

## Appropriation: Management of Lands and Resources

### APPROPRIATION LANGUAGE SHEET

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, acquisition of easements and other interests in lands, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau, and assessment of mineral potential of public lands pursuant to Public Law 96-487 (16 U.S.C. 3150(a)), [~~\$641,100,000~~] *\$715,191,000*, to remain available until expended, of which [~~\$2,147,000~~] *\$2,198,000* shall be available for assessment of the mineral potential of public lands in Alaska pursuant to section 1010 of Public Law 96-487 (16 U.S.C. 3150); and of which not to exceed \$1,000,000 shall be derived from the special receipt account established by the Land and Water Conservation Act of 1965, as amended (16 U.S.C. 4601-6a(i)); and of which [~~\$1,500,000~~] *\$2,500,000* shall be available in fiscal year [~~2000~~] *2001* subject to a match by at least an equal amount by the National Fish and Wildlife Foundation, to such Foundation for cost-shared projects supporting conservation of Bureau lands and such funds shall be advanced to the Foundation as a lump sum grant without regard to when expenses are incurred; in addition, [~~\$33,529,000~~] *34,328,000* for Mining Law Administration program operations, including the cost of administering the mining claim fee program; to remain available until expended, to be reduced by amounts collected by the Bureau and credited to this appropriation from annual mining claim fees so as to result in a final appropriation estimated at not more than [~~\$641,100,000~~] *\$715,191,000*, and \$2,000,000, to remain available until expended, from communication site rental fees established by the Bureau for the cost of administering communication site activities[, and of which \$2,500,000, to remain available until expended, is for coalbed methane Applications for Permits to Drill in the Powder River Basin: *Provided*, That unless there is a written agreement in place between the coal mining operator and a gas producer, the funds available herein shall not be used to process or approve coalbed methane Applications for Permits to Drill for well sites that are located within an area, which as of the date of the coalbed methane Application for Permit to Drill, are covered by: (1) a coal lease; (2) a coal mining permit; or (3) an application for a coal mining lease]: *Provided further*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau or its contractors. (*Department of the Interior and Related Agencies Appropriations Act, 2000, as enacted by section 1000(a)(3) of the Consolidated Appropriations Act, 2000 (P.L. 106-113).*)

## APPROPRIATION LANGUAGE CITATIONS

16 U.S.C. 594,  
43 U.S.C. 17015,  
30 U.S.C. 181 *et seq.*,  
30 U.S.C. 351-359;  
43 U.S.C. 2, 31(a), 52, 315;  
43 U.S.C. 1701 *et seq.*, and 1901 *et seq.*,  
78 *Stat.* 986;  
P.L. 103-332;  
P.L. 104-208;  
P.L. 105-83;  
P.L. 105-277; and  
P.L. 106-113

**16 U.S.C. 594**, provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

**30 U.S.C. 181 *et seq.*, the Mineral Leasing Act of 1920 as amended**, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forest, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves. The Act also preserves the right of pre-1920 oil shale mining claims to be patented.

**30 U.S.C. 351-359, the Mineral Leasing Act for Acquired Lands**, provides for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

**43 U.S.C. 2**, provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anyway respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants to land under the authority of the Government.

**43 U.S.C. 31(a)**, provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

**43 U.S.C. 52**, provides that the Secretary of the Interior, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plans of all lands surveyed by him to such officers as he may designate.

**43 U.S.C. 315, The Taylor Grazing Act of 1934, as amended**, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the public lands, and to improve the public rangelands.

**43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended**, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public lands statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resource; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; for recognizing the Nation's need for domestic sources of mineral, food, timber, and fiber from the public lands, including implementation of the Mining and Mineral Policy Act of 1970; and for payments to compensate States and local governments for burdens created as a result of the immunity of Federal lands from State and local taxation.

**43 U.S.C. 1901 et seq., the Public Rangelands Improvement Act of 1978**, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

**78 Stat. 986**, provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

**43 U.S.C. 1715**, provides the Secretary of the Interior authorization to acquire, by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interests in lands.

**P.L. 106-113, the Department of the Interior and Related Agencies Appropriation Act, 2000, as included in Public Law 106-113, section 1000(a)(3)**.

## AUTHORIZATIONS

*General Authorizing Legislation* - The following authorize the general activities of the Bureau of Land Management or govern the manner in which BLM's activities are conducted.

|  |   |
|--|---|
| <b>Reorganization Plan No. 3 of 1946, §403</b>   | Establishes the Bureau of Land Management (BLM).  |
| <b>Omnibus Parks Act of 1996</b>   | Reauthorizes BLM activities for 6 years.  |
| <b>Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1701 et seq.)</b> | <p>Outlines functions of the BLM Directorate, provides for administration of public lands through the BLM, provides for management of the public lands on a multiple use basis, and requires land-use planning including public involvement and continuing inventory of resources. The act establishes as public policy that, in general, the public lands will remain in Federal ownership, and also authorizes:</p> <ul style="list-style-type: none"> <li>C acquisition of land or interests in lands consistent with the mission of the Department and land use plans;</li> <li>C permanent appropriation of road use fees collected from commercial road users, to be used for road maintenance;</li> <li>C collection of service charges, damages, and contributions and use of funds for specified purposes;</li> <li>C protection of resource values;</li> <li>C preservation of certain lands in their natural condition;</li> <li>C compliance with pollution control laws;</li> <li>C delineation of boundaries in which the Federal government has right, title, or interest;</li> <li>C review of land classifications in land use planning; and modification or termination of land classifications when consistent with land use plans;</li> <li>C sale of lands if the sale meets certain disposal criteria;</li> <li>C issuance, modification, or revocation of withdrawals;</li> <li>C review of certain withdrawals by October 1991;</li> <li>C exchange or conveyance of public lands if in the public interest;</li> <li>C outdoor recreation and human occupancy and use;</li> <li>C management of the use, occupancy, and development of the public lands through leases and permits;</li> <li>C designation of Federal personnel to carry out law enforcement responsibilities;</li> <li>C determination of the suitability of public lands for rights-of-way purposes (other than oil and gas pipelines) and specification of the boundaries of each right-of-way;</li> <li>C recordation of mining claims and reception of evidence of annual assessment work.</li> </ul> |
| <b>National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.)</b>           | Requires the preparation of environmental impact statements for Federal projects which may have a significant effect on the environment. It requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.  |

