Floodplains are low-lying areas near rivers, streams, or drainages, which flood when water levels reach flood stage. River terraces are the benches or steps that extend along valley margins and represent former floodplains.

Introduction

Floodplains are managed at the local level. Because costs of flood damage can be extraordinary, the National Flood Insurance Program (NFIP) was created as a resource for elected officials, emergency responders, and the public to be informed of flood risks and to reduce, or avoid altogether, impacts from floods, guide development, and reduce risk of floods. The NFIP is administered by the Federal Emergency Management Agency (FEMA), which keeps track of designated flood-risk areas in the National Flood Hazard Layer (NFHL) dataset. The NFIP is intended to be a resource for

Best floodplain and river terrace management practices typically focus on avoiding the placement or erection of structures and other development within these dynamic and sensitive areas. For flood hazards in these areas, officials often resort to designating setbacks between potential floodplains and the built environment.

Findings

Rivers are dynamic systems. River channels can migrate laterally as a result of bank erosion and deposition, and vertically as a result of bed aggradation or degradation. Floodplains, terraces, and other features are formed by these processes, and are therefore part of the river system.

When a river channel reaches its maximum capacity, often during times of heavy rain or snow melt, water overflows the river's banks and floods into nearby areas that would otherwise remain dry land. This is especially true when water is delivered at a rate faster than the associated soils can absorb. Floods also occur when a bank or dam gives way and large amounts of water are released. Under most circumstances, flooding is a natural process. Floodplains support rich ecosystems, in quantity and biodiversity. Nevertheless, floods can cause severe human impacts and therefore must be among resource planning considerations. Worldwide, floods are the leading cause of natural disaster deaths.

Flooding most often occurs from two distinct event types: (1) spring runoff from melting snowpack at high elevations (both local and regional), and (2) summer rainstorms (Hylland and Mulvey 2003). While either event can trigger flooding, the dynamics of each are different. Snowmelt is a relatively predictable occurrence dependent on the amounts of winter snowpack and rising spring temperatures. Snowpack melting in spring contributes to some localized flooding, but more commonly flooding happens along the region's larger rivers. In contrast, summer cloudburst events cause sporadic flooding events on otherwise dry washes. Both kinds of events can have impacts on the communities within the area (Wasatch Front Regional Council 2003).

Flooding on the Green River is sometimes controlled at the discretion of the dam operators. According to the Automated Geographic Reference Center, there are eight dams within Daggett County.

Economic Considerations

Higher development costs to mitigate flood risks are the major economic consideration for floodplains. Flood-control costs may be passed on to municipal and county governments during emergencies. Another

economic consideration is the cost of floodplain insurance to homeowners. Floods also have the potential to cause severe financial impacts in the form of damages to structures, transportation systems, and other infrastructure.

Goals

Daggett County seeks to be responsible about structure and infrastructure placement near floodplains, and respect the inevitable changes in flowing water.

Objectives

1. Restore floodplain connectivity for threatened and endangered species that rely on these locations in areas outside human habitation while preserving the health and safety of residents.
2. Restore floodplain connectivity for improved flood control in suitable areas.
3. Support Utah Division of Water Rights Dam Safety Program, which assesses existing dam condition to prevent dam failure or uncontrolled release of water.

Policies

1. Restrict construction of habitable structures and non-essential infrastructure in floodplains.
2. Manage flows from regulated streams and rivers, when possible, to periodically reestablish floodplain connectivity.
3. Develop floodplain ordinances and overlays as appropriate in an effort to coordinate with FEMA on floodplain mapping.

State Code

Utah state code provisions related to floodplains and river terraces are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for floodplains and river terraces:

- [Fire Management](#)
- [Livestock & Grazing](#)
- [Land Use](#)
- [Noxious Weeds](#)
- [Fisheries](#)
- [Wildlife](#)
- [Water Quality & Hydrology](#)
- [Wetlands](#)
- [Wild & Scenic Rivers](#)
- [Ditches and Canals](#)
- [Irrigation](#)
- [Riparian Areas](#)
- [Recreation and Tourism](#)
- [Agriculture](#)

Forest Management and Timber

Forest management is defined as the actions for the regeneration, use, and conservation of forests.

Introduction

Utah forests are as diverse as the landscape itself. Over 15.1 million acres of forests are administered by federal, state, and local agencies. Another 3 million acres are privately owned (Utah Division of Forestry, Fire & State Lands 2014). The Forest Service administers lands within its jurisdiction, including the Ashley National Forest. The FFSL manages state lands and forests in Utah, while Utah State University contributes forestry research and the developing best practices for private landowners.

Findings

“Forest lands represent a large portion of Daggett County and are a key component of watershed health. Beetles, and the dead trees resulting from their presence, continue to be a major concern for the county. Approximately 55% of Daggett County is part of the Ashley National Forest, which means that over 245,000 acres of Daggett County is managed by the Forest Service. Daggett County residents are concerned about additional land being declared as wilderness and already designated land becoming more restricted” (Daggett Conservation District 2012).

“From an elevational gradient, the lowest species of forested land consists mainly of pinyon pine and juniper. This type of forest encompasses a majority of the landscape. Recently, there have been attacks on pinyon pine from the pinyon engraver beetle. With continued above-normal precipitation, the pinyon pine forests are recovering from past drought and should be able to more effectively fight the attack of the pinyon beetle” (Daggett Conservation District 2012).

“Moving higher in elevation, the Douglas-fir is another dominant species found on the landscape. Over the past several years, the Douglas-fir beetle has devastated forests, creating significant mortality rates. Field observations are showing a decrease in beetle populations and attack. This could likely be attributed to the increased precipitation amount the area has received over the past two years” (Daggett Conservation District 2012).

“Other species which can be found at mid-elevations (8,000 to 9,500 feet) are white fir, ponderosa pine, limber pine, and lodgepole pine. These species are not as pronounced, but they still serve as important habitat for wildlife and provide a diversity of tree species within the area” (Daggett Conservation District 2012).

“The highest elevation species found in the area are Engelmann spruce and Subalpine fir. Currently, the spruce beetle is moving further north, and some areas of spruce are experiencing high mortality rates” (Daggett Conservation District 2012).

“Quaking aspen can be found from low elevations to high elevations. The health of aspen depends on stand age, disease, and recruitment of aspen and aspen suckers in the understory. Much of the aspen in the western United States is being overrun by the encroachment of an understory conifer. The decrease of aspen is associated with the lack of natural disturbances, like wildfires. Blue spruce is another species which can be found mainly in riparian areas or areas with moist rich soil types” (Daggett Conservation District 2012).

“Management practices (silviculture) can be a significant source of phosphorus and sediments in water bodies. Major wildfires and beetle infestation can lead to increased erosion in the watershed, due to land disturbance and increased lack of ground cover. Forest management practices should include revegetating disturbed areas, erosion prevention by timber harvesting activities, stream channel protection, and riparian area designation. Forest health is an important key to overall watershed health and plays an essential role in the lifestyle and economics of residents and those that use Daggett County for recreational purposes” (Daggett Conservation District 2012).

Several factors have contributed to the decline in forest health, including a decline in historic logging, grazing patterns, fire exclusion, and invasive or noxious weeds. Drought conditions can negatively affect forest health, causing detrimental changes in vegetative conditions, especially if combined with these other management practices (Utah Division of Forestry, Fire & State Lands 2014).

Proper forest management techniques, such as grazing and selective harvest/thinning projects, create healthier forests that are more resistant to insect damage and less likely to contain fuel loads that can result in catastrophic wildfire.

“About 5.2 million acres, or 25 percent, of northern Utah is forested. Fifty-two percent of this forest area is capable of producing commercial wood products and is classified as timberland. Forty-eight percent is classified as woodland, primarily pinyon-juniper. The predominant forest types on the timberland are aspen, Douglas-fir, lodgepole pine, and spruce- fir. The National Forest System manages 70 percent of the timberland; 23 percent is under private ownership, and 7 percent is under other public ownership (local, State, and other Federal). Thirteen percent of the timberland is withdrawn from commercial timber production and is in a reserved status. Most reserved timberland is found under National Forest System management. The total volume of growing stock on non-reserved timberland in northern Utah is 3.4 billion cubic feet. In order, Douglas- fir, lodgepole pine, aspen, Engelmann spruce, and subalpine fir species account for most of the volume. Net annual growth averages 38.6 million cubic feet after the impact of mortality, which averaged 47.9 million cubic feet annually” (Brown and O’Brien 1997).

Economic Considerations

Visitors from around the world, together with Utah locals, enjoy Utah’s renowned forests that span from Canyonlands to the alpine zone. While only 29 percent of Utah is forested, these forests have high scenic, recreation, wildlife, and other forest-use values, which make forest health very important (Utah Division of Forestry, Fire & State Lands 2014).

The non-extractive products and benefits that come from Utah’s forests, such as recreation, water quality, wildlife habitat, and aesthetics are valuable. These contribute to the quality of life in Utah and should be considered valuable.

Extractive components of forest products and timber include growing and harvesting, sawmills, as well as wood product manufacturing. The market for forest products is small in Utah as well as in Daggett County. In 2019 the timber sector had no contribution to private employment in the county (Headwater Economics 2022). Nevertheless, the potential for forest products does exist. Forest products may be sold by board feet, by volume, or by piecemeal depending upon the product and the buyer. A professional forester can assist the seller in choosing the correct unit of measure and in determining the value of the product.

Goals

It is Daggett County's goal to use and manage landscapes and resources, including forests, for multiple uses and forest health.

Objectives

1. Use active and adaptive forest management to improve forest health in Daggett County and support multiple use and sustained yield with emphasis on employment, forest products, open space, wildlife habitat, forage, recreation, and other social and economic benefits.
2. Manage Daggett County's forest resources to reduce the risk of catastrophic fires, which cause unacceptable harm to resources and assets valued by Daggett County, including ecosystem and community health and resilience.
3. Encourage and support the expansion of the Daggett County forest-product market at sustainable harvest levels.
4. Develop new markets for timber and forestry products that are available for harvest within Daggett County (e.g., use timber products for bracing in nearby coal mines or the biofuels industry).
5. When sustainable and based on scientific knowledge and local data, increase Daggett County grazing to historic levels (allotments, animal unit months [AUMs], or seasonal use) to reduce fuel loads, support local economies, and support rural lifestyles for county residents.
6. Manage Daggett County' forest watersheds for optimal yield without compromising other resources.
7. Seek opportunities in Daggett County to use and harvest forest products that have been affected by wildfire or pests (e.g., pine beetles).
8. Reduce time required for NEPA processes associated with timber harvests within Daggett County so that economic benefits can be maximized.

Policies

1. Manage all Daggett County forested lands for sustained yield, multiple use, and forest health.
2. Manage fire, timber harvesting, and treatment programs to prevent waste of forest products.
3. Provide for fuel load management and fire control in Daggett County to prevent catastrophic events and reduce fire potential at the urban and industrial interface.
4. Design Daggett County management and harvest programs to provide opportunities for local citizens and small businesses.
5. Protect Daggett County timber resources and promote the continuation of a sustainable wood products industry.
6. Promote sale sizes that provide opportunities in Daggett County for a wide spectrum of producers and allow for local entrepreneurship.
7. Promote commercial firewood harvesting to help in fuel-load management and fire control. Encourage the Forest Service to open appropriate areas for commercial timber harvest.

8. Participate in the planning for and revision of Forest Service management plans and BLM resource management plans affecting forest management. When revising or updating a forest plan, the Forest Service should engage with Daggett County in developing alternative management strategies and management policies.
9. Encourage the Forest Service to find commercial uses for timber and forest products within Daggett County that have been affected by wildfire or pests.
10. Collect and provide data to the Forest Service regarding appropriate forest management methodologies in Daggett County. Data may include published scientific literature, local case studies, inventories, or other pertinent information.
11. additionally, areas for timber and non-timber product harvest and wildlife habitats shall be identified for the forest. Long- and short-term productive capacities and targets shall be established.
12. Removal of forest products shall be viewed as achievable and sustainable, provided that appropriate science and technology are used.
13. Require management programs to provide opportunities for citizens to harvest forest products for personal needs, economic value, and forest health in Daggett County. Sound economic approaches, considering both long- and short-term goals, shall be used when considering the harvesting of both wood and non-wood products, and appropriate social values shall be considered.
14. Require forest management plans to be written in which effective management techniques are adopted to promote a stable forest economy and enhanced forest health in Daggett County, in accordance with the National Healthy Forest Initiative.
15. Grazing on national forest lands within Daggett County should be tied to historic levels and healthy forest conditions. AUMs should be maintained; vacant allotments should be actively restocked.

State Code

Utah state code provisions related to forest management and timber are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a full list of applicable state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for forest management and timber:

- [Fire Management](#)
- [Livestock & Grazing](#)
- [Noxious Weeds](#)
- [Agriculture](#)
- [Water Quality & Hydrology](#)
- [Recreation and Tourism](#)
- [Wilderness and Special Designations](#)

These Daggett County General Plan Objectives and associated policies are also related to forest management and timber:

- Position statements on timber (Section 8.5, pg. 97).

Geological and Paleontological Resources

Geology is the study of the Earth, the natural history of its mineral development, and the forces that act on it. Paleontology is concerned with fossilized traces of animals and plants.

Introduction

Geology is an important part of Daggett County resource management planning because of the area's unique geologic features and sights, as well as aiding in the identification of potential development hazards, which may include geological faults, landslides and rockfalls, soil liquefaction potential, and other soil-related problems.

Geologic resources include fossils (paleontological resources) that are defined as the remains, traces, or imprints of ancient organisms preserved in or on the Earth's crust, which provide information about the history of life on Earth.

Findings

Until better data is available, Daggett County supports the geologic map of the Dutch John 30' x 60' quadrangle, Daggett and Uintah Counties, Utah, Moffat County, Colorado, and Sweetwater County, Wyoming. Utah Geological Survey OFR 491DM, 2006 (CD).

Seismicity

"Utah straddles the boundary between the extending Basin and Range Province to the west and the relatively more stable Rocky Mountains and Colorado Plateau to the east. This boundary coincides with an area of earthquake activity called the Intermountain Seismic Belt (ISB). Utah's longest and most active fault, the Wasatch fault, lies within the ISB. Unfortunately, the heavily populated Wasatch Front (Ogden – Salt Lake City – Provo urban corridor) and the rapidly growing St. George and Cedar City areas are also within the ISB, putting most of Utah's residents at risk" (Utah Seismic Safety Commission 2008).

While Daggett County is not situated within the Intermountain Seismic Belt, it is still susceptible to seismic hazards such as ground shaking and liquefaction.

Mineral or energy development could be correlated to seismic activity. The spike in high-pressure fluid injection is being researched by the US Geological Survey (USGS) Earthquake Hazards Program to determine if the phenomena is natural or human-caused.

Paleontological Resources

There are several archaeologically significant areas in Daggett County. The following is one example:

"...in the spring and summer of 2002, while conducting a field survey of paleontological resources, Utah Geological Survey paleontologists discovered a significant dinosaur track site at Flaming Gorge National Recreation Area.

Because of the details preserved in the sauropod and pterosaur tracks at the Flaming Gorge site, they are a very important resource to future researchers studying dinosaur behavior.

Efforts to preserve and protect the Flaming Gorge Reservoir track site from shoreline erosion and other environmental impacts continue. Several of the tracks have been removed and are now on display at the Utah Field House of Natural History State Park Museum in Vernal, Utah." (Utah Geological Survey 2017).

“Laws are in place to make sure that federal and state projects don’t carelessly destroy cultural resources... State and federal agencies that undertake projects must “take into account” how their project activities will affect historic and archaeological resources. Common projects include construction, rehabilitation, demolition, licensing, permitting, or transfer of public lands... The State Historic Preservation Office (SHPO) provides guidance to agencies and governments who are affected by these laws” (Utah Division of State History 2016).

The Utah Antiquities Act (UCA 9-8-404 et seq.) protects significant paleontological resources and applies to all paleontological resources that are on or eligible for inclusion in the State Paleontological Register.

Economic Considerations

The preservation of historic properties and cultural landscapes has the potential to add economic value to an economy by balancing the benefits of preservation and development. A county that is a certified local government (CLG) with a historic preservation committee can apply for federal grants and gain the tools and resources needed to integrate historic buildings into the community’s social and economic fabric.

The value of cultural, historical, geological and paleontological resources is difficult to quantify. However, there is significant value to each resource for its contribution to the shaping of our current civilization, culture, economy, and lifestyle.

Earthquakes in the Wasatch Front region, along with geologic hazards, will impact the people, economy, and infrastructure of Daggett County. Roads, pipelines, power lines, water resources, telecommunications, and food systems could all be disrupted in the event of a natural disaster in Utah, southern Wyoming, or western Colorado.

Though unmeasured in the economy, the value brought to Daggett County by paleontological research and tourism is considered important.

Cultural, historical, geological, and paleontological resources are often connected with tourism and recreation. Historic buildings and districts provide character, a sense of stability, and a unique marketing angle for businesses; thus, community planners can draw upon local historic resources to stimulate economic development.

A study by the Utah Heritage Foundation found that, “Utah benefited by \$717,811,000 in direct and indirect spending by visitors to Utah heritage sites and special events, and \$35,455,268 in investment that stayed in Utah rather than sent to Washington, D.C. because of projects that utilized the Federal Rehabilitation Tax Credit” (Utah Heritage Foundation 2013).

Historic preservation in Utah is not about building fences around monuments. The historic resources of Utah are part of the daily lives of its citizens. However, the historic resources of Utah also provide a broad, significant contribution to the economic health of the state (Utah Heritage Foundation 2013).

Goals

The custom and culture of Daggett County is to respect all cultures and preserve or honor significant historical stories, figures, objects, structures, and events. It is the custom of Daggett County and its residents to rely on the land and geology for fuel, fiber, food, and minerals. Livestock grazing, the resulting

lifestyles and imprint on the landscapes of the west are some of the oldest enduring and economically important cultural and heritage resources in the west, and must be preserved and perpetuated.

Daggett County remains one of the last undeveloped and scenic frontiers in the west. It is the smallest in population and income of all the counties in Utah, though Daggett County lies within this vast landscape of beauty and history. With around 2 million visitors per year coming to take in the rich amenities and “sense of place,” Daggett County’s goal is continual, long-range planning practices to secure the preservation of this vast landscape.

Objectives

1. Preserve the cultural, historical, and paleontological heritage of Daggett County and its surrounding counties.
2. Support the protection, study, and excavation of unique cultural and historical resources that occur within Daggett County, including the responsible stewardship of these resources through balancing resource protection with visitor values.
3. Provide for the protection of cultural, historical, and paleontological resources through management decisions that are based on the quality and significance of each individual resource.
4. Allow for public education, visitation opportunities, and site protection for cultural, historical, and paleontological resources (where appropriate).
5. Preserve and perpetuate the heritage and culture of Daggett County for both the Native American community and other communities.
6. Mitigate to the furthest extent possible all adverse effects to cultural, historical, and paleontological resources.

Policies

1. Preserve and perpetuate the heritage and culture of Daggett County as an important element to the area's economy as well as to the lifestyles and quality of life of area residents.
2. Maintain geological and paleontological resources and their physical attributes as critical to present and future tourism development.
3. Consider proposed action regarding geological and paleontological resources with the presumption that the land, its people, and their heritage form an inseparable trinity for the majority of the area residents.
4. Preserve and perpetuate livestock grazing, the resulting lifestyles and imprint on the landscapes as some of the oldest, most enduring, and most economically important cultural and heritage resources in Daggett County.
5. Base Daggett geological and paleontological preservation policies on the NHPA.
6. All significant geological and paleontological discoveries found in Daggett County should remain in Daggett County.

7. Provide opportunities for amateur collectors and students of these sciences to study, explore for, and collect related items as provided for by law.
8. Public land management agencies should promote geological and paleontological resources with educational material, signage, and information centers where appropriate.
9. Return artifacts found within Daggett County and removed for cataloging or further research, should be returned to Daggett County on at least a temporary basis to further the education of area residents and visitors.
10. Preserve all remnants of prehistoric life forms and geological traces in accordance with existing laws, and ensure that they remain within Daggett County so they can be made available to the public in an appropriate setting of discovery and study.
11. Ensure that Daggett County provides appropriate opportunities to participate in all management decisions regarding geological and paleontological resources.
12. Where significant geological and prehistoric sites and scientifically important resources can be protected, consider developing them for education and tourism.
13. Manage potential adverse effects to significant and scientifically important geological and paleontological resources to the extent possible through avoidance before other protections are considered (such as removal or excavation and mitigation).
14. For all federal undertakings that could affect significant geological or paleontological resources, require (under NHPA) a geological or paleontological review and inventory before they are implemented. Geological and paleontological sites inventoried will be evaluated for significance by a qualified archaeologist in cooperation with the state historic preservation officer. Additionally, state legislation such as Utah Code §9-8-401 states that “The Legislature determines and declares that the public has a vital interest in all antiquities, historic and prehistoric ruins, and historic sites, buildings, and objects which, when neglected, desecrated, destroyed or diminished in aesthetic value, result in an irreplaceable loss to the people of this state.” Cultural and historical resources that have been evaluated and determined to be significant (such as those listed on the NRHP) will have special consideration.
15. In accordance with Utah Code §63J-8-104(i) regarding state land-use planning and management, manage federal lands “so as to protect prehistoric rock art, three-dimensional structures, and other artifacts and sites recognized as culturally important and significant by the state historic preservation officer or each respective county by imposing reasonable and effective stipulations and conditions reached by agreement between the federal agency and the state authorized officer pursuant to the authority granted by the National Historic Preservation Act, 16 USC 470 et seq.”
16. Do not permit federal or state agencies to jeopardize private property rights or existing land uses in Daggett County, such as oil and gas exploration, mining, logging and harvesting of forest products, road maintenance, and grazing, through the protection of geological or paleontological sites. This can be accomplished by carefully assessing the sensitivity and importance of the site relative to the economic and cultural impacts associated with land management decisions based around geological or paleontological sites in Daggett County.

17. Consider a historic preservation committee for the purpose of protecting cultural resources.
18. As resources become available, establish a county register of cultural and heritage resources to discover and describe the nature of Daggett County's geological and paleontological resources. Assess and rank resources according to need relevant to preservation and enhancement.
19. As resources become available, prioritize the retention and display of locally collected artifacts within Daggett County.
20. In the case of natural and built forms within Daggett County, in accordance with the protocols and rankings set forth above, measures to stabilize and enhance geological and paleontological sites.
21. Preserve the many geological and paleontological sites in Daggett County that represent natural history. Preserve these sites and keep them accessible.
22. Develop mitigation measures and treatment options when it has been determined that a proposed project will have an adverse effect on significant geological and paleontological resources within Daggett County. Mitigation measures can range from preservation through avoidance to analysis and research through scientific study, although they should be project specific and tailored in such a way that each resource is specifically analyzed and dealt with.
23. Although this land-use document addresses such issues as roadways and trails access, wildlife, water, timber and range use in Daggett County, it shall be referred to on all matters regarding the use of natural resources as part of cultural identity. Traditional ways of life such as harvesting cedar posts, running cattle on the open range, and agriculture shall be protected.
24. Observe and follow Utah statutes governing the discovery, handling, and classification of historic and cultural resources within Daggett County. Utah Code §79-3-501 through §79-3-510 states that paleontological resources are important and require the preservation of scientifically significant fossil resources on state lands. These code sections mandate that those removing or excavating critical fossils on state lands must be qualified and permitted under joint jurisdictional cooperation from the Utah Geological Survey, the Utah Museum of Natural History, and SITLA. Additional state codes (Utah Code 53B-17-603, Utah Administrative Code R807-1) also require that important extracted fossils be curated by an approved and qualified institution.
25. Manage cultural and historic resources such that all scientifically important fossils found in the area remain in Daggett County. Daggett County recognizes that vertebrate fossils may be collected from BLM-administered lands under a permit issued to qualified individuals and that such fossils remain the property of the federal government and must be placed in a suitable repository (such as a museum or university) identified at the time of permit issuance. Additionally, Daggett County recognizes that all scientifically significant fossils collected on Utah state lands must be curated with the Natural History Museum of Utah. Recreational collectors may collect and retain reasonable amounts of common invertebrate and plant fossils for personal, non-commercial use. No vertebrate fossils or associated trace fossils such as tracks, eggs, etc. may be collected without a permit. Any fossils collected on non-federal lands belong to the landowner.
26. Provide opportunities for amateur collectors and students of natural resource-related sciences to study, explore, and collect related items as provided by law.

27. With the aid of public-land management agencies, promote geological and paleontological resources with educational material, signage, and information centers where appropriate.
28. When designating locations for sites, trails and other public-use amenities in Daggett County, consider the following for geological and paleontological resources: physical location and intangible elements (such as “sense of place” or historical value).
29. All management decisions regarding geological and paleontological resources shall include appropriate opportunities for participation by Daggett County.
30. Base all management decisions regarding the protection of geological and paleontological resources on the quality and significance of the resource.
31. Allocate sites and trails to other resource users based on their natural and relative preservation value. Such use allocation must be based on cultural resources not areas of land.
32. Manage potential adverse effects to significant and high-quality geological and paleontological resources to the extent possible through avoidance and confidentiality of location before other protections are considered.

State Code

Utah state code provisions related to geological and paleontological resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for geological and paleontological resources:

- [Cultural and Historical Resources](#)
- [Recreation and Tourism](#)
- [Land Use](#)
- [Land Access and Transportation](#)
- [Energy Resources](#)
- [Law Enforcement](#)
- [Mining](#)
- [Mineral Resources](#)
- [Air Quality](#)
- [Water Quality & Hydrology](#)

These Daggett County General Plan Objectives and associated policies are also related to for geological and paleontological resources:

Position statements on paleontology, archeology, and geology (Section 8.5, pg. 104).

Irrigation

Irrigation is the process by which water is supplied to plants at intervals for agriculture.

Introduction

Irrigation is the practice of supplemental application of water to land (beyond that water which is directly received by the land from naturally occurring precipitation) for the purpose of increasing the agricultural output of cropland and to sustain additional vegetation growth throughout the landscape. Much of Utah's agriculture would not be possible if not for irrigation. Utah's arid climate provides limited and frequently unreliable annual rainfalls. Many of the canals and ditches remain open, but over time many have been lined or piped to improve operational efficiency.

Dams, canals, and pipelines are constructed to take advantage of the topography of each watershed and redistribute water from rivers and streams outward to lower elevation lands, which are more suitable for crop production.

Within each watershed, various entities or individuals have legal claims (i.e., water rights) to use the water for "beneficial use" and are permitted to divert waters from streams into the storage dams, canals, and pipelines. The distribution of water is governed by state law and is based largely on geographic proximity, available supply, and ownership of the water rights.

Findings

"In the state's more urban basins, agricultural water is being converted to municipal and industrial (M&I) use with increasing regularity. So far, municipal and industrial water supplies have been more than adequate to meet the basin population growth. Consequently, there has not been any pressure from the demand side to convert agricultural water to M&I use. Additionally, the basin's slow population growth has not caused much agricultural land to be converted to municipal, commercial or industrial uses. While current water supplies for the oil shale and tar sands industries are adequate, it is possible that future expansion of those industries will require commercial water suppliers to provide water. Moreover, those future needs may compete with other uses, primarily agriculture, for water that is available in the basin. It may end up that some agricultural water use will be converted to industrial use simply based on competition between water users. These would be market-based transfers between a willing buyer and a willing seller" (Utah Division of Water Resources 2016).

Flaming Gorge Reservoir, constructed by the US Bureau of Reclamation (Reclamation) in 1964, provides water storage, power generation and recreation. Strawberry, Starvation, Currant Creek, Upper Stillwater, Steinaker, Bottle Hollow and Red Fleet reservoirs are Central Utah Project (CUP) reservoirs that provide storage for municipal, industrial, agricultural and recreational water uses (Utah Division of Water Resources 2016).

To date, the development of groundwater resources in the Uintah Basin has been relatively minor. This is due to the following reasons: (1) Existing surface-water sources have been adequate to meet the demands imposed for irrigation and (municipal and industrial) needs; (2) the consolidated aquifers, generally have hydraulic properties that preclude large-scale groundwater development; (3) the quality of the groundwater in some parts of the basin is unsuitable for domestic, municipal, or agricultural use; and (4) the economics of drilling and pumping water from deep aquifers is prohibitive (Utah Division of Water Resources 2016).

Irrigation in Daggett County is controlled by irrigation companies and shareholders. “Sheep Creek Irrigation, Peoples Canal, and Interstate are the three irrigation companies that provide water to approximately 11,000 acres in Daggett County” (Daggett Conservation District 2012).

The 1997 Census of Agriculture indicated Daggett County had 11,339 acres in cropland, of which 3,979 acres were harvested and 8,182 were irrigated. Irrigation water sources include a number of Uinta Mountain-based streams (USU 2005). More recent data has shown a decline in irrigated cropland. Data from the USDA Farm Service Agency (2016) showed 2,331 acres of irrigated cropland.

Economic Considerations

Without irrigation, the agriculture in Daggett County would be almost nonexistent.

Goals

It is the goal of Daggett County to support the continued use, upgrade, and maintenance of canals, ditches, and dams throughout the county.

Objectives

1. Collect sufficient revenue to keep their systems in good and proper operating condition.
2. Set aside revenue to pay for at least part of costly future improvements and new water developments.
3. Prepare long-term water plans that address how to meet future water needs.
4. Prepare water-conservation plans to reduce their future water resource demands.

Policies

1. Provide public safety by limiting access to dangerous structures, as well as training and encouraging operators and the public to practice safety and identify safety concerns.
2. Preserve access and system efficiency with regular maintenance of rights-of-way and easements. When possible, coordinate efforts between canal operators and municipalities as a means of encouraging cooperative relationships between organizations while facilitating public interests.
3. Establish long-term plans for the following:
 - Transitioning of land and water resources with shifting community needs.
 - Preservation of historical significance and public access where desirable.
 - Modernization of shared operations and equipment that facilitate the use of appropriate irrigation technologies.
4. Encourage agricultural irrigators to:
 - Modernize and provide resources to assist with upgrades such as pressurized pipe systems that reduce traditional flood irrigation and favor transitioning to sprinkle and drip application.
 - Practice sound irrigation strategies such as: “Deficit Irrigation,” which balances water cost with the crop yield to achieve ideal economic outcomes; limit irrigation runoff and control pollution from that runoff.

5. Coordinate irrigation scheduling between water users—cooperate with crop irrigators’ operational needs when systems are shared with secondary irrigation users.
6. Encourage residential and commercial landscape irrigation efficiency and water quality protection practices that emphasize native plant choices, xeriscaping techniques, reduction of impermeable surfaces, reduction in chemical use, proper stormwater handling, etc.
7. Utilize stormwater treatment methods that prevent stormwater runoff from entering canals and ditches.

State Code

Utah state code provisions related to irrigation are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for irrigation:

- [Land Use](#)
- [Agriculture](#)
- [Water Quality & Hydrology](#)
- [Wilderness and Special Designations](#)
- [Water Rights](#)
- [Predator Management](#)
- [Noxious Weeds](#)
- [Ditches and Canals](#)
- [Forest Management and Timber](#)

Related to irrigation, also see the Daggett County position statements on water resources in Section 8.5 (pg 96) of the General Plan.

Land Access and Transportation

Land access is defined as access to public and private lands.

