APPENDIX 24

MULTIPLE USE REQUIRES MULTIPLE MANAGEMENT

Introduction
The Price Field Office of the BLM encompasses approximately 2.5 million surface acres of Public Lands. These are Federal public lands managed in the national interest, for not only the people in Carbon and Emery County, but for the people of the United States. Federal appropriated funds support management of these lands for multiple use. Guided primarily by the Federal Land Policy Management Act of 1976, (FLPMA) the BLM strives to maintain a balanced and efficient approach in managing these lands and land uses.

The Price Field Office includes a wide array of natural resources. Such resources include the vast San Rafael Swell, a geologic uplift leaving exposed, formations and paleontologic resources unmatched in the world. Mineral resources, including coal, oil, natural gas and coal bed natural gas are found beneath the surface in some areas. The wide open deserts and stark geologic formations provide stunning backdrops and impressive scenery. Vegetation in the area provides forage for domestic livestock and habitat for wildlife. Slot canyons draw hikers, rivers draw people seeking a boating adventure, and desert trails attract OHV enthusiasts. Vast lonely desert draws those seeking solitude and naturalness. Canyons provide open-air museums with ancient rock art adorning the walls and rocks scattered throughout. Truly the Price Field Office is a place of multiple resources and multiple uses.

The purpose of this appendix is to provide a summary of the multiple uses in the Price Field Office, and describe some of the management tools the BLM has available to balance these multiple uses. This appendix also seeks to answer the question of "why layer various management on top of one another on the same piece of land?" This appendix however, is not intended to describe in finite detail each management tool available that can be found in specific programmatic manuals and handbooks. This is only a summary that can assist in understanding within the context of the Resource Management Plan, general ideas about multiple uses and management.

What is Multiple Use
BLM's Planning Manual 1601 explains multiple use:

> *Land use plans ensure that the public lands are managed in accordance with the intent of Congress as stated in FLPMA (43 U.S.C. 1701 et seq.), i.e., under the principles of multiple use and sustained yield. As required by FLPMA, the public lands must be managed in a manner that protects the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals;*

and that will provide for outdoor recreation and human occupancy and use by encouraging collaboration and public participation throughout the planning process. In addition, the public lands must be managed in a manner that recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands.

This is a pretty big charge, and a challenging one. In many places, this is an easy task. In some instances, areas suitable for livestock grazing are not attractive for recreation use, or areas with mineral resources are not suitable habitats for wildlife, or areas attractive for solitude are topographically isolated from other activities. In these cases, management for multiple use is relatively easy. The shear nature of the natural resources helps to avoid conflicts among uses.

Not all areas are that easy however. Consider for instance the Nine Mile Canyon area. This region includes habitats for wildlife. Rock art from ancient civilizations adorns the walls of the "World's Longest Museum." Below the surface of the ground are fluid mineral resources that can be extracted and provide important energy resources for the region. Still again, areas of the canyon are suitable for livestock grazing. Views in and through the canyon, including the cultural resources, attract recreationists. Among recreationists, some seek to enjoy the canyon in automobiles or off-highway vehicles, while others seek a quiet and reflective experience, void of noises and distractions from the modern world. All are valid uses of the land, but they are also mutually exclusive in some ways. Every single use outlined in FLPMA cannot take place on the same piece of land at the same time.

Other areas in the Price Field Office with conflicts among multiple uses include, but are not limited to, Desolation Canyon, the San Rafael Swell, the Book Cliffs, the I-70 corridor, areas surrounding towns in the region, river corridors, vegetative transition zones, overlapping wildlife habitats, scenic vistas, entrenched canyons, dispersed camping areas. Everywhere there are choices to make, and accommodations to be made in managing for the multiple uses of the Public Lands.

Uses of the public lands can **very** generally be viewed as extractive, scientific, or recreational:

- Extractive uses might include mining for mineral resources, harvest of vegetative resources and utilization of forage for livestock. These uses are important to local economies, regional and even national energy supplies, and management of vegetative communities for the health of the ecosystem, including wildlife and wildfires, and are also important in preserving the heritage of the American West with the ranching, homesteading and mining histories.

- Scientific uses might include exploring geologic features for an enhanced understanding of the earth and its history. Paleontologic resources can be studied to deepen understanding of prehistoric life and the continued evolution of the planet. Study of cultural and historic resources can augment our understanding of human interactions with nature, and one another.

- Recreation uses might include modern human interaction with the natural resources for pleasure and life-balance. Recreation takes different forms unique to each individual, and can vary from riding motorized off-highway vehicles through a desert canyon, to hiking a canyon rim, to paddling a canoe down Desolation Canyon, or riding a horse up the San Rafael Canyon in hopes of seeing some bighorn sheep, to touring the area in a motor-home. Each person seeking recreation on public lands has a different need and expectation for the setting.

Each of these general types of uses requires different management, as the interactions of each resource, the purposes for management, and the impacts of these activities are all very different.

What are the Management Tools

Management can generally be described as "guiding human behavior in a way that helps to achieve a desired outcome." As the agency charged with management of these public lands, the BLM authorizes and governs multiple use activities as directed by Congress through FLPMA and many other guiding laws.

Management actions are intended to guide human interaction and behavior in ways that allow for multiple use. BLM has developed a variety of tools for management of resources. Within BLM, there are programs designed to manage livestock grazing on public lands, programs for oil and gas development, programs for coal development, programs for paleontologic resource management, programs for recreation activities, programs for vegetative treatments, programs for managing wildfire, and the list goes on. If it can be done on public lands, there is probably a program for it.

As specialized programs are implemented, each applies certain management techniques for the specific resource.

How does it work

Each program, or in this context each aspect of multiple use, draws on a manual or handbook designed to manage for specific resources and uses. These manuals explain the context of a resource, how it is used, and what decisions can be made about that resource. These manuals are developed as laws and policies are applied by an executive agency.

One generally common element of each program is that management of the resource and resource use are central for the BLM. For each program, the land, or the resource, is the land. Each program will apply certain management decisions on specific pieces of land. As a result, each program will usually categorize or identify lands throughout the entire Field Office into one more management aspect. These approaches could be based upon topographical features such as streams, ridgelines, canyon rims, etc. Sometimes they are based upon political divisions, such as County boundaries. Still other times

they are based on features such as roads, fence lines, or other constructed features. These management areas however, are usually based upon the specific use or program. To fully understand this, below are few examples of how this would apply.
Grazing on public lands is guided primarily by the Taylor Grazing Act of 1934, with subsequent law and policy since that time. Accordingly, the Price Field Office is divided into grazing allotments. Allotment boundaries were developed using a combination of topographic, political, and constructed features. Generally, the allotments will be designed in a way that each will contain forage and water for grazing livestock, or allow an area for water to be developed. These allotment boundaries are designed specifically with livestock grazing in mind and for the most part, serve that function.

On the same land, and even using some of the same forage resources, wildlife are present. As wildlife are managed by the Utah Division of Wildlife Resources (UDWR), different management is applied. The Price Field Office, from a wildlife perspective, has identified the variety of habitats, for elk, mule deer, elk, bighorn sheep, with further considerations for the habitat values that are present. Additionally, UDWR maintains hunting units, identifying certain areas allowing UDWR to regulate harvest of game species within each area. These herd units do not follow grazing allotment boundaries. They serve different purposes for multiple uses on the land.

These same lands that have grazing management and wildlife management, also have mineral resources below the surface of the land. All public lands in the Field Office are managed with certain fluid mineral leasing direction. Therefore, all public lands in the Field Office are identified with one of four broad designations, each one determining how, where, and when mineral development may take place. These areas again do not follow grazing allotment boundaries. Nor do they follow big game hunting unit boundaries. Instead, the boundaries for mineral management are designed around and in providing access to the identified mineral resource.

On the very same lands, these multiple-use lands, where livestock grazing is taking place, wildlife are present, and there are sub-surface minerals; recreation is also taking place. The Price Field Office draws people to the area for the beauty of the desert, the backdrop of the canyons, and a variety of recreation experiences that go with the environment. People come to the area in motor homes for camping, tents for camping, and others backpack into areas more isolated, away from roads. Still others ride horses in the canyons, boat down the rivers, or ride off-highway vehicles on designated trails. In order to provide for quality recreation activities and recreation management, dispersed camping areas are identified, developed campgrounds are constructed, trails are designated for various uses, and facilities are provided to service river based recreation. These areas are not developed based upon grazing allotments, or wildlife herd units, or mineral designations, but instead are developed based on the topography of the land and the recreation needs associated with those lands.

On these same lands identified for multiple use, there are artifacts remaining from native and historic cultures. These artifacts include rock art sites, dwellings, lithic

scatter, abandoned cabins, mining adits, and a variety of other evidence of days gone by. These resources are the cultural and historic remains that offer both scientist and recreationists a look into the past, and into the human interactions of centuries before. Cultural resource sites are also classified into general management approaches which include conservation of the artifacts in place, to recreation and diverse interpretation opportunities. These designations are based upon a variety of criteria, including the type of cultural resource, its scarcity, level of protection required, and protecting the scientific study opportunities where most appropriate. These cultural site classifications are specific to just the cultural resources, and their setting. Therefore, the classifications do not follow grazing allotment boundaries, or wildlife herd units, or mineral leasing management, or even recreation, yet they occur and are managed on the same land where all these other resources and uses are occurring.

These are just a few examples of managing the multiple resources and uses, with a variety of management tools. Similar discussions could take place regarding visual resources, protection of watersheds, riparian areas, critical soils, paleontologic resources, forests and woodlands, fire management, and vegetation.

As noted, there are many resources and resources uses in the Price Field Office. This Resource Management Plan contains hundreds of specific decisions designed to manage these uses in ways that are complementary to one another, and attempts to resolve conflicts in places where multiple uses occur. Since not all of the multiple uses are totally compatible with one another, in some locations, one use will be given favor in relation to another use. One example of this may a range improvement such as a water facility for livestock instead of a developed campground. Another example may be designation of a trail for off-highway vehicle use so as to avoid a threatened species of cactus. Yet another example would be the location of a drill pad for mineral development away from a riparian habitat. In another location, a rock art site may be fenced from livestock to allow for better interpretive opportunities and protection of the artifacts. The main point is not all uses can take place on the same ground at the same time.

Why are some areas "layered"

So, the question then is presented, why does the BLM "layer" various management on the same pieces of land? The answer, multiple use requires multiple management tools. It would not serve the needs of grazing use to base allotment boundaries on recreation needs. Nor would it serve to protect irreplaceable cultural resources based upon wildlife hunting units. As a result, the appropriate management tools are applied to address management decisions specific to multiple resources and uses.

The table below provides a general outline of some of the management tools for a variety of resources.

Resource or Resource Use	**Management Tools**
Air Quality	Direct activities that can affect air quality
Soil, Water and Riparian	Buffer zones around water and riparian resources,

	guidelines for development (roads, mineral activity, range improvements, recreation facilities, etc…)
Vegetation	Areas open or closed for collection of vegetative commodities, identification of areas for vegetative treatments, areas identified for certain fire management regimes.
Cultural Resources	Sites identified for conservation for future use, public use, scientific use, traditional use, experimental use, or discharged from management.
Paleontology	Sites identified for interpretation, issuance of scientific permits, or designation of sites as Area of Critical Environmental Concern.
Visual Resources	Identification of Visual Resource Management (VRM) management objectives
Special Status Species	Identification of species or habitats, with protective management applied.
Fish and Wildlife	Herd unit, habitat delineation, seasonal activity management, etc…
Wild Horses and Burros	Identification of herd areas, herd management areas, and setting appropriate management levels (number of horses or burros).
Forestry and Woodlands	Areas open or closed for collection of forestry and woodland commodities, identification of areas for treatments, areas identified for certain fire management regimes.
Livestock Grazing	Determination of allotment boundaries, management according to the Rangeland Health Standards and Guidelines.
Recreation	Identification of Special Recreation Management Areas, Extensive Recreation Management Areas, high use areas, large group areas, and management for landscapes as described in the Recreational Opportunity Spectrum (ROS), designation of trails available for equestrian, motorized vehicle, and non-motorized uses, development of recreation facilities (campgrounds, dispersed camping areas, river access facilities, infrastructure, etc…)
Lands and Realty	Identification of lands available for disposal, lands recommended for withdrawal, areas identified for rights of way, etc….
Minerals and Energy Resources	Classification of lands for leasing, identification of lands available for mineral material disposal, and recommendations for lands for withdrawal from mineral entry.
Wilderness Study Areas	Wilderness Study Areas will be managed according to the IMP.

Areas of Critical Environmental Concern (ACEC)	ACECs are areas managed for protection of relevant and important values, from irreparable harm.
Wild and Scenic Rivers	Management of rivers recommended as suitable for inclusion in the National Wild and Scenic River System for protection of identified Outstandingly Remarkable Values within ¼ mile of the river corridor.
Transportation and Access	Identification of BLM system roads, coordination with counties in management of BLM and county roads, management of permitted activity (mineral development, grazing management) access roads.

Some examples of "layering" in the Price Field Office RMP

All lands in the Price Field Office are managed with a variety of management layers. This is in-line with the direction from Congress to manage the public lands for multiple use. To adequately address the multiple resources and multiple uses of the public lands, specific management tools are applied. All lands in the Price Field Office include at a minimum, the following management layers:

- Grazing Allotments
- Mineral Leasing Allocations
- Visual Resource Management
- Special or Extensive Recreation Management Areas
- Off-Highway Vehicle use designations (open, limited or closed)
- Wildlife habitats and herd management units
- Fire management applications

Other management layers apply to specific sites within the Field Office, for management of resources or resource uses that occur only in those areas:

- Wild horse and burro herd areas and herd management areas
- Cultural Resource site management
- Areas of Critical Environmental Concern
- Wilderness Study Areas
- Segments of rivers recommended as suitable for inclusion in the National Wild and Scenic Rivers system
- Recreation – high use areas and large group areas
- Lands recommended for withdrawal from mineral entry
- Lands open for collection of vegetative, forest or woodland products (seed collection, firewood collection, Christmas tree cutting, etc….)
- Identification of hobby fossil collection sites

Conclusion

The BLM is committed to managing public lands in the Price Field Office under the multiple use mandate from FLPMA. Multiple-use requires multiple management.