|  |  |
|--|--|
| <b>The Endangered Species Act of 1973, as amended (16 U.S.C. 1531 et seq.)</b>       | Directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and that through their authority they help bring about the recovery of these species.   |
| <b>The Civil Service Reform Act of 1978 (5 U. S. C. 1701)</b>                        | Requires each executive agency to conduct a continuing program to eliminate the under-representation of minorities and women in professional, administrative, technical, clerical, and other blue collar employment categories within the Federal services.  |
| <b>The Civil Rights Act of 1964, as amended (42 U.S.C. 2000)</b>                     | Requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.   |
| <b>Executive Order 11478 of August 8, 1969 (34 F. R. 12985)</b>                      | Requires agencies to establish and maintain an affirmative action program of equal employment opportunity for all employees and applicants for employment.   |
| <b>The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520)</b>                     | Provides national Federal information policy, and requires that automatic data processing and telecommunication technologies be acquired and used to improve services, delivery, and productivity, and to reduce the information processing burden for the Federal government and the general public.  |
| <b>The Computer Security Act of 1987 (40 U.S.C. 759)</b>                             | Requires adoption and implementation of security plans for sensitive information systems to ensure adequate protections and management of Federal data.  |
| <b>The Electronic FOIA Act of 1996 (P.L. 104-231)</b>                                | Requires that government offices make more information available in electronic format to the public.   |
| <b>The Information Technology Management Reform Act of 1996 (P.L. 104-106 §5001)</b> | Requires agencies more effectively use Information Technology to improve mission performance and service to the public, and strengthen the quality of decisions about technology and mission needs through integrated planning, budgeting, and evaluation.   |
| <b>The Chief Financial Officers Act of 1990 (U.S.C. 501)</b>                         | Requires that a Chief Financial Officer (CFO) be appointed by the Director of OMB and that this CFO will provide for the production of complete, reliable, timely, and consistent financial information for use by the executive branch of the Government and the Congress in the financing, management, and evaluation of Federal programs. |
| <b>The Government Performance and Results Act of 1993 (P.L. 103-62)</b>              | Requires 10 federal agencies to launch a 3-year pilot project beginning in 1994, to develop annual performance plans that specify measurable goals, and produce annual reports showing how they are achieving those goals.   |
| <b>Public Law 101-512, November 5, 1990 (104 Statute 1915)</b>                       | Authorizes BLM to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals to implement challenge cost-share programs.   |

*Specific Authorizing Legislation* - In addition to the above laws that provide general authorization and parameters, a number of laws govern specific program activities, or activities in specific or designated areas.

|  |   |
|--|---|
| <b>Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201)</b>  | Requires compliance with all Federal, State, or local statutes for safe drinking water.   |
| <b>Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593)</b>                                | Directs the Department to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.   |
| <b>National Dam Inspection Act of 1972 (33 U.S.C. 467)</b>   | Requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property.  |
| <b>Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001)</b>  | Provides for conservation, protection and enhancement of soil, water, and related resources.  |
| <b>The Clean Air Act of 1990 as amended (42 U.S.C. 7401, 7642)</b>   | Requires BLM to protect air quality, maintain Federal and State designated air quality standards, and abide by the requirements of the State implementation plans.  |
| <b>The Clean Water Act of 1987 as amended (33 U.S.C. 1251)</b>   | Establishes objectives to restore and maintain the chemical, physical and biological integrity of the nation's water.   |
| <b>Executive Order 11988, Floodplain Management, May 24, 1977 (42 F.R. 26951)</b>                                  | Provides for the restoration and preservation of national and beneficial floodplain values, and enhancement of the natural and beneficial values of wetlands in carrying out programs effecting land use.   |
| <b>Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961)</b>                                 | Directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.   |
| <b>Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978 (43 F.R. 47707)</b> | Sets the requirements for standards applicability, agency coordination, and limits on exemptions from standards.  |
| <b>Taylor Grazing Act of 1934 (43 U.S.C. 315), as amended by the Act of August 28, 1937 (43 U.S.C. 1181d)</b>      | Authorizes the establishment of grazing districts, regulation and administration of grazing on the public lands, and improvement of the public rangelands. It also authorizes the Secretary to accept contributions for the administration, protection, and improvement of grazing lands, and establishment of a trust fund to be used for these purposes.  |
| <b>Bankhead Jones Farm Tenant Act of 1937 (7 U.S.C. 1010 et seq.)</b>  | Authorizes management of acquired farm tenant lands, and construction and maintenance of range improvements. It directs the Secretary of Agriculture to develop a program of land conservation and utilization to adjust land use to help control soil erosion, conduct reforestation, preserve natural resources, develop and protect recreational facilities, protect watersheds, and protect public health and safety. |
| <b>Executive Orders 10046, 10175, 10234, 10322, 10787, 10890</b>   | Authorizes the transfer of certain lands from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the Taylor Grazing Act of 1934.  |

|   |   |
|---|---|
| <b>Carlson-Foley Act of 1968 (42 U.S.C. 1241-1243)</b>  | Authorizes BLM to reimburse States for expenditures associated with coordinated control of noxious plants.  |
| <b>Wild Free Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340)</b> | Provides for the management, protection and control of wild horses and burros on public lands and authorizes "adoption" of wild horses and burros by private individuals.   |
| <b>Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908)</b>  | Provides for the improvement of range conditions to assure that rangelands become as productive as feasible for watershed protection, livestock grazing, wildlife habitat, and other rangeland values. The act also authorizes: <ul style="list-style-type: none"><li>C research on wild horse and burro population dynamics, and facilitates the humane adoption or disposal of excess wild free roaming horses and burros, and</li><li>C appropriation of \$10 million or 50% of all moneys received as grazing fees, whichever is greater, notwithstanding the amount of fees collected.</li></ul> |
| <b>The Federal Noxious Weed Act of 1974, as amended (7 U.S.C. 2814)</b>   | Provides for the designation of a lead office and a person trained in the management of undesirable plants; establishment and funding of an undesirable plant management program; completion and implementation of cooperative agreements with State agencies; and establishment of integrated management systems to control undesirable plant species.   |
| <b>Executive Order 12548</b>  | Provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Directs that the fee shall not be less than \$1.35 per animal unit month.  |
| <b>The Antiquities Act of 1906 (16 U.S.C. 431 et seq.)</b>  | Protects cultural resources on Federal lands, and imposes penalties for excavation or appropriation without a permit.   |
| <b>The Historic Sites Act (16 U.S.C. 461)</b>   | Declares national policy to identify and preserve historic sites, buildings, objects, and antiquities of national significance, providing a foundation for the National Register of Historic Places.  |
| <b>The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470)</b>   | Expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.   |
| <b>The Archaeological Resources Protection Act of 1979, as amended (16 U.S.C. 470a, 470cc and 470ee)</b>                                | Requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violations, and requires Federal agencies to identify important resources vulnerable to looting and to develop a tracking system for violations.  |
| <b>The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410)</b>   | Provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites", located throughout the San Juan Basin on public, State, Indian and private lands.  |
| <b>The Native American Graves Protection and Repatriation Act of 1990 (25 U.S.C. 3001)</b>  | Requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.  |

|   |   |
|---|---|
| <b>Executive Order 11593 of May 13, 1971, Protection and Enhancement of the Cultural Environment (36 F.R. 8921)</b> | Directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non- Federally owned resources.  |
| <b>The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto</b>      | Provides for habitat protection and enhancement of protected migratory birds.   |
| <b>The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.)</b>  | Provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.   |
| <b>The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.)</b>                         | Provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on public lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities. |
| <b>The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.)</b>                              | Provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.  |
| <b>Executive Order 12962, Recreational Fishing, June 7, 1995</b>  | Directs all Federal agencies to enhance recreational fish species and provide increased recreational fishing opportunities.   |
| <b>The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.)</b>  | Provides for the designation and preservation of wilderness areas.  |
| <b>The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460 et seq.)</b>                         | Provides for the establishment of the Land and Water Conservation Fund (LWCF), special BLM accounts in the Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes. Authorizes planning, acquisition, and development of needed land and water areas and facilities.          |
| <b>The King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460y)</b>                           | Provides for management and development of the King Range National Conservation Area for recreational and other multiple use purposes. It authorizes the Secretary to enter into land exchanges and to acquire lands or interests in lands within the national conservation area.   |
| <b>The San Pedro Riparian National Conservation Area Act in Arizona (16 U.S.C. 460)</b>                             | Establishes the San Pedro Riparian National Conservation Area.  |
| <b>The Arkansas-Idaho Land Exchange Act of 1992 (P.L. 102-584)</b>  | Authorizes the Secretary to enter into land exchanges for certain purposes.   |
| <b>The Utah School Lands Act (P.L. 103-93)</b>  | Authorizes the Secretary to enter into land exchanges for certain purposes.   |
| <b>The California Desert Protection Act of 1994 (P.L. 103-433)</b>  | Establishes boundaries and management responsibilities for areas in the California Desert, and establishes 69 new wilderness areas.   |

**An Act to Establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc)**

Provides for the conservation, protection, and enhancement of cultural and natural resources values by the BLM within the Red Rock Canyon National Conservation Area.