Introduction

The Daggett County land ownership pattern is largely public lands with interspersed state land and private parcels. Concerns arise where users once had access to certain areas but now do not, or where land owned by an entity is surrounded by or accessible only by crossing land owned by a different entity.

Access to land for recreational, industrial, grazing, commercial, and personal uses are all important. Motorized and non-motorized vehicle access, as well as pedestrian and equestrian access, is an issue on and between private, state, and federal lands.

Findings

R.S. 2477 Roads

In 1866 the Revised Statute 2477 (commonly known as RS 2477) was enacted by Congress. This revised statute encouraged the development of a highway network to facilitate western settlement. This formerly self-executed statute did not require a record of the roadway. Under FLPMA, RS 2477 was repealed in 1976 subject to “valid existing rights”.

“Utah has spent more than a decade negotiating in good faith with the federal government to settle its claims to these roads. Unfortunately, the negotiations were not successful. The United States’ position now is that Utah has to prove its title to R.S. 2477 roads in federal court. The federal government refuses to recognize or allow Utah to use any other avenues. In 2012, the Utah Attorney General’s Office filed 22 lawsuits in the federal court claiming title to R.S. 2477 rights-of-way. Utah and each county asked the court to rule that the claimed R.S. 2477 rights- of-way are valid because they existed prior to 1976 and have been open to public use and maintained by the counties. Utah must show continuous public use of each claimed right-of-way for a period of at least ten years before October 21, 1976, the effective date of FLPMA. For the rights-of-way claimed within National Parks or National Monuments established before 1976, the state must show ten years of public use before the date of the park or monument creation” (Utah Office of the Attorney General 2014).

“The uncertainty surrounding R.S. 2477 rights-of-way continues today and has implications for a wide range of entities, including Interior and other federal agencies as well as state and local governments who assert title to R.S. 2477 rights-of-way, and those who favor or oppose continued use of these rights-of- way” (Department of Interior 2010).

Best Management Practices (BMPs)

1. Gaining or maintaining access to lands is typically accomplished through right-of-way acquisition. The process for obtaining a right-of-way is different for each land owner or management agency as each has unique administrative procedures and objectives.
2. The BLM manages rights-of-ways through resource management plans authorized by the (FLPMA, which was established in 1976 (Department of the Interior 2001). Prior to FLMPA, rights-of-ways on BLM lands were enabled by Revised Statute 2477 (Section 8 of the Mining Act of 1866) and are

generally considered to be available for accessing property within and across BLM property, though this is not always the case. The Vernal Field Office manages the BLM land within Daggett County.

3. Right-of-ways on Forest Service lands are managed through the Forest Planning process and the NEPA processes.
4. The State of Utah School and Institutional Trust Lands Administration (SITLA) is mandated by state law to maximize financial gain from their properties through sale, lease, or exchange (Utah Administrative Code Title R850). SITLA lands were originally allocated to western states upon statehood by the federal government to support state institutions like schools and hospitals. Utah was given sections 2, 16, 32, and 36 in each township. The resulting checkerboard pattern of ownership means many SITLA parcels are surrounded by public lands with limited access. Land transfers are a solution to this situation. SITLA has a successful track record of working with the BLM, Forest Service, and private landholders to enable mutually beneficial consolidations of property. (The US is required to provide access to SITLA parcels under the holding of the Cotter case: *State of Utah v. Andrus*, 486 F. Supp. 995 (D. Utah 1979).)
5. Counties can establish new rights-of-way through private lands in three ways. First, for developing lands, counties can identify rights-of-way on the transportation component of the General Plan. With rights-of-way identified, counties can work with developers to construct the rights-of-way as the land develops over time. Second, counties can work with willing landowners to negotiate mutually beneficial solutions to purchase public rights-of-way or easements across property. Finally, in cases where landowners do not want a public right-of-way or easement across their property, counties can use eminent domain to condemn private property. State law enables the right of eminent domain for roadways for public vehicles but not for recreational uses (78B-6-501 (3)(f)).

Daggett County's role is to acquire and maintain rights-of-way or easements across property. The county may also acquire and enforce access by participating in planning processes of federal and state agencies and via litigation.

The land owner or manager generally controls land access. Some outside entities may influence access to lands that they do not control.

Economic Considerations

Daggett County's economy is closely tied to accessing public lands for resource development and recreation. Physical access via roadways, especially for motorized vehicles, is required for the development and utilization of energy, minerals, recreation areas, or other resources. Of special concern are state inholdings managed by SITLA, and private lands surrounded by BLM properties.

Goals

It is Daggett County's goal to support and protect private property rights, including access to public and private lands. Historically, and today, Daggett County feels strongly that state and federal landscape and amenities should be accessible by multiple modes of transportation and be accessible to all persons, including those with disabilities.

Policies

General Policies for Land Access and Transportation

1. Resource plans must provide for, at a minimum, a network of roads on public lands that allow for:
 - movement of people, goods, and services across public lands;
 - access to federal lands for people with disabilities and the elderly;
 - access to state lands and school and institutional trust lands to accomplish the purposes of those lands;
 - access to in-holdings and for the development and use of property rights; and
 - reasonable access to a broad range of resources and opportunities throughout the resource planning area including search and rescue needs, public safety needs, predator control, timber and vegetation treatments, water administration, and habitat treatments;
 - public safety;
 - access for people with disabilities and the elderly;
 - recreational opportunities;
 - resource maintenance and administrative access
2. Enact decisions and policies under the presumption that access to and across public lands is critical to the use, management, and development of those lands and adjoining state and private lands.
3. Enact decisions and policies based on the precedent that access to and across public lands is a local custom and an historical and cultural use of public lands.
4. Future access must be planned and analyzed to determine its disposition at the completion of its intended life to ensure access is maintained. In the event that removal of access is deemed appropriate, resulting disturbances shall be reclaimed.
5. Enact decisions and policies under the presumption that access to all water related facilities such as dams, reservoirs, delivery systems, monitoring facilities, livestock water and handling facilities, etc., must be maintained. This access must be economically feasible with respect to the method and timing of such access.
6. Oppose the closure, abandonment, withdrawal, or use-change of all roads, trails, rights-of-way, easements, and other traditional access for the transportation of people, products, recreation, energy, and livestock, without full and satisfactory analysis and public disclosure.
7. Oppose any closure of County roads on public lands unless it has been determined by Daggett County that the subject road is no longer needed as part of the County's transportation system.
8. Enact decisions and policies that support the presumption that transportation and access provisions for all other existing routes, roads, and trails across federal, state, and school trust lands within the state should be determined and identified, and agreements should be executed and implemented, as

necessary to fully authorize and determine responsibility for maintenance of all routes, roads, and trails.

9. Support the reasonable development of new routes and trails for motorized, human, and animal-powered recreation.
10. Oppose any additional evaluation of national Forest Service lands as “roadless” or “unroaded” beyond the Forest Service’s second roadless area review evaluation, and oppose efforts by agencies to specially manage those areas in ways that:
 - closes or declassifies existing roads unless multiple side by side roads exist running to the same destination and state and local governments consent to close or declassify the extra roads;
 - permanently bars travel on existing roads;
 - excludes or diminishes traditional multiple-use activities, including grazing and proper resource harvesting;
 - interferes with the enjoyment and use of valid, existing rights, including water rights, local transportation plan rights, grazing allotment rights, and mineral leasing rights; or
 - prohibits development of additional roads reasonably necessary to pursue traditional multiple-use activities;
11. Daggett County support for any forest plan revision or amendment will be withheld until the appropriate plan revision or plan amendment clearly demonstrates that:
 - established roads are not referred to as unclassified roads or a similar classification;
 - lands in the vicinity of established roads are managed under the multiple-use, sustained yield management standard; and
 - no roadless or un-roaded evaluations or inventories are recognized or upheld beyond those that were recognized or upheld in the forest service’s second roadless area review evaluation.
12. Proposed development plans must contain a transportation plan that clearly identifies all roads within the project area by jurisdiction, identify roads or road segments to be reconstructed or constructed, the standard to which the roads will be constructed or maintained and who will construct and or maintain them.
13. Acquire necessary rights-of-way to facilitate public access to National Forest System lands and lands managed by the BLM and to meet resource management objectives.
14. Maintain structures, bridges, cattle guards, etc., to be structurally sound and safe for use.
15. Continue to improve all roads within the county system, and enforce proper construction of roads and trails.
16. Assist Daggett County landowners to obtain rights-of-way/easements across public lands when in the best interest of Daggett County and/or landowners.

17. Daggett County supports the concept of any motorized vehicle being used only on designated roadways or routes in order to control erosion and other resource impacts.
18. Preference for infrastructure rights-of-way within Daggett County will be given to applications that support regional cooperative planning and increased economic opportunity.
19. When feasible, consolidate Daggett County infrastructure within designated corridors. When necessary and feasible, co-locate infrastructure rights-of-way outside of designated corridors.
20. Enact decisions and policies under the presumption that continued access to energy and mineral resources associated with public lands is paramount to the well-being of Daggett County residents and its economy, the State of Utah, and the national economy and security.
21. Enact decisions and policies under the presumption that it is technically possible to permit appropriate access to mineral and energy resources while protecting other resources from irreparable harm.
22. To the extent possible and provided for by law, call upon land management agencies to provide access to public lands within Daggett County for all users including the elderly and the physically impaired.
23. Call upon land management agencies to prevent existing access within Daggett County from diminishing and create new access where needs exist.
24. Ensure access to emergency responders for fires, medical incidents, search and rescue and similar efforts.
25. It is the policy of Daggett County that the Bureau of Land Management must explore, in addition to all existing routes, opportunities for new routes to be opened so as to enhance recreational opportunities, tourism, or to advance the BLM's multiple-use mission in any way as part of any resource management planning process or any implementation level planning process.
26. Daggett County has the policy and objective to prioritize public motorized uses of routes on federal land unless certain parcels are congressionally designated for non-motorized use.
27. It is the policy of Daggett County that there is a presumption that a purpose and need exists for each route on federal lands located within the county's boundaries. This presumption may only be rebutted if the federal government proves by clear and convincing evidence that there is no purpose or need for the route. The presumptive purpose and need of the routes in Daggett County include, but are not limited to, hunting, fishing, mineral exploration and extraction activities, fire breaks, search and rescue needs, scenic viewsheds, watershed management, wildlife management, vegetation management, livestock management, exploration, utility and infrastructure management, water management, staging areas for other uses such as OHV and biking, loop connectivity, having multiple entrance and egress points for safety, and recreation.
28. It is the policy of Daggett County to preserve existing roads and to authorize use thereof to promote recreational opportunities to those with physical disabilities and limitations.
29. It is the policy of Daggett County that any federal classification of a "redundant" route or a "spur" route is not a valid reason for route closures by any federal agency on public lands. On the contrary, such

routes provide connectivity and access to different experiences for the public, offer a safer experience by offering alternative routes to common areas, and they serve all of the purposes mentioned in policy 27 of this section.

30. It is the policy of Daggett County that the BLM must recognize the State of Utah and Daggett County's vested property rights in our R.S. 2477 rights-of-way as part of any travel management planning process or resource management planning process. In *Kane Cnty v. U.S.*, 2:10-cv-01073-CW, Dkt. 792 (D. Utah Aug. 9, 2024), the federal district court held that the BLM must treat the State of Utah and counties as "holders" of vested title rights in these R.S. 2477 rights-of-way even if title has not been adjudicated or perfected in court. Therefore, Daggett County does not give the BLM any authority or right to close any R.S. 2477 rights of way that the County has an interest in.

Policies Specific to Off Highway Vehicles (OHV)

1. Enact policies and decisions that support the responsible use of off-highway vehicles (OHVs).
2. Manage the use of OHVs in ways that are uniform across all jurisdictions to prevent concentration of use within any particular jurisdiction.
3. Manage OHV use in ways that acknowledge that OHVs have become an important segment of Daggett County's recreation industry and are an important tool and mode of transportation for farmers, ranchers, and visitors.
4. Support the current policies of open OHV areas in Daggett County.
5. Support the limiting of OHV use and travel to existing roads, trails, and designated trail systems, with the caveat that additional trails be developed over time to meet the increasing needs and to limit the concentration of too many vehicles on too few trails.
6. Manage trails and OHV use such that, when the necessity for a closure has been established, additional trails and areas are opened to offset the loss of that recreational opportunity.
7. Support public land management agencies in their efforts to implement and maintain aggressive OHV education and enforcement programs to minimize resource impacts.
8. Enact decisions and policies that provide for the non-recreational use of OHVs, such as development and livestock operations, in all areas of Daggett County, unless restricted by law.
9. Support, encourage, and develop the use of snowmobiles as an enjoyable use of public lands during the winter months. Seek to develop associated trailheads and service providers.

State Code

Utah state code provisions related to land access and transportation are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for land access and transportation:

- [Recreation and Tourism](#)
- [Land Use](#)
- [Livestock & Grazing](#)
- [Energy Resources](#)
- [Law Enforcement](#)
- [Fire Management](#)

Also see the following In the Daggett County General Plan:

- Position statements on public access and transportation (Section 8.5, pg. 93).

Land Use

The purpose of this section is to outline the legal frameworks and county’s positions associated with resource management planning and public lands issues.

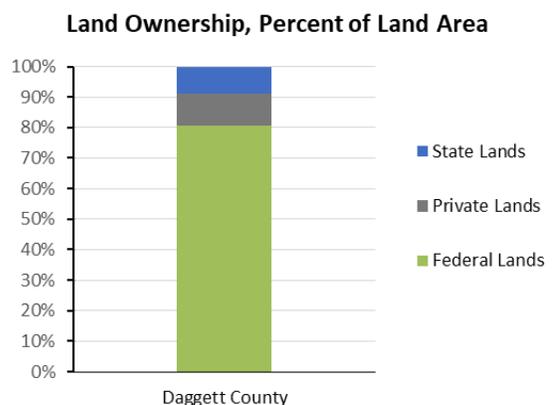
Introduction

The land-use section of Daggett County’s Resource Management Plan is intended to provide a broad outline of the parameters for influence and should not be considered an exhaustive dissertation of all possibilities.

Findings

Overview

The majority of Daggett County includes vast areas of “public” lands. These lands and the associated resources are managed by federal agencies including the Forest Service, BLM, Reclamation, USFWS, and NPS. Traditionally, the residents of Daggett County have used public lands and resources for economic growth and stability. These local associations with, and dependence on, public lands continue today. Specifically, local use of public lands and resources include, but are not limited to minerals, recreation, oil and gas, timber, water, agriculture, fisheries and wildlife.



“Nearly 90% of the lands in Daggett County are owned and managed by state and federal agencies. The remaining 11% of privately owned land in Daggett County has nearly 44,000 acres (90%) set aside for agricultural purposes. These agricultural producers also rely heavily on federal and state lands for grazing of their livestock. The Ashley National Forest has a combined ownership between the Flaming Gorge National Recreation Area, the Flaming Gorge Ranger District and a small piece of the Vernal Ranger District of 235,299 acres or 54.7% of the lands within Daggett County” (Daggett County 2008).

Due to the dependence of Daggett County on public lands and resources, decisions made by public land management agencies directly impact local interests and the County’s economy. Over the last several decades, Daggett has attempted to improve relationships with federal land managers and participation in agency planning and decision-making processes. These efforts have had mixed results.

The Resource Management Plans (RMPs) developed by the BLM and the Forest Service’s Land and Resource Management Plans (LRMPs) are the basis for nearly all natural resource management policy and decision-making activities that affect federal lands. Because FLPMA mandates that these RMPs are to be consistent with state and local plans “to the maximum extent...consistent with federal law...,” it is essential that counties develop their own resource management plans to reflect local perspectives and positions regarding these interests.

Control and Influence

Private Property: Private lands are regulated by land-use ordinances and zoning districts, as approved by local and county governments. Zoning districts, and the regulations established within the zoning districts, are authorized by Utah Code §17-27a-505 and municipalities §10-9a-505. Land-use ordinance and zoning maps are legislative decisions and are established through planning processes open to public discussion and adopted by county and city councils.

Daggett County: Utah Code §17-27a-401 requires counties to create a general plan that includes findings, objectives, and policy statements for the resources within its boundaries. It also allows Daggett County to “define the county’s local customs, local culture, and the components necessary for the county’s economic stability.”

US Bureau of Land Management (BLM): The Vernal Field Office is located in the northeast corner of Utah and administers lands within Daggett, Duchesne and Uintah Counties, plus a small portion of Grand County. Land-use decisions for all BLM lands are made according to mandates defined by FLPMA, which requires the BLM to manage lands under a multiple-use philosophy. A component of FLPMA is the requirement for an open and public land-use planning process in the development of resource management plans (RMP). Each BLM Field Office must develop an RMP to guide future land-use activities on public lands. The RMP defines goals, objectives, and rules for commercial and extractive industries, transportation, recreation, and conservation. To complete an RMP, the BLM follows planning procedures outlined by NEPA.

The Forest Service manages land-use decisions by developing forest plans under the National Forest Management Act of 1976 (P.L. 94-588). Forest plans provide strategic direction for management of all resources on a National Forest for ten to fifteen years (the current plan for the Ashley National Forest was adopted in 1986). Forest plans require consideration of alternatives and public input under the NEPA process. Forest plans describe the desired conditions and provide guidance for projects. They do not make site-specific decisions or require any specific actions, but all projects conducted on a National Forest must be consistent with the strategic direction in its forest plan.

The NPS prepares a variety of planning and environmental documents to help guide management of park resources and visitor use and activity. Most plans follow planning procedures outlined in the NEPA.

SITLA lands are parcels of land throughout our state that were granted by Congress to Utah at the time of statehood. Although trust lands support selected public institutions, they are not public lands. Trust lands were allocated specifically to generate revenue to support designated state institutions, including public schools, hospitals, teaching colleges, and universities.

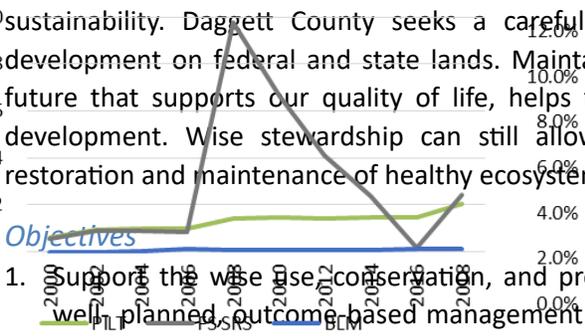
Economic Considerations

State and local governments cannot tax federally owned lands the way they would if the land were privately owned. A number of federal programs exist to compensate county governments for the presence of federal lands. These programs have represented a significant portion of Daggett County’s revenue.

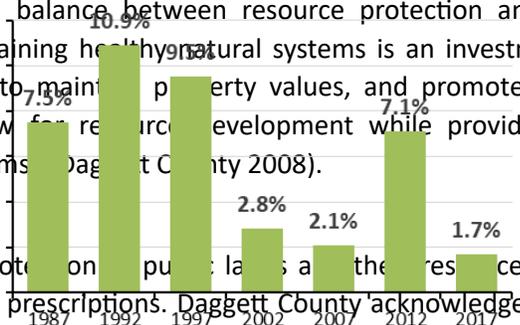
The Payment in Lieu of Taxes (PILT) and the Forest Service Revenue sharing (SRS) programs each received a significant increase in federal appropriations in fiscal year 2008 through the Emergency Economic Stabilization Act of 2008. Since 2008 the annual PILT amount has increased gradually while the SRS program has dropped significantly although still higher than before 2008.

**Components of Federal Land Payments
per FY, Daggett County UT**

Millions of FY 2021 \$



**Federal Land Payments per FY, Percent of
Total General Government Revenue,
Daggett County, UT**



Resource development is a distinct part of Daggett County's culture and essential to future economic sustainability. Daggett County seeks a careful balance between resource protection and resource development on federal and state lands. Maintaining healthy natural systems is an investment in our future that supports our quality of life, helps to maintain property values, and promotes economic development. Wise stewardship can still allow for resource development while providing for the restoration and maintenance of healthy ecosystems (Daggett County 2008).

1. Support the wise use, conservation, and protection of public lands and the resources, including well-planned, outcome-based management prescriptions. Daggett County acknowledges the need, on occasion, to place strict requirements on the management of some resources to provide needed protection, when it has been determined through scientific and supportable analysis that such needs exist, to protect such resources from irreparable harm.
2. Ensure management decisions are accomplished with full participation of Daggett County and supported by tested and true scientific data. Decisions shall fully analyze and disclose impacts on Daggett County's economic tax base, culture, heritage, lifestyles, and the rights of area residents.
3. Ensure public and private access and rights-of-way for utilities and transportation of people and products on and across public lands within Daggett County. Access must be provided to meet such needs. Minimize impacts of development and land-use changes on local governments, infrastructure, and community services.
4. Ensure that adjacent land uses and land-use restrictions within Daggett County do not deny private property owners the right of fair use, access to, and enjoyment of their property.
5. Ensure public lands within Daggett County are managed for multiple use, sustained yield, and prevention of natural resource waste. Further, these lands should be managed to prevent loss of resources and private property from catastrophic events and to protect the safety and health of the public.

6. Support national energy needs relative to the nation's increasing dependency on foreign oil by ensuring all public lands remain open to the greatest extent possible for the exploration and production of energy and other energy-related products.
7. Ensure that special designations do not influence the use of resources on lands outside those listed in the designation. Daggett County opposes the use of a "buffer-zone" management philosophy that dictates land-use practices and influences decisions beyond the scope and boundaries of any public-land designation.
8. Support agriculture on private and public lands in Daggett County as part of the local economy, customs, culture, heritage, and the provision of a secure national food supply.
9. Provide policies, plans, and other documents for governmental agency use to ensure management and planning consistency with Daggett County.
10. Ensure that restrictions placed on any resource within Daggett County are based on analysis of trends, need, and imposed only after a complete analysis.
11. Ensure that Daggett County lands designated as open for various specified uses are available on a timely basis and permits for such use are processed promptly. Extended delays or no action shall not be used as a method to accomplish restrictions or protections. Waivers, modifications or exceptions to restrictions must be provided for when conditions exist or impacts can be mitigated to prevent irreparable damage to the subject resource.
12. Agriculture and grazing lands within Daggett County should continue to produce the food and fiber needed by the citizens of the state and the nation, and the rural character and open landscape of rural Utah should be preserved through a healthy and active agricultural and grazing industry, consistent with private property rights and state fiduciary duties.

Policies

1. Maintain Daggett County private property owners' rights to dispose of or exchange property as deemed fit within applicable law.
2. Give preference to infrastructure right-of-way applications that support regional cooperative planning and increased economic opportunity.
3. When feasible, consolidate infrastructure within designated corridors in Daggett County. When necessary and feasible, collocate infrastructure rights-of-way outside of designated corridors.
4. Enact decisions and policies under the presumption that federal and state governments currently hold sufficient land to protect the public interests without acquiring additional acreage.
5. Prevent and oppose any net loss of the private land base. No "net loss" shall be measured in acreage and/or fair market value that is in the best interest of Daggett County.
6. Daggett County will seek to be compensated for net loss of private lands with public lands of equal value. Daggett County assumes that the tax base resulting from exchanges shall be compensated for by the appropriate acquiring agency.

7. Daggett County assumes that private property owners shall be protected from federal, state, and county encroachment and/or coerced acquisition.
8. Daggett County shall encourage and participate in coordination and communication among various federal, state, and local land management authorities. Where appropriate, Daggett County will enter into reciprocal agreements to require notification of planning decisions made by each entity and to provide an opportunity for comments.
9. Daggett County will propose appropriate revisions and amendments to their existing land-use ordinances and regulations to help offset or reduce the cost of service provision, infrastructure, and other costs of new development and land-use patterns.
10. Daggett County will encourage and maintain improved cooperation and coordination between planning entities and service providers (e.g., utilities and water supply companies).
11. Daggett County, through their zoning ordinances, will encourage a mixture of land uses that help shorten commuter trips, reduce vehicle miles traveled, encourage walking and biking, and reduce energy consumption.
12. Daggett County assumes that federal land agencies shall manage the lands under their jurisdiction in ways consistent with Utah Code 63J-8-104(j) and, so as to not interfere with the property rights of private landowners as follows:
 - Federal land management policies and standards shall not interfere with the property rights of any private landowner to enjoy and engage in uses and activities on an individual's private property consistent with controlling county zoning and land-use laws.
 - A private landowner or a guest or client of a private landowner should not be denied the right of motorized access to the private landowner's property consistent with past uses of the private property.
13. Daggett County supports the use, conservation, and protection of public lands and their resources, including well-planned management prescriptions. It is Daggett County's position that public lands be managed for multiple use, sustained yield, and prevention of waste of natural resources, as well as to protect the health, safety, and welfare of the public. It is essential to Daggett County's economy that public lands be properly managed for fish, wildlife, livestock production, timber harvest, recreation, energy production, mineral extraction, and for the preservation of natural, scenic, scientific, and historical values.
14. Daggett County holds that multiple-use and sustained-yield management means state and federal agencies shall develop and implement management plans and make other resource-use decisions that facilitate land and natural resources use allocation, which would support the specific plans, programs, processes, and policies of state agencies and local governments. Such management plans shall be designed to produce and provide the water, food, fiber, and minerals necessary to meet future economic growth needs and community expansion. Such plans shall meet the recreational needs of the citizens of Daggett County and the state without permanent impairment of the productivity of the land.

15. In support of the national interest in energy independence, and in consideration of the nation's dependence on foreign oil, Daggett County will enact decisions and policies that result in public lands remaining open for oil and gas exploration and production as well as solar, geothermal, hydroelectric, and wind.
16. Daggett County calls upon the BLM and Forest Service to produce planning documents consistent with state and local land-use plans and policies to the maximum extent, and consistent with federal law and FLPMA's purposes, by incorporating the state and county land-use planning and management program subject to the following:
 - Achieve and maintain in perpetuity a high-level annual or regular periodic output of agricultural, mineral, and various other resources.
 - Support valid existing transportation, mineral, and grazing privileges at the highest reasonably sustainable levels.
 - Produce and maintain the desired vegetation for watersheds, timber, food, fiber, livestock forage, wildlife forage, and minerals that are necessary to meet present needs and future economic growth and community expansion in each county without permanent impairment of the productivity of the land.
 - Meet the recreational needs and the personal and business-related transportation needs of the citizens of each county by providing access throughout each county.
 - Meet the needs of wildlife and livestock, provided that the respective forage needs are balanced.
 - Protect against adverse effects to historic properties.
 - Meet the needs of community economic growth and development.
 - Provide for the protection of existing water rights and the reasonable development of additional water rights.
 - Provide for reasonable and responsible development of electrical transmission and energy pipeline infrastructure on the subject lands.
17. All plans and management decisions must ensure that special designations do not influence the use of resources on public lands. Daggett County opposes the use of a "buffer-zone" management philosophy that dictates land-use practices and influences decisions beyond the scope and boundaries of the designations.
18. Enact decisions and policies under the presumption that the objectives of special designations can be met by well-planned and managed development of natural resources. For this reason, no special designations shall be proposed until the need has been determined and substantiated by verifiable scientific data available to the public. Furthermore, it must be demonstrated that protection cannot be provided by other means and that the area in question is truly unique compared to other area lands.
19. Daggett County opposes the imposition of ACECs, national conservation areas, or BLM Visual Resource Management classifications as substitutes for former Wilderness Inventory Units or so-called

“Citizens’ Proposed Wilderness Units,” or as a means to displace valid surface-occupying, multiple-use activities. ACECs and VRM classifications are improper management tools unless narrowly drawn and tailored, both geographically and programmatically, to affect only those restrictions that are actually necessary to prevent irreparable damage to valid and relevant resource values.

20. Consistent with Utah Code 63L-11-303, Daggett County support for the designation of an ACEC shall be withheld on condition of the following:

- It is clearly demonstrated that the proposed area satisfies all the definitional requirements of FLPMA, 43 USC 1702(a).
- It is clearly demonstrated that the area proposed for designation as an ACEC is limited in geographic size and that the proposed management prescriptions are limited in scope to the minimum necessary to specifically protect and prevent irreparable damage to the relevant and important values identified, or limited in geographic size and management prescriptions to the minimum required to specifically protect human life or safety from natural hazards.
- It is clearly demonstrated that the proposed area is limited only to areas that are not already developed or used or to areas where no development is required.
- It is clearly demonstrated that the proposed area contains historic, cultural, or scenic values, fish or wildlife resources, or natural processes, which are unique or substantially significant and that the land area of the proposed designation is limited to the minimum acreage required to protect those resources.
- The regional values, resources, processes, or hazards have been analyzed by the federal agency for impacts resulting from potential actions which are consistent with the multiple-use, sustained-yield principles, and that this analysis describes the rationale for any special management attention required to protect, or prevent irreparable damage to the values, resources, processes, or hazards.
- It is clearly demonstrated that the proposed designation is consistent with the plans and policies of the state and of Daggett County, where the proposed designation is located as those plans and policies are developed according to Subsection (3) of Utah Code 63L-11-303.
- It is clearly demonstrated that the proposed ACEC designation will not be applied redundantly over existing protections provided by other state and federal laws for federal lands or resources on federal lands, and that the federal statutory requirement for special management attention for a proposed ACEC will discuss and justify any management requirements needed in addition to those specified by the other state and federal laws.
- The difference between special management attention required for an ACEC and normal multiple-use management has been identified and justified, and that any determination of irreparable damage has been analyzed and justified for short and long-term horizons.
- It is clearly demonstrated that the proposed designation is not a substitute for a wilderness suitability recommendation, is not a substitute for managing areas inventoried for wilderness characteristics after 1993 under the BLM interim management plan for valid wilderness study

areas (WSAs); and it is not an excuse or justification to apply de facto wilderness management standards.

- The conclusions of all studies are submitted to the State of Utah and Daggett County, as cooperating agencies, for review and the results, in support of or in opposition to, are included in all planning documents.
- Any impacts on private property rights are evaluated and mitigated.

21. Daggett County encourages property owners to consult legal counsel before considering a conservation easement on their property and carefully consider the impacts of the loss of certain property rights in perpetuity.

22. In accordance with Utah Code 63J-8-104(m), it is the policy of Daggett County that a BLM Visual Resource Management Class I or II rating is generally not compatible with Daggett County's plan and policy for managing federal lands, but special cases may exist where such a rating is appropriate if jointly considered and created by state, local, and federal authorities as part of an economic development plan for a region of the state, with due regard for valid existing rights, school trust lands and private lands within the area.

State Code

Utah state code provisions related to land use are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for land use:

- [Wilderness and Special Designations](#)
- [Recreation and Tourism](#)
- [Energy Resources](#)
- [Land Access and Transportation](#)
- [Wild & Scenic Rivers](#)
- [Law Enforcement](#)
- [Water Quality & Hydrology](#)
- [Threatened, Sensitive, & Endangered Species](#)

Accomplishing county objectives with regard to public land management agencies is also addressed in Section 8.4 of the Daggett County General Plan.

Law Enforcement

Law enforcement is defined as the designated organization and personnel who have federal, state, or local authority within a jurisdiction to enforce the law or respond to emergencies.

Introduction

An example of law enforcement coordination involving public lands is livestock theft. The Livestock Inspection Bureau at the Utah Department of Agriculture and Food deals with cases of livestock theft, in close coordination with county sheriff's offices. Cases of livestock theft are eventually prosecuted through the county attorney. Additionally, in situations of disease outbreak, the Livestock Inspection Bureau works with sheriff's offices to help enforce livestock quarantines (UDAF 2017).

In the context of resource-management planning, best management practices can address public safety, property protection, and inter-agency coordination policies and recommendations as these relate to public use areas.

Findings

Overview

Law enforcement in Daggett County includes many jurisdictions.

The Daggett County Sheriff's office is based in Manila and provides service to local citizens.

Best Management Practices (BMPs)

Potential BMPs may include:

1. Coordinate interagency law enforcement (civil, wildlife resources, and recreation public use regulations) between Daggett County, cities, UDWR, BLM, Forest Service, and the Utah Division of State Parks.
2. Maintain law and order [on public lands] to protect the health and safety of persons using the area.
3. Control litter, discourage vandalism, and perform search-and-rescue operations as appropriate.
4. Notify the county sheriff's office immediately when there is a life-threatening situation, criminal act, project structure failure, resource contamination, natural phenomenon (landslides and fire), cultural resource site(s) disturbance, and/or discovery of human remains.
5. Designate areas where the discharge of firearms, archery or air and gas weapons is not appropriate.
6. Provide emergency communication and coordinate with local law enforcement.
7. Ensure that appropriate fire-management regulations and procedures are in place and enforced in appropriate areas.
8. Assess ways to financially support search-and-rescue operations in Daggett County.

Economic Considerations

An appropriate level of service for law enforcement is essential for all levels of government to protect the health, safety, and welfare of Daggett County, which will in turn positively impact the local industry. The benefits are direct and indirect.

Annual operating costs for local law enforcement (Daggett County Sheriff's departments) are influenced by public lands law enforcement activities, including coordination activities with state and federal law enforcement agencies. Costs associated with search and rescue operations are increasing in many areas of the state, particularly with increased recreational use of remote lands. Utah counties have the option to invoice those who are rescued and can receive reimbursement through the state's Search and Rescue Financial Assistance Program.

The Utah Search and Rescue Assistance Card (USARA Card) offers expense-paid rescue to individuals (hunters, hikers, other backcountry enthusiasts) for an annual fee. Money raised by the program will support the State's Search and Rescue Financial Assistance Program. County-based search-and-rescue teams will receive reimbursement for equipment, training and rentals from the program. Such expenses are often borne by the counties.

Goals

Law enforcement is important to citizens in Daggett County for the safety, protection, and security it provides.

Objectives

Ensure that the Daggett County sheriff and associated deputies are the chief law enforcement officers on public lands.

Policies

1. Coordinate interagency law enforcement (civil, wildlife resources, and recreation public use regulations) between the County, UDWR, and the Utah Division of State Parks.
2. Maintain law and order on public lands to protect the health and safety of persons using the area.
3. Designate areas where the discharge of firearms, archery, or air and gas weapons is not appropriate.
4. Provide emergency communication and coordinate with local law enforcement.
5. Ensure that appropriate fire-management regulations and procedures are in place and enforced in appropriate areas.

State Code

Utah state code provisions related to law enforcement are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for law enforcement on public lands:

- [Recreation and Tourism](#)
- [Land Use](#)

Livestock and Grazing

Livestock refers to domesticated animals raised in an agricultural setting to create food, fiber, labor, and other products. Grazing is the agrarian practice of feeding and nourishing livestock with wild or domestically cultivated forage.

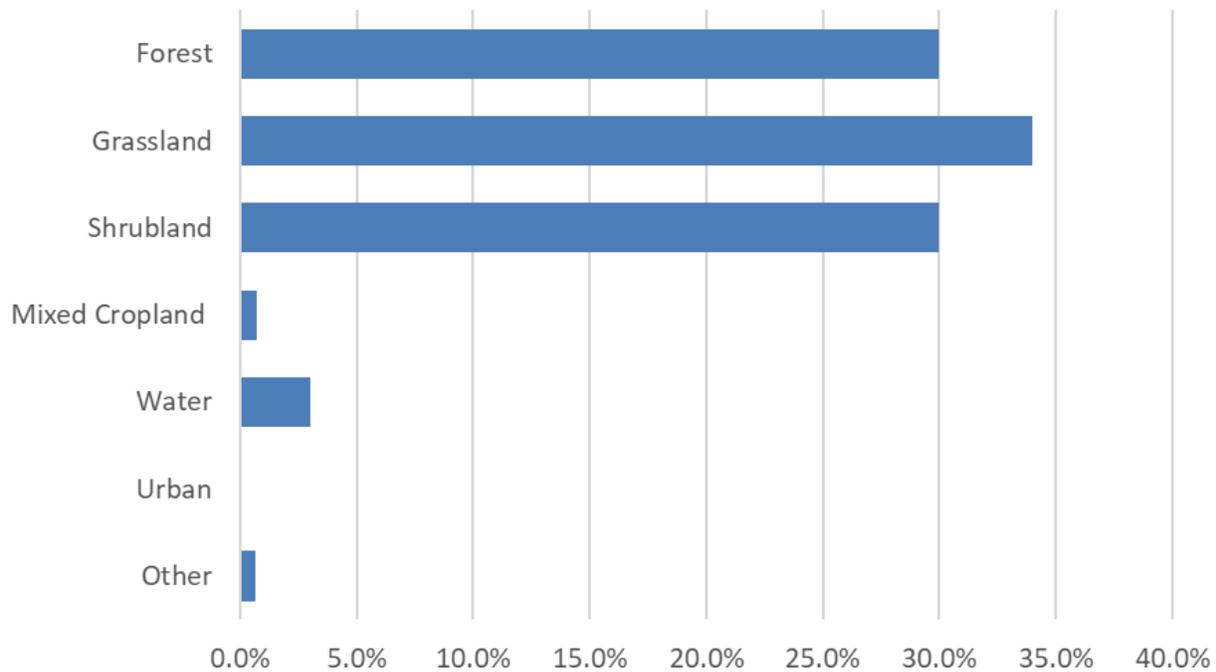
Introduction

Livestock and grazing in Utah is important for the natural, cultural, social, and economic benefits it provides. Since the mid-19th century, the occupants of this area have been raising a variety of livestock including cattle, sheep, and horses, which continue to be a mainstay of Utah’s agricultural economy. Many “Century Farms” have been designated throughout Utah. The state considers agriculture to be an important part of its history, customs, and culture.

Findings

Daggett County’s land cover is well-suited for grazing livestock. Since the 1880s, when European settlers first arrived, people have been raising cattle, sheep, and horses for food, fiber, labor, and recreation. Two Century Farms have been designated in Daggett County for their historical significance. Daggett County considers agriculture to be part of its history, customs, and culture. This tradition is still practiced and celebrated locally.

Daggett County Land Cover, 2006 NASA Land Cover (EPS 2022)



A Livestock Grazing in Utah: History and Status (2008) report states, “Livestock have been commercially grazed on lands in Utah for more than 150 years. The earliest record of grazing was by a herd of cattle owned by Miles Goodyear in the early 1840s. Native Americans probably grazed sheep and horses before that time. Grazing of lands by cattle and sheep in Utah increased rapidly after 1847, following the arrival of the pioneers in the Salt Lake Valley.”

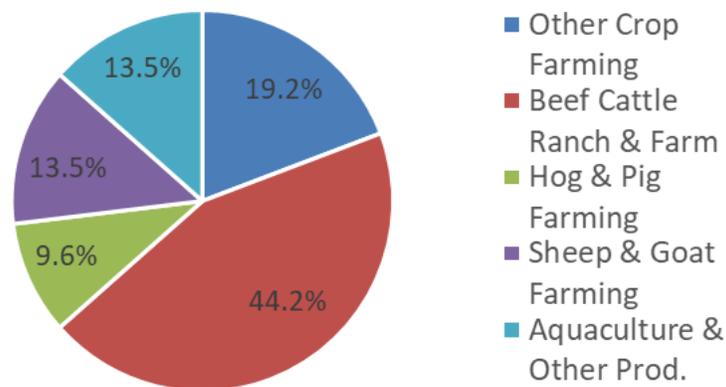
“Henry’s Fork was the first area of Daggett County utilized for ranching. The Henry’s Fork River skirts the northern edge of the Utah and Wyoming border before emptying into the Green River at Flaming Gorge. The river is fed by many small tributaries that have their headwaters in the high Uinta Mountains, currently on national forest land. Throughout the nineteenth century, small ranching operations ran their cattle throughout the Henry’s Fork drainage and into the northern benches of the Uintas” (Shamo et al. 2012).

While Daggett County attracted a variety of residents, ranching was the activity that tied all of them together. Henry’s Fork and Brown’s Park, portions of which are now part of the Ashley National Forest, were well-suited for small family-owned operations and large commercial operations, cattlemen and sheepmen, legitimate businessmen, and outlaws. Though conflicts inevitably arose, each group was able to carve a small niche on the open range. From their small towns and homesteads, these ranchers of all types utilized the area in and around the Ashley National Forest (Shamo et al. 2012).

Livestock and grazing in Daggett County is still important for the natural, cultural, social, and economic benefits it provides. Livestock and grazing successfully balances those benefits and continue to be a valuable source of jobs and income locally. In Daggett County, agriculture provides jobs, local tax base, a variety of environmental benefits, scenic beauty, food and fiber for human consumption, and wildland fuels management. The practice of raising livestock and grazing animals is considered part of agriculture; please refer to the agriculture section in this plan for more information.

Animal agriculture in Utah represents the single largest sector of farm income in Utah. At a value of more than \$1 billion, 25 of the state’s 29 counties report livestock as the dominant agricultural sector (Utah Department of Agriculture and Food n.d.).

Daggett County Farms by Type,
2017 Census of Agriculture



“The majority of the livestock operators in the county are dependent upon rangelands for their forage base, and large portions of livestock are grazed on public lands. Numerous wildlife species also use these same public and private lands. This area’s agriculture production is based mainly on the rearing of livestock and pasture, hay land, and rangeland to support the livestock industry. Therefore, the use of

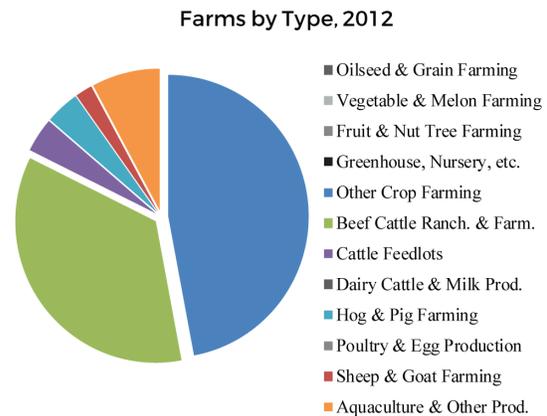
pastures and rangelands are an important tool used in this area. Pasture and rangeland health is key to long-term watershed health and profitability. Drought years limit available water for irrigation and stock. Inadequate water developments create management challenges that limit livestock distribution. Since becoming a salinity area, funding for improved irrigation systems and pipelines has become available and yields and management have increased” (Daggett Conservation District 2012).

The Livestock Grazing in Utah: History and Status (2008) report also states, “Rangelands in Utah are primarily administered by the Bureau of Land Management (BLM) and Forest Service (FS). Data from the BLM indicate that use by domestic livestock has declined more than two-thirds over time. Most of this decline has been associated with the reduction of the sheep industry. Similar data for the FS indicate that declines in the use of FS lands have not been as dramatic as on BLM lands, but usage of FS lands today is about half what it was 60 years ago.”

The Livestock Grazing in Utah: History and Status (2008) report concludes:

“Every Utah livestock producer identified by the Utah office of the National Agricultural Statistics Service (NASS), as well as out-of-state operators with permits to graze public lands in Utah, were sent a survey that was designed to obtain information not available elsewhere. Analyses of these data indicate the following:

1. “The number of animals owned by permittees is much larger than those owned by non-permittees.
2. “Most livestock operations have been owned by the same family for many years (commonly more than 50 years), and a large portion plan to have a family member operate the ranch in the future. This was especially true of permittee ranches.
3. “A large portion of livestock producer sales are made to local firms, but an even larger percentage of their purchases are from local firms. As a result, firms in communities where livestock production is a large portion of the area’s economic activity are intimately concerned with the health of the livestock industry.
4. “Pasture is the primary source of feed for non-permittee livestock operators when they are not being fed hay (winter), while forage from public lands is the most important source of feed for permittee operators. Pasturelands are an important source of feed for all operators, but use of federal lands allows permittees to reduce their dependence on hay as a source of feed.
5. “The market for grazing permits is poorly understood and not well defined. As a result, little is known about the economic demand for grazing permits.
6. “Actual use of permits was generally less than permitted use in 2006, but this is not unusual. Many permittees have and continue to take voluntary non-use of federal lands as a result of reduced forage availability (primarily associated with drought).



7. “Lands administered by the BLM provide the largest percentage of grazed forage by those having permits to graze federal or state administered lands. However, the percentage varies in the regions outlined in the study.
8. “The most critical period of use of public lands for most permittees was during the summer.”

The amount of federally permitted AUMs in Utah declined fourfold between 1940 and 2005. On BLM land, 2,749,000 AUMs were available in 1940 but were reduced to fewer than 675,000 AUMs in 2009. On Forest Service land, the AUMs available decreased from 2.7 million in 1940 to 614,000 in 2008 (UDAF 2016). In response to these declines, 2016 House Bill 145, the Rangeland Improvement Act was passed, and the Utah Grazing Improvement Program was established. The goals of the act are to strengthen Utah’s livestock industry, improve rural economies, and enhance the environment.

In large part, Daggett County private property owners and farm operators control this resource when occurring on private property. Where grazing takes place on federal lands, federal land managers are responsible for the many regulations and restrictions.

Economic Considerations

“Ranching is the most common economic activity in Daggett County. Since settlement, the local economy has been dependent on livestock production. Cattle are the main livestock raised, with some horses that are used on ranches. Sheep numbers have declined dramatically to farm flocks” (Daggett Conservation District 2012).

Statistics from the USDA report that Daggett County saw a 2-percent increase in the number of farms and a 3-percent increase in the market value of products sold between 2012 and 2017. Daggett County farms received a marked increase in government payments in 2017 (\$220,000) compared to 2012 (\$44,000). The average per farm increased from \$11,076 in 2012 to \$54,963 in 2017 (USDA 2017).

In 2017, the value of agricultural products in Daggett County totaled over \$6.4 million, with 64 percent attributed to livestock sales, and 36 percent to crop sales (USDA 2017).

According to the *Utah Agriculture Sustainability Task Force* (UDAF 2012), “The state of Utah ranked 37th in the nation in agricultural receipts, with over \$1.5 billion in cash receipts from farms and ranches:

- cattle (\$319 million)
- dairy products (\$301 million)
- hay (\$261 million)
- hogs (\$168 million)
- poultry/eggs (\$140 million)
- sheep (\$18 million)

“Agricultural sales account for about \$1.5 billion annually. Food growers, processors, and other agriculture related businesses employ more than 66,000 people and contribute approximately 14 percent to the State’s economy. Grocers are not included in these figures” (UDAF 2012).

Rural Utah Economic Survival—Federal Land Grazing (1991) explained that in 1991 the primary and secondary values of grazing per AUM and total for federal lands were estimated to be \$59,946,877. “An annual value of about \$60 million in economic activity should be important to more Utahns than the livestock industry. There is a real opportunity cost of shifting federal lands out of grazing to other uses” (Nielsen 1991). However, this only considered the products of the livestock industry up to weaning time.

The Livestock Grazing in Utah: History and Status (Godfrey 2008) report explained, “...livestock production is essentially synonymous with agricultural production in Utah: Utah agriculture is dominated by livestock production.” As in the State of Utah, livestock and grazing has been central to agricultural production in Daggett County and continues to be so.

According to the USDA National Agricultural Statistics Service, the top livestock inventory items in Daggett County are cattle and calves, followed by sheep and lambs. The market value of livestock sales in the County was just over \$4.1 million in 2017, accounting for 64 percent of all agricultural products sold (USDA 2017).

Goals

Livestock and grazing are critical components of Daggett County’s past and future economy and culture. It is the County’s goal to support and cultivate these activities on private and public lands.

Objectives

1. Maintain cattle and sheep grazing within Daggett County on BLM, Forest Service, state lands, and SITLA lands at historic levels and historic seasons of use.
2. Avoid the reduction of grazing to support wildlife, especially nonnative species, within Daggett County.
3. Cooperate with the Forest Service to address the transmission of disease from domestic sheep to wild sheep within Daggett County (reference <https://wildlife.utah.gov/pdf/bg/bighorn-plan.pdf>).

Policies

1. Management of public lands must maintain and enhance agriculture to retain its contribution to the local economy, customs, culture, and heritage as well as a secure national food supply.
2. The proper management and allocation of forage on public lands is critical to the viability of Daggett County’s agriculture, recreation and tourism industry.
3. Healthy forests, rangelands, and watersheds are necessary and beneficial for wildlife, livestock, and other multiple-uses.
4. Management programs and initiatives that increase forage for the mutual benefit of the watersheds, livestock operations, and wildlife species should utilize all proven techniques and tools.
5. Most of the public lands in Daggett County were classified as chiefly valuable for livestock grazing and were withdrawn from operation under most of the public land laws. The available forage was then allocated between wildlife and grazing preference holders, such that the established grazing preference represented the best professional judgment of the BLM at that time. The government cannot properly change these decisions without amending the original withdrawal and revising the land-use plan based upon sound and valid monitoring data.

6. Manage lands to maintain or increase forage allocation for livestock grazing. Forage allocated to livestock may not be reduced for allocation to other uses. Current livestock allocation will be maintained. Require annual monitoring to ensure lands are meeting or making progress toward meeting rangeland health standards.
7. Public land agencies should not decrease livestock grazing permits and grazing allocations below present levels, considering the impacts of fire and drought.
8. Support good monitoring and allotment management plans. Encourage third-party data collection for allotment management plans. The Utah Department of Agriculture and Food should be involved in areas of dispute regarding range conditions.
9. Daggett County opposes the reduction, relinquishment, or retirement of grazing AUMs in favor of conservation, wildlife, and other uses.
10. Daggett County expects the UDWR to participate in monitoring forage for wildlife populations.
11. Wildlife populations should not be increased nor should new species be introduced until forage allocations have been provided and until an impact analysis has been completed for the effects on other wildlife species and livestock.
12. Reduction in forage allocation resulting from forage studies, drought, or other natural disasters will be shared proportionately by wildlife, livestock, and other uses.
13. Increases in forage allocation resulting from improved range conditions should be shared proportionally by wildlife, livestock, and other uses.
14. Wildlife target levels and/or populations must not exceed the forage assigned in the resource management plan forage allocations. Revise allocations as appropriate using recent forage data.
15. Land management plans, programs, and initiatives should provide the amount of domestic livestock forage, expressed in AUMs, for permitted, active use as well as the wildlife forage included in that amount, be no less than the maximum number of AUMs sustainable by range conditions in grazing allotments and districts, based on an on-the-ground and scientific analysis.
16. Daggett County favors the best management practices that are jointly sponsored by cattlemen's, sportsmen's, and wildlife management groups; these include chaining, logging, seeding, burning, and other direct land management actions that increase forage, and improve watersheds in grazing districts and allotments for the mutual benefit of domestic livestock and wildlife.
 - When the practices described above increase a grazing allotment's forage beyond the total permitted forage use that was allocated to that allotment in the last federal land-use plan or allotment management plan still in existence as of January 1, 2005, a reasonable and fair portion of the increase in forage beyond the previously allocated total permitted use should be allocated to wildlife as recommended by a joint, evenly balanced committee of livestock and wildlife representatives that is appointed and constituted by the governor for that purpose.
17. Daggett County favors quickly and effectively adjusting wildlife population goals and population census numbers in response to variations in the amount of available forage caused by drought or other climatic adjustments, and state agencies responsible for managing wildlife population goals and
and

population census numbers will give due regard to both the needs of the livestock industry and the need to prevent the decline of species to a point where listing under the terms of the ESA when making such adjustments.

18. Daggett County recognizes grazing permits on public lands as an asset, which may be transferred by the permit owner. Such transactions must be processed by the land management agency promptly after proper notification. Any reduction in the size of the permit or forage allocation as a result of the transaction shall not be made without a specific scientific justification.
19. When Daggett County grazing permits are withdrawn from a livestock operator because of grazing violations, the permit should not be reallocated to other uses and should be made available for continued livestock use as soon as possible.
20. Motorized access to public rangeland within Daggett County is vital to the permit holders and the land-management agency for planning, management, and development. Motorized access should be maintained as open and improved as management needs require. Valid existing rights should be maintained.
21. Grazing permit holders should be compensated for the remaining value of improvements made by the permit holder on reduced allotments, unless the permit was canceled for non-compliance with grazing regulations.
22. Government agencies should financially support the needed structural and vegetation improvements to ensure there is sufficient forage, especially when there is pressure from other land uses.
23. The continued viability of livestock operations and the livestock industry should be supported on the federal lands within Daggett County by management of the lands and forage resources, by the proper optimization of AUMs for livestock, in accordance with supportable science and the multiple-use provisions of FLPMA (43 U.S.C 1701 et seq.) and the provisions of the Taylor Grazing Act of 1934 (43 U.S.C. 1901 et seq.).
24. Land management plans, programs, and initiatives should provide that the amount of domestic livestock forage, expressed in AUMs, for permitted, active-use, as well as wildlife forage, be no less than the maximum number of AUMs sustainable by range conditions in grazing allotments, which are based on an on-the-ground and scientific analysis.
25. Any action that will impact livestock grazing on federal lands must be done after full consultation and coordination with the permittee and relevant local governments including Daggett County and appropriate conservation districts.
26. Daggett County opposes the relinquishment or retirement of grazing AUMs in favor of conservation easements, wildlife, horses, and other uses.
27. Daggett County opposes the transfer of grazing AUMs to wildlife or horses.
28. Any reductions in domestic livestock AUMs must be temporary and scientifically based upon rangeland conditions.
29. Policies, plans, programs, initiatives, resource management plans, and forest plans may not allow the placement of grazing AUMs in a suspended-use category unless there is a rational and scientific

determination that the condition of the rangeland allotment or district in question will not sustain the animal unit months proposed to be placed in suspended use.

30. Any grazing AUMs that are placed in a suspended use category should be returned to active use when range conditions improve (as supported by monitoring data).
31. Policies, plans, programs, and initiatives related to vegetation management should recognize and uphold the preference for domestic grazing over alternate forage uses in established grazing districts while upholding management practices that optimize and expand forage for grazing and wildlife in conjunction with state wildlife management plans and programs in order to provide maximum available forage for all uses
32. In established grazing districts, AUMs that have been reduced due to rangeland health concerns should be restored to livestock when rangeland conditions improve, and should not be converted to wildlife use.
33. Management of forage resources directly affects water quality and water yields.
34. Increases in available forage resulting from conservation practice, improved range condition, or development of improvements by the livestock operators or other allocated forage user will be credited to that use.
35. Increases in available forage resulting from practices or improvements implemented by managing agencies will be allocated proportionally to all forage allocations, unless the funding source specifies the benefactor.
36. Upon termination of a permit, livestock permittees will be compensated for the remaining value of improvements or be allowed to remove such improvements that permittees made on their allotment.
37. Forage reductions resulting from forage studies, fire, drought, or other natural disasters will be implemented on an allotment basis and applied proportionately based on the respective allocation to livestock, wildlife and wild horses. Reductions resulting from forage studies will be applied to the use responsible for the forage impact.
38. Permittees may sell or exchange permits. Such transactions shall be promptly processed.
39. Changes in season of use or forage allocation must not be made without full and meaningful consultation with the permittees affected and local governments including Daggett County and appropriate conservation districts. The permitted seasons of use set forth in a management plan may be adjusted and still be in conformance with the plan if:
 - Adjustments meet, maintain, or make progress towards meeting the range management standards officially adopted by the managing agency
 - The managing agency and the permittee sign an agreement documenting monitoring plan
 - Through coordination, consultation and cooperation, the managing agency develops grazing management practices determined necessary, including those that provide for physiological requirements of desired plants.

40. Daggett County livestock allocations must be protected from encroachment by wild horses and wildlife.
41. Permanent increases or decreases in grazing allocations reflecting changes in available forage will be based on the vegetative type of available forage and applied proportionally to livestock or wildlife based on their respective dietary need.
42. The use of categorical exclusions for issuance or renewal of livestock grazing permits on federal lands should be allowed if the new grazing permit/lease is consistent with the use specified on the previous permit/lease, such that the same kind of livestock is grazed, this does not exceed the active use previously authorized, and grazing does not occur more than 14 days earlier or later than as specified on the previous permit/lease; and the grazing allotment(s) is meeting land health standards, or not meeting standards due to factors that do not include existing livestock grazing.
43. Daggett County supports and encourages joint cooperative monitoring programs based on the monitoring Memorandums of Understanding developed between the National Public Lands Council, Forest Service and BLM.

State Code

Utah state code provisions related to livestock and grazing resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for livestock and grazing:

- [Land Use](#)
- [Agriculture](#)
- [Water Quality & Hydrology](#)
- [Wilderness and Special Designations](#)
- [Water Rights](#)
- [Forest Management and Timber](#)
- [Predator Management](#)
- [Noxious Weeds](#)
- [Wildlife](#)
- [Threatened, Sensitive, & Endangered Species](#)

Also see position statements on forage allocation and livestock grazing in Section 8.5 (pg. 102) of the Daggett County General Plan.

Mineral Resources

Mineral resources are defined as natural resources in the form of minerals (solid inorganic substances).

Introduction

Mineral resources are deposits or occurrences of inorganic materials with intrinsic economic value (such as ore, aggregate, oil, and gas) that may be extracted from the Earth's crust. Mineral resources are regulated and managed based on type, and are grouped into three categories: locatable, leasable, and saleable. The primary minerals that are being withdrawn include phosphate and oil.

Findings

"The Diamond Breaks Wilderness Study Area consists of 36,240 acres in north-western-most Colorado and northeastern-most Utah. The study area has inferred subeconomic resources of sand, gravel, and common variety rock. The potential for undiscovered resources of gold, uranium, copper, lead, zinc, or other metals, tuff (pumicite), and oil and gas is rated as low. There is no resource potential for coal, manganese, phosphate, clay and shale, limestone, and gypsum" (Connor et. al 1988).

"Gilsonite, a lightweight, glossy black, bituminous asphaltite, is the primary hydrocarbon mined in Utah. It has been mined commercially only in northeastern Utah, where it occurs south of Vernal and Roosevelt in parallel vertical veins that cut across the Uintah Basin. It is believed to be a solid residue of petroleum, and was initially named uintaite in 1885 by W.P. Blako. The mineral was later named in honor of Samuel

H. Gilson, a Salt Laker who brought it into prominence for commercial uses such as in paints and varnishes, and in other building products" (Powell 1994).

Locatable Minerals

This category includes high-value minerals such as gold, silver, and copper that are subject to the Mining Law of 1872 as amended by 30 USC 2. Under the Mining Law, mining claims can be filed for these minerals. The category also includes certain industrial minerals such as gypsum, chemical-grade limestone, and chemical-grade silica sand. Uncommon varieties of mineral materials such as pozzolan, pumice, decorative rock, and cinders may also be regulated as locatable minerals if demonstrated to have unique market value.

Leasable Minerals

This category includes gas, oil, oil shale, coal, oil sands, phosphate, and geothermal resources, and are subject to the Mineral Leasing Act of 1920, as amended and supplemented (30 USC 181, et. seq.), the Mineral Leasing Act for Acquired Lands as amended (30 USC 351-359), and the Geothermal Steam Act of 1970 (30 USC 1001-1025).

Saleable Minerals

This category includes more-common mineral resources including sand, stone, gravel, pumice, clay, and petrified wood. Regulation of these minerals on public lands is authorized by 30 USC 601. State and private lands are regulated by state, county, and local jurisdiction and land-use codes.

The same report gives similar findings for phosphate. "There is high and moderate phosphate occurrence potential within the Planning Area. There are established, current economic operations for phosphate in the Planning Area. Phosphate mining on private land is anticipated to continue over the next 15 years. There is some potential for exploration on Federal lands over the next 15 years" (BLM 2002).

Critical Minerals and Rare Earth Elements (REEs)

Products from the mining industry are integral to every Utahns' lifestyle and standard of living and mining supports the foundation of the nation's economy. From the sand and gravel used to build roads and lay foundations for homes and buildings, to coal and uranium used to generate more than half of the nation's electricity, to the copper wire that connects billions of computers to a global social and commercial network, this country's economy and way of life depend on the vital resources provided by mining. Because of its importance to society, mineral resource development in Utah is supported by state policy.

The Critical Mineral List (List) was first released by the U.S. Geologic Survey (USGS) in May 2018 and contained 35 critical minerals and rare earth elements (REEs). The basis for the creation of the List was that, "The United States is heavily reliant on imports of certain mineral commodities that are vital to the Nation's security and economic prosperity. This dependency of the United States on foreign sources creates a strategic vulnerability for both its economy and military to adverse foreign government action, natural disaster, and other events that can disrupt supply of these key minerals." Utah had known sources of 28 of the 35 critical minerals and REEs, produced eight critical minerals (helium, lithium, beryllium, magnesium metal, potash, rhenium, platinum, and palladium), and hosted established resources of six more critical minerals (fluorspar, vanadium, uranium, aluminum, and indium).

On February 24, 2022, the USGS published the 2022 Critical Mineral List which removed helium, uranium, potash, rhenium, and strontium, four of which can be mined in Utah and which contribute significantly to the mining industry and the economics of local communities. Nickel and zinc were added to the 2022 List and Utah has historically been the ninth largest zinc producer domestically.

The Critical Minerals of Utah report (<https://ugspub.nr.utah.gov/publications/circular/c-129.pdf>) and Mineral Resource Map (https://geology.utah.gov/apps/blm_mineral/) contains a description of each critical mineral produced in Utah as well as known and hypothetical sources. None of these mineral sources are located in Daggett County.

Rare Earth Elements (REE)

Utah's geology is not conducive to the formation of significant REE deposits, as confirmed by historical exploration. Minor modern exploration has re-evaluated previously deprioritized targets; however, it is unlikely that Utah has the potential to become a primary REE producer. Byproduct REE production from existing mine tailings, such as the beryllium tailings at Spor Mountain in Juab County or coal ash stockpiled at coal-fired power plants, may be possible and is the subject of current research. Duchesne County is not an expected location for rare earth elements.

Economic Considerations

"Bituminous coal crops out in the Frontier Formation in the Flaming Gorge quadrangle [...] Coal deposits of the area seem to lack any potential for production in the foreseeable future. Despite apparently good quality, individual beds are too thin to be mined profitably even under favorable economic and marketing conditions. Surface outcrops of coal near the mouth of Spring Creek [are] inundated by highwater storage when Flaming Gorge Reservoir is filled" (Hansen 1965).

Goals

It is the goal of Daggett County to support and cultivate resource development, including mining and mineral resources, in a responsible manner.

Objectives

Continue to allow access, and increase access to public lands for mining and mineral resource development in a manner that (1) satisfies local and national needs and provides for economical and environmentally sound exploration, extraction, and reclamation practices; and (2) is consistent with, and complementary to, the Uintah Basin's lifestyle, character, and economy.

1. Protect and expand access to significant mineral resources, including critical minerals and rare earth elements, for current and future generations of Americans.
2. Encourage the mining, transportation, and processing of mineral resources in Utah, including critical minerals and rare earth elements.
3. Support the investigation and processing of mine tailings and new mineral resources to extract critical minerals and rare earth elements while avoiding undue environmental harm.
4. Help ensure that the Utah Geological Survey has adequate funding to investigate and make needed data publicly available. This process may include the need to hire additional employees to do research, collect and synthesize data, and generate reports.

Policies

1. Mining and mineral resource exploration and development are consistent with the multiple-use philosophy for management of public lands. These activities constitute a temporary use of the land that will not impair its use for other purposes in the future. All mineral resource exploration activities shall comply with appropriate laws and regulations.
2. All available, recoverable solid mineral resources in Daggett County should be seriously considered for contribution or potential contribution to the state's economy and the economies of the respective counties.
3. Areas within Daggett County shown to have reasonable mineral potential should be open to leasing and other access with reasonable stipulations and conditions, including mitigation, reclamation, and bonding measures where necessary, which will protect the lands against unnecessary and undue damage to other significant resource values.
4. Any prior existing Daggett County lease restrictions that are no longer necessary or effective should be modified, waived, or removed.
5. Restrictions against surface occupancy within Daggett County should be eliminated, modified, or waived, where reasonable.
6. Any moratorium that may exist against the issuance of qualified mining patents within Daggett County, and any barriers that may exist against developing unpatented mining claims and filing for new claims, should be carefully evaluated for removal.
7. Daggett County opposes future withdrawals of land from mineral exploration and development, and views them as appropriate only in the rarest of circumstances.

8. Consistent with Utah Code 63J-8-104, the Uintah Basin counties' support for mineral development provisions within federal land management plans will be withheld until the appropriate land management plan environmental impact statement clearly demonstrates the following:
 - The development provisions do not unduly restrict access to public lands for mineral exploration and development.
 - The authorized planning agency has supported any closure of additional areas to mineral leasing and development or any increase of acres subject to NSO restrictions by adhering to:
 - the relevant provisions of FLPMA, 43 United States Code (USC) 1701 et seq.;
 - other controlling mineral development laws;
 - the controlling withdrawal and reporting procedures set forth in FLPMA, 43 USC 1701 et seq.; and
 - the relevant laws and regulations governing land management decisions of the Forest Service, USFWS, BIA, and other federal agencies managing land in the Uintah Basin.
 - The authorized planning agency evaluated whether to repeal any moratorium that may exist on the issuance of additional mining patents.
 - The authorized planning agency analyzed all proposed mineral lease stipulations and considered adopting the least-restrictive necessary to protect against damage to other significant resource values.
 - The authorized planning agency evaluated mineral lease restrictions to determine whether to waive, modify, or make exceptions to the restrictions on the basis that they are no longer necessary or effective.
 - That the authorized federal agency analyzed all areas proposed for NSO restrictions, and that the analysis evaluated:
 - whether analysis of management prescriptions demonstrates that the proposed NSO prescription, in effect, sterilizes the mineral resources beneath the area; and
 - whether, if the minerals are effectively sterilized, the area must be reported as withdrawn under the provisions of FLPMA.
9. Identification of mineral potential and location is important for planning future energy needs and resource management in Daggett County. All management plans must address and analyze the possibility for the development of mineral resources where there is a reasonable expectation of their occurrence within the planning area.
10. Development of mineral resources should be encouraged in Daggett County. The bypassing of valuable mineral resources within developed areas should be avoided. The requirements to mitigate or reclaim mineral resource development projects should be based on credible evidence of significant impacts to natural or cultural resources.

11. The development of mining and mineral resources in Daggett County should be conducted in a manner that minimizes adverse impacts to water quality in accordance with local, state, and federal standards.
12. The development of mining and mineral resources in Daggett County should be conducted in a manner that uses water in accordance with terms set forth by the Utah Division of Water Rights and the State Engineer, county zoning ordinances, and is in compliance with other applicable laws and regulations, such as Utah Administrative Code R317-1-3.3, which requires that discharges having reasonable potential to discharge phosphorus implement new water quality monitoring requirements and the dischargers must meet specified effluent limits by January 1, 2020.
13. Provide, as appropriate, incentives to encourage economic development and stimulate natural resource-based business recruitment, retention, and expansion activities.
 - An environment that is conducive to owner-operator natural resource-based businesses should be encouraged, created, and maintained.
 - A broad spectrum of educational and vocational programs relating to natural resource use and development should be encouraged and supported.
 - Daggett County land-use plans and regulations that complement the Uintah Basin's natural resource exploration and development interests and objectives should be maintained and should accommodate resource planning efforts.
 - Additional transportation options (including air, rail, pipeline, and interstate roadway corridors) to expand natural resource development opportunities and markets in Daggett County should be explored.
14. The county encourages the exploration and production of critical minerals and rare earth elements.
15. The county will oppose land use plans or designations that impede access to mine, produce, process, or transport mineral resources.
16. The county will oppose any land use restrictions or designations that could impede access to mine, produce, process and transport mineral resources prior to the federal government funding and completion of a comprehensive mineral resource assessment for the area subject to such restriction or designation.
17. The county supports federal initiatives to reduce the nation's reliance on imported mineral resources.
18. The county supports streamlining and expediting the NEPA compliance, policies, and permitting processes so that mineral resources can be accessed, produced, processed, and transported in a timely manner.
19. The county supports legislation and policies that facilitate responsible exploration and development of the mineral resources in Utah.

State Code

Utah state code provisions related to mineral resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for mineral resources:

- [Water Rights](#)
- [Land Use](#)
- [Air Quality](#)
- [Water Quality & Hydrology](#)
- [Energy Resources](#)
- [Mining](#)
- [Cultural and Historical Resources](#)
- [Land Access and Transportation](#)

Also see position statements on energy and mineral resources in Section 8.5 (pg. 98) of the Daggett County General Plan.

Mining

Mining is defined as the process or industry of extracting minerals or other geological materials from a mine or other extractive process.

Introduction

Mineral resources are deposits or occurrences of inorganic materials with intrinsic economic value. Mining of these minerals on public lands is authorized by 30 USC 601. State and private lands are regulated by state, county, and local jurisdiction and land-use codes.

Utah contains a remarkable variety of energy and mineral resources. The development of these resources for over 165 years has been important to Utah and the United States. Mining plays a vital role in Utah's economy and is the oldest nonagricultural industry in the state, employing thousands directly in mining, processing, and transportation, and indirectly in supporting occupations. The recorded history of mining in Utah began in 1847. Soon after their arrival, European settlers began developing mineral resources. Their early efforts included recovering salt from Great Salt Lake, coal mining (near the communities of Coalville, Wales, and Cedar City), quarrying building stone, and production of clay and lime products (Boden et al. 2014).

Findings

"Other hydrocarbons found in eastern Utah which were sometimes mined on a small scale included kerogen (in the oil shales of the Green River formation), bituminous sandstone, Wurlitzer ('elaterite' or mineral rubber), bituminous limestones, ozokerite (mineral wax), nigrite, and tabbytite" (Powell 1994).

The Utah Legislature has assigned the Utah Division of Oil, Gas, and Mining (DOGGM) responsibility for regulating mineral exploration, development, extraction, and reclamation on "all lands in the state of Utah lawfully subject to its police power. No political subdivision of this state shall enact laws, regulations, or ordinances which are inconsistent with this act." This includes federal, state, and private lands (P. Baker, DOGM, personal communication). These regulations are spelled out by the Mined Land Reclamation Act (1975). The BLM and Forest Service each have their own regulations, which may vary slightly from those of the state. On public land, mineral surveying and extraction is subject to "dual regulation," meaning both DOGM regulations and the regulations set by the BLM or Forest Service must be followed. Utah Code 40- 8-2 states that a mining industry is essential to the economic and physical well-being of the state.

The State of Utah, the Forest Service, and the BLM require land reclamation bonds for mining operations. The purpose of these bonds is to create a financial surety that the state or land management agency can use to reclaim the land if the operator is unable or unwilling to do so. Disturbances caused by the mining operation must be rehabilitated to either the original state, or a degree agreed upon by the company and the agency. Mining operations on public land require a bond, which may be held by either the federal agency or the state (P. Baker, DOGM, personal communication).

In 2008, the BLM Vernal Field Office released management decisions regarding mining on public lands, including for acreages in Daggett County. "76,208 acres of BLM-administered lands (approximately 30,273 acres in Daggett County and 42,235 acres in Uintah County) will be open to phosphate prospecting, leasing, and development with standard and special stipulations within the phosphate occurrence areas. [For saleable minerals,] 389,788 acres of BLM-administered lands (14,915 acres in Daggett County, 38,612

acres in Duchesne County, and 336,762 acres in Uintah County) will be available for mineral material disposal with standard and special stipulations” (BLM 2008).

The hard rock mineral, coal, and industrial mineral assets of SITLA are managed by the SITLA’s mining group. Revenue is generated primarily through rents and production royalties. Crushed stone aggregate and tar sands are the main mineral assets SITLA manages in Daggett County. Information about oil and gas development can be found in the Energy, and Mineral Resources sections.

Economic Considerations

In 2015, mining contributed just over \$3 billion directly to the gross domestic product (GDP) of Utah, making up about 2.3 percent of the state’s total GDP (National Mining Association 2016).

In 2014, Utah produced 1.8 percent of the coal in the United States; 30 percent of that production was shipped out of the state (U.S. Energy Information Administration 2016). Employment in mining especially has changed in recent years; as of March 2016, 9,500 miners are employed in Utah, a decrease of 12.8 percent from March 2015 (Department of Workforce Services 2016).

According to the Daggett County General Plan (2008), natural resources and mining made up 6 percent of total employment in Daggett County.

Goals

It is the goal of Daggett County to support and cultivate resource development, including mining and mineral resources, in a responsible manner.

Objectives

Continue to allow access and increase access to public lands in Daggett County for mining and mineral resource development in a manner that:

1. satisfies local and national needs and provides for economical and environmentally sound exploration, extraction, and reclamation practices; and
2. is consistent with, and complementary to, Daggett County’s lifestyle, character, and economy.

Policies

1. Mining and mineral resource exploration and development are consistent with the multiple-use philosophy for management of public lands. These activities constitute a temporary use of the land that will not impair its use for other purposes in the future. All mineral resource exploration activities in Daggett County shall comply with appropriate laws and regulations.
2. All available, recoverable solid mineral resources in Daggett County should be seriously considered for contribution or potential contribution to the state’s economy and the economies of the respective counties.
3. Those portions of Daggett County shown to have moderate mineral potential should be open to leasing and other access with reasonable stipulations and conditions, including mitigation, reclamation, and bonding measures where necessary, that will protect the lands against unnecessary and undue damage to other significant resource values.

4. Any prior existing lease restrictions in Daggett County that are no longer necessary or effective should be modified, waived, or removed.
5. Restrictions against surface occupancy in Daggett County should be eliminated, modified, or waived, where reasonable.
6. Any moratorium that may exist against the issuance of qualified mining patents in Daggett County, and any barriers that may exist against developing unpatented mining claims and filing for new claims, should be carefully evaluated for removal.
7. Future withdrawals of Daggett County land from mineral exploration and development should be avoided.
8. Consistent with Utah Code 63J-8-104, the Daggett County support for mineral development provisions within federal land management plans will be withheld until the appropriate land management plan environmental impact statement clearly demonstrates the following:
 - The authorized planning agency has:
 - considered and evaluated the mineral potential in all areas of the planning area as if the areas were open to mineral development under standard lease agreements; and
 - evaluated any management plan prescription for its impact on the area's baseline mineral potential.
 - The development provisions do not unduly restrict access to public lands for mineral exploration and development.
 - The authorized planning agency has supported any closure of additional areas to mineral leasing and development or any increase of acres subject to NSO restrictions by adhering to:
 - the relevant provisions of FLPMA, 43 United States Code (USC) 1701 et seq.;
 - other controlling mineral development laws;
 - the controlling withdrawal and reporting procedures set forth in FLPMA, 43 USC 1701 et seq.; and
 - the relevant laws and regulations governing land management decisions of the Forest Service, USFWS, BIA, and other federal agencies managing land in Daggett County.
 - The authorized planning agency evaluated whether to repeal any moratorium that may exist on the issuance of additional mining patents.
 - The authorized planning agency analyzed all proposed mineral lease stipulations and considered adopting the least restrictive necessary to protect against damage to other significant resource values.
 - The authorized planning agency evaluated mineral lease restrictions to determine whether to waive, modify, or make exceptions to the restrictions on the basis that they are no longer necessary or effective.

- The authorized federal agency analyzed all areas proposed for NSO restrictions, and that the analysis evaluated:
 - whether analysis of management prescriptions demonstrates that the proposed NSO prescription, in effect, sterilizes the mineral resources beneath the area; and
 - whether, if the minerals are effectively sterilized, the area must be reported as withdrawn under the provisions of FLPMA.
9. Identification of mineral potential and location is important for planning future energy needs and resource management. All management plans must address and analyze the possibility for the development of mineral resources where there is a reasonable expectation of their occurrence within the planning area.
 10. All Daggett County mining permits and applications should be processed on a timely basis, provided that the applicant follows proper procedures and submits all required information at the time of application. The regulations implementing NEPA provide guidance on reducing delay (40 CFR 1500.5). The Utah Administrative Code R645 and R647 include the timelines and requirements for mining permit applications.
 11. Development of mineral resources in Daggett County should be encouraged. The requirements to mitigate or reclaim mineral resource development projects should be based on credible evidence of significant impacts to natural or cultural resources.
 12. Daggett County mining operations that serve the energy industry should be supported, provided that such operations comply with the requirements of county zoning ordinances that attempt to mitigate nuisance impacts on surrounding property owners.
 13. In Daggett County, when confronting split-estate situations, the subsurface owners shall work cooperatively with surface owners to resolve any nuisance issues.
 14. The development of mining and mineral resources in Daggett County should be conducted in a manner that minimizes adverse impacts to water quality in accordance with local, state, and federal standards.
 15. The development of mining and mineral resources in Daggett County should be conducted in a manner that uses water in accordance with terms set forth by the Utah Division of Water Rights and the Utah State Engineer, county zoning ordinances, and is in compliance with other applicable laws and regulations, such as Utah Administrative Code R317-1-3.3, which requires that discharges having reasonable potential to discharge phosphorus implement new water quality monitoring requirements and the dischargers must meet specified effluent limits by January 1, 2020.
 16. Provide, as appropriate, incentives to encourage economic development and stimulate natural resource-based business recruitment, retention, and expansion activities in Daggett County.
 17. An environment that is conducive to owner-operator natural resource-based businesses should be encouraged, created, and maintained in Daggett County.
 18. A broad spectrum of educational and vocational programs relating to natural resource use and development should be encouraged and supported in Daggett County

19. County land-use plans and regulations that complement Daggett County’s natural resource exploration and development interests and objectives should be maintained and should accommodate resource planning efforts.
20. Additional transportation options (including air, rail, pipeline, and interstate roadway corridors) to expand natural resource development opportunities and markets in Daggett County should be explored.

State Code

Utah state code provisions related to mining are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for mining:

- [Water Rights](#)
- [Land Use](#)
- [Air Quality](#)
- [Cultural and Historical Resources](#)
- [Water Quality & Hydrology](#)
- [Energy Resources](#)
- [Mineral Resources](#)
- [Land Access and Transportation](#)

Noxious Weeds

Noxious weeds are plants that are considered harmful to agricultural or horticultural crops, natural habitats or ecosystems, or humans or livestock. Oftentimes they are nonnative species that spread rapidly due to habitat disruption or poor land management.

Introduction

There are many species of exotic and invasive weeds in Utah. Some species, however, have more potential to be “injurious to public health, crops, livestock, land, or other property” (Utah Administrative Code R89- 9). The Utah Noxious Weed Act (2008) defined 28 noxious weed species in three prioritization categories. In 2015 the official State Noxious Weed list was updated to include 54 species and prioritization categories were modified.

Findings

“Invasive plants can have a significant impact on an array of ecological facets. Invasive plants have reduced species richness, plant diversity, and community productivity. Wildlife habitat and forage have been degraded; soil erosion and stream sedimentation have increased; soil moisture and nutrient levels have been depleted; and fire regimes have been altered. As cheatgrass has become a common component of sagebrush steppe vegetation communities, the nutritional quality of forage has been reduced, the intensity and frequency of fires have changed, and water cycles have been altered. Although many factors are involved, several native animals, such as sage grouse, may have declined as a result of these changes” (Utah State University 2009).

According to the Noxious Weeds Field Guide of Utah, “Noxious weeds are currently spreading at a rate of more than 4,600 acres per day on federal lands in the United States” (Bellison et al. 2009).

“Attempts to manage and eradicate invasive plant species have been made utilizing various control methods. Historically, mechanical and chemical control techniques were the predominant invasive plant management methods; however, biological and cultural control techniques have been implemented and integrated with other practices. Mechanical control techniques include hand-pulling, hoeing, mowing, tilling, chaining, and bulldozing. Hand-pulling and hoeing are effective in controlling small infestations of shallow-rooted weeds in loose, moist soils. Mowing is commonly used to control invasive range annuals and some perennials; however, the success of mowing is highly dependent on timing. Annuals and some perennials can be suppressed and controlled if mowing occurs before viable seeds form. If not properly timed, mowing can promote the spread of invasive plants by encouraging the spread of seeds and stimulating the production of new stems from vegetative buds. Tilling practices can control annual species, but they rarely provide control of perennial species... More expensive mechanical control techniques, such as chaining and bulldozing, are effective in controlling invasive shrub and tree species. Although these methods require gentler terrain and are becoming increasingly expensive, they are effective in controlling shrubs and trees that do not readily resprout from root systems” (Utah State University 2009).

Cooperative weed management area (CWMAs) designation can be an effective tool in the prevention, detection, and suppression of noxious and invasive weeds. Coordinated mechanical, chemical, and biological control over large areas by multiple landowners has proven successful for a variety of weed species. These areas replace jurisdictional boundaries in favor of natural boundaries that facilitate

cooperation, coordination, and implementation of effective integrated weed management programs for listed noxious weeds (Utah Weed Control Association 2017). The Green River, and the Green River Basin CWMAs, are located in Daggett and its neighboring Sweetwater County.

Priority noxious weeds in Daggett County include black henbane, Canadian thistle, Dalmatian toadflax, dyer's woad, hoary cress, leafy spurge, oxeye daisy, perennial pepperweed, Russian knapweed, Russian olive, Scotch thistle, spotted knapweed, burdock, and tamarisk (Daggett Conservation District 2012).

"In an attempt to get weed control underway, Daggett has been making efforts to complete mapping for the noxious weeds in the county and then develop a plan to address weed infestations" (Daggett Conservation District 2012).

The USDA is the primary leader involved in preventing the introduction of invasive species, largely through the Animal and Plant Health Inspection Service (APHIS). The Natural Resource Conservation Service (NRCS) also contributes to preventative measures and education on plants that may pose a risk to cropland, rangeland, or wildlands.

The Utah Noxious Weed Act (Utah Administrative Code R89-9) requires landowners and Daggett County to control state-listed noxious weed species on their lands. The act stipulates that each county and municipality in Utah must adopt a noxious weed management plan for its jurisdiction and identify the plant species in its area that it considers noxious weeds. In addition, if landowners and managers fail to control weeds on their property, Daggett County or municipality may legally enter the property, control weeds, and charge the landowner for the cost of control work.

Economic Considerations

"The invasion of non-native plant species not only produces various ecological modifications, but also results in substantial socioeconomic impacts, particularly to the livestock industry and land management agencies responsible for fire suppression. Invasive plant species cause more economic loss on rangeland than all other pests combined. Invasive plants reduce the carrying capacity for livestock by lowering the forage yield. Consequently, the costs of managing and producing livestock increase" (Utah State University 2009).

"The importance of herbicides in modern weed management is underscored by estimates that losses in the agricultural sector would increase about 500% from \$4.1 billion to \$20 billion per year without the use of herbicides" (Whitesides 2004).

"The implementation of one control method is rarely effective in achieving the desired results for curtailing the spread of invasive plants. Successful long-term and cost effective management programs should integrate a variety of mechanical, chemical, biological, and cultural control techniques. Integrated management involves the deliberate selection, combination, and implementation of effective invasive plant management strategies with due consideration of economic, ecological, and sociological consequences... Presently, there are several examples of integrated strategies used to manage invasive plants and improve rangeland communities. Much attention has been focused on the integration of targeted or prescription grazing with other control methods, as the incorporation of grazing management is an essential component in successfully addressing invasive plant problems" (Utah State University 2009).

Goals

Because ranching and farming is a custom and part of the culture of Daggett County, it is important to maintain ecological integrity in order to support and protect agricultural industries.

Objectives

1. Reduce or eliminate noxious weed infestations and minimize the establishment of new weed species across jurisdictional boundaries using adaptive management and integrated weed management approaches.
2. Accomplish weed control without adverse human, grazing, and environmental effects.
3. In areas where weeds have been treated, revegetate and restore with desirable native plant species.
4. Manage noxious weeds to enhance wildlife habitat and farmland.

Policies

1. Support the Early Detection and Rapid Response (EDRR) method of treating new weed infestations in Daggett County.
2. Comply with existing state, county, and federal rules, regulations, ordinances, and directives pertaining to noxious weeds in Daggett County.
3. Comply with existing state, county, and federal rules, regulations, and directives pertaining to the application of herbicides to manage noxious weeds in Daggett County.
4. Work cooperatively with other agencies and entities to reduce or eliminate noxious weed species and minimize or prevent the establishment of new infestations and new weed species in Daggett County.
5. Implement weed monitoring programs in Daggett County in addition to county weed mapping programs.
6. Create noxious weed awareness and education programs in Daggett County to teach residents and visitors about the economic and environmental impacts of weeds.
7. Employ a variety of (integrated) weed-management techniques in Daggett County including prevention, biological controls, chemical controls, and mechanical controls.
8. Require new development projects to include weed plans. Work with the Daggett County Conservation District to incorporate a current list of noxious weeds, and policies for their treatment.

State Code

Utah state code provisions related to noxious weeds are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a full list of applicable state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for noxious weeds:

- [Fire Management](#)
- [Livestock & Grazing](#)
- [Agriculture](#)
- [Riparian Areas](#)
- [Forest Management and Timber](#)

Pipelines and Infrastructure

Pipelines and infrastructure are the primary physical structures and facilities used to transport and store raw materials, energy, water, utilities, products, and people.

Introduction

This chapter focuses on pipelines, electrical transmission, telecommunications, vehicle transportation, and rail transportation, along with associated infrastructure. Information related to the placement of utility corridors, rights-of-way, and easements please refer to the Utility Corridor section.

Electrical Transmission.

Electrical transmission infrastructure is primarily constructed and operated by private utility companies and cooperatives to convey high-voltage electricity from generation sources to load-center substations, where it's transformed into lower-voltage electricity for distribution to end-users. Major components of electrical transmission infrastructure include transformers, towers, foundation materials, and conductors (transmission lines). High-voltage transmission can be either alternating current (AC) or direct current (DC). Alternating current, the most commonly used form of transmission, has the ability to convert to different voltages using a transformer, whereas DC is not easily converted. Typical voltage for transmission ranges from 69 Kilovolt (kV) up to 500 kV.

Electrical transmission systems from individual utility companies (including those in Utah) are interconnected to the entire electrical network of generation facilities and transmission grids across the western United States. Utah is part of the Western Electricity Coordinating Council in the geographic region called the Western Interconnection, one of three major electric interconnections that operate independently of each other within the United States. The Western Interconnection allows load-balancing throughout the network. That is, power generated by utilities with excess generation capacity can be provided to utilities that cannot meet their peak load demand (EIM 2021). The Western Energy Imbalance Market (EIM) is a wholesale energy trading market where bulk power can be purchased and sold (EIM 2021). Because the EIM connects multiple generators in a marketplace, individual utilities can buy electricity to meet peak demand at reasonable rates. Renewable energy generators can also sell excess power capacity through the EIM instead of resorting to curtailment (Larsen 2018).

Natural Gas Pipelines.

Natural gas pipelines are constructed by private utility companies to move natural gas from production areas to end users. Gathering pipelines move extracted raw materials from wellheads to processing plants, where natural gas is separated from other gasses, hydrocarbon gas liquids, and water. The refined natural gas is then pressurized and added to the mainline transmission system, which consists of large-diameter, high-pressure pipelines. Compressor stations along the network maintain pressure and move product down the line to storage areas, major industrial consumers, power plants, shipping ports, and distribution companies. From there, distribution transmission systems operate with smaller-diameter lines and lower pressure. Finally, service lines transport natural gas to the end users.

Oil Pipelines.

Oil pipelines are very similar to natural gas pipelines in that the products are transported through networks of pipes and pump stations from production areas to consumers. First, the raw material (in this case, crude oil) is gathered from wellheads and moved downstream through trunkline pipelines to

refineries, which separate the oil into numerous petroleum products. From the refinery, pipelines are used to transport petroleum products to various destinations for local use or export to other markets. A third product, called hydrocarbon gas liquid (HGL) is a secondary product created during the processing of natural gas. Because HGL is a liquid petroleum product, pumped through pipelines in a manner similar to oil, it is included in this section.

Hydrogen Pipelines.

In contrast to oil and natural gas, which are extracted from the earth, hydrogen is a manufactured product. Hydrogen gas can be manufactured from fossil fuels such as natural gas (“gray hydrogen”) or coal (“brown hydrogen”), or it can be created from water using electrolysis. When the electricity used in the electrolysis process is derived from a renewable energy source, the resulting hydrogen is known as “green hydrogen.” Hydrogen can also be produced from biomass.

Pipelines and other infrastructure used to transport hydrogen are similar to those used to transport natural gas. Large-diameter pipes are first used in the transmission of high-pressure hydrogen gas. When blended with natural gas (at up to 15 percent hydrogen), existing natural gas pipelines can be used instead of installing separate hydrogen pipelines, however the infrastructure must be retrofitted to handle the higher operating pressure and smaller particle sizes of hydrogen gas (NREL 2013).

Water Pipelines and Storage.

Water pipelines consist of substantial infrastructure projects used to store and transport large quantities of water over long distances through varying terrain and elevations from reservoirs and rivers to major population centers and agricultural users.

Telecommunications.

Telecommunications refers to the infrastructure used to transmit and distribute electronic information, typically transmitted through fiber optic cable, used by service providers to connect consumers to the Internet, which allows large quantities of digital information to be transmitted at high speeds.

Other Infrastructure.

Other infrastructure includes mechanical wastewater treatment facilities, sewer collection systems, sewage lagoons, and stormwater systems. The vast majority of these systems in Utah are owned and operated by local municipalities and service districts.

Transportation Infrastructure.

Transportation infrastructure is the backbone network of major roads, highways, railroads, and other infrastructure used to transport goods and services within and across Utah.

Findings

Daggett County is crossed by 45.9 miles of major electrical transmission lines, all of which are related to power generation at Flaming Gorge Dam.

Three natural gas pipelines pass through Daggett County, including those operated by Northwest Pipeline, Questar Pipeline Co., and Wyoming Interstate Pipeline Co. The extent of these pipelines totals 71.6 miles.

One hydrocarbon gas liquid pipeline passes through Daggett County for approximately 18.8 miles.

There are approximately 37.9 miles of existing fiber optic lines, placed in the UDOT right-of-way along US Highway 191 and Utah State Route 44.

There are no wastewater treatment plants in Daggett County that require a State of Utah Department of Environmental Quality discharge permit. However, Daggett County owns a subsurface disposal facility in Dutch John, and Manila owns a non-discharging lagoon treatment.

The UDOT operates 136.0 miles of state and federal highways across Daggett County.

Economic Considerations

Goals

In light of Utah's arid environment and the world's changing climate conditions, the need for sufficient and reliable water, energy, and critical resources, the need for storage and related infrastructure is ever increasing. Therefore, to ensure Utah's ongoing drought resilience, energy security, and to provide for current and future needs, Daggett County supports the state's efforts to build and invest in necessary infrastructure, including additional pipelines, dams, reservoirs, above and below-ground storage facilities, and other feasible infrastructure.

Objectives

1. Support statewide economic opportunities and resilience for Utah communities through the provision of adequate pipelines and other infrastructure.
2. Assist in the development of pipelines and sufficient infrastructure to meet Daggett County's current and future needs.
3. Explore opportunities with special service districts for above and below-ground water storage countywide at different scales.
4. Conduct feasibility studies to prioritize water storage and pipeline projects and become proactive in order to capitalize on high water flows during flood years.
5. Improve techniques and the utilization of aquifer storage and recovery.
6. Efficient and timely delivery of water and energy resources without damaging infrastructure.
7. Support innovative and proven technologies to line earthen and concrete canals in order to reduce water loss and increase transportation efficiency.
8. Form partnerships with stakeholders and obtain funding from the Bureau of Reclamation to form partnerships that benefit communities.
9. Support water conservancy districts in applying for grants to improve water delivery systems.
10. There may be a future need to supply hydrogen along major highway arteries. There are several different methods of utilizing hydrogen opportunities that need to be further studied and strategically implemented. Avoid hydrogen production that requires excessive water consumption.
11. Investigate and strategically support and implement hydroelectric production by using new technology such as in-pipe hydro systems within existing and future pipelines.

12. When economically and technically feasible, and in the best interest of local communities and operators, encourage efforts to avoid decommissioning hydroelectric power facilities.
13. Encourage the development of infrastructure projects aimed at recharging depleted aquifers.
14. Encourage xeriscaping policies, incentive programs, and educational campaigns to reduce water usage and reliance.
15. Increase watershed yields through active management of forests and other vegetated areas.
16. Support programs like Shared Stewardship and the Watershed Restoration Initiative to enhance water yields.
17. Support the implementation of the Utah State Water Plan.
18. Strategically promote watershed restoration and flood abatements after wildfires to improve soil retention, improve water quality, and reduce downstream impacts caused by flooding, siltation and debris flows.
19. Incorporate silt traps and other mechanisms to trap silt upstream and keep it from entering water treatment plants and downstream reservoirs that will ultimately need to be dredged when their storage capacity is reduced.
20. Support innovation to make existing and future water storage and delivery systems more efficient, reliable, safe and sustainable.
21. Support a network for the distribution of natural gas, crude oil, and refined petroleum products to domestic and foreign markets.
22. Develop agreements with federal agencies to make it possible to maintain and improve dams, impoundments, and other facilities on federal lands with limited access in a timely and economically feasible manner. It is not economically feasible to transport equipment and supplies by helicopter.
23. Encourage the use of Advanced Metering Infrastructure (AMI) to quickly identify water leaks reducing wasted water. The technology also allows remote monitoring and manipulation (valves, flow rates, pressure, etc.) of water conveyance infrastructure.

Policies

1. Daggett County supports coordinated efforts across all agencies, governments, tribal nations, and other land ownerships on infrastructure projects to minimize delays.
2. Daggett County encourages and requests federal appropriations for water infrastructure, including pipelines, water storage, and aquifer recharge.
3. Daggett County supports active forest management to decrease water quality issues from wildfire, flooding, etc., which impacts water storage, water treatment, and water delivery systems.
4. Daggett County supports the plans and strategies presented by the Shared Stewardship Program, Watershed Restoration Initiative, and the Utah Division of Water Resources.

5. Daggett County supports maintaining access to water in the Colorado River and its access to state and county owned shares that have not been fully exercised as a result of access and transportation limitations.
6. Daggett County supports the development of pipelines from the natural gas and crude oil producing areas to refineries, export terminals, or to other associated transportation systems.
7. Daggett County discourages natural gas vent pipes (e.g., pig lines) in close proximity to electrical transmission and distribution lines, or any other non-compatible operations.
8. Daggett County supports creating a strategy to provide consumers with hydrogen access along major transportation arteries, if or when, markets support this energy transference option in the future.
9. Daggett County supports and encourages the maintenance and development of pipelines and infrastructure that improve the state's market share and improve the quality of life for Utahns, provided such can be maintained and developed in a sustainable manner.
10. Daggett County opposes the creation of pipelines and infrastructure to remove water resources from the state of Utah in order to transport it to other states.
11. Daggett County expects pass-through pipelines and associated infrastructure to continually benefit the citizens of Utah and local communities.
12. Daggett County desires unimpeded and timely access to water storage facilities on federal lands to feasibly improve and maintain infrastructure in an effort to address water storage needs.
13. Daggett County supports the completion of the Central Utah Project as originally proposed to fulfill all promises made to Uintah Basin counties to mitigate for the transfer of water to the Wasatch Front.
14. Daggett County supports the preservation of existing hydroelectric facilities and construction of new facilities, including in-pipe hydro systems and other innovative technologies, when such is cost-effective for the operator(s).
15. Daggett County supports the construction and operation of pipelines and other infrastructure to enable the production and transportation of mineral resources from federal lands.

State Code

Utah state code provisions related to pipelines and infrastructure are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for pipelines and infrastructure:

- [Energy Resources](#)
- [Land Use](#)
- [Land Access and Transportation](#)
- [Utility Corridors](#)

Predator Management

Predator management is defined as the strategies and practices to control the actions of predators, or bringing into natural ecological balance predator populations, or reducing the number of conflicts with predator animals.

Introduction

A primary focus of predator control in Utah is protecting mule deer from coyotes. In 2012, the State of Utah established the Mule Deer Protection Act, which pays hunters a bounty fee for harvested coyotes. Predators can also be a significant threat to endangered species, and counties often support open hunting and taking by other means of predators as a support to other protection efforts.

Findings

In Utah, the primary agent for predator control is the UDWR, which manages predator populations through hunting permits and reimbursement for livestock damaged by predators.

The UDWR predator-control program provides incentives for hunters to remove coyotes. Participants receive \$50 for each properly documented coyote that they kill in Utah.

The USDA established a program in 1895 called Wildlife Services (WS) to assist land managers. Wildlife Services focuses on predator control activities for the protection of livestock. "Currently, WS operational activities include conducting rabies control and eradication efforts, managing invasive species, completing wildlife disease surveillance, reducing the impact of predation on livestock, preventing wildlife strikes at airports, protecting transportation infrastructure, and protecting threatened/endangered species, rare habitats, and ecosystems" (Animal and Plant Health Inspection Service 2009).

The Animal and Plant Health Inspection Service (APHIS) Wildlife Services also contributes to livestock resource protection. "WS personnel recommend and conduct wildlife damage management activities to protect many types of resources... WS personnel use an integrated wildlife damage management approach, in response to requests for assistance to protect agriculture, natural resources, property, and human health & safety" (USDA 2015).

All over the west, crows and ravens have affected sage-grouse populations by finding their nests and preying on their chicks. "Direct effects of nest predation on nesting productivity of birds are widely recognized, and even in high-quality sage-grouse habitat, most sage-grouse nests are lost to predators" (Dinkins et al. 2012). "An effort is underway to remove ravens from the Migratory Bird Treaty Act, which bans harming or killing the birds" (Gurrister 2014).

Economic Considerations

Losses due to predation can be significant. In 2014 in Utah, 5,200 sheep and 12,100 lambs were killed by predators for a total value loss of nearly \$3 million (USDA 2015). Coyotes were by far the largest contributor to predation deaths (2,800 sheep and 8,500 lambs), bears were second (1,100 sheep and 1,700 lambs), and mountain lions third (700 sheep and 900 lambs). Utah cattle are also killed by predators, though not in as many numbers. According to APHIS (USDA 2011), in Utah, 300 head of cattle and 2,300 calves were killed by predators for a total value loss of \$1.1 million. Coyotes are responsible for the majority of cattle predation, including 58 percent of calf losses and 44 percent of cows. Bears were responsible for 43 percent of the cow losses.

The UDWR has primary responsibility for predator-control strategies and enforcement.

Goals

When European settlers arrived in Utah, wildlife represented both benefits and problems. Fish became a significant part of the settlers' diet, particularly when crop failures occurred. At other times, hunting parties were formed to rid the early settlers of "pest" species. One such hunting company reported the killing of "2 bears, 2 wolverines, 2 wild cats (bobcat), 783 wolves (probably both coyotes and wolves), 400 foxes, 31 mink, 9 eagles, 530 magpies, hawks, owls, and 1626 ravens" (Powell 1994).

One of the principles that drove for the establishment of the Forest Reserve Act of 1891 and Taylor Grazing Act 1934 was to address overgrazing and predator control.

Objectives

1. Support improved management of predator numbers to restore historic populations of wildlife, especially where habitat is sufficient.
2. Support improved wildlife management to protect agriculture profitability and minimize depredation.
3. Federal and state agencies must work collaboratively with Daggett County to manage and conserve game species and their habitats in a manner that respects private property rights and state management authority over wildlife resources.
4. No restrictions may be placed on a resource or a resource used to provide for protection or expansion of species classified as predators under state statute.

Policies

1. Support wildlife management to protect agriculture profitability and minimize depredation.
2. Include both lethal and nonlethal methods in predator control. Non-lethal methods focus on physically separating livestock from predators, employing techniques to repel predators, or disrupting mating and reproductive cycles to reduce the number of predators born each year. Lethal methods seek to reduce predator numbers by killing them.
3. Support the Utah Predator Control Program, which provides a cash bounty for coyotes killed in the state.

State Code

Utah state code provisions related to predator control are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for predator management:

- [Agriculture](#)
- [Livestock & Grazing](#)
- [Threatened, Sensitive, & Endangered Species](#)
- [Wildlife](#)
- [Land Use](#)

Also see position statements on introduced, threatened, endangered, and sensitive species, recovery plans, and experimental populations (Section 8.5, pg. 93) and position statement on wildlife (Section 8.5,

pg. 101).

Recreation and Tourism

Recreation is an activity done for enjoyment. Tourism is the social, cultural, and economic phenomenon of visiting places for pleasure.

Introduction

Recreation attractions in Daggett County include Flaming Gorge National Recreation Area, the Green River, and Ashley National Forest.

Findings

“Daggett County, the youngest and least populated county in Utah, had a 57.8% leisure and hospitality share of total private jobs in 2015, ranking 1st statewide. By 2019 that percentage increased to 68%. Daggett County shares its borders with Wyoming and Colorado and is best known for Flaming Gorge National Recreation Area, which attracts outdoor enthusiasts from surrounding cities and states. The ‘A’ Section of the Green River that flows out of Flaming Gorge Dam boasts blue ribbon trout fishing and is a popular daily river stretch for rafts, kayaks, and dories. Boating and fishing on Flaming Gorge Reservoir are also very popular and the county, which includes tracts of the Ashley National Forest, hosts over 700 individual

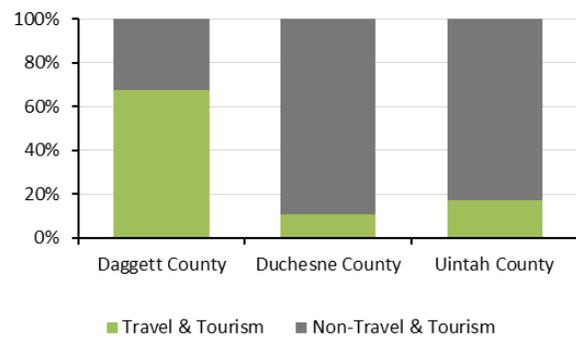
campsites and 27 group sites. Recently, Daggett County has been working with the Utah Office of Outdoor Recreation, Utah State Parks, the U.S. Forest Service and the Bureau of Land Management to develop new trails and to better promote existing trails in and around the county” (Kem C. Gardner Policy Institute 2015).

“The U.S. Forest Service’s Ashley National Forest manages over 245,000 acres of land in Daggett County including the Flaming Gorge National Recreation Area. Forest Service managed acreage accounts for nearly 55% of the land in Daggett County. There are plenty of recreational opportunities on the Forest Service lands including: camping, fishing, hiking, biking, rafting, photography and wildlife viewing” (Daggett County 2013).

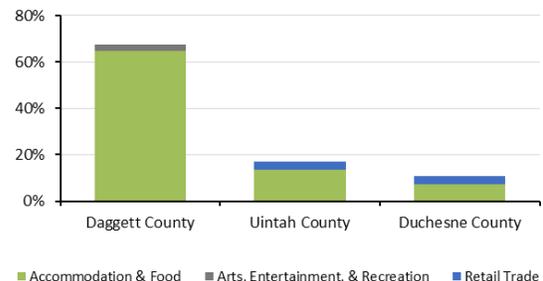
Economic Considerations

The Kem C. Gardner Institute estimates visitors to Daggett County spent over \$11 million in 2020 on auto transportation, lodging, and recreation (Kem C. Gardner Policy Institute 2022). This spending supports 162 jobs related to travel and tourism. Total tourism-related tax revenues grew 38.8% percent from 201 to 2020 with Daggett County collecting a total of \$211,837 in 2020. Since 2011, leisure and hospitality jobs have increased every summer and decreased

2019 Travel and Tourism Jobs Percent of Total Private Employment



Percent of Total Private Employment Travel & Tourism, 2019



every winter, creating a larger gap between the tourist season (summer) and off-season (winter) (Kem C. Gardner Policy Institute 2016).

Daggett County can influence recreation by providing adequate recreation infrastructure (showers, campsites, trails, etc.) and advertising recreation resources. The County cannot control consumers nor influence competing destinations.

Goals

For more than a century, citizens and visitors have been taking advantage of the unique landscape in Daggett County for recreation. Locals have always valued multiple-use management strategies to accommodate as many interests and users as possible.

“Despite the difficulty of access, a fledgling tourism industry began to develop in Daggett County during the 1930s and 1940s. A small fishing resort was opened at Greens Lakes near Greendale, and the Schofield family opened a lodge at Spirit Lake. Manila had a hotel and two gasoline stations to serve the traveling public” (Johnson et al. 1998).

“Flaming Gorge Dam brought new life to the area when it was very much needed. It brought high-speed roads that vastly improved transportation, and it brought new jobs and business opportunities in recreation and tourism” (Johnson et al. 1998).

Objectives

1. Support outdoor recreation as part of a balanced plan of economic growth and quality of life.
2. Leverage federal and state recreation areas, parks, and sites as county-based scenic and recreation economic assets.
3. Coordinate Uintah Basin Association of Governments and county recreation economic development efforts and activities with other state, local, and private interests (e.g., destination resorts and private facilities).
4. Cultivate recreation and tourism facility development and maintenance of “partnerships” with agencies and special interest groups.
5. Identify and preserve locally important recreation resources for future generations.
6. Support active management of conflicting recreational uses so that multiple users (e.g., motorized and non-motorized user groups) are accommodated to the greatest extent practicable.

Policies

1. Daggett County has outstanding potential for further development of recreation and tourism.
2. Resource development, recreation, and tourism are compatible when properly managed.
3. Motorized, human, and animal-powered outdoor recreation in Daggett County should be integrated into a fair and balanced allocation of resources within the historical and cultural framework of multiple-uses in rural Utah, and outdoor recreation should be supported as part of a balanced plan of state and local economic support and growth;

4. Potential developments in Daggett County should include family-oriented activities and developments that are accessible to the general public and not limited to special interest groups.
5. Daggett County supports cultivating recreational facility development and maintenance partnerships with other entities, agencies and special interest groups.
6. The BLM or Forest Service must coordinate and closely consult with Daggett County and municipal governments who are conducting inventories related to recreation resources and opportunities or scenic values, and these inventories should reflect a consensus among those governmental agencies.
7. Public land agencies must evaluate proposed plans and actions for impacts on existing recreational resources in Daggett County and activities and potential future activities. This should be coordinated with county and municipal governments.
8. Plan and manage recreational activities to be compatible with resource development in Daggett County. Resource development, recreation, and tourism are compatible when properly managed.
9. Management plans and decisions in Daggett County must provide opportunities to meet the increased demand for dispersed and developed recreational opportunities.
10. Daggett County land-use plans and regulations will support expanding recreation opportunities and the protection and enhancement of traditional recreation areas and sites.
11. The BLM or Forest Service must coordinate and consult closely with Daggett County and municipal governments on any proposals for special designations (Special Recreation Management Areas, wilderness, etc.) that may affect current and future recreation use.
12. During land-use planning processes, Daggett County will identify potential locations of desired recreational facilities.
13. When possible, Daggett County development proposals will be sensitive to county outdoor recreation, scenic quality, and open space preservation objectives.
14. Daggett County identified public recreation areas and lands with unique natural features may be preserved through easements or other common open space preservation strategies.
15. Federal and state land management should support recreation and tourism and associated businesses in Daggett County, including the broad range of activities from off-road vehicle use to primitive outdoor adventures.
16. Encourage private sector development of recreational facilities and services in Daggett County using development incentives or other feasible tools as appropriate and in coordination with county commissioners and city councils.
17. Cultivate recreation facilities and services in Daggett County (e.g., dinosaur trails system) development and maintenance “partnerships” with other entities, agencies, and special interest groups as appropriate and in coordination with county commissioners, city councils, and recreation special service district boards.

18. Permitting commercial business enterprises or concessions on federal lands that reflect the custom and culture of Daggett County in terms of recreation and outdoor lifestyles and uses should be encouraged.
19. Management decisions should provide for the continuation or expansion of outfitting and lodge operations. They are an important part of local history and tradition and they contribute substantially to the local economies.
20. Encourage recreation-oriented economic development activities that are consistent with Daggett County's character and lifestyle.
21. Permit or lease terms and conditions (e.g., grazing permits) must allow OHV access and use for needed and legitimate purposes to enter a specific area on public lands.
22. In accordance with Utah Code 63J-8-104(g), federal land management agencies shall achieve and maintain traditional access to outdoor recreational opportunities available on federal lands as follows:
 - Hunting, trapping, fishing, hiking, camping, rock hounding, OHV travel, geological exploring, pioneering, recreational vehicle camping, and sightseeing are activities that are important to the traditions, customs, and character of Daggett County and should be allowed to continue.
 - Wildlife hunting, trapping, and fishing should continue at levels determined by the Utah Wildlife Board and the UDWR. Traditional levels of group camping, group day use, and other traditional forms of outdoor recreation, both motorized and non- motorized, should be allowed to continue.
 - The broad spectrum of outdoor recreational activities available on the subject lands should be available to citizens for whom a primitive, non-motorized, outdoor experience is not preferred, affordable, or physically achievable.
23. Federal land outdoor recreational access in Daggett County should not discriminate in favor of one particular mode of recreation to the exclusion of others.
24. Recreation resource protection and management in Daggett County must provide for continued and reasonable access to and development of property rights within the area and provide for full use and enjoyment of these rights.
25. Existing levels of motorized public access to traditional outdoor recreational designations in Daggett County must be continued, including both snow machine and OHV use.
26. OHV use in Daggett County should be limited to trails, roads, or areas specifically designated by the agency for that purpose. However, the availability and overall mileage of such trails should be expanded to meet demand. OHV loops should be provided to connect communities within the region. Open-area riding as well as looped and stacked trail systems should be offered, with a variety of levels of trail difficulty.
27. Group camping and day-use sites and availability in Daggett County must be continued and expanded to meet demand.

State Code

Utah state code provisions related to recreation and tourism are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for recreation and tourism:

- [Agriculture](#)
- [Livestock & Grazing](#)
- [Threatened, Sensitive, & Endangered Species](#)
- [Wildlife](#)
- [Land Use](#)

Other sections of the Daggett County General Plan that are related to recreation and tourism are:

- Objective 3.3.1: The County will create provisions for safe & connected bicycle and pedestrian facilities
- Objective 4.4.1: Work with citizens and state/federal agencies to insure controllable smart growth practices can be put in place for the County's future.
- Position statement on recreation and tourism (Section 8.5, pg. 96)

Riparian Areas

A riparian zone is the interface between land and a stream or river.

Introduction

Riparian zones are important in ecology, environmental management, and civil engineering because of their role in soil conservation, habitat biodiversity, and the influence they have on fauna and aquatic ecosystems, including grasslands, woodlands, wetlands, and even non-vegetative areas.

According to the *Utah Wildlife Action Plan* (2015), “riparian areas are the richest habitat type in terms of species diversity and wildlife abundance”. These areas provide habitat to a range of wildlife including amphibians, birds, mammals, fish, and insects. Riparian areas also play a significant role in the erosion processes by slowing water, trapping sediment, and stabilizing banks. Finally, riparian areas provide quality forage for livestock and are valued within grazing allotments.

Findings

The Green River represents a major water resource in Daggett County. The adjacent riparian lands must be managed to best balance the interests of residents and the environment.

Riparian areas should be managed to protect vegetation characteristics. Conservation efforts include preserving existing riparian areas as well as restoring damaged ones. Preservation should also include the dedication of sufficient water and groundwater to support vegetation. Limiting the removal of water from the system is essential in maintaining the integrity of the riparian area. Restoration efforts must consider factors like hydrology, floodplain, and adjacent land use. Restoration design of riparian areas should follow a protocol that accounts for stream hydrology, soil characteristics, vegetation, adjacent land use, recreation, and other influences. Stream or river modifications may require permits.

Federal agencies manage riparian areas and floodplains under Executive Orders 11988 and 11990, Sections 303 and 404 of the Clean Water Act, and also the ESA. Riparian areas are also managed under individual resource management plans and other agency policies and guidelines, such as the BLM’s Riparian Area Management Policy.

The Utah Comprehensive Wildlife Conservation Strategy prioritizes habitat categories based on several habitat criteria important to the species of greatest conservation need. The top key habitat statewide is Lowland Riparian (characterized by riparian areas at greater than 5,500 feet in elevation; principal vegetation: Fremont cottonwood and willow), while the third most key habitat is Mountain Riparian (characterized by riparian areas at greater than 5,500 feet in elevation; principal vegetation: narrowleaf cottonwood, willow, alder, birch and dogwood) (Sutter et al. 2005).

The Utah Division of Water Rights processes stream alteration permits in conjunction with the USACE.

Economic Considerations

It is difficult to quantify the economic benefits of riparian areas. They are intertwined with nonmarket ecosystems and services like clean water, wildlife habitat, recreation, and tourism. Pre- or post-water treatment methods that utilize passive bioengineering techniques, including riparian area management, can significantly reduce water treatment costs, thereby avoiding some of the costs associated with engineered water treatment plants, which are extremely expensive.

Goals

Fishing, hunting, canoeing, boating, ice skating, and other recreational activities conducted on water and in riparian areas have long been a tradition in Daggett County. Cutting and selling ice was a historical industry utilizing the Green River and other waterbodies. Today, electricity generated by hydropower contributes to the energy supply and economy of the region. Even the construction of bridges is and has been a celebrated event, as documented in historical photos and recent ribbon cuttings.

Objectives

1. Inventory and map riparian areas in Daggett County so that appropriate measures can be taken to protect or avoid impacts to them, when possible.
2. Conserve and protect riparian areas in Daggett County through application of best management practices.
3. Support the establishment of riparian buffer areas in Daggett County, which not only protect riparian plant and animal species but also protect aquatic systems and water quality associated with them.
4. Participate in state and local riparian planning opportunities, e.g., Duchesne River Watershed Restoration Plan, as a way to prioritize water quality enhancement and water resource protection projects, and identify funding sources.
5. Support the treatment of invasive species, e.g., phragmites, tamarisk, and Russian olive, which can degrade habitat value and impact groundwater levels.
6. Use naturalized flow management regimes from dams or other impoundments to enhance aquatic and riparian habitat along waterways, where appropriate, and not in conflict with human habitation.
7. Increase cover and extent of native riparian vegetation in Daggett County.

Policies

1. Use guzzlers, reservoirs, wells, and springs to attract livestock and native wildlife away from riparian areas in Daggett County, which can help decrease soil disturbance and impacts to aquatic resources.
2. Use bio-engineering methods that facilitate riparian vegetation growth in Daggett County for bank stabilization in lieu of hardened structures or surfaces.
3. Use scientific methodology (e.g., proper functioning condition or multiple indicator monitoring) to guide management decisions in riparian areas in Daggett County.
4. Use riparian overlays at local levels to guide protection of riparian zones in Daggett County.
5. Consider releasing the northern tamarisk beetle (*Diorhabda carinulata*) in Daggett County as a biological control of tamarisk, an invasive plant species. Follow release with revegetation treatments to re-establish riparian areas, stabilize streambanks, and protect water quality. Support for biological control and restoration is available from organizations like the Tamarisk Coalition out of Grand Junction, Colorado.
6. Support application of aquatic-approved herbicides to remove undesired vegetation in Daggett County.

7. Conduct riparian vegetation treatments in Daggett County to restore characteristic vegetation and reduce uncharacteristic fuel types and loads.
8. Consider removing or introducing beavers to the landscape in Daggett County, where permitted by social and environmental factors.
9. Modify grazing use to avoid overgrazing in Daggett County, if appropriate.
10. Riparian area conservation can sometimes come into conflict with energy development activities, especially through construction of road and utility corridors. Careful planning of road and utility corridors can avoid or minimize impacts to riparian areas in Daggett County.
11. Energy development has increasingly moved to private lands. This shift may lead to conflicts between surface owners of recreational property and the interests of the underlying mineral owners.
12. One important component of watershed health is the condition of riparian areas. Negative impacts to riparian areas affect not only the watershed but can result in degradation of water quality, flooding, and bank instability. Planning efforts and subsequent development should recognize the connection between healthy riparian areas, water quality, and water quantity.

State Code

Utah state code provisions related to riparian areas are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for riparian areas:

- [Livestock & Grazing](#)
- [Wild & Scenic Rivers](#)
- [Ditches and Canals](#)
- [Irrigation](#)
- [Agriculture](#)
- [Water Rights](#)
- [Water Quality & Hydrology](#)
- [Wetlands](#)
- [Floodplains & River Terraces](#)
- [Wildlife](#)
- [Noxious Weeds](#)
- [Fisheries](#)
- [Recreation and Tourism](#)
- [Fire Management](#)
- [Land Use](#)

Other sections of the Daggett County General Plan that are related to recreation and tourism are:

- Position statements on water resources (Section 8.5, pg. 96)

Threatened, Endangered, Introduced, and Sensitive Species, Recovery Plans, Experimental Populations

This resource is defined as species of plants, animals, and other living organisms which are, to some degree, threatened by extinction.

Introduction

The Endangered Species Act (ESA) directs all federal agencies to work to conserve endangered and threatened species and to use their authorities to further the purposes of the ESA. Animal or plant species are classified as endangered, threatened, or candidate species.

Findings

The Western Association of Fish and Wildlife Agencies consider nearly half of the lands in Daggett to be of the “most crucial” habitat for terrestrial and aquatic species (Western Association of Fish and Wildlife Agencies 2015).

The State of Utah maintains its own sensitive-species list, pursuant to Utah Administrative Code R657-48. By rule, wildlife and plant species that are federally listed candidates for federal listing, or for which a conservation agreement is in place, automatically qualify for the list. The additional species on the Utah sensitive-species list—wildlife and plant species of concern—are those species for which there is credible scientific evidence to substantiate a threat to continued population viability. It is anticipated that wildlife and plant species of concern designations will act as an “early warning” system to identify species for which conservation actions are needed. Species on the State of Utah sensitive-species list are not protected by any special state regulations.

The BLM and Forest Service maintain their own lists of species for the lands they administer, which are based on their own criteria. These agencies have their own policies and objectives for managing wildlife populations.

In 1997, as part of the state water tax, the Utah Legislature created the Endangered Species Mitigation Fund (ESMF), which significantly expanded the funding base for conservation of wildlife and plant species that are designated as Utah Sensitive Species or are ESA-listed. “The fund makes it possible for Utah land and water developers to continue responsible economic growth and development throughout the state while providing for the needs of various wildlife species. Through innovative, cooperative partnerships funded by the ESMF, state wildlife managers are working to create conservation and habitat agreements aimed at down-listing existing threatened and endangered species and avoiding the listing of other sensitive species. The ESMF provides a stable, nonlapsing revenue base which addresses the needs of Utah communities, local government and citizens who have struggled financially to comply with the requirements of federal law” (Utah Division of Water Resources 2016).

“White-tailed prairie dogs are widely distributed and abundant within their range in Utah. Occupancy has remained relatively stable since 2008 survey efforts. White-tailed prairie dogs are found in eastern Utah, northwestern Colorado, Wyoming, and a small area in southern Montana. Though the species’ current range is similar to its historic range, there is evidence that the species abundance has declined as a result of control efforts and plague. In Utah active colonies are found in Rich, Summit, Daggett, Uintah, Duchesne, Carbon, Emery, and Grand Counties with 473,843 ha considered suitable for prairie dogs” (UDWR 2015).

“Under the Endangered Species Act, the U.S. Fish and Wildlife Service is required to identify species of plants and animals that are endangered or becoming extinct or threatened by their potential for becoming endangered... BLM is required to manage habitats for such species in a manner that would promote their recovery” (U.S. Fish & Wildlife Service 2015).

The following are federally listed threatened and endangered species that exist inside of Daggett County, as of March 2017:

Birds

- Yellow-billed cuckoo (*Coccyzus americanus*)

Fish

- Humpback chub (*Gila cypha*)
- Bonytail chub (*Gila elegans*)
- Colorado pikeminnow (*Ptychocheilus lucius*)
- Razorback sucker (*Xyrauchen texanus*)

Plants

- Ute ladies'-tresses (*Spiranthes diluvialis*)

Mammals

- Canada lynx (*Lynx canadensis*)
- Black-footed ferret (*Mustela nigripes*)

Other sensitive species identified by the State of Utah, BLM, or Forest Service are not listed here.

“Utah is home to at least 600 rare vascular native plant species (and subspecies/varieties) including some 25 species that are federally listed as endangered or threatened under the Endangered Species Act of 1973. The 600 taxa represent almost 19% of our currently known flora. Of those, some 180 or almost 6% have been ranked by our rare plant committee as of ‘extremely high’ or ‘high’ concern. Many of these are highly restricted endemics (Utah has 475 endemics, i.e., geographically restricted, with 420 of those only occurring in Utah). Only a handful of states (Hawaii, California, Arizona, Florida, Texas and Oregon) are believed to have as many or more rare plant species as Utah. And this number is growing, since every year new species are still being discovered or recognized” (Utah Native Plant Society n.d.).

Economic Considerations

Much of the funding for conservation activities in Utah comes from hunter and angler license fees and habitat stamps, as well as federal excise taxes on shooting, boating, and fishing equipment. These sources may indirectly benefit some “non-game” species, but in general funding is harder to come by for these species.

The ESA prohibits consideration of economic impacts when determining whether to list a species, but it does require consideration of economic impacts when designating critical habitat.

In 2013 the USFWS and the National Marine Fisheries Service issued a final rule regarding how and when agencies evaluate the economic impacts of critical habitat designation.

Goals

Avoid listings of species as threatened or endangered or designation of critical habitats under the ESA.

Objectives

1. Seek to de-list special-status species and designated critical habitats that were erroneously listed (e.g., listed based on incorrect data or assumptions) and that are no longer threatened and endangered species or sensitive based on criteria established by BLM, Forest Service, or the State of Utah. Based on their observed local abundance, Daggett County believes that the following species may have been erroneously listed under the ESA:
 - Pariette cactus (*Sclerocactus brevispinus*)
 - Ute ladies'-tresses (*Spiranthes diluvialis*)
2. Seek to reduce the impacts of endangered and sensitive species listing (which typically include land-use restrictions) on private lands and of multiple-use management of public lands.
3. Avoid special management of lands and associated land-use restrictions associated with reintroduction of large predators that are listed as threatened or endangered. These include gray wolf, grizzly bear, and Canada lynx.
4. Seek to minimize the land-use restrictions associated with any reintroduction of large predators that are listed as threatened or endangered.
5. Call upon federal agencies to accurately inventory threatened, endangered, and sensitive species across all state and federal lands in Daggett County.

Policies

1. After wildlife population numbers that are based on carrying capacity are achieved, hunting must be the preferred method of population control and to prevent wildlife movement outside of their designated ranges.
2. Oppose the creation or expansion of grizzly bear, wolf, wolverine, lynx populations, sage-grouse habitats, protection, ranges or migration corridors.
3. Any plan for the management of a predator that has naturally or through introduction or reintroduction or other means repopulated Daggett County must provide for its control by any means when it travels outside its designated range or becomes a threat to people, property, property rights, livestock, or other wildlife species.
4. Any plan that provides for the introduction, reintroduction, natural repopulation, or the management of any predator in Daggett County must provide for timely compensation to owners for direct and indirect costs associated with the loss of life, loss, or damage to livestock and property rights. Compensation must be equal to the actual value of the loss (not limited to market value) and include costs associated with development of such claims. Requirements placed on livestock producers to

verify the losses of livestock must not be overly restrictive and the producer must be compensated for the cost of meeting such requirements.

5. Designations or reintroductions in Daggett County must not be allowed to grow beyond physical boundaries and scope resulting in detrimental effects on the economy, lifestyles, culture and heritage.
6. No designations or reintroductions shall be made in Daggett County until it is determined and substantiated by verifiable scientific data that there is a need for such action, protections cannot be provided by other methods, and the area in question is truly unique when compared to other area lands.
7. Designation or reintroduction plans, guidelines, and protocols in Daggett County must not be developed or implemented without full public disclosure and involvement of Daggett County.
8. Recovery plans in Daggett County must provide indicators to track the effectiveness of the plan, identify at what point recovery is accomplished and be self-terminating when the point of recovery is reached.
9. Recovery plans in Daggett County must contain provisions for management after the plan is terminated.
10. Support efforts to update and modernize the ESA, such as those undertaken by the Western Governors' Association, to address issues that affect local governments, including the following:
 - The difficulty of delisting species, even once recovery objectives are met.
 - The use of the ESA by special-interest groups in efforts to influence land-use decisions by petitioning USFWS to list large groups of species as threatened or endangered.
11. Support alternatives to listing under the ESA, including conservation plans, initiatives, or agreements to address threats to species and their habitats. Examples of successful collaborative conservation agreements include the Conservation Agreement and Strategy for Graham's beardtongue (*Penstemon grahamii*) and White River beardtongue (*P. scariosus* var. *albifluvis*) (SITLA 2017) and the Utah Conservation Plan for Greater Sage-Grouse.
12. Implement recommendations from the Utah Wildlife Action Plan 2015–2025 (UDWR 2015). The UDWR worked with other agencies, stakeholders, and organizations to identify the wildlife species (not plants) most in need of conservation attention, and to determine which key habitats were essential for their survival. The wildlife action plan provides strong, clear guidance for developing creative, solution- based partnership actions to manage threats, reduce limiting factors, and resolve critical data gaps. The plan includes provisions for gaining feedback, including periodic status assessments and effectiveness monitoring to allow for informed adjustments to management actions. If effectively implemented, the plan would result in healthier habitats and more secure wildlife populations, therefore reducing the likelihood of new listings under the ESA.
13. Support mitigation banking programs as a way to offset impacts to threatened and endangered species, species at risk of becoming threatened or endangered, and their habitats in Daggett County.

14. Do not support actions to list any species as a threatened or endangered species under the ESA or actions to add any species to the State of Utah's sensitive species list until verifiable scientific data have been available to the public that demonstrate:
 - the need for the designation,
 - that protections cannot be provided by other methods, and
 - that the area in question is truly unique compared to other area lands.
15. Focus necessary conservation efforts on species identified on the State of Utah's sensitive species list. This list identifies "wildlife species of concern," which are those species for which there is credible scientific evidence to substantiate a threat to continued population viability. Conservation efforts could include the following:
 - Avoiding impacts to sensitive species and their habitats when possible.
 - When avoidance is not possible, taking reasonable steps to minimize the effects of development on sensitive species and their habitats.
 - When high levels of impact on sensitive species are unavoidable, meaningful long-term mitigation may be necessary. Depending upon the species in question, meaningful long-term mitigation could include habitat conservation/restoration (e.g., rangeland restoration, wetland enhancement, noxious weed control, pinyon-juniper removal, or other actions that provide new or enhanced wildlife habitats) or research to learn more about the species and the causes for its decline
16. Recovery plans, reintroduction plans, guidelines, and protocols for species listed as threatened or endangered under the ESA should be developed with full public disclosure and in coordination with private property owners and local governments that will be affected by the recovery plan. Recovery plans must contain indicators of effectiveness and recovery progression, identifiers of recovery completion, self-terminating provisions upon successful recovery, and management provisions after the plan is terminated.
17. Recovery plans for species listed as threatened or endangered should clearly identify the parties responsible for collecting data to monitor species recovery and how that data will be collected. Funding adequate to collect the data required to monitor progress toward recovery should be appropriated by federal agencies at the time of listing.
18. Devaluation of private property by the ESA is a "taking" under the 5th Amendment of the US Constitution, and compensation must be paid to affected property owners.
19. Do not support buffer zones around habitat for the protection of threatened and endangered species.
20. The USFWS shall exclude areas from critical habitat designation if the economic damage is considered too great. The USFWS shall involve local and county government representatives in their assessment of the economic impact of critical habitat designations.
21. When developing recovery plans for species listed as threatened or endangered, it is typically not necessary to restore a species to all habitats once occupied by the species to achieve a population

that is not at risk of extinction. Recovery plans should establish objectives that restore and preserve only the amount of habitat and population size needed to protect the species from extinction.

22. Do not support the creation or expansion of grizzly bear, gray wolf, wolverine, or Canada lynx populations or the protection of their habitats, ranges, or migration corridors within Daggett County.
23. Designation of critical habitats for threatened and endangered species or reintroductions must not be allowed to grow beyond the originally intended physical boundaries and scope resulting in detrimental effects on the economy, life styles, culture, and heritage.
24. In order to conduct an introduction or reintroduction of sensitive species, land managers must ensure that the habitat exists at the time of reintroduction.

State Code

Utah state code provisions related to threatened and endangered species are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for Threatened and Endangered Species:

- [Wildlife](#)
- [Land Use](#)
- [Fisheries](#)
- [Livestock & Grazing](#)
- [Noxious Weeds](#)
- [Fire Management](#)

Other sections of the Daggett County General Plan that are related to Threatened and Endangered Species are:

- Position statements on introduced, threatened, endangered, and sensitive species, recovery plans, and experimental populations (section 8.5, pg. 93).

Utility Corridors

Utility corridors are linear tracts of land set aside for the placement of the above- and below-ground infrastructure that transports and conveys raw materials, processed materials, and energy.

Introduction

Utility corridors include the areas necessary for the maintenance and access of utilities infrastructure. Common infrastructure found in utility corridors includes electrical transmission lines, petroleum pipelines, natural gas pipelines, water pipelines, and telecommunications conduit.

A utility corridor (also known as a “right-of-way” or “easement”) may be located on private, state, and federal public lands. The width of a utility corridor depends on the type of utilities within the corridor and the maintenance requirements of its infrastructure. For example, a utility corridor for a small water pipeline may be just 20 feet wide, while a corridor with co-located high-voltage transmission lines and high-pressure natural gas pipelines may be hundreds of feet wide.

When utility corridors are constructed on federal land in Utah, it’s most often on land administered by the BLM or Forest Service, because these agencies administer large land tracts and are governed by the most-accommodating land-use regulations. However, utility corridors sometimes must cross federal land, which are governed by more restrictive regulations. This may include land administered by the NPS, USFWS, US Department of Defense, US Department of Energy, or Reclamation.

Constructing utility corridors on federal land requires compliance with a number of federal laws and regulations, which vary depending on which agency administers the land in question. Laws and regulations also apply when locating utility corridors on state and private lands, but these are typically less complex than those that apply to federal lands.

Findings

Corridors for utility infrastructure are commonplace in Utah, crossing private, state, tribal, and federal lands. On BLM lands, existing utility corridors are usually identified in land-use plans for each BLM field office. The plans that are pertinent to Utah can be found on the BLM’s planning website, which can be accessed [here](#). Rights-of-way on BLM lands are issued through the BLM Lands and Realty Program. For Forest Service lands, existing utility corridors are identified in the forest plan of each individual national forest. For lands owned by state entities, such as SITLA, UDWR, and private landowners, utility corridors are typically identified as easements on land-title documents. This information can be found at individual county recorder’s offices.

To establish new utility corridors on state lands, such as those owned by SITLA, the office may issue easements for up to 30-year terms, which can be acquired through the application process outlined [here](#). Utility corridors on tribal lands require compliance with rules administered by the BIA. Utility corridors on private lands require negotiation with individual landowners to establish specific conditions, recordable easement deeds and financial compensation.

Section 368 of the Energy Policy Act of 2005 directs federal agencies to designate energy corridors on federal lands in the western United States. This set of regulations was enacted with the goal to “improve reliability, relieve congestion, and enhance the capability of the national grid to deliver electricity” (BLM ND). In compliance with this directive, both the BLM and Forest Service in Utah have identified utility

corridor locations and amended their RMPs to accommodate the placement and construction of the designated corridors.

One Section 368 Energy Corridor is found in Daggett County, consisting of 13.4 miles in the north east corner. The corridor, labeled 126-218, is a 3,500-foot wide, multi-modal corridor meaning it is intended to facilitate the transmission of multiple types of utilities including electrical transmission and pipelines. The corridor is not currently included in local land-use plans but is not listed as a corridor of concern.

Economic Considerations

Goals

Maintenance of existing utility corridors and plan for the future development of new utility corridors across federal and state lands to meet projected state and county growth and demand.

Objectives

1. Encourage utility companies, cooperatives, the Utah Division of Public Utilities and other applicable state and federal agencies to coordinate efforts with the County related to existing and future utility corridors.
2. Protect access for utility companies to maintain and improve infrastructure and utility corridors.
3. Expedited federal approval processes and policies for the maintenance of utility corridors and new construction projects.
4. Support Bureau of Land Management instruction memorandums (e.g., Utah IM-2021-004) that allows utility companies to have additional flexibility to access infrastructure and utility corridors for maintenance purposes and to reduce the risk of wildfire impacts on the utility.
5. Maintain and update wildland fire protection plans to reduce the risk of wildfire in utility corridors.
6. Partner with other entities to avoid, minimize, and mitigate challenges that utility corridors may present to cultural resources and threatened, endangered, and sensitive species.
7. Encourage redundancy and physical separation for utility facilities needed to serve local and regional consumers.
8. Work with federal and state agencies to identify utility corridors needed to access and deliver to foreign or domestic markets, all forms of traditional mineral resources, critical minerals, and renewable energy resources.
9. Continue participating in the Section 368 (Westwide) corridor planning process and development.
10. Ensure that sufficient utility corridors are available to provide essential utilities to local and regional consumers, including in areas with current or future federal special designations.
11. Encourage feasibility studies for different types of utility transmission, distribution, and collection infrastructure.
12. Support innovation to make existing and future utility corridor infrastructure more efficient, reliable, safe, climate-resilient, and sustainable.

13. Support a network of utility corridors for the distribution of crude and refined petroleum products to foreign and domestic markets.
14. Encourage the provision of fiber optic resources to underserved areas of the county.
15. Ensure that needed water resources are capable of being delivered through existing and future utility corridors in order to meet the needs of the county's citizens.
16. Support the provision of a supply of hydrogen to state highway corridors; potentially via natural gas pipelines.

Policies

1. The State of Utah is an “any-of-the-above” energy state and Daggett County supports that approach. Utility corridors must be preserved and developed to transport the complete range of energy resources.
2. Daggett County supports the State Office of Energy Development's recommendations provided in the State Energy Plan, the Utah Transmission Study and other reports.
3. Daggett County supports expedited corridor planning and approvals to address critical infrastructure needs (refer to Executive Order 13807, Section 5(g)).
4. Daggett County supports development of utility corridors to accommodate pipelines from the natural gas and crude oil producing areas to refineries, export facilities or to other transportation networks.
5. Federal agencies shall recognize and aid utilities in implementing wildland fire protection plans required of qualified utilities under Title 54-24-201 of the Utah Code.
6. Interstate transmission lines should provide access for utilization of energy by citizens of Daggett County, the state of Utah, or supply significant and continual incentives that benefit the citizens of the county and state.
7. Utility corridors are needed in Daggett County and the state of Utah to maintain affordable, reliable, abundant, and dispatchable energy at all times.
8. Daggett County will support minimizing impacts to prime and unique soils and irrigable acres to the maximum extent possible when new utility corridors are being considered.
9. Daggett County discourages natural gas vent lines (e.g., pig lines) in close proximity to electrical transmission and distribution lines, or other non-compatible operations.
10. Every effort should be made to ensure that wildland fires are not caused by utility providers.
11. Support the development and maintenance of an effective rail system corridor in Daggett County to support efficient commercial material and energy distribution to markets and diversify the economy.
12. Daggett County recognizes the economic and educational importance of internet access.
13. Daggett County recognizes that utility infrastructure within established corridors and along major highways is congested and new areas need to be analyzed and established as corridors to facilitate future growth and demand.

State Code

Utah state code provisions related to utility corridors are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for utility corridors:

- [Energy Resources](#)
- [Land Use](#)
- [Mining](#)
- [Mineral Resources](#)
- [Pipelines and Infrastructure](#)
- [Land Access and Transportation](#)

Water Rights

A water right is a right to the use of water based upon (1) quantity, (2) source, (3) priority date, (4) nature of use, (5) point of diversion, and (6) physically putting water to beneficial use (UDWR definition).

Introduction

Water is a finite but renewable resource, and because of varying annual supplies of water, its availability is subject to competition between stakeholders. The coordination of demand to supply water to Daggett County's various interests is expected to always be a complex issue for stakeholders. Water is a resource taken from dynamic, natural systems that stem from fluctuating cycles of precipitation and other climatic factors. Networks of moving water, above and below ground, extend beyond obvious topographic or political boundaries. Therefore, management and use of water supplies requires coordination between the various jurisdictions of local, state, and federal entities.

The Utah pioneers, in the late 1840s, were the first Anglo-Saxons to practice irrigation on an extensive scale in the United States. Being a desert, Utah contained much more cultivable land than could be watered from the incoming mountain streams. The principle was established that those who first made beneficial use of water should be entitled to continued use in preference to those who came later. This fundamental principle was later sanctioned in law, and is known as the Doctrine of Prior Appropriation. This means those holding water rights with the earliest priority dates, and who have continued beneficial use of the water, have the right to water from a certain source before others with water rights having later priority dates (Utah Division of Water Rights 2011).

"In the early territorial days, rights to the use of public streams of water were acquired by physical diversion and application of water to beneficial use, or by legislative grant. A "county courts" water allocation system was enacted in 1852 and was in effect until 1880, when it was replaced by a statute providing for county water commissioners" (Utah Division of Water Rights 2011).

Immediately upon their arrival, pioneer settlers in Utah began diverting and damming water for agricultural cultivation. Brigham Young declared in 1848 that streams were not to be privately owned and that they belong to all people. Local church leaders, bishops, were responsible for diverting water equitably for the benefit of the community. Bishops often delegated water management to watermasters. Later, municipal and county governments assumed these responsibilities. "In 1852 the territorial legislature delegated control over streams to county governments" (Donaldson, F. J. 2007).

"In this early system, the role of the watermaster was very important. The watermaster delivered water by a system of rotation; water was delivered to a user for a certain length of time according to the user's needs. The watermaster oversaw ditch repairs by requesting labor from water users in proportion to the amount of water supplied to them. The watermaster arbitrated water disputes, but his decision could be appealed to county or municipal authorities" (Donaldson, F. J. 2007).

Water Use and Preservation Element

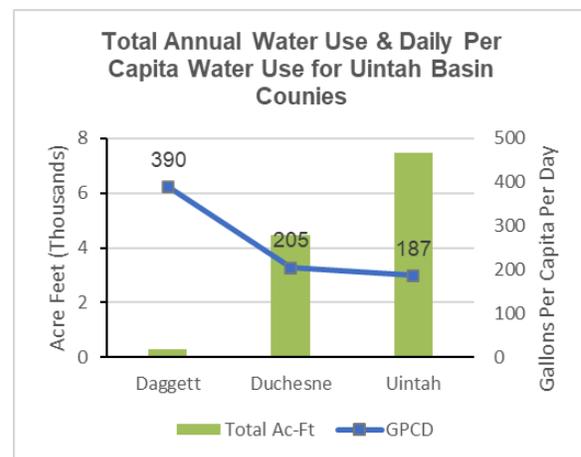
Utah State Code 17-27a-401, which outlines content requirements for all County General plans, was amended in 2022 with a new requirement to include a water use and preservation element as defined by Section (2) (a) v and (f).

Regional Water Conservation Goals

Utah Division of Water Resources water conservation goals for Daggett County are outlined in a 2019 document titled Utah's Regional M&I Water Conservation Goals (Hansen, Allen & Luce 2019). Water use goals are established for total municipal and industrial water use on a per capita per day basis for nine regions in Utah, Daggett County being included in the Green River region. The Green River Region goal is 249 gallons per person per day.

Community water systems provide culinary water to some County residents. Water system providers in Daggett County include Dutch John Town Water System, Greendale Water Co., Manila Town Water System, and Questar - Clay Basin Camp. Total annual potable water supplies for Daggett County, both unincorporated areas and within water system providers, are estimated by the Utah Division of Water Rights (DWRi) at 2,095 acre-feet (ac-ft), contributed from springs (308 ac-ft), wells (1,142 ac-ft), and surface water (645 ac-ft). Another 95 ac-ft of non-potable water is available annually in the county.

A 2015 study conducted by DWRi calculated that Daggett County residents utilize a total of 284 ac-ft of water annually, which is far lower than Duchesne and Uintah Counties (Utah Division of Water Resources 2020). However, total water use is directly related to the number of people living in a given area and because of Daggett county's small population it is expected that total water use would be minimal compared to other more populated locations. However, when measured on a per capita basis, Daggett County residents use more than twice the amount of water per person than the other Uintah Basin counties at about 390 gallons per day.



Land Use Ordinance Review

A review of Daggett County's land use ordinance was conducted to identify existing ordinances that promote the inefficient use of water. Documents reviewed included the 2008 Daggett County General Plan Update & Regional Planning Guide. These are the findings:

- The Daggett County General Plan does not include a water use and preservation element, although it does touch on the subject.
- The County will support all reasonable water conservation efforts. Water conserved should be allocated to those persons or entities whose efforts created the savings.
- Drinking water is generally provided private wells or by local government water systems through service connections. Irrigation water is delivered by private canal companies.

Findings

"All waters in Utah are public property. A 'water right' is a right to divert (remove from its natural source) and beneficially use water. The defining elements of a typical water right will include:

- A defined nature and extent of beneficial use;

- A priority date;
- A defined quantity of water allowed for diversion by flow rate (cfs) and/or by volume (acre-feet);
- A specified point of diversion and source of water;
- A specified place of beneficial use.”

Source: (Utah Division of Water Rights 2011)

“Rights for water diversion and use established prior to 1903 for surface water or prior to 1935 for ground water can be established by filing a “diligence claim” with the Division. Such claims are subject to public notice and judicial review and may be barred by court decree in some areas of the state” (Utah Division of Water Rights 2011).

“All other rights to the use of water in the State of Utah must be established through the appropriation process administered by the Division of Water Rights. The steps to this process for an “Application to Appropriate Water” are as follows:

- An Application to Appropriate Water is filed with the Division.
- The application is advertised and protests may be received and a hearing may be held.
- The State Engineer renders a decision on the application based upon principles established in statute and by prior court decisions.
- If the application is approved, the applicant is allowed a set period of time within which to develop the proposed diversion and use water. When the diversion and use are fully developed, the applicant retains the services of a professional engineer or land surveyor who files “proof” documentation with the Division showing the details of the development.
- Upon verification of acceptably complete proof documentation, the State Engineer issues a Certificate of Appropriation, thus “perfecting” the water right.”

Source: (Utah Division of Water Rights 2011)

“Many areas of the state are administratively “closed” to new appropriations of water. In those areas, new diversions and uses of water are established by the modification of existing water rights. Such modifications are accomplished by the filing of “change applications.” These applications are filed and processed in a manner very similar to that described above for Applications to Appropriate Water” (Utah Division of Water Rights 2011).

“Water appropriation issues in specific geographic areas of the state are often administered using policies and guidelines designed to address local conditions. These policies and guidelines are generally developed for all or part of a defined Drainage Basin” (Utah Division of Water Rights 2011).

“The State Engineer has adopted procedures for enforcing water rights violations. Under the new enforcement procedure, an action is initiated by the Division of Water Rights (DWR) after a violation has been observed by an official working in the DWR or another capacity for the state, or after a complaint is received from a water user, government agency, or other interested party. Private water users can report violations” (Donaldson, F. J. 2007).

General water policy of the State Engineer for the North Slope of Uinta Mountains, including Daggett County, are as follows:

- Surface Water – Surface waters are considered to be fully appropriated, except for isolated springs. New diversions and consumptive uses in these sources must be accomplished by change applications filed on owned or acquired rights. A large block of water under the Flaming Gorge Project has been transferred to the State of Utah and is available for some of these changes. Non-consumptive use applications, such as hydroelectric power generation, will be considered on individual merits.
- Groundwater – There is a limited groundwater resource available. Appropriations from isolated springs and underground water are generally limited to sufficient acre-feet amounts to serve the domestic needs of one family, irrigation of 1.0 acres, and a reasonable amount of livestock. Water is available for larger projects on a temporary or fixed-time basis, which are generally limited to five years. Changes from surface to underground sources, and vice versa, are also considered on individual merits, with emphasis on the existence of a hydrologic tie between the two sources, the potential for interference with existing rights, and to ensure that there is no enlargement of underlying rights

Economic Considerations

Although water rights are the right to use appropriated water within the requirements of a given beneficial use, water rights are classified as “real property” in the State of Utah and are bought and sold much like real estate.

Goals

It is the custom and culture of Daggett County to protect and preserve water rights.

Objectives

1. Balance water resource allocation among beneficial uses (e.g., agricultural, recognizing that growing populations will require larger portions of municipal and industrial water and an increased interest in water-based recreation).
2. Ensure that allocation of water resources is administered under applicable Utah laws and Prior Appropriation Doctrine.
3. Integrate multiple strategies for meeting future water demands not limited to conservation, conversion, water transfers, water development, conjunctive use of surface and groundwater, aquifer storage and recovery, secondary irrigation systems, cooperative agreements (arrangements with other water suppliers to share/lease their excess supplies), and water reuse (recycling wastewater effluent).

Policies

Water Rights Policies

1. All waters of the State of Utah are:
 - subject to appropriation for beneficial use and
 - essential to the future prosperity of the state and the quality of life within the state.
2. All water rights desired by the federal government must be obtained through the state water appropriations system.

3. Management and resource-use decisions by federal land management and regulatory agencies concerning the vegetative resources within the state should reflect serious consideration of the proper optimization of the yield of water within the watersheds of Daggett County.
4. Proper management of public land watersheds that supply the majority of the agricultural, domestic, and industrial water use in this water-short area is critical.
5. An adequate supply of clean water is essential to the health of Daggett County residents and the continued growth of its economy.
6. Agencies must analyze the effect of decisions on water quality, yields, and timing of those yields. Any action, lack of action, or permitted use that results in a significant or long term decrease in water quality or quantity in Daggett County will be opposed.
7. Agency actions must analyze impacts on facilities such as dams, reservoirs, delivery systems, monitoring facilities, etc., located on or downstream from land covered by any water-related proposal in Daggett County.
8. Movement toward nationalization or federal control of Utah's water resources or rights will be opposed by Daggett County.
9. Privately held water rights should be protected in Daggett County from federal and/or state encroachment and/or coerced acquisition.
10. The quality and quantity of water in Daggett County shall not be reduced below current levels.
11. All potential reservoir sites and delivery system corridors in Daggett County shall be protected from any federal or state action that would inhibit future use.
12. The Wilderness Act should be amended to allow for the temporary storage of water using natural methods on existing lakes or ponds.
13. Any proposed sale, lease, exchange or transfer of water in Daggett County must adequately consider and satisfy the county's interest and concerns and fully analyze the effect on existing ground water, return flows, riparian and wetlands.
14. Daggett County will oppose any proposal that fails to benefit the county or compensate for losses to the county and/or its residents.
15. Daggett County recognizes and will protect the existence of all legal canals, laterals, or ditch rights-of-way.
16. All federal and state mandates governing water or water systems shall be developed in cooperation with Daggett County and be funded by those agencies.
17. Daggett County supports livestock grazing and other managed uses of watersheds and holds that, if properly planned and managed, multiple use is compatible with watershed management and development.
18. Daggett County endorses Utah state water laws as the legal basis for all water use within Daggett County.
19. Beneficial use is the basis for the appropriation of water in the State of Utah.

20. When wetlands are created by fugitive water from irrigation systems in Daggett County, and law requires mitigation of impacts from conservation and other projects, the creation of artificial wetlands should be considered only after all other mitigation possibilities have been analyzed. Creation of artificial wetlands is contrary to the intent of conservation of water.
21. Managers of public lands in Daggett County must protect watersheds with respect to water quality, with the assurance that water yield will not be decreased but improved.
 - All field development plans must provide for water quality monitoring. Data development must be coordinated with, and the findings provided to the County.
 - All water quality studies undertaken by or on behalf of a public land management agency must be coordinated with the County.
22. Support projects that improve water quality and increase quantity and dependability of water supply in Daggett County.
23. Participate in integrated water resource management processes that seek to coordinate development and management of water, land, and related resources in order to maximize economic and social welfare without compromising the sustainability of vital ecosystems.
24. Ensure that Federal Reserved water rights, and threatened and endangered species conservation flow recommendations located within Daggett County are included in discussions regarding future water resource management, development, and conservation decisions. The onus of water resource management, development, and conservation should fall to the counties or individual water rights holders.
25. Use the best available water resource data when conducting planning activities in Daggett County.
26. Support maintenance of existing water quantity measurement equipment (e.g., U.S. Geological Survey gauges and SNOTEL) to document water resource availability in Daggett County.
27. Water rights held by federal entities must be obtained through the state water appropriation process and will not infringe upon downstream water rights.
28. Protect property rights in Daggett County associated with implementation of state and federal water development projects.
29. As a stakeholder, Daggett County has a voice in any proposed sale, lease, exchange, or transfer of water rights and should comment.
30. Decreases in consumptive and non-consumptive uses of water downstream of the Ashley National Forest are not supported.
31. Use existing local water resource knowledge in Daggett County and develop future knowledge through education.
32. Coordinate with Daggett County landowners (e.g., public and private) to assess potential water storage sites to meet increased demands for water in Daggett County.
33. Meet municipal and industrial water needs in Daggett County while preserving traditional agricultural uses and ensuring aquatic habitat to support wildlife.

Water Conservation Policies

1. Daggett County will support all reasonable water conservation efforts. Water conserved should be allocated to those persons or entities whose efforts created the savings.
2. Consider installing water meters at appropriate locations throughout Daggett County.
3. Use and adapt water conservation education strategies developed by the state and other entities that focus on water supply and demand and on diverse strategies for meeting demand.
4. Support reasonable water conservation objectives in Daggett County as one way to meet future water demands.

The following principles of sustainable landscaping shall be considered:

- reduction or limitation of the use of lawn or turf;
- promotion of site-specific landscape design that decreases stormwater runoff or runoff of water used for irrigation; preservation and use of healthy trees that have a reasonable water requirement or are resistant to dry soil conditions;
- elimination or regulation of ponds, pools, and other features that promote unnecessary water evaporation;
- reduction of yard waste; and
- use of an irrigation system, including drip irrigation, best adapted to provide the optimal amount of water to the plants being irrigated;
 - Low Water Use Landscaping Standards
 - Commercial, industrial, or institutional development
 - Common interest community (condominium)
 - Multifamily housing

The DWRI daily water use goal for the Green River Region is 249 gallons per person per day, while current use is approximately 390. What objectives and policies does Daggett County want to add to this document?

State Code

Utah state code provisions related to water rights are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of Relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for water rights:

- [Water Quality & Hydrology](#)
- [Ditches and Canals](#)
- [Irrigation](#)

Water Quality and Hydrology

Water quality is the condition of water based on biological, chemical, and physical properties. Hydrology is the science of the distribution, effects, and properties of water.

Introduction

For thousands of years, the water resources in Daggett County have sustained an abundant fish and wildlife population. Indigenous Americans, as well as more modern immigrants to the region, relied heavily on these resources for sustenance. Today, the water resources of Daggett County are used for agricultural irrigation, municipal needs, industrial needs, recreational needs as well as the other adjudicated rights as per the Colorado River Compact and the various treaties. This precious resource has been, and always will be, the lifeblood of Daggett County.

Findings

Hydrology

The basin experiences four distinct seasons, with a major portion of the precipitation occurring as snow in the mountain regions during the winter months and producing high runoff during the spring snowmelt period. The basin receives an average 15.6 inches of precipitation annually (Utah Division of Water Resources 2016). Seasonal melting of mountain snowpack produces runoff flows that recharge groundwater aquifers and refill reservoirs. Water flows also support sediment transport, channel maintenance, and riparian vegetation. Spring rain contributes minimally to reservoir storage but does play a role in determining the timing of reservoir water use. Low flows or dry conditions generally occur in the late summer, which can result in many water quality issues.

“The Uinta Basin is divided into two primary drainages — the north slope and the south slope of the Uinta Mountains. The north slope is bounded by the Uinta Mountains to the south, the Wyoming border to the north, the Colorado border to the east, and the Bear River Basin to the west. . . The north slope of the Uinta Mountains has many small streams, such as Blacks Fork, Smiths Fork, Henry's Fork, Beaver Creek(s), Burnt Fork, [Birch Creek] and Sheep Creek. These streams flow north into Wyoming on the way to the Green River. Some of this water is used for irrigation and municipal and industrial purposes in Wyoming and Utah” (Utah Division of Water Resources 2016).

As water enters and flows through a watershed, a fraction of the water infiltrates into the ground and recharges underground aquifers. Groundwater from wells is also a critical resource for culinary and agricultural water supplies. “Many creeks flow down to the Green River, and their drainages have been magnets for human activity. The valley of Henry's Fork, the Lucerne Valley, and Browns Park have historically been the important local areas of human settlement” (Johnson et al. 1996)

The Uinta Mountain range receives slightly more than the statewide average of 13 inches. Much of this rainfall is captured inside the Flaming Gorge Reservoir. While much of the water is stored, a significant amount is released to satisfy water needs downstream.

Water Quality

“The two main issues that adversely affect the water quality in Daggett County are salinity and sediment. With the inclusion of Daggett to the salinity control programs, progress has begun to be made in these

areas. Pipelines and sprinkler systems are being used to improve water quality and quantity” (Daggett Conservation District 2012).

“In recent decades more attention has been given to minimizing negative impacts while putting water to beneficial use. Considerable effort and expense have been made mitigating past mistakes and repairing damaged ecosystems. In many instances it has been found that working in this manner is more beneficial in the long run. More than ever, today’s water planners and managers are aware of the potential impacts water development can have and are working to create plans and strategies that minimize impacts” (Utah Division of Water Resources 2016).

In Utah, water quality is regulated by the state based on the source of pollutants entering waterways, defined as either “point source” or “nonpoint source” pollution. Point sources discharge pollutants directly into a waterbody, usually through pipes or ditches originating from industries or waste treatment plants. Nonpoint sources are pollution sources that do not originate from distinct locations and tend to vary in time and space. Nonpoint source pollution occurs when runoff from rainfall or snowmelt pick up pollutants from the human and natural landscape and transport them indirectly to a waterbody.

Water quality characteristics include:

- Conductivity
- Dissolved oxygen
- Nutrients
- pH
- Suspended solids
- Water temperature
- Turbidity

Point source pollutants are highly regulated under the Clean Water Act of 1972 and Water Quality Act of 1987 through the issuance of permits and possible fines if permit requirements are not met. The EPA issues discharge permits within the National Pollutant Discharge Elimination System (NPDES). In Utah, the State of Utah was granted primacy by EPA to manage the NPDES permitting program as the Utah Pollution Discharge and Elimination System (UPDES) and is operated by the Utah Department of Environmental Quality (DEQ) Division of Water Quality (DWQ).

Browne Lake is located in the southern portion of the Upper Green-Flaming Gorge Reservoir watershed (HUC 14040106) in the Uinta Mountains of northeastern Utah (Figure 1-1). The lake has been placed on Utah’s 2000 303(d) list for total phosphorus and dissolved oxygen impairments (Utah Division of Water Quality 2003).

Economic Considerations

In 2011, recreational fishing in Utah’s lakes, streams, and rivers brought in \$259 million of revenue to Daggett County. This includes the cost of equipment and multipliers like lodging, retail purchases, and dining in restaurants. Fishing relies on good water quality and hydrology (Kim and Jakus 2013). In 2012, a study of outdoor recreation found that \$1.2 billion was spent for water related activities in Utah

(Southwick Associates 2013). It is more cost-effective to protect the water resource at its source and prevent contamination than to treat it in a wastewater treatment plant. “Nationwide, every \$1 spent on source water protection saves an average of \$27 in wastewater treatment costs” (Utah Division of Water Quality 2013).

Prepare60, a center established by four water conservancy districts in Utah, published a report in 2014 illustrating that \$17.9 billion spent on water infrastructure maintenance alone enables \$5.4 trillion in ongoing economic activity. An investment in water resources of \$15 billion would create 930,000 new jobs, \$93 billion in incremental economic output, and \$71 billion in additional personal income (Aguero 2014).

Goals

Maintain or improve water quality to protect the health and sustainability of county residents and the desirability of Daggett County as a place to visit and recreate.

Objectives

1. Support ongoing water quality and quantity monitoring to inform water and land management activities that protect surface water and groundwater.
2. Manage lands and watersheds for optimal water yield.
3. Integrate multiple strategies for meeting future water demands not limited to conservation, conversion, water transfers, water development, conjunctive use of surface and groundwater, aquifer storage and recovery, secondary irrigation systems, cooperative agreements (arrangements with other water suppliers to share/lease their excess supplies), and water reuse (recycling wastewater effluent).
4. The high quality of Ashley National Forest water should not be impaired.
5. Take an active role in federal, state, and local water resource management processes.

Policies

1. Adhere to state-developed water quality standards in Daggett County.
2. Support ongoing water quality monitoring in Daggett County to establish baseline conditions to track potential surface and groundwater contamination that could result from changes in land use (e.g., oil shale and sands development).
3. Recognize that natural conditions and processes may affect achievement of state water quality standards and might not be indicative of impairment.
4. Adhere to water quality standards and those mitigation strategies outlined for nonpoint and point sources in local total maximum daily load documents.
5. Water quality studies undertaken by or on behalf of the public land management must be coordinated with Daggett County.
6. Protect against surface and groundwater contamination in Daggett County.

7. Impound wastewater/stormwater from agriculture, mining, or other surface disturbance activities in Daggett County.
8. Water-quality testing guidelines should be established by the state and not the federal government. Mandated water-quality tests should be financed by the agency requiring the testing. At a minimum, Daggett County feels that agencies should modify testing requirements to fit local necessity and circumstances.
9. Participate in the Colorado River Basin Salinity Control Program.
10. Participate in integrated water resource management processes that seek to coordinate development and management of water, land, and related resources in order to maximize economic and social welfare without compromising the sustainability of vital ecosystems.
11. Use the best-available water resource data when conducting planning activities.
12. Support maintenance of existing water quantity measurement equipment (e.g., U.S. Geological Survey gauges and SNOTEL) to document water resource availability.
13. Consider installing water meters at appropriate locations throughout Daggett County.
14. Incorporate a watershed approach in Daggett County for water quality protection and restoration that supports current and potential future uses.
15. Support water development projects in Daggett County for livestock outside of sensitive riparian, stream, and wetland areas.
16. Support the management of unpaved roads on the Ashley National Forest for watershed and water quality protection while protecting existing access rights and public access.

State Code

Utah state code provisions related to water quality and hydrology are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for water quality and hydrology:

- [Land Use](#)
- [Fire Management](#)
- [Wild & Scenic Rivers](#)
- [Wetlands](#)
- [Water Rights](#)
- [Ditches and Canals](#)
- [Irrigation](#)
- [Livestock & Grazing](#)
- [Riparian Areas](#)
- [Recreation and Tourism](#)
- [Fisheries](#)
- [Threatened, Sensitive, & Endangered Species](#)
- [Agriculture](#)

These Daggett County General Plan Objectives and associated policies are also related to water quality:

- Position statements on water resources (section 8.5, pg. 96).

Wetlands

A wetland is defined as land or areas (such as marshes and swamps) that are intermittently or permanently inundated or saturated by groundwater.

Introduction

Wetlands have been defined in different ways by numerous entities and agencies. However, the US Army Corps of Engineers (USACE) and the EPA jointly define wetlands as: “Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that do under normal circumstances support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.” This definition of wetlands is perhaps the most relevant to local land managers and planners because the USACE and the EPA are the agencies that have legal jurisdiction over wetlands, including those wetlands on private property. Wetlands provide numerous benefits including wildlife habitat, aquifer recharge, and water quality improvements (U.S. Environmental Protection Agency 2015).

Findings

- According to the Utah Wetland Information Center, 1% of Utah’s landscape is wetlands (Utah Geological Survey, n.d.). Wetlands are among the most productive ecosystems in the world, comparable to rainforests (U.S. Environmental Protection Agency 2015). The primary factor that distinguishes wetlands from other landforms or water bodies is the characteristic vegetation of aquatic plants, adapted to the unique hydric soil. Wetlands have the ability to improve water quality by acting as filters. In addition, wetlands can lessen the effects of flooding by containing stormwater and releasing it gradually. Because these critically productive systems are a scarcity in the region, special emphasis is necessary for their management.

Daggett County has 21,393 acres of nationally identified wetlands (US Fish and Wildlife Service 2015).

Best management practices for wetlands include protection of existing wetlands through zoning and other land-use designations, restoration of historic wetlands, proper management of wetlands, creation of new wetlands in appropriate areas.

The USACE and the EPA have strict guidelines for any activities occurring on or near a wetland. Impacts to wetlands can require permits from federal, state, and local agencies.

Economic Considerations

Wetlands provide recreational value as well as ecological, social or economic value.

Possibly the most significant economic and social benefit of wetlands is flood control, but wetlands also provide essential functions in filtering water/improving water quality and providing habitat for waterfowl and other wildlife (World Wildlife Fund 2004). Wetlands also recharge aquifers.

From a regulatory standpoint, certain bodies of water and associated wetlands are regulated by the EPA and the USACE under Section 404 of the Clean Water Act, even on private property. Activities that involve excavation or placement of fill in jurisdictional waters or wetlands require a permit issued by the USACE and may be reviewed by EPA. The extent of jurisdiction is determined on a project-by-project basis in consultation with the USACE.

Goals

Wetlands are important for the ecological and water quality value they add to the environment.

Objectives

1. Identify high-priority or ecologically sensitive wetland areas for conservation in Daggett County.
2. Support wetland conservation through planning and management in Daggett County.
3. Track changes and updates in federal regulations that affect wetland jurisdiction and permitting in Daggett County.

Policies

1. Coordinate comments with other stakeholders in Daggett County regarding Clean Water Act rule revisions.
2. Participate in federal, state, and local wetland conservation planning processes in Daggett County.
3. Identify opportunities for creation, restoration, and enhancement of wetlands to augment the ecosystem services these resources provide in Daggett County.
4. Manage access by livestock and native ungulates to wetlands in Daggett County to prevent overgrazing when appropriate.
5. Use scientific methodology (e.g., proper functioning condition) to guide management decisions regarding recreation and grazing exclosures in wetlands.
6. Consider the release of the northern tamarisk beetle (*Diorhabda carinulata*) in Daggett County as a biological control of this tamarisk, an invasive plant species.
7. Cooperate with the Natural Resources Conservation Service, Utah State University Extension, Weed and Pest District, and other entities responsible for integrated weed management in wetland areas in Daggett County.

Mitigation and Habitat Improvement Projects

Mitigation and habitat improvement projects may be conducted to compensate for impacted jurisdictional wetlands, to restore watersheds after a wildfire, or to improve wildlife habitat. The following policies are therefore applicable to multiple resource management planning topics.

1. The best method for accomplishing well-planned and successful habitat improvements or mitigation is through a local habitat collaborative planning group. Facilitated by Daggett County, this group should consist of local governments, federal and state resource managers, industry, and permittees interested in the creation of productive and properly functioning habitats.
2. All disturbances of habitats must be reclaimed as soon as feasible after impacts have been created.
3. All mitigation of surface disturbances must be accomplished on or adjoining the site of the disturbance. No off-site mitigation may be considered until onsite opportunities have been exhausted or that proper analysis shows that habitat losses cannot be mitigated on site.

4. Mitigation should not be removed to a distant location that does not bear the impacts created by a project. The mitigation must mitigate the impact where the impacts occur.
5. Off-site mitigation must provide for the full involvement of Daggett County.
6. Off-site mitigation should not be permanent, but be of duration appropriate to the anticipated impacts being mitigated.
7. The most cost-effective method of mitigation or habitat improvement is to pool committed mitigation funds to fund larger efforts to mitigate the impacts of multiple impacts. This can be accomplished through a mitigation banking system, which provides for the banking of dollars or mitigation credits.
8. Daggett County favors habitat improvement projects that are jointly sponsored by cattlemen's, sportsmen's, and wildlife groups such as chaining, logging, seeding, burning, and other direct-soil and vegetation prescriptions that are demonstrated to restore forest and rangeland health, increase forage, and improve watersheds for the mutual benefit of domestic livestock, wildlife, and watersheds.

State Code

Utah state code provisions related to wetland resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for wetland resources:

- [Land Use](#)
- [Agriculture](#)
- [Wild & Scenic Rivers](#)
- [Water Quality & Hydrology](#)
- [Water Rights](#)
- [Ditches and Canals](#)
- [Irrigation](#)
- [Livestock & Grazing](#)
- [Riparian Areas](#)
- [Recreation and Tourism](#)
- [Noxious Weeds](#)

Wild and Scenic Rivers

Wild and scenic rivers are designated under the National Wild and Scenic Rivers Act of 1968, applied to preserve certain free-flowing rivers that “possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural or other similar values”.

Introduction

The Wild and Scenic Rivers Act of 1968 is notable for preserving the special character of rivers, while also recognizing the potential for their appropriate use and development. It encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection.

Findings

There are no rivers in Daggett County with a wild and scenic designation.

Under the Wild and Scenic Rivers Act of 1968, rivers are classified as wild, scenic, or recreational:

- **Wild River Areas:** Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.
- **Scenic River Areas:** Those rivers or sections of rivers that are free of impoundments, have shorelines or watersheds still largely primitive and shorelines largely undeveloped, but are accessible in places by roads.
- **Recreational River Areas:** Those rivers or sections of rivers that are readily accessible by road or railroad, may have some development along their shorelines, and may have undergone some impoundment or diversion in the past.

Section 5(d)(1) of the Wild and Scenic Rivers Act of 1968 directs federal agencies to identify potential additions to the National Wild and Scenic Rivers System through federal agency plans. Under these provisions, federal agencies study the suitability of river sections they manage for designation under the Wild and Scenic Rivers Act. Sections that are determined to be suitable can be managed to preserve their suitability by an agency land management plan while awaiting congressional designation.

Designating river segments as wild, scenic, or recreational would restrict many activities related to the stream and other uses within 0.25 mile of it, and in some cases, these designations could be detrimental to users’ ability to develop and manage water resources necessary to meet future growth needs. The ability to obtain approval for water right change applications on, or upstream of, designated streams by existing water users may also be limited. Similarly, federal permits cannot be issued for uses on a stream segment that would be in conflict with the wild and scenic designation.

Designation of wild and scenic rivers may result in non-use, restricted use, or environmental impacts on public and private lands. These restrictions may prohibit future uses that are necessary to continue to assure economic prosperity or may adversely affect the operation, management, and maintenance of existing facilities.

In 2008, the BLM and Forest Service published recommendations for rivers in Daggett County that would be suitable for scenic designation. The areas consist of 12 miles stretching from the Upper Green River to

the state line, and 13 miles from the Flaming Gorge Dam to the Ashley National Forest boundary (BLM 2008 and USFS 2008). These river sections are currently managed to preserve their wild or scenic values while awaiting congressional action.

Wild and scenic rivers are designated by Congress or the US Secretary of the Interior. To be eligible for designation, a river must be free-flowing and contain at least one “outstandingly remarkable” value (scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar value). Designated rivers are typically managed by federal agencies, but can also be managed by partnerships of adjacent communities, state governments and the NPS, allowing communities to protect their own outstanding rivers and river- related resources.

Economic Considerations

At present, the economic implications of wild and scenic river designation are not totally understood, nor quantifiable. The tradeoff between increases in recreation and tourism sectors and the potential economic loss of future river development should be considered. An analysis of wild and scenic river designation conducted by Utah State University made some observations: primary impacts of designation relate to a reduction in the grazing in riparian areas; and other impacts include further regulations on adjacent public and private land uses (Keith J., et al. 2008).

Goals

Where citizens of Daggett County are not responsible for the designation or management of wild and scenic rivers, and as there is only a short history (since 1968) of this designation in the United States, no custom or culture can be associated with the federal designation “Wild and Scenic Rivers” at this time; however, Daggett County residents maintain that rivers in general are an integral element of sustaining and improving the health of the regional economy and ecology. Citizens of Daggett County have always prized rivers for their aesthetic, ecological, recreational, and hydropower value. Managing rivers for multiple use has historically been, and continues to be, a tradition based on facilitating many users and values. It is Daggett County’s overall goal to oppose designations of Wild and Scenic Rivers within its boundaries because such actions generally interfere with the principals of multiple use and sustained yield management on public lands within Daggett County.

Objectives

1. Avoid designating rivers as wild and scenic in Daggett County if the designation would adversely affect the economic interests of the county, including enjoyment of private property rights, mineral extraction, timber harvest, agriculture, water rights, water storage, or water delivery.
2. Manage rivers and river corridors not designated as wild and scenic by Congress but deemed suitable based on the multiple-use and sustained-yield management standard prescribed in FLPMA.
3. Ensure that any designation of rivers as wild and scenic in Daggett County supports the economic interests of the county
4. County support for the addition of a river segment to the National Wild and Scenic Rivers System, 16 U.S.C. Sec.1271 et seq., will be withheld until:
 - it is clearly demonstrated that water is present and flowing at all times (“free flowing” does not include ephemeral streams);

- it is clearly demonstrated that the required water-related value is considered outstandingly remarkable within a region of comparison, and that the rationale and justification for the conclusions are disclosed;
- the plans and policies of the state and the county or counties where the river segment is located are analyzed and properly considered in the suitability phase of the evaluation;
- the effects of the addition upon the local and state economies, agricultural and industrial operations and interests, outdoor recreation, water rights, water quality, water resource planning, and access to and across river corridors in both upstream and downstream directions from the proposed river segment have been evaluated in detail by the relevant federal agency;
- it is clearly demonstrated that the provisions and terms of the process for review of potential additions have been applied in a consistent manner by all federal agencies;
- the rationale and justification for the proposed addition, including a comparison with protections offered by other management tools, is clearly analyzed within the multiple-use mandate, and the results disclosed;
- it is clearly demonstrated that the federal agency with management authority over the river segment, and which is proposing the segment for inclusion in the National Wild and Scenic River System will not use the actual or proposed designation as a basis to impose management standards outside of the federal land management plan;
- it is clearly demonstrated that the terms and conditions of the federal land and resource management plan containing a recommendation for inclusion in the National Wild and Scenic River System;
- the agency conducts a public evaluation of all eligible river segments in the resource planning area completely for suitability for inclusion in the National Wild and Scenic River System.
- does not suspend or terminate any studies for inclusion in the National Wild and Scenic River System at the eligibility phase.
- fully disclaims any interest in water rights for the recommended segment as a result of the adoption of the plan.
- fully disclaims the use of recommendation for inclusion in the National Wild and Scenic River System as a reason or rationale for an evaluation of impacts by proposals for projects upstream, downstream, or within the recommended segment,
- it is clearly demonstrated that the agency with management authority over the river segment commits not to use an actual or proposed designation as a basis to impose BLM Visual Resource Management Class I or II management prescriptions that do not comply with the provisions of Subsection (8)(t); and,
- it is clearly demonstrated that including the river segment and the terms and conditions for managing the river segment as part of the National Wild and Scenic River System will not prevent, reduce, impair, or otherwise interfere with:

- the state and its citizens' enjoyment of complete and exclusive water rights in and to the rivers of the state as determined by the laws of the state; or
- local, state, regional, or interstate water compacts to which the state or any county is a party.

Policies

1. Daggett County will be actively involved in all studies or plans that may consider or evaluate eligibility or may recommend inclusion of rivers in the National Wild and Scenic River System.
2. Daggett County will be actively involved in all legislation that could result in designation of wild or scenic rivers within the boundaries of the county.
3. Potential reservoir sites in Daggett County should be protected from designation as wild and scenic rivers.
4. Any instream water right created by the designation of wild and scenic rivers in Daggett County is junior to all absolute and conditional water rights existing before the special designation is finalized.
5. Wild and scenic rivers should be identified based on their regional and national significance rather than on their local significance. These selections should be supported by data that clearly show such selection will not negatively impact the ability of agriculture and other industry to access the water it needs and the county to develop water supplies and other resources to meet future needs. Where such impacts are unavoidable, a plan to mitigate such impacts should be presented.
6. In accordance with Utah Code 63J-4-401, county support for the addition of a river segment to the National Wild and Scenic Rivers System or its management to protect wild and scenic values while awaiting congressional action shall be withheld until the following take place:
 - It is clearly demonstrated that water is present and flowing at all times. Dry washes or stream segments below dams and other controls and other stream segments that have been physically altered by human activity should not be considered, even in the eligibility stage.
 - It is clearly demonstrated that the required water-related value is considered outstandingly remarkable within a region of comparison consisting of one of the three physiographic provinces in the state. The rationale and justification for the conclusions shall be disclosed.
 - It is clearly demonstrated that the inclusion of each river segment is consistent with the plans and policies of the state and the county or counties where the river segment is located as those plans and policies are developed according to Subsection (3) of Utah Code 63J-4-401.
 - The effects of the addition on the local and state economies, private property rights, agricultural and industrial operations and interests, tourism, water rights, water quality, water resource planning, and access to and across river corridors in both upstream and downstream directions from the proposed river segment have been evaluated in detail by the relevant federal agency.
 - It is clearly demonstrated that the provisions and terms of the process for review of potential additions have been applied in a consistent manner by all federal agencies.

- The rationale and justification for the proposed addition, including a comparison with protections offered by other management tools, is clearly analyzed within the multiple-use mandate, and the results disclosed. All valid existing rights, including grazing permits shall not be affected.
 - It is clearly demonstrated that the federal agency with management authority over the river segment, and which is proposing the segment for inclusion in the National Wild and Scenic River System will not use the actual or proposed designation as a basis to impose management standards outside of the federal land management plan.
 - It is clearly demonstrated that the terms and conditions of the federal land and resource management plan containing a recommendation for inclusion in the National Wild and Scenic River System:
 - evaluates all eligible river segments in the resource planning area completely and fully for suitability for the National Wild and Scenic River System;
 - does not suspend or terminate any studies for inclusion in the National Wild and Scenic River System at the eligibility phase;
 - fully disclaims any interest in water rights for the recommended segment as a result of the adoption of the plan; and
 - fully disclaims the use of the recommendation for inclusion in the National Wild and Scenic River System as a reason or rationale for an evaluation of impacts by proposals for projects upstream, downstream, or within the recommended segment.
 - It is clearly demonstrated that the agency with management authority over the river segment commits not to use an actual or proposed designation as a basis to impose visual resource management prescriptions that do not comply with the provisions of Subsection (8)(t) of Utah Code 63J-4-401.
 - It is clearly demonstrated that including the river segment and the terms and conditions for managing the river segment as part of the National Wild and Scenic River System will not prevent, reduce, impair, or otherwise interfere with:
 - the state and its citizens' enjoyment of complete and exclusive water rights in and to the rivers of the state as determined by the laws of the state; or
 - local, state, regional, or interstate water compacts to which the state or any county is a party.
 - The conclusions of all studies related to potential additions to the National Wild and Scenic River System, 16 United States Code 1271 et seq., shall be submitted to the state for review and action by the legislature and governor, and the results, in support of or in opposition to, shall be included in any planning documents or other proposals for addition and such documentation shall be forwarded to Congress.
7. VRM classes must be adjusted to reflect prior management decisions made for resources or resource uses in the area so as to ensure VRM designations do not conflict with those decisions.

State Code

Utah state code provisions related to wild and scenic rivers are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for Wild and Scenic Rivers:

- [Recreation and Tourism](#)
- [Land Use](#)
- [Livestock & Grazing](#)
- [Irrigation](#)
- [Ditches and Canals](#)
- [Water Rights](#)
- [Water Quality & Hydrology](#)
- [Wetlands](#)
- [Floodplains & River Terraces](#)
- [Riparian Areas](#)
- [Fisheries](#)
- [Wildlife](#)
- [Threatened, Sensitive, & Endangered Species](#)

These Daggett County General Plan Objectives and associated policies are also related to Wild and Scenic Rivers:

Position statements on Wild and Scenic Rivers (section 8.5, pg. 91).

Wilderness and Special Designations

Wilderness is an administrative designation created under the Wilderness Act of 1964 applied to specific parcels of public lands, usually through an act of Congress.

Introduction

According to the Wilderness Act of 1964, wilderness is defined “as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which:

1. generally, appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable;
2. has outstanding opportunities for solitude or a primitive and unconfined type of recreation;
3. has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and
4. may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

Findings

Many people use “wilderness” to describe any remote, rugged and undeveloped land. The term “wilderness” is a legal definition created under the Wilderness Act of 1964 applied to specific parcels of public lands with certain characteristics as designated by an act of Congress. Wilderness designation enables preservation and protection of “Federal lands retaining primeval character and influence” and as such severely limits consumptive, motorized, and mechanized uses. To qualify for wilderness designation, lands must be at least 5,000 acres of contiguous roadless area, or sufficient size as to make practicable its preservation and use in unimpaired condition, primarily natural in character with human impacts substantially unnoticeable, provide opportunities for solitude, and after the first three criteria are met, may contain other supplemental values such as ecological, educational, geological, historical, scenic, or scientific values.

Economic Considerations

The economic effect of wilderness designation is the subject of ongoing debate. For example, when several proposals were made in the early 1990s to increase acres of wilderness in Utah, a 1992 Government Accountability Office (GAO) study investigated a claim that designating 3.2 million acres of land as wilderness in Utah would cost the state \$9.2 billion annually in future earnings. The debate over the economic impact of designating wilderness areas continues in Utah. An unpublished report from Utah State University in 2010 investigated contradictory claims about the economic impact of designating wilderness areas in Utah (Yonk et al. 2010).

Economic considerations of wilderness designation should include:

- Mineral and energy development potential
- Logging and forest products

- Livestock grazing (which is allowed in wilderness areas but must meet wilderness guidelines)
- Private and state land inholdings
- Land transfers
- Motorized recreational uses

Federal wilderness designation is a legislative action by Congress that typically follows a comprehensive NEPA planning process. In general terms, wilderness designation begins with the adoption of agency planning documents.

Goals

Part of Daggett County's culture is outdoor-oriented, with residents recreating in a variety of ways, including the use of motorized, mechanized, and all-terrain vehicles, where appropriate. Managing lands and providing adequate access for multiple uses has historically been, and continues to be, a tradition based on accommodating persons with disabilities and facilitating a diverse range of local values. Daggett County's goal is to maintain this tradition and culture.

The impact of wilderness designations is felt the strongest by the residents of the County. For this reason, the county has created specific objectives, policies and guidelines for: national conservation areas (NCAs), WSAs, BLM wilderness reinventory areas, Forest Service inventoried roadless conservation areas, citizen wilderness proposals, national monuments, non-WSA lands inventoried for alleged wilderness characteristics, ACECs, and any other designation, classification categorization, withdrawal, or similar action that has the purpose or effect of eliminating, restricting, or reducing energy and mineral development, motorized travel and recreation, livestock grazing, active vegetation management, or any other traditional multiple use on public lands.

Standards and Criteria

The BLM and Forest Service land-use plans for public lands in Daggett County should produce planning documents consistent with Daggett County's resource management plan to the maximum extent consistent with federal law and FLPMA's purposes, and that reflect the following values:

1. Preserve traditional multiple-use and sustained yield management on the subject lands to:
 - Achieve and maintain in perpetuity a high-level annual or regular periodic output of agricultural, mineral, and various other resources from the subject lands;
 - Support existing transportation, mineral, and grazing rights in the subject lands at the highest reasonably sustainable levels;
 - Produce and maintain the desired vegetation for watersheds, timber, food, fiber, livestock forage, wildlife forage, and minerals that are necessary to meet present needs and future economic growth and community expansion in Daggett County where the subject lands are situated without permanent impairment of the productivity of the land;
 - Meet the recreational needs and the personal and business-related transportation needs of the citizens of each county where the subject lands are situated by providing access throughout each such county;

- Meet the needs of wildlife, provided that the respective forage needs of wildlife and livestock are balanced according to the provisions of subsection 63J-4-401(6) (m);
- Meet the needs of community economic growth and development;
- Provide for the protection of existing water rights and the reasonable development of additional water rights, while meeting the habitat needs of fish;
- Ensure continued motorized access using existing roads and trails within the County to federal, private and state lands for all purposes including recreation, commerce, and to ensure access to and through Daggett County to Colorado, Wyoming and adjacent Utah Counties; and
- Provide for reasonable and responsible development of electrical transmission and energy pipeline infrastructure on the subject lands.

2. The BLM and Forest Service:

- Should not designate, establish, manage, or treat any of the subject lands as an area with management prescriptions that parallel, duplicate, or resemble the management prescriptions established for wilderness areas, roadless areas or WSAs, including the non-impairment standard applicable to WSAs or anything that parallels, duplicates, or resembles that non- impairment standard.
- Lack congressional authority to manage federal lands, other than congressionally authorized WSAs, and to manage roadless areas on the National Forests, as if they are or may become wilderness.
- Lack the authority to designate geographic areas as lands with wilderness characteristics or designate management prescriptions for such areas except the procedures followed when the Forest Service completed its roadless area review in 1980 and Congress released non-wilderness lands in 1984 or when the BLM completed its WSA review in 1991.
- Lack authority to manage the subject lands in any manner other than to prevent unnecessary or undue degradation for public lands or to avoid impairment of the lands' productivity for National Forest System lands, unless the agencies use tools expressly identified in their respective organic legislation and do so pursuant to duly adopted regulations and provisions of a resource management plan, which are consistent with the applicable provisions of their respective organic legislation.
- Should conduct wilderness characteristics inventories solely for the purpose of information gathering and not to be used as a basis to change land management. Any inventories shall be closely coordinated with inventories for those characteristics conducted by state and local governments, and should reflect a consensus among those governmental agencies about the existence of wilderness characteristics.
- Should consult and coordinate closely with Daggett County at all times.

3. Even if the BLM or Forest Service were to properly inventory an area for the presence of wilderness characteristics, including roads and trails, those agencies still lack authority to make or alter project-

level decisions to avoid impairment of any wilderness characteristics without express congressional authority to do so.

4. Managing federal lands for “wilderness characteristics” or “roadless characteristics” without express Congressional authorization circumvents the statutory wilderness process and is inconsistent with the multiple-use and sustained-yield management standard that applies to all lands managed by the BLM and Forest Service that are not Congressionally authorized wilderness areas, WSAs or Forest Service wilderness.
5. Daggett County’s ongoing policy is to oppose new wilderness proposals and proposals to manage land as de-facto wilderness or to protect alleged wilderness characteristics.
6. Daggett County’s policy is to oppose any additional evaluation of national forest service lands as “roadless” or “unroaded” beyond the Forest Service’s second roadless area review evaluation completed in 1979 and resolved by Congress in 1984, when it released the Roadless Area Review Evaluation II (RARE II) areas to multiple use. Daggett County further opposes efforts by agencies to specially manage those areas in a way that:
 - Closes or declassifies existing roads unless multiple side-by-side roads exist running to the same destination and the State and Daggett County consent to close or declassify the parallel roads;
 - Bars travel on existing roads;
 - Excludes or diminishes traditional multiple-use activities, including grazing and proper forest harvesting;
 - Interferes with the enjoyment and use of existing rights, including water rights, local transportation plan rights, R.S. 2477 rights-of-way, grazing allotment rights, and mining or mineral leasing rights; or
 - Prohibits development of additional roads reasonably necessary to pursue traditional multiple-use activities; or
 - Burdens vegetation management to reduce fuel loads and restore the forest land.
7. The American Antiquities Act of 1906, 16 U.S.C. 431-433, is abused and violated both in the spirit and letter of that law, when it is used to designate large areas of land as national monuments. To quote the Antiquities Act itself, the designation is authorized only for “historic landmarks, historic structures, and other objects of historic or scientific interest.” The limits of any land parcels reserved as part of those designations “in all cases shall be confined to the smallest area compatible with proper care and management of the objects to be protected.” Daggett County finds that this language clearly restricts the President’s lawful authority to declare and designate as national monuments only specific and pinpointed historic landmarks, and only specific and pinpointed historic and prehistoric structures, and only specific and pinpointed other specific objects of historic or scientific interest.
8. From this language, Daggett County finds that national monument designations under the Antiquities Act should not be used as a substitute for valid Congressional action on wilderness or NCA, ACEC, and similar designations. Rather, Antiquities Act national monuments are intended by law to protect minimal isolated locations with such additional land for facilities, like parking lots,

viewing turnouts,

buffer areas for fencing and other security, as are minimally necessary to facilitate the public's viewing and appreciation of such sites without destroying them. Though not in Daggett County, it is observed that the size and extent of the Grand Staircase Escalante National Monument in Kane and Garfield Counties is a prime example of a blatant abuse and violation of the Antiquities Act. That designation entirely ignored the Antiquities Act's language about landmarks, structures and objects and was adopted solely to stop a coal mine with long-term, devastating impacts on the two counties.

9. Based on the Presidents' respective designations of national monuments since September 1996, Daggett County opposes the designation of any national monument within the county.

Proposed Designations in Daggett County:

Congressional Wilderness Designations in Daggett County

Congress released all RARE II roadless areas to multiple use in the 1964 Utah Wilderness Act.

Daggett County opposes future wilderness designation for the following areas now managed pursuant to the inventoried roadless area conservation rule, because they fail to meet the standards and criteria stated in the Wilderness Act and because they were designated in violation of statutory authority and applicable procedures.

None of the foregoing areas subject to the roadless rule on the Ashley National Forest in Daggett County meets the standards and criteria for wilderness designation, and all should be released to regular multiple- use and sustained-yield management.

National Conservation Areas (NCAs) in Daggett County

Daggett County opposes any future National Conservation Areas (NCA) designation.

Wilderness Study Area (WSA) Designations in Daggett County

The US Secretary of Interior in 1980 acting pursuant to Section 603 of FLPMA, recommended the following areas of BLM lands in Daggett County to be designated as WSAs until such time as Congress should enact legislation either to designate the WSAs as wilderness or to release the WSAs back to regular, multiple- use sustained-yield management:

- West Cold Spring WSA (3,200 acres)
- Diamond Breaks WSA (3,900 acres)

In November 1980, BLM designated two WSAs in Daggett County, West Cold Spring (a small unit managed as part of Colorado BLM Cold Spring WSA) and Diamond Breaks. In 1991, the Interior Secretary recommended that Cold Spring WSA be released for multiple use and that Diamond Breaks WSA, including the Colorado portion (about 31,000 acres) be recommended for wilderness. The recommendation was submitted to Congress by President Bush in 1992 but no further action has occurred to release these areas.

In light of the history of wilderness inventory and evaluation, Daggett County supports the release of all of the WSAs and wilderness suitable areas for management under multiple use and primary uses of grazing, mineral development, rights-of-way, fish and wildlife, and recreation.

None of the foregoing WSA areas on public lands in Daggett County meets the standards and criteria for wilderness designation, as they are too small to be managed independently, and all should be released by Congress back into regular multiple-use and sustained-yield management.

BLM Wilderness Reinventory Areas in Daggett County

In 1996, the BLM initiated a second inventory without involving state or local governments or the public and identified other public lands as wilderness suitable, including Cold Spring Mountain, expanded Diamond Breaks.

Without Daggett County's involvement or approval, the BLM identified the following areas of BLM lands in Daggett County as so-called Wilderness Reinventory Areas and purported to manage some or all of those areas as wilderness:

- Cold Spring Mountain Reinventory area
- Diamond Breaks Expansion Reinventory area

None of the foregoing so-called wilderness reinventory areas on public lands in Daggett County meets the standards and criteria for wilderness designation, and all should be released by Congress back into regular multiple-use and sustained-yield management.

Forest Service Roadless Area Designations in Daggett County

The Forest Service in the 1970s pursuant to the 1964 Wilderness Act, conducted a first evaluation and then by court order a second evaluation (RARE I and RARE II) to identify alleged "roadless" areas deemed suitable for proposal to Congress for wilderness designation and management. No RARE areas were identified in Daggett County except a small portion of Mt. Widdoup RARE II area.

In 1998 the Forest Service, using only a desktop inventory without any Congressional authority, and without Daggett County's involvement or approval, purported to conduct yet another roadless area inventory by which they identified additional acreage, above and beyond what was identified in the RARE II inventory, as so-called "roadless" and suitable for Congressional wilderness designation. Then by administrative fiat (the so-called Clinton Forest Service Roadless Rule) the Forest Service imposed management restrictions on these so-called inventoried "roadless" areas that took away traditional access and use and seriously impaired the multiple use and sustained yield protections and standards that once applied to these areas.

Unlike previous roadless area evaluations, the Forest Service included areas with existing roads and other human-made structures. The roadless rule classification prevents logging necessary to reduce fuel loads and to restore dead and dying timber. As a result, Daggett County faces a very high risk of wildfire and pollution of its watershed.

The Ashley National Forest identified 10 areas, which are located primarily in Daggett County: Sheep Creek West, Sheep Creek East, Hideout Draw, Bare Top, Mt. Lena, Little Hole, Roadshed, North Slope, Goslin, and Grizzly Ridge. Of these, only the North Slope Area is deemed by the Forest Service to actually qualify for wilderness. None of these areas meet the roadless criteria and the rule was imposed without disclosing or analyzing for public comment on the identified parcels.

- Sheep Creek West (8,464 acres)

- Sheep Creek East (7,080 acres)
- Hideout Draw (5,777 acres)
- Bare Top (13,837 acres)
- Mt. Lena (20,321 acres)
- Little Hole (6,457 acres)
- Roadshed (34,751 acres)
- North Slope (33,066 acres)
- Goslin (11,692 acres)
- Grizzly Ridge (7,678 acres)

None of the foregoing so-called Forest Service roadless areas on public lands in Daggett County meets the standards and criteria for wilderness designation. Therefore, all should be abolished as so-called roadless areas, all restrictions under any so-called roadless rule should be terminated, and those areas should go back into regular multiple-use and sustained-yield management.

Private Citizen Wilderness Proposals in Daggett County

Without Daggett County's involvement or approval, certain private wilderness advocacy groups over the years have identified and given their names to certain areas of public lands in Daggett County and recommended these areas as suitable for wilderness designation in addition to wilderness areas already designated by Congress. In the 2008 Vernal Resource Management Plan, the BLM identified and evaluated six areas, including Mountain Home (7,083 acres), Lower Flaming Gorge (17,810 acres), Dead Horse Pass (6,994 acres), Wild Mountains (527 acres), as well as Diamond Breaks expansion (4,539 acres) and Cold Spring Mountain (8,764 acres), which expands West Cold Spring WSA. The 2008 Vernal RMP adopts de facto wilderness management for Mountain Home, Dead Horse Pass, Diamond Breaks expansion and Cold Spring Mountain over the objections of the County and the State of Utah.

None of the foregoing, so-called, private-citizen wilderness proposals on public lands in Daggett County meets the standards and criteria for wilderness designation. One area does not meet the minimum size of 5,000 acres and the rest include extensive roads and development.

National Monuments in Daggett County

Daggett County opposes the designation of any national monument.

Non-WSA BLM Lands in Daggett County

As set forth above, the BLM reportedly inventoried non-WSA lands, found them to have alleged wilderness characteristics, and in the latest BLM resource management plan found them to be suitable for wilderness characteristics management:

Daggett County opposes the continued wilderness characteristics management of the following non-WSA BLM lands, because those lands do not meet the standards and criteria for wilderness designation and management as stated above. The BLM, moreover, lacks the legal authority to manage public lands to

preserve wilderness character outside the WSAs designated in 1980. That authority pursuant to Section 603 of FLPMA expired in October 1991.

None of the non-WSA BLM lands in Daggett County being managed for alleged wilderness characteristics meets the standards and criteria for wilderness designation and management under the Wilderness Act of 1964 and all should be reclassified and released for regular multiple-use and sustained-yield management.

Areas of Critical Environmental Concern (ACECs)

Federal law mandates that the BLM “shall manage the public lands under principles of multiple use and sustained yield, in accordance with land use plans ... except where a tract of land has been dedicated to specific uses according to any other provisions of law it shall be managed in accordance with such law” (43 U.S.C. 1732(a)). See also 43 U.S.C. 1701(a) (7) (“goals and objectives be established by law as guidelines for public land use planning, and that management be on the basis of multiple use and sustained yield unless otherwise specified by law”) and 43 U.S.C. 1712(c)(1) (BLM in developing and revising land-use plans “shall use and observe the principles of multiple use and sustained yield set forth in this and other applicable law”).

While the BLM must give priority to the designation and protection of ACECs when developing and revising land-use plans, 43 U.S.C. 1712(c)(1), still Federal law still gives the BLM no authority to designate an ACEC unless it meets the definitional requirements of FLPMA (43 U.S.C. 1702(a)), which states:

“The term ‘areas of critical environmental concern’ means areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values fish and wildlife resources or other natural systems or processes, or to protect life and safety from natural hazards.”

The strict statutory criteria for specialized ACEC designation must be read in light of the fact that FLPMA already generally mandates protection of all public lands against “unnecessary or undue degradation” and incorporates all of the environmental protection laws.

“In managing the public lands, the Secretary [BLM] shall, by regulation or otherwise, take any action necessary to prevent unnecessary or undue degradation of the lands.” 43 U.S.C. 1732(b).

The “unnecessary and undue degradation” protection standard outlined by the FLPMA, coupled with FLPMA’s “sustained yield” general management standard, mean that an ACEC special designation is valid only “where special management attention is required” above and beyond application of those general standards and other protection provided by other federal laws, such as the ESA, Archeological Resources Protection Act, National Historic Preservation Act or the Clean Water Act. In short, the area must require special management attention above and beyond the protection assured under all applicable federal and state laws and regulations.

The ACEC special designation is appropriate only if required to prevent not just any damage to relevant values, but damage that is “irreparable.” 43 U.S.C. 1702(a). Moreover, the values to be protected must be “important,” or significant on a regional or national basis, meaning they possess “qualities of more than just local significance and worth, consequence, meaning, distinctiveness, or cause for concern.” 43 CFR 1610.7-2(a)(2).

The ACEC special designation is appropriate in areas only “when such areas are developed or used or where no development is required.” 43 U.S.C. 1702(a).

In support of the foregoing federal statutory requirements, Daggett County has adopted the Utah statutory policy regarding ACECs. Pursuant to Utah Code 63J-4-401(8)(c), Daggett County does not support ACEC designation unless it is clearly demonstrated that:

1. All the definitional requirements of 43 U.S.C. 1702(a) are met;
2. The proposed designation and management prescriptions are limited in geographic size and scope to the minimum necessary to specifically protect and prevent irreparable damage to the relevant and important values identified;
3. The proposed area is either already developed or used or no development is required;
4. The proposed area contains relevant and important historic, cultural or scenic values, fish or wildlife resources, or natural processes which are unique or substantially significant on a regional basis;
5. The regionally important values, resources or processes have been analyzed for irreparable damage and the analysis describes the rationale for any special management attention required to protect, or prevent irreparable damage to the values, resources, processes, or hazards;
6. The proposed designation is consistent with the plans and policies of the state and of the county where the proposed designation is located;
7. The proposed designation will not be applied redundantly over existing protections provided by other state and federal laws and regulatory systems, and will not be applied where not needed in addition to those specified by the other state and federal laws;
8. The difference between special management attention required for an ACEC and normal multiple-use management has been identified and justified, and any determination of irreparable damage has been analyzed and justified for short and long-term horizons; and
9. The proposed designation:
 - is not a substitute for a wilderness suitability recommendation;
 - is not a substitute for managing non-WSA areas inventoried for wilderness characteristics; and
 - it is not an excuse or justification to apply de facto wilderness management standards.

The 2008 Vernal RMP established the Red Creek Watershed ACEC and the Browns Park ACEC over the objections of Daggett County.

- Red Creek ACEC (24,475 acres) for high-value waters and wildlife habitat; BLM Visual Resource Management Class II.
- Browns Park ACEC (18,474 acres) for scenic views, wildlife habitat, and cultural and historic resources; BLM Visual Resource Management Class II.

Daggett County concludes that both ACECs fail to meet BLM’s criteria for an ACEC, because state and federal law fully protects the identified resources. The Red Creek watershed is fully protected under the

Clean Water Act as delegated to the State of Utah and the wildlife habitat is not shown to be either nationally or regionally significant. The UDWR has rules and agreements in place with the BLM and Forest Service to protect the habitat. Similarly, the Brown's Park scenic views are protected under visual resource management, and cultural and historic resources are protected under the National Historic Preservation Act. The wildlife habitat is not regionally or nationally significant, and the significant habitat is reserved as a wildlife refuge (ACEC Proposals in Daggett County).

To date there are no ACEC public nominations in Daggett County that were not designated in the 2008 Vernal RMP.

Objectives

1. **Wilderness Study Areas (WSAs):** All existing WSAs in Daggett County, whether set forth in the above findings or otherwise, should be permanently discontinued and released by Congress back into regular multiple-use and sustained-yield management.
2. **BLM Wilderness Reinventory Areas:** All existing BLM Wilderness Reinventory Areas in Daggett County, whether set forth in the above findings or otherwise, should be permanently discontinued and placed by the BLM back into regular multiple-use and sustained-yield management.
3. **Forest Service Inventoried Roadless Area Designations:** All existing Forest Service Inventoried Roadless Area Designations in Daggett County, whether set forth in the above findings or otherwise, should be permanently discontinued and placed by the Forest Service back into regular multiple-use and sustained-yield management.
4. **Private Citizen Wilderness Proposals:** All existing private citizen wilderness proposals in Daggett County, whether set forth in the above findings or otherwise, should not be managed by the BLM or Forest Service as if they are or may become wilderness nor for any alleged wilderness characteristics thereon.
5. **ACECs:** BLM should revoke the ACECs based on the fact that neither one meets the need for special management criteria. Daggett County concludes that both ACECs fail to meet BLM's criteria for an ACEC, because state and federal law fully protects the identified resources. The Red Creek watershed is fully protected under the Clean Water Act as delegated to the State of Utah and the wildlife habitat is not shown to be either nationally or regionally significant. The UDWR has rules and agreements in place with BLM and the Forest Service to protect the habitat. Similarly, the Brown's Park scenic views are protected under visual resource management, and cultural and historic resources are protected under the National Historic Preservation Act. The wildlife habitat is not regionally or nationally significant, and the significant habitat is reserved as a wildlife refuge.
6. **Non-WSA BLM Lands:** Wilderness characteristics management on all existing non-WSA BLM lands with alleged wilderness characteristics in Daggett County, whether set forth in the above findings or otherwise, should be permanently discontinued and changed back to regular multiple use and sustained yield management.

Policies

1. The Utah and Wyoming Wilderness Acts of 1984 expressly prohibit any other statewide roadless area reviews and evaluations of National Forest System lands for the purpose of determining their suitability for wilderness designation (Pub. L. No. 98-550, §401(b)(5); Pub. L. No. 98-428). No

subsequent regulations, manuals, or handbooks can evade an act of Congress and expand the Forest Service's authority to evaluate new areas for wilderness designation.

2. Daggett County's support for any recommendations made under a statutory requirement to examine the wilderness option during the revision of land and resource management plans, or other methods will be withheld until it is clearly demonstrated that:
 - the duly adopted transportation plans of the state and county or counties within the planning area are fully and completely incorporated into the baseline inventory or information from which plan provisions are derived;
 - valid state or local roads and rights-of-way are recognized and not impaired in any way by the recommendations;
 - the possibility of future development of mineral resources by underground mining or oil and gas extraction by directional or horizontal drilling or other non-surface disturbing methods are not affected by the recommendations;
 - the need for additional administrative or public roads necessary for the full use of the various multiple uses, including recreation, mineral exploration and development, forest health activities, and grazing operations on adjacent land, or on subject lands for grand-fathered uses, are not unduly affected by the recommendations;
 - analysis and full disclosure are made concerning the balance of multiple-use management in the proposed areas, and that the analysis compares the full benefit of multiple-use management to the recreational, forest health, and economic needs of the state and the counties to the benefits of the requirements of wilderness management; and
 - the conclusion of all studies related to the requirement to examine the wilderness option are submitted to the County for review and action, and the results in support of or in opposition to, are included in any planning documents or other proposals that are forwarded to Congress.
3. Areas must merit the suitable requirements contained in the Wilderness Act of 1964 unless requirements are changed by Congress.
4. Managing public lands for "wilderness characteristics" circumvents the statutory wilderness process and is inconsistent with the multiple-use and sustained-yield management standard that applies to all BLM and Forest Service lands that are not WSAs.
5. Daggett County's position is that WSAs in the county have been studied sufficiently and should be released.
6. The only legal designations of WSAs are those designated under the Wilderness Act of 1964 and under section 603 of FLPMA. On BLM-administered lands, the opportunity to create additional wilderness ended in 1991, except as authorized by Congress.
7. Some or all of the WSA designations pending before congress are legally and/or technically flawed and Federal agencies should pursue releasing these areas immediately.

8. The 1999 Wilderness Study Area Planning Project and the Wilderness Inventory and Study Procedures H6310-1 were legally and technically flawed.
9. The public lands that were determined to lack wilderness character during previous wilderness review processes cannot be managed as if they were wilderness based on new or revised views of wilderness character. These areas were studied and released and they must remain subject to the full range of multiple uses.
10. That any proposed wilderness designations in the County forwarded to Congress for consideration must be based on a collaborative process in which support for the wilderness designation is unanimous among federal, state, County and county officials.
11. All WSAs pending Congressional approval that were not recommended for wilderness designation by the US Secretary of Interior, shall be released and managed under the principles of multiple use and sustained yield.
12. Wilderness designation is not an appropriate, effective, efficient, economic or wise use of land. These lands can be adequately protected with existing management options.
13. The creation of wilderness limits access for the elderly and the physically impaired. All wilderness management plans must provide for access for these individuals to the fullest extent possible, and are provided for by law.
14. Wilderness management must provide for continued and reasonable access to and development of property rights within the area and provide for full use and enjoyment of these rights.
15. WSAs released by Congress must be managed based on the principles of multiple use and sustained yield. The management plans must be amended in a timely manner to reflect change in status.
16. Daggett County supports and adopts as its own policy and guidelines all of the statutory and regulatory restrictions set forth in the above findings regarding wilderness, national conservation areas, BLM WSAs, BLM wilderness reinventory areas, Forest Service inventoried roadless areas, citizens proposed wilderness areas, national monuments, non-WSA BLM lands with alleged wilderness characteristics, and ACEC designations.
17. It is Daggett County's policy and practice to oppose and terminate all designations and classifications referenced in the preceding paragraph, together with any other designation or classification that has the purpose or effect of reducing traditional multiple use and sustained yield and access to energy and mineral development, motorized travel, grazing, timber and other active vegetation management, or any other traditional multiple use on public lands, except as specified in the objectives above.
18. Under Daggett County's policies, standards and criteria, no showing has been made that any of the existing and proposed designations and classifications referenced above, except as specified in the objectives above, possess qualifying resource values or that such designation is necessary to protect against irreparable damage to such values.
19. These policies, standards and criteria are formally adopted by Daggett County through the adoption of this part of the County's resource management plan. Daggett County's plan is to actively defend

and pursue the objectives specified through all available means, including means of government-to-government coordination and cooperating agency relationships, lobbying administrative agencies and Congress, and resorting to court action, when necessary, until all of the above objectives are realized.

Areas of Critical Environmental Concern (ACEC's)

1. The County's support for designation of an Area of Critical Environmental Concern (ACEC), as defined in 43 U.S.C. Sec. 1702, within federal land management plans will be withheld until:
 - it is clearly demonstrated that the proposed area satisfies all the definitional requirements of FLPMA (43 U.S.C. Sec. 1702(a));
 - it is clearly demonstrated that the area proposed for designation as an ACEC is limited in geographic size and that the proposed management prescriptions are limited in scope to the minimum necessary to specifically protect and prevent irreparable damage to the relevant and important values identified, or limited in geographic size and management prescriptions to the minimum required to specifically protect human life or safety from natural hazards;
 - it is clearly demonstrated that the proposed area is limited only to areas that are already developed or used or to areas where no development is required;
 - it is clearly demonstrated that the proposed area contains relevant and important historic, cultural or scenic values, fish or wildlife resources, or natural processes which are unique to the Rocky Mountain Region, or contain natural hazards which significantly threaten human life or safety;
 - the federal agency has fully analyzed regional values, resources, processes, or hazards for irreparable damage and its potential causes resulting from potential actions which are consistent with the multiple-use, sustained-yield principles, and the analysis describes the rationale for any special management attention required to protect, or prevent irreparable damage to the values, resources, processes or hazards;
 - it is clearly demonstrated that the proposed designation is consistent with the plans and policies of the County where the proposed designation is located.
 - it is clearly demonstrated that the proposed ACEC designation will not be applied redundantly over existing protections provided by other state and federal laws for federal lands or resources on federal lands, and that the federal statutory requirement for special management addition to those specified by the other state and federal laws;
 - the difference between special management attention required for an ACEC and normal multiple- use management has been identified and justified, and that any determination of irreparable damage has been analyzed and justified for short and long term horizons.

Other Special Designations

1. Daggett County's support for designation of other special designations will be withheld until the proposed designation clearly demonstrates that:
 - it is not a substitute for a wilderness recommendation;

- it is not a substitute for managing areas inventoried for wilderness characteristics after 1993 under the BLM interim management plan for valid WSAs and;
 - it is not an excuse or justification to apply de facto wilderness management; and
 - that access and development of mineral resources have been fully analyzed and such designations' needs outweigh any loss of value of the mineral resource.
2. Special designations, such as wilderness, ACECs, wild and scenic rivers, critical habitat, semi-primitive and non-motorized travel, etc., result in single-purpose or non-use and are detrimental to Daggett County's economy, lifestyles, culture, and heritage.
 3. Needed protections can be provided by well-planned and managed use.
 4. No special designations should be proposed until it is determined and substantiated by verifiable scientific data that: (1) a need exists for the designation; (2) protections cannot be provided by other methods; and (3) the area in question is truly unique when compared to regional and national landscapes.
 5. Designations must be made in accordance with the spirit and direction of the acts and regulations that created them.
 6. Designations not properly planned or managed are inconsistent with the mandates that public lands be managed under the principles of multiple use and sustained yield.

State Code

Utah state code provisions related to wilderness and special designations are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to Wilderness:

- [Recreation and Tourism](#)
- [Land Use](#)
- [Livestock & Grazing](#)
- [Fire Management](#)
- [Noxious Weeds](#)
- [Water Quality & Hydrology](#)
- [Forest Management and Timber](#)

These Daggett County General Plan Objectives and associated policies are also related to Wilderness and Special Designations:

- Position statements on Wilderness and Roadless (section 8.5, pg. 89).
- Position statements on Other Special Designations (section 8.5, pg. 90).
- Position statements on Areas of Critical Environmental Concern (ACEC) (section 8.5, pg. 91).

Wildlife

Wildlife is defined as undomesticated animals usually living in a natural environment, including both game and nongame species.

Introduction

In the 1820s and 1830s American and French trappers found many beaver and other wildlife in the area that is now Daggett County. Historic overgrazing depleted rangelands and watersheds, and of course wildlife habitat.

Findings

“Populations of many species of wildlife have declined over the past 30 years due to a variety of manmade and natural factors. Unless adequate measures are taken to recover and conserve species populations and habitats, some of these species may become federally listed in the future” (Sutter et al. 2005).

Primary control of wildlife management and planning is given to the State of Utah. The UDWR conducts wildlife studies and issues hunting permits. The federal government issues permits for areas in Daggett County where grazing and wildlife compete for forage.

The process for determining the balance among competing uses and establishing the best wildlife management policies is described in state law. This process is founded on an open, public dialogue concerning wildlife issues. Five regional advisory councils (RACs) are active across Utah, each consisting of a dozen or more individuals nominated by various interest groups and selected by the leadership of the Utah Department of Natural Resources. Council members can include citizens, local elected officials, sportsmen, agriculturists, federal land managers, and members of the public at large. The duty of each RAC is to hear input and recommendations, to gather data and evaluate expert testimony, and then to make informed policy recommendations to the Utah Wildlife Board. To fulfill this duty, the RACs hold monthly meetings.

Species management plans provide guidance and direction for a number of species in Utah. These plans are established through a public process to gather input from interested constituents and then presented to the Utah Wildlife Board for approval. Species covered by statewide plans include wild turkey, chukar, greater sage-grouse, mule deer, elk, moose, pronghorn, mountain goat, bighorn sheep, Utah prairie dog, beaver, northern river otter, black bear, cougar, and bobcat.

No wild horse and burro herds areas exist in Daggett County. Free-roaming horses on public lands adversely impact soil, water, wildlife, and vegetative resources and increase the possibility of equine disease among domestic horses. Wild and free-roaming horses rapidly increase in population, cause overgrazing, negatively impact wildlife and livestock, and burden the land managing agency with unnecessary costs. The introduction of wild horses would adversely affect Daggett County’s environment and economy.

Greater Sage Grouse

For the greater sage-grouse (*Centrocercus urophasianus*), the Conservation Plan for greater sage-grouse in Utah (DWR 2013a) was developed to help eliminate threats facing the greater sage-grouse while balancing the economic and social needs of Utahans through a coordinated program that provides for:

- voluntary programs for private, local government, and SITLA lands; and

- cooperative regulatory programs on other state and federally managed lands.

Daggett County is host to tens of thousands of acres of greater sage-grouse habitat, both in the winter and non-winter seasons (UDWR 2015a).

Deer and Elk

In the case of mule deer (*Odocoileus hemionus*) and elk (*Cervus canadensis nelsoni*), in addition to the statewide plans required by state law, herd unit plans also have been developed for each mule deer and elk herd unit across the state. Each of these unit plans have been reviewed and approved by the Utah Wildlife Board. In many cases, herd unit plans have been revised multiple times since their initial development in the mid-1990s. The plans establish target herd-size objectives for each herd unit, which the UDWR and the Utah Wildlife Board then strive to meet through harvest adjustment and other mechanisms. Habitat needs and other local management considerations are also addressed in these unit plans. Portions of Daggett County are within the South Slope Deer Herd Unit #9 Management Plan (which also includes lands in Summit and Wasatch Counties) (UDWR 2015b).

On a seasonal basis, big-game animals migrate among public, and private lands. These movements create game-management issues as a result of damage to private property and consumption of livestock forage by wildlife. To address these issues, the UDWR plan seeks to enhance forage production through prescribed fire, pinyon-juniper chaining, and conifer thinning and to protect habitat using tools such as conservation easements, conservation agreements, and cooperative wildlife management units. Utah Code 23-21-2.5 (2) states that “When changing any existing right to use the land, the division shall seek to make uses of division- owned land compatible with local government general plans and zoning and land use ordinances.”

Pronghorn Antelope

The UDWR administers a Pronghorn Herd Management Plan, which includes acreage within Daggett County. It is the purpose of this plan to “Manage for a population of healthy animals capable of providing a broad range of recreational opportunities, to include hunting and viewing. Balance the pronghorn population with human needs, such as authorized livestock grazing rights, private land development rights, and local economies. Maintain the population at a level that is within the long term habitat capability” (UDWR 2009).

Bison

No known populations of bison exist in Daggett County (UDWR 2009).

Bighorn Sheep

The UDWR, through its Utah Wildlife Board, adopted a Utah Bighorn Sheep Statewide Management Plan on June 4, 2013 (UDWR 2013). This plan was effective for 5 years. The plan notes that bighorn sheep are one of the most sought-after and highly prized big-game animals in North America. Demand for hunting opportunities far exceeds the supply of hunting permits. There is also great demand for bighorn sheep viewing opportunities. Bighorn sheep are an important part of fragile ecosystems in Daggett County. Rocky Mountain bighorn sheep habitat exists in the High Uintas Wilderness. The state management plan calls for augmentation of existing populations to meet management objectives in the Avintaquin Management Unit (UDWR 2013).

One of the key management issues associated with bighorn sheep is the prevention of disease, which can result from contact with domestic sheep. There is also the potential for bighorn sheep to compete with domestic sheep for resources.

Economic Considerations

The USFWS found that Utah residents and non-residents spent over \$1.5 billion dollars in 2011 in Utah on recreation activities associated with wildlife (U.S. Fish and Wildlife Service, U.S. Department of Commerce, and U.S. Census Bureau 2011). Wildlife watching has grown in popularity in recent years. Additionally, hunting has always been a popular pastime in Daggett County, which is known for excellent hunting grounds for many species.

Goals

Daggett County's goal is to use best management practices for wildlife, practices that focus on principles and actions that allow people and wildlife to coexist, and on creating or maintaining healthy wildlife populations and habitat.

Objectives

1. Maintain healthy populations of mule deer while minimizing negative impacts from winter migration, including vehicle collisions and residential and commercial vegetation damage.
2. Avoid damage caused by wild horses by preventing the introduction of wild horse populations.
3. Support energy development while minimizing loss or fragmentation of habitats and disturbance during sensitive periods.
4. Meet municipal and industrial water needs while preserving traditional agricultural uses and ensuring aquatic habitat to support wildlife.

Policies

1. Enact decisions and policies under the presumption that, with proper management and planning, healthy wildlife populations within Daggett County are not incompatible with other resource development.
2. Enact decisions and policies under the presumption that properly managed wildlife populations are important to Daggett County's recreation and tourism economy and the preservation of the culture and lifestyles of its residents.
3. Control predator and wildlife numbers within Daggett County at levels that protect livestock and other private property from loss or damage and prevent the decline of other wildlife species populations.
4. Approach sage grouse management in Daggett County according to *Guidelines to Manage Sage Grouse and Their Habitat* (Connelly 2000), which in the opinion of Daggett County represents definitive research on sage grouse and their habitat. This publication, qualified by locally developed data produced by Daggett County, permittees, and conservation districts in the region, should be the basis for the creation of any state or local sage grouse management plan.
5. Enact decisions and policies under the presumption that any state or federal sage grouse study group will include Daggett County representation.

6. Wildlife habitat must comply with Utah Healthy Rangeland Standards. Wildlife populations must be reduced when it has been determined that wildlife is responsible for habitat degradation.
7. Enact decisions and policies under the presumption that the impacts of development can be mitigated more efficiently in a planned manner through wildlife habitat mitigation banking. When implemented, this system could provide much needed habitat for wildlife while providing for multiple-use.
8. Maintain wildlife populations at allocated levels until studies and analyses are completed to determine the ability of forage resources to support population and species trends, and until impacts on other wildlife species have been assessed.
9. Daggett County favors quickly and effectively adjusting wildlife population goals and population census numbers in response to variations in the amount of available forage caused by catastrophic events, drought, or other climatic adjustments.
10. Enact decisions and policies in which reductions in forage allocation, resulting from forage studies, drought, or other natural disasters, are shared proportionately by wildlife.
11. Enact decisions and policies in which wildlife target levels and/or populations in Daggett County do not exceed the forage available as determined by proper monitoring.
12. In evaluating a proposed introduction or reintroduction of wildlife species within Daggett County, priority will be given to species that will provide increased recreational activities.
13. Call upon wildlife management agencies and public land management agencies to work together with Daggett County to manage and conserve big-game populations and their habitats, identify their migration corridors, and seek to remove barriers along those corridors in a manner that respects private property rights.
14. Call upon wildlife agencies to find effective ways to mitigate and compensate landowners for damage caused by big-game animals on private property. Daggett County recognizes that UDWR is mandated by Utah Code to mitigate damage to agricultural crops, equipment, and improvements and that a process to do so is in place.
15. Wildlife populations shall not be increased nor shall new species be introduced until forage allocations have been provided and an impact analysis that includes participation and concurrence by Daggett County, wildlife management agencies, public land management agencies, and private landowners is completed for the effects on other wildlife species and livestock.
16. Reduction in forage allocation within Daggett County resulting from forage studies, drought, or other natural disasters will be shared proportionately by wildlife, livestock, and other uses.
17. Increases in forage allocation resulting from improved range conditions within Daggett County shall be shared proportionally by wildlife, livestock, and other uses.
18. Wildlife populations shall be consistent with the forage assigned in the resource management plan forage allocations within Daggett County.
19. Livestock, private property, and wildlife habitat within Daggett County will be protected by controlling predator and wildlife numbers.

20. It is the policy of Daggett County to oppose any proposals to introduce bison into the county because of the negative impacts this action would have on available forage for livestock and wildlife.
21. No forage allocations or permits shall be provided for feral or wild horses on public lands in Daggett County.
22. All feral or wild horses found roaming on public lands in Daggett County are trespassing and shall be removed. Daggett County is opposed to the introduction or reintroduction of wild horses or burros on public lands within or near its borders.
23. It is the policy of Daggett County to support efforts by UDWR to manage bighorn sheep populations for recreational purposes such as hunting and viewing, and to ensure their contribution to ecosystems, provided that such management can be accomplished in coordination with the domestic sheep industry in a manner that does not force domestic sheep operators from their ranges or force them out of business. Daggett County supports efforts to manage and augment the bighorn sheep population as long as there is no competition or interference with domestic animals.
24. Daggett County is opposed to forms of sage grouse management that take away access to the land.
25. Call upon federal or state wildlife management agencies to coordinate with Daggett County before establishing any regulatory measures associated with wildlife that could impact energy development within Daggett County.
26. It is the policy of Daggett County that wildlife shall be managed on public and private lands in a manner that keeps water resources from being degraded below state or federal standards.

State Code

Utah state code provisions related to wildlife resources are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

Related Policies

Daggett County policies for the following RMP resource topics are closely related to policies for wildlife resources:

- [Predator Management](#)
- [Agriculture](#)
- [Livestock & Grazing](#)
- [Land Use](#)
- [Fisheries](#)
- [Threatened, Sensitive, & Endangered Species](#)
- [Forest Management and Timber](#)
- [Recreation and Tourism](#)

These Daggett County General Plan Objectives and associated policies are also related to wildlife:

- Position statements on wildlife (section 8.5, pg. 101)
- Position statements on mitigation and habitat improvement (section 8.5, pg. 104)

Special Topic: Wild Horses and Burros

Wild horses and burros are descendants of animals that were released or escaped from human domestication.

Introduction:

Wild horses, as they are now perceived, are not native to America's rangelands; they are feral animals, but for purposes of this plan are referred to as wild free-roaming horses and burros to be consistent with 16 United States Code ("U.S.C.") 1331(b).

Findings:

No wild horse and burro herd areas exist in Daggett County.

Economic Considerations:

Free-roaming horses can adversely impact soil, water, wildlife, and vegetative resources and increase the possibility of equine disease among domestic horses. Wild and free-roaming horses rapidly increase in population, cause overgrazing, negatively impact wildlife and livestock, and burden the land management agencies with unnecessary costs.

Direct monetary cost of excess horses includes but are not limited to: restoration costs of rangeland treatments and re-seeding under arid and semi-arid conditions; ranchers with grazing permits in these areas are in jeopardy of AUMs reduced or suspended to give more forage to the excess wild horses causing their ranching operations to be less sustainable; communities are affected because of reduced incomes to ranchers and those they do business with.

Goals:

Prevent the reintroduction or establishment of wild horse populations in Daggett County.

Objectives:

Oppose efforts to reintroduce wild horses into Daggett County Because they would adversely affect the county's environment and economy.

Policies:

1. No forage allocations or permits shall be provided for feral or wild horses on public lands within Daggett County.
2. All feral or wild horses found roaming on public lands in the county are trespassing and shall be removed.
3. Oppose all introduction or reintroduction of wild horses or burros on public lands within Daggett County or near its borders.
4. Protect livestock allocations from encroachment by wild horses and wildlife.
5. Oppose any proposals to introduce bison into the county because of the negative impacts this action would have on available forage for livestock and wildlife.

State Code

Utah state code provisions related to wild horses and burros are tracked by the Utah Public Lands Policy Coordinating Office on their RMP website. Refer to the website [here](#) for a list of relevant state laws.

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