

Price Field Office

October 2008

# Record of Decision and Approved Resource Management Plan

Public Lands USA: Use, Share, Appreciate



# **The Bureau of Land Management**

## **Our Vision**

- To enhance the quality of life for all citizens through the balanced stewardship of America's public lands and resources.

## **Our Mission**

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

## **Our Values**

- To serve with honesty, integrity, accountability, respect, courage, and commitment to make a difference.

## **Our Priorities**

- To improve the health and productivity of the lands to support the BLM multiple use mission.
- To cultivate community-based conservation, citizen-centered stewardship, and partnership through consultation, cooperation, and communication.
- To Respect, value, and support our employees, giving them resources and opportunities to succeed.
- To pursue excellence in business practices, improve accountability to our stakeholders, and deliver better service to our customer.



**Bureau of Land Management**  
**BLM-UT-PL-09-005-1610**  
**UT-070-2002-11**

On the Cover: The cover artwork is a pen and ink drawing of Lighthouse Rock in Desolation Canyon. The scene is inspired by a photograph taken by E.O. Beaman on August 11, 1871, during the second John Wesley Powell exploration of the Green River. The artist is Carrie Dean, BLM River Ranger.



## United States Department of the Interior

### BUREAU OF LAND MANAGEMENT

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IN REPLY REFER TO:

1610

(UT-935)

Dear Reader/Interested Party:

I am pleased to announce that, after several years of hard work and collaborative efforts, the Price Field Office Resource Management Plan (Approved RMP) is complete. This document will provide guidance for the management of about 2,500,000 acres of Federal surface estate and 2,800,000 acres of Federal mineral estate administered by the Bureau of Land Management (BLM) in Carbon and Emery Counties in central-eastern Utah.

The attached Record of Decision (ROD) and Approved RMP have been prepared in accordance with the Federal Land Policy and Management Act (FLPMA) and the National Environmental Policy Act (NEPA). The ROD/Approved RMP is available to members of the public and will be sent to pertinent local, State, Tribal and Federal government entities. The ROD finalizes the proposed decisions presented in the Proposed RMP/Final Environmental Impact Statement (FEIS) that was released August 29, 2008 and subject to a 30-day protest period that ended on September 29, 2008. Fourteen protest letters with standing were received. The protests were reviewed by the BLM Director in Washington, D.C. After careful consideration of all points raised in these protests, the Director concluded the responsible planning team and decision makers followed all applicable laws, regulations, policies, and pertinent resource considerations in developing the proposed plan. Minor adjustments or points of clarification are incorporated into the Approved RMP in response to issues raised in the protest process and final BLM review. These minor changes are discussed in the ROD under the section titled *Notice of Modifications and Clarifications*, but the protest review did not result in any significant changes from the Proposed RMP.

The approval of this ROD by the Department of the Interior (DOI) Assistant Secretary for Land and Minerals Management serves as the final decision by the DOI for all land use planning and implementation-level decisions described in the attached Approved RMP. Implementation of land use plan decisions (e.g., coal leasing, oil and gas development, and land and realty decisions) will not be undertaken without suitable further NEPA analysis, including all appropriate public involvement and any hearings available to the public.

Notification of the approval of this ROD/Approved RMP will be announced via local news releases and on the Price Field Office website at:

<http://www.blm.gov/ut/st/en/fo/price.html>

Hard copies and CD-ROM versions of the ROD/Approved RMP may be obtained by contacting the Price Field Office by phone at (435) 636-6300, or at the following address:

Price Field Office  
125 South 600 West  
Price, Utah, 84501

The BLM is pleased to provide this copy of the Price Field Office ROD/Approved RMP for your reference. We greatly appreciate all who contributed to the completion of this Approved RMP, including the State of Utah and county governments (Carbon and Emery) who were our Cooperating Agencies on this plan over the years, as well as other Federal agencies that worked closely with us to complete this important effort. We also appreciate the extensive public involvement during this time by groups, organizations, and individuals. Public input informed and improved the planning documents and we hope you will continue to work with us as we implement the decisions in this Approved RMP.

Sincerely,

A handwritten signature in black ink, appearing to read 'Selma Sierra', with a stylized flourish extending to the right.

Selma Sierra  
Utah State Director

**PRICE FIELD OFFICE  
RECORD OF DECISION  
AND  
APPROVED  
RESOURCE MANAGEMENT PLAN**

October 2008

***Prepared by:***

U.S. Department of the Interior  
Bureau of Land Management  
Price Field Office  
Price, Utah

***Cooperating Agencies:***

State of Utah  
Carbon County  
Emery County

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## TABLE OF CONTENTS

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### **RECORD OF DECISION**

TABLE OF CONTENTS.....	i
LIST OF ACRONYMS .....	iv
RECORD OF DECISION.....	1
A.    INTRODUCTION .....	1
Purpose.....	1
Need .....	1
Description of the Planning Area.....	2
B.    OVERVIEW OF THE ALTERNATIVES .....	3
No Action.....	5
Alternative A.....	5
Alternative B .....	8
Alternative C .....	10
Alternative D (Preferred Alternative from the Draft) .....	13
Alternative E .....	13
Alternatives Considered But Eliminated From Detailed Analysis .....	16
C.    RESULTS OF PROTEST REVIEW .....	20
D.    THE DECISION .....	21
What the Decision/RMP Provides .....	21
What the Decision/RMP Does Not Provide.....	24
Implementation Decisions.....	25
E.    NOTICE OF MODIFICATIONS AND CLARIFICATIONS .....	28
Modifications .....	28
Clarifications .....	28
Errata and Clarification to the Proposed RMP/Final EIS .....	29
F.    MANAGEMENT CONSIDERATIONS IN SELECTING THE APPROVED RMP.	30
G.    CONSISTENCY AND CONSULTATION REVIEW .....	49
Governor’s Consistency:.....	50

	NHPA Section 106 Consultation: .....	50
	Native American Consultation:.....	50
	Section 7 Consultation under the Endangered Species Act: .....	51
H.	MITIGATION MEASURES .....	51
I.	PLAN MONITORING AND EVALUATION .....	52
	Implementation Monitoring: .....	52
	Effectiveness Monitoring: .....	52
J.	PUBLIC INVOLVEMENT .....	53
K.	AVAILABILITY OF THE PLAN .....	54

## **APPROVED RESOURCE MANAGEMENT PLAN**

A.	INTRODUCTION .....	57
	Description of the Planning Area.....	57
B.	CONSIDERATION OF OTHER PLANS AND POLICIES .....	57
C.	PLAN IMPLEMENTATION .....	60
	General Implementation Schedule of “One-Time” Actions .....	60
	Maintaining the Plan .....	61
	Changing the Plan .....	61
D.	PLAN EVALUATION .....	62
E.	MANAGEMENT DECISIONS .....	62
	Air Quality (AQ) .....	64
	Soil (SOL), Water, and Riparian (WAT) .....	66
	Vegetation (VEG) .....	69
	Cultural Resources (CUL).....	73
	Paleontological Resources (PAL) .....	76
	Visual Resources Management (VRM) .....	77
	Special Status Species (SSS).....	79
	Fish and Wildlife (WL).....	81
	Wild Horses and Burros (WHB) .....	86
	Fire and Fuels Management (FIRE).....	89

Non-WSA Lands with Wilderness Characteristics (WC).....	93
Fire, Drought, and Natural Disasters (FDN).....	94
Forestry and Woodland Products (FOR).....	96
Livestock Grazing (GRA).....	99
Recreation (REC) and Off-Highway Vehicles (OHV) .....	103
Lands and Realty (LAR) .....	115
Minerals and Energy Resources (MIN): Leasable Minerals (MLE), Locatable Minerals (MLO), and Saleable Minerals and Mineral Materials (MSA).....	123
Locatable Minerals (MLO) .....	127
Saleable Minerals and Mineral Materials (MSA) .....	127
Special Designations: Wilderness Study Areas (WSA).....	128
Special Designations: Areas of Critical Environmental Concern (ACEC).....	130
Special Designations: Wild and Scenic Rivers (WSR).....	140
Special Designations: National Trails and Backways (TRA).....	143
Transportation (TRV).....	148
Health and Safety (HAZ) .....	150
LIST OF PREPARERS.....	151
REFERENCES .....	152
GLOSSARY .....	155
LIST OF TABLES .....	169
LIST OF MAPS .....	170
LIST OF APPENDICES.....	171

## LIST OF ACRONYMS

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ACEC	Area of Critical Environmental Concern
ALJ	Administrative Law Judge
AML	Appropriate Management Level
AMP	Allotment Management Plan
AMS	Analysis of the Management Situation
ARPA	Archeological Resource Protection Act (of 1979)
AUM	Animal unit month
BA	Biological Assessment
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BMP	Best Management Practice
BO	Biological Opinion
CAA	Clean Air Act (of 1970)
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CFS	Cubic Feet Per Second (a unit of water flow)
CLDQ	Cleveland Lloyd Dinosaur Quarry
COA	Conditions of Approval
CSU	Controlled Surface Use
DEIS	Draft Environmental Impact Statement
DFC	Desired Future Condition
DOGM	(Utah) Division of Oil, Gas and Mining
DOI	(United States) Department of the Interior
DPC	Desired Plant Community
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
EPCA	Energy Policy and Conservation Act (of 1975)
ERMA	Extended Recreation Management Area
ESA	Endangered Species Act (of 1973)
ESR	Emergency Stabilization and Rehabilitation
FEIS	Final Environmental Impact Statement
FERC	Federal Energy Regulatory Commission
FLPMA	Federal Land Policy and Management Act (of 1976)
FMP	Fire Management Plan
FMZ	Fire Management Zone
FO	Field Office
FR	Federal Register
FWMP	Forest and Woodlands Management Plan
GIS	Geographic Information Systems
HA	Herd Area
HMA	Herd Management Area
HMAP	Herd Management Area Plan

HMP	Habitat Management Plan
HUC	Hydrologic Unit Code
IBLA	Interior Board of Land Appeals
ID	Interdisciplinary
IMP	Interim Management Policy
LTA	Land Tenure Agreement
LUP	Land Use Plan
LWCF	Land and Water Conservation Fund
MFP	Management Framework Plan (pre-FLPMA BLM land use plan)
MOU	Memorandum of Understanding
NAAQS	National Ambient Air Quality Standards
NAGPRA	Native American Graves Protection and Repatriation Act (of 1990)
NEPA	National Environmental Policy Act (of 1969)
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NNL	National Natural Landmark
NOA	Notice of Availability (published in the Federal Register)
NOI	Notice of Intent (published in the Federal Register)
NPS	National Park Service
NRHP	National Register of Historic Places
NSO	No Surface Occupancy (a stipulation on an oil and gas lease)
NWSRS	National Wild and Scenic River System
OHV	Off-Highway Vehicle
ORV	Outstandingly Remarkable Value
OST	Old Spanish Trail
PFC	Proper Functioning Condition (of riparian/wetland areas)
PFO	Price Field Office
R&I	Relevance and Importance
R&PP	Recreation and Public Purposes (Act of 1926)
RAMP	Recreation Area Management Plan
RDCC	(Utah) Resource Development and Coordinating Committee
RFD	Reasonably Foreseeable Development
RHS	Rangeland Health Standards
RMP	Resource Management Plan (BLM land use plan under FLPMA)
RMZ	Recreation Management Zone
ROD	Record of Decision
ROS	Recreation Opportunity Spectrum
ROW	Right of Way
SRRDP	San Rafael Route Designation Plan
SHPO	State Historic Preservation Officer
SITLA	(Utah) School and Institutional Trust Lands Administration
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
TCP	Traditional Cultural Property
T&E	Threatened and/or Endangered (species as per ESA of 1973)
UAAQS	Utah Ambient Air Quality Standards

UAC	Utah Administrative Code
UDAQ	Utah Department of Air Quality
UDEQ	Utah Division of Environmental Quality
UDOGM	Utah Division of Oil, Gas, and Mining
UDOT	Utah Department of Transportation
UDWQ	Utah Division of Water Quality
UDWR	Utah Division of Wildlife Resources
UGS	Utah Geological Survey
USFWS	United States Fish and Wildlife Service
USC	United States Code
VRM	Visual Resource Management
WSA	Wilderness Study Area
WSR	Wild and Scenic River(s) (Act of 1973)
WUI	Wildland Urban Interface

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## RECORD OF DECISION

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### A. INTRODUCTION

This Record of Decision (ROD) approves the Bureau of Land Management's (BLM's) proposal to manage the public lands within the Price Field Office as presented in the attached Resource Management Plan (RMP). This RMP was described as the Proposed Plan in the August 2008 Proposed Price RMP and Final Environmental Impact Statement (EIS) (DOI-BLM-2008) – with minor adjustments and clarifications which are explained later in this ROD. This ROD provides the background on development of the plan and rationale for approving the decisions contained in the Proposed Plan, and describes the clarification and/or modifications made to address protests received on the plan. The attached Price Field Office RMP (also referred to as the Approved RMP) includes the decisions themselves.

#### **Purpose**

The Federal Land Policy and Management Act (FLPMA) requires that the BLM "develop, maintain, and when appropriate, revise land-use plans" (43 United States Code [USC] 1712 [a]). The BLM has determined it is necessary to revise existing land-use plans (LUP) and prepare a new RMP for the Price Field Office (PFO) based on a number of new issues that have arisen since preparation of the existing plans. In general, the purpose of this RMP is to provide a comprehensive framework for public land management within the PFO and its allocation of resources pursuant to the multiple-use and sustained yield mandate of FLPMA. In addition, the purpose of this plan revision is as follows:

- To consolidate the existing LUPs and amendments.
- To reevaluate, with public involvement, existing conditions, resources, and uses, and reconsider the mix of resource allocations and management decisions designed to balance uses and the protection of resources pursuant to FLPMA and applicable law.
- To resolve multiple-use conflicts or issues between resource values and resource uses. The resulting Approved RMP will establish consolidated guidance and updated goals, objectives, and management actions for the public lands in the decision area. The Approved RMP will be comprehensive in nature and will address issues that have been identified through agency, interagency, and public scoping efforts.
- To disclose and assess the direct, indirect, and cumulative impacts of the reasonably foreseeable future actions resulting from the management actions in the Approved RMP and draft alternatives pursuant to the requirements of the National Environmental Policy Act (NEPA), its implementing regulations, and other applicable laws.

#### **Need**

A revision to the *Price River Management Framework Plan (MFP) 1983* and *San Rafael RMP 1991* is necessary because there have been significant alterations in light of new information and changed resources. Circumstances and policies relevant to the future management of public lands and allocation of resources under the multiple-use and sustained yield mandate have also

changed. The BLM completed detailed evaluations of the *Price River MFP* and the *San Rafael RMP* in 2001 and determined that both plans needed revision (BLM 2001).

Changes in the laws, policies, and regulations directing public land resource management and new information and resource data need to be considered to better manage the public lands. Visitation to the region has grown. Population demographics have changed, as have public awareness and use of lands within the planning area. Specifically, there may be a need to evaluate management prescriptions and resource allocations to address the increases in recreation and visitor use, including scenic quality and open spaces, as well as the increased interest in oil and gas development. Land use plan decisions may be changed only through the amendment or revision process.

### **Description of the Planning Area**

The PFO is located in central-eastern Utah on the western portion of the Colorado Plateau and encompasses Carbon and Emery counties (Map R-1). The PFO is bounded by the Carbon-Duchesne-Utah County line on the north, the Green River on the east, the Emery-Wayne County line on the south, and county lines for Sanpete and Sevier counties to the west. Lands managed by the PFO encompass 2,479,000 acres of surface estate and 2,723,000 acres of federal mineral resources underlying lands managed by the BLM, USFS, the State of Utah, and private entities. The planning area shares boundaries with the Richfield Field Office, Salt Lake Field Office, Vernal Field Office, Moab Field Office, and Manti-La Sal National Forest as well as the Uintah and Ouray Indian Reservation. Communities in the northern portion of the planning area are located adjacent to U.S. Highway 6 (US-6). These include Helper, Price (Carbon County seat), Wellington, and East Carbon/Sunnyside (off Highway U-123). Several communities are located to the south adjacent to Highway SR-10. These include Huntington, Castle Dale (Emery County seat), Orangeville, Ferron, and Emery. Green River is located on the east side of Emery County on Interstate 70 (I-70). Land ownership is shown in Table R-1 and Map R-2.

**Table R-1. Land Ownership in the Price Field Office, by County**

<b>Land Owner</b>	<b>Number of Acres</b>	<b>Percentage of Total</b>
<b>Carbon County</b>		
BLM	418,000	44
USFS	30,000	3
State	125,000	13
Private	373,000	40
Total Carbon County	<b>946,000</b>	<b>100</b>
<b>Emery County</b>		
BLM	2,061,000	72

Land Owner	Number of Acres	Percentage of Total
USFS	211,000	7
National Park Service	2,100	<1
State	348,000	12
Private	228,000	8
Total Emery County	2,850,100	100
<b>Total Field Office—Carbon and Emery Counties Combined</b>		
BLM	2,479,000	65
USFS	241,000	6
National Park Service	2,100	<1
State	473,000	13
Private	601,000	16
Total Carbon and Emery Counties	3,796,100	100

Elevations in the PFO range from approximately 4,000 feet to more than 10,000 feet. The planning area is drained by the Green River and its tributaries, including the Price and San Rafael Rivers. A number of popular scenic attractions lie within the area, including the Book Cliffs, Roan Cliffs, San Rafael Swell, Nine Mile Canyon, Desolation Canyon, Cleveland-Lloyd Dinosaur Quarry, and Price River Canyon.

## **B. OVERVIEW OF THE ALTERNATIVES**

In the July 2004 Price Draft RMP/EIS, five alternatives, including a No Action Alternative, were analyzed in detail (DOI-BLM 2004). In September 2007, a supplement to the draft RMP EIS (DOI-BLM 2007) analyzed a sixth alternative to further address non-WSA lands with wilderness characteristics. In addition, a supplement to the draft concerning additional information on Areas of Critical Environmental Concern (ACEC) (DOI-BLM 2006) was provided in June 2006. The alternatives were developed to address major planning issues and to provide direction for resource programs influencing land management. All alternatives incorporated the *Utah Standards for Rangeland Health and Guidelines for Grazing Management* (Appendix R-7) developed in conjunction with the Utah Resource Advisory Council (RAC) as base standards for assessing land health. All decisions under any of the alternatives would comply with federal

laws, rules, regulations, and policies. Mitigation has been incorporated in the development of all alternatives.

In November 2001, a Notice of Intent (NOI) was published to initiate a land use plan revision for lands administered by the Price Field Office. On July 16, 2004, the BLM published the Notice of Availability (NOA) for the Price Draft RMP/EIS for public review and comment in the *Federal Register*. This initiated the 90-day public comment period; however, public requests extended the public comment period for another 45 days, which concluded on November 29, 2004.

The original NOA for the Draft RMP/EIS, released July 2004, was augmented with an NOA published in the *Federal Register* on December 13, 2005, providing the public with information on ACECs considered in the Draft RMP/EIS and requesting public comments on the ACECs. This NOA published information about each existing and potential ACEC as required in 43 CFR 1610.7-2. This initiated a 60-day public comment period.

Six months later, the BLM published another NOA for the Price *Supplemental Information and Analysis to the Price Field Office Draft RMP/EIS for ACECs* for public review and comment in the *Federal Register* on June 9, 2006. The supplemental information provided additional documentation regarding the disposition of ACECs nominated during scoping, provided a description of four additional potential ACECs that were not presented in the 2004 Draft RMP/EIS, and analyzed any potential impacts relating to the inclusion of these ACECs in Alternative C of the Price Draft RMP/EIS. This initiated another 90-day public comment period.

A second NOI was published in the *Federal Register* on May 24, 2007, notifying the public that the BLM Price Field Office was preparing a Supplemental Draft RMP/EIS to include a new alternative providing management prescriptions and analysis to protect, preserve, and maintain wilderness characteristics in areas outside existing Wilderness Study Areas (WSAs). Multiple areas in the Price Field Office, outside of existing WSAs, were found to have wilderness characteristics through inventory maintenance activities.

The BLM published the NOA for the *Supplement to the Price Field Office Draft RMP/EIS for Non-WSA lands with Wilderness Characteristics* for public review and comment in the *Federal Register* on September 14, 2007. The PFO Supplemental Draft RMP/EIS presented Alternative E which provided specific management actions to protect, preserve, and maintain the wilderness characteristics of non-WSA lands with wilderness characteristics. This new alternative ensured that: (1) consideration was given to wilderness characteristics; (2) an appropriate range of alternatives was considered for these lands; and (3) an adequate analysis was prepared from which to base future land use decisions.

Each alternative emphasizes a different combination of resource uses, allocations, and restoration measures to address issues and resolve conflicts among resource and resource uses, so program goals were met using a variety of approaches across the alternatives. However, each alternative allowed for some level of support of all resources and uses present in the planning area. The alternatives differed in how fast the goals would be met, the degree to which they would be met, the emphasis placed on certain programs and activities, and whether active or passive management would occur. Management scenarios for programs not tied to major planning

issues and/or mandated by law often contain minor or no differences in management between alternatives.

The No Action Alternative is the continuation of the *Price River MFP 1983* and *San Rafael RMP 1991* and is provided as a baseline for comparison. Alternative E is considered the environmentally preferable alternative, offering the most intensive, active management for protection of the area's natural and biological values and favors natural systems over commodities development, including protecting all non-WSA lands BLM found to have wilderness characteristics. Alternative C is similar to Alternative E, but does not offer specific management to protect non-WSA lands with wilderness characteristics. Alternative A emphasizes commodity development, provides the greatest economic benefit from mineral development, and imposes the fewest restrictions on public land uses. Alternative B attempts to balance uses, but is more heavily weighted towards conservation. Alternative D, (the Preferred Alternative in the Draft Resource Management Plan/ Draft Environmental Impact Statement (DRMP/DEIS) and largely the baseline for the Proposed Plan in the Proposed Resource Management Plan/Final Environmental Impact Statement (Proposed RMP/Final EIS)) best achieves a balance between environmental protection and use of public land resources. General overviews of these alternatives and comparisons among them are provided below.

### **No Action**

This alternative would have continued present management practices defined in the existing land use plan. Direction contained in existing laws, regulations, and policies would have continued to be implemented, sometimes superseding provisions of the *Price River MFP* and *San Rafael RMP*, as amended. The No Action Alternative was not selected because it does not meet the purpose and need for the management of public lands under the jurisdiction of the Price Field Office. The decisions in the 1983 MFP and 1991 RMP are largely based on information that is now outdated. Equally as important, these decisions do not meet changing uses, trends, and conditions that have occurred since that time. The existing plans do not address many recent issues, nor do they address the increased levels of controversy surrounding these issues. Special status species, including threatened and endangered species, are not fully addressed within the parameters of the No Action Alternative. The No Action Alternative designates 743,000 acres as open to off-highway vehicle (OHV) use. This large open acreage within the planning area results in unacceptable resource damage which is contrary to BLM policy. The No Action Alternative would continue the designation of the 13 existing ACECs, but does not evaluate new ACECs. In addition, this alternative does not recommend suitable wild and scenic river segments, or consider non-WSA lands with wilderness characteristics to protect and preserve their wilderness characteristics.

### **Alternative A**

Alternative A emphasized commodity production and human activities which would be less constrained in Alternative A than in other alternatives. Under Alternative A, no wild and scenic river segments were found to be suitable, the fewest ACECs (eight) under all alternatives would be designated, and no acres would be managed as non-WSA lands with wilderness characteristics. Other than the No Action Alternative, Alternative A provides more opportunities for motorized recreation, and is the least restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). Alternative A does not provide sufficient

restrictions on uses to protect important natural resources. For these reasons, this alternative did not achieve the balance between resource protection and resource use that enhanced resource use or conditions. The rationale for not selecting Alternative A is outlined below for the major management actions.

- **Lands and Realty:** In Alternative A, approximately 543,000 acres would be managed as exclusion areas for rights-of-way and approximately 61,000 acres would be managed as avoidance areas. The exclusion areas for WSAs are non-discretionary, and the 61,000 acres of avoidance areas are not sufficient to adequately protect the important natural resources that have been identified within the planning area. For example, there would not be sufficient protection for the relict vegetation (which is a relevant and important value) for the potential Bowknot Bend and Big Flat Tops ACECs, because neither of these ACECs would be designated under this alternative.
- **Livestock Grazing:** Alternative A continues grazing in the Desolation Canyon/Green River Corridor. This would not resolve the conflicts with wildlife, special status species, riparian habitat, watershed health and recreation which have been identified for Desolation Canyon. Continued grazing in Labyrinth Canyon would be the same as the Proposed RMP. Continued grazing in the Hondo, Red Canyon, and McKay Flat allotments would not resolve the management of the range with continuation of different season of uses for each allotment. Under this alternative, these issues would remain unresolved.
- **Minerals:** Alternative A manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable – 537,000 acres; No Surface Occupancy (NSO) – 110,000 acres; Timing Limitations/Controlled Surface Use -17,000 acres; Open (subject to standard terms and conditions) – 1,815,000 acres. Alternative A is the least restrictive to oil and gas leasing and other surface disturbing activities. Alternative A has the most acreage open subject to standard terms and conditions. Although the oil and gas restrictions are more conducive to development, they are not sufficient to protect all the important resources identified within the planning area. In particular, the timing limitations in Alternative A are not sufficient to protect highly sensitive visual resources, heavily used recreation areas, bighorn sheep migration, lambing, and rutting habitats, and the relevant and important values in potential ACECs.
- **Non-WSA Lands with Wilderness Characteristics:** Alternative A manages no non-WSA lands with wilderness characteristics to protect, preserve, and maintain their wilderness characteristics. Therefore, all the wilderness values identified in these areas could be potentially adversely affected.
- **Recreation:** Alternative A continues management of four existing special recreational management areas (SRMAs) which primarily emphasize motorized recreational activities. However, visitors also engage in numerous non-motorized activities where WSAs overlie the SRMAs. Under this alternative the size of the Cleveland-Lloyd Dinosaur Quarry SRMA is expanded beyond the existing National Natural Landmark (NNL) but is not sufficient to properly manage the existing Visitors Center and surrounding areas high in paleontological resource potential. Alternative A would establish four recreational management zones as focus areas within the Desolation Canyon and San Rafael Swell SRMAs emphasizing management of motorized recreational activities.

Under this alternative there are no SRMAs in the heavily used recreation areas of Nine Mile Canyon and Range Creek. There would be no additional interpretive or directional information which would negatively affect visitor experiences and reduce opportunities for future recreational use. Not proactively managing recreation in the Nine Mile Canyon and Range Creek areas could result in providing imbalanced recreational opportunities.

- **Travel Management:** Alternative A would manage 2,109,000 acres as limited to designated routes and 370,000 acres as closed to OHV use. This alternative would leave about 40 percent of the WSAs available for potential OHV use which could conflict with the opportunity for primitive recreation. This alternative accommodates many motorized travel opportunities because it would designate the maximum number of route miles. However, many of the routes are: (1) duplicates; (2) dead ends; (3) causing resource damage by inviting route proliferation (multiple parallel trails, hill climbs, additional routes around difficult spots); (4) naturally re-vegetating; (5) have conflicts between motorized and non-motorized users; (6) through riparian areas; (7) through critical soils susceptible to damage; (8) have the potential to affect threatened or endangered species; and (9) could affect cultural resources. Thus, this alternative does not provide a travel plan that protects critical resources or minimizes potential conflicts.
- **Special Designations – ACECs:** Alternative A designates only eight areas determined to have relevant and important values as ACECs. The management prescriptions detailed under Alternative A are not sufficient to protect the majority of the relevant and important values of other potential ACECs that are not carried forward in this Alternative. For example the relevant and important value of scenery in the Sids Mountain ACEC (which would not be an ACEC in this alternative) outside of the Sids Mountain WSA would be managed as visual resource management (VRM) Class III and IV. This visual management prescription is not sufficient to protect the scenic relevant and important values in this area because there are not stringent enough to protect the scenic values. Also the relevant and important value of relict vegetation in the Bowknot Bend and Big Flat Tops ACEC areas would not be protected because these two areas would not be an ACEC.
- **Special Designations – Wild and Scenic Rivers:** Alternative A recommends none of the eligible river segments as suitable for potential designation as Wild and Scenic Rivers. As a result, Alternative A would not provide protection or appropriate management to many of the outstandingly remarkable values associated with the river segments. For example, the outstanding remarkable values of scenic, recreational, historic, cultural, and fisheries within the Green River corridor through Labyrinth Canyon could be impacted by oil and gas development.
- **Wildlife:** Alternative A does not provide for any restrictions on oil and gas activities in crucial big game habitat. Also the alternative only provides for seasonal restrictions to protect greater sage-grouse leks and no protection of crucial winter habitat. Therefore, Alternative A does not provide adequate protection for greater sage-grouse and big game habitats, in accordance with Utah Division of Wildlife Resources (UDWR) policy.

In summary, Alternative A was not selected primarily because it does not best achieve the mix of multiple uses necessary to fully implement the mandate of FLPMA. Adoption of this alternative would result in adverse impacts to wildlife, loss of primitive recreation opportunities, reduced

focus on recreational opportunities through SRMA management, and would provide no management of non-WSA lands with wilderness characteristics. Relevant and important values and outstandingly remarkable values in potential ACECs and eligible wild and scenic river segments would be at risk.

## **Alternative B**

Alternative B seeks to preserve the unique values of lands within the PFO while accommodating reasonable levels of use. Alternative B would provide a moderate amount of mineral development. Recreation would have a mix of motorized and primitive recreation opportunities. This alternative provided a greater balance between Alternatives A and C, but was weighted towards greater protection of the environment over and above other resource uses. The rationale for not selecting Alternative B is outlined below for the major management actions.

- **Lands and Realty:** In Alternative B, approximately 558,000 acres would be managed as exclusion areas for rights-of-way and approximately 64,000 acres would be managed as avoidance areas. The exclusion areas for WSAs are non-discretionary, and the 64,000 acres of avoidance areas are not sufficient to adequately protect the important natural resources that have been identified within the planning area. For example, there would not be sufficient protection for the relict vegetation (which is a relevant and important value) for both the potential Bowknot Bend and Big Flat Tops ACECs, because neither of these ACECs would be designated under this alternative.
- **Livestock Grazing:** Alternative B removes grazing in Desolation Canyon below the canyon rim. This alternative does not provide the flexibility to work with grazing lessee to resolve recreational conflicts on the ground and requires closure without other options.
- **Minerals:** Alternative B manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable – 557,000 acres; NSO – 289,000 acres; Timing Limitations/Controlled Surface Use – 1,633,000 acres; Open (subject to standard terms and conditions) - 0 acres. Alternative B is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas. It has no acreage open to oil and gas leasing under standard terms and conditions. The acreage included in the Unavailable and No Surface Occupancy stipulation totals 34 percent of the acreage in the planning area that would be essentially unavailable to oil and gas development and other surface disturbing activities. The timing and controlled surface use stipulations in Alternative B would add another 66 percent of the planning area in which oil and gas development would be prohibited during certain times and subject to specified conditions for construction. Timing and controlled surface use restrictions add to the cost of development. In total, 100 percent of the planning area would be subject to restrictions above standard terms and conditions for development. This is not in compliance with EPCA because it would not provide reasonable access or minimize impediments to oil and gas development as Congress directed.
- **Non-WSA Lands with Wilderness Characteristics:** Alternative B manages no non-WSA lands with wilderness characteristics to protect, preserve, and maintain their wilderness characteristics. Therefore, all the wilderness values identified in these areas could be potentially adversely affected.

- **Recreation:** Alternative B establishes five SRMAs which are to be managed to highlight recreational activities in general. In addition, four recreation management zones would be established within the Desolation Canyon and San Rafael SRMAs emphasizing management of motorized recreational activities. This is the same as the Proposed RMP. Alternative B management of the Labyrinth Canyon, Cleveland-Lloyd Dinosaur Quarry, and San Rafael Swell SRMAs would be the same as the Proposed RMP. There is no SRMA for Range Creek; however, the area is adequately protected as an ACEC with similar management as for the Range Creek SRMA in the Proposed RMP. Both the Desolation Canyon and Nine Mile Canyon SRMAs are larger than needed to management recreational opportunities. The Desolation Canyon SRMA is primarily to manage river activities on the Green River through Desolation and Gray Canyons, thus to include the complete Desolation Canyon WSA is unnecessarily restrictive. Similarly the Nine Mile Canyon SRMA is to manage visitor access to the rock art within the canyon, thus to include an area as far away as Wellington is unnecessarily restrictive.
- **Travel Management:** Alternative B would manage 2,033,000 acres as limited to designated routes and 446,000 acres as closed to OHV use. This alternative would leave about 26 percent of the WSAs available for potential OHV use which could conflict with the opportunity for primitive recreation. This alternative accommodates many motorized travel opportunities because it would designate the same number of miles of routes as Alternative A. However, many of the routes: (1) are duplicative; (2) are dead ends; (3) are causing resource damage by inviting route proliferation (multiple parallel trails, hill climbs, additional routes around difficult spots); (4) are naturally re-vegetating; (5) have conflicts between motorized and non- motorized users; (6) traverse through riparian areas; (7) are through critical soils susceptible to damage; (8) have the potential to affect threatened or endangered species; and (9) could affect cultural resources. Thus, this alternative does not provide a travel plan that protects critical resources or provides appropriate opportunities for primitive recreation.
- **Special Designations – ACECs:** Alternative B designates 14 areas determined to have relevant and important values as ACECs. Management of three of these potential ACECs in Alternative B is unnecessary to protect the relevant and important values. For example, the relevant and important value of geologic and natural processes in the potential Beckwith Plateau ACEC is overlapped by the Desolation Canyon WSA where the relevant and important values are already protected through *Interim Management Policy for Lands under Wilderness Review* (IMP) which limits surface disturbance. As another example, the relevant and important value of scenery in the Sids Mountain ACEC outside of the Sids Mountain WSA would be managed as VRM Class III and IV. This visual management prescription is not sufficient to protect the scenic relevant and important values in this area. The historic relevant and important values of the Uranium Mining District and Heritage Sites ACEC would not be adequately protected under Alternative B because neither of these areas would be made an ACEC.
- **Special Designations – Wild and Scenic Rivers:** Alternative B recommends as suitable 14 river segments found eligible for potential designation into the National Wild and Scenic River system. The ownership within the river corridor of some of these suitable river segments is less than 50 percent federal lands, which makes management impractical. Much

of the land along the Green River between Swaseys Rapid and the confluence with the San Rafael River is private, used for agriculture, and has residential, commercial, and municipal development in and around the town of Green River. This activity combined with private land ownership makes management of this segment of the Green River impractical. The outstandingly remarkable values of cultural, historic, scenic, and recreational of the San Rafael River are adequately protected by management of WSAs under the IMP, special management associated with an ACEC, and recreational management of the SRMA, therefore, another layer of management is unnecessary.

- **Wildlife:** Alternative B protects crucial and high value big game habitats from surface disturbing activities through seasonal closures. Since this alternative was crafted, UDWR revised its habitat classification to only acknowledge crucial big game habitat. This revised habitat classification was used by the Proposed RMP but not this alternative. Alternative B only provided minimal seasonal restrictions for Greater sage-grouse leks and no protection of crucial winter habitat. As a result, Alternative B did not provide adequate protection for either big game wildlife habitat or Greater sage-grouse habitat.

In summary, this alternative would not provide adequate or balanced consideration of existing uses such as motorized recreational activities, economic land uses such as rights-of-way, energy corridors, or access to mineral development. This alternative would not protect the relevant and important values of some ACECs nor properly protect greater sage-grouse habitat. This Alternative is inconsistent with existing state and local plans, conflicts with the intent of Federal legislation including Energy Policy and Conservation Act and the Energy Policy Act, and it does not give adequate consideration to local needs, customs and culture.

### **Alternative C**

Alternative C emphasizes protection of wildlife habitats, natural resources, ecosystems and landscapes. Commodity production and human activities would be more constrained than in most other alternatives. This alternative provides more opportunities for non-motorized recreation. Alternative C designates all potential ACECs and all wild and scenic rivers segments found eligible as suitable. It is also restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). There are many uses that are overly restricted by the decisions in this alternative. The rationale for not selecting Alternative C is outlined below for the major management actions.

- **Lands and Realty:** In Alternative C, approximately 564,000 acres would be managed as exclusion areas for rights-of-way and approximately 69,000 acres would be managed as avoidance areas. Managing 25 percent of the planning area with major restrictions on BLM rights-of-way for pipelines, roads and powerlines could severely and unnecessarily limit development of and access to existing oil and gas leases as well as restricting the development of other necessary infrastructure.
- **Livestock Grazing:** Alternative C removes two allotments from the Desolation Canyon and three allotments from the Labyrinth Canyon SRMAs in order to address conflicts with recreation activities. Alternative C also removes grazing from the Hondo, Red Canyon, and McKay Flat allotments to maintain riparian habitat. Removing grazing from these areas solves the conflicts with recreation activities and protects the riparian habitat; however, it is

unnecessarily restrictive because it removes grazing from the entire allotment where removing grazing from parts of the allotments in Desolation Canyon and Labyrinth Canyon would resolve the conflict. Changing the season of use would protect the riparian habitat in the Hondo, Red Canyon, and McKay Flat allotments; therefore, complete removal of grazing is overly restrictive.

- **Minerals:** Alternative C manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable – 561,000 acres; NSO – 500,000 acres; Timing Limitations/Controlled Surface Use – 1,418,000 acres; Open (subject to standard terms and conditions) - 0 acres. Alternative C is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas. It has no acreage open to oil and gas leasing under standard terms and conditions. The acreage included in the Unavailable and No Surface Occupancy stipulation totals 43 percent of the acreage in the planning area that would be essentially unavailable to oil and gas development and other surface disturbing activities. The timing and controlled surface use stipulations in Alternative C would add another 57 percent of the planning area in which oil and gas development would be prohibited during certain times and subject to specified conditions for construction. Timing and controlled surface use restrictions add to the cost of development. In total, 100 percent of the planning area would be subject to restrictions above standard terms and conditions for development. The Energy Policy and Conservation Act directs BLM to minimize impediments to oil and gas leasing and development, and this alternative does not meet that objective.
- **Non-WSA Lands with Wilderness Characteristics:** Alternative C manages no non-WSA lands with wilderness characteristics to protect, preserve, and maintain those wilderness characteristics. Therefore, the wilderness values identified in these areas could potentially be adversely affected.
- **Recreation:** Alternative C establishes five SRMAs which are to be managed to highlight recreational activities in general. Desolation Canyon, Nine Mile Canyon, and Labyrinth Canyon SRMAs would be expanded in Alternative C. There is no separate SRMA for Range Creek; however, the area is part of the Desolation Canyon SRMA. Under this alternative, Range Creek is an ACEC with special management prescriptions to protect the relevant and important values. The Desolation Canyon, Nine Mile Canyon, and Labyrinth Canyon SRMAs are larger than needed to manage recreational opportunities. The Desolation Canyon SRMA in this alternative primarily manages river activities on the Green River through Desolation and Gray Canyons. Thus, including the complete Desolation Canyon and Turtle Canyon WSAs is unnecessarily restrictive. The intent of the Nine Mile Canyon SRMA is to manage visitor enjoyment of the rock art within the canyon. Making the Nine Mile Canyon SRMA so large it includes Wellington is unnecessarily restrictive and too large for the intent of the SRMA. There would be no recreation management zones in the San Rafael SRMA and the focus would shift to non-motorized recreational opportunities. This lack of recreation management zones focused on motorized recreation would create an unnecessary imbalance in recreational opportunities in this SRMA.
- **Travel Management:** Alternative C would manage 1,736,000 acres as limited to designated routes and 743,000 acres as closed to OHV use. While this alternative leaves a large area open to designated routes, it designates only those routes which are part of the San Rafael

Routes Designation 2003. This alternative is overly restrictive to OHV use and effectively closes over half of the Field Office to OHV use. This alternative does not attempt to balance motorized and non-motorized uses. This alternative eliminates the popular Summerville/Chimney Rock/Humbug trail system, which has been the site of competitive events in the past, and eliminates many other loop experiences.

- **Special Designations – ACECs:** Alternative C designates all 23 areas determined to have relevant and important values as ACECs. Management of nine of these potential ACECs in Alternative C is unnecessary to protect the relevant and important values. For example, the relevant and important value of scenic and vegetation in the Lower Muddy Creek ACEC is already protected in Alternative C by managing the area according to the existing VRM Class II designation, which limits visual intrusions. An example of overly restrictive management in Alternative C is designating the Temple-Cottonwood Dugout Wash, Mussentuchit Badlands, and Gordon Creek ACECs with restrictive management to protect cultural values. The cultural values in these areas are sufficiently protected by requirements of the National Historic Preservation Act. In addition, many ACECs overlap WSAs where most of the relevant and important values are already protected through *Interim Management Policy for Lands under Wilderness Review* (IMP). Layering multiple special designations is duplicative and unnecessary where relevant and important values are protected through IMP management.
- **Special Designations – Wild and Scenic Rivers:** Alternative C recommends as suitable all 38 river segments found eligible for potential designation into the National Wild and Scenic River system. Many of the river segments found suitable in Alternative C include scenery and river related non-motorized recreation as outstandingly remarkable values (ORVs). Scenery and non-motorized recreational activities, especially non-boating activities, are more amenable for management by other means, such as through SRMAs. SRMAs allow BLM to manage high demand recreational use while protecting sensitive resources. As a consequence, Alternative C would impose unnecessary restrictions which provide no additional management protections that are not otherwise available through existing or alternative management options. In addition, the ownership within the river corridor of some river segments is less than 50 percent federal land which makes management impractical. Another example is the San Rafael River. The outstandingly remarkable values of cultural, historic, scenic, and recreational of the San Rafael River are adequately protected by WSA management under the IMP, special management associated with an ACEC, and recreational management of the SRMA, making an additional layer of management unnecessary.
- **Wildlife:** Alternative C protects crucial and high value big game habitats from surface disturbing activities through seasonal closures. Since this alternative was crafted, UDWR revised its habitat classification to only acknowledge crucial big game habitat. This revised habitat classification was used in the Proposed RMP, but not in this alternative. Alternative C only provided minimal seasonal restrictions for Greater sage-grouse leks. As a result, Alternative C did not provide adequate protection for either big game wildlife habitat or Greater sage-grouse habitat.

In summary, this alternative would not provide adequate or balanced consideration of existing uses (such as motorized recreational activities), or economic land uses (such as rights-of-way, energy corridors, or access to mineral development). Adoption of this alternative could also

preclude consideration of possible future development of renewable energy resources. This Alternative is inconsistent with existing state and local plans, conflicts with the intent of federal legislation including Energy Policy and Conservation Act and the Energy Policy Act, and it does not give adequate consideration to local needs, customs and culture.

### **Alternative D (Preferred Alternative from the Draft)**

Alternative D was selected as the BLM's Preferred Alternative in the Draft RMP/EIS. This alternative represents the mix and variety of management actions which, based on BLM's analysis and judgment, best resolve the resource issues and management concerns while accommodating BLM's values, programs and policy. As a result of public comment, internal review, and cooperating agency coordination on the Draft RMP/EIS, Alternative D was modified to become the Proposed RMP and analyzed in the Final EIS. With minor adjustments and clarifications, upon signature of this Record of Decision, it becomes the Approved RMP.

### **Alternative E**

Alternative E emphasizes protection of wildlife habitats, natural resources, ecosystems, and landscapes. Commodity production and human activities would be more constrained than in other alternatives. This alternative provides more opportunities for non-motorized recreation. Compared to all alternatives, Alternative E protects the most land area for sensitive resources and designates the most ACECs, and finds all of the eligible wild and scenic river segments suitable, and all non-WSA lands with wilderness characteristics would be protected, preserved and maintained. It is also the most restrictive to OHV use and all surface disturbing activities (including oil and gas leasing). Although Alternative E is the environmentally preferable alternative, there are many uses that are overly restricted by the decisions in this alternative. The rationale for not selecting Alternative E is outlined below for the major management actions.

- **Lands and Realty:** In Alternative E, 1,470,000 acres would be managed as exclusion areas for rights-of-way and 30,000 acres would be managed as avoidance areas. Managing 60 percent of the planning area with major restrictions on BLM rights-of-way for pipelines, roads and powerlines could severely and unnecessarily limit development of, and access to, existing oil and gas leases as well as restricting the development of other necessary infrastructure including transportation access.
- **Livestock Grazing:** Alternative E removes two allotments from the Desolation Canyon and three allotments from the Labyrinth Canyon SRMAs in order to address conflicts with recreation activities. Alternative E also removes grazing from the Hondo, Red Canyon, and McKay Flat allotments to maintain riparian habitat. Removing grazing from these areas does solve the conflicts with recreation activities and protects the riparian habitat; however, it is unnecessarily restrictive because it removes grazing from the entire allotment whereas removing grazing from parts of the allotments in Desolation Canyon and Labyrinth Canyon would resolve the conflict. Changing the season of use would protect the riparian habitat in the Hondo, Red Canyon, and McKay Flat allotments; therefore, complete removal of grazing is overly restrictive.

- **Minerals:** Alternative E manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable – 1,490,000 acres; NSO – 130,000 acres; Timing Limitations/Controlled Surface Use – 870,000 acres; Open (subject to standard terms and conditions) - 0 acres. Alternative E is overly restrictive to oil and gas development and other surface disturbing activities, especially in areas with high development potential for oil and gas. It has no acreage open to oil and gas leasing subject to standard terms and conditions. The acreage included in the Unavailable and No Surface Occupancy stipulations totals 65 percent of the acreage in the planning area which would be unavailable to oil and gas development and other surface disturbing activities. The timing and controlled surface use stipulations in Alternative E would add another 35 percent of the planning area in which oil and gas development would be prohibited during certain times and subject to specified conditions for construction. Timing and controlled surface use restrictions add to the cost of development. In total, 100 percent of the planning area would be subject to restrictions above standard terms and conditions for development. The Energy Policy and Conservation Act provides policy directing BLM to minimize impediments to oil and gas leasing and development, and this alternative does not meet that objective.
- **Non-WSA Lands with Wilderness Characteristics:** Alternative E manages 937,440 acres to protect, preserve, and maintain their wilderness characteristics. These acres are unavailable to mineral leasing and development, rights-of-way, woodcutting, and other surface disturbing activities. Management of non-WSA lands to preserve their wilderness characteristics would preclude potentially beneficial actions such as fuels and vegetation treatments and other healthy lands initiatives, wildlife and range improvements, and the construction of recreation facilities. Many of the areas managed to protect wilderness characteristics in Alternative E have conflicts with high development potential areas for oil and gas. Some of this acreage is also currently leased for oil and gas and coal, thereby making it impractical to protect the wilderness characteristic values. Management of all the non-WSA lands with wilderness characteristics in Alternative E is overly restrictive on other resources and uses of the public lands and does not meet the intent of Energy Policy and Conservation Act (EPCA). The EPCA provides policy directing BLM to minimize impediments to oil and gas leasing and development, and this alternative does not meet that objective.
- **Recreation:** Alternative E establishes five SRMAs which are to be managed, generally, to highlight primitive recreational activities. Both the Desolation Canyon and Labyrinth Canyon SRMAs would be expanded in Alternative E. Only one recreation management zone (RMZ) would be established within the Desolation Canyon SRMAs emphasizing management of river related motorized boating recreational activities. There is no separate SRMA for Range Creek; however, under this alternative Range Creek would be part of the Desolation Canyon SRMA and would be designated an ACEC. The Desolation Canyon, Nine Mile Canyon, and Labyrinth Canyon SRMAs are larger than needed to manage recreational opportunities. Desolation Canyon SRMA is aimed at managing river activities on the Green River through Desolation and Gray Canyons, so including all of the Desolation Canyon and Turtle Canyon WSAs is unnecessarily restrictive. The purpose of the Nine Mile Canyon SRMA is managing visitation to the rock art within the canyon, so including an area as far away as Wellington is unnecessarily restrictive. There would be no recreation management zones in the San Rafael SRMA and the non-WSA lands with wilderness characteristic would be managed as either primitive or semi-primitive non-motorized. This

would be a major shift in the primary focus of the SRMA to non-motorized recreational opportunities. The management under this alternative for OHV use would not meet the recreational demand and quality of recreational opportunities would decline.

- **Travel Management:** Alternative E would manage 970,000 acres as limited to designated routes and 1,520,000 acres (60 percent) as closed to OHV use. This alternative would close 157 miles of routes that were designated in the San Rafael Routes Designation 2003 and would designate no additional routes in the rest of the Field Office. This alternative is overly restrictive to OHV use and does not attempt to balance motorized and non-motorized uses because it effectively closes about three quarters of the Field Office to OHV use. It eliminates the very popular Summerville/Chimney Rock/Humbug trail system, which has been the site of competitive events in the past. It also eliminates many other loop route experiences including many in the San Rafael Swell. Management under this alternative for OHV use would not meet the recreational demand and quality of recreational opportunities would decline.
- **Special Designations – ACECs:** Alternative E designates all 23 areas determined to have relevant and important values as ACECs. Management of nine of these potential ACECs in Alternative E is unnecessary to protect the relevant and important values. For example, the relevant and important value of scenic and vegetation in the Lower Muddy Creek ACEC is protected in Alternative E by closing the area to surface disturbing activities and managing the area to preserve, protect and maintain its wilderness characteristics. Another example of overly restrictive management in Alternative E is closing the area to surface disturbing activities to protect the cultural values in the Temple-Cottonwood Dugout Wash ACEC. Cultural values in this area can be sufficiently protected by applying Section 106 of the National Historic Preservation Act. In addition, many ACECs overlap WSAs where most of the relevant and important values are already protected through IMP management. The multiple special designation layering is duplicative and unnecessary where relevant and important values are protected through IMP management.
- **Special Designations – Wild and Scenic Rivers:** Alternative E recommends as suitable all 38 river segments found eligible for potential designation as Wild and Scenic Rivers. Many of the river segments found suitable in Alternative E include scenery and river related non-motorized recreation as ORVs. Scenery and non-motorized recreational activities, especially non-boating activities, are more amenable for management by other means, such as SRMAs. Alternative E would impose unnecessary restrictions which would not provide additional management protections. These protections would be otherwise available through existing or alternative management options. In addition ownership within the river corridor of some river segments is less than 50 percent federal land which makes management impractical. Another example is the outstandingly remarkable values of cultural, historic, scenic, and recreational of the San Rafael River are adequately protected by management of WSAs under the IMP, special management associated with an ACEC, and recreational management of the SRMA. This existing management makes another layer of protection unnecessary.
- **Wildlife:** Alternative E protects crucial and high value big game habitats from surface disturbing activities through seasonal closures. Since this alternative was crafted, UDWR revised its habitat classification to only acknowledge crucial big game habitat. This revised habitat classification was used by the Proposed RMP, but not this alternative. Alternative E

only provided minimal seasonal restrictions for Greater sage-grouse leks. As a result, Alternative E did not provide adequate protection for either big game wildlife habitat or Greater sage-grouse habitat.

In summary, this alternative would not provide adequate or balanced consideration of existing uses such as motorized recreational activities, economic land uses such as rights-of-way, energy corridors, or access to mineral development. Adoption of this alternative could also preclude the consideration of possible future development of renewable energy resources. This alternative is inconsistent with existing state and local plans, conflicts with the intent of Federal legislation including Energy Policy and Conservation Act and the Energy Policy Act, and it does not give adequate consideration to local needs, customs and culture.

### **Alternatives Considered But Eliminated From Detailed Analysis**

Several organizations and individuals provided components of alternatives and management actions as possible ways of resolving individual resource management issues and conflicts. However, none of the submittals addressed the purpose and need and multiple use requirements as identified in the Federal Lands Policy and Management Act (FLPMA). The submitted components were considered during alternative development; however, none provided the full range of decisions required.

The following alternatives and management options were considered as possible ways of resolving resource management issues and conflicts, but were eliminated from detailed analysis because they were unreasonable or not practical as a result of technical, legal, regulatory, or policy issues.

- **Castle Country Heritage Plan:** The Castle Country Heritage Plan (CCHP) was presented by the Southern Utah Wilderness Alliance, endorsed by a number of organizations and individuals, and provided to the BLM during the public comment period on the Draft RMP/EIS. The CCHP, as presented, incorporated many timely issues and concerns that would be required of any balanced approach to managing public lands. The BLM gave careful consideration to the CCHP and, in fact, incorporated parts of the plan into the range of RMP alternatives. While the CCHP has multiple uses, it does not meet the purpose and need for the land use plan because it does not address all the resource values and uses the BLM is required to manage on public lands. The BLM has reviewed the CCHP and compared it with the range of alternatives. The range of alternatives in the EIS encompasses the CCHP; therefore, the CCHP was not carried forward as a separate alternative. The BLM used the information presented in the CCHP in the refinement of the recreational motorized route designation plan.
- **Closing the PFO to Livestock Grazing:** An alternative that proposes to close the entire planning area to grazing would not meet the purpose and need of this Approved RMP. NEPA requires that agencies study, develop, and describe appropriate alternatives to recommended courses of action in any proposal that involves unresolved conflicts concerning alternative uses of available resources. No issues or conflicts have been identified during this land use planning effort that requires the complete elimination of grazing within the planning area for their resolution. Closures and adjustments to livestock

use have been incorporated into the alternatives on an allotment or area basis to address issues identified in the land use plan (LUP). Because the BLM has considerable discretion through its grazing regulations to determine and adjust stock levels, seasons-of-use, and grazing management activities, and to allocate forage to uses of the public lands in LUPs, the analysis of an alternative to entirely eliminate grazing is not needed.

An alternative that proposes to close the entire planning area to grazing would also be inconsistent with the intent of the Taylor Grazing Act, which directs the BLM to provide for livestock use of BLM lands, to adequately safeguard grazing privileges, to provide for the orderly use, improvement, and development of the range, and to stabilize the livestock industry dependent upon the public range.

FLPMA requires that public lands be managed on a “multiple use and sustained yield basis” (FLPMA Sec. 302(a) and Sec. 102(7)) and includes livestock grazing as a principal or major use of public lands. Although multiple use does not require that all lands be used for livestock grazing, complete removal of livestock grazing on the entire planning area would be arbitrary and would not meet the principle of multiple use and sustained yield.

Livestock grazing is and has been an important use of the public lands in the planning area for many years and is a continuing government program. Although the Council on Environmental Quality Guidelines for compliance with NEPA require that agencies analyze the “No Action Alternative” in all EISs for purposes of this NEPA analysis, the “no action alternative” is to continue the status quo, which includes livestock grazing (CEQ Forty Most Asked Questions, Question 3). For this reason and those stated above, a no grazing alternative for the entire planning area was dismissed from further consideration in this LUP.

- **Livestock Grazing Adjustments Alternative:** During scoping and comment on the Draft EIS, it was suggested that the BLM consider adjustments to livestock numbers, livestock management practices, and the kind of livestock grazed on allotments within the PFO to benefit wildlife and protect and promote land health including soils, hydrologic cycles, and biotic integrity.

BLM policy regarding adjustments to the levels of livestock use authorized is to monitor and inventory range conditions under existing stocking levels and make adjustments to livestock use as indicated by this data to help assure that standards for rangeland health and resource objectives are met. Regulations at 43 CFR 4130.3 require that the terms and conditions under which livestock are authorized “ensure conformance with the provisions of subpart 4180” (Standards for Rangeland Health) and further that “livestock grazing use shall not exceed the livestock carrying capacity of the allotment.” It would be inappropriate and unfeasible to estimate and allocate the available forage, design specific management practices, and determine whether changes to the kind of livestock are necessary for each allotment in the PFO or in the area as a whole in the RMP/EIS. Such changes would not be supportable considering the type and amount of data required and the analysis necessary to make such changes.

According to BLM policy, decisions regarding authorized livestock use levels and the terms and conditions under which they are managed is an implementation decision (H-1610-1, Appendix C, page 15). The BLM assesses rangeland health, conducts monitoring and

inventories, and evaluates this data on a periodic basis, normally on an allotment and/or watershed basis. After NEPA analysis, necessary changes to livestock management and implementation of *Guidelines for Rangeland Management on Public Lands in Utah* are implemented through a proposed decision in accordance with 43 CFR 4160. These decisions determine the exact levels of use by livestock in conformance with the LUP and to meet resource objectives and maintain or enhancing land health. For these reasons, this alternative has been dismissed from further consideration in this LUP revision.

- **Closing the PFO to Oil and Gas Leasing:** During scoping and/or the comment period for the Draft RMP/EIS, it was suggested that the BLM should address a “No-Leasing Alternative” because the “No-Leasing Alternative” is the equivalent of the “No Action Alternative” that must be analyzed in all EISs.

The “No-Leasing Alternative” in an RMP revision is actually an action alternative because where lands have already been leased, the no-action for NEPA purposes continues to allow for (i.e., honor) valid existing rights. Proposing a “No-Leasing Alternative” would require revisiting existing leases and either buying them back from the lessee, or allowing them to expire on their own terms. The first option (buying back), is outside the scope of any RMP. This is a political decision that the BLM has no authority to undertake in planning. As a result, the BLM does not regularly include a “No-Leasing Alternative.”

The purpose and need for the land use plan is to identify and resolve potential conflicts between competing resource uses rather than to eliminate a principle use of the public lands in the PFO. Leasing of the public lands for oil and gas exploration and production is required by the Mineral Leasing Act of 1920, as amended, and the BLM’s current policy is to apply the least restrictive management constraints to the principal uses of the public lands necessary to achieve resource goals and objectives. A field office-wide “No-Leasing Alternative” would be an unnecessarily restrictive alternative for mineral exploration and production on the public lands.

The National Environmental Policy Act (NEPA Section 102 (E)) requires that agencies “study, develop, and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of available resources.” No issues or conflicts have been identified during this land use planning effort that require the complete elimination of oil and gas leasing within the planning area for their resolution. The BLM’s *Land Use Planning Handbook* (BLM Manual Rel. 1-1693, Appendix C, item H) requires that LUPs identify areas as open or unavailable for leasing.

Given the potential range of decisions available in the Draft RMP/EIS, the analyzed alternatives include no leasing for certain areas; however, a field office-wide “No-Leasing Alternative” is not necessary in order to resolve issues and protect other resource values and uses.

As mentioned above, a “No-Leasing Alternative” should not be confused with the “No Action Alternative” for purposes of NEPA compliance. Leasing and no leasing on the public lands have previously been analyzed in several NEPA documents. In 1973, the Department of the Interior published the *Final Environmental Impact Statement on the Federal Upland Oil and Gas Leasing Program* (USDI 1973). The proposed action was to

lease federal lands for production of oil and natural gas resources. Alternatives included the No Action Alternative, which, at initiation of the program, was “No Leasing.” To supplement that EIS, the BLM prepared a series of Environmental Assessments (then titled “Environmental Analysis Records” or “EARs”), including the Price Oil and Gas Program Environmental Analysis Record (EAR), 1976, which addressed oil and gas leasing for the public lands in the PFO. Alternatives again included the No Action or “No Leasing” alternative. The outcome was a category system for leasing that categorized all public and U.S. Forest Service (USFS) lands into four groups: 1) open to leasing with standard lease stipulations, 2) Special Stipulations to address special concerns, 3) No surface occupancy, and 4) No Leasing. Since completion of the EAR in 1976, oil and gas leasing in the PFO has been an ongoing federal program under the established categories.

The Council on Environmental Quality (Section 1502.14(d) of NEPA) requires the alternatives analysis in an EIS to “include the alternative of no action,” but explains that there are two distinct interpretations of “no action” that must be considered, depending on the nature of the proposal being evaluated. “The first situation might involve an action such as updating a land management plan where ongoing programs initiated under existing legislation and regulations will continue, even as new plans are developed. In these cases ‘no action’ is ‘no change’ from current management direction or level of management intensity. To construct an alternative that is based on no management at all would be a useless academic exercise. Therefore, the ‘no action’ alternative may be thought of in terms of continuing with the present course of action until that action is changed.” (CEQ Forty Most Asked Questions, Question 3). Therefore, for the Price Proposed RMP/Final EIS, the “No-Action Alternative” is to continue the *status quo*, which is to lease under the oil and gas stipulations (formerly categories) established in the *San Rafael RMP* and the *Price River MFP*.

- **Designating New Wilderness Study Areas:** The 2001 Notice of Intent (NOI) announcing the preparation of a new RMP for the PFO (Federal Register Vol. 66, No. 216) identified the “potential establishment of Wilderness Study Areas” as a preliminary issue “that could be addressed during development of the Price Field Office RMP.” Comments received throughout public scoping recommended that this issue be addressed in this effort, with positions in support of and in opposition to creating new WSAs. Comments received regarding wilderness and other types of special designations were the most frequent type of scoping comment. On April 14, 2003, a settlement agreement was reached between the Department of the Interior and the State of Utah, Utah School and Institutional Trust Lands Administration (SITLA), and Utah Association of Counties regarding the designation of WSAs through the BLM’s planning process. The settlement is further explained in section 3.2.11 (Non-WSA Lands with Wilderness Characteristics) of chapter 3. In an NOI released June 4, 2003 (Federal Register Vol. 68, No. 107), the BLM modified its original NOI for this planning process, stating that “as a result of the settlement, the BLM will not consider the designation of new WSAs or the classification or management of BLM lands as if they are or may become new WSAs.” Therefore, complete alternatives or individual management options promoting establishing additional WSAs were not considered.
- **San Rafael National Monument:** A number of comments received throughout this planning process discussed the potential San Rafael National Monument that was considered by the

State of Utah and Emery County. This RMP planning process does not include the San Rafael National Monument proposal because Monument designation is within the purviews of Congressional or Presidential decision making and is outside the scope of BLM planning.

## C. RESULTS OF PROTEST REVIEW

The BLM received 14 protest letters with standing during the 30-day protest period provided for the proposed land use plan decisions contained in the Price Proposed RMP/Final EIS in accordance with 43 CFR Part 1610.5-2. Of these, 11 presented valid protest points. Protesting parties with valid protests included:

Nine letters from organizations: Independent Petroleum Association of Mountain States (IPAMS); Western Watersheds Project, Inc.; Utah Rock Art Research Association; Colorado Plateau Archaeological Alliance; Utah Rivers Council; Petro-Canada Resources, Inc.; National Outdoor Leadership School Rocky Mountain, Outdoor Industry Association; National Trust for Historic Preservation; Southern Utah Wilderness Alliance, The Wilderness Society, Sierra Club – Utah Chapter, Center for Native Ecosystems.

Two letters from an individual: Michael L. Wolfe; Congressman Maurice D. Hinchey

Protest issues were varied. Numerous protests centered on whether or not BLM followed the NEPA regulations in completing the land use planning effort. Issues specifically related to a lack of detailed impact analysis for numerous resources, lack of an adequate range of alternatives, and a lack of opportunities for public involvement. Other issues identified that the land use plan did not meet FLPMA's multiple use mandate or give priority to the designation of ACECs. In addition, protests declared that BLM did not adequately analyze effects of planning actions on air quality or appropriately analyze impacts of climate change. Some protestors did not feel that their comments and/or submitted information provided on the Draft RMP/Draft EIS were satisfactorily responded to in the Proposed Plan/Final EIS.

Detailed information on protests may be found on the BLM Washington Office Website at: [http://www.blm.gov/wo/st/en/prog/planning/protest\\_resolution.html](http://www.blm.gov/wo/st/en/prog/planning/protest_resolution.html)

The BLM Director addressed all protests without making significant changes to the Proposed RMP/Final EIS. Some of the protest letters resulted in minor modifications to the decisions in the Approved RMP, however, minor adjustments and clarifications were made and have been explained in the *Notice of Modifications and Clarifications* section later in this ROD. An errata section has been added to supplement information presented in Chapters 3 and 4 of the Proposed RMP/Final EIS.

## **D. THE DECISION**

The decision is hereby made to approve the attached plan as the Approved RMP for management of public lands that are administered by the BLM's Price Field Office (PFO). The Approved RMP replaces public land decisions in the 1983 *Price River MFP* and supplements and the 1991 *San Rafael RMP* and amendments.

The Approved RMP was prepared under the authorities of the FLPMA of 1976 in accordance with BLM planning regulations (43 CFR Part 1600). An EIS was prepared for this RMP in compliance with the NEPA of 1969.

The Approved RMP is nearly identical to the Proposed Plan presented in the Proposed RMP/Final EIS. Management decisions and guidance for public lands under the jurisdiction of the PFO are presented in the Approved RMP. All decisions covered by the ROD are either land use planning decisions or implementation decisions.

Emphasizing an appropriate multiple-use balance of natural and cultural resource protection and restoration, while providing for resource use, extraction, and enjoyment, is the integral emphasis of the Approved RMP. The Approved RMP is considered the appropriate plan of action when taking into consideration the social, economic and natural environment. The Approved RMP supports the six broad policy goals for all Federal plans, programs, and policies:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
2. Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
3. Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
4. Preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity and variety of individual choice;
5. Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

### **What the Decision/RMP Provides**

Land use plan decisions include goals, objectives, land use allocations and management actions.

**Goals** are the broad statements of desired outcomes and are usually not quantifiable.

**Objectives** are specific desired conditions, usually quantifiable and measurable, and may have timeframes for achievement.

**Land use allocations** specify locations within the planning area that are available or not for certain uses. These include decisions such as what lands are available for livestock grazing, mineral material use, oil and gas leasing, locatable mineral development, what lands may be available for disposal via exchange and/ or sale, and what lands are open, closed, or limited to

motorized travel (please note that all acreages presented in the Approved RMP are estimations even when presented to the nearest acre).

**Management actions include** those provisions that help in meeting the established goals and objectives and include measures that will be applied to guide day-to-day activities on public lands, including but not limited to stipulations, guidelines, best management practices (BMPs), and design features.

The primary RMP management decisions in the Approved RMP are to:

- Designate 13 ACECs totaling 208,555 acres and manage according to the special management prescriptions identified for each area
- Designate five segments of the Green River (62 miles as Wild, 60 miles as Scenic, and 8 miles as Recreational) as suitable for consideration as part of the National Wild and Scenic system, and manage such segments to protect the free flowing nature, tentative classification, and outstandingly remarkable values
- Manage Wilderness Study Areas (WSAs) (526,960 acres) as VRM Class I and closed off-highway vehicle (OHV) use (with the exception of four ways in the Sids Mountain WSA which will remain conditionally open to OHV use)
- Conduct proactive cultural resource inventories under Section 110 of the National Historic Preservation Act (NHPA)
- Place BLM-administered lands in fire management categories
- Designate areas as Open, Limited, or Closed to off-highway vehicle use:
  - Designate 0 acres as open to cross country off-highway vehicle use
  - Designate 1,922,000 acres as limited to off-highway vehicle use
  - Designate 557,000 acres as closed to off-highway vehicle use
- Determine which lands are available or unavailable to mineral leasing:
  - Make an estimated 1,161,000 acres open to oil and gas leasing subject to standard lease terms and conditions
  - Make an estimated 467,000 acres open to oil and gas leasing subject to minor constraints (controlled surface use, timing limitation, or lease notices)
  - Make an estimated 282,000 acres open to oil and gas leasing subject to major constraints (no surface occupancy (NSO))
  - Make approximately 569,000 acres unavailable for oil and gas leasing
- Continue the withdrawal of 328,600 acres and recommend the withdrawal of approximately 92,700 acres from mineral entry (locatable)
- Close approximately 820,000 acres to mineral materials disposal (salable)
- Designate six Special Recreation Management Areas (SRMAs) and identify four recreational management zones (RMZs) within these SRMAs

- Protect, preserve and maintain the wilderness characteristics on non-WSA lands for 97,100 acres in 5 areas
- Vegetation treatments and manipulations will be prescribed on a case-by-case basis to achieve or maintain Standards for Rangeland Health (43 CFR 4180). Treatments in pinyon-juniper woodlands will be implemented to move the woodlands toward their approximate historic range. Sagebrush communities will be managed and maintained for natural composition and age class distribution.
- Livestock grazing will continue as currently allocated on most of the allotments in the PFO. Future changes in available forage will be adjusted among livestock, wild horses and burros, and wildlife as determined on a case-by-case basis (43 CFR 4100.0-2). Livestock grazing on the Range Creek Allotment will be authorized on a prescription basis, using grazing as a management tool for the benefit of resource values.
- Herd management area (HMA) boundaries on the Range Creek, Muddy Creek, and Sinbad HMAs will be adjusted to match the natural and manmade barriers. The Sinbad HMA will be split; the northern portion will remain the Sinbad HMA, and the southern portion, consisting of McKay Flat and surrounding area, will be included into the Muddy Creek HMA. Wild horses will be removed from the Robbers Roost HMA. The Muddy Creek and Range Creek HMAs will be managed for wild horses. The Sinbad HMA will be managed for wild burros (43 CFR 4700.0-2).
- Visual resources will be managed to preserve the existing character of the landscape on WSAs, Desolation Canyon National Historic Landmark (NHL), and six ACECs. VRM classes will be as follows:
  - VRM Class I: 598,000 acres
  - VRM Class II: 342,000 acres
  - VRM Class III: 1,248,000 acres
  - VRM Class IV: 291,000 acres
- Right-of-way avoidance areas will comprise 171,000 acres and include five Areas of Critical Environmental Concern (ACECs) and five non-WSA lands with wilderness characteristics. Right-of-way exclusion areas comprise 542,000 acres and include five other ACECs, one Special Recreation Management Area (SRMA) and all WSAs will be managed as right-of-way exclusion areas.

This ROD serves as the final decision establishing the land use plan decisions outlined in the Approved RMP and is effective on the date it is signed. No further administrative remedies are available for these land use plan decisions.

## **What the Decision/RMP Does Not Provide**

The Approved RMP does not contain decisions for the mineral estates of land administered by the BLM Price Field Office for Forest Service lands located in the planning area, for lands under the jurisdiction of other Federal agencies, or for private or State-owned lands and minerals.

- RMP decisions for surface estate only apply to BLM managed lands, even where these private or state lands are shown on a map included in the RMP.
- The RMP does not affect valid existing rights.
- The RMP does not create new wilderness or WSAs
- The Approved RMP does not adjudicate, analyze, or otherwise determine the validity of claimed rights-of-way. However, the State of Utah's statutory policy is to "use reasonable administrative and legal measures to protect and preserve valid existing rights-of way granted by Congress under R.S. 2477," (Utah Code 63J-4-401(7)(b)). The BLM is committed to working with the State to employ potential options to recognize existing rights-of-way in accordance with Washington Office Instruction Memorandum 2008-174 and 2008-175. BLM recognizes that it would be beneficial to meet and discuss Non-Binding Determinations and Recordable Disclaimer of Interest options which would result in the BLM documenting its position in its official records, after public notification and involvement. BLM will work with the State and counties to set priorities for specific roads. It is BLM's intent to work toward an outcome that is in the interest of the general public and the State of Utah.
- The RMP does not affect any existing mineral entry (locatable) withdrawal (i.e. Three Rivers, Oil Shale). Withdrawal recommendations are not effective until the Secretary of the Interior or Congress takes action.
- Routes that are closed for recreational OHV use are not necessarily closed for administratively approved actions.
- The RMP does not amend the terms and conditions of existing leases or permits.

In addition, many decisions are not appropriate at this level of planning and are not included in the ROD. Examples of these types of decisions include:

**Statutory requirements:** The Approved RMP will not change the BLM's responsibility to comply with applicable laws, rules and regulations.

**National policy:** The Approved RMP will not change BLM's obligation to conform with current or future national policy.

**Funding levels and budget allocations:** These are determined annually at the national level and are beyond the control of the field office.

## **Implementation Decisions**

### **(Route Designation, Livestock Grazing, Wild Horse & Burro, and Special Recreation Management Area)**

#### **Route Designation**

While the designation of areas as open, closed, or limited to off-highway vehicle use is a land use planning decision, the proposed route designations for motorized wheeled travel in the planning area included the Proposed RMP/Final EIS are implementation decisions.

The route designations described in the Recreation and Off-Highway Vehicles section of the Approved RMP and identified on Map R-18 are effective upon issuance of this Record of Decision. All area designations are complete upon signature of the ROD in accordance with 43 CFR Par 8342.2(b). Public notice was provided for both the area designation decisions and the route decision upon publication of the Federal Register Notice of Availability of the Proposed RMP/Final EIS on August 29, 2008.

The San Rafael RMP 1991 allocated over 1,000,000 acres as limited to designated routes. The BLM in 2003 issued the San Rafael Route Designation Plan (SRRDP) which designated 670 miles of OHV routes in that limited to designated area. The SRRDP was adopted into this RMP and the Approved RMP by reference and there are no proposed changes in the routes that were designated in the 2003 approved SRRDP. As part of that plan the BLM designated four routes (about 46 miles) in the Sids Mountain WSA as conditionally open. These four routes have not resulted in threats to wilderness values and are continually monitored. They will continue to be monitored to ensure that impairment of wilderness values does not occur. The administrative appeal process for the SRRDP has been exhausted. The plan was appealed to both the Interior Board of Land Appeals (IBLA) and District Court. Both have rendered decisions in BLM's favor. A number of public comments received on the Draft RMP/EIS wanted changes to the SRRDP to either add or delete routes. The BLM did not entertain any of the proposed changes because the SRRDP was not open for changes in this LUP effort.

Designation of specific OHV routes for the remainder of the PFO in the Approved RMP was undertaken addressing each route's purpose and need and weighing that purpose and need against potential resource conflicts. Numerous interdisciplinary (ID) team meetings were held to evaluate all the routes inventoried within the PFO. A planning bulletin was issued by the PFO in July 2003 detailing the PFO's route inventory and requesting additional data from the public on other known routes. The Draft RMP/EIS detailed the known route inventory and various potential alternatives for route designation. The public and interested groups provided numerous comments on the Draft RMP/EIS, which were evaluated by an interdisciplinary team. All of the information was used to develop a route designation for the remainder of the PFO. The ID team used the same criterion that was used in designating routes in the SRRDP. Routes are not available for motorized travel under this Decision, primarily because they were: (1) duplicate routes to destination points; (2) dead end routes; (3) routes causing resource damage by inviting route proliferation (multiple parallel trails, hill climbs, additional routes around difficult spots); (4) routes that are naturally re-vegetating; (5) routes with conflicts between motorized and non- motorized users; (6) routes through riparian areas; (7) routes through critical soils susceptible to damage; (8) routes that have the most potential to affect threatened or endangered

species; (9) routes that could affect cultural resources; (10) and routes that could impact the tentative classification of eligible wild and scenic river segments.

About 1,760 miles of routes were inventoried as baseline and considered for designation. Each route was evaluated for purpose and need, resource conflicts, and against the SRRDP criteria. A total of 1,154 miles of routes were determined to meet the criteria and were not designated for motorized travel. The route evaluation process resulted in 606 miles of routes being designated in the Approved RMP. Thus, when combined with the SRRDP, results in a total of 1,276 miles of routes available for single and two track use in the PFO.

The Approved RMP formally closes 512,960 acres to OHV use. The only routes open in WSAs are in the Sids Mountain WSA and were part of the SRRDP, and were consequently not a part of this RMP decision making.

In the Approved RMP, a total of about 25 miles of routes are designated within areas specified as non-WSA lands with wilderness characteristics. These routes were all part of the SRRDP. When BLM conducted its wilderness characteristics inventory maintenance for the non-WSA lands with wilderness characteristics, these routes had already been designated. The BLM determined that these designated routes did not detract from the areas naturalness, solitude and/or primitive recreational opportunities. Therefore, the continued use of these routes is not expected to have a detrimental effect on the wilderness characteristics in these areas.

Some of the routes designated in the Approved RMP are in areas disputed by groups favoring resource protection over OHV use. The most controversial areas are in the Chimney Rock/Summerville/Humbug area, close to the intersection of US 6 and Interstate 70, and south of Woodside. This area is within the Lost Trail Springs and Never Sweat areas, where through inventory maintenance, BLM found these lands to have wilderness characteristics. These two areas contain a very dense network of existing routes and are very popular with motorized users. The BLM has issued many special recreation permits (SRPs) for competitive motorcycle events in this area. As part of the SRP approval process, the area impacted by the competitive events has been surveyed for cultural resource conflicts. The final BLM decision on this SRP received State Historic Preservation Office (SHPO) concurrence that no adverse effects to cultural resources would occur. The PFO found that this area was generally void of conflicts with cultural resources, riparian resources, special status species, and big game crucial habitat. Furthermore the BLM found that the resource impacts that did exist in this area could be mitigated by clearly signing and flagging the desired routes on the ground.

Many comments were submitted on the Draft RMP/EIS and the supplements that suggested additions, deletions, and modifications to the proposed route system for the Preferred Alternative. The Approved RMP identifies that specific designated routes may be modified through subsequent implementation planning and project planning on a case-by-case basis and based on site specific NEPA documentation. Areas that were open to cross county OHV use in the San Rafael RMP (1991) are now limited to designated routes in the Approved RMP. However, the Draft RMP/EIS did not display any routes in this area and therefore the public was unable to comment on these potential decisions. For this reason, the Approved RMP does not designate any routes in these areas and future activity-level planning will be needed to consider route designation. Other modifications to the route system in the Approved RMP will not be

considered until implementation of the plan has been substantially completed which includes mapping, signing, monitoring and evaluation. The first area for consideration will be adjustments to the SRRDP where implementation is already substantially completed.

### **Livestock Grazing**

The decision to change the grazing season of use to October 16 through March 31 in the Red Canyon, McKay Flat, and Hondo Allotments with no change in AUMs (cattle numbers will be adjusted to reflect no change in AUMs) is an implementation decision. The adjustments in the season of use were made for the following reasons:

- Orderly administration of the range
- Vegetation enhancement
- Soil stabilization and erosion reduction
- Additional wildlife habitat protection and reduced competition for available food, space, cover and water
- Maintenance and/or enhancement of high-value recreational lands and existing setting and experiences
- Critical riparian area protection.

### **Wild Horse and Burro**

The Wild Horse and Burro decisions that adjust the HMA boundaries of the herds and the removal of horses and the change to a herd area for the Robbers Roost HMA are land use planning decisions. The decision to adjust the appropriate management level (AML) for the Muddy Creek HMA from 60-100 horses to 75-125 horse is an implementation decision. This will ensure genetic viability and modifying range size and forage availability in areas historically used by wild horses. Previously these two herds were separated by the Muddy Creek which did not limit the movement of the wild horses. Thus, by combining the two HMAs into one HMA provides for better management of the herd.

### **Recreation - SRMA**

The designation of the Range Creek SRMA is a land use decision. However, the interim management of the Range Creek SRMA until the BLM and the State of Utah develop a joint management plan for the BLM and the State land is an implementation decision. The Range Creek area contains pristine Fremont cultural resources. In order to protect these cultural sites until a cooperative management plan is developed with the State of Utah, the BLM is adopting the Interim State Plan. This plan closes the area to mechanical use, does not allow camping or campfires, and limits access to hiking and horseback.

## E. NOTICE OF MODIFICATIONS AND CLARIFICATIONS

### Modifications

As a result of protests on the Proposed RMP and continued internal review, the BLM made three modifications in the Approved RMP. As described below, these modifications are not considered significant changes. The Management Decisions and/or pertinent Maps of the attached Approved RMP reflect these minor modifications:

- 1) Fluid Mineral Leasing: The Fluid Mineral Map (Map 2-34 in the Proposed RMP/Final EIS) did not properly map the greater sage-grouse ½ mile NSO restriction in the northeast part of the PFO. The Fluid Mineral Map (**Map R-25** in the Approved RMP has been revised to correctly display this NSO restriction.
- 2) Dry Lake Archaeological District ACEC: The first bullet in the special management under **Decision ACEC-3** has been changed to read, “Block cultural surveys will be required before all surface disturbing activities within the ACEC.” This change was made to clarify the confusion between the requirement for block surveys and the oil and gas leasing stipulation of NSO.
- 3) The requirement that “The BLM would not permit solar energy development in NSO areas, areas unavailable to oil and gas leasing, and VRM Class I and II areas.” was inadvertently not included in the Proposed RMP. This requirement was in the Draft RMP/EIS and Alternatives A, B, and C of the Proposed RMP/Final EIS. This decision has been added as **Decision LAR-38** in the Approved RMP.

### Clarifications

The following clarifications and minor corrections were made to the information included in the Proposed RMP/Final EIS and are reflected in the attached Approved RMP.

- 1) The Proposed RMP management prescription for non-WSA lands with wilderness characteristics stated “All other non-WSA lands with wilderness characteristics would be unavailable to oil and gas leasing.” The Approved RMP, under **Decision WC-2**, has been revised to specifically identify these areas: “The Mexican Mountain, San Rafael Reef, and Wild Horse Mesa will be unavailable to oil and gas leasing.”
- 2) The reference allowing mountain biking on the Black Canyon Dragon route, under **Decision REC-8**, should have been the Black Dragon Canyon route.
- 3) In the development of both new utility corridors in **Decision LAR-26** and discretionary ROWs in **Decision LAR-31**, the exclusion areas included “Pictographs ACEC.” This has been changed to reference the “Rock Art ACEC” because the existing Pictographs ACEC was changed to the Rock Art ACEC in the Proposed RMP and carried forward in the Approved RMP.

- 4) The areas available for disposal through sales (Appendix R-11) will be plotted on **Map R-19**. This map reflects the same parcels listed in Appendix R-11, but will be mapped for ease of reference in the future.
- 5) The avoidance and exclusion areas for new utility corridors under **Decision LAR-26** and discretionary ROWs in **Decision LAR-31** have been plotted on Map R-22. This map was not included in the Proposed RMP.
- 6) A new **Map R-32** has been added to display the Desolation Canyon NHL and the Cleveland-Lloyd Dinosaur Quarry National Natural Landmark (NNL). Both National Landmarks are referenced numerous times but were never visually displayed.
- 7) Under **Decision ACEC-6**, The Rock Art ACEC has been clarified by listing the cultural sites that were part of the Pictographs ACEC.
- 8) The BLM clarified the language in the **Decision SSS-7** in the Approved RMP regarding the Greater sage-grouse for better understanding and command of the decisions being made by separating land use decisions from leasing decisions for surface disturbing activities.
- 9) The language in **Decision REC-60** has been clarified to state that oil and gas leasing is subject to minor constraints (timing limitations, controlled surface use, lease notices) in the Nine Mile Canyon SRMA, except where it overlaps with the Nine Mile Canyon ACEC. In the overlap area, oil and gas leasing is NSO.

### **Errata and Clarification to the Proposed RMP/Final EIS**

- 1) Chapter 3, Page 3-76, insert the following clarifying language:

In the development of the recreational OHV route designation for the Price RMP, the Proposed RMP utilized the same criteria that was used in the development of the 2003 San Rafael Route Designation Plan (SRRDP). This approach was taken to maintain consistency with the recreational route designations within the PFO. The 2003 SRRDP Decision Record stated that the route designations do not apply to BLM system roads, County maintained (Class B) roads, or to State or Federal Highway system roads. These are the roads considered to be the primary infrastructure usually traveled by visitors to the San Rafael area, and are outside the discretionary decision space for the route designation plan. The PFO contains approximately 1,430 miles of BLM system and County roads that were not considered to be part of the recreational OHV designation.

Map 2-74 in Price Proposed RMP/Final EIS displays: BLM system/County roads (black); designated routes from the San Rafael Route Designation Plan (green), proposed routes (blue); other routes (gray); and Federal and State roads (red). The BLM system roads and County roads were shown to illustrate connectivity of the travel system, but are not part of the route designation plan in the Price RMP

- 2) Chapter 4, Page 4-243, insert the following clarifying language:

Because the PFO consists of approximately 1,430 miles of BLM system and County roads that were not considered to be part of the recreational OHV designation, the analysis of OHV impacts was restricted to the 606 miles of designated routes. The Price RMP referenced the San Rafael Route Designation Plan but did not modify in any way the 670 miles of OHV designated routes. In other words, the 606 miles of designated routes in the Price RMP and the 670 miles of designated routes in the SRRDP are all considered in the cumulative impacts for the Price RMP. The BLM system and County roads are not included in this analysis.

Map 2-74 in Price Proposed RMP /FEIS displays: BLM system/County roads (black); designated routes from the San Rafael Route Designation Plan (green), proposed routes (blue); other routes (gray); and Federal and State roads (red). The BLM system roads and county roads are shown to illustrate connectivity of the travel system, but are not part of the route designation plan in the Price RMP.

## **F. MANAGEMENT CONSIDERATIONS IN SELECTING THE APPROVED RMP**

The BLM is tasked to provide multiple use management for public lands by FLPMA and numerous other laws and regulations that govern the management of public lands. Due to the diversity of community needs and stakeholders affected by management of BLM lands, there has been both support and opposition to certain components of the Proposed Plan. BLM's objective in choosing Alternative D as the Preferred Alternative in the Draft RMP/EIS, and later using it as the base for the Proposed Plan (with modifications selected from the range of alternatives) was to address these diverse needs and concerns in a fair manner and provide a practical and workable framework for management of public lands. The BLM is ultimately responsible for preparing a plan consistent with its legal mandates, which reflects its collective professional judgment, incorporating the best from competing viewpoints and ideas. The Approved RMP (the Proposed Plan as clarified and modified in consideration of public comments and internal review) provides a balance between those reasonable measures necessary to protect the existing resource values and the continued public need for use of the public lands within the planning area. Both local and national interests were taken into account in arriving at this balance. The practical application of decisions was considered in light of land ownership patterns and the degree of Federal control over resources in a given area.

Approval of a plan that provides a balance to meet both resource concerns and social and economic concerns in the planning area was a major factor in its selection. The Proposed Plan was selected because it proposed management that will improve and sustain properly functioning resource conditions while considering needs and demands for existing or potential resource commodities and values. In the end, resource use is managed by integrating ecological, economic, and social principles in a manner that safeguards the long term sustainability, diversity and productivity of the land.

### **All Surface-Disturbing Activities**

Stipulations for oil and gas leasing and other surface disturbing activities are referred to throughout the Approved RMP and provide protection to resource values or land uses by establishing authority for delay, site changes, or the denial of operations. The stipulations apply, where appropriate and practical, to all surface-disturbing activities associated with land-use authorizations, permits, and leases issued on BLM lands. As a result, protections for resource values are applied in a consistent manner to all activities. The stipulations are subject to exceptions, modifications, and waivers that are a means of adapting the stipulations to meet changing circumstances. The stipulations in the Approved RMP, along with the exceptions, modifications, and waivers, are provided in Appendix R-3.

### **Air Quality**

BLM does not have regulatory control over air quality issues, either on public lands or on Tribal or state lands. BLM relies on the agency with jurisdiction over air quality to set regulatory standards and criteria to protect the air quality in a particular area. Once these standards are established, BLM references them in its permitting documents and ensures that all permitted activities on public lands refer to the appropriate agency's standard. With this regulatory framework in place the Approved RMP, by necessity, does not make any air quality decisions. Instead, the Approved RMP references standards set by the State of Utah (Appendix R-12). Where the State of Utah standards are inapplicable (for example - over Tribal lands), BLM will work with the Environmental Protection Agency (EPA) to ensure that the appropriate federal standards are included or referenced in permitting documents. Finally, the Approved RMP established goals and objectives for air quality that reflect the standards set by the State or the EPA.

The Approved RMP allows the PFO to ensure that authorizations granted to use public lands and the BLM's own management programs comply with and support applicable local, state, and federal laws, regulations, and implementation plans pertaining to air quality.

### **Cultural**

BLM has completed the formal Section 106 consultation with the Utah State Historic Preservation Office (SHPO). The August 6, 2008, letter from the SHPO concurred with BLM's recommendation of No Adverse Effect from any actions proposed in the PRMP/FEIS. (See Appendix R-1) The Approved RMP will reduce imminent threats to significant cultural resources from natural and human-caused deterioration or potential conflicts with other resources.

Native American organizations were invited to participate at all levels of the planning process for the Price RMP. As part of the RMP/EIS scoping process, by letter dated August 1, 2003, Utah State Director initiated consultation for land-use planning with 37 tribal organizations. In the letter, the BLM requested information regarding any concerns the organizations might have within the planning areas, specifically requested input concerning the identification and protection of culturally significant areas and resources located on lands managed by the PFO, and offered the opportunity for meetings. Between November 2002 and July 2004, all 37 tribal

organizations were contacted to determine the need for additional or future consultation for the study areas identified in the consultation letter.

In consulting with tribes or tribal entities, the BLM emphasized the importance of identifying historic properties having cultural significance to tribes (commonly referred to as Traditional Cultural Properties (TCPs)).

The BLM held meetings with 11 tribal organizations and two TCPs were identified: Nine Mile Canyon and the Green River.

The PFO mailed a copy of the Price Draft RMP/EIS in July 2004 to 37 tribal organizations. Follow-up meetings were held with three tribes. At these meetings, the draft RMP/EIS was discussed with special emphasis on cultural resource issues and comments were solicited from the tribes. On August 29, 2008, copies of the Proposed RMP/Final EIS were sent to all tribes. Consultation with interested tribes is ongoing.

The Approved RMP provides numerous additional protections to cultural resources in the PFO. Specifically, closing 750,000 acres to cross-county OHV travel and the closing of about 1,200 miles of existing routes reduces the potential for cultural resources to be disturbed by OHVs and helps to protect the existing cultural resources in place allowing for future investigations. The creation of the Nine Mile Canyon, Heritage Site, and Uranium Mining Districts ACECs and the expansion of the Rock Art ACEC provide special management to protect these known cultural and historic sites.

The Approved RMP prioritizes new cultural field inventories. This provides positive direction to the PFO for field work to identify the presence of cultural sites and determining their eligibility in accordance with Section 110 of the National Historic Preservation Act. In summary, the cultural resource decision in the Approved Plan provide the best mix of management actions to identify, protect, preserve and use cultural resources.

### **Visual Resource Management**

The Approved RMP establishes specific management objectives for the area's visual resources based on the various resource uses and values. These designations were developed through baseline inventory, public participation and collaboration. The Approved RMP manages all WSAs as VRM Class I.

The PFO contains a diverse array of visual resources and outstanding scenery associated with remote areas and unique natural and geologic features. The San Rafael Swell and Desolation Canyon are two of the PFO's most well-known and popular scenic attractions. Boaters travel the river corridor of Desolation Canyon to experience steep-walled canyons carved by the Green River and nearly 80 miles of undisturbed scenic beauty. The San Rafael Swell contains the Wedge Overlook, San Rafael Reef, Mexican Mountain, and Buckhorn Draw which attract high levels of recreation visitation because of their unique visual features. The Approved RMP protects these unique features by managing these areas as VRM Class I or II which allows for little visual intrusion. The Approved RMP also manages the scenic qualities of the San Rafael Swell where the I-70 interstate bisects the area through the I-70 ACEC.

Nine Mile Canyon contains a regionally significant concentration of cultural resource sites within a steep-walled canyon. The rugged canyon contains numerous petroglyphs and other cultural resource sites visible from the road. The Nine Mile Canyon ACEC will manage this area as a VRM Class III to allow for the infrastructure needed for oil and gas development as well as to properly develop the cultural sites for the enjoyment of the public while protecting the landscape. The VRM Class III management continues to protect the area from visual impacts because other surface disturbing activities can be blended in with vegetative screening. The NSO stipulation for oil and gas development also will protect the ACEC from visual intrusions.

The areas of high oil and gas development potential (including West Tavaputs, Drunkards Wash, and Buzzards Bench) are managed as VRM Class III and IV to allow for continued development of these areas, while still protecting sensitive resources. These VRM classes allow for modification to the landscape to accommodate mineral related infrastructure.

### **Wildlife**

The Approved RMP responds to issues regarding wildlife by providing restrictions to uses in crucial wildlife habitat areas. BLM uses the State UDWR crucial habitat boundaries to apply these restrictions because UDWR is the entity with jurisdiction and expertise over wildlife in Utah. The crucial habitat identified in the Approved RMP for deer, elk, bighorn sheep and other big game species is the result of the State's combination of two previous UDWR categories of habitat – "critical" and "high value." The State uses the term "crucial" habitat as a trigger to initiate a close examination of proposed projects in order to determine the appropriate management response. Crucial mule deer and elk winter and calving/fawning, and Desert and Rocky Mountain Bighorn Sheep lambing habitats will be protected from surface disturbance with timing limitations to limit surface disturbing activities, as needed (Appendix R-3). BLM and the State recognize that some of the land within the defined area, depending on season and timing, may not support the respective species for various reasons. The BLM will coordinate with the State on issues related to crucial habitat to determine stipulations necessary to address impacts to the subject wildlife species. Following consultation, the BLM may grant an exception, modification, or waiver. BLM and the State will execute a protocol to implement this provision.

The BLM will continue to manage the Gray Canyon Wildland Management Area, Gordon Creek Wildlife Management Area, and the Desert lake Waterfowl Management Area through timing limitations to protect wildlife, watershed, and recreation.

### **Threatened and Endangered Species**

Informal Section 7 consultation, as directed by the Endangered Species Act, subsequent regulations and BLM policy, was conducted with the U.S. Fish and Wildlife Service (USFWS) throughout the development of the RMP. The BLM submitted a Biological Assessment (BA) and requested initiation of formal consultation on July 21, 2008. The USFWS responded with a Biological Opinion (BO) on October 27, 2008, completing the formal Section 7 consultation process. The BO concurred (see Appendix R-4) with the determinations made in the BA regarding potential effects on listed threatened and endangered species located within the planning area. The entire BO is attached to this Record of Decision (ROD) as a CD. The BO

contains committed conservation measures that have been incorporated into the ROD, and will be a part of the implementation of the Approved RMP. These are committed measures that will be included as part of the proposed action of any subsequent site specific activities authorized by the RMP. Should any changes be made in any of the conservation measures identified in the BO, Section 7 consultation with USFWS will be re-initiated.

The BLM, in coordination with the USFWS developed the majority of these committed conservation measures as part of a programmatic Section 7 consultation that was completed in 2007. Some modifications and additional measures were developed during the consultation process specific to the Price RMP. All site specific actions potentially impacting listed species or their critical habitat will implement these measures. Incorporating these measures will ensure that the BLM is in compliance with the Endangered Species Act and will help UDWR and BLM meet necessary management and recovery goals.

The Approved RMP also incorporates resource protection measures and recommended “Best Management Practices” to maintain, protect, and enhance habitats that will support a diversity of non-listed sensitive fish, wildlife, and plant species. The intent of these measures is to achieve and maintain suitable habitat for desired population levels and distribution within the area covered by the RMP. The BLM will continue to work cooperatively with UDWR (which has jurisdiction over sensitive wildlife species) to maintain and establish habitat management strategies as reflected in the Approved RMP. These species are managed as necessary to protect them and their habitat from loss in accordance with the FLPMA, BLM management guidelines, and policy contained in the BLM 6840 Manual.

BLM notes that the Biological Opinion (Appendix R-4 and attached CD), provides a number of recommended conservation measures that are beyond the scope of this Approved RMP, but may be considered in tiered consultation with this programmatic opinion when project-specific analysis is conducted in the future. These recommended conservation measures are optional measures, additional to the committed mitigation contained in the Approved RMP, that BLM will consider at the appropriate time and as deemed necessary to manage and recover listed and candidate plant and animal species occurring within the planning area.

### **Special Status Species**

The Approved RMP will provide specific protection to the Greater sage-grouse by imposing NSO and timing limitations on surface disturbing activities. These specific actions are needed to protect this sensitive species from possible listing under the Threatened and Endangered Species Act. This decision coincides with the UDWR policy for this species.

### **Wild Horse and Burros**

Herd management area (HMA) boundaries on the Range Creek, Muddy Creek, and Sinbad HMAs will be adjusted to match the natural and manmade barriers that existed when the Wild Free-Roaming Horse and Burro Act was passed in 1971. The Sinbad HMA will be split. The northern portion will remain the Sinbad HMA for burros. The southern portion (McKay Flat and surrounding area) will be included into the Muddy Creek HMA. This ensures genetic viability and modifies range size and forage availability in areas historically used by wild horses.

Previously, Sinbad and Muddy Creek HMAs were separated by the Muddy Creek, which did not limit the movement of the wild horses. Combining the HMAs into one provides for better herd management.

The Robbers Roost HMA will be made a herd area (HA) only and the wild horse population will be allowed to decline to zero. This decision is mandated by insufficient forage and/or water to maintain the current horse population. Reducing the horse population to a level that can be supported by the forage and water will make this herd non-genetically viable and is not practical.

The Approved RMP will keep genetically viable herd units and ensure a natural ecological balance between wild horse and burro populations and wildlife, vegetation resources, water and other resource values.

### **Non-WSA Lands with Wilderness Characteristics**

There were 840,340 acres found to have wilderness characteristics during the inventory reviews and not selected for management of those characteristics in the Approved RMP. The reasons for this decision were varied and complex. In most cases it was because those lands were found to have other important resources or resource uses that would conflict with protection, preservation, or maintenance of the wilderness characteristics.

Impacts on uses as a result of focused management, such as the protection, preservation, and maintenance of non-WSA lands with wilderness characteristics, were disclosed in the Proposed RMP/Final EIS, and considered in conjunction with impacts to resource values. There are 97,100 acres within five areas (Hondo County, Mexican Mountain, Muddy Creek-Crack Canyon, San Rafael Reef, and Wild Horse Mesa) that are carried forward in the Approved RMP for protection of their wilderness characteristics. They are managed primarily with an NSO stipulation for oil and gas leasing and all other surface disturbing activities, and as an avoidance area for rights-of-ways.

Muddy Creek-Crack Canyon area is separated from the Crack Canyon WSA by a designated OHV route (Behind-the-Reef) and the Hondo Country and Muddy Creek-Crack Canyon areas are separated by a county road. The combination of the WSAs and non-WSA lands with wilderness characteristics in this area creates a large tract of undeveloped land suitable for primitive recreation management. The Mexican Mountain and San Rafael Reef areas are contiguous to WSAs of the same name. These decisions make these areas well suited for effectively protecting, preserving and maintaining the wilderness characteristics present in this portion of the Price Field Office. The Wild Horse Mesa is adjacent to the Goblin Valley State Park and provides a primitive recreational opportunity for those who visit the State Park. All five of these non-WSA areas are entirely within the San Rafael SRMA, which is managed to provide a wide spectrum of recreational opportunities that emphasize expansive landscapes of unique scenic geology. Thus, managing all five areas for primitive recreational opportunities coincides with the primitive recreation objectives of the San Rafael SRMA. All five areas have low development potential for oil and gas. The Hondo Country and Muddy Creek-Crack Canyon have known tar sands and uranium occurrence potential. There are no existing oil and gas leases or known valid existing rights within these five areas. Furthermore, these five areas do not conflict with the development potential for any of the other mineral resources identified within the planning area.

There are seven non-WSA lands with wilderness characteristics areas not carried forward for protection which have existing leases. Those leases could be developed in the near future. About 3,500 acres of these lands are currently under coal leases in one non-WSA land with wilderness characteristics. The development of these valid existing leases will preclude the BLM from protecting the wilderness characteristics of these areas. In other instances, even though no valid existing rights encumbered these lands, potential for future energy and mineral development (coal, oil/gas, uranium, sand and gravel) was high in many areas. Therefore, it was determined that these areas should remain available for leasing in accordance with the Energy Policy Act. Three non-WSA lands with wilderness characteristics were not included in the Approved RMP because they would have precluded the development of potentially important transportation and utility corridors and rights-of-way needed for transportation, energy and mineral development.

The Never Sweat and Lost Springs Wash non-WSA lands with wilderness characteristics were not carried forward for protection, and contain a large trail system known as the Summerville/Chimney Rock/Humbug OHV trail system (61,000 acres). Current trends show that OHV use is and will continue to increase. Therefore, in order to continue to provide for this recreational opportunity BLM determined the better use of these non-WSA areas was for OHV recreational use. This use conflicts with the solitude of these areas and BLM determined that this was not compatible with protecting, preserving, and maintaining the wilderness characteristics of the two areas.

Although not carried forward for the protection, preservation and maintenance of their wilderness characteristics, about 70,000 acres of the non-WSA lands will continue to receive protection from the special management provided by ACEC designation. For example all of this acreage will be managed as either NSO or unavailable for oil and gas leasing, which will protect the wilderness characteristics of these areas. An ACEC designation is considered the most appropriate mechanism for management because it recognizes and gives priority to the relevant and important values identified in these areas.

The Approved RMP provided the best balance in allowing for the protection of certain areas for their wilderness characteristic values while providing for other uses, including extractive uses, within the PFO.

In future references, lands managed in the Approved RMP as non-WSA lands with wilderness characteristics will be referred to as BLM natural areas. This change does not represent a new designation or a new decision. Rather, BLM wants to recognize these discretionary decisions with a better, simpler reference. Wilderness Areas and Wilderness Study Areas are formal designations that are managed in a prescribed manner. To avoid confusing these official designations with discretionary agency decisions, BLM has chosen a new reference to distinguish between formal designations (e.g., Wilderness Areas) and a discretionary management category (BLM natural areas). According to the Approved RMP, BLM natural areas will be managed to protect, preserve, and maintain values of primitive recreation, the appearance of naturalness and solitude.

## **OHV and Travel Management**

The Approved RMP provides all public lands in the PFO an OHV area designation. The Approved RMP does not designate any public lands as open for cross-country travel; 557,000 acres are closed to motorized travel; and 1,922,000 acres are limited to designated routes. The PFO did not identify any areas that were conducive to cross county travel in the Draft RMP/EIS and there were no public comments identifying any specific area that should remain open to cross county OHV travel that did not adversely affect existing resource values.

This Approved RMP closes all WSAs to OHV use except for four routes in the Sids Mountain WSA. These four routes were part of the San Rafael Route Designation Plan which was carried forward in this planning effort. As a result, the opportunity for solitude and primitive recreation will be enhanced in those WSAs and the potential for impairment of wilderness values by motorized activities is eliminated from the majority of the WSAs.

The Big Flat Tops and Bow Knot Bend ACECs will be closed to OHV use to protect relict vegetation and the Gray Canyon Wildland Management Area will be closed to OHV use to protect wildlife, watershed and recreational values.

OHV travel in most of the Price Field Office (1,922,000 acres) is limited to designated routes in the Approved RMP. The Approved RMP responds to travel management and access issues by providing a network of transportation routes within the limited designation that tie into roads administered by the counties, the National Park Service, the Forest Service, and State of Utah. The process for designating routes within the limited designation is detailed in Section D under Implementation Decisions. The limited designation in the Approved RMP replaces the large amount of area currently available for cross country travel within the PFO. As a result, the Approved RMP provides a substantial amount of protection to natural (vegetation, soils, scenery, riparian, and wildlife), cultural and paleontological resources by essentially eliminating cross-country travel which is detrimental to these resources. The Approved RMP allows for motorized access and opportunities within the limited designation while still providing protection for sensitive resources and non-motorized recreation users.

This decision allows for a variety of motorized opportunities that provide important access to destination points and scenic overlooks. It includes a variety of OHV loop rides. These routes will be identified in the field via signs and structural installations. The areas designated in the Approved RMP as limited, and closed provide the best balance between OHV opportunities and protection of sensitive resources.

## **Recreation**

The Approved RMP responds to recreation issues by providing SRMAs and recreation management zones to manage recreational visitors to the PFO. Visitors come from all over the nation, as well as the world, to specifically enjoy the attractions in the PFO. Visitors engage in an array of non-motorized and motorized recreation activities, many of which conflict with each other. Recreational activities include camping, scenic driving, enjoying natural and cultural features, hiking, backpacking, mountain biking, horseback riding, hunting, rock climbing, boating (rafting, canoeing, and kayaking), and OHVing, among others.

The six SRMAs designated in the Approved RMP are areas where high recreation use is currently occurring, and additional management focus is necessary to preserve a high quality recreational experience. Each SRMA allows for a set of distinct recreation uses as well as a specific recreation management strategy. In addition, each SRMA provides management direction for recreation uses as well as protection of the natural resources found in the SRMA. The Desolation Canyon SRMA manages the popular Desolation/Gray Canyons float trip on the Green River by limiting launches and other special management that provides for a quality wilderness experience for river runners (5,000 - 6,000 per year). The Labyrinth Canyon SRMA manages the popular Labyrinth Canyon of the Green River by imposing a permitting system and managing for a river experience that provides opportunities for flat water and novice river corridor recreation in a semi-primitive recreation setting. The Range Creek SRMA manages public access to the unique and pristine Fremont Era cultural resources found in this area. The SRMA will be cooperatively managed with the State of Utah by limiting access and prohibiting camping. This management and these restrictions will ensure public enjoyment of the area and provide for further protection of the pristine cultural resources. The Nine Mile Canyon SRMA will manage visitors looking to enjoy the areas prehistoric and archaeological sites including the extensive array of rock art panels. The Cleveland-Lloyd Dinosaur Quarry SRMA is established to manage visitors to the world-renowned paleontological quarry. The SRMA provides for operation of BLM's first visitor center providing public education and interpretation of paleontological resources and associated geology and other natural features. Within the SRMA boundary is the 80-acre Cleveland-Lloyd Dinosaur Quarry National Natural Landmark (NNL). The San Rafael Swell SRMA is established to manage the motorized and recreational opportunities within this expansive and unique geologic setting.

The SRMAs designated in the Approved RMP enable the PFO to more actively manage the intensity, diversity, and potential incompatibility of recreation uses while protecting the resources that visitors come to enjoy. Recreation management zones within the SRMAs focus intense management of recreational user to create specific recreation experiences.

The four recreation management zones located in the Desolation Canyon and San Rafael SRMAs designated in the Approved RMP are necessary to successfully manage the diversity of recreational activities that occur in the PFO. The recreation management zones are established to emphasize a specific recreation use and provide a specific set of recreation opportunities and facilities. For example, the Gray Canyon recreation management zone is designated in the Approved RMP as an area that provides the opportunity for a day-long river experience in a semi-primitive environment. The Buckhorn/Wedge recreation management zone manages two of the most popular destinations in the San Rafael Swell. The focus of this recreation management zone is to manage the area for the public's enjoyment of both the vast beauty of the San Rafael River-Little Grand Canyon and the unique Buckhorn rock art panel, while actively providing protection to these resources. By emphasizing specific activities in these recreation management zones, conflicts are reduced. Recreation management zones set visitor expectations for a specific type of recreation experience, thereby reducing potential conflict. Those who chose to hike in a motorized recreation management zone should not be surprised by the amount of motorized activity. Recreation management zones in the Approved RMP provide opportunities for the widest range of recreational activities and attendant business opportunities.

The Approved RMP provides the greatest range of recreational opportunities while still reducing user conflicts, providing recreation business opportunities, and protecting resources.

### **Grazing**

The decisions made in the Approved RMP are limited to whether an allotment is available or not available for grazing during the life of the plan. The Approved RMP makes only lands within developed recreational sites closed to grazing. However, authorized livestock grazing within the Range Creek allotment will be on a prescription basis and will be used as a management tool for the benefit of resource values and reduce the risk of wildland fires.

According to BLM policy, decisions about season of use, stocking densities, forage allocation, and utilization are made using Standards for Rangeland Health and Guidelines for Grazing Management during the grazing permit renewal process. These are implementation-level decisions based on monitoring and inventory of range conditions and evaluation of such data. Changes in specific livestock management practices are, therefore, minimal in the Approved RMP.

The Approved RMP responds to issues related to managing for healthy rangelands and riparian and upland vegetation while providing for livestock grazing and fish and wildlife habitat by making most of the planning area available for livestock grazing as long as Standards for Rangeland Health continue to be met. This resulted in a narrow range of alternatives that were considered in the land use planning process. Most of the PFO is available for grazing. This decision provides for other resources (riparian and upland vegetation) because the Standards of Rangeland Health apply to all site-specific decisions.

The Approved RMP also specifies building fences around recreation areas (i.e. Price Recreation Site) to keep livestock out, removing the conflict with camping and cattle. The Approved RMP eliminates the grazing of domestic sheep within nine miles of Rocky Mountain or Desert bighorn sheep habitat as specified by BLM policy.

The Approved RMP provides the best balance in allowing grazing to occur with a sustainable forage source while protecting important natural and cultural resources and ensuring Standards for Rangeland Health are met.

### **Lands and Realty**

The Approved RMP establishes utility corridors in the PFO for the first time. The Approved RMP provides a viable energy corridor for oil, gas, hydrogen and carbon dioxide pipelines as well as electricity transmission and distribution facilities as specified by West-Wide Energy Corridor Programmatic EIS and the Energy Policy Act of 2005. The corridors are 1 mile in width which allows ample opportunities and flexibility for upgrading and expanding utility needs.

The Approved RMP continues about 330,000 acres of withdrawals (i.e. oil shale, Desert Lake Waterfowl Management Area, Sunnyside Watershed, Three Rivers withdrawal, and water withdrawals) from mineral entry and recommends an additional 93,000 acres. These areas recommended for withdrawal from mineral entry are necessary to protect fragile and sensitive resources and county and city infrastructure such as Carbon County airport, Scofield and Millsite

reservoirs, Gordon Creek Wildlife Management Area, incorporated municipalities, Big Flat Tops ACEC, Bowknot Bend ACEC, San Rafael Reef ACEC, Rock Art ACEC, Cleveland-Lloyd Dinosaur Quarry ACEC, and Heritage ACEC.

The Approved RMP designates 542,000 acres as exclusion areas (of which about 530,000 acres are within WSAs, which is a non-discretionary decision) and 171,000 acres as avoidance areas for utility corridors and ROWs. These exclusion and avoidance areas are in lands with sensitive natural resources such as wilderness values, relict vegetation, high quality scenery, and historic and cultural resources. The Approved RMP identifies five ACECs (Dry Lake Archaeological District, Interstate 70, Muddy Creek, San Rafael Canyon, Segers Hole) and five non-WSA lands with wilderness characteristics (Hondu Country, Mexican Mountain, Muddy Creek-Crack Canyon, San Rafael Reef, and Wild Horse Mesa) as avoidance areas and five ACECs (Big Flat Tops, Bowknot Bend, Rock Art, San Rafael Reef, and Heritage Sites) and one SRMA (Range Creek) as exclusion areas. The designation of exclusion and avoidance areas in the Approved RMP provides a balance between granting rights-of-ways and protecting important natural resources.

According to Section 102 (a) of FLPMA, all public lands will be retained in Federal ownership unless it is determined that disposal of a particular parcel will serve the national interest. Furthermore, Section 203 (a) of FLPMA provides for sale of public lands if one of the following criteria is met: (1) the tract is difficult and uneconomic to manage as part of the public lands and is not suitable for management by another Federal agency; (2) such tract was acquired for a specific purpose and the tract is no longer required for that or any other Federal purpose; or (3) disposal of such tract will serve important public objectives, including but not limited to, expansion of communities and economic development that cannot be achieved prudently or feasibly on land other than public land. The public lands in the PFO that have been identified for consideration for disposal by sale in the Approved RMP meet one or more of these criteria and are displayed in Appendix R-11.

A prerequisite for entering into the exchange of Federal for non-Federal lands is the BLM determination that such an exchange is in the public interest. To make this determination, general criteria have been developed in the Approved RMP for both disposal of Federal lands and acquisition of non-Federal lands. Every exchange proposal during the life of the Approved RMP will meet the criteria for disposal and acquisition. The value(s) of acquisition must outweigh the value(s) of disposal for the proposal to be in the public interest and an exchange to be considered.

### **Energy and Mineral Development**

The Approved RMP specifies restrictions for permitted activities to resolve concerns regarding the impacts of these uses. These conditions apply not only to oil and gas leasing, but also apply, where appropriate, to all other surface disturbing activities associated with land-use authorizations, permits, and leases, including other mineral resources. For example, rights-of-way exclusion and avoidance areas are consistent with areas closed to oil and gas leasing and with a no surface occupancy stipulation, respectively.

The Approved RMP manages oil and gas leasing and other surface disturbing activities with the following stipulations: Unavailable – 569,000 acres; NSO – 282,000 acres; Timing

Limitations/Controlled Surface Use Stipulations – 467,000 acres; Open – 1,161,000 acres. As specified in the Energy Policy and Conservation Act and BLM policy, the oil and gas leasing stipulations in the Approved RMP are the least restrictive necessary to protect sensitive resource values while allowing for development.

Of the 569,000 acres that are unavailable to oil and gas leasing, only 39,000 acres are outside WSAs and are a planning decision. WSAs are unavailable to oil and gas leasing by law and constitute a non-discretionary decision. These 39,000 acres are unavailable to oil and gas leasing by a discretionary decision because it is not reasonable to apply a no surface occupancy (NSO) stipulation because the areas are too large to reach the oil and gas mineral through directional drilling. The discretionary unavailable areas include non-WSA lands with wilderness characteristics and the Big Flat Tops and Cleveland-Lloyd Dinosaur Quarry ACECs. This is an example of applying the least restrictive stipulation necessary to protect sensitive resources while allowing for oil and gas development where these sensitive resources do not exist.

Sensitive resources protected by the application of a NSO stipulation in the Approved RMP include the major river corridors of the Colorado Plateau (Green, Price, and San Rafael Rivers), non-WSA lands with wilderness characteristics, Heritage sites, Uranium Mining District, and Range Creek SRMA to protect cultural resources. These NSO areas (282,000 acres) include many of the landscapes for which PFO is nationally and internationally renowned. An NSO stipulation is the least restrictive necessary to protect the important resources within these iconic areas from surface disturbing activities.

Resources that can be protected by timing limitations or controlled surface use stipulations in the Approved RMP include wildlife habitat, sensitive soils, and visual resources. Timing limitation and controlled surface use stipulations are also applied in the Approved RMP to protect special status species. The stipulations for threatened and endangered species were developed in cooperation with the U.S. Fish and Wildlife Service.

The timing limitation stipulations in the Approved RMP are applied to crucial big game wildlife habitats identified by the BLM and the Utah Division of Wildlife Resources. The areas with timing limitations are open to oil and gas leasing and other surface disturbing activities but will be closed during identified timeframes that are important to the well-being of the species such as during winter and birthing periods. Waivers, exceptions or modifications to the stipulation will be considered, as appropriate, and are listed in Appendix R-3.

Timing limitation stipulations have also been applied in the Approved RMP to minimize watershed damage to watershed above 7,000 feet from surface disturbing activities during times when these soils are susceptible to erosion. Surface disturbing activities in watersheds during wet periods can cause deep rutting and runoff problems which lead to increased erosion. In addition, a controlled surface use stipulation is applied in the Approved RMP to protect fragile soils on steep slopes from erosion. This stipulation prohibits construction on 20 percent – 40 percent slopes unless an engineering plan can demonstrate that erosion on these slopes will be prevented. A NSO stipulation is placed on slopes greater than 40 percent to protect these fragile soils.

A controlled surface use stipulation in the Approved RMP is applied to areas managed with VRM Class II objectives. This stipulation protects high quality visual resources, including some

areas adjacent to WSAs and the Interstate 70 ACEC (as described under the ACEC discussion below). The controlled surface use stipulation for VRM II areas requires that the level of change to the landscape be low. This stipulation provides that activities can be seen, but should not attract the attention of the casual observer.

The timing limitation and controlled surface use stipulations in the Approved RMP allow for oil and gas development and other surface disturbing activities while providing protection for wildlife habitats, sensitive soils, and high quality visual resources. These stipulations are the least restrictive necessary for the protection of these resources.

The Approved RMP provides a substantial amount of mineral revenue based on estimated oil and gas production while protecting the most important resources within the planning area. Additionally, the stipulations imposed in the Approved RMP will not unreasonably interfere with the potential development of mineral resources. Gas development has been on the rise in the PFO over the past few years and exploration is occurring in previously unexplored areas. These high mineral potential areas (West Tavaputs, Drunkards Wash and Buzzards Bench) for mineral resources are located where development is appropriate and managed through stipulations identified in Appendix R-3. The Approved RMP also allows access to these high potential areas. Therefore, the Approved RMP provides the best balance between protection of resources and commodity use and development.

### **Special Designations – ACECs**

Concerns about specific resource values are addressed throughout the Approved RMP and management options selected often precluded the need to designate some areas as ACECs since the alternate management provides adequate protection. In many instances, WSAs overlay many of the potential ACECs and management under IMP more than adequately protects the relevant and important values. If the WSAs are released from wilderness consideration, the Approved RMP states that all activities inconsistent with the goals and objectives of the Approved RMP will be deferred until a plan amendment is completed. Any plan amendment will have to provide protection to the relevant and important values identified.

The Approved RMP designates 13 ACECs that were found to have relevant and important values which were not protected with standard BLM management options. The 13 ACECs total 208,555 acres. These ACECs are in areas where special management was required to protect the relevant and important values of the ACEC. Table R-2 provides a list of the ACECs designated in the Approved RMP, their relevant and important values, and acreage.

**Table R-2: ACECs Designated in the Approved RMP**

<b>ACEC Carried Forward in the Approved RMP</b>	<b>Relevant and Important Values</b>	<b>Acres</b>
Big Flat Tops	Relict vegetation	190
Bowknot Bend	Relict vegetation	1,100
Dry Lake Archaeological District	Cultural	16,690
Interstate 70	Scenic	33,100
Muddy Creek	Cultural, historic, scenic	25,000
Rock Art	Cultural	5,300

<b>ACEC Carried Forward in the Approved RMP</b>	<b>Relevant and Important Values</b>	<b>Acres</b>
San Rafael Canyon	Scenic	15,200
San Rafael Reef	Scenic, relict vegetation	72,000
Segers Hole	Scenic	7,120
Nine Mile Canyon	Cultural	26,200
Cleveland Lloyd Dinosaur Quarry	Paleontological	770
Heritage Sites	Historic	1,485
Uranium Mining District	Historic	3,470

Special management for the above ACECs is identified in the Approved RMP to protect the relevant and important (relevant and important) values. For example, Muddy Creek and Segers Hole are managed to protect the relevant and important scenic values. Management actions include a NSO stipulation for oil and gas leasing and other surface disturbing activities, excluding land treatments, OHVs limited to designated routes, and avoidance for ROWs. These special management actions are necessary to protect the relevant and important values. Establishing Muddy Creek and Segers Hole as ACECs gives priority to managing the resource values identified in this area.

Table R-3 provides a list of the potential ACECs that were not designated in the Approved RMP and their relevant and important values and planning decisions carried forward that protect those values.

**Table R-3: Management Protection Provided to Potential ACECs Not Designated in the Approved RMP**

<b>Potential ACEC not Designated in Approved RMP</b>	<b>Relevant and Important Values</b>	<b>Management Protection Provided in Approved RMP</b>
Sids Mountain (78,700 acres not designated as ACEC)	Scenic	<p>In the Approved RMP, 60,500 acres of the Sids Mountain potential ACEC is within a WSA and is managed under IMP. This acreage is managed as closed to oil and gas leasing and all other surface disturbing activities and managed as a VRM Class I area. These two actions protect the relevant and important values.</p> <p>In the Approved RMP, the 18,200 acres outside the WSA are managed as a VRM Class II (controlled surface use stipulation and NSO) to protect the scenic values. All motorized travel is restricted to designated routes.</p> <p>Thus, the relevant and important values will continue to be protected.</p>
Lower Green River (34,000 acres not designated as	Ecology, Scenic, Vegetation,	In the Approved RMP 12,000 acres of the potential ACEC is overlapped by the Horse Canyon WSA and is managed under IMP. This acreage is managed as closed to oil and

<b>Potential ACEC not Designated in Approved RMP</b>	<b>Relevant and Important Values</b>	<b>Management Protection Provided in Approved RMP</b>
ACEC)	and Cultural	<p>gas leasing and all other surface disturbing activities. This acreage is also closed to travel. These two actions protect the relevant and important values.</p> <p>Outside the WSA, the scenic, ecology, and vegetation relevant and important values exist only within the river corridor beneath the rim of the Labyrinth Canyon. These relevant and important values in Labyrinth Canyon are protected by: VRM Class II associated with the WSR suitability designation; NSO for oil/gas leasing; limited to designated routes for OHVs; and the Three Rivers Withdrawal. Labyrinth Canyon SRMA management precludes development of facilities within recreation opportunity spectrum (ROS) primitive class areas and limits facility development in semi-primitive non-motorized and semi-primitive motorized areas, thus protecting the relevant and important values.</p> <p>In the remaining 22,000 acres outside of the WSA, the cultural values will be protected through compliance with existing laws, rules, regulations and policy will continue to protect cultural values. Where the area overlaps the Dry Lake Archeological District, additional restrictions will include NSO and block surveys for cultural resources.</p> <p>Under the riparian decisions, surface disturbing activities are precluded 330 feet from the center line of the stream, or the 100-year flood plain, whichever is greater. Thus, all of the relevant and important values will continue to be protected.</p>
Beckwith Plateau (50,500 acres not designated as ACEC)	Geologic, Natural Processes	<p>In the Approved RMP, 45,100 acres of the potential ACEC is within a WSA and is managed under IMP. This acreage is managed as closed to oil and gas leasing and all other surface disturbing activities and managed as a VRM Class I area. These two actions protect the relevant and important values in 89 percent of Beckwith Plateau.</p> <p>The 5,400 acres of the potential ACEC outside the WSA are comprised of small parcels extending on the west and south sides of the WSA. These small parcels will be managed as open to oil and gas leasing subject to controlled surface use or timing stipulations, with a small</p>

Potential ACEC not Designated in Approved RMP	Relevant and Important Values	Management Protection Provided in Approved RMP
		area on the west of the WSA open to leasing subject to the standard leasing terms and conditions. Any impacts from mineral development in these areas will not irreparably damage the geologic or natural processes values present in the ACEC as a whole. Thus, the relevant and important values will continue to be protected.
Temple-Cottonwood Dugout Wash (72,600 acres not designated as ACEC)	Cultural	The cultural relevant and important values will be protected through compliance with existing laws, rules, regulations and policy will continue to protect cultural values.
Range Creek (65,500 acres not designated as ACEC)	Cultural	<p>The Range Creek ACEC is more appropriately managed as an SRMA rather than an ACEC. An SRMA will allow the BLM to proactively manage visitor access to the canyon, which is a primary concern for the protection of cultural resources. The majority of the Range Creek SRMA is within the Desolation Canyon and Turtle Canyon WSAs and is managed according to the IMP, which protects these areas from surface disturbing activities.</p> <p>The SRMA would include the following management, as well as prescriptions identified in the activity level plan: Oil and gas would be open to leasing subject to major constraints (NSO) outside the WSAs; excluded for ROW grants; closed to OHV use; closed to disposal of mineral Materials; until the activity level plan is finalized, the BLM will implement the State of Utah's interim management where it was more restrictive than management on public lands, which is as follows: Closed to mechanical use; camping and campfires would not be allowed; public access limited to hiking and horseback riding. In addition, cultural relevant and important values will continue to be protected by BLM's compliance with existing laws, rules, regulations and policy will continue to protect cultural values. Thus the relevant and important values will continue to be protected.</p>
Gordon Creek (3,300 acres not designated as ACEC)	Cultural	The cultural relevant and important values will be protected by BLM's compliance with existing laws, rules, regulations and policy.
Desolation Canyon	Scenic,	In the Approved RMP 118,000 acres (75 percent) of the

Potential ACEC not Designated in Approved RMP	Relevant and Important Values	Management Protection Provided in Approved RMP
(156,200 acres not designated as ACEC)	Cultural, Ecological	<p>potential Desolation ACEC is within the Desolation Canyon and Jack Canyon WSAs and will be managed according to the IMP. This acreage is managed as VRM Class I and unavailable for oil and gas leasing and all other surface disturbing activities. These actions protect the relevant and important values in this area.</p> <p>In the Approved RMP, the remaining 38,200 acres outside the WSA, are managed with timing limitation stipulations or NSO to protect the wildlife ecological values. Overlap with the Desolation Canyon SRMA and Greater sage-grouse leks provides protection by and NSO stipulation for oil and gas leasing. Outside of these areas, the southern areas outside the WSAs will be managed as VRM Class II, maintaining the existing characteristics of the landscape. The northern portions of the potential ACEC outside the WSA are not in an area where the scenic relevant and important values apply. This is because the scenic values are attributed to Desolation Canyon itself, the two WSAs, the Wild and Scenic River segments and the National Historic Landmark. The northern portions will be managed as VRM Class III, which will allow activities to have a moderate level of change on the landscape. Thus, the relevant and important values will continue to be protected.</p>
White-Tailed Prairie Dog	Wildlife	<p>OHV use in this area is limited to designated routes, which is what was proposed as the special management for the potential ACEC. Hence OHV will be managed the same with or without an ACEC.</p> <p>The BLM will manage land uses within the occupied and historic white-tailed prairie dog colonies to preserve the habitat. This management decision will preserve all white-tailed prairie dog habitat not just that within the ACEC. Thus, the relevant and important values will continue to be protected without ACEC designation.</p>
Mussentuchit Badlands	Cultural	The cultural relevant and important values will be protected by BLM's compliance with existing laws, rules, regulations and policy.
Lower Muddy Creek	Scenic Vegetation	In the Approved RMP, 42 percent of the potential ACEC is within the Wild Horse Mesa non-WSA lands with wilderness characteristics. This acreage is managed as

Potential ACEC not Designated in Approved RMP	Relevant and Important Values	Management Protection Provided in Approved RMP
		<p>unavailable to oil and gas leasing and all other surface disturbing activities and managed as a VRM Class II area. These two actions protect the relevant and important values in this area.</p> <p>In the Approved RMP, 38 percent outside the non-WSA lands with wilderness characteristics are managed with a controlled surface use stipulation to protect the scenic values (VRM Class II). All motorized travel is restricted to designated routes. Thus, the relevant and important values will continue to be protected without ACEC designation.</p>

Table R-4 provides a list of those ACECs, which have been reduced in size in the Approved RMP. The table shows relevant and important values and planning decisions within the Approved RMP that protect those areas outside the designated ACEC boundary.

**Table R-4: Management to Protect Portions of ACECs Not Designated in the Approved RMP**

Potential ACEC Acres not designated	Relevant and Important Values	Management Protection Provided in Approved RMP
Nine Mile Canyon (22,800 acres not designated as ACEC)	Cultural	The cultural relevant and important values will be protected by BLM's compliance with laws, policies and regulations. Thus, the relevant and important values outside of the designated ACEC will continue to be protected.
Rock Art (10,710 acres not designated as ACEC)	Cultural	The 13 areas with concentrations of rock art panels identified as relevant and important values will be designated as an ACEC. However, the boundaries have been limited to the areas adjacent to the rock art panels. There are no known relevant and important values (rock art panels) in the areas excluded from ACEC designation.
San Rafael Canyon (72,300 acres not designated as ACEC)	Scenic	The area outside of the designated San Rafael Canyon ACEC is within portions of the Sids Mountain and Mexican Mountain WSAs and is managed under IMP. These are also closed to OHV/motorized travel. These two actions protect the relevant and important values.
Heritage Sites (1,260 acres not designated as ACEC)	Historic	The Heritage Sites ACEC was reduced in size because relevant and important values were only found to be on 1,485 acres of the originally proposed 2,745 acres. Relevant and important values were originally determined

		in 1991. Changes on the ground have diminished relevant and important values because of AML reclamation practices and vandalism to old mining structures on public land.
Interstate 70 (12,200 acres not designated as ACEC)	Scenic	That portion of the potential ACEC not designated will be managed as VRM Class II (controlled surface use stipulation) to protect the scenic values. All motorized travel is restricted to designated routes. Thus, the relevant and important values outside of the designated ACEC will continue to be protected.
Uranium Mining District (700 acres not designated as ACEC)	Historic	The cultural relevant and important values will be protected by BLM's compliance with laws, policies and regulations. Thus, the relevant and important values outside of the designated ACEC will continue to be protected.

Although not carried forward for the protection, preservation and maintenance of their wilderness characteristics, about 70,000 acres of the non-WSA lands will continue to receive protection from the special management provided by ACEC designation. For example all of this acreage will be managed as either NSO or unavailable for oil and gas leasing, which will protect the wilderness characteristics of these areas. An ACEC designation is considered the most appropriate mechanism for management because it recognizes and gives priority to the relevant and important values identified in these areas.

### **Special Designations – Wild and Scenic Rivers**

There are five eligible river segments that are carried forward as suitable for inclusion into the National Wild and Scenic River (NW&SR) system in the Approved RMP to protect the free-flowing nature and outstandingly remarkable values associated with the river segments. These five segments are located along the Green River and include the well-known sections of Desolation Canyon and Labyrinth Canyon.

All river segments found suitable in the Approved RMP are those in which recreation was a key outstandingly remarkable value (ORV) and is particularly dependent on the free-flowing nature of these river segments. The unique nature of this recreation ORV centers around regionally, nationally, and internationally significant private and commercial river running opportunities. These river running opportunities constitute premier whitewater and flatwater trips which are highly sought after. For example, the BLM authorizes between 5,000 and 6,000 river runners per year on the Desolation Canyon segment alone. River running activities are an important component of the local economies in the PFO. River running companies are highly capitalized and valuable businesses that depend on these river segments, and as a consequence, protection under NWSR system would help maintain future economic viability. In addition, private river runners add substantial revenue to the local economy.

River segments are classified as “wild,” “scenic,” or “recreational.” In the Approved RMP, segments of the Green River that are in WSAs are classified as “wild,” while all other segments

are classified as either “scenic” or “recreational.” BLM Manual 8351.33C states that “Alternatives may be formulated for any combination of designations and classifications. Reasons for considering alternative tentative classifications include resolving conflicts with other management objectives, continuity of management prescriptions, or other management considerations.” In some cases, the tentative classification of a river segment was changed in order to accommodate other management considerations and to provide more management flexibility as necessary. For example, the Green River segment (from Confluence with San Rafael River to Canyonlands National Park boundary) is classified as “scenic” in the Approved RMP. The segment includes the portion of the segment (Ruby Ranch at Mile 91 to Hey Joe) and the segment (Hey Joe to Canyonlands National Park). The segment from Mile 91 to Hey Joe Canyon was tentatively classified as “wild” and is changed to “scenic” in the Approved RMP. This portion contains a section of SITLA land as well as some private land. Management of this segment as “wild” could preclude access and water developments on SITLA and private lands. In addition, the “wild” classification would remove opportunities for motorized travel.

Eligible river segments that were not carried forward as suitable in the Approved RMP are protected by various other management decisions. Many of these river segments include scenery and non-motorized recreation as Outstandingly Remarkable Values (ORVs). Scenery and non-motorized recreational activities, especially non-boating activities, are more amenable for management by other means such as WSAs, non-WSA lands with wilderness characteristics, and SRMAs. For example, Bear Canyon, Muddy Creek, Keg Springs, North Fork and South Fork of Coal Wash, San Rafael River, and Barrier Creek are within WSAs and are managed according to the IMP and are closed to surface disturbing activities. The ORVs along with other eligible segments are protected by other management actions in the Approved RMP such as limiting OHV use to designated roads and trails.

The Approved RMP provides the most appropriate recommendations of river segments to the NW&SR system when taking into consideration other uses and resources.

In addition, BLM looks forward to working with the State of Utah, local and tribal governments, and other federal agencies during the next phase of the Wild and Scenic River process. BLM will work cooperatively with the above entities in a statewide study to reach consensus regarding recommendations to Congress for the inclusion of rivers into the NWSR system. BLM will also continue to work with affected local, state, federal, and tribal partners to identify in-stream flows necessary to meet critical resource needs, including values related to the subject segments, so that they may be identified for inclusion into future recommendations to Congress.

## **G. CONSISTENCY AND CONSULTATION REVIEW**

Consistency of the Approved RMP with other local, State, Tribal and federal plans and policies (which sometimes conflict amongst themselves) was also considered as a factor in selection of the Approved RMP. The Approved RMP is consistent with plans and policies of the Department of the Interior and Bureau of Land Management, other federal agencies, state government, and local governments to the extent that the guidance and local plans are also consistent with the purposes, policies, and programs of federal law and regulation applicable to public lands. Chapter 5 of the Proposed RMP/Final EIS provides a full discussion of consistency with all involved entities.

### **Governor's Consistency**

The Governor's Office did not identify any inconsistencies concerning state or local plans, policies, and programs following the 60-day Governor's Consistency Review of the Proposed RMP/Final EIS (initiated August 29, 2008, in accordance with planning regulations at 43 CFR Part 1610.3- 2(e), and concluded on October 28, 2008).

### **NHPA Section 106 Consultation**

The Utah State Historic Preservation Office (SHPO) provided comments on the Draft DRMP/EIS that were contained in the comment letter from the State of Utah. These comments were considered in developing the Proposed RMP/Final EIS and additional coordination and consultation with the SHPO ensued. A letter was received from the Utah SHPO on August 6, 2008, after reviewing BLM's decisions in the Proposed RMP/Final EIS. In the letter, the SHPO concluded that the decisions in the Proposed RMP will have no adverse affects on historic properties. Because there has been no appreciable change between the Proposed RMP and the Approved RMP, no further SHPO consultation is required and all decisions in the Approved RMP will have no adverse affects on historic properties. The letter of concurrence from the SHPO is found in Appendix R-1.

### **Native American Consultation**

Protective measures for culturally sensitive Native American resources are established through consultation and coordination with the appropriate Native American tribes or entities. Pursuant to NEPA, the NHPA, FLPMA, the American Indian Religious Freedom Act (AIRFA), Executive Order 13007, and BLM Manuals 8160, *Native American Coordination and Consultation*, and H-8160-1, *General Procedural Guidance for Native American Consultation*, the BLM has engaged in consultation with Native American representatives throughout the planning process. The applicable laws and guidance require that the consultation record demonstrate, "that the responsible manager has made a reasonable and good faith effort to obtain and consider appropriate Native American input in decision making" (H8160-1, 2003:4).

As part of the Draft RMP/Draft EIS scoping process, on August 1, 2003, the BLM Utah State Director initiated consultation for land use planning with 37 tribal organizations by letter. The BLM requested information regarding any concerns the tribal organizations might have within the planning area, specifically requested input concerning the identification and protection of culturally significant areas and resources located on lands managed by the Price Field Office, and offered the opportunity for meetings. Between November 2002 and July 2004, all 37 tribes were contacted by contracted ethnographer Molly Molenaar, under contract with and on behalf of BLM, to 1) ensure that the appropriate tribal contact had received the consultation letter and 2) determine the need for additional or future consultation for the study areas identified in the consultation letter. Meetings were arranged when requested.

The Draft RMP/EIS was released in July 2004 to the public. Meetings were held with the Navajo, Southern Ute, and Paiute Tribes to discuss the Draft RMP/EIS and request comments. Comments on the Draft RMP/EIS were received from the Southern Ute Tribe and the Paiute

Indian Tribe. Consultation continues throughout the planning process. Copies of the *Price Supplemental Information and Analysis to the Price Field Office Draft RMP/EIS for ACECs* and the *Supplement to the Price Field Office Draft RMP/EIS for Non-WSA Lands with Wilderness Characteristics* were sent to the Tribes. No comments were received from the tribes on the ACEC Supplement. Comments on the *Supplement to the PFO Draft RMP/EIS for Non-WSA lands with Wilderness Characteristics* were received from the Navajo and Hopi Tribes.

On November 30, 2007, the Navajo stated that they had no concerns at that time with BLM's planning process. The Hopi Tribe on December 13, 2007, identified Nine Mile Canyon as a traditional cultural property (TCP). The BLM is working with the Hopi Tribe to formalize Nine Mile Canyon as a TCP but the process is not completed at this time. However, the BLM took into consideration the Hopi's concerns related to influx of visitation and development and how to avoid the cultural sites in the development of the special management for the Nine Mile Canyon ACEC and the Nine Mile Canyon SRMA.

The Navajo Tribe on September 22, 2008, concluded that the Proposed RMP would not impact any Navajo traditional cultural properties (TCP) or historical properties.

Tribal consultation did not result in any changes between the Draft RMP/Draft EIS and the Proposed RMP/Final EIS. In addition, there were no tribes that formally protested the Price Proposed RMP/Final EIS.

### **Section 7 Consultation under the Endangered Species Act**

Informal Section 7 consultation, as directed by the Endangered Species Act (ESA), subsequent regulations, and BLM policy, was conducted with the U.S. Fish and Wildlife Service (USFWS) throughout the development of the RMP. Formal consultation with the USFWS was initiated on July 21, 2008. As required by Section 7(a) of the ESA, the Price Field Office prepared a Biological Assessment (BA) to evaluate the listed species in its planning area. The BA analyzed the potential impacts on threatened and endangered species which could result from implementing management actions authorized under the proposed land use plan for the Field Office. The Price Field Office determined that some of the proposed actions "may affect, and are likely to adversely affect" the listed species and "may affect" designated critical habitat. The USFWS prepared a Biological Opinion (BO), in which they concurred with BLM's determination on October 27, 2008, and is included in Appendix R-4 and attached CD. The USFWS further determined that implementation of the RMP, including committed mitigation measures, would not jeopardize the existence of any of the listed species.

## **H. MITIGATION MEASURES**

Measures to avoid or minimize environmental harm were built into the Approved RMP where practicable. Many of the standard management provisions will minimize impacts when applied to activities proposed in the planning area. The *Utah Standards and Guidelines for Rangeland Health* (see Appendix R-7) will be used as the base standards to assess the health of BLM lands in the planning area. Best management practices (BMPs) will be used (when applicable) for a number of uses including livestock grazing, forest activities, mining, oil and gas development, and other surface disturbing activities (see Appendices R-5, R-14). Additional measures to

mitigate environmental impacts may also be developed during subsequent NEPA analysis at the activity level planning and project stages. Throughout the decisions in the Approved RMP, mitigation was used as a means to avoid and minimize environmental harm.

## **I. PLAN MONITORING AND EVALUATION**

Monitoring is the repeated measurement of activities and conditions over time. Evaluation is a process in which the plan and monitoring data are reviewed to see if management goals and objectives are being met and if management direction is sound. Monitoring data gathered over time is examined and used to draw conclusions on whether management actions are meeting stated objectives, and if not, why. Conclusions are then used to make recommendations on whether to continue current management or what changes need to be made in management practices to meet objectives.

The two types of monitoring that are tied to the planning process include implementation and effectiveness monitoring. Land use plan monitoring is the process of (1) tracking the implementation of land use planning decisions and (2) collecting and assessing data/information necessary to evaluate the effectiveness of land use planning decisions. The two types of monitoring are described below.

### **Implementation Monitoring**

Implementation monitoring is the most basic type of monitoring and simply determines whether planned activities have been implemented in the manner prescribed by the plan. Some agencies call this compliance monitoring. This monitoring documents BLM's progress toward full implementation of the land use plan decision. There are no specific thresholds or indicators required for this type of monitoring.

### **Effectiveness Monitoring**

Effectiveness monitoring is aimed at determining if the implementation of activities has achieved the desired goals and objectives. Effectiveness monitoring asks the question: Was the specified activity successful in achieving the objective? This requires knowledge of the objectives established in the RMP as well as indicators that can be measured. Indicators are established by technical specialists in order to address specific questions, and thus avoid collection of unnecessary data. Success is measured against the benchmark of achieving desired future conditions established by the plan.

Regulations at 43 CFR 1610.4-9 require that the proposed plan establish intervals and standards, as appropriate, for monitoring and evaluation of the plan, based on the sensitivity of the resource decisions involved. Progress in meeting the plan objectives and adherence to the management framework established by the plan is reviewed periodically. CEQ regulations implementing NEPA state that agencies may provide for monitoring to assure that their decisions are carried out and should do so in important cases (40 CFR 1505.2(c)). To meet these requirements, the BLM will review the plan on a regular schedule in order to provide consistent tracking of

accomplishments and provide information that can be used to develop annual budget requests to continue implementation.

Land use plan evaluations will be used by BLM to determine if the decisions in the RMP, supported by the accompanying NEPA analysis, are still valid. Evaluation of the RMP will generally be conducted every five years per BLM policy, unless unexpected actions, new information, or significant changes in other plans, legislation, or litigation triggers an evaluation. Land use plan evaluations determine if decisions are being implemented, whether mitigation measures are satisfactory, whether there are significant changes in the related plans of other entities, whether there is new data of significance to the plan, and if decisions should be changed through amendment or revision. Evaluations will follow the protocols established by the BLM Land Use Planning Handbook H-1601-1 in effect at the time the evaluation is initiated. Specific monitoring and evaluation needs are identified by resource/uses throughout the Approved RMP.

See monitoring plan in Appendix R-2.

## **J. PUBLIC INVOLVEMENT**

One of BLM's primary objectives during development of the Price RMP was to understand the views of various publics by providing opportunities for meaningful participation in the resource management planning process. To achieve this, the BLM published an NOI in the *Federal Register* in November 2001 to announce its intention to replace the Price River and San Rafael land use plans and prepare an EIS (also see Section B of this ROD).

The BLM provided extensive public and other agency involvement opportunities during the scoping process in early 2002. Scoping meetings were held in Salt Lake, Green River, Price, Castle Dale, and Moab, Utah, and in Grand Junction, Colorado.

The BLM issued four planning bulletins. The December 2001 included public scoping information. The May 2002 summarized the public scoping process and issues. The February 2003 discussed the Wild and Scenic River eligibility process. The July 2003 discussed the Price River OHV route inventory.

The public, other federal and state agencies reviewed and commented on the *Draft RMP/EIS* during a comment period (July 16, 2004 through November 29, 2004.) The BLM held four public open houses for informational purposes and received comments from the public. Analysis and response to public comments are described and contained in Chapter 5 of the Proposed RMP/Final EIS under the heading "Comment Analysis."

Additional public comment periods were held for the Draft RMP/EIS to provide the public with ACEC information (December 13, 2005 through February 12, 2006), (see the *Supplemental Information and Analysis to the Price Field Office Draft RMP/EIS for ACECs* (June 9, 2006 through September 7, 2006)). PFO issued the *Supplement to the Price Field Office Draft RMP/EIS for Non-WSA Lands with Wilderness Characteristics* (September 14, 2007 through December 13, 2007) to ensure that all management options were available to the decision maker

On August 29, 2008, the BLM and the Environmental Protection Agency published an NOA in the *Federal Register* which announced the publication of the Proposed RMP/Final EIS. The

public was informed of the availability of the Proposed RMP/FEIS via news releases, the planning website and the RMP mailing list. The Proposed RMP/FEIS as well as all the background documents were available on the Price RMP planning website. A 30 day protest period commenced on August 29, 2008 and ended on September 29, 2008. In addition, a 60-day Governor's Consistency Review period ran concurrently with the first half of the protest period. In-depth information on these efforts is included in both the Price Draft RMP/EIS and Price Proposed RMP/Final EIS in Chapter 5, *Consultation and Coordination*.

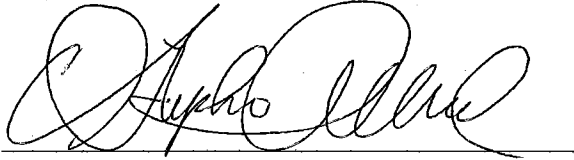
BLM will continue to actively seek the views of the public, using techniques such as news releases and web-site information to ask for participation and inform the public of new and ongoing project proposals, site-specific planning, and opportunities and timeframes for comment. BLM will also continue to coordinate, both formally and informally, with the numerous State, federal, tribal and local agencies and officials interested and involved in the management of public lands in Carbon and Emery counties within the planning area.

## **K. AVAILABILITY OF THE PLAN**

Copies of the Record of Decision and the Price Approved Resource Management Plan are available by request from the following locations: BLM Price Field Office, 125 South 600 West, Price, Utah, 84501, 435-636-3600, and on the Price Field Office website at <http://www.blm.gov/ut/st/en/fo/price/planning.html>

## APPROVAL

In consideration of the foregoing, I approve the Record of Decision for the Price Field Office Resource Management Plan.

A handwritten signature in black ink, appearing to read "C. Stephen Allred", written over a horizontal line.

C. Stephen Allred  
Assistant Secretary – Land and Minerals Management  
Department of the Interior

OCT 31 2008

Date

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## **APPROVED RESOURCE MANAGEMENT PLAN**

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### **A. INTRODUCTION**

This Approved RMP replaces the 1983 *Price River Management Framework Plan* (MFP) with supplements and the 1991 *San Rafael Resource Management Plan* (RMP) with amendments and is now the base land use plan for public lands administered by the BLM's Price Field Office. The Approved RMP adopts management described in the Proposed Plan and the Management Common to All Alternatives presented in the Price Field Office (PFO) Proposed Resource Management Plan/Final Environmental Impact Statement (Proposed RMP/Final EIS) (DOI-BLM 2008), with adjustments as described in the Notice of Modification and Clarification sections of the Record of Decision (ROD).

#### **Description of the Planning Area**

The PFO is located in central-eastern Utah on the western portion of the Colorado Plateau and encompasses Carbon and Emery counties (Map R-1). The BLM PFO is bounded by the Carbon-Duchesne-Utah County line on the north, the Green River on the east, the Emery-Wayne County line on the south, and county lines for Sanpete and Sevier counties to the west. Lands managed by the PFO encompass 2,479,000 acres of surface estate and 2,723,000 acres of federal mineral resources underlying lands managed by the BLM, U.S. Forest Service, the State of Utah, and private entities. The planning area shares boundaries with the Richfield Field Office, Salt Lake Field Office, Vernal Field Office, and Manti-La Sal National Forest, as well as the Uintah and Ouray Indian Reservation. Land ownership is shown in Map R-2.

Communities in the northern portion of the planning area are located adjacent to U.S. Highway 6 (US-6). These include Helper, Price (Carbon County seat), Wellington, and East Carbon/Sunnyside (off Highway U-123). Several communities are located to the south, adjacent to Highway SR-10. These include Huntington, Castle Dale (Emery County seat), Orangeville, Ferron, and Emery. Green River is located on the east side of Emery County on Interstate 70 (I-70).

Elevations in the PFO range from approximately 4,000 feet to more than 10,000 feet. The planning area is drained by the Green River and its tributaries, including the Price and San Rafael Rivers. A number of popular scenic attractions lie within the area, including the Book Cliffs, Roan Cliffs, San Rafael Swell, Nine Mile Canyon, Desolation Canyon, Cleveland-Lloyd Dinosaur Quarry, and Price River Canyon.

### **B. CONSIDERATION OF OTHER PLANS AND POLICIES**

The BLM PFO has developed this Approved RMP to be as consistent with State and local plans to the maximum extent those plans are consistent with federal law and the purposes of Federal Land Policy Management Act (FLPMA) (Section 202 (c) (9) and 43 CFR 1610.3-2(a)). These plans are shown in Table R-5.

**Table R-5: Federal, State, and Local Management Plans**

Plan Type	Plan Title
County Plans	Carbon County Master Plan, Carbon County, Utah Emery County General Plan, as Amended, Emery County, Utah
State of Utah Plans	Statewide Comprehensive Outdoor Recreation Plan (SCORP) Huntington Lake State Park Resource Management Plan Goblin Valley State Park Resource Management Plan Millsite State Park Resource Management Mineral Leasing Plan for Sovereign Lands on the Green and Colorado Rivers Utah Nonpoint Source Management Plan ( <a href="http://www.waterquality.utah.gov/watersheds/NPSplan.htm">http://www.waterquality.utah.gov/watersheds/NPSplan.htm</a> ) Utah Water Quality Plan, State of Utah
Other Federal Land Use Plans	Manti-La Sal National Forest Land Use Plan Uintah and Ouray Indian Tribe Land Use Plan Vernal, Moab, and Richfield Proposed RMPs Capital Reef National Park Plan Colorado River Basin Salinity Control Plan, Bureau of Reclamation
PFO Recreation Management Plans	Cleveland–Lloyd Management Plan, 1976 Desolation and Gray Canyons of the Green River Management Plan, 1979 San Rafael Route Designation Plan, 2003 Nine Mile Canyon Special Recreation and Cultural Resources Management Plan, 1995 (as modified by this Approved RMP),
PFO Habitat Management Plans	North San Rafael HMP, 1997 San Rafael Desert HMP, 1992 Range Valley Mountain HMP EA Grassy Trail HMP, 1987
PFO Herd Management Area Plans	Range Creek HMAP, 1994 Sinbad HMAP, 1993

**Table R-5: Federal, State, and Local Management Plans**

Plan Type	Plan Title
USFWS Endangered Species Recovery Plans	Razorback Sucker Recovery Plan, 1999 Maguire Daisy Recovery Plan, 1995 Mexican Spotted Owl Recovery Plan, 1995 Utah Reed-Mustards Recovery Plan, 1994 Last Chance Townsendia Recovery Plan, 1993 Colorado Squawfish Recovery Plan, 1991 Bonytail Chub Recovery Plan, 1990 Humpback Chub Recovery Plan, 1990 Uinta Basin Hookless Cactus, 1990 Northern States Bald Eagle Recovery Plan, 1983 Black-Footed Ferret Recovery Plan, 1988 The Recovery Implementation Plan for the Endangered Fish Species in the Upper Colorado River Basin, 1987 Wright Fishhook Cactus Recovery Plan, 1985 American Peregrine Falcon Recovery Plan, 1984
Vegetation Management	Final EIS Vegetation Treatment on BLM Lands in Thirteen Western States and associated RODs, 1991 Final Vegetation Treatments on BLM Lands in 17 Western States Programmatic EIS and associated ROD, 2007 Final Vegetation Treatments on BLM Lands in 17 Western States Programmatic Environmental Report, 2007
BLM Programmatic Environmental Analysis	Programmatic Environmental Impact Statement on Oil Shale and Tar Sands Leasing West-wide Energy Corridor Programmatic EIS

In the event there are inconsistencies or discrepancies between previously approved plans and this Approved RMP, the decisions contained in the Approved RMP will be followed. The PFO will continue to tier to statewide, national, and programmatic EISs and other NEPA and planning documents, as well as consider and apply Best Management Practices or other management protocols contained in other planning documents after appropriate site-specific analysis.

All future resource authorizations and actions will conform to, or be consistent with the decisions contained in this Approved RMP. All existing operations and activities authorized under permits, contracts, cooperative agreements or other authorizations will be modified, as necessary, to conform to this plan within a reasonable timeframe. However, this plan does not repeal valid existing rights on public lands. A valid existing right is a claim or authorization that takes precedence over the decisions developed in this plan. If such authorizations come up for review and can be modified, they will also be brought into conformance with the plan.

While the Final EIS for the Price Proposed RMP constitutes compliance with NEPA for the broad-scale decisions made in this Approved RMP, BLM will continue to prepare Environmental Assessments (EAs) and Environmental Impacts Statements (EISs) where appropriate as part of implementation level planning and decision-making.

## C. PLAN IMPLEMENTATION

Plan implementation is a continuous and active process. Decisions presented in the *Management Decisions* section of this Approved RMP are of three types: Immediate, One-Time, and Long-Term.

- ***Immediate Decisions***

These decisions go into effect upon signature of the Record of Decision and Approved RMP. These include decisions such as the allocation of lands as available or unavailable for oil and gas leasing, ACEC designations, and OHV designations. Immediate decisions require no additional analysis and provide the framework for any subsequent activities proposed in the planning area. Proposals for actions such as oil and gas leasing, land adjustments, and other allocation-based actions will be reviewed against these decisions/allocations to determine if the proposal is in conformance with the plan.

- ***One-Time Decisions***

These types of decisions include those that are implemented after additional site-specific analysis is completed. Examples are implementation of the recommendations to withdraw lands from locatable mineral entry or development of a habitat management plan or a special recreation management area plan. One-time decisions usually require additional analysis and are prioritized as part of the BLM budget process.

- ***Long-Term Guidance/Life of Plan Direction***

These decisions include the goals, objectives, and management actions established by the plan that are applied during site-specific analyses and activity planning. This guidance is applied whether the action is initiated by the BLM or by a non-BLM project proponent. Long-term guidance and plan direction is incorporated into BLM management as implementation level planning and project analysis occurs (for example, as a result of the watershed assessment process or receipt of a land use application).

Priorities for implementation of "one-time" RMP decisions will be based on several criteria, including:

- Current and projected resource needs and demands;
- National and Statewide BLM management direction and program emphasis and funding.

### **General Implementation Schedule of "One-Time" Actions**

Decisions in this plan will be implemented over a period of years depending on budget and staff availability. After issuing the ROD/Approved RMP, BLM will prepare an Implementation Plan that establishes tentative timeframes for completion of "one-time" actions identified in the Approved RMP. Most of these actions require additional analysis and site specific activity planning. This schedule will not include the decisions which are effective immediately upon approval of the plan (usually allocations), or the actions which describe the ongoing management

that will be incorporated and applied as site-specific proposals are analyzed on an ongoing basis. This schedule will assist BLM managers and staff in preparing budget requests and in scheduling work. However, the proposed schedule must be considered tentative and will be affected by future funding, changing program priorities, non-discretionary workloads, and cooperation by partners and external publics. Periodic review of the plan will provide consistent tracking of accomplishments and provide information that can be used to develop annual budget requests to continue implementation.

### **Maintaining the Plan**

Land use plan decisions and supporting information can be maintained to reflect minor changes in data, but maintenance is limited to refining, documenting, and/or clarifying previously approved decisions. Some examples of maintenance actions include:

- Correcting minor data, typographical, mapping, or tabular data errors
- Refining baseline information as a result of new inventory data (e.g., changing the boundary of an archaeological district, refining the known habitat of special status species or big game crucial winter ranges, or adjusting the boundary of a fire management unit based on updated fire regime condition class inventory, fire occurrence, monitoring data, and/or demographic changes)
- Applying an existing oil and gas lease stipulation to a new area prior to the lease sale based on new inventory data (e.g., apply an existing protective stipulation for sage-grouse to a newly discovered sage-grouse lek.)

The BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data and/or support new management techniques, best management practices, and scientific principles. Adaptive management strategies may be used when monitoring data is available as long as the goals and objectives of the plan are met. Where monitoring shows land use plan actions or best management practices are not effective, modifications or adjustments may occur without amendment or revision of the plan as long as assumptions and impacts disclosed in the analysis remain valid and broad-scale goals and objectives are not changed.

Plan maintenance will be documented in supporting records. Plan maintenance does not require formal public involvement, interagency coordination, or the NEPA analysis required for making new land use plan decisions.

### **Changing the Plan**

The Approved RMP may be changed, should conditions warrant, through a plan amendment or plan revision process. A plan amendment may become necessary if major changes are needed or to consider a proposal or action that is not in conformance with the plan. The results of monitoring, evaluation of new data, or policy changes and changing public needs might also provide the impetus for an amendment. Generally, an amendment is issue-specific. If several areas of the plan become outdated or otherwise obsolete, a plan revision may become necessary. Plan amendments and revisions are accomplished with public input and the appropriate level of environmental analysis.

## **D. PLAN EVALUATION**

Evaluation is a process in which the plan and monitoring data are reviewed to see if management goals and objectives are being met and if management direction is sound. Land use plan evaluations determine if decisions are being implemented, whether mitigation measures are satisfactory, whether there are significant changes in the related plans of other entities, whether there is new data of significance to the plan, and if decisions should be changed through amendment or revision. Monitoring data gathered over time is examined and used to draw conclusions on whether management actions are meeting stated objectives, and if not, why. Conclusions are then used to make recommendations on whether to continue current management or to identify what changes need to be made in management practices to meet objectives.

BLM will use land use plan evaluations to determine if the decisions in the RMP, supported by the accompanying NEPA analysis, are still valid in light of new information and monitoring data. Evaluation of the RMP will generally be conducted every five years, unless unexpected actions, new information, or significant changes in other plans, legislation, or litigation triggers an evaluation. The following estimated evaluation schedule will be followed for the PFO RMP:

- September 2013
- September 2018
- September 2023
- September 2028

Evaluations will follow the protocols established by the BLM Land Use Planning Handbook (H-1601-1) or other appropriate guidance in effect at the time the evaluation is initiated.

## **E. MANAGEMENT DECISIONS**

This section of the Approved RMP presents the goals and objectives, land use allocations, and management actions established for public lands managed by the BLM's Price Field Office. These management decisions are presented by program area. Not all types of decisions were identified for each program. An appendix describing Monitoring is included for each program to describe how the program decisions will be tracked to ensure implementation (see Appendix R-2).

Data used in development of the Approved RMP are dynamic. The data and maps used throughout the Approved RMP are for land use planning purposes and will be refined as site-specific planning and on-the-ground implementation occurs. Updating data is considered plan maintenance which will occur over time as the RMP is implemented (see the section on *Plan Implementation*). Please note that all acreages presented in the Approved RMP are estimations, even when presented to the nearest acre.

This section is organized as presented in the Proposed RMP/Final EIS. For ease of identification into the future, each program area has an identified abbreviation (see below) and each decision in that program is numbered in coordination with the abbreviation:

- Air Quality—**AQ**
- Soil—**SOL**, Water, and Riparian—**WAT**
- Vegetation—**VEG**
- Cultural Resources—**CUL**
- Paleontological Resources—**PAL**
- Visual Resources Management—**VRM**
- Special Status Species—**SSS**
- Fish and Wildlife—**WL**
- Wild Horses and Burros—**WHB**
- Fire and Fuels Management—**FIRE**
- Non-WSA Lands with Wilderness Characteristics—**WC**
- Fire, Drought, Natural Disasters—**FDN**
- Forestry and Woodland Products—**FOR**
- Livestock Grazing—**GRA**
- Recreation—**REC** and Off-Highway Vehicles—**OHV**
- Lands and Realty—**LAR**
- Minerals and Energy Resources—**MIN**
  - Leasable Minerals—**MLE**
  - Locatable Minerals—**MLO**
  - Saleable Minerals and Mineral Materials—**MSA**
- Special Designations: Wilderness Study Areas—**WSA**
- Special Designations: Areas of Critical Environmental Concern—**ACEC**
- Special Designations: Wild and Scenic Rivers—**WSR**
- Special Designations: National Trails and Backways—**TRA**
- Transportation—**TRV**
- Health and Safety—**HAZ**

Maps depicting the management decisions are provided at the back of the document for easy reference.

## **AIR QUALITY (AQ)**

### **Goals:**

- Manage BLM programs to comply with and support tribal, local, State, and federal laws, regulations, and implementation plans pertaining to air quality.

### **Objectives:**

- Maintain existing air quality and air quality-related values (e.g., visibility) by ensuring that all authorized uses on public lands comply with and support federal, State, and local laws and regulations for protecting air quality.

### **Management Decisions:**

#### **AQ-1**

Manage all BLM and BLM-authorized activities to maintain air quality within the thresholds established by the National and State of Utah Ambient Air Quality Standards, or to the appropriate standards set by the entity with jurisdiction. Continue to keep the area as attainment, meet prevention of significant deterioration Class II limits, and protect the Class I air quality-related values of the National Parks (i.e., Arches, Canyonlands, and Capitol Reef).

#### **AQ-2**

Ensure that prescribed burns will be approved and timed to maximize smoke dispersal.

#### **AQ-3**

The BLM will continue to work cooperatively with State, federal, and tribal entities in developing air quality assessment protocols to address cumulative impacts and regional air quality issues.

#### **AQ-4**

The BLM will continue to work cooperatively with the Utah Airshed Group to manage emissions from wildland and prescribed fire activities.

#### **AQ-5**

National Ambient Air Quality Standards are enforced by the Utah Department of Environmental Quality, Division of Air Quality, with EPA oversight. Special requirements to reduce potential air quality impacts will be considered on a case-by-case basis in processing land use authorizations.

#### **AQ-6**

The BLM will utilize BMPs and site specific mitigation measures, when appropriate, based on site specific conditions, to reduce emissions and enhance air quality.

**AQ-7**

Project specific analyses will consider use of quantitative air quality analysis methods (i.e. modeling), when appropriate as determined by the BLM, in consultation with State, federal, and tribal entities.

## **SOIL (SOL), WATER, AND RIPARIAN (WAT)**

### **Goals:**

- Manage uses to minimize and mitigate damage to soils, including critical soils and biological soil crusts.
- Prevent excessive soil erosion.
- Maintain or restore the chemical, physical, and biological integrity of the area's soil and waters.

### **Objectives:**

- Manage resources to improve streams listed as water quality limited and prevent listing of additional streams under the Clean Water Act, Section 303(d).
- Manage resources to maintain or restore overall watershed health and reduce erosion, stream sedimentation, and salinization of water according to 43 CFR 4180 through watershed assessments.
- Manage resources to reduce salinity loading where possible in accomplishing the goals and objectives outlined in the Colorado River Basin Salinity Control Act.
- Maintain and enhance water-dependent natural resource values.
- Manage, maintain, protect, and restore riparian and wetland areas to the proper functioning condition (PFC) and achieve an advanced riparian obligate vegetation community as described in BLM TR 1737-9.
- Maintain and/or enhance riparian areas (Utah Riparian Management Policy 2005) through project design features and/or stipulations that protect riparian resources.
- Protect floodplains pursuant to Executive Order (EO) 11988 and avoiding disturbance in floodplains.
- Implement management actions to ensure that sufficient quantity, quality, and timing of water is present to support water-dependent resource values, including fisheries, riparian communities, wetland communities, aquatic insects, terrestrial wildlife, and migratory/non-migratory birds.
- Implement management actions to ensure that sufficient quantity, quality, and timing of water is present to support human and economic uses of water on public lands, including livestock grazing, recreation, forestry, and mineral development.

## **Management Decisions:**

### ***SOILS***

#### **SOL-1**

In surface disturbing proposals regarding construction on slopes of 20 percent to 40 percent, include an approved erosion control strategy and topsoil segregation/restoration plan. Such construction must be properly surveyed and designed by a certified engineer and approved by the BLM prior to project implementation, construction, or maintenance.

#### **SOL-2**

Allow no surface disturbance on slopes greater than 40 percent (except as allowed through exceptions, waivers, or modifications as described in Appendix R-3).

#### **SOL-3**

Surface disturbing activities will be timed to reduce compaction when feasible.

### ***WATER AND RIPARIAN***

#### **WAT-1**

Manage wetlands, and riparian areas as prescribed in Executive Order (EO) 11990.

#### **WAT-2**

Utilize guidance in references such as the “Hydraulic Considerations for Pipelines Crossing Stream Channels” (Fogg, 2007, <ftp://ftp.blm.gov/pub/nstc/TechNotes/TechNote423.pdf>, Appendix R-17) when designing pipeline crossings to minimize impacts to riparian and water resources and to minimize risks of blowouts and ruptured pipelines during high water events.

#### **WAT-3**

Implement appropriate best management practices such as those found in the Utah Nonpoint Source Management Plan and other reference documents for protection of soil, water, and riparian resources.

### ***Protection of Water Quality in Natural Springs***

#### **WAT-4**

No surface disturbance or occupancy will be maintained around natural springs to protect the water quality of the spring. The distance will be based on geophysical, riparian, and other factors necessary to protect the water quality of the springs. If these factors cannot be determined, a 660-foot buffer zone will be maintained.

#### **WAT-5**

The BLM will allow development of spring sources but will require protection of the spring source to maintain water quality and avoid detrimental impacts.

**Maintenance of Water Table in Wetlands and Riparian Areas**

**WAT-6**

The water table in wetlands and riparian areas will be maintained or restored, when feasible (Map R-3).

**WAT-7**

The BLM will collaborate with partners to establish minimum water requirements in wetlands and riparian areas. If additional water is required for restoration efforts, appropriate water rights will need to be obtained in accordance with Utah law.

**Establishment of Buffer Zones for No Surface Disturbance around Riparian-Wetlands Habitats**

**WAT-8**

Buffer zones of no new surface disturbance (excluding fence lines) will be required in areas equal to the 100-year floodplain or 100 meters (330 feet) on either side from the centerline, whichever is greater, along all perennial and intermittent streams, streams with perennial reaches, and riparian areas. The BLM Authorized Officer could authorize an exception if it could be shown that the project as mitigated eliminated the need for the restriction (Appendix R-3).

**High Country Surface Disturbance Stipulation**

**WAT-9**

To minimize watershed damage to the watersheds above 7,000 feet in elevation, no construction activities will be allowed in these areas during the period beginning December 1 through April 15.

## **VEGETATION (VEG)**

### **Goals:**

- Manage and mitigate activities to restore, sustain, and enhance the health of plant associations, enhance or restore native and naturalized plant species, and enhance biological and genetic diversity of natural ecosystems.
- Manage BLM projects such that the amount, type, and distribution of vegetation on public lands produce the kind, proportion, and amount of vegetation necessary to meet or exceed management objectives.
- Protect areas with relict vegetation.
- Sustain the integrity of the sagebrush habitats within the planning area to provide the quantity, continuity, and quality of habitat necessary to maintain sustainable populations of greater sage-grouse and other sagebrush obligate species.
- Restore, sustain, or enhance the health of ecosystems through the implementation of the *Standards for Rangeland Health* and *Guidelines for Grazing Management*.

### **Objectives:**

- Implement projects that maintain or promote adequate vegetative groundcover and canopy as directed in Natural Resources Conservation Service (NRCS) Ecological Site Descriptions.
- Implement the BLM *Partners Against Weeds Action Plan*, including prevention, early detection, inventory, integrated weed management, and monitoring and evaluation of noxious weeds.
- Identify the amount (and location, where possible) of sagebrush habitat that should undergo restoration and/or rehabilitation throughout the life of the plan, and initiate restoration and/or rehabilitation.
- Manage the public lands to promote healthy, sustainable native plant communities, protect areas with relict vegetation, and mitigate activities to prevent introduction of noxious weeds.

### **Management Decisions:**

#### **VEG-1**

Allow vegetation manipulation with restrictions to achieve the desired vegetation condition. Treat areas determined to need vegetation reestablishment using methods such as introductions, transplants, augmentation, reestablishments, and restocking with attention to diversity and habitat. These areas will be treated with a variety of plant species that are desirable for wildlife habitat, livestock, watershed management, and other resource values while maintaining vegetation species diversity (Map R- 4).

## **VEG-2**

Design sagebrush treatment projects (including fire and fuels vegetation treatments) conducted in greater sage-grouse occupied or historic habitat to meet prescriptions necessary for the seasonal use habitat requirements (i.e., winter, nesting/brood-rearing). Prescriptions will follow the Connelly guidelines (Connelly et al. 2000) or will be adjusted or modified by the BLM and Utah Division of Wildlife Resources (UDWR), with local greater sage-grouse working group and Utah Partners for Conservation and Development input, for projects occurring in occupied or historic habitat.

## **VEG-3**

Use the Utah Partners for Conservation and Development, local greater sage-grouse working groups, and other interested governmental and non-governmental organizations to identify sagebrush habitat locations and amounts that should undergo restoration and/or rehabilitation. Initiate restoration and/or rehabilitation of sagebrush habitat locations by (1) maintaining large patches and reconnecting sagebrush habitats with emphasis on those patches occupied by stronghold and isolated populations of greater sage-grouse; and (2) enlarging the size of sagebrush patches with emphasis on areas occupied by greater sage-grouse and/or other sagebrush dependent species.

## **VEG-4**

Promote the use of native plant species that are desirable for wildlife, livestock, watershed management, and other resource values while maintaining vegetation species diversity.

## **VEG-5**

In areas where multiple resources are potentially affected by surface disturbance (e.g., crucial wildlife habitat, livestock pastures, threatened and endangered [T&E] and special status species habitat, and occupied wild horse and burro range), coordinate implementation of any offsite mitigation with other affected agencies and the overlapping resource values. This strategy will enable identification of a suitable mitigation method and location to best accomplish the objective of offsetting the impacts and to ensure that benefits of the mitigation are distributed among all users and resources affected. The BLM will approach compensatory mitigation on an “as appropriate” basis where it can be performed onsite, and on a voluntary basis where it is performed offsite, or, in accordance with current guidance.

## **VEG-6**

Consider other conservation measures such as seasonal and spatial limitations.

## **VEG-7**

Mitigate impacts on vegetation on the public lands from disturbance activities. Implement short- and/or long-term actions or projects to replace or enhance resources that will be impacted. Priority will be given to mitigation measures that benefit multiple resource issues within the immediate area of the impacts (within the livestock allotment, occupied wild horse and burro range or habitat for wildlife, T&E or special status species).

**Noxious/Invasive Weed Management:**

**VEG-8**

Work cooperatively with local and other Federal Government agencies to develop and implement agreements and plans that promote the prevention of infestation and spread of listed noxious weeds and their eradication on public lands throughout the PFO.

**VEG-9**

Continue implementation of noxious weed and invasive species control actions in accordance with national guidance and local weed management plans, in cooperation with State, federal, affected counties, adjoining private land owners, and other partners or interests directly affected.

**VEG-10**

Implement Standard Operating Procedures and Mitigation Measures for herbicide use as well as prevention measures for noxious and invasive plants identified in the Record of Decision Vegetation Treatments Using Herbicides on Bureau of Land Management Lands in 17 Western States PEIS and associated documents.

**VEG-11**

Vegetation manipulations (i.e., mechanical, biological, manual, prescribed fire, or chemical) will be prescribed on a case-by-case basis to achieve and/or maintain *Standards for Rangeland Health*.

**Priority Vegetation Communities:**

**VEG-12**

Pinyon-juniper woodland treatments will be maintained, and limited amounts of new treatments will be implemented to move the woodlands toward their approximate historic range.

**VEG-13**

Sagebrush communities will be managed and maintained for natural composition and age class distribution in a manner that accommodates key habitat condition for listed T&E or special status species or within sagebrush community areas determined on a case by case basis.

**VEG-14**

Land uses within wetland vegetation types will be managed to promote restoration, expansion, and protection of this high-value vegetation type. Management will achieve diverse species composition of facultative wetland or riparian obligate species, including forbs, grasses, and grass-like species and shrubs. Where livestock grazing of these habitats occurs, use will be avoided during the spring and managed to ensure adequate herbaceous cover at the end of the grazing season.

### **VEG-15**

Land uses within aspen vegetation types will be managed to promote regeneration, diverse age class distribution, and preservation or restoration of diverse understory to include forbs, grass, and shrub species.

#### **Collection of Vegetation Products (Seeds/Live Plants) :**

### **VEG-16**

Commercial and noncommercial collection of vegetation products (e.g., seed and live plant) will be allowed by permit. Collection will be limited to areas and species determined on a case-by-case basis and evaluated on a rangeland health basis as needed.

#### **Insect Pest Control:**

### **VEG-17**

Insect pests will be treated in coordination with the State of Utah, federal agencies, affected counties, adjoining private landowners, and other interests directly affected. All insect pest treatments will follow regulations and guidelines.

#### **Compensation for Vegetation Impacts (Offsite Mitigation) :**

### **VEG-18**

The BLM recognizes the merits of off-site mitigation strategies for the purposes of habitat enhancement. The BLM will encourage willing partners to participate in off-site mitigation strategies.

## **CULTURAL RESOURCES (CUL)**

### **Goals:**

- Preserve and protect significant cultural resources and ensure that they are available for appropriate uses by present and future generations (FLPMA Sections 103(c), 201(a), and 202(c); National Historic Preservation Act [NHPA] Section 110(a); Archaeological Resource Protection Act [ARPA] Section 14(a)).
- Identify priority geographic areas for new field inventory, based on a probability for unrecorded significant resources, to reduce imminent threats from natural or human-caused deterioration or potential conflict with other resource uses (ARPA Section 14(a); NHPA Sections 106 and 110).

### **Objectives:**

- Cultural resources will be allocated to the following use categories identified and described in BLM-M-8110.4:
  - Scientific Use
  - Public Use
  - Conservation for Future Use
  - Traditional Use
  - Experimental Use
  - Discharged from Management.
- Allocations to the use categories will be made during implementation and activity-level planning.
- Cultural resource use allocations will be re-evaluated and revised, as needed, when circumstances change or when new data become available.
- Areas for new field inventories will be prioritized as follows:
  - Areas of special cultural designation (e.g., ACECs, Research Natural Areas [RNA], NHLs, and National Register sites) that have not been fully inventoried
  - Resources eligible for the National Register of Historic Places (NRHP) at a national level of significance that have not been fully inventoried
  - Cultural resources sites identified for public use
  - Five-mile vulnerability zones surrounding cities and towns and 400 feet from the centerline on designated OHV trails.

## **Management Decisions:**

### **CUL-1**

Complete an appropriate cultural resources inventory before approving permitted federal undertakings that could affect cultural resources or historic properties.

### **CUL-2**

Mitigate adverse impacts on cultural resources eligible for listing on the NRHP resulting from authorized federal undertakings (permitted activities, recreational use, OHV use, etc.) that could affect cultural resources or historic properties.

### **CUL-3**

Manage cultural resources according to the management objectives for the use category to which each cultural resource site is assigned.

### **CUL-4**

Cultural resources will be allocated according to the following use categories identified and described in BLM-M-8110.4:

- Scientific Use
- Public Use
- Conservation for Future Use
- Traditional Use
- Experimental Use
- Discharged from Management.

### **CUL-5**

Allocations to the use categories will be made during implementation and activity level planning.

### **CUL-6**

Cultural resource use allocations will be reevaluated and revised, as needed, when circumstances change or when new data become available.

### **CUL-7**

Areas for new field inventories will be prioritized as follows:

- Areas of special cultural designation (e.g., ACECs, RNAs, NHLs, and National Register sites) that have not been fully inventoried
- Resources eligible for the NRHP at a national level of significance that have not been fully inventoried
- Cultural resources sites identified for public use
- Five-mile vulnerability zones surrounding cities and towns and 400 feet from the centerline on designated OHV trails.

**CUL-8**

Cultural resources inventories, including point, area, and linear features, will be required for all federal undertakings that could affect cultural resources or historic properties in areas of direct and indirect impacts.

**CUL-9**

The BLM will coordinate with tribes or other cultural groups to identify and manage traditional cultural properties.

**CUL-10**

The BLM will seek agreements with the tribes or other cultural groups to identify the types of projects or areas where they desire consultation.

**CUL-11**

The following Standard Operating Procedure (SOP) will apply to management of linear cultural resources:

- Record the site at the point of the project. Unless specific features are identified at that portion of the resource, no mitigation is required.

## **PALEONTOLOGICAL RESOURCES (PAL)**

### **Goals:**

- Facilitate suitable scientific, educational, and recreational uses of fossils.
- Ensure that significant fossils are not inadvertently damaged, destroyed, or removed from public ownership.
- Foster public awareness and appreciation of the area's paleontological heritage.

### **Objectives:**

- Locate and evaluate paleontological resources and protect these resources when appropriate.
- Promote and facilitate scientific investigation of fossil resources. Paleontological Resource Use permits will be issued for scientific study as appropriate. Approve collection of vertebrate fossils under a permit issued to qualified individuals who agree to place all specimens and data in an approved repository.
- Support and provide public education and interpretive opportunities for paleontological resources, where appropriate. Such appropriate opportunities could include agreements with visitor information providers (such as the Dinosaur Diamond Partnership), use of special designations, such as the Dinosaur Diamond National Scenic Byway and the Cleveland-Lloyd Dinosaur Quarry, or development of landscape level interpretive sites.

### **Management Decisions:**

#### **PAL-1**

Mitigate adverse impacts on vertebrate and significant non-vertebrate paleontological resources resulting from authorized surface disturbing actions (e.g., permitted activities, recreational use).

#### **PAL-2**

Allow collection of common invertebrate and plant fossils for personal, noncommercial use according to BLM policy, except on developed recreation sites and areas or where otherwise prohibited and posted.

#### **PAL-3**

Manage the Cleveland-Lloyd Dinosaur Quarry as a significant scientific and public education resource, as guided by an activity level planning document.

#### **PAL-4**

An assessment of fossil resources will be required on a case-by-case basis, mitigating, as necessary, before and during surface disturbance.

#### **PAL-5**

Areas for hobby collection will be identified through an activity level plan.

## **VISUAL RESOURCES MANAGEMENT (VRM)**

### **Goals:**

- Identify scenic resources, integral landscapes, and vistas that contribute to the sense of place and quality of life of visitors and residents. Assign VRM classes to all landscapes.
- Manage scenic resources, integral vistas, and landscapes for the benefit of local residents and visitors.
- Identify acceptable levels of manmade contrast on area landscapes.

### **Objectives:**

- Over the life of the plan management actions will be conducted in a manner that protects scenic values and landscapes through the use of the Visual Management System.
- Use proper design techniques and mitigation measures, future projects and use authorizations under this plan to minimize contrast with the characteristic landscape and not exceed the VRM Management Class Standards.

### **Management Decisions:**

#### **VRM-1**

Manage WSAs as VRM Class I in accordance with BLM IM 2000-096 Use of Visual Resource Management Class I Designation in WSAs.

#### **VRM-2**

Manage Wild segments of any Wild and Scenic Rivers recommended as suitable as VRM Class I.

#### **VRM-3**

Manage Scenic segments of any Wild and Scenic Rivers recommended as suitable as VRM Class II.

#### **VRM-4**

Manage Recreational segments of any Wild and Scenic Rivers recommended as suitable in the same VRM class as surrounding lands.

#### **VRM-5**

Manage Desolation Canyon NHL as VRM Class I.

**VRM-6**

Manage the following acreages, as indicated on Map R-5, for the objectives defined for each VRM class:

- Class I: 598,000 acres
- Class II: 342,000 acres
- Class III: 1,248,000 acres
- Class IV: 291,000 acres.

## **SPECIAL STATUS SPECIES (SSS)**

### **Goals:**

- Maintain, protect, and enhance habitats (including but not limited to designated critical habitat) and actively promote recovery, maintenance, protection, and enhancement of populations and habitats of BLM, non-listed, special status plant and animal species to ensure that actions authorized, funded, or carried out do not contribute to the need for these species to be listed as T&E under the Endangered Species Act (ESA).
- Assist in managing, conserving, and recovering listed threatened and endangered plant and animal species found within the Price planning area, where appropriate.

### **Objectives:**

- Recognize and support the role of the U.S. Fish and Wildlife Service (USFWS) in managing federally listed T&E plant and animal species.
- In consultation with USFWS and Utah Division of Wildlife Resources (UDWR), apply species-specific protective stipulations on federal actions to avoid or minimize adverse effects on federally listed, proposed, or candidate species or suitable habitat for the same species as referenced in Appendix R-4 which includes conservation measures from Section 5 of the Biological Assessment.
- Maintain adequate baseline information regarding the extent of special status species to make informed decisions, evaluate the effectiveness of management actions, and assess progress toward recovery. Implement species-specific conservation measures to avoid or mitigate adverse impacts on known populations and their habitats of BLM special status plant and animal species on BLM-administered lands.
- Advance the conservation of greater sage-grouse and greater sage-grouse habitat in accordance with BLM's *National Sage-Grouse Habitat Conservation Strategy* to avoid contributing to the need to list the greater sage-grouse as a T&E species under the ESA.
- Cooperate with the USFWS, other agencies, and universities to develop plans for federally listed T&E plant and animal species.
- Work with the UDWR to identify and improve special status fish passage and habitat connectivity. Maintain or improve habitat for reintroduction of special status species fish to streams.

### **Management Decisions:**

#### **SSS-1**

As directed by *BLM Manual 6840*, manage habitat for sensitive species in a manner that will ensure that all actions authorized, funded, or carried out by the BLM do not contribute to the need for the species to become listed.

**SSS-2**

Follow guidelines and implement management recommendations presented in species recovery or conservation plans or alternative management strategies developed in consultation with USFWS.

**SSS-3**

Use emergency actions where use threatens known communities of special status plant or animal species.

**SSS-4**

Prohibit surface disturbances that may affect listed species or critical habitat of listed or candidate plants or animals without consultation or conference (ESA, Section 7) between the BLM and USFWS.

**SSS-5**

Continue to work with USFWS and others to ensure that plans and agreements are updated to reflect the latest scientific data.

**SSS-6**

Where possible, implement the conservation actions identified in the *Utah Comprehensive Wildlife Conservation Strategy* (Gorrell et al. 2005), which identifies priority wildlife species and habitats, identifies and assesses threats to their survival, and identifies long-term conservation actions needed, including those on BLM-administered lands.

**Greater Sage-Grouse:**

**SSS-7**

Implement the most current *UDWR Strategic Management Plan for Sage-Grouse* (UDWR 2002 and its future revisions), the *BLM National Sage-Grouse Habitat Conservation Strategy* (BLM, 2004), and recommendations from local sage-grouse working groups to protect, maintain, enhance, and restore greater sage-grouse populations and habitat.

All surface disturbing activities will be prohibited within ½ mile of greater sage-grouse leks on a year-round basis. Oil and gas will be open to leasing subject to major constraints (NSO) (Map R-6).

Allow no surface disturbing or otherwise disruptive activities within two miles of a known greater sage-grouse lek from March 15 to July 15 to protect nesting and brood rearing habitat. Oil and gas leasing will be open subject to a controlled surface use and timing stipulation.

Allow no surface disturbing activities or otherwise disruptive activities within greater sage-grouse in winter habitat from December 1 to March 14. Oil and gas leasing will be open to a controlled surface use and timing stipulation.

See Appendix R-3 for exceptions, modifications, or waivers.

## **FISH AND WILDLIFE (WL)**

### **Goals:**

- Maintain, protect, and enhance fish and wildlife habitats to support natural diversity and to provide healthy, self-sustaining populations of fish and wildlife species; in order to supply recreational, educational, and scientific benefits and opportunities to the public.
- Coordinate with federal, tribal, and State agencies to develop information, strategies, and plans to manage fish and wildlife habitat and facilitate the expansion and enhancement of hunting opportunities.

### **Objectives:**

- Maintain or improve the connectivity and productivity of fish and wildlife habitats to support the UDWR population objectives.
- Provide quality habitat to support the expansion in range of identified, high-priority fish and wildlife species, as appropriate, on BLM-administered lands in the planning area throughout the life of the plan.
- Avoid negative impacts on crucial fish and wildlife habitats. Minimize and/or rectify detrimental impacts on wildlife habitat and populations where management impacts are unavoidable.
- Coordinate with other agencies to manage native and nonnative predatory animals that pose a threat to the health or productivity of ecosystems.
- In concert with UDWR and other agencies, distribute wildlife, wildlife habitat, and recreational (e.g. fishing and hunting) outreach and educational material to the public on an annual basis.
- Coordinate with UDWR to establish and maintain Blue Ribbon fisheries. Current fisheries are maintained at Scofield Reservoir, Huntington Creek, Lower Fish Creek, and Upper Price River.

### **Management Decisions:**

#### **WL-1**

Coordinate predator control with U.S. Department of Agriculture—Animal and Plant Health Inspection Service/Wildlife Services and UDWR as described in the existing memorandum of understanding (MOU) between the BLM and the Animal and Plant Health Inspection Service/Wildlife Services; predator control activities will continue to be conducted by Animal and Plant Health Inspection Service/Wildlife Services.

#### **WL-2**

Continue to recognize and implement, to the extent feasible, UDWR wildlife management plans (and associated revisions) and those of other cooperating agencies. Future plans and agreements

will be considered for implementation on a case-by-case basis through applicable regulatory review.

**WL-3**

Adhere to and use the recommendations found in the BLM Bighorn Sheep Rangewide Management Plan, 1999, as revised; the Utah BLM Statewide Desert Bighorn Sheep Management Plan, 1986, as revised; and the Management of Domestic Sheep in Bighorn Sheep Habitats, 1992, as revised.

**WL-4**

To the extent feasible, and in accordance with EO 13186, incorporate conservation measures as outlined in the *Utah Partners in Flight Avian Conservation Strategy* (Parrish et al. 2002), *Utah Comprehensive Wildlife Conservation Strategy* (Gorrell et al. 2005), and other scientific information into the BLM's ongoing wildlife habitat program.

**WL-5**

Continue existing Habitat Management Plans (HMP). Allow or participate in research of all wildlife species and their habitats.

**WL-6**

The closure of the Gordon Creek Wildlife Management Area and the Desert Lake Waterfowl Management Area to leasing (including oil and gas) will continue (Map R-7).

**WL-7**

Use a full range of mitigation options (including offsite mitigation) when developing mitigation for project-level activities for fish and wildlife habitats.

**WL-8**

In the design of facilities associated with federal actions, incorporate concepts of habitat fragmentation and design those facilities to minimize the potential for increasing habitat fragmentation. Consider collocation of facilities, including utility corridors and oil and gas wells. Minimize the intrusion in wildlife habitats. Minimize road densities by reclaiming redundant roads when new roads access the same general area or when the intended purpose for the roads has been met and they are no longer necessary.

**WL-9**

Maintain, protect, and restore riparian and wetland areas to PFC state (within capability) to achieve a multilayered, diverse, riparian area dominated by either facultative wetland or obligate riparian vegetative communities to support optimum diversity and density of wildlife species (Map R-3).

**WL-10**

Emphasize the use of mechanical, chemical, and biological methods, as well as fire and livestock grazing, to achieve the desired plant community for fish and wildlife habitats.

**WL-11**

Maintain sustainable forage levels for livestock and wildlife.

**WL-12**

Minor adjustments to crucial wildlife habitat boundaries periodically made by the UDWR will be accommodated through plan maintenance.

**WL-13**

Where possible, implement the conservation actions identified in the *Utah Comprehensive Wildlife Conservation Strategy* (Gorrell et al. 2005), which identifies priority wildlife species and habitats, identifies and assesses threats to their survival, and identifies long-term conservation actions needed, including those on BLM-administered lands.

**WL-14**

Big game winter range will be managed to maximize browse production, using kind of livestock and season of use.

**Pronghorn Habitat:**

**WL-15**

Current livestock grazing prescriptions will continue, and where opportunities exist, will be adjusted to enhance forb production on pronghorn ranges.

**Bighorn Sheep Habitats:**

**WL-16**

Changes in kind of livestock from cattle to domestic sheep will be prohibited within 9 miles of currently occupied bighorn sheep (Desert and Rocky Mountain) habitat to provide an adequate buffer zone.

**Gray Canyon Wildland Management Area:**

**WL-17**

The Gray Canyon Wildland Management Area will be managed for wildlife, watershed, and recreation (Map R-7).

- The area will be closed to OHV use except for the Range Creek Jeep Trail, which will be designated for OHV use to the present barricade (T. 17 S., R. 16 E., Section 36, SE1/4SW1/4).
- The Range Creek Allotment will be added to the Gray Canyon Wildland Management Area; however, grazing will not be excluded from the Range Creek Allotment.
- Grazing will be excluded in the rest of the area.

**Forage Allocation:**

**WL-18**

Increase or decrease in available forage will be adjusted on a case-by-case basis to support rangeland health objectives.

**WL-19**

If UDWR acquired additional habitat or forage, or if studies indicated that additional forage was available naturally, the BLM will consider providing forage to support increased population objectives for wildlife.

**Wildlife Habitat Areas:**

**WL-20**

Dates of seasonal closures for surface disturbing activities within all crucial habitats (Map R-8) will be revised and implemented to provide consistency across the entire planning area (Appendix R-3).

**Migratory Bird Habitats:**

**WL-21**

Efforts to comply with EO 13186, Responsibilities of Federal Agencies to Protect Migratory Birds, will be integrated into programs for wildlife management and other resource uses. In addition, the BLM will continue to conserve habitat for all migratory birds and emphasize management of migratory birds listed on the BLM Sensitive Species List, the USFWS current list of “Birds of Conservation Concern” (BCC) (2002, or as updated), and the Partners in Flight (PIF) priority species. As specific habitat needs and population distribution of Sensitive Species, BCC, and PIF priority species are identified, the BLM will use adaptive management strategies to further conserve and avoid impacts on these species.

**WL-22**

Land uses within these priority habitats will be managed to promote regeneration, diverse age class distribution, and preservation or restoration of diverse understory to include forbs, grass, and shrub species.

**Introduction, Transplantation, Augmentation, and Reestablishment of Fish and Wildlife Species:**

**WL-23**

The BLM will continue to cooperate with and provide support to UDWR in reestablishing fish or wildlife species into historic or suitable ranges as determined appropriate through NEPA analysis.

**WL-24**

Introductions or reestablishments of native and naturalized species will be considered through additional NEPA analysis.

**Raptor Habitat:**

**WL-25**

Raptor management will be guided by the use of BMPs for raptors and their associated habitats in Utah (Appendix R-5) using seasonal and spatial buffers and mitigation to maintain and enhance raptor nesting and foraging habitat while allowing other resource uses.

**White-Tailed Prairie Dog Habitat:**

**WL-26**

The BLM will manage land uses within occupied and historic white-tailed prairie dog colonies to preserve the habitat (Map R-9).

**Habitat Manipulation for Fish Population Maintenance, Recovery, and Enhancement:**

**WL-27**

The BLM will coordinate with UDWR to implement habitat improvement efforts to establish fisheries with native and non-native fish species.

## **WILD HORSES AND BURROS (WHB)**

### **Goals:**

- Manage wild horses and burros at appropriate management levels (AML) to ensure a thriving natural ecological balance among wild horse populations, wildlife, livestock, vegetation resources, and other resource values.
- Manage wild horses and burros to achieve and maintain viable, vigorous, and stable populations.
- To the degree possible, maintain, enhance, and perpetuate respective viable herds' distinguishing characteristics (by HMA) that were typical at the time of the passage of the Wild Free-Roaming Horse and Burro Act or that are identified in a management plan.
- Allow introductions of wild horses and burros from other herd areas to maintain genetic viability as long as the horses being introduced have characteristics similar to the horses in the HMA to which they are being introduced.

### **Objectives:**

- Prepare Herd Management Area Plans for the Muddy Creek HMA by 2015.
- Update Herd Management Area Plans for the Range Creek and Sinbad HMAs by 2020.
- Maintain the number of wild horses and burros within established HMAs at AMLs as designated in Herd Management Area Plans.

### **Management Decisions:**

#### **WHB-1**

Manage populations for appropriate age and sex ratios, genetic viability, adaptability, and adoptability as well as to maintain AMLs on established HMAs.

#### **WHB-2**

Allow wild horse and burro research as long as other wild horse and burro program goals are met.

**HMA Boundaries:**

**WHB-3**

HMA boundaries have been adjusted on the Range Creek, Muddy Creek, and Sinbad HMAs to match the natural and manmade barriers that existed when the Wild Free-Roaming Horse and Burro Act was passed in 1971 that separate or restrict wild horse and burro movement (Map R-10).

**Combining/Splitting HMAs (Management of Wild Horses and Burro Herds):**

**WHB-4**

Wild horses and burros will be managed in three HMAs—Range Creek (horses), Muddy Creek (horses), and Sinbad (burros) (Map R-10).

**WHB-5**

The current portion of the Sinbad HMA that supports horses has been combined with the Muddy Creek HMA. The area of the Sinbad HMA that supports burros will remain the Sinbad HMA.

**WHB-6**

The AML in the Robbers Roost HMA will be set at zero. The area will lose its status as an HMA but will maintain herd area status for future management consideration should conditions change.

**Appropriate Management Levels:**

**WHB-7**

The AML will be periodically evaluated and subject to adjustment in HMA plans and Environmental Assessments for gathers based on monitoring data and best science methods.

**WHB-8**

Range Creek HMA; 55,000 acres; 75–125 (horses)

**WHB-9**

Muddy Creek HMA; 283,000 acres; 75–125 (horses)

**WHB-10**

Sinbad HMA; 99,210 acres; 0 (horses); 50–70 (burros)

**WHB-11**

Robbers Roost HMA; 0 acres; 0 (horses)

**Forage Allocation:**

**WHB-12**

3,000 animal unit months (AUMs) will be allocated for wild horses, and 420 AUMs will be allocated for wild burros.

**WHB-13**

Increase or decrease in available forage will be adjusted on a case-by-case basis to support Standards for Rangeland Health.

## **FIRE AND FUELS MANAGEMENT (FIRE)**

### **Goals:**

- Manage fire and fuels to protect life, firefighter safety, property, and critical resource values.
- Reduce the threat of wildfire in the Wildland Urban Interface (WUI).
- Manage fire and fuels, where appropriate, to restore natural systems to their desired future condition, considering the interrelated social and economic components.
- Suppress wildfires to minimize cost considering firefighter and public safety, benefits, and values to be protected, consistent with resource objectives.

### **Objectives:**

- Using Fire Regime Condition Class (FRCC), establish landscape-level fire management initiatives that include a description of areas and the identification of acreages to illustrate where fire suppression actions are warranted; where fire may be restored to the ecosystem through wildland fire use for resource benefit; and where treatments may be used involving prescribed fire and non-fire fuel reduction, maintenance and/or rehabilitation.
- Identify criteria used for establishing fire management priorities.
- Identify resource protection measures for the implementation of fire management initiatives.

### **Management Decisions:**

#### **FIRE-1**

Minimize wildfire size and frequency in sagebrush communities where greater sage-grouse habitat objectives will not be met if fire occurs.

#### **FIRE-2**

To reduce risks and restore ecosystems through fuels management, allow the following fuels management tools throughout the planning area unless otherwise restricted: wildland fire use; prescribed fire; and mechanical, chemical, seeding, and biological actions.

#### **FIRE-3**

As conditions allow, employ the least intrusive fire suppression method over more intrusive methods. For example, wildland fire use is the preferred method of treatment. Where conditions are not appropriate for wildland fire use, prescribed burning will be the preferred method. Where prescribed burning is not feasible, non-fire fuel treatments will become the preferred method of treatment.

## **Wildland-Urban Interface Fire and Fuels Management:**

### **FIRE-4**

Work with partners in the WUI on wildland firefighting, hazardous fuels reduction, fire prevention and education, and technical assistance.

## **Hazardous Fuels Reduction:**

### **FIRE-5**

Use fuel management strategies (e.g., prescribed fire, mechanical, chemical, biological, hand treatments, and wildland fire) to meet desired future conditions.

## **Desired Wildland Fire Conditions (DWFC) :**

### **FIRE-6**

The general DWFC is to have ecosystems that are at a low risk of losing key ecosystem components following wildfire and that function within their historical ecological range. In terms of FRCC, the DWFC outside the WUI will be to trend to a lower FRCC using the least intrusive method possible. When possible, wildland fire use is the preferred method of treatment to move toward FRCC 1; when conditions do not allow wildland fire use, prescribed fire and then non-fire fuel treatments will be considered. Inside the WUI, the general DWFC is to have less potential for values to be threatened by wildland fire, usually through some modification of fuels.

## **Suppression:**

### **FIRE-7**

Wildfire will be managed to protect life, firefighter safety, property, and high-risk resource values within the framework of applicable laws, regulations, and agency policies.

### **FIRE-8**

An appropriate management response will be provided to all wildland fires, emphasizing firefighter and public safety and considering suppression costs, benefits, and values to be protected, consistent with resource objectives, standards, and guidelines. Fire Management Unit objectives, as described in the Moab Fire District FMP, will further guide the appropriate management response.

### **FIRE-9**

In multiple fire situations, fires will be suppressed using the following prioritization criteria:

- Protecting human health and safety
- Protecting WUI areas
- Maintaining existing healthy ecosystems
- Potential to impact sensitive resources, such as:
  - Critical habitat (T&E)
  - Crucial-value wildlife habitat
  - Cultural resources
  - Sensitive riparian areas

- Priority watersheds.
- Potential for social impacts
- Threats to other agency lands (e.g., NPS, USFS, SITLA)

### **Wildland Fire Use Areas:**

#### **FIRE-10**

Specific areas for wildland fire use will be identified in the Moab Fire District FMP. However, wildland fire use could be authorized for all areas except when the following resources and values may be negatively affected and there are no reasonable measures that could be employed to protect such resources and values:

- WUI areas
- Areas that are known to be highly susceptible to post-fire invasion by cheatgrass or noxious weeds
- Important terrestrial and aquatic habitats
- Non-fire adapted vegetation communities
- Sensitive cultural resources
- Areas with high soil erosion hazard
- Air quality Class 1 areas and PM10 non-attainment areas
- Administrative sites
- Developed recreation sites
- Communication sites
- Oil, gas, and mining facilities
- Above-ground utility corridors
- High-use travel corridors such as interstates, railroads, and/or highways

#### **FIRE-11**

The appropriate management response for areas containing these resources or values may be wildland fire use, but measures to protect these values will be necessary to avoid threats to these values. In fire situations where these resources or values will not be affected, wildland fire use might still not be employed because of other conditions, such as weather, personnel availability, or ongoing fire activity.

### **General Restrictions:**

#### **FIRE-12**

Specific resource protection measures for fire management will be identified in the FMP.

### **Prevention and Mitigation:**

#### **FIRE-13**

Unauthorized wildland fire ignitions will be prevented through coordination with partners and affected groups and individuals. The full range of prevention and mitigation activities (e.g., personal contacts, mass media, law enforcement, signing, and defensible space) will be used.

#### **FIRE-14**

Implementation of fire prevention activities will take priority in the following areas:

- WUI areas
- Major travel corridors
- Recreation sites
- Public lands as a whole

#### **Emergency Stabilization and Rehabilitation (ESR) :**

#### **FIRE-15**

ESR efforts will be undertaken to protect and sustain ecosystems, public health, and safety and to help communities protect infrastructure.

#### **FIRE-16**

Definitions of each ESR program and possible actions to guide each program are shown in Appendix R-6.

#### **FIRE-17**

Implementation of post-fire rehabilitation activities will take priority in the following areas:

- Areas that without treatment could pose a threat to life and property
- Areas with potential for invasive species invasion, significant ecosystem alteration (Condition Class 3 areas), and soil stabilization.

#### **Fuels Management Prioritization:**

#### **FIRE-18**

Implementation of fuels management action will take priority in the following areas:

- WUI areas
- Areas with fuel loading that could potentially result in catastrophic wildfires
- Resource improvement areas.

## **NON-WSA LANDS WITH WILDERNESS CHARACTERISTICS (WC)**

### **Goals:**

- Protect, preserve, and maintain wilderness character (appearance of naturalness, outstanding opportunities for solitude and primitive unconfined recreation) of non-WSA lands with wilderness characteristics as determined by BLM inventory maintenance, as appropriate.

### **Objectives:**

- Manage primitive backcountry landscapes for undeveloped character and provide opportunities for primitive recreational activities and experience of solitude, as appropriate.

### **Management Decisions:**

#### **WC-1**

Manage the following 97,100 acres of non-WSA lands with wilderness characteristics areas (Map R-11) for the protection, preservation, and maintenance of their wilderness characteristics:

- Hondu Country (20,000 acres)
- Mexican Mountain (4,200 acres)
- Muddy Creek-Crack Canyon (52,700 acres)
- San Rafael Reef (3,300 acres)
- Wild Horse Mesa (16,900 acres)

#### **WC-2**

Protect, preserve, and maintain the wilderness characteristics in these areas through the following prescriptions:

- VRM Class II
- Limit OHV use and all mechanical travel to designated routes
- The Hondu Country and Muddy Creek/Crack Canyon areas will be open to oil and gas leasing subject to major constraints (NSO)
- The Mexican Mountain, San Rafael Reef, and Wild Horse Mesa will be unavailable to oil and gas leasing
- Closed to activities related to geophysical operations
- Closed to disposal of mineral materials
- Retain public lands in federal ownership
- Avoidance area for ROWs
- Excluded from private or commercial use of woodland products and seed collection.
- Permit maintenance and use of existing facilities, boundary and cherrystem roads.
- Available for range improvements, vegetative and fire treatments and Healthy Lands Initiatives where it meets the goals and objectives for managing these lands.

## **FIRE, DROUGHT, AND NATURAL DISASTERS (FDN)**

### **FDN-1**

Coordinate appropriate management responses with affected parties when natural resources may be affected by fire, drought, insects and diseases, or natural disasters. A variety of emergency or interim actions may be necessary to minimize land health degradations, such as reduced forage allocations; reductions in the number of livestock, wild horses, and/or wildlife; increased mitigation measures to ensure reclamation; and limitations on energy field activities and recreational uses.

### **FDN-2**

Incorporate current Utah BLM *Standards for Rangeland Health*, as appropriate, across all resource programs as a minimum. Management prescriptions in the form of constraints to use, terms and conditions, and stipulations may be needed to sustain rangeland health and viability. Management prescriptions will consider the following:

- **Surface disturbing activities**—These will be closely monitored to ensure compliance with conditions of approval or terms and conditions of authorizations and permits. Action minimizing new surface disturbance, allowed by regulations, and actions ensuring successful reclamation, will be of paramount concern. During periods of drought, the BLM could require additional actions such as changes to standard seed mix compositions, amounts of seed, and method of application. Methods to ensure successful revegetation following disturbance could include hydromulching, installation of drip irrigators, and fencing to exclude ungulate grazing/browsing.
- **Livestock grazing**—Use will be allowed in both quantity and timing that will not result in a downward shift in rangeland health and/or production. The BLM will work cooperatively to effect a grazing strategy specific to a grazing permittee's individual grazing allotment(s) and make changes to the grazing authorizations, as appropriate, within the limits of the existing permit and in accordance with the grazing regulations. In the case of drought, the last recourse for the BLM will be to temporarily close the range, or portions of it, to livestock grazing.
- **Wild horse management**—Use will be allowed within allocations made in the LUP, and overall herd numbers will be confined to management limits established at an appropriate management level. Should conditions be such that the principle of a thriving ecological balance could not be maintained because of climatic conditions, "excess" wild horses will be removed from the range.
- **Wildlife management**—During periods of prolonged dryness or drought to the extent that wildlife ungulate populations cannot be sustained because of competition for water and available forage, and overall animal health is compromised, the BLM will enter into discussions with the UDWR regarding herd numbers and overall management options to combat the effects of drought.
- **Recreation**—During periods of prolonged dryness or drought, the BLM, in cooperation with local and State fire management agencies, will limit campfires to established fire rings or fully contained fires. The last resort will be to close the public lands to campfires of any kind.

- **OHVs**—Off-highway/road vehicle use during periods of prolonged dryness could be further restricted; or, if site-specific conditions warrant, closure to OHVs could be implemented to minimize vehicle-induced injury or damage to rangeland and/or woodland resources and to minimize the potential of spark-caused fires.

## **FORESTRY AND WOODLAND PRODUCTS (FOR)**

### **Goals:**

- Restore and manage forest and woodland ecosystems.
- Provide forest and woodland products (e.g., fuel-wood, timber, posts, pinyon nuts, and Christmas trees) on a sustainable basis.
- Manage the public lands to promote healthy, sustainable forest and woodland ecosystems. Provide forest and woodland products for public and commercial uses in areas that are ecologically suitable and in consideration with other resource values. This will be accomplished through permit sales for firewood, timber, Christmas trees, seed and plant collecting, and pine nut gathering, etc.

### **Objectives:**

- Provide opportunities for seed gathering where and when ecologically feasible.
- Permit commercial uses to improve forest and woodland ecosystem health.
- Develop partnerships among internal programs and outside agencies for forest and woodland management.
- Emphasize public education on forest and woodland health, fire danger, and resource uses.
- Develop a Forest and Woodlands Management Plan (FWMP) for the forest and woodlands in the PFO.

### **Management Decisions:**

#### **FOR-1**

The BLM will write and adopt a FWMP, an activity level plan. Until the plan is adopted, permit commercial harvest of forest and woodland products will be considered on a case-by-case basis.

#### **FOR-2**

Manage the forest and woodlands in accordance with the stated objectives and land use designations. This management will include silvicultural practices, including site preparation, regeneration, stand protection, stand maintenance, pre-commercial thinning (density management) and release, commercial thinning (density management), fertilization, pruning, forest and woodland condition restoration treatments, and salvage.

#### **FOR-3**

Apply BMPs during all ground and vegetation disturbing activities and harvest systems to avoid or minimize adverse impacts on soils.

#### **FOR-4**

Control harvest of forest and woodland products through permitting. Permits will specify area, timing, and type of product according to the prescriptions of the FWMP.

#### **FOR-5**

The FWMP will include treatments necessary for plan implementation, which will be detailed to the extent possible in the plan. Project- and site-specific treatments will be covered in the environmental assessments for each project.

#### **FOR-6**

Identify, maintain, and restore forest and woodland old-growth stands to a pre-fire suppression condition. For this identification, the PFO will adopt the USFS old-growth definitions and identification standards in accordance with the USFS document *Characteristics of Old-Growth Forests in the Intermountain Region (April 1993)*. In instances where the area of application in the previous document does not apply to specific species (for example, *Pinus edulis*), use the document *Recommended Old-Growth Definitions and Descriptions, USDA Forest Service Southwestern Region (Sept. 1992)*.

#### **FOR-7**

A PFO FWMP will be developed and updated as inventory and stand data are collected.

#### **FOR-8**

The FWMP will provide direction to manage forest and woodland ecosystems to restore, maintain, and improve forest and woodland health, diversity, and resilience to insects and disease. Forests and woodlands will be managed for the long term, including maintenance of healthy habitat for plant and animal species. Forest and woodland management will provide for the harvest of forest and woodland products (including timber) where feasible and compatible with restoring, maintaining, or improving ecosystem health as directed by the Price RMP.

#### **FOR-9**

As appropriate, the FWMP will include specific management of noncommercial and commercial woodlands products, as well as of the commercial harvest of timber products.

#### **FOR-10**

The FWMP will include management of forests and woodlands under drought or other temporal or seasonal conditions.

#### **FOR-11**

The FWMP will include silvicultural practices, including site preparation, regeneration, stand protection, stand maintenance, pre-commercial thinning (density management) and release, commercial thinning (density management), fertilization, pruning, forest and woodland condition restoration treatments, and salvage.

**FOR-12**

Commercial harvest of timber and woodland products will be managed as outlined in the FWMP while maintaining forest and woodland health, except where otherwise closed to commercial harvest in management prescriptions specific to WSAs, non-WSA lands with wilderness characteristics, and ACECs (Map R-12).

## **LIVESTOCK GRAZING (GRA)**

### **Goals:**

- Manage the public lands to promote healthy sustainable rangeland ecosystems that provide livestock forage production and allow the development of necessary livestock management facilities for the orderly use of the livestock industry.

### **Objectives:**

- Maintain, restore, and improve public rangelands to meet the *Standards for Rangeland Health*.

### **Management Decisions:**

#### **GRA-1**

Manage grazing and rangeland health according to the *Standards for Rangeland Health* and *Guidelines for Grazing Management for BLM Lands in Utah*, and in 43 CFR 4100 et seq. based on historical use and dependent on the availability of forage and water.

#### **GRA-2**

Based on Taylor Grazing Act guidance that directs that public “land and its resources must be preserved from destruction or unnecessary injury,” temporarily adjust forage allocations as needed during periods of forage depletion caused by severe drought or other natural causes such as fire. Additional guidance is found in the *Standards for Rangeland Health* and *Guidelines for Grazing Management for BLM Lands in Utah*. During times when extreme climatic conditions exist, the BLM will manage and adjust grazing practices to maintain and work toward meeting Standards for Rangeland Health for Public Lands in the PFO, see Appendix R-7.

#### **GRA-3**

Base changes in levels of use or continuance of permitted use on current laws, policy, and monitoring data, and analysis in accordance with NEPA. The analysis process will consider LUP program decision objectives and priorities in relation to livestock grazing and achievement of *Standards for Rangeland Health* on a case-by-case basis.

#### **GRA-4**

Provide for the development and maintenance of range improvement projects and livestock facilities on a case-by-case basis. Construct range improvement projects to BLM specifications. Document access routes for the range improvements in the individual project files.

#### **GRA-5**

Handle voluntary relinquishments of grazing preference, in whole or in part, by a permittee in writing to the BLM, on a case-by-case basis. The BLM will not recognize as valid, relinquishments that are conditional on specific BLM actions, and the BLM will not be bound by them. Relinquished permits and the associated preference will remain available for application

by qualified applicants after the BLM considers whether such actions will meet rangeland health standards and is compatible with achieving land use goals and objectives. Prior to re-issuance of the relinquished permit, the terms and conditions may be modified to meet LUP goals and objectives and/or site specific resource objectives.

Upon relinquishment, determine, through a site-specific evaluation and associated NEPA analysis, whether the public lands involved are better used for other purposes. Grazing may then be discontinued on the allotment through an amendment to the existing LUP or a new LUP effort. Any decision issued concerning discontinuance of livestock grazing is not permanent and may be reconsidered and changed through future LUP amendments and updates.

#### **GRA-6**

Continue livestock forage allocations as noted in Appendix R-8, with 99,520 active AUMs allocated for livestock grazing and 39,701 suspended AUMs, except, if permits on the Green River and Rock Creek Allotments in the Desolation Canyon/Green River Corridor were relinquished, there could be a reduction of up to 710 active AUMs.

#### **Range Creek Allotment:**

#### **GRA-7**

Authorize livestock (cattle and/or horses) grazing within this area on a prescription basis. Grazing will be used as a management tool for the benefit of resource values—watershed, riparian, fisheries, and wildlife. Grazing will also be used to reduce the potential risk of wildland fires because of accumulation of vegetation fine fuel loads.

#### **Desolation Canyon/Green River Corridor (Sand Wash to Swaseys Rapid):**

#### **GRA-8**

Upon voluntary relinquishment of the existing permit and preference for livestock forage allocations in the Green River, and Rock Creek Allotments, the BLM will stop authorizing livestock grazing of the associated forage in these allotments (which comprise Desolation and Gray Canyons below the canyon rim). The forage that had been allocated to livestock will serve the following purposes:

- Vegetation maintenance
- Soil stabilization and erosion reduction
- Additional wildlife habitat protection and reduced competition for available food, space, cover, and water
- Maintenance or enhancement of high-value recreational lands and existing settings and experiences
- Enhancement of values and conditions in the Desolation Canyon NHL.

**Labyrinth Canyon/Green River Corridor (Confluence of San Rafael River to Mineral Bottom):**

**GRA-9**

Grazing will continue in this area as currently allocated, including coordination with Glen Canyon National Recreation Area along the Labyrinth Canyon corridor (beyond Mineral Bottom).

**Chimney Canyon/Hidden Splendor/Muddy (Hondo, Red Canyon, and McKay Flat Allotments):**

**GRA-10**

Set grazing season of use from October 16 to March 31 in the Red Canyon, McKay Flat, and Hondo Allotments with no change in AUMs (cattle numbers will be adjusted to reflect no change in AUMs) for the following reasons:

- Orderly administration of the range
- Vegetation enhancement
- Soil stabilization and erosion reduction
- Additional wildlife habitat protection and reduced competition for available food, space, cover, and water
- Maintenance or enhancement of high-value recreational lands and existing setting and experiences
- Critical riparian area protection.

**Recreation Sites:**

**GRA-11**

Grazing will be closed in developed recreation sites to eliminate recreation-livestock conflicts. Fencing of the recreation area will be required to keep livestock out. Construction and maintenance of fencing to exclude livestock from these sites will be the BLM's responsibility.

**Reallocate AUMs between Wildlife, Wild Horses and Burros, and Livestock:**

**GRA-12**

Increases or decreases in available forage will be adjusted among livestock, wild horses and burros, and wildlife as determined on a case-by-case basis.

**Forage Allocation within Lands Acquired After Adoption of the Price RMP:**

**GRA-13**

Lands acquired after adoption of this plan will be managed consistent with the purposes for which it was acquired or historic use.

**Administrative Access—Maintaining Motorized Vehicle Access for Range Improvement Construction and Maintenance:**

**GRA-14**

Required motorized access for existing and future range projects will be limited to specified routes as identified in the range improvement permitting process.

**GRA-15**

Identification of administrative access routes, including historic and existing routes, to range improvements will be documented in each specific range improvement file as existing range projects are maintained or as new projects are implemented.

## **RECREATION (REC) AND OFF-HIGHWAY VEHICLES (OHV)**

### **Goals:**

- Establish management that provides necessary public services, authentic recreation experience, and opportunity within allowable use levels; minimizes user conflicts; and maintains the healthy ecosystems and settings that provide the basis for recreation opportunity and experience.
- Provide an environment for and encourage entrepreneurial activities that are supportive of the recreation program goals and objectives.

### **Objectives:**

- Manage all SRMAs to provide the benefits, experiences, and opportunities identified for each.
- Use the ROS classification system in SRMAs as a guide to decision making on projects with the potential to alter the physical, managerial, or social settings that create the opportunities and experiences.
- Develop a Recreation Area Management Plan (RAMP) for all designated SRMAs.
- Review and update the Cleveland Lloyd Dinosaur Quarry RAMP.
- Review and update the Desolation and Gray Canyons of the Green River, River Management Plan.
- Use recreation permitting to direct and manage recreation use.

### **Management Decisions:**

## ***RECREATION***

### **REC -1**

Manage recreation generally guided by the *Standards for Rangeland Health* and *Guidelines for Recreation Management for BLM Lands in Utah*. The guidelines describe, in a broad sense, the procedures that should be applied to achieve standards for rangeland health within the recreation program.

### **REC-2**

Portions of the PFO not identified as a SRMA will be identified as an Extensive Recreation Management Area (ERMA). ERMA's will receive only custodial management (which addresses only activity opportunities) of visitor health and safety, user conflict, and resource protection issues with no activity-level planning. Therefore, actions within ERMA's will generally be implemented directly from LUP decisions, such as Special Recreation Permits (SRP) or OHV management decisions. See Appendix R-9 for additional specific recreation management objectives for the PFO ERMA.

**Recreation Activity Prescriptions and Guidance:**

**REC-3**

Allow dispersed camping throughout the PFO without permit, unless otherwise designated by the BLM. Determine and designate areas for dispersed camping and associated access routes with the cooperation of the counties.

**REC-4**

Prohibit rock climbing above or within 300 feet horizontally of cultural sites. Rock climbing activities will be authorized only in areas where there are no conflicts with cliff-nesting raptors.

**REC-5**

Manage developed recreation sites as recommended for withdrawal from mineral entry or as open to oil and gas leasing subject to major constraints (NSO).

**REC-6**

Close developed recreational sites to grazing and include fencing the site in the development plan when appropriate.

**REC-7**

Address non-motorized and motorized recreational trails in activity level plans (e.g., designation and/or development of routes/trail systems, maintenance, how the trails relate to the ERMA, SRMA, and specific RMZs, etc.).

**REC-8**

Allow mountain biking on all routes designated for OHV use and on June's Bottom and Black Dragon Canyon routes and other routes or areas designated for mountain bike use. Designation of additional mountain bike areas or routes will occur through activity plans.

**Developed Recreation Sites:**

**REC-9**

Continue to manage and maintain developed recreation sites. Sites administered by the PFO are Daddy Canyon Recreation Site (RS), Price Canyon RS, Cleveland-Lloyd Dinosaur Quarry, Cedar Mountain RS, Buckhorn Pictograph Panel, San Rafael Bridge RS, Swaseys Cabin RS, Little Wild Horse Canyon RS, Wedge Overlook RS, and Temple Mountain RS. Sites located in other field office areas and maintained by the PFO are Lower Gray Canyon RS, Mineral Bottom RS, and Sand Wash RS.

**REC-10**

Develop new sites in response to user demand, amenity value, and critical resource protection needs.

### **Recreation Opportunity Spectrum (ROS):**

#### **REC-11**

Within SRMAs, manage for Recreation Opportunity Spectrum (ROS), as identified in the ROS inventory (Map R-14). (See Appendix R- 9 for description of ROS settings). Recreation facilities will be developed only in response to resource management needs and will be appropriate to the managerial setting identified for each ROS class.

### **Special Recreation Management Areas (SRMAs) :**

#### **REC-12**

Adjust RMZs identified in this RMP through their respective SRMA activity plan, as necessary.

#### **REC-13**

Designate all SRMAs as special areas (Federal Lands Recreation Enhancement Act [2004]), and if needed, require permits and payment of fees for recreational use (Map R-14). Activity plans will be created or updated for all SRMAs.

#### **REC-14**

Conduct all recreation management activities and developments in the SRMA in support of the individual SRMA goals and objectives.

### **Desolation Canyon SRMA:**

#### **REC-15**

Provide an opportunity for day-use recreation below Nefertiti Rapid. Permits will be issued for guided tours and shuttle and livery services and special area SRPs for noncommercial groups.

#### **REC-16**

Continue to use the existing 1979 *Desolation and Gray Canyons of the Green River River Management Plan* (as amended) as the activity plan for the Desolation Canyon SRMA. Prescriptions that will continue according to this plan will include, but are not limited to, management decisions for:

- Passenger day limitations
- River travel limitations and procedures
- Daily launch limits
- Party size limits
- Waste disposal procedures.

#### **REC-17**

Specific recreation management direction for the Desolation Canyon SRMA is contained in Appendix R-9. This includes direction for the following recreation management components: Market Strategy; Market; Niche; Management Goals; Management Objectives; Primary Activities; Experiences; and Benefits.

**REC-18**

The SRMA boundary will be as shown on Map R-14. (72,700 acres)

**REC-19**

Visitor facilities will be provided for visitor health and safety and resource protection in the Sand Wash Recreation Site and the Lower Gray Canyon RMZ.

**REC-20**

Motorized boating will be restricted to downstream travel only at a wakeless speed. Additional restrictions on motor use in the SRMA will be prescribed in activity plans, with the coordination of interested parties.

**REC-21**

The SRMA will be closed to recreational OHV use except for Sand Wash and Lower Gray Canyon RMZ. The Range Creek Jeep Trail will be designated for OHV use to the present barricade (T. 17 S., R. 16 E., Section 36, SE1/4SW1/4).

**REC-22**

Any additional routes constructed on existing leases for oil and gas will be gated and open for administrative use only unless determined to enhance the SRMA objectives.

**Desolation Canyon SRMA Lower Gray Canyon RMZ:**

**REC-23**

Emphasize facilities development, limiting use to developed sites and reliance on special recreation permittees to provide certain goods and services Map R-15 (1,300 acres).

**Range Creek SRMA:**

**REC-24**

Specific recreation management direction for the Range Creek SRMA is contained in Appendix R-9. This includes direction for the following recreation management components: Market Strategy; Market; Niche; Management Goals; Management Objectives; Primary Activities; Experiences; and Benefits.

**REC-25**

The Range Creek SRMA will be as shown on Map R-14 (40,700 acres).

**REC-26**

To effectively manage the State and federal lands for protection of cultural values in this area, a cooperative management plan is necessary. The BLM will work with the State of Utah to develop common management prescriptions for protection.

**REC-27**

The activity plan for the Range Creek SRMA will be developed in coordination with the State of Utah to ensure consistent management, which may include additional restrictions for the protection of natural resources including cultural.

**REC-28**

The SRMA will include the following management, as well as prescriptions identified in the activity level plan:

- Oil and gas will be open to leasing subject to major constraints (NSO) outside the WSAs
- Excluded for ROW grants
- Closed to OHV use
- Closed to disposal of mineral materials

**REC-29**

Until the activity level plan is finalized, the BLM will implement the State of Utah's interim management where it was more restrictive than management on public lands, which is as follows:

- Closed to mechanical use
- Camping and campfires will not be allowed
- Public access limited to hiking and horseback riding

**Cleveland-Lloyd Dinosaur Quarry SRMA:**

**REC-30**

Close the Cleveland-Lloyd Dinosaur Quarry SRMA to collection of natural products, including paleontological resources, except by permit.

**REC-31**

Develop recreation facilities for visitor safety, convenience, and comfort, and to enhance viewing of paleontological resources and understanding of the scientific processes.

**REC-32**

Permit fires only in BLM-provided fire pits.

**REC-33**

Allow day use of Cleveland-Lloyd Dinosaur Quarry SRMA only and prohibit dispersed camping.

**REC-34**

Prohibit disposal of mineral materials (salable) in Cleveland-Lloyd Dinosaur Quarry SRMA.

**REC-35**

Limit OHV use to designated routes in the Cleveland-Lloyd Dinosaur Quarry SRMA except for permitted scientific or research purposes.

**REC-36**

Specific recreation management direction for the Cleveland-Lloyd Dinosaur Quarry SRMA is contained in Appendix R-9. This includes direction for the following recreation management components: Market Strategy; Market; Niche; Management Goals; Management Objectives; Primary Activities; Experiences; and Benefits.

**REC-37**

The SRMA boundary will be expanded to include approximately 2,800 acres (770-acre ACEC is wholly contained within this area) adjoining private land to the east, as shown on Map R-14.

**Labyrinth Canyon SRMA:**

**REC-38**

Through an MOU, jointly manage use below the high water line of the Green River with the Utah State Division of Forestry, Fire, and State Lands. Permits are required to float the river and are issued as discussed in the SRP section and Appendix R-10: Evaluation Criteria.

**REC-39**

Specific recreation management direction for the Labyrinth Canyon SRMA is contained in Appendix R-9. This includes direction for the following recreation management components: Market Strategy; Market; Niche; Management Goals; Management Objectives; Primary Activities; Experiences; and Benefits.

**REC-40**

The SRMA boundary will be as shown on Map R-14 (34,240 acres).

**REC-41**

An activity plan for the Labyrinth SRMA will be developed to address prescriptions for:

- SRPs
- Camping regulations
- Travel planning including road and trail designations for all uses (e.g., OHV [San Rafael Motorized Route Designation Plan], foot, horse, and mountain bike).
- Carrying capacity

**REC-42**

SRPs will be required for all recreational users within the SRMA. SRPs will be available for commercial tours, shuttle and livery services, organized groups including the Friendship Cruise, and competitive events.

**REC-43**

No facilities will be constructed in ROS Primitive class areas; minimal facilities will be used in semi-primitive non-motorized and semi-primitive motorized class areas and will be used only to protect critical resources.

**REC-44**

Management facilities and presence will be maintained at the Mineral Bottom takeout.

**San Rafael Swell SRMA:**

**REC-45**

The San Rafael SRMA activity plan will consider campfires, fuel wood gathering, pack stock, dispersed camping and associated access routes, vehicle camping, travel planning, and other relevant issues.

**REC-46**

Specific recreation management direction for the San Rafael Swell SRMA is contained in Appendix R-9. This includes direction for the following recreation management components: Market Strategy; Market; Niche; Management Goals; Management Objectives; Primary Activities; Experiences; and Benefits.

**REC-47**

The San Rafael SRMA has been expanded to the Cedar Mountain area, including all of Mexican Mountain WSA, as indicated on Map R-14 (938,500 acres).

**REC-48**

Large group areas will be designated in the San Rafael Swell, developed, and made available through reservation. Large groups could apply for a reservation through a recreation permit process. Large group areas (Map R-16) will include:

- Temple Mountain
- Hidden Splendor
- Buckmaster Draw (near I-70/SR-24)
- South Salt Wash (I-70 Exit 108)
- Juniper (near Exit 131)
- Staker Spring area
- Others as necessary to meet recreation demand and protect resources.

**RMZs in the San Rafael Swell SRMA:**

**REC-49**

Recreation management will focus on sustaining natural resources while meeting social and economic needs. RMZs (Map R-15) will be established to facilitate the provision of recreation amenities. The following areas will be BLM-operated and -maintained RMZs:

- Temple Mountain, Little Wild Horse, Behind the Reef
- Buckhorn, The Wedge, Mexican Mountain
- Head of Sinbad, Swaseys Cabin, Sids Mountain, and the trail system.

**REC-50**

At sites accessed by motor vehicles, visitors will be required to provide their own fuel-wood (Map R-15).

**REC-51**

Gathering wood from standing trees, live or dead, will be prohibited.

**REC-52**

At sites accessed by motor vehicles, campers without a BLM-provided fire grill will be required to use a fire pan to contain the fires, ash, and charcoal.

**REC-53**

Vehicle camping will be allowed only in developed and designated sites.

**REC-54**

Portable toilets will be required at designated campsites that do not have toilet facilities.

**REC-55**

The BLM will retain overall management of RMZs to provide maximum development of recreation opportunities with minimal commercial concessionaire involvement.

**Nine Mile Canyon SRMA:**

**REC-56**

Specific recreation management direction for the Nine Mile Canyon SRMA is contained in Appendix R-9. This includes direction for the following recreation management components: Market Strategy; Market; Niche; Management Goals; Management Objectives; Primary Activities; Experiences; and Benefits.

**REC-57**

The Nine Mile Canyon SRMA will be managed in coordination with the Vernal Field Office according to the *1995 Recreation and Cultural Area Management Plan* except as modified by the management alternatives listed below. Such changes include VRM objectives.

**REC-58**

The Nine Mile Canyon SRMA will be created as indicated on Map R-14 (24,300 Acres).

**REC-59**

The purpose of the Nine Mile Canyon SRMA will be to manage recreation and interpretive activities related to the cultural and historic resources and landscapes in the area.

**REC-60**

Oil and gas will be open to leasing subject to minor constraints (timing limitations, controlled surface use, lease notices), except where the Nine Mile Canyon ACEC overlaps the SRMA. Where this overlap exists in the SRMA, the area will be open to leasing with major constraints (NSO).

**REC-61**

Development will be required to meet VRM II and III objectives (Map R-5).

**REC-62**

ROS class semi-primitive non-motorized areas will be closed to OHV use. No facilities will be located in these areas.

**REC-63**

The remainder of the area will be limited to designated routes, including all BLM and county system roads.

**REC-64**

ROS roaded natural (RN) class areas will contain visitor facilities, directional signage, interpretive materials, and infrastructure to support visitor health and safety, visitor appreciation of cultural resources, and resource protection.

**REC-65**

Private enterprise on private lands in support of public visitation within RN class areas will be encouraged by the BLM.

**REC-66**

The Nine Mile Canyon area will be closed to camping on public lands except for designated areas.

### **Extensive Recreation Management Area (ERMA) :**

#### **REC-67**

Portions of the PFO not identified as a SRMA will be identified as an ERMA. ERMA's will receive only custodial management (which addresses only activity opportunities) of visitor health and safety, user conflict, and resource protection issues with no activity-level planning. Therefore, actions within ERMA's will generally be implemented directly from LUP decisions, such as Special Recreation Permits (SRP) or OHV management decisions. See Appendix R-9 for additional specific recreation management objectives for the PFO ERMA.

#### **REC-68**

The Price Field Office ERMA (1,362,760 acres) will be managed as identified below and as further described in Appendix R-9.

#### **REC-69**

Signs, trails, and facilities will be used to facilitate use and enjoyment of the ERMA.

#### **REC-70**

Summerville/Chimney Rock Trail System/Arapeen Trails System management will include:

- BLM-operated and -maintained site
- Limited entry off Highway 6 and the Castle Dale to Woodside Road
- One staging area off Highway 6 and one near the Rock House/Humbug Road
- When facilities (e.g., restrooms, enhanced parking areas, and loading ramps) are developed, fees will be charged for facility access and use

#### **REC-71**

Sites appropriate for large group events and camping will be designated. Large group areas (Map R-16) will include:

- Mounds Bridge
- Price Recreation Area
- Consumers
- Saleratus
- Hornsilver Gulch Road near Crown Point
- Others as necessary to meet recreation demand and protect resources.

### **Special Recreation Permitting:**

#### **REC-72**

The BLM will issue SRP as a discretionary action subject to NEPA analysis (Appendix R-10). Additionally, commercial SRPs will also be issued to provide a fair return for the commercial use of public lands.

**REC-73**

SRPs will be issued according to established evaluation factors described in Appendix R-10. The factors identified will primarily examine the sensitivity of the proposed site and the nature of the proposed use.

**REC-74**

Competitive events will not be permitted in WSAs.

**REC-75**

The BLM could require permits and/or charge fees in all special areas.

**REC-76**

Vending could be authorized in conjunction with organized events or when the vending is necessary to support resource protection or appropriate recreation use. Vending permits could also be authorized to enhance recreational experience.

**REC-77**

All organized groups of more than 14 people within a WSA and more than 24 people throughout the remainder of the PFO will be required to contact the BLM; however, it is anticipated that most family gatherings could be accommodated without needing to obtain an SRP. Contact by an organized group and the BLM's determination that a permit is not required will be documented in a Letter of Agreement. See Appendix R-10 for criteria the BLM will use to determine whether such groups need an SRP.

**REC-78**

Refer to Appendix R-10 for competitive event SRP criteria.

***OFF-HIGHWAY VEHICLE RECREATION***

**OHV-1**

In preparing RMP designations and implementation-level travel management plans, the BLM will follow policy and regulation authority found at: 43 C.F.R. Part 8340; 43 C.F.R. Subpart 8364; and 43 C.F.R. Subpart 9268.

**OHV-2**

Where the authorized officer determines that OHVs are causing or will cause considerable adverse impacts, the authorized officer shall close or restrict such areas and the public will be notified.

### **OHV-3**

BLM could impose limitations on types of vehicles allowed on specific designated routes if monitoring indicates that a particular type of vehicle is causing disturbance to the soil, wildlife habitat, cultural, or vegetative resources, especially by off-road travel in an area that is limited to designated routes.

### **OHV-4**

OHV use for game retrieval will follow all area and routes designations for OHV use.

### **OHV-5**

OHV recreation will be managed according to the following open, closed, and limited to designated route categories (Map R-17):

- 0 acres open
- 557,000 acres closed
- 1,922,000 acres limited to designated routes

### **OHV-6**

In the areas where OHV use is limited to designated routes, designate routes as follows:

- 606 miles of approved designated routes (shown in blue on Map R-18)
- 670 miles of designated routes carried forward from the *2003 San Rafael Motorized Route Designation Plan* (shown in green on Map R-18).

### **OHV-7**

Areas that were open to cross country OHV use in the San Rafael RMP (1991) have been changed to limited to designated routes. However, due to planning oversight, routes in these areas were not displayed on the route maps in the Draft RMP/EIS and therefore the public was unable to comment on these potential decisions. For this reason, the Proposed RMP does not designate any routes in these areas. Future activity-level planning will consider route designations.

### **OHV-8**

Small open areas for OHV use will be considered. Requests will require review under NEPA and will be considered on a case-by-case basis through a land use plan amendment.

### **OHV-9**

Route designations in the limited to designated category will be periodically reviewed and changes made based on resource conditions, changes in use, and other needs.

## **LANDS AND REALTY (LAR)**

### **Goals:**

- Designate those parcels that are eligible for disposal or preferred for acquisition. Consider land tenure adjustments when in the public interest and to accomplish resource management goals or to meet community, State, county, or ecological needs.
- Make public lands available through ROWs or leases for such purposes as transportation routes, utilities, transmission lines, and communication sites, in coordination with other resource goals.
- Designate utility corridors and appropriate uses within those corridors.
- Allow for development of alternative energy sources while meeting other resource objectives. Consider lands for the development of wind and solar energy resources.

### **Objectives:**

- Develop and maintain a land-ownership pattern that will provide better access for managing and protecting public lands.
- Maximize appropriate disposal actions to help solve problems related to intermixed land-ownership patterns.
- Maintain availability of public lands to meet the habitation, cultivation, trade, mineral development, recreation, and manufacturing needs of external customers and the general public.
- Identify lands for withdrawal to meet federal land-use needs.
- Identify lands for acquisition to meet federal land-use needs.
- Make public lands available to meet the needs for smaller ROWs (e.g., roads or pipelines for oil fields).
- Maintain and acquire public access to meet resource management needs.
- Make public lands available to meet the needs of major ROW customers within designated corridors (e.g., an intrastate pipeline).

## **Management Decisions:**

### **LAR-1**

Transfer only lands out of federal ownership and/or acquire non-federal lands where needed to accomplish important resource management goals or to meet essential community, State, or county needs.

### **LAR-2**

Dispose of lands as specifically identified for lease or disposal under various authorities (FLPMA 203, 206, R&PP).

### **LAR-3**

Prioritize acquisition of lands within special designations, including WSAs and ACECs.

### **LAR-4**

Use access or conservation easements to better manage public lands.

### **LAR-5**

Permit commercial filming on a case-by-case basis subject to a NEPA process.

### **LAR-6**

Manage R&PP lease areas as open to oil and gas leasing subject to major constraints (NSO).

### **LAR-7**

Do not classify, open, or make available any BLM-administered public lands within the planning area for agricultural leasing or agricultural entry under either Desert Land Entry or Indian Allotment for one or more of the following reasons: rugged topography, presence of sensitive resources, lack of water or access, small parcel size, and/or unsuitable soils.

### **LAR-8**

Review any other major land leases on a case-by-case basis subject to a NEPA process.

### **LAR-9**

Give land exchanges with the State of Utah priority consideration to resolve inholdings issues for the following reasons:

- A significant number of State land sections administered by SITLA are scattered throughout the PFO. Many of these State lands are inholdings located within designated resource management areas identified in this RMP. SITLA has indicated its desire to exchange SITLA lands within these BLM management areas for BLM-administered lands elsewhere.
- The BLM recognizes the opportunity for mutually beneficial land tenure adjustments and will apply the RMP land tenure adjustment criteria.

- For legislative land tenure adjustments, all appropriate procedures will be followed consistent with the authorizing legislation.

### **LAR-10**

In accordance with the State of Utah v. Andrus, Oct. 1, 1979 (Cotter Decision), the BLM will grant the State of Utah reasonable access to State lands for economic purposes, on a case-by-case basis.

### **Land Tenure Adjustments:**

### **LAR-11**

Consider land ownership changes on lands not specifically identified in the RMP for disposal or acquisition if the changes are in accordance with resource management objectives and other RMP decisions, determined to be in the public interest, and will accomplish one or more of the following criteria:

- The changes are determined to be in the public interest. The public benefits from land resources coming into public ownership, while accommodating the needs of local and State governments, including the needs for public purposes, community growth, and the economy.
- The changes result in a gain of important manageable resources on public lands such as crucial wildlife habitat, significant cultural sites, mineral resources, water sources, listed species by habitat, and areas key to productive ecosystems.
- The changes ensure public access to lands in areas where access is needed and cannot otherwise be obtained.
- The changes promote more effective management and meet essential resource objectives through land ownership consolidation.
- The changes result in acquisition of lands that serve regional or national priorities identified in applicable policy directives or legislation.
- The changes in federal ownership result in “no net loss” of wetlands and/or riparian areas.

If none of the above criteria are met, proposed land ownership changes will not be approved or will require a plan amendment.

### **LAR-12**

Acquire non-federal lands located within sensitive areas through donation, purchase, or land exchange. Land acquisitions will be negotiated from willing landowners.

### **LAR-13**

Acquire fee title or interest in non-federal lands (e.g., water rights, scenic easements, and greater sage-grouse leks) with priority placed on lands with critical resource values.

### **Disposal of Lands through Sale:**

#### **LAR-14**

Lands identified for potential disposal through sale are identified and listed in Appendix R-11 and Map R-19. All potential disposals through sale must meet the goals and objectives of other resource programs.

#### **LAR-15**

Prohibit disposal of lands by sale unless they are identified for disposal in the RMP or after a plan amendment is completed including those lands as disposal parcels. All sales will be completed through a competitive or modified competitive bid process. Under very rare circumstances, parcels will be sold in a direct sale.

### **Management of Acquired Lands:**

#### **LAR-16**

Manage all lands acquired for the purpose for which they were acquired.

#### **LAR-17**

If specific management prescriptions were not outlined in the acquisition, manage acquisitions in a manner similar to the least restrictively managed adjacent parcel.

### **Withdrawal Areas:**

#### **LAR-18**

Review and propose revocation of inappropriate or unnecessary withdrawals previously identified.

#### **LAR-19**

The following areas (328,600 acres) are currently withdrawn from mineral entry (Maps R-20):

- Oil Shale Withdrawal
- Desert Lake Waterfowl Management Area (BLM mineral estate)
- Sunnyside Watershed Withdrawal
- Water Withdrawals
- Three Rivers Withdrawal

#### **LAR-20**

The following areas will be recommended for withdrawal from locatable mineral entry (these areas cannot be managed as though they were withdrawn until such time as the withdrawal was completed through Secretarial or Congressional action).

- CLDQ>NNL
- ACECs, where recommended in ACEC prescriptions
- Developed recreation sites
- Incorporated municipalities

- Cemeteries
- Carbon County Airport
- Carbon County Recreation Complex
- Carbon County Sanitary Landfill/Transfer Station
- East Carbon sewage lagoons
- Emery County School Complex
- Green River Airport
- Scofield Reservoir
- Olsen Reservoir
- Millsite Reservoir
- Gordon Creek Wildlife Management Area (BLM mineral estate)

### **Utility Corridors:**

#### **LAR-21**

WSAs are utility corridor exclusion areas.

#### **LAR-22**

Designate existing utility corridors, (including the WUG updates to the Western Regional Corridor Study and west-wide energy corridors designated pursuant to the Energy Policy Act of 2005 and studied in an interagency Programmatic EIS) and additional corridors subject to physical barriers and sensitive resource values (Map R-21).

#### **LAR-23**

All utility corridors within the PFO are designated for any size utility and transportation uses needed. The corridors are 1 mile in width crossing any BLM-administered public lands. These approved corridors will be the preferred location for future major linear ROWs that meet the following criteria:

- Pipelines with a diameter greater than 16 inches
- Transmission (not distribution) lines with a voltage capacity of 69 kV or greater
- Significant conduits requiring a permanent width greater than 50 feet

#### **LAR-24**

Any new utility corridors will require a plan amendment.

#### **LAR-25**

In development of new utility corridors, avoidance areas will include (Map R-22):

- Dry Lake Archaeological District ACEC
- Interstate 70 ACEC
- Muddy Creek ACEC
- San Rafael Canyon ACEC
- Segers Hole ACEC
- The five non-WSA lands with wilderness characteristics managed to protect, preserve, and

maintain their wilderness characteristics.

#### **LAR-26**

In development of new utility corridors, exclusion areas will include (Map R-22):

- Range Creek SRMA
- Big Flat Tops ACEC
- Bowknot Bend ACEC
- Rock Art ACEC
- San Rafael Reef ACEC
- Heritage Sites ACEC

#### **Issuance of ROWs:**

#### **LAR-27**

WSAs are ROW exclusion areas.

#### **LAR-28**

Additional ROWs will be granted consistent with RMP goals and objectives.

#### **LAR-29**

Preference for communication ROWs will be given to applications using existing designated communication sites (e.g., Cedar Mountain and Bruin Point). Existing communication management plans prescriptions will be adhered to.

#### **LAR-30**

In development of new discretionary ROWs, avoidance areas will include (Map R-22):

- Dry Lake Archaeological District ACEC
- Interstate 70 ACEC
- Muddy Creek ACEC
- San Rafael Canyon ACEC
- Segers Hole ACEC
- The five non-WSA lands with wilderness characteristics managed to protect, preserve, and maintain their wilderness characteristics.

#### **LAR-31**

In development of new discretionary ROWs, exclusion areas will include (Map R-22):

- Range Creek SRMA
- Big Flat Tops ACEC
- Bowknot Bend ACEC
- Rock Art ACEC
- San Rafael Reef ACEC
- Heritage Sites ACEC

### **Wind Energy Development:**

#### **LAR-32**

Any wind energy exploration and development will be subject to a site-specific NEPA analysis. Wind energy development is granted under a ROW. The BLM will consider proposals for ROWs for wind energy exploration and development on a case-by-case basis.

#### **LAR-33**

The BLM will encourage wind energy development in areas where impacts on vegetation coverage and other resources will be minimized.

#### **LAR-34**

The BLM will not permit wind energy development in NSO areas or areas unavailable to leasing for oil and gas, VRM Class I and II areas, and migratory bird breeding habitat and raptor nesting complexes.

#### **LAR-35**

The BLM will not permit wind energy development in the five non-WSA lands with wilderness characteristics managed to protect, preserve, and maintain their wilderness characteristics

### **Solar Energy Development:**

#### **LAR-36**

Any solar energy exploration and development will be subject to a site-specific NEPA analysis. Solar energy development will be granted under an ROW. The BLM will consider proposals for ROWs for solar energy exploration and development on a case-by-case basis.

#### **LAR-37**

The BLM will encourage solar energy development in areas where impacts on vegetation and other resources will be minimized through appropriate mitigation measures because of inherent properties of the site.

#### **LAR 38**

The BLM will not permit solar energy development in NSO areas, areas unavailable to oil and gas leasing, and VRM Class I and II areas.

#### **LAR-39**

The BLM will not permit solar energy development in the five non-WSA lands with wilderness characteristics managed to protect, preserve, and maintain their wilderness characteristics.

**Areas for Special Consideration:**

**LAR-40**

The Woodside Cemetery will remain closed to any additional burials in accordance with BLM policy for burial on public lands.

**LAR-41**

The BLM will seek transfer of the Woodside Cemetery through sale, exchange, or R&PP to a qualified entity that will then manage and maintain the cemetery.

**MINERALS AND ENERGY RESOURCES (MIN): LEASABLE MINERALS (MLE), LOCATABLE MINERALS (MLO), AND SALABLE MINERALS AND MINERAL MATERIALS (MSA)**

**Goals:**

- Provide opportunities for mineral exploration and development under the mining and mineral leasing laws subject to legal requirements to protect other resource values.
- Provide mineral materials needed for community and economic purposes.
- Identify areas that will require special mineral management to manage salable mineral permitting and development, mining claim location, prospecting and mining operations on BLM-administered lands within the planning area in a manner that will not cause undue and unnecessary degradation and will minimize impacts on other resources.
- Support the need for domestic energy resources by managing and conserving the mineral resources without compromising the long-term health and diversity of public lands.

**Objectives:**

- Maintain coal leasing, exploration, and development within the planning area while minimizing impacts to other resource values.
- Maintain opportunities for the collection of subsurface geological (geophysical) data to aid in the exploration of oil and gas resources.
- Maintain opportunities to lease other solid leasable minerals while minimizing impacts to other resource values.
- Manage oil and gas leasing, exploration and development while minimizing impacts to other resource values.

**Management Decisions:**

***MINERAL AND ENERGY RESOURCES***

**MIN-1**

Review the withdrawal created under EO 5327, April 15, 1930, and Public Land Order 4522, September 13, 1968, in Utah, Wyoming, and Colorado. The oil shale lands were originally withdrawn from all disposition (including oil shale leasing) pending evaluation and classification. Later, orders allowed leasing for oil and gas and sodium. Before any oil shale can be leased, the withdrawal must be lifted. The BLM will review this withdrawal and recommend modification, retention, and revocation of the oil shale withdrawal. In the meantime, the withdrawal will continue and the area will remain available for leasing in accordance with the RMP. About 171,000 acres of low potential and moderate oil shale potential areas (Map R-23) in the northeast corner of the PFO will remain within an oil shale withdrawal.

## **MIN-2**

In accordance with an UDEQ-DAQ letter dated June 6, 2008, (see Appendix R-12) requesting implementation of interim nitrogen oxide control measures for compressor engines; BLM will require the following as a Lease Stipulation and a Condition of Approval for Applications for Permit to Drill:

- All new and replacement internal combustion oil and gas field engines of less than or equal to 300 design-rated horsepower must not emit more than 2 gms of NOx per horsepower-hour. This requirement does not apply to oil and gas field engines of less than or equal to 40 design-rated horsepower.
- All new and replacement internal combustion oil and gas field engines of greater than 300 design rated horsepower must not emit more than 1.0 gms of NOx per horsepower-hour.

### **Abandoned Mine Lands:**

## **MIN-3**

Use the following criteria to establish physical safety hazard program priorities:

- Abandoned Mine Lands physical safety program's highest priority will be cleaning up those Abandoned Mine Lands sites where (a) a death or injury has occurred, (b) the site is situated on or in immediate proximity to developed recreation sites and areas with high visitor use, and (c) upon formal risk assessment, a high or extremely high risk level is indicated.
- Abandoned Mine Lands will be factored into future recreation management area designations, land use planning assessments, and all applicable use authorizations.
- The site is currently listed or is eligible for listing in the Abandoned Mines Module of the Protection and Response Information System.
- Abandoned Mine Lands hazards should be, to the extent practicable, mitigated, or remediated on the ground during site development.

## **MIN-4**

Use the following criteria to establish water-quality-based Abandoned Mine Lands program priorities:

- The State has identified the watershed as a priority based on (a) one or more water laws or regulations, (b) threat to public health or safety, and (c) threat to the environment.
- The project reflects a collaborative effort with other land-managing agencies.
- The project will be funded by contributions from collaborating agencies.

## **MIN-5**

These priorities listed in MIN-4 will be maintained and updated as needed in the State abandoned mine lands strategy.

## ***LEASABLE MINERALS (MLE)***

### **MLE-1**

Consider any geothermal leasing, plan of operations for exploration, or application for development on a case-by-case basis.

### **Coal:**

### **MLE-2**

Map R-24 shows areas that will be available for further coal leasing considerations.

### **MLE-3**

Use the coal unsuitability determinations as identified in Appendix R-13. WSAs will be unsuitable for future consideration for coal leasing, but other areas will be suitable for leasing, with other restrictions.

### **Conflicts in Areas with Oil, Gas, or Coalbed Natural Gas as well as Coal Resource Potential:**

### **MLE-4**

The BLM will identify the priority energy resource in conflict areas to promote safe and efficient extraction of energy resources.

### **Oil, Gas, and Coalbed Natural Gas:**

### **MLE-5**

The BLM has identified LUP leasing allocations for all lands within the PFO. In addition, the Proposed RMP describes specific lease stipulations (Appendix R-3) that apply to a variety of different resources including raptors, greater sage-grouse, and big game habitat, as well as program-related Best Management Practices (Appendix R-14) that may be applied on a case-by-case, site-specific basis to prevent, minimize, or mitigate resource impacts (Map R-8).

### **MLE-6**

Review all lease parcels prior to lease sale. If the PFO determines that new resource data information or circumstances relevant to the decision is available at the time of the lease review that warrants changing a leasing allocation or specific lease stipulation, the PFO will make appropriate changes through the plan maintenance or amendment process. PFO may also apply appropriate conditions of approval at the permitting stage to ensure conformance with the LUP and all applicable law, regulation, and policy.

### **MLE-7**

Allow leasing of oil and gas on lands within the PFO with oil shale/tar sands potential only for conventional oil and gas and coalbed natural gas. Oil shale/tar sands will be specifically excluded from the lease. This RMP will be amended upon completion of the Programmatic EIS for oil shale and tar sands resources leasing on lands administered by the BLM in Utah, Colorado, and Wyoming (Map R-23).

### **MLE-8**

Acknowledge future development potential for coal resources in areas where coalbed natural gas development is taking place.

### **MLE-9**

Oil and gas leasing management will be conducted shown on Map R-25.

- Areas open to leasing subject to the standard terms and conditions of the lease form (1,161,000 acres)
- Areas open to leasing subject to moderate constraints (timing limitations; CSU, and lease notices) (467,000 acres)
- Areas open to leasing subject to major constraints (NSO) (282,000 acres)
- Areas unavailable to leasing (569,000 acres)

The combination of all restrictions on oil and gas development is shown of Map R-26.

### **MLE-10**

The Federal Onshore Oil and Gas Leasing Reform Act of 1987 closed lands within BLM WSAs to oil, gas, or geothermal leasing (30 USC 226-3(a)2).

### **MLE-11**

Incorporated municipalities are not available for Federal mineral leasing as established in 43 CFR 3100-3(a)(2)(iii) and 3100-3(b)(2)(ii).

## **Geophysical Operations Under 43 CFR 3150:**

### **MLE-12**

Geophysical operations will be allowed consistent with existing regulations for geophysical exploration, except in the five non-WSA lands with wilderness characteristics managed in this alternative, which will be closed to activities related to geophysical operations.

## ***LOCATABLE MINERALS (MLO)***

### **MLO-1**

Locatable minerals are those minerals that can be obtained by locating and perfecting mining claims under the General Mining Law of 1872.

### **MLO-2**

In addition to the 328,600 acres currently withdrawn, 92,700 acres will be recommended for withdrawal from locatable mineral entry (Map R-20). See Lands and Realty - Withdrawal Areas.

### **MLO-3**

Locatable minerals will be managed according to the 43 CFR 3809 Surface Management regulations and the 43 CFR 3715 Use and Occupancy regulations.

## ***SALABLE MINERALS AND MINERAL MATERIALS (MSA)***

### **MSA-1**

Areas that will be closed for mineral materials disposal are indicated on Map R-27 (820,000 acres).

## **SPECIAL DESIGNATIONS: WILDERNESS STUDY AREAS (WSA)**

### **Goals:**

- Manage WSAs in accordance with the BLM's *Interim Management Policy for Lands Under Wilderness* review (H-8550-1).

### **Objectives:**

- Manage WSAs in a manner that does not to impair the suitability of such areas for preservation as wilderness.
- Grazing, mining, and mineral lease uses that existed before or on October 21, 1976, may continue in the same manner and degree, subject to IMP. Recognize valid existing rights. These uses will be regulated to ensure they will not cause unnecessary or undue degradation of WSA lands as required by section 302(b) of FLPMA.

### **Management Decisions:**

#### **WSA-1**

Continue to manage all WSAs (Map R-28) according to the *Interim Management Policy for Lands Under Wilderness Review* (BLM Handbook H-8550-1) until legislation is enacted to either designate the areas as wilderness or release them for uses other than wilderness. The only decisions related to WSA management made in this plan are VRM and OHV designations.

#### **WSA-2**

Within the area managed by the PFO there are two areas, one about 5,370 acres contiguous to the San Rafael Reef WSA and an area totaling 315 acres contiguous to Crack Canyon WSA, that were studied as boundary variations during the wilderness review mandated by the Congress in FLPMA Sections 603(a) and (b). These lands were addressed in the *Utah BLM Statewide Wilderness Final EIS* (November 1990) and were recommended for congressional wilderness designation in the Utah Statewide Wilderness Study Reports (October 1991), and were therefore BLM Administratively Endorsed as WSAs. This recommendation was forwarded by the President of the United States to the Congress in 1993. Continue to manage the lands in a manner that does not impair their suitability for congressional designation in accordance with FLPMA Section 603(c). Subject to valid existing rights, only consider case-by-case actions where it is determined that wilderness suitability will not be adversely affected.

#### **WSA-3**

Where routes will remain available for motorized use within WSAs (Sids Mountain), continue such use on a conditional basis. Use of the existing authorized routes in the WSA ("ways" when located within WSAs) could continue as long as the use of these routes does not impair wilderness suitability, as provided by the Interim Management Policy (IMP) (BLM 1995). If the Congress designates the area as wilderness, the routes may be closed, unless otherwise specified by Congress. In the interim, if use and/or non-compliance are found through monitoring efforts

to impair the area's suitability for wilderness designation, the BLM will take further action to limit use of the routes or close them. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.

#### **WSA-4**

OHV area designations in WSA will be as follows (Map R-17):

- 0 acres open
- 512,960 acres closed
- 14,000 acres limited to designated routes.

#### **WSA-5**

In the areas where OHV use is limited to designated routes, designate four routes (46 miles of routes) within the Sids Mountain WSA (Map R-18).

#### **WSA-6**

Designate all WSAs as VRM Class I.

#### **WSA-7**

Should any WSA, in whole or in part, be released from wilderness consideration, such released lands will be managed in accordance with the goals, objectives, and management prescriptions established in this RMP, unless otherwise specified by Congress in its releasing legislation. The BLM will examine proposals in the released areas on a case-by-case basis but will defer all actions that are inconsistent with RMP goals, objectives, and prescriptions until it completes a land use plan amendment.

## **SPECIAL DESIGNATIONS: AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACEC)**

### **Goals:**

- Identify and manage areas as ACECs where special management attention is required to protect and prevent irreparable damage to important historic, cultural, or scenic values; and fish and wildlife and botanical resources.

### **Objectives:**

- Manage ACECs to protect the relevant and important values for which each area was established.

### **Management Decisions:**

The following 13 ACECs are designated comprising 208,555 acres (Map R-29).

#### **Big Flat Tops ACEC—Relevant and Important Values: Relict Vegetation:**

##### **ACEC-1**

Rationale: Contains an isolated relict plant community that remains unaltered by human intervention or domestic livestock grazing.

The area will be maintained as an ACEC (190 acres) according to the following special management prescriptions:

- Unavailable to oil and gas leasing
- Closed to the disposal of mineral materials
- Recommended for withdrawal from locatable mineral entry
- Excluded from ROW grants
- Excluded from private or commercial use of woodland products except for limited onsite collection of downed dead wood for campfires
- Closed to livestock use
- Excluded from land treatment and range improvements except for test plots and facilities necessary for study of relict and near-relict plant communities
- VRM Class I
- Closed to OHV use
- Subject to fire suppression activities with special conditions

**Bowknot Bend—Relevant and Important Values: Relict Vegetation:**

**ACEC-2**

Rationale: Contains an isolated relict plant community that remains unaltered by human intervention (e.g., domestic livestock grazing).

The area will be managed as an ACEC (1,100 acres) with the following special management prescriptions (The portion of the Bowknot Bend ACEC that is overlain by the Horseshoe Canyon (North) WSA will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Unavailable oil and gas leasing
- Closed to the disposal of mineral materials
- Recommended for withdrawal from locatable mineral entry
- Excluded from ROW grants
- Excluded from private or commercial use of woodland products except for limited onsite collection of downed dead wood for campfires
- Closed to livestock use
- Excluded from land treatment and range improvements except for test plots and facilities necessary for study of relict and near-relict plant communities
- Closed to OHV use
- VRM Class I
- Subject to fire suppression activities with special conditions

**Dry Lake Archaeological District ACEC—Relevant and Important Values:  
Cultural:**

**ACEC-3**

Rationale: Dry Lake Archaeological District has a multitude of apparently undisturbed single-episode lithic scatters, as well as other site types such as lithic procurement, shelters, and campsites. It is one of the most likely locations for finding Paleo-Indian sites, the rarest site type in Utah.

The area will be managed as an ACEC (18,000 acres) with the following special management prescriptions:

- Block cultural surveys will be required before all surface disturbing activities within the ACEC
- Oil and gas will be open to leasing subject to major constraints (NSO)
- Open to mineral entry with notice or plan of operations

- Avoided for ROW grants

In addition, the following general management prescriptions will be included:

- Open to disposal of mineral materials
- Open to land treatments and range improvements
- Limit OHV use to designated routes
- Subject to fire suppression as identified in the FMP

### **Interstate 70 ACEC—Relevant and Important Values: Scenic:**

#### **ACEC-4**

Rationale: Scenic quality “A” in the BLM’s VRM inventory system passing through the San Rafael Swell and bounded on the east by the San Rafael Reef.

The ACEC (33,100 acres) will be managed with the following special management prescriptions (The portion of the Interstate 70 ACEC that is overlain by the San Rafael Reef, Devils Canyon, and Sids Mountain WSAs will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Oil and gas will be open to leasing subject to major constraints (NSO)
- Closed to the disposal of mineral materials
- Open to mineral entry with notice or plan of operations
- Avoided for ROW grants
- Excluded from land treatment
- Excluded from private and commercial use of woodland products except for limited onsite collection of downed dead wood for campfires
- VRM Class I

In addition, the following general management prescriptions will include:

- Open to range improvements
- Limit OHV use to designated routes
- Subject to fire suppression activities as identified in the FMP

**Muddy Creek ACEC—Relevant and Important Values: Cultural, Historic, and Scenic:**

**ACEC-5**

Rationale: Landscape is panoramic with few visual boundaries, such as Hondu Arch and Tomsich Butte.

Manage the area as an ACEC (25,000 acres) with the following special management prescriptions (The portion of the Muddy Creek ACEC that is overlain by the Muddy Creek WSA will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Oil and gas will be open to leasing subject to major constraints (NSO)
- Closed to disposal of mineral materials
- Open to mineral entry with notice or plan of operations
- Avoided for ROW grants
- Excluded from land treatments
- Excluded from private and commercial use of woodland products
- VRM Class I
- Firewood collection not allowed in the ACEC

In addition, the following general management prescriptions will include:

- Open to range improvements
- Limit OHV use to designated routes
- Subject to fire suppression as identified in the FMP

**Rock Art ACEC—Relevant and Important Values: Cultural:**

**ACEC-6**

Rationale: These sites are some of the best examples of prehistoric rock art in the Colorado Plateau.

Change the name from “Pictographs ACEC” to “Rock Art ACEC.”

The existing ACEC will be maintained (Black Dragon, Head of Sinbad, Rochester/Muddy Petroglyphs, and Lone Warrior); however, the following sites will be managed as part of the Rock Art ACEC (5,300 acres): Sand Cove Spring, King’s Crown, Short Creek, Dry Wash, North Salt Wash, Molen Seep, Big Hole, Cottonwood Canyon, Wild Horse Canyon, and Grassy Trail. (The portion of the Rock Art ACEC that is overlain by the Mexican Mountain and San Rafael

Reef WSAs will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Archaeological inventories and test excavations will be required before site improvements or a designated route decision.

Manage with the following special management prescriptions:

- Oil and gas will be open to leasing subject to major constraints (NSO)
- Closed to disposal of mineral materials
- Recommended for withdrawal from locatable mineral entry
- Excluded for ROW grants
- Excluded from range improvements and land treatments except for watershed control structures where these will protect cultural resource values
- Immediate areas around panels closed to livestock use
- Excluded from private and commercial use of woodland products except for limited onsite collection of downed dead wood for campfires

In addition, the following general management prescriptions will include:

- Limit OHV use to designated routes
- Subject to fire suppression activities as identified in the FMP

### **San Rafael Canyon ACEC—Relevant and Important Values: Scenic:**

#### **ACEC-7**

Rationale: The San Rafael River has cut a channel creating what is known as the “Little Grand Canyon” as viewed from the Wedge. The Black Boxes are world renowned.

Manage the area as an ACEC (15,200 acres), combining the upper, middle and lower portions of the existing ACEC, the excluding those portions within the WSAs (which will eliminate most of the upper and lower portions).

Manage with the following special management prescriptions:

- Oil and gas will be open to leasing subject to major constraints (NSO)
- Closed to disposal of mineral materials
- Open to mineral entry with notice or plan of operations
- Avoided for ROW grants
- Excluded from private and commercial use of woodland products except for limited onsite collection of downed dead wood for campfires

- Closed to livestock grazing within Buckhorn Draw
- Excluded from land treatments and range improvements unless used to protect or improve riparian values
- VRM Class II.

In addition, the following general management prescriptions will include:

- Limit OHV use to designated routes
- Subject to fire suppression activities as identified in the FMP.

### **San Rafael Reef ACEC—Relevant and Important Values: Scenic and Vegetation:**

#### **ACEC-8**

Rationale: Unique for its vegetation and scenic values. Relict vegetation communities are found throughout the steeply dipping cuestas on the back side of the reef. There are few views within the reef that do not involve a panoramic scene into a deeply cut canyon or an enclosed view dominated by a vertical red sandstone wall or tremendous fin.

Manage the area as an ACEC, combining the North and South portions of the existing ACEC (72,000 acres), with the following special management prescriptions (The portion of the San Rafael Reef ACEC that is overlain by the San Rafael Reef WSA will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Unavailable to leasing for oil and gas
- Closed to disposal of mineral materials
- Recommended for withdrawal from locatable mineral entry
- Excluded from ROW grants
- Excluded from private or commercial use of woodland products except for limited onsite collection of downed dead wood for campfires
- Excluded from land treatments and range improvements except for water control structures where these will protect scenic values
- VRM Class I

In addition, the following general management prescriptions will include:

- Limit OHV use to designated routes
- Subject to fire suppression as identified in the FMP

**Segers Hole ACEC—Relevant and Important Values: Scenic:**

**ACEC-9**

Rationale: Scenic quality “A” in the BLM’s VRM inventory and bordered by the Chimney on the north and east and by the Moroni Slopes on the south and west.

Manage the area as an ACEC (7,120 acres) with the following special management prescriptions (The portion of the Segers Hole ACEC that is overlain by the Muddy Creek WSA will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Oil and gas will be open to leasing subject to major constraints (NSO)
- Closed to disposal of mineral materials
- Open to mineral entry with notice or plan of operations
- Avoided for ROW grants
- Open to range improvements with special conditions
- Excluded from land treatments
- Excluded from private and commercial use of woodland products except for limited onsite collection of downed dead wood for campfires
- VRM Class I
- Subject to fire suppression activities with special conditions

In addition, the following general management prescriptions will include:

- Limit OHV use to designated routes

**Nine Mile Canyon—Relevant and Important Values: Cultural:**

**ACEC-10**

Rationale: This area holds significant prehistoric archaeological resources. Nine Mile Canyon is known to contain the country’s highest concentration of rock art panels, remnants of the prehistoric Archaic, Fremont, and Ute cultures. About 80 percent of the known sites are rock art. This ACEC is within the BLM Vernal and Price Field Offices.

Manage the area as an ACEC (26,200 acres). Special management prescriptions will include:

- Oil and gas will be open to leasing subject to major constraints (NSO)
- Split estate will be open to oil and gas leasing subject to minor constraints (CSU)
- VRM Class II and III in selected areas as indicated on Map R-5

- Utility corridor will be allowed as shown on Map R-21

In addition, the following general management prescriptions will include:

- Limit OHV use to designated routes
- Open to disposal of mineral materials
- Oil and gas development in the Nine Mile Canyon ACEC will be permitted after compliance with the NHPA

**Cleveland-Lloyd Dinosaur Quarry—Relevant and Important Values:  
Paleontological:**

**ACEC-11**

Rationale: The Cleveland-Lloyd deposit is unique in itself. The Cleveland-Lloyd bone deposit is the densest concentration of Jurassic dinosaur bones in the world. This area also contains the world's largest collection of fossils of a large meat-eating dinosaur (*Allosaurus fragilis*) yet found.

Manage the area as an ACEC (770 acres). The ACEC will be managed with the following special management prescriptions:

- Will be managed for protection and scientific use and public interpretation and education of the paleontologic resources
- Collection of fossils will be allowed to those with a valid BLM-issued paleontological use permit
- Closed to all public access without authorization. Note: Paid use fee will be considered authorization
- Mountain bikes and OHV use to be allowed on designated routes
- Camping will not be allowed
- The construction of facilities to be allowed for research, visitor safety, convenience, resource interpretation, and comfort
- Closed to disposal of mineral materials
- Recommended for withdrawal from mineral entry
- Collection of non-renewable resources such as fossils, rocks, mineral specimens, common invertebrate fossils, semiprecious gemstones, petrified wood, and mineral materials will not be allowed, per applicable law, policy, and regulation.
- Hiking to be allowed only on developed interpretive trails; hiking off trails to be allowed for guided tours offered by BLM staff

- Unavailable to oil and gas leasing within the NNL boundary. Oil and gas will be open to leasing subject to major constraints (NSO) outside the NNL boundary and within the ACEC

### **Heritage Sites—Relevant and Important Values: Historic:**

#### **ACEC-12**

Rationale: Includes several sites associated with the early historic uses on the public lands in Emery County including Wilsonville, Shepherds End, Smith Cabin, Hunt Cabin, Copper Globe, Temple Mountain, and Swaseys Cabin.

Manage these areas as an ACEC (1,485 acres) with the following special management prescriptions:

- Firewood collection not allowed in the ACEC
- Oil and gas will be open to leasing subject to major constraints (NSO)
- Recommended for withdrawal from locatable mineral entry except Temple Mountain will be open to mineral entry with notice or plan of operation
- Closed to disposal of mineral materials
- Excluded from ROW grants
- Excluded from land treatments and range improvements except for watershed control structures where these will protect historic values
- VRM Class II

### **Uranium Mining Districts—Relevant and Important Values: Historic:**

#### **ACEC-13**

Rationale: These sites include Tidwell Draw, Hidden Splendor, Little Susan, and Lucky Strike Mining Districts. The potential ACEC includes several significant mining sites associated with the development of uranium as part of U.S. efforts during the escalation of the cold war during the 1950s.

Manage these areas as an ACEC (3,470 acres) with the following special management prescriptions (The portion of the Uranium Mining Districts ACEC that is overlain by the Crack Canyon WSA will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.):

- Closed to firewood collection in the ACEC
- Closed to livestock use
- Oil and gas will be open to leasing subject to major constraints (NSO)
- Open to mineral entry with notice or plan of operations

- No disturbance of historic structures until the historic features have been recorded and oral history has been conducted

In addition, the following general management prescriptions will include:

- Open to disposal of mineral materials

## **SPECIAL DESIGNATIONS: WILD AND SCENIC RIVERS (WSR)**

### **Goals:**

- To the extent of the BLM's authority (limited to BLM lands within the corridor), maintain the free-flowing character, preserve or enhance the outstandingly remarkable values, and allow no activities within the river corridor that will alter the tentative classification of those segments determined suitable for congressional designation for inclusion in the National Wild and Scenic River System.

### **Objectives:**

- Review all eligible rivers to determine suitability for Congressional designation into the National Wild and Scenic Rivers System.
- Apply appropriate management decisions that will protect the tentative classifications of wild, scenic, or recreational suitable river segments.

### **Management Decisions:**

#### **WSR-1**

Any eligible segment not determined to be suitable will receive no special protection specifically for its free-flowing values, outstandingly remarkable values, and tentative classifications.

#### **WSR-2**

The BLM will not seek additional water rights for management of the Green River as a wild and scenic river. Therefore, recommendation of river segments as suitable will not affect adjudicated water rights for any of the identified segments. Management for the noted river segment corridors will not assert a federal reserved water right.

#### **WSR-3**

BLM will work with the State of Utah, local and tribal governments, and other federal agencies, in a state-wide study, to reach consensus regarding recommendations to Congress for the inclusion of rivers in the National Wild and Scenic Rivers System. Besides applying consistent criteria across agency jurisdictions, the joint study will avoid piece-mealing of river segments in logical watershed units in the state. The study will evaluate, in detail, the possible benefits and effects of designation on the local and state economies, agricultural and industrial operations and interests, outdoor recreation, natural resources (including the outstandingly remarkable values for which the river was deemed suitable), water rights, water quality, water resource planning, and access to and across river corridors within, and upstream and downstream from the proposed segments(s). Actual designation of river segments will only occur through congressional action or as a result of Secretarial decision at the request of the Governor in accordance with provisions of the Wild and Scenic Rivers Act (the Act). BLM will work with the State, local and tribal governments, and the agencies involved to coordinate its decision making on wild and scenic river issues and to achieve consistency wherever possible.

#### **WSR-4**

The BLM recognizes that water resources on most river and stream segments within the State of Utah are already fully allocated. Before stream segments that have been recommended as suitable under this RMP are recommended to Congress for designation, BLM will continue to work with affected local, state, federal, and tribal partners to identify in-stream flows necessary to meet critical resource needs, including values related to the subject segments(s). Such quantifications will be included in any recommendation for designation. The BLM will then seek to jointly promote innovative strategies, community-based planning, and voluntary agreements with water users, under State law, to address those needs.

#### **WSR-5**

Should designations occur on any river segment as a result of Secretarial or congressional action, existing rights, privileges, and contracts will be protected. Under Section 12 of the Act, termination of such rights, privileges, and contracts may happen only with the consent of the affected non-federal party. A determination by the BLM of eligibility and suitability for the inclusion of rivers on public lands to the Wild and Scenic Rivers System does not create new water rights for the BLM. Federal reserved water rights for new components of the Wild and Scenic Rivers System are established at the discretion of Congress. If water is reserved by Congress when a river component is added to the Wild and Scenic Rivers System, it will come from water that is not appropriated at the time of designation, in the amount necessary to protect features which led to the river's inclusion into the system. BLM's intent will be to leave existing water rights undisturbed and to recognize the lawful rights of private, municipal, and state entities to manage water resources under state law to meet the needs of the community. Federal law, including Section 13 of the Act and the McCarren Amendment (43 USC 666), recognizes state jurisdiction over water allocation in designated streams. Thus, it is BLM's position that existing water rights, including flows apportioned to the State of Utah interstate agreements and compacts, including the Upper Colorado River Compact, and developments of such rights will not be affected by designation or the creation of the possible federal reserved water right. BLM will seek to work with upstream and downstream water users and applicable agencies to ensure that water flows are maintained at a level sufficient to sustain the values for which affected river segments were designated.

#### **WSR-6**

Protective management will apply to BLM lands along suitable river segments with 62 miles tentatively classified as Wild, 60 miles as Scenic, and 8 miles as Recreational (Map R-30).

Specific management prescriptions for each suitable segment are identified below:

Any portion of a suitable segment (Wild, Scenic, or Recreational) that is overlain by a WSA will be managed in accordance with the IMP, where the IMP is more restrictive than the prescriptions below.

The prescriptions below reflect the least restrictive level of management that is applied to the entire segment, although more restrictive management may apply to portions of the segment due to overlap from other management prescriptions.

**Green River:**

County line near Nine Mile Creek to Chandler Canyon (Desolation Canyon)

Suitable—Wild

- Oil and gas leasing: NSO
- OHV category: Closed
- VRM designation: Class I

Chandler Creek to Florence Creek (Desolation Canyon)

Suitable—Scenic

- Oil and gas leasing: Unavailable
- OHV category: Closed
- VRM designation: Class I

Florence Creek to Nefertiti boat ramp (Desolation and Gray Canyons)

Suitable—Wild

- Oil and gas leasing: Unavailable
- OHV category: Closed
- VRM designation: Class I

Nefertiti boat ramp to Swaseys boat ramp

Suitable—Recreational

- Oil and gas leasing: Unavailable
- OHV category: Closed
- VRM designation: Class I

Confluence with San Rafael River to Canyonlands National Park Suitable—Scenic

- Oil and gas leasing: NSO
- OHV category: Limited to designated routes
- VRM designation: Class II

## **SPECIAL DESIGNATIONS: NATIONAL TRAILS AND BACKWAYS (TRA)**

### **Goals:**

- Manage the Old Spanish Trail National Historic Trail (OST) for long-term heritage, recreational, and educational values.
- Manage National Landmarks to maintain or enhance the values for which they were designated.

### **Objectives:**

- Develop and maintain an OST Plan within five years from signature of the ROD.
- Manage public lands to maintain or enhance the recreational opportunities associated with byways and backways for the purposes for which they were designated.

### **Management Decisions:**

#### **Old Spanish Trail (Public Law 107-325) :**

##### **TRA-1**

Work with the NPS planning team in the development of a comprehensive management plan for the National Historic Trail (Map R-31).

##### **TRA-2**

The BLM will co-administer the OST in partnership with the National Park Service.

##### **TRA-3**

Prepare an Activity (Trail) Plan for the OST to identify specific on-the-ground actions that will be taken to implement the goal and objectives of the Trail plan.

##### **TRA-4**

Evaluate the OST for inclusion on the National Register of Historic Places. Nominate Trail sites and segments for inclusion in the Register where appropriate.

##### **TRA-5**

Segments of the OST will be identified and classified for historic integrity and condition. These segments will then be designated for appropriate types of travel.

##### **TRA-6**

SRPs on the OST will be authorized only for heritage tours and reenactments

**Old Spanish Trail: Lost Springs Wash/Trail Springs Wash Segment (13 miles total, 11 miles on BLM):**

**TRA-7**

Preserve the historic character of the landscape much as it existed at the time the trail was in use (1829–1848) while providing for recreation opportunities and other resources values.

Manage this segment as follows:

- Work with Utah State Parks and Recreation, Green River City, Emery County, Native American Tribes, and other interested parties to provide interpretive, educational, and recreation opportunities for this segment
- Retain public lands; acquire State inholdings
- Manage primarily for non-motorized recreation uses
- Limit OHV use to designated routes
- VRM Class III (existing)
- Oil and gas will be open to leasing subject to major constraints (NSO)
- Closed to mineral materials (sand and gravel) sales
- Avoid ROWs except where the designated corridor crosses the trail
- Authorize SRPs only for heritage tours and reenactments in this segment
- Consider ROS inventory in preparing the activity plan for this segment

**Old Spanish Trail: Green River Crossing (via Cottonwood Wash) to Big Flat Segment (43 miles total, 31 miles on BLM)**

**TRA-8**

Preserve the historic character of the landscape much as it existed at the time the trail was in use (1829–1848) while providing for recreation opportunities and other resources values.

Manage this segment as follows:

- Work with Utah State Parks and Recreation, Green River City, Emery County, Native American Tribes, and other interested parties on providing interpretive, educational, and recreation opportunities for this segment
- Retain public lands; acquire State inholdings
- Limit OHV use to designated routes
- Manage for motorized recreation uses
- Manage for VRM objectives (overlaps VRM Classes I, II, and III)
- Oil and gas will be open to leasing subject to minor constraints (timing limitations, CSU,

lease notices) (Map R-25)

- ROWs allowed within the designated corridor
- Consider ROS inventory in preparing the activity plan for this segment.

**Old Spanish Trail: Big Flat to Walker Flat (Emery/Sevier County Line)  
Segment (67 miles total, 26 miles on BLM):**

**TRA-9**

Manage this segment as follows:

- Work with Utah State Parks and Recreation, Green River City, Emery County, Native American Tribes, and other interested parties on providing interpretive, educational, and recreation opportunities for this segment
- Limit OHV use to designated routes
- Manage for motorized recreation uses
- ROWs allowed within the designated corridor.
- Manage for VRM objectives in areas open to oil and gas leasing subject to minor constraints (Map R-25) (these areas of overlap are VRM Class III).

**National Scenic Byways and National Scenic Backways:**

**TRA-10**

Issue no SRPs for vending on scenic byways and backways. Commercial activities will be directed to communities along the routes.

**TRA-11**

Work with local communities and other groups to foster heritage tourism throughout the PFO.

**Nine Mile Canyon State Scenic Backway/BLM Backcountry Byway:**

**TRA-12**

Manage the Nine Mile Canyon State Scenic Backway/BLM Backcountry Byway to protect and preserve the prehistoric and historic values that contribute to the landscape for which the byway was established.

**Dinosaur Diamond National Scenic Byway (Including Previous Designations  
of Dinosaur Diamond Prehistoric Highway and Indian Canyon):**

**TRA-13**

The Dinosaur Diamond National Scenic Byway was established for its intrinsic natural values.

**TRA-14**

Promote public appreciation of and education on the paleontological resources found along the Dinosaur Diamond Byway.

**TRA-15**

Use the byway to provide a variety of heritage recreational opportunities related to paleontological, cultural, and historic values at sites along the byway including:

- Cleveland-Lloyd Dinosaur Quarry
- Nine Mile Canyon
- Buckhorn Panel

**TRA-16**

Cooperate with the interpretive plan as completed by the Dinosaur Diamond Cooperative Partnership.

**TRA-17**

Install additional directional signage for visitor convenience and safety.

**Huntington/Eccles Canyons Energy Loop National Scenic Byway:**

**TRA-18**

Manage the small portion of this byway in the PFO in accordance with the USFS Byway Management Plan.

**Wedge Overlook/Buckhorn Draw State Scenic Backway:**

**TRA-19**

Protect natural values and scenery in the corridor.

**Dinosaur Quarry/Cedar Overlook State Scenic Backway:**

**TRA-20**

Adhere to appropriate recreation management implemented by the Scenic Byway Committee to the extent possible according to the goals and objectives outlined in the Proposed RMP.

**Temple Mountain/Goblin Valley Road State Scenic Backway:**

**TRA-21**

Adhere to appropriate recreation management implemented by the Scenic Byway Committee to the extent possible according to the goals and objectives outlined in the Proposed RMP.

**National Landmarks:**

**TRA-22**

Manage the Desolation Canyon NHL for heritage tourism under the prescriptions of the Desolation and Gray Canyons of the Green River Management Plan, SRMA, WSA, and suitable WSR segment (Map R-32).

**TRA-23**

Manage the Cleveland-Lloyd Dinosaur Quarry NNL under the prescriptions of the SRMA and ACEC (Map R-32).

## **TRANSPORTATION (TRV)**

### **Goals:**

- Upgrade and construct roads to provide essential access for resource management purposes.
- Continue to support Carbon and Emery counties and the State of Utah in providing a network of roads across public lands.

### **Objectives:**

- Develop and maintain a Transportation Plan within 5 years of the approval of the RMP.

### **Management Decisions:**

#### **TRV-1**

Manage the transportation system in accordance with maintenance agreements with Carbon and Emery counties.

#### **TRV-2**

Periodically review and update maintenance agreements with Carbon and Emery counties.

#### **TRV-3**

Allow for reasonable access to non-BLM-managed lands within the PFO.

#### **TRV-4**

To reduce road density, maintain connectivity, and reduce habitat fragmentation, continue to require reclamation of redundant road systems or roads that no longer serve their intended purpose.

#### **TRV-5**

In cooperation with the State of Utah and counties, install direction, informational, regulatory, and interpretive signs at appropriate locations throughout the area in conformance with recreation, visual, engineering, and safety objectives.

#### **TRV-6**

Continue to use the following existing and currently used backcountry airstrips for noncommercial and limited commercial use. Extended commercial use will require an ROW authorization. Any closure of an existing airstrip will be accomplished through consultation with the Federal Aviation Administration, the Utah Division of Aeronautics, and affected user groups and authorization holders on a case-by-case basis:

- Peter's Point
- Mexican Mountain
- Cedar Mountain
- Hidden Splendor
- Tavaputs Ranch.

**TRV-7**

Allow aircraft to use existing backcountry airstrips and allow minimal maintenance of the airstrips to ensure pilot and passenger safety.

## **HEALTH AND SAFETY (HAZ)**

### **Goals:**

- Keep public lands free from unauthorized hazardous material (HazMat) generation or storage.

### **Objectives:**

- Educate the public in HazMat release prevention.
- Prohibit HazMat production and storage on BLM-administered lands.
- Work with other agencies in rapid response to HazMat releases.

### **Management Decisions:**

#### **HAZ-1**

Conduct management of hazardous materials, substances, and waste (including storage, transportation, and spills) in compliance with applicable federal, state, and local law, regulation, and policy, including but not limited to 29 CFR 1910, 49 CFR 100-185, 40 CFR 100-400, Comprehensive Environmental Response Compensation and Liability Act (CERCLA), Resource Conservation and Recovery Act (RCRA), Superfund Amendment Reauthorization Act (SARA), Toxic Substances Control Act (TSCA), and the Clean Water Act (CWA).

#### **HAZ-2**

Implement hazardous materials management through the PFO, State BLM, and national contingency plans.

#### **HAZ-3**

For BLM-authorized activities that involve presence or use of hazardous materials, apply precautionary measures to guard against releases or spills into the environment.

#### **HAZ-4**

Prohibit hazardous materials disposal sites within the PFO.

#### **HAZ-5**

Two Formerly Used Defense Sites (FUDS) have been identified on public lands within the PFO. No Unexploded Ordinance (UXO) sites have been identified. One of the FUDS was never used (Haddon Flat); the other was used and has been inspected and cleared of munitions (Buckhorn Wash). The U.S. Army Corps of Engineers is responsible for inspection, clearance, and sealing of these sites.

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## GLOSSARY

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**Active Lek:** Any lek that has been attended by male Greater sage-grouse during the strutting season. Presence can be documented by observation of birds using the site or by signs of strutting activity.

**Active Use:** Current authorized use, including livestock grazing and conservation use. Active use may constitute a portion or all of permitted use. Active use does not include temporary nonuse or suspended use of forage within all or a portion of an allotment.

**Activity Plan:** Site-specific plan which precedes actual development. This is the most detailed level of BLM planning.

**All-Terrain Vehicle (ATV):** A wheeled or tracked vehicle, other than a snowmobile or work vehicle, designed primarily for recreational use or for the transportation of property or equipment exclusively on undeveloped road rights of way, open country or other unprepared surfaces.

**Allotment:** An area of land where one or more livestock operators graze their livestock. Allotments generally consist of BLM lands but may also include other federally managed, state owned, and private lands. An allotment may include one or more separate pastures. Livestock numbers and periods of use are specified for each allotment.

**Animal Unit Month (AUM):** A standardized measurement of the amount of forage necessary for the sustenance of one cow unit or its equivalent for 1 month. Approximately 800 pounds of forage.

**Appropriate Management Response:** Any specific action suitable to meet Fire Management Unit objectives. Typically, the appropriate management response spans a spectrum of tactical options (from monitoring to intensive management actions). The appropriate management response is developed by using Fire Management Unit strategies and objectives identified in the Fire Management Plan.

**Area of Critical Environmental Concern (ACEC):** Areas within the public lands where special management attention is required to: (1) protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or (2) protect life and safety from natural hazards.

**Authorized Officer:** The Federal employee who has the delegated authority to make a specific decision.

**Avoidance Areas:** Areas with sensitive resource values where rights-of-way leases, and easements will be strongly discouraged. Authorization made in avoidance areas will have to be compatible with the purpose for which the area was designated and not is otherwise feasible on lands outside the avoidance area.

**Backcountry Byways:** Vehicle routes that traverse scenic corridors using secondary or back country road systems. The type of road and vehicle needed to travel the byway defines national backcountry byways.

**Best Management Practices (BMPs):** A suite of techniques that guide, or may be applied to, management actions to aid in achieving desired outcomes. Best management practices are often developed in conjunction with land use plans, but they are not considered a land use plan

decision unless the land use plan specifies that they are mandatory. They may be updated or modified without a plan amendment if they are not mandatory.

**Big Game:** Large species of wildlife that are hunted, such as elk, deer, bighorn sheep, and pronghorn antelope.

**Biological Assessment:** The gathering and evaluation of information on proposed endangered and threatened species and critical habitat and proposed critical habitat. Required when a management action potentially conflicts with endangered or threatened species, the biological assessment is the process through which federal agencies enter into formal consultation with the U.S. Fish and Wildlife Service (USFWS) and describe a proposed action and the consequences to the species the action will affect.

**Candidate Species:** Any species included in the Federal Register notice of review that are being considered for listing as threatened or endangered by the U.S. Fish and Wildlife Service.

**Casual Use:** Mining activities that only negligibly disturb federal lands and resources. Casual use generally includes the collecting of geochemical, rock, soil, or mineral specimens using hand tools, hand panning, and nonmotorized sluicing. It also generally includes use of metal detectors, gold spears, and other battery-operated devices for sensing the presence of minerals, and hand battery-operated dry washers. Casual use does not include use of mechanized earth-moving equipment, truck-mounted drilling equipment, suction dredges, motorized vehicles in areas designated as closed to off-road vehicles, chemicals, or explosives. It also does not include occupancy or operations where the cumulative effects of the activities result in more than negligible disturbance.

**Closed:** Generally denotes that an area is not available for a particular use or uses; refer to specific definitions found in law, regulations, or policy guidance for application to individual programs.

**Code of Federal Regulations (CFR):** The official, legal tabulation or regulations directing federal government activities.

**Conditions of Approval:** Conditions or provisions (requirements) under which an Application for a Permit to Drill or a Sundry Notice is approved.

**Conformance:** That a proposed action shall be specifically provided for in the land use plan or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved land use plan.

**Conservation Agreement:** A formal signed agreement between the U.S. Fish and Wildlife Service or National Marine Fisheries Service and other parties that implements specific actions, activities, or programs designed to eliminate or reduce threats or otherwise improve the status of a species. CA's can be developed at a State, regional, or national level and generally include multiple agencies at both the State and Federal level, as well as tribes. Depending on the types of commitments the BLM makes in a CA and the level of signatory authority, plan revisions or amendments may be required prior to signing the CA, or subsequently in order to implement the CA.

**Conservation Strategy:** A Strategy outlining current activities or threats that are contributing to the decline of a species, along with the actions or strategies needed to reverse or eliminate such a decline or threats. Conservation strategies are generally developed for species of plants and animals that are designated as BLM Sensitive species or that have been determined by the Fish and Wildlife Service or National Marine Fisheries Service to be Federal candidates under the Endangered Species Act.

**Consistency:** The proposed land use plan does not conflict with officially approved plans, programs, and policies of tribes, other federal agencies, and State and local governments to the extent practical within federal law, regulation, and policy.

**Contiguous:** Lands or legal subdivisions having a common boundary; lands having only a common corner are not contiguous.

**Cooperating Agency:** Assists the lead Federal agency in developing an Environmental Analysis or Environmental Impact Statement. The Council on Environmental Quality regulations implementing NEPA defines a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA. Any tribe of Federal, State, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency.

**Corridor:** A wide strip of land within which a proposed linear facility could be located.

**Council on Environmental Quality (CEQ):** An advisory council to the President of the United States established by the national Environmental Policy Act of 1969. It reviews Federal programs for their effect on the environment, conducts environmental studies, and advises the president on environmental matters.

**Critical Habitat. For listed species:** Consists of 1) the specific areas within the geographical area occupied by the species, at the time it is listed in accordance with the provisions of section 4 of the Endangered Species Act, on which are found those physical or biological features (constituent elements) a) essential to the conservation of the species and b) which may require special management considerations or protection; and 2) specific areas outside the geographical area occupied by the species at the time it is listed in accordance with the provisions of section 4 of the Endangered Species Act upon a determination by the Secretary that such areas are essential for the conservation of the species. Designated critical habitats are described in 50 CFR§ 17 and 226.

**Crucial Habitat.** Habitat on which a species depends for survival because there are no alternative ranges or habitats available.

**Crucial Winter Habitat (Range):** Parts of the habitat necessary to sustain a wildlife population at critical periods of its life cycle. This is often a limiting factor on the populations, such as breeding habitat, winter habitat, etc.

**Cryptobiotic (Cryptogrammic) Soils:** Biological communities that form a surface layer or crust on some soils. These communities consist of cyanobacteria (blue-green bacteria), micro fungi, mosses, lichens, and green algae and perform many important functions, including fixing nitrogen and carbon, maintaining soil surface stability, and preventing erosion. Crypto biotic crusts also influence the nutrient levels of soils and the status and germination of plants in the desert. These crusts are slow to recover after severe disturbance, requiring 40 years or more to recolonize even small areas.

**Cultural Resources:** Nonrenewable elements of the physical and human environment including archeological remains (evidence of prehistoric or historic human activities) and sociocultural values traditionally held by ethnic groups (sacred places, traditionally utilized raw materials, etc.).

**Cultural Site:** Any location that includes prehistoric and/or historic evidence of human use or that has important sociocultural value.

**Cumulative Impact:** The impact on the environment that results from the incremental impact of the action when added to other past, present, or reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions. Cumulative

impacts can result from individually minor but collectively significant actions taking place over a period of time.

**Current Habitat:** habitat currently occupied by a species during the development of the plan.

**Desired Condition:** Description of those factors, which should exist within ecosystems both to maintain their survival and to meet social and economic needs.

**Discretionary Closure:** Those lands where the BLM has determined that fluid minerals leasing, even with the most restrictive stipulations, will not adequately protect other resources, values, or land uses.

**Dispersed/Extensive Recreation:** Recreation activities of an unstructured type, which are not confined to specific locations such as recreation sites. Example of these activities may be hunting, fishing, off-road vehicle use, hiking, and sightseeing.

**Disturbance Area:** Area of influence around a disturbance causing a change in animal behavior such as: leaving the area, increased stress, abandoning young, not breeding, and aberrant behavior.

**Drought:** Drought is a protracted period of deficient precipitation resulting in extensive damage to crops, resulting in loss of yield.

**Easement:** A right afforded a person or agency to make limited use of another's real property for access or other purposes.

**Endangered Species:** A plant or animal species whose prospects for survival and reproduction are in immediate jeopardy, as designated by the Secretary of the Interior, and as is further defined by the Endangered Species Act.

**Environmental Assessment (EA):** A concise public document that analyzes the environmental impacts of a proposed federal action and provides sufficient evidence to determine the level of significance of the impacts.

**Environmental Impact Statement (EIS):** A detailed written statement required by the National Environmental Policy Act when an agency proposes a major federal action significantly affecting the quality of the human environment.

**Erosion:** The wearing away of the land surface by running water, wind, ice, or other geological agents.

**Exception:** A one-time exemption to a lease stipulation that is determined on a case-by-case basis.

**Exclusion Area:** Areas with sensitive resource values where rights-of-way , leases, and easements will not be authorized.

**Extensive Recreation Management Area (ERMA):** An area where significant recreation opportunities and problems are limited and explicit recreation management is not required. Minimal management actions related to the BLM's stewardship responsibilities are adequate in these areas.

**Fawning Habitat:** an area where big game animals usually give birth during a specific time of year.

**Federal Land Policy and Management Act of 1976 (FLPMA):** Public Law 94-579. October 21, 1976, often referred to as the BLM's "Organic Act," which provides the majority of the BLM's legislated authority, direction, policy, and basic management guidance.

**Federal Register:** A daily publication, which reports Presidential and Federal Agency documents.

**Fire Management Plan:** A strategic plan that defines a program to manage wild land and prescribed fires and documents the fire management program in the approved land use plan; the

plan is supplemented by operational procedures such as preparedness plans, preplanned dispatch plans, prescribed fire plans, and prevention plans.

**Floodplain:** The relatively flat area or lowlands adjoining a body of standing or flowing water, which has been or might be covered by floodwater.

**Fluid Minerals:** Oil, gas, coalbed natural gas, and geothermal resources.

**Fossil:** Mineralized or petrified form from a past geologic age, especially from previously living things.

**Geographic Information System (GIS):** A computer system capable of storing, analyzing, and displaying data and describing places on the earth's surface.

**Goal:** A broad statement of a desired outcome. Goals are usually not quantifiable and may not have established time frames for achievement.

**Grazing System:** The manipulation of livestock grazing to accomplish a desired result.

**Guidelines:** Actions or management practices that may be used to achieve desired outcomes, sometimes expressed as best management practices. Guidelines may be identified during the land use planning process, but they are not considered a land use plan decision unless the plan specifies that they are mandatory.

**Habitat:** A specific set of physical conditions that surround a species, group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

**Habitat Fragmentation:** The disruption (by division) of extensive habitats into smaller habitat patches. The effects of habitat fragmentation include loss of habitat area and the creation of smaller, more isolated patches of remaining habitat.

**Herd Area:** An area where wild horses existed in 1971.

**Herd Management Area (HMA):** Public land under the jurisdiction of BLM that has been designated for special management emphasizing the maintenance of an established wild horse herd.

**Herd Management Area Plan (HMAP):** An action plan that prescribes measures for the protection, management, and control of wild horses and burros and their habitat on one or more herd management areas, in conformance with decisions made in approved management framework or resource management plans.

**Historic Habitat:** habitat occupied by a species prior to the development of this plan.

**Impact:** A modification of the existing environment caused by an action. These environmental consequences are the scientific and analytical basis for comparison of alternatives. Effects may be either direct, which are caused by the action and occur at the same time and place, or indirect, which are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable, or cumulative.

**Implementation Decisions:** Decisions that take action to implement land use plan decisions. They are generally appealable to Interior Board of Land Appeals.

**Implementation Plan:** A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies best management practices to meet land use plan objectives. Implementation plans are synonymous with "activity" plans. Examples of implementation plans include interdisciplinary management plans, habitat management plans, and allotment management plans.

**Indian Tribe:** Any Indian group in the conterminous United States that the Secretary of the Interior recognizes as possessing tribal status.

**Instant Study Area (ISA):** One of the 55 primitive and natural areas formally identified by BLM through a final action published in the *Federal Register* before November 1, 1975. FLPMA required an accelerated wilderness review of these areas.

**Interdisciplinary Team:** A group of individuals with different training, representing the physical sciences, social sciences, and environmental design arts, assembles to solve a problem or perform a task. The members of the team proceed to a solution with frequent interaction so that each discipline may provide insights to any stage of the problem and disciplines may combine to provide new solutions. The number and disciplines of the members preparing the plan vary with circumstances. A member may represent one or more disciplines or BLM program interests.

**Intermittent Stream:** A stream that flows only at certain times of the year when it receives water from springs or from some surface source such as melting snow.

**Lambing Habitat:** An area where bighorn sheep deliver and nurse young during a specific time of year.

**Land Use Allocation:** The identification in a land use plan of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the planning area, based on desired future conditions.

**Land Use Plan:** A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of land-use-plan-level decisions developed through the planning process, regardless of the scale at which the decisions were developed.

**Land Use Plan Decision:** Establishes desired outcomes and the actions needed to achieve them. Decisions are reached using the BLM planning process. When they are presented to the public as proposed decisions, they can be protested to the BLM Director. They are not appealable to Interior Board of Land Appeals.

**Leasable Minerals:** Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920. They include coal, phosphate, sulphur, potassium, and sodium minerals, and oil, gas, and geothermal.

**Lease:** (1) A legal document that conveys to an operator the right to drill for oil, gas; (2) the tract of land, on which a lease has been obtained, where producing wells and production equipment are located.

**Lease Notice:** Provides more detailed information concerning limitations that already exist in law, lease terms, regulations, and operational orders. A Lease Notice also addresses special items the lessee will consider when planning operations, but does not impose new or additional restrictions.

**Lease Stipulation:** A modification of the terms and conditions on a standard lease form at the time of the lease sale.

**Lek:** An assembly area where birds, especially sage grouse, carry on display and courtship behavior.

**Limited Roads and Trails Designation:** Designated areas where the use of off-road vehicles is subject to restrictions, such as limiting the number or types of vehicles allowed, dates and times of use (seasonal restrictions), and limiting all use to designated roads and trails. Under the designated roads and trails designation, use will be allowed only on roads and trails that are signed for use. Combinations of restrictions are possible, such as limiting use to certain types of vehicles during certain times of the year.

**Locatable Minerals:** Minerals subject to exploration, development, and disposal by staking mining claims as authorized by the Mining Law of 1872, as amended. This includes deposits of gold, silver, and other uncommon minerals not subject to lease or sale.

**Management Decision:** A decision made by the BLM to manage public lands. Management decisions are made on both land use plan decisions and implementation decisions.

**Management Opportunities:** A component of the analysis of the management situation; actions or management directions that could be taken to resolve issues or management concerns.

**Mechanized Travel:** Travel by use of a machine, either motorized or non-motorized.

**Mineral Entry:** The filing of a claim on public land to obtain the right to any minerals it may contain.

**Mineral Estate:** The ownership of minerals, including rights necessary for access, exploration, development, mining, ore dressing, and transportation operations.

**Mineral Materials:** Materials such as common varieties of sand, stone, building stone, gravel, and clay that are not obtainable under the mining or leasing laws but that can be acquired under the Mineral Materials Act of 1947, as amended. These are also called salable minerals.

**Mineral Reserves:** Known mineral deposits that are recoverable under present conditions but are as yet undeveloped.

**Mineral Withdrawal:** A formal order that withholds federal lands and minerals from entry under the Mining Law of 1872 and closes the area to mineral location (staking mining claims) and development.

**Mining Claim:** A parcel of land that a miner takes and holds for mining purposes, having acquired the right of possession by complying with the Mining Law of 1872, as amended, and local laws and rules. A single mining claim may contain as many adjoining locations as the locator may make or buy.

**Mitigation Measures:** Methods or procedures that reduce or lessen the impacts of an action.

**Modification:** A change to the provisions of a lease stipulation that is either temporary or for the term of the lease.

**Multiple Use:** The management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the lands for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some lands for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long term needs of future generations for renewable and nonrenewable resources, including but not limited to, recreation, range, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the lands and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or greatest unit output.

**National Environmental Policy Act of 1969 (NEPA):** An act that encourages productive and enjoyable harmony between man and his environment and promotes efforts to prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; enriches the understanding or the ecological systems and natural resources important to the Nation, and establishes the Council on Environmental Quality.

**National Wild and Scenic Rivers System:** A system of nationally designated rivers and their immediate environments that have outstanding scenic, recreational, geologic, fish and wildlife, historic, cultural, and other similar values and are preserved in a free-flowing condition. The system consists of three river classifications: (1) recreation-rivers or sections of rivers that are readily accessible by road or railroad and that may have some development along their shorelines and may have undergone some impoundments or diversion in the past, (2) scenic-rivers or sections of rivers free of impoundments with shorelines or watersheds still largely undeveloped but accessible in places by roads, and (3) wild-rivers or sections of rivers free of impoundments and generally inaccessible except by trails, with watersheds or shorelines essentially primitive and waters unpolluted.

**Neotropical Migratory Birds:** Birds that travel to Central America, South America, the Caribbean, and Mexico during the fall to spend the winter and then return to the United States and Canada During the spring to breed. These birds include almost half of the bird species that breed in the United States and Canada.

**No Surface Occupancy (NSO):** A fluid minerals leasing constraint that prohibits occupancy or disturbance on all or part of the lease surface to protect special values or uses. Lessees may exploit the fluid mineral resources under the leases restricted by this constraint through use of directional drilling from sites outside the area.

**Non-mechanized Travel:** Travel by foot or on an animal.

**Non-WSA Lands with Wilderness Characteristics:** Undeveloped federal land that has been inventoried and/or reviewed by a BLM interdisciplinary team and determined to possess wilderness characteristics such as those listed in section 2(c) of the Wilderness Act of 1964. These lands do not possess special management designations like WSAs or protective management measures such as the IMP.

**Noxious Weeds:** A plant species designated by Federal or State law as generally possessing one or more of the following characteristics: aggressive and difficult to manage; parasitic; a carrier or host of serious insects or disease; or nonnative, new, or not common to the United States.

**Objective:** A description of a desired condition for a resource. Objectives can be quantified and measured and, where possible, have established time frames for achievement.

**Occupied Habitat:** An area occupied by a species during the development of this plan.

**Open:** Generally denotes that an area is available for a particular use or uses. Refer to specific program definitions found in law, regulations, or policy guidance for application to individual programs.

**Off-Highway Vehicle (OHV):** Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding: (1) any nonamphibious registered motorboat; (2) any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; (3) any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved; (4) vehicles in official use; and (5) any combat or combat support vehicle when used in times of national defense emergencies.

**One-Hundred-Year Flood:** A hydrologic event with a magnitude that has a recurrence interval of 100 years.

**Open OHV Areas:** Designated areas where off-road vehicles may engage in cross country travel.

**Operator:** Any person who has taken formal responsibility for the operations conducted on the leased lands.

**Outstandingly Remarkable River Values:** Values between those listed in Section 1(b) of the Wild and Scenic Rivers Act are "scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values..." Other similar values, which may be considered, include botanical, hydrological, paleontological, or scientific. Professional judgment is used to determine whether values exist to an outstandingly remarkable degree.

**Paleontological Resources (Fossils):** The physical remains of plants and animals preserved in soils and sedimentary rock formations. Paleontological resources are important for understanding past environments, environmental change, and the evolution of life.

**Paleontology:** A science dealing with the life forms of past geological periods as known from fossil remains.

**Perennial Stream:** A stream that flows throughout the year.

**Plan of Development:** A mandatory plan, developed by an applicant of a mining operation or construction project that specifies the techniques and measures to be used during construction and operation of all project facilities on public land. The plan is submitted for approval to the appropriate Federal agency before any construction begins.

**Plan of Operations:** A plan for mining exploration and development that an operation must submit to BLM for approval when more than 5 acres a year will be disturbed or when an operator plans to work in an area of critical environmental concern or a wilderness area. A plan of Operations must document in detail all actions that the operator plans to take from exploration through reclamation.

**Planning Area:** A geographical area, including all land ownerships, for which BLM land use and resource management plans are developed and maintained for the BLM-administered lands within that geographical area.

**Planning Criteria:** The standards, rules, and other factors developed by managers and interdisciplinary teams for their use in forming judgments about decision making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions.

**Prescribed Fire:** The introduction of fire to an area under regulated conditions for specific management purposes.

**Primitive and Unconfined Recreation:** Non-motorized, non-mechanized and undeveloped types of recreational activities.

**Project Area:** The area of land upon which an operator conducts mining operations, including the area needed for building or maintaining of roads, transmission lines, pipelines, or other means of access.

**Public Land:** Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM, except lands located on the Outer Continental Shelf, and land held for the benefit of Indians, Aleuts, and Eskimos.

**Quarry:** An open or surface working, usually for the extraction of stone, slate, limestone, etc.

**Range Development:** A structure, excavation, treatment or development to rehabilitate, protect, or improve lands to advance range betterment.

**Rangeland:** Land used for grazing by livestock and big game animals on which vegetation is dominated by grasses, grass-like plants, forbs, or shrubs.

**Raptor:** Bird of prey with sharp talons and strongly curved beaks such as hawks, owls, vultures, and eagles.

**Reasonably Foreseeable Development Scenario (RFD):** The prediction of the type and amount of oil, gas and other mineral activity that will occur in a given area. The prediction is based on geologic factors, past history of drilling, projected demand for oil and gas, and industry interest.

**Record of Decision (ROD):** A document signed by a responsible official recording a decision that was preceded by the preparing of an environmental impact statement.

**Recreation Opportunity Spectrum (ROS):** A planning process that provides a framework for defining classes of outdoor recreation environments, activities, and experience opportunities. The settings, activities, and opportunities for experiences are arranged along a continuum or spectrum of six classes: primitive, semi-primitive non-motorized, semi-primitive motorized, roaded natural, rural, and urban. The resulting analysis defines specific geographic areas on the ground, each of which encompasses one of the six classes.

**Recreational River:** A wild and scenic river classification that identifies those rivers are river segments that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past.

**Relict:** A remnant or fragment of the vegetation of an area that remains from a former period when the vegetation was more widely distributed.

**Resource Management Plan (RMP):** A land use plan as prescribed by the Federal Land Policy and Management Act which establishes, for a given area of land, land-use allocations, coordination guidelines for multiple-use, objectives and actions to be achieved.

**Right-of-Way (ROW):** A ROW grant is an authorization to use a specific piece of public land for a specific project, such as roads, pipelines, transmission lines, and renewable energy and communication sites. The grant authorizes rights and privileges for a specific use of the land for a specific period of time.

**Riparian Area:** A form of wetland transition between permanently saturated wetlands and upland areas. Riparian areas exhibit vegetation or physical characteristics that reflect the influence of permanent surface or subsurface water. Typical riparian areas include lands along, adjacent to, or contiguous with perennially and intermittently flowing rivers and streams, glacial potholes, and the shores of lakes and reservoirs with stable water levels. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

**Riparian-Functioning at Risk (FAR):** Riparian-wetland areas are considered to be in functioning condition, but an existing soil, water, or vegetation attribute makes them susceptible to degradation.

**Riparian-Non-Functioning (NF):** Riparian-wetland areas that are clearly not providing adequate vegetation, landform, or large wood debris to dissipate stream energy associated with high flows, and thus are not reducing erosion, improving water quality, etc.

**Riparian-Properly Functioning Condition (PFC):** Riparian/wetland areas are in PFC when adequate vegetation, landform, or woody debris is present to: dissipate high-energy water flow, filter sediment, capture bedload, and aid floodplain development; improve floodwater retention and groundwater recharge; develop root masses that stabilize streambanks; develop diverse fluvial geomorphology (pool and channel complexes) to provide habitat for wildlife and support greater biodiversity

**Rock Art:** Petroglyphs or pictographs.

**Route:** A linear line for motorized travel.

**Rutting Habitat:** An area where big game species engage in breeding activities during specific times of the year.

**Salable Minerals:** Common variety minerals on the public lands, such as sand and gravel, which are used mainly for construction and are disposed of by sales or special permits to local governments. Also referred to as mineral materials.

**Scenic Byways:** Highway routes, which have roadsides or corridors of special aesthetic, cultural, or historic value. An essential part of the highway is its scenic corridor. The corridor may contain outstanding scenic vistas, unusual geologic features, or other natural elements.

**Scenic River:** A Wild and Scenic River tentative classification that applies to a river or sections of a river that is free of impoundments and whose shorelines are largely undeveloped but accessible in places by roads and possess at least one river-related outstandingly remarkable value.

**Scoping:** The process of identifying the range of issues, management concerns, preliminary alternatives, and other components of an environmental impact statement or land-use planning document. It involves both internal and public viewpoints.

**Section 7 Consultation:** The requirement of Section 7 of the Endangered Species Act that all federal agencies consult with the U.S. Fish and Wildlife Service or the National Marine Fisheries Service if a proposed action might affect a federally listed species or its critical habitat.

**Section 106 Compliance:** The requirement of Section 106 of the National Historic Preservation Act that any project funded, licensed, permitted, or assisted by the Federal Government be reviewed for impacts to significant historic properties and that the State Historic Preservation Officer and the Advisory Council on Historic Preservation be allowed to comment on a project.

**Sensitive Species:** All species that are under status review, have small or declining populations, live in unique habitats, or need special management. Sensitive species include threatened, endangered, and proposed species as classified by the Fish and Wildlife Service and National Marine Fisheries Service.

**Significant:** An effect that is analyzed in the context of the proposed action to determine the degree or magnitude of importance of the effect, whether beneficial or adverse. The degree of significance can be related to other actions with individually insignificant but cumulatively significant impacts.

**Special Recreation Management Area (SRMA):** Areas, which require explicit recreation management to achieve recreation objectives and provide specific recreation opportunities.

**Special Status Species:** Includes proposed species, listed species, and candidate species under the Endangered Species Act; State-listed species; and BLM State Director-designated sensitive species (see BLM Manual 6840-Special Status Species Policy).

**Stipulations:** Requirements that are part of the terms of a mineral lease. Some stipulations are standard on all Federal leases. Other stipulations may be applied to the lease at the discretion of the surface management agency to protect valuable surface resources and uses.

**Surface Disturbance:** activities that normally result in more than negligible disturbance to public lands and that accelerate the natural erosive process. These activities normally involve use and/or occupancy of the surface, cause disturbance to soils and vegetation, and are usually caused by motorized or mechanical actions. Surface disturbance may result from activities using earth-moving and drilling equipment; geophysical exploration; off road vehicle travel; vegetation treatments; the use of pyrotechnics and explosives; and construction of facilities like powerlines, pipelines, oil and gas wells, recreation sites, livestock facilities, wildlife waters, or new roads. Surface disturbance is not normally caused by casual use. Activities that are not typically surface disturbing include, but are not limited to, proper livestock grazing, cross-country hiking, minimum impact filming and vehicle travel on designated routes.

**Sustainability:** The ability of an ecosystem to maintain ecological processes and functions, biological diversity, and productivity over time.

**Threatened Species:** Any plant or animal species defined under the Endangered Species Act as likely to become endangered within the foreseeable future throughout all or a significant portion of its range; listings are published in the Federal Register.

**Timing Limitation Stipulation:** A fluid minerals leasing constraint that prohibits surface use during specified time periods to protect identified resource values. The constraint does not apply to the operation and maintenance of production facilities unless analysis demonstrates that such constraints are needed and that less stringent, project-specific constraints will be insufficient.

**Undertaking:** (16 USC Sec. 470w(7)) A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; those requiring a Federal permit, license or approval; and those subject to State or local regulation administered pursuant to a delegation or approval by a Federal agency.

**Utility Corridor:** A parcel of land that has been identified by law, Secretarial order, through a land use plan or by other management decision as being the preferred location for existing and future right-of-way grants and suitable to accommodate one type of right-of-way or one or more rights-of-way which are similar, identical or compatible.

**Unsuitability Criteria:** Criteria of the federal coal management program by which lands may be assessed as unsuitable for all or certain stipulated methods of coal mining.

**Valid Existing Rights:** Valid existing rights are legal rights to use the land that were in existence prior to implementation of the decisions in the RMP. The most significant types of valid existing rights are oil and gas leases, potash and salt leases, mining claims, and right-of-way authorizations. The oil and gas leasing stipulations specified for specific areas in the RMP will not apply to existing leases. These existing leases will be subject to the specific lease stipulations that were applied under the previous land use plan. Mining claims that exist on the effective day of a withdrawal may still be valid if they can meet the test of discovery of a valuable mineral required under the Mining Laws. An existing right-of-way will only be subject to the specific terms and conditions that were applied when it was authorized even if it is located within a right-of-way exclusion or avoidance area specified under the RMP.

**Vegetation Manipulation:** Alteration of vegetation by using fire, plowing, or other means.

**Vegetation Type:** A plant community with distinguishable characteristics described by the dominant vegetation present.

**Visual Resources:** The visible physical features of a landscape (topography, water, vegetation, animals, structures, and other features) that constitute the scenery of an area.

**Visual Resources Management (VRM):** The system by which BLM classifies and manages scenic values and visual quality of public lands. The system is based on research that has produced ways of assessing aesthetic qualities of the landscape in objective terms. After inventory and evaluation, lands are given relative visual ratings (management classes) that determine the extent of modification allowed for the basic elements of the landscape.

**Visual Resources Management Classes:** Visual resource management classes define the degree of acceptable visual change within a characteristic landscape. A class is based on the physical and sociological characteristics of any given homogeneous area and serves as a management objective. The four classes are described below:

Class I provides for natural ecological changes only. This class includes primitive areas, some natural areas, some wild and scenic rivers, and other similar areas where landscape modification activities should be restricted.

Class II areas are those areas where changes in any of the basic elements (form, line, color, or texture) caused by management activity should not be evident in the characteristic landscape.

Class III includes areas where changes in the basic elements (form, line, color, or texture) caused by a management activity may be evident in the characteristic landscape. However, the changes should remain subordinate to the visual strength of the existing character.

Class IV applies to areas where changes may subordinate the original composition and character; however, they should reflect what could be a natural occurrence within the characteristic landscape.

**Waiver:** Permanent exemption from a lease stipulation. The stipulation no longer applies anywhere within the leasehold.

**Water Quality:** The chemical, physical, and biological characteristics of water with respect to its suitability for a particular use.

**Watershed:** All lands, which are enclosed by a continuous hydrologic drainage, divide and lay upslope from a specified point on a stream.

**Way:** A vehicle route within a wilderness study area that was in existence and identified during the FLPMA Section 603-mandated wilderness inventory. The *Interim Management Policy for Lands under Wilderness Review (H-8550-1)* defines a way as "a trace maintained solely by the passage of vehicles which has not been improved and/or maintained by mechanical means to ensure relatively regular and continuous use." The term is also used during wilderness inventory to identify routes that are not roads. The term developed from the definition of the term "roadless" provided in the *Wilderness Inventory Handbook* (September 27, 1978), as follows: "roadless: refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road."

**Wild Horses and Burros:** All unbranded and unclaimed horses and burros using public lands as all or part of their habitat.

**Wild River:** A Wild and Scenic River tentative classification that applies to a river or sections of a river that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted and possess at least one river-related outstandingly remarkable value. These represent vestiges of primitive America.

**Wild, and Scenic River Study:** Rivers identified in Section 5 of the Wild and Scenic Rivers Act for study as potential additions to the National Wild and Scenic Rivers System. The rivers shall be studied under the provisions of Section 4 of the Wild and Scenic Rivers Act.

**Wilderness Study Area:** A roadless area or island of undeveloped federal land that has been inventoried and found to possess wilderness characteristics described under Title VI, Section 603 of FLPMA and Section 2C of the Wilderness Act of 1964. These characteristics are: (1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is large enough 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 historic value.

**Wilderness:** A congressionally designated area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation that is protected and managed to preserve its natural conditions as described in Section 2A of the Wilderness Act of 1964.

**Wilderness Characteristics:** Features of the land associated with the concept of wilderness that specifically deal with naturalness and opportunities for solitude and primitive and unconfined recreation. These characteristics may be considered in land use planning when BLM determines that those characteristics are reasonably present, of sufficient value (condition, uniqueness, relevance, importance), and need (trend, risk), and are practical to manage (from IM-2003-275, Change 1, Considerations of Wilderness Characteristics in LUP, Attachment 1). Key characteristics of wilderness listed in section 2 (c) of the Wilderness Act of 1964 were used by BLM in conducting wilderness inventories. These characteristics are features of land associated with the concept of wilderness.

**Wildfire:** Any unwanted wild land fire.

**Wildland Fire:** Any nonstructural fire, other than prescribed fire, that occurs in the wild land.

**Winter Range.** The portion of the winter range to which a wildlife species is confined during periods of heaviest snow cover.

**Withdrawal:** An action that restricts the use of public lands by removing them from the operation of some or all of the public land or mining laws.

**Woodland:** A forest community occupied primarily by noncommercial species such as juniper, mountain mahogany, or quaking aspen groves; all western juniper forestlands are classified as woodlands, since juniper is classified as a noncommercial species.

## **LIST OF TABLES**

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Table R-1:	Surface Ownership/Administration of Lands within the MPA (acres) – (in Record of Decision)
Table R-2:	ACECs Designated in the Approved RMP
Table R-3:	Management Protection Provided to Potential ACECs Not Designated in the Approved RMP (in Record of Decision)
Table R-4:	Management to Protect Portions of ACECs Not Designated in the Approved RMP
Table R-5:	Federal, State, and Local Management Plans (in Approved RMP)

## LIST OF MAPS

---

Map R-1	General Location map of the Planning area
Map R-2	Land Surface Management Status
Map R-3	Riparian Habitat
Map R-4	Vegetation Cover Type
Map R-5	Visual Resource Management Classes – Approved RMP
Map R-6	Sage-Grouse Habitats
Map R-7	Designated Critical Habitats for Threatened and Endangered Species and Other Wildlife Habitat Area Designations
Map R-8	Big Game Crucial Habitats –Approved RMP
Map R-9	White-Tailed Prairie Dog Habitats
Map R-10	Wild Horse and Burro Herd Areas and Herd Management Areas – Approved RMP
Map R-11	Non-WSA Lands with Wilderness Characteristics – Approved RMP
Map R-12	Forest and Woodland Management – Approved RMP
Map R-13	Recreation Opportunity Spectrum
Map R-14	Special Recreation Management Areas – Approved RMP
Map R-15	Recreation Management Zones – Approved RMP
Map R-16	Large Group Areas – Approved RMP
Map R-17	Off Highway Vehicle Area Designation – Approved RMP
Map R-18	OHV Route Designation – Approved RMP
Map R-19	Parcels for Disposal through Sale (will be developed after the ROD based on Appendix R-11)
Map R-20	Mineral Entry (Locatables) – Approved RMP
Map R-21	Utility Corridors – Approved RMP
Map R-22	Utility and ROW Exclusion and Avoidance Areas
Map R-23	Oil Shale and Tar Sands Occurrence Potential
Map R-24	Coal Available for Further Consideration for Leasing
Map R-25	Fluid Mineral Leasing – Approved RMP
Map R-26	Energy Policy and Conservation Act – Approved RMP
Map R-27	Mineral Materials Disposal (Salable) – Approved RMP
Map R-28	Wilderness Study Areas
Map R-29	Areas of Critical Environmental Concern – Approved RMP
Map R-30	Suitable Wild and Scenic Rivers – Approved RMP
Map R-31	Old Spanish Trail Route
Map R-32	National Historic Landmarks and National Natural Landmarks