**An Act to Establish the El Malpais National Monument and the El Malpais National Conservation Area in New Mexico, (16 U.S.C. 460uu 21)**

Provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the BLM.

**An Act to Provide for the Designation and Conservation of Certain Lands in Arizona and Idaho (16 U.S.C. 460)**

Establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

**The National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249)**

Establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the LWCF.

**The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271 et seq.)**

Provides for the development and management of certain rivers. Authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

**The National Parks and Recreation Act of 1978 (16 U.S.C. 1242-1243)**

Establishes a number of national historic trails which cross public lands.

**The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301)**

Provides for the protection of caves on lands under the jurisdiction of the Secretary, and the Secretary of Agriculture. Establishes terms and conditions for use permits, and penalties for violations.

**The Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181, et seq.)**

Provides for leasing of coal, phosphate, sodium, potassium, oil, gas, oil shale, native asphalt, solid and semi-solid bitumen, bituminous rock, and gilsonite on lands containing such deposits owned by the United States, including those in national forests, but excluding those within the national petroleum and oil shale reserves. It preserves the right of pre-1920 oil shale mining claims to be patented, mandates a broad spectrum of requirements for lease management, and authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

**The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351-359)**

Provides for the leasing of coal, phosphate, sodium, potassium, oil, gas, oil shale, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits. It provides that all mineral leasing receipts derived from leases under this act shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

|  |   |
|--|---|
| <b>The Trans-Alaska Pipeline Act of 1973 (30 U.S.C. 185)</b>                               | Authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way, and issue rights-of-way and other land use authorizations related to the Trans-Alaska pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.   |
| <b>The Alaska Natural Gas Transportation Act of 1976 (15 U.S.C. 719)</b>                   | Authorizes the granting of certificates, rights-of-way, permits, and leases.  |
| <b>The Materials Act of 1947, as amended (30 U.S.C. 601-604 et seq.)</b>                   | Provides for the sale of common variety materials for personal, commercial, or industrial uses and for free use for local, State, and Federal governmental entities.  |
| <b>The Federal Oil and Gas Royalty Management Act of 1982 (30 U.S.C. 1701) (FOGRMA)</b>    | Comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections, and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters, and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals. |
| <b>The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, et seq.)</b> | Establishes a new oil and gas leasing system, and changes certain operational procedures for onshore Federal lands.   |
| <b>The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351)</b>                   | Permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop, and produce tar sands. Authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.   |
| <b>Reorganization Plan No. 3 of 1946, §402 (60 Stat. 1099)</b>                             | Transferred mineral leasing functions to the Secretary, from the Secretary of Agriculture, for certain acquired lands.  |
| <b>The Department of the Interior Appropriations Act for FY 1981 (42 U.S.C. 6508)</b>      | Provides for competitive leasing of oil and gas in the National Petroleum Reserve in Alaska.  |
| <b>The Federal Coal Leasing Amendments Act of 1976 (30 U.S.C 201, et seq.)</b>             | Requires competitive leasing of coal on public lands, and mandates a broad spectrum of coal operations requirements for lease management.   |
| <b>The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a)</b>                          | Establishes policy of fostering development of economically stable mining and minerals industries, their orderly and economic development, and studying methods for disposal of waste and reclamation.  |
| <b>The Geothermal Steam Act of 1970 (30 U.S.C. 1001)</b>                                   | Authorizes the Secretary to issue leases for the development of geothermal resources.   |
| <b>The Geothermal Steam Act Amendments of 1988</b>   | Lists significant thermal features within the National Park System requiring protection, provides for lease extensions and continuation of leases beyond their primary terms, and requires periodic review of cooperative or unit plans of development.   |
| <b>The Act of March 3, 1879, as amended (43 U.S.C. 31(a))</b>                              | Provides for the inventory and classification of the public lands, and examination of the geologic structure, mineral resources, and products of the national domain.   |

|  |  |
|--|--|
| <b>The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a))</b> | Provides the basic mandate under which BLM supervises minerals operations on Indian Lands. Provides that lands allotted to Indians, and unallotted (Tribal) Indian lands, may be leased for mining purposes, as deemed advisable by the Secretary.                             |
| <b>The Alaska Native Claims Settlement Act of 1971 (ANCSA) (43 U.S.C. 1612)</b>                  | Requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.  |
| <b>The Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note)</b>                             | Requires the survey of lands for conveyance to the State.  |
| <b>The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.)</b>      | Provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.                    |
| <b>43 U.S.C. 2</b>   | Provides that the Secretary shall perform all executive duties pertaining to the surveying and sale of public lands, private claims of public lands, and the issuing of patents for all grants of land under the authority of the Government.                                  |
| <b>43 U.S.C. 52</b>  | Provides that the Secretary shall cause all public lands to be surveyed and monumented, that all private land claims shall be surveyed after they have been confirmed, and that the Secretary shall transmit plats of all lands surveyed to such officers as he may designate. |
| <b>Federal Land Exchange Facilitation Act of 1988 (43 U.S.C. 1716)</b>                           | Amends FLPMA to provide for the streamlining of Federal land exchange procedures.  |
| <b>The Desert Land Act of 1877 (43 U.S.C. 321-323)</b>   | Provides authority to reclaim arid and semi-arid public lands of the western States through individual effort and private capital.   |
| <b>The Act of August 30, 1949, as amended (43 U.S.C. 687(b))</b>                                 | Authorizes the Secretary to dispose of public lands, and certain withdrawn Federal lands in Alaska, that are classified as suitable for housing and industrial or commercial purposes.   |
| <b>The Act of May 24, 1928, as amended (49 U.S.C. App. 211-213)</b>                              | Authorizes the Secretary to lease contiguous unappropriated public lands (not to exceed 2,560 acres) for a public airport.   |
| <b>The Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215)</b>                           | Authorizes conveyance of lands to public agencies for use as airports and airways.   |
| <b>The Engle Act of February 28, 1958 (43 U.S.C. 156)</b>  | Provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.   |
| <b>The Recreation and Public Purposes (R&amp;PP) Act of 1926, as amended (43 U.S.C. 869)</b>     | Authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes.   |
| <b>The R&amp;PP Amendment Act of 1988</b>  | Provides that suitable public lands may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.   |

|   |   |
|---|---|
| <b>The Burton-Santini Act (P.L. 96-586, 94 Stat. 3381)</b>  | Authorizes the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada. The proceeds are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.  |
| <b>The Federal Power Act of 1920, as amended (16 U.S.C. 818)</b>  | Allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.   |
| <b>Indian Self Determination And Education Assistance Act (P.L. 93-638)</b>   | Provides for non-competitive contracts, grants, or cooperative agreements entered into between a tribal organization and the Federal government for the planning, conduct, and administration of programs which enhance Indian educational achievement or provide other Federal services more responsive to the needs and desires of those communities.                                       |
| <b>The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901-6992)</b>   | Authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. Waives sovereign immunity for Federal agencies with respect to all Federal, State, and local solid and hazardous waste laws and regulations. Makes Federal agencies subject to civil and administrative penalties for violations, and to cost assessments for the administration of the enforcement. |
| <b>The Comprehensive Environmental Response, Compensation, and Liability Act of 1980 as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673)</b> | Provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. Requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties, including Federal agencies, to clean-up releases of hazardous substances.        |
| <b>Community Environmental Response Facilitations Act of 1992 (42 U.S.C. 9620(h))</b>   | Amendment to the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended, which expands on the risk assessment requirements for land transfers and disposal.  |
| <b>The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001-11050)</b>   | Requires the private sector to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public.               |
| <b>The Pollution Prevention Act of 1990 (42 U.S.C. 13101-13109)</b>   | Requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change, and recycling. Encourages and requires development of new technology and markets to meet the objectives.  |
| <b>The Food Security Act of 1985 (7 U.S.C. 148f)</b>  | Provides for the transfer of funds to the Secretary of Agriculture for Mormon cricket and grasshopper control.  |
| <b>The General Mining Law of 1872, as amended (30 U.S.C. 22, et seq.)</b>   | Provides for locating and patenting mining claims where a discovery has been made for locatable minerals on public lands in specified States, mostly in the western United States.  |
| <b>The Act of March 3, 1879, as amended, (43 U.S.C. 31(a))</b>  | Provides for the inventory and classification of the public lands, and examination of the mineral resources and products of the national domain.  |
| <b>The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, et seq.)</b>  | Sets out the policy of fostering development of economically stable mining and mineral industries, and studying methods for waste disposal and reclamation.   |

|   |   |
|---|---|
| <b>The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474)</b>     | Provides that receipts for 1989 and thereafter from administrative fees (service charges) established by the Secretary for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for mining law administration program operations.   |
| <b>The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66)</b>  | Establishes an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. It also establishes a \$25 per claim location fee for new claims, to be paid when they are recorded with BLM. The Act also broadened the BLM's authority to collect recreation use fees.                                |
| <b>The Government Performance and Results Act of 1993 (P.L. 103-62)</b>                                     | To provide for the establishment, testing, and evaluation of performance measurement in the Federal Government, and for other purposes.   |
| <b>Executive Order 12906</b>  | The executive branch is developing, in cooperation with State, local, and tribal governments, and the private sector, a coordinated National Spatial Data Infrastructure (NSDI) to support public and private sector applications of geospatial data. BLM is charged with developing data standards, ensuring the capability to share cadastral data from the Public Land Survey System of the United States with partners. |
| <b>The Department of the Interior and Related Agencies Appropriations Act, 1996 (P.L. 104-134)</b>          | Directs the Secretary of the Interior, acting through the Bureau of Land Management, to develop and implement a pilot recreation fee demonstration program to determine the feasibility of cost recovery for operation and maintenance of recreation areas and sites.   |
| <b>National Fish and Wildlife Foundation Establishment Act, as amended, (16 U.S.C. 3701)</b>                | Established the National Fish and Wildlife Foundation as a nonprofit corporation to encourage, accept and administer private gifts of property, and to undertake activities to further the conservation and management of fish, wildlife, and plant resources of the United States.   |
| <b>Southern Nevada Public Land Management Act of 1998 (P.L. 105-263)</b>                                    | Authorizes the orderly disposal of certain Federal lands through sale in Clark County, Nevada, and provides for the acquisition of environmentally sensitive lands within the State of Nevada.  |
| <b>Black Canyon of the Gunnison National Park and Gunnison Gorge National Conservation Area Act of 1999</b> | Establishes the Gunnison Gorge National Conservation Area to be managed by the Secretary, acting through the Director of the Bureau of Land Management.   |
| <b>Presidential Proclamation 6920 of 1996</b>   | Established the Grand Staircase - Escalante National Monument, to be managed by the Secretary of the Interior, acting through the Director of the Bureau of Land Management.  |
| <b>Presidential Proclamation 7265 of 2000</b>   | Established the Grand Canyon - Parashant National Monument. The Secretary of the Interior shall manage the monument through the Bureau of Land Management and the National Park Service. The Bureau of Land Management shall have primary management authority for those portions of the Monument outside of the Lake Mead National Recreation Area.  |
| <b>Presidential Proclamation 7263 of 2000</b>   | Established the Agua Fria National Monument. The Secretary of the Interior shall manage the monument through the Bureau of Land Management.   |
| <b>Presidential Proclamation 7264 of 2000</b>   | Established the California Coastal National Monument. The Secretary of the Interior shall manage the monument through the Bureau of Land Management.  |

**The Department of the Interior and Related Agencies Appropriations Act for 1994 (P.L. 103-138)**

Provides that funds shall be available to BLM for mining law administration program operations, to be reduced by amounts collected from annual mining claim fees.

**The Department of the Interior and Related Agencies Appropriations Act, 1999, as included in P.L. 105-277, section 101(e).**

Reauthorizes the collection of annual mining claim maintenance fees through 2001. Extends the recreation fee demonstration program through fiscal year 2001, with collected funds remaining available through fiscal year 2004.

## SUMMARY OF REQUIREMENTS

(dollars in thousands)

| Comparison by Activity/<br>Subactivity | 1999<br>Actual 1/<br>Amount                          |              | 2000<br>Enacted to Date 2/<br>Amount |              | Uncontrol-<br>lable &<br>Related<br>Changes<br>(+/-)<br>FTE Amount |          | Program<br>Changes<br>(+/-)<br>FTE Amount |             | 2001<br>Budget<br>Request<br>FTE Amount |              | Inc(+)<br>Dec(-)<br>from 2000<br>FTE Amount |             |
|--|--|--------------|--------------------------------------|--------------|--|----------|---|-------------|---|--------------|---|-------------|
|  | <b>Management<br/>Of Lands<br/>and<br/>Resources</b> | <b>6,435</b> | <b>611,517</b>                       | <b>6,463</b> | <b>644,134</b>   | <b>0</b> | <b>+18,484</b>                            | <b>+243</b> | <b>+52,573</b>                          | <b>6,706</b> | <b>715,191</b>                              | <b>+243</b> |
| Land Resources                         | 1,574  | 144,585      | 1,600                                | 161,740      | 0  | +4,632   | +84                                       | +24,080     | 1,684                                   | 190,452      | +84   | +28,712     |
| Soil, Water,<br>Air Mgt                | 260  | 30,317       | 263                                  | 33,130       | 0  | +927     | +22                                       | +4,954      | 285                                     | 39,011       | +22   | +5,881      |
| Range Mgt                              | 722  | 56,231       | 737                                  | 66,515       | 0  | +1,929   | +27                                       | +4,333      | 764                                     | 72,777       | +27   | +6,262      |
| Forestry Mgt                           | 68   | 5,780        | 70                                   | 6,932        | 0  | +200     | +1  | 0           | 71                                      | 7,132        | +1  | +200        |
| Riparian Mgt                           | 226  | 20,386       | 229                                  | 21,896       | 0  | +608     | +11                                       | +1,528      | 240                                     | 24,032       | +11   | +2,136      |
| Cultural<br>Resources<br>Mgt           | 137  | 13,045       | 138                                  | 13,394       | 0  | +394     | +14                                       | +4,265      | 152                                     | 18,053       | +14   | +4,659      |
| Wild Horse<br>and Burro<br>Mgt         | 161  | 18,826       | 163                                  | 19,873       | 0  | +574     | +9  | +9,000      | 172                                     | 29,447       | +9  | +9,574      |
| Wildlife &<br>Fisheries                | 310  | 31,706       | 320                                  | 36,373       | 0  | +996     | +28                                       | +3,343      | 348                                     | 40,712       | +28   | +4,339      |
| Wildlife Mgt                           | 220  | 22,181       | 224                                  | 23,794       | 0  | +694     | +20                                       | +2,165      | 244                                     | 26,653       | +20   | +2,859      |
| Fisheries Mgt                          | 90   | 9,525        | 96                                   | 12,579       | 0  | +302     | +8  | +1,178      | 104                                     | 14,059       | +8  | +1,480      |
| Threatened &<br>Endangered<br>Species  | 190  | 17,367       | 194                                  | 18,811       | 0  | +541     | +36                                       | +4,320      | 230                                     | 23,672       | +36   | +4,861      |
| Recreation                             | 604  | 50,049       | 595                                  | 51,153       | 0  | +1,486   | +40                                       | +9,880      | 635                                     | 62,519       | +40   | +11,366     |
| Wilderness<br>Mgt                      | 194  | 15,847       | 195                                  | 16,211       | 0  | +468     | +13                                       | +2,590      | 208                                     | 19,269       | +13   | +3,058      |
| Recreation<br>Resource<br>Mgt          | 378  | 31,634       | 380                                  | 33,636       | 0  | +1,018   | +27                                       | +7,290      | 407                                     | 41,944       | +27   | +8,308      |
| Recreation<br>Operations<br>fees       | 32   | 2,568        | 20                                   | 1,306        | 0  | 0        | 0   | 0           | 20                                      | 1,306        | 0   | 0           |
| Energy &<br>Minerals                   | 920  | 73,069       | 925                                  | 76,452       | 0  | +2,135   | +14                                       | +3,500      | 939                                     | 82,087       | +14   | +5,635      |
| Oil and Gas<br>Mgt                     | 713  | 53,811       | 718                                  | 57,793       | 0  | +1,588   | +10                                       | +2,800      | 728                                     | 62,181       | +10   | +4,388      |
| Coal Mgt                               | 78   | 7,163        | 79                                   | 7,341        | 0  | +216     | +2  | +700        | 81                                      | 8,257        | +2  | +916        |
| Other Mineral<br>Resources<br>Mgt      | 106  | 9,010        | 108                                  | 9,182        | 0  | +269     | +2  | 0           | 110                                     | 9,451        | +2  | +269        |
| Alaska<br>Minerals<br>(transfer)       | 23   | 3,085        | 20                                   | 2,136        | 0  | +62      | 0   | 0           | 20                                      | 2,198        | 0   | +62         |

| Comparison<br>by Activity/<br>Subactivity       | 1999<br>Actual 1/ |         | 2000<br>Enacted to date 2/ |         | Uncontrol-<br>lable &<br>Related<br>Changes<br>(+/-) |        | Program<br>Changes<br>(+/-) |        | 2001<br>Budget<br>Request |         | Inc(+)<br>Dec(-)<br>from 2000 |        |
|---|-------------------|---------|----------------------------|---------|--|--------|-----------------------------|--------|---------------------------|---------|-------------------------------|--------|
|   | FTE               | Amount  | FTE                        | Amount  | FTE  | Amount | FTE                         | Amount | FTE                       | Amount  | FTE                           | Amount |
| Realty and<br>Ownership                         | 860               | 73,495  | 867                        | 77,694  | 0  | +2,156 | +3                          | +145   | 870                       | 79,995  | +3                            | +2,301 |
| Alaska<br>Conveyance                            | 308               | 31,035  | 313                        | 33,640  | 0  | +847   | 0                           | 0      | 313                       | 34,487  | 0                             | +847   |
| Cadastral<br>Survey                             | 146               | 12,373  | 147                        | 13,253  | 0  | +421   | 0                           | 0      | 147                       | 13,674  | 0                             | +421   |
| Land and<br>Realty Mgt                          | 406               | 30,087  | 407                        | 30,801  | 0  | +888   | +3                          | +145   | 410                       | 31,834  | +3                            | +1,033 |
| Communica-<br>tions Sites<br>Mgt                | 32                | 0       | 35                         | 0       | 0  | 0      | 0                           | 0      | 35                        | 0       | 0                             | 0      |
| Fee<br>Collection                               | 32                | 2,000   | 35                         | 2,000   | 0  | 0      | 0                           | 0      | 35                        | 2,000   | 0                             | 0      |
| Offsetting<br>Fees                              | 0                 | -2,000  | 0                          | -2,000  | 0  | 0      | 0                           | 0      | 0                         | -2,000  | 0                             | 0      |
| Resource<br>Protection &<br>Maintenance         | 696               | 74,475  | 317                        | 33,631  | 0  | +979   | +17                         | +4,265 | 334                       | 38,875  | +17                           | +5,244 |
| Resource<br>Mgt Planning                        | 74                | 6,423   | 75                         | 6,581   | 0  | +190   | 12                          | +4,000 | 87                        | 10,771  | +12                           | +4,190 |
| Facilities<br>Maintenance                       | 381               | 41,648  | 0                          | 0       | 0  | 0      | 0                           | 0      | 0                         | 0       | 0                             | 0      |
| Resource<br>Protection &<br>Law<br>Enforcement  | 98                | 10,786  | 99                         | 11,052  | 0  | +319   | +2                          | +130   | 101                       | 11,501  | +2                            | +449   |
| Hazardous<br>Materials Mgt                      | 143               | 15,618  | 143                        | 15,998  | 0  | +470   | +3                          | +135   | 146                       | 16,603  | +3                            | +605   |
| Transporta-<br>&<br>Facilities<br>Maintenance   | 0                 | 0       | 385                        | 45,951  | 0  | +1,402 | +21                         | +3,040 | 406                       | 50,393  | +21                           | +4,442 |
| Operations                                      | 0                 | 0       | 109                        | 6,120   | 0  | +177   | 0                           | 0      | 109                       | 6,297   | 0                             | +177   |
| Annual<br>Maintenance                           | 0                 | 0       | 220                        | 28,367  | 0  | +1,225 | +16                         | +2,040 | 236                       | 31,632  | +16                           | +3,265 |
| Deferred<br>Maintenance                         | 0                 | 0       | 56                         | 11,464  | 0  | 0      | +5                          | +1,000 | 61                        | 12,464  | +5                            | +1,000 |
| Grasshopper<br>Mormon<br>Cricket &<br>Emergency | 0                 | 0       | 0                          | 0       | 0  | 0      | 0                           | 0      | 0                         | 0       | 0                             | 0      |
| Workforce &<br>Organiza-<br>tional Support      | 641               | 118,924 | 641                        | 123,292 | 0  | +3,608 | 0                           | 0      | 641                       | 126,900 | 0                             | +3,608 |
| Information<br>Systems<br>Operations            | 96                | 15,386  | 96                         | 15,758  | 0  | +455   | 0                           | 0      | 96                        | 16,213  | 0                             | +456   |
| Administra-<br>tive Support                     | 545               | 45,533  | 545                        | 47,748  | 0  | +1,356 | 0                           | 0      | 545                       | 49,104  | 0                             | +1,356 |
| Bureau-wide<br>Fixed Costs                      | 0                 | 58,005  | 0                          | 59,786  | 0  | +1,797 | 0                           | 0      | 0                         | 61,583  | 0                             | +1,797 |

| Comparison by Activity/<br>Subactivity | 1999<br>Actual 1/ |          | 2000<br>Enacted to date 2/ |         | Uncontrol-<br>lable &<br>Related<br>Changes<br>(+/-) |        | Program<br>Changes<br>(+/-) |        | 2001<br>Budget<br>Request |         | Inc(+)<br>Dec(-)<br>from 2000 |        |
|--|-------------------|----------|----------------------------|---------|--|--------|-----------------------------|--------|---------------------------|---------|-------------------------------|--------|
|  | FTE               | Amount   | FTE                        | Amount  | FTE  | Amount | FTE                         | Amount | FTE                       | Amount  | FTE                           | Amount |
| Mining Law Administration              | 397               | 0        | 397                        | 0       | 0  | 0      | 0                           | 0      | 397                       | 0       | 0                             | 0      |
| Mining Law Administration              | 397               | 32,650   | 397                        | 33,366  | 0  | +962   | 0                           | 0      | 397                       | 34,328  | 0                             | +962   |
| Offsetting Fees                        | 0                 | -32,650  | 0                          | -33,366 | 0  | -962   | 0                           | 0      | 0                         | -34,328 | 0                             | -962   |
| Land and Resources Information Systems | 99                | 27,847   | 75                         | 19,037  | 0  | +549   | 0                           | 0      | 75                        | 19,586  | 0                             | +549   |
| Reimbursables & Other                  | 112               | 250      | 112                        | ---     | 0  | ---    | 0                           | ---    | 112                       | ---     | 0                             | ---    |
| Y2K - Offsetting Collections [non-add] | 0                 | [11,999] |                            |         |  |        |                             |        |                           |         |                               |        |

1/ FY 1999 budget authority (B/A), in the amount of \$611,517,000, was the net of the reduction pursuant to P. L. 106-51 and \$250,000 transfer from the OST to support the Cobell litigation.

2/ The FY 2000 B/A, in the amount of \$644,134,000 is the net of the reduction pursuant to P. L. 106-113 and \$1,029,000 transfer from USGS for FFS, IDEAS projects.

## JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars in thousands)

|  | 2000 Estimate | 2001 Change |
|--|---------------|-------------|
| 2000 Pay Raise   |               | +\$ 3,941   |
| 2001 Pay Raise   |               | +\$11,101   |
| <p>The January 2001 pay raise amount above was calculated before the Presidential Policy pay raise amount was available to the Department of the Interior. In total, the sum of the amounts above for pay raise costs is nearly the same as the correct amount. The amounts above offset the equivalent of a 4.025% for the full fiscal year rather than 3.975%, that is, they are 0.05% too high. The amounts above are based on raises of 4.4% and 3.9% respectively, rather than the actual 4.8% for January 2000 and the President's requested 3.7% for January 2001. The Office of Budget will compile the correct amounts and provide them to the Appropriations Subcommittees and post them on our website (<a href="http://www.doi.gov/budget">www.doi.gov/budget</a>) soon after the release of the President's budget request.</p> |               |             |
| Injured Workers Compensation Payments  |               | + \$379     |
| <p>The adjustment is for actual changes from 2000 in the costs of compensating injured employees and dependents of employees who suffered accidental deaths while on duty. Costs for 2001 are for the 12-months ending June 1999 and will reimburse the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.</p>  |               |             |
| Unemployment Compensation Payments   |               | - \$423     |
| <p>The adjustment is for changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.</p>  |               |             |
| Employers Health Plan Costs  |               | +\$ 520     |
| <p>The adjustment is for the estimated increase in costs of Health Plans to be paid by the Bureau. The increase is a result of changes in rates charged by health plans and/or other factors related to health insurance.</p>  |               |             |
| Rental Payments to GSA   |               | + \$1,025   |
| <p>The adjustment is for changes in the costs payable to General Services Administration resulting from changes in rates for office and non-office space as estimated by GSA.</p>  |               |             |
| CSRS/FERS Retirement Costs   |               | + \$2,723   |
| <p>The adjustment is for changes in estimated retirement costs paid by the Bureau. It results from changes in the relative proportion of FERS employees in the workforce.</p>  |               |             |
| Department Working Capital Fund Changes  |               | +\$ 1,022   |

|  | 2000 Estimate | 2001 Change |
|--|---------------|-------------|
| The amount reflects expected changes in the charges for Department services and other services through the working capital fund. |               |             |
| One Fewer Day of Pay   |               | - \$1,067   |
| The adjustment reflects the fact that there is one fewer pay day in FY 2001 than in FY 2000.                                     |               |             |
| FTS2001 Telecommunication Contract   |               | - \$1,206   |
| The adjustment is a one-time saving in FY 2001 and is associated with the new FTS2001 telecommunication contract.                |               |             |
| Cost of moving from one leased location to another   |               | + \$ 469    |
| The adjustment reflects the cost of moving from one leased location to another. This cost was previously borne by GSA.           |               |             |

## Activity: Land Resources

### Activity Summary (\$000's)

| Subactivity                     | 1999 Actual          | 2000 Enacted to date | Uncontrollable & Related Changes (+/-) | Program Changes (+/-) | 2001 Budget Request | Change From 2000 (+/-) |
|---------------------------------|----------------------|----------------------|--|-----------------------|---------------------|------------------------|
| Soil, Water, and Air Management | \$ 30,387<br>FTE 260 | 33,130<br>263        | +927<br>0                              | +4,954<br>22          | 39,011<br>285       | +5,881<br>22           |
| Range Management                | \$ 56,323<br>FTE 722 | 66,515<br>737        | +1,929<br>0                            | +4,333<br>27          | 72,777<br>764       | +6,262<br>27           |
| Forestry Management             | \$ 5,801<br>FTE 68   | 6,932<br>70          | +200<br>0                              | 0<br>1                | 7,132<br>71         | +200<br>1              |
| Riparian Management             | \$ 20,441<br>FTE 226 | 21,896<br>229        | +608<br>0                              | +1,528<br>11          | 24,032<br>240       | +2,136<br>11           |
| Cultural Resource Management    | \$ 13,084<br>FTE 137 | 13,394<br>138        | +394<br>0                              | +4,265<br>14          | 18,053<br>152       | +4,659<br>14           |
| Wild Horse and Burro Management | \$ 18,878<br>FTE 161 | 19,873<br>163        | +574<br>0                              | +9,000<br>9           | 29,447<br>172       | +9,574<br>9            |
| <b>Total Dollars</b>            | <b>144,914</b>       | <b>161,740</b>       | <b>+4,632</b>                          | <b>+24,080</b>        | <b>190,452</b>      | <b>+28,712</b>         |
| <b>Total FTE</b>                | <b>1,574</b>         | <b>1,600</b>         | <b>0</b>                               | <b>84</b>             | <b>1,684</b>        | <b>84</b>              |

### ACTIVITY DESCRIPTION

This activity provides for integrated management of public land renewable and cultural resources. BLM manages these resources on a landscape basis where each subactivity contributes to the overall health of the land. Restoring and maintaining the health of the land is the foundation for everything the BLM does, and is key to the agency's long term strategic vision. Livestock grazing, timber harvesting and other resource uses can be sustained over time only if the land is in a healthy condition. The programs in this activity in concert with other programs strive to support this BLM strategic vision by providing resource values, uses and benefits through healthy forests, rangeland vegetation, watershed values, and riparian habitat; forage for livestock; cultural values; and thriving wild horse and burro herds. Each of the subactivities within the Land Resources Activity will contribute to healthy, productive and sustainable public land resources.

## **Activity: Land Resources**

### **Subactivity: Soil, Water, and Air Management**

#### **2001 PROGRAM OVERVIEW**

The FY 2001 budget request for Soil, Water and Air Management is \$39,011,000 and 285 FTE.

The Soil, Water, and Air Management program is responsible for collecting and analyzing soils information, water and watershed related activities, and air management issues in connection with land use planning, use authorizations, mitigation of impacts and monitoring effects on resources. The BLM's compliance and consistency with the Clean Water Act, Clean Air Act, state water quality and air quality requirements, and related environmental standards are coordinated within this program. The Soil, Water, and Air Management program supports the physical and legal availability of quantities of water necessary to carry out public land management purposes (including livestock, wildlife, and recreational needs) through administrative procedures established by state water laws. The program works closely with other programs, other agencies and interests to protect and restore water quality and watershed health, including protection of water sources for public water supply systems that may arise on or otherwise be influenced by uses and conditions of the public lands.

The BLM continues to emphasize clean water and watershed restoration to ensure proper functioning watersheds and clean water. Efforts support the Clean Water Action Plan, including assessing the conditions of watersheds containing public lands and restoration projects to improve upland and riparian areas. Remediation of abandoned mine lands is of particular concern and restoration activities are coordinated with State reclamation agencies, the U.S. Forest Service, and the Environmental Protection Agency and other partners to improve water quality in priority impaired watersheds. The BLM continues to work closely with state water quality agencies in the development, implementation, and monitoring of the effectiveness of Best Management Practices for managing non-point source pollution. The BLM, with a stable funding level, continues to implement and evaluate salt retaining measures in order to assist the Federal Salinity Control program and meet the regional salinity standards as adopted by the Colorado River Basin states. Focused efforts for watershed restoration activities include the Rio Puerco Watershed (NM), the Colorado River Basin (WY, CO, NM, UT, AZ, and NV), the San Pedro Watershed (AZ), and the Colorado Plateau Cooperative Ecosystem Studies Unit (CO, NM, UT, and AZ).

## PROGRAM ACCOMPLISHMENTS

Significant accomplishments and direction in Soil, Water and Air Management during FY 2000 include:

- Sixty-four ongoing abandoned mine land remediation projects in nine Western states.
- ! Retention of 37,000 tons/year of dissolved solids (salts) resulting from management actions in six Colorado River Basin States.
- ! Involved with a variety of community-based watershed restoration partnerships, including the San Pedro watershed, where several studies are being coordinated with U.S.G.S. for data collection, surface and groundwater studies, and modeling in the San Pedro River system to provide the information necessary to plan for the long-term water quality and quantity requirements of the natural system and affected communities. Several pilot groundwater recharge projects are being conducted during this fiscal year.
- ! Participating in four Section 319 (Clean Water Act) demonstration projects for control of non-point source pollutants through Best Management Practices implementation.
- ! Participating as an active partner in implementing the Colorado Plateau Cooperative Ecosystem Studies Unit, in identifying studies and locations for research development.
- ! Cooperation with state water quality agencies and tribes in support of development and implementation of Total Daily Maximum Load measures.
- ! Interpretation and application of climate and air data to support operational activities such as prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development, including modeling for smoke management and regulatory compliance.
- ! Conducting soil surveys to establish baseline soil and vegetation data in support of Rangeland Health Standards and Guidelines, environmental review of expiring livestock permits, watershed restoration activities, wildland fire rehabilitation and mine land reclamation.

## JUSTIFICATION OF 2001 PROGRAM CHANGES

### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 39,011                    | +4,954                      |
| <i>FTE</i> | 285                       | +22                         |

The FY 2001 Budget Request for Soil, Water and Air Management is \$39,011,000 and 285 FTE, a program increase of \$4,954,000 and 22 FTE from the FY 2000 enacted level. For additional information on the following themes, including a specific list of proposed projects and associated funding levels, please refer to the General Section of this document.

**Land Use Planning for Sustainable Resource Decisions, (+\$2,000,000)** - Many existing land use plans and associated environmental impact statements (EIS) do not adequately address how past and ongoing public land activities (i.e. livestock grazing, mining operations, Off Road Highway (OHV) use) affect water quality, nor identify necessary restoration actions to meet water quality standards. In order to meet its strategic goals to provide opportunities for environmentally responsible recreation and commercial activities, the BLM must update land use plans to address the needs of the resources, aquatic species and public land users. In addition, most BLM planning and National Environmental Policy Act (NEPA) documents did not anticipate either the increased use of prescribed burning or the recently established visibility and fine particulate air quality regulations. The majority of the Vegetation Management EISs prepared in the 1980s did not anticipate, nor evaluate, the need to conduct the level of vegetation treatments required to maintain and improve healthy and biologically diverse landscapes on the public lands. Several western states have established and are currently modifying, smoke management/open burning regulations which require the BLM to obtain air quality permits prior to burning, and to comply with permit requirements during burning. The BLM is also faced with critical air quality issues from the development and transportation associated with coalbed methane and other energy development efforts occurring in the Powder River Basin of Wyoming and Montana. Other public land uses may also contribute to air quality impacts on plants and animals. Without additional funding to address these issues, the BLM could face additional legal challenges to land and resource allocation decisions, since impacts to public land resources and the environment are not adequately documented in the current land use plans and associated NEPA documents. Unless plans are updated to reflect new clean water and clean air regulations and standards, as well as cumulative impacts from a diversity of activities, the BLM may need to curtail many land uses or delay decisions on proposed land uses until appropriate environmental review is completed, which in turn may cause economic hardships to commercial uses dependent on public lands.

With the additional funds requested, this program would contribute to funding 31 land use plans in FY 2001, with completion scheduled for FY 2002 or FY 2003. The Pocatello/Malad Resource Management Plan (RMP) in Idaho serves as an example of a high priority planning effort which must consider water quality in order to establish appropriate off highway vehicle designations and plan for improved watershed health to support the critical habitat requirements for special status species, such as the sage grouse. Another example is the Lahontan/Walker RMP in western Nevada, where population growth is contributing to impacts to water and air quality on public lands. Here too, improved watershed health is key to providing critical wildlife habitat, in particular special status species, such as the Lahontan cutthroat trout. In both the Farmington, New Mexico and the Powder River Basin, Wyoming areas, oil and gas production along with coal field development has reached the point that water and air quality issues are at the forefront of planning needs for future permitting. These planning efforts must comprehensively address impacts to water and air quality standards in any future coal and oil and gas development.

**Restoration of Threatened Watersheds, (+\$1,734,000)** - Additional funding would be directed to on-the-ground restoration of critically impaired watersheds. An example of this is illustrated in Southern New Mexico where two watersheds (the Rio Tularosa and the Rio Bonito) are identified as impaired by the State of New Mexico. Actions resulting from this additional funding include construction of over 300 erosion control structures to retain water flows, reducing erosion and sediment loads during FY 2001; further assessment of watersheds to identify and prioritize additional actions to promote overall watershed health; and completion of collaborative, multi-jurisdictional watershed restoration implementation action plans for both watersheds.

The additional funds would contribute to eight watershed restoration efforts in six Western States. Activities in these watersheds would include:

- delineation of saline soils to focus restoration efforts, such as in the Southern Nevada Riparian Restoration area to help reduce salt loading in the Colorado River Basin;
- review of existing land use practices and authorizations for impacts to watersheds to locate specific resource conditions which may be contributing to decreased water quality and quantity, illustrated in the restoration proposals in the Upper Gila/San Simon Watershed in Arizona and in the Upper Gunnison River Watershed in Colorado;
- modification of management practices and conducting vegetation treatments (seedlings and plantings) designed to improve watershed and habitat health with focus on maintaining/enhancing native plant composition and diversity in the three areas identified above plus in the Northeast California/Northwest Nevada Sagebrush Steppe Restoration area, Western Utah Sagebrush Management area, and Nevada Great Basin Restoration area, all three within the Great Basin.

All restoration efforts would take an integrated multi-resource approach to address and restore entire watersheds. By concentrating on water quality, riparian/aquatic habitat, and uplands, entire watershed health can be addressed and improved. Healthy watersheds will provide for biologically-diverse, sustainable, ecologically-productive landscapes allowing long-term uses such as wildlife/fisheries habitat, livestock grazing, outdoor recreation and community water supplies. Without these efforts, long-term watershed health is at risk, affecting dependent plant and animal species, and potentially curtailing public land uses, such as livestock grazing, recreational use, and energy and mineral development.

**Public Land Treasures, (+\$1,130,000)**- At BLM's public land treasures, basic watershed values and water quality are often issues of concern. Current conditions of resources must be known in order to plan and effectively manage for appropriate resource uses and implement necessary restoration measures. An example of this is the Gunnison Gorge National Conservation Area (NCA) and Wilderness Area, designated in 1999 (P.L. 106-76). Visitation to the area has increased along with Colorado's population, thereby impacting the area's fragile soils, causing saline sediment transport and affecting water quality through increased salinity and turbidity. In order to plan for these demands and provide for environmentally responsible recreation, collecting baseline resource data is essential, including completion of watershed assessments.

Another area that will receive additional funds is the Snake River Birds of Prey National Conservation Area in Idaho. An additional 5,000 acres of sagebrush/grassland would be treated within the NCA to restore vegetation to a natural plant composition to support habitat requirements of the prey species, which provide the dietary needs for the various birds of prey. Vegetation monitoring would also be conducted with the additional funds to identify other areas for restoration needs and to determine changes in current management practices.

In the California Desert and in the Steese National Conservation Area, in Alaska, the additional funds would allow for expanded inventory and assessment of abandoned mine lands in order to identify environmental risk sites that contribute to degradation of water quality from heavy metals, toxic chemicals or sedimentation. Although these two areas are very different in environmental setting, past mining practices can cause substantial impacts to water quality. These efforts would permit the BLM to establish priorities for restoration actions designed meet water quality standards

and to eliminate hazards to public health, as well as dependant plants and animals.

Without these additional funds, opportunities to maintain or enhance critical resource conditions and/or water quality may be lost. Also, any restoration actions may be much more difficult and more costly to achieve should actions be delayed.

***Public Pressures on Public Lands, (+\$90,000)*** - The requested funding would be used to help address impacts and better manage the public pressures and demands along the lower Colorado River corridor. This corridor of public lands adjacent to the Colorado River in California and Arizona has been receiving steadily increasing visitation for the last decade, particularly for recreation activities and wintering "snowbirds". This trend is expected to continue, greatly impacting the long-term health of the lands and their ability to provide sustained opportunities for these activities. Off Highway Vehicle (OHV) use on erosive soils is a growing concern. The OHV use is contributing sediment and salinity to the Virgin River (AZ) which impacts riparian area health and two species of endangered fish (woundfin minnow and Virgin River chub). To accurately determine the capability of the lands within this watershed, it is necessary to conduct an assessment on 1000 acres of the most heavily used area. The assessment work will support a plan to implement management actions for proper use of the watershed to protect the long-term productivity of these lands and water quality entering the Colorado River.

**WORKLOAD MEASURES**

| Workload Measure  | 1999 Actual | 2000 Enacted to Date | 2001 Change (±) |
|---|-------------|----------------------|-----------------|
| Soil Inventory (acres)  | 821,033     | 440,217              | +270,000        |
| Watershed Assessments (acres assessed)  | 7,672,622   | 18,767,668**         | +300,000        |
| Multi-Jurisdictional Plans Completed (number)   | n/a*        | 50**                 | +1              |
| Midlevel/Activity Plans Completed To Understand the Condition of Public Lands (number)    | n/a*        | 81**                 | +1              |
| Shrub, Grassland, PJ Vegetation Treatments Applied (acres)                                | 1,343,299   | 2,571,036**          | +20,500         |
| Shrub, Grassland, PJ, Forest Projects Constructed (number)                                | 832         | 856**                | +303            |
| Allotments Monitored (Number)   | 4,164       | 3,030**              | +65             |
| Allotments Assessed and Determinations Evaluated (number)                                 | 3,272       | 2,175                | +16             |
| Forest Restoration Treatments (acres applied)   | n/a*        | 158,885**            | +84             |
| Aquatic/Riparian/Wetland Areas Decisions Evaluated (acres)                                | n/a*        | 199,171**            | +10,000         |
| Road Construction and Maintenance Activities (miles of roads maintained to standards)     | 9,279       | 11,800               | +40             |
| Aquatic/Riparian/Wetland Projects Maintained (Number)                                     | 858         | 1,062**              | +6              |
| Shrub, Grassland, PJ Vegetation Inventory (acres)   | n/a*        | 20,604,356**         | +50,000         |
| Terrestrial Habitats Objectives Evaluated (acres)   | n/a*        | 67,620,737**         | +50,000         |
| Watershed Sub-basins Evaluated (acres)  | n/a*        | 2,010,858**          | +238,650        |
| Water Source & Instream Flow Inventory (number)   | n/a*        | 900**                | +55             |
| Abandoned Mine Risk Sites Identified and Assessed (number of sites identified & assessed) | n/a*        | 950                  | +39             |
| Water Quality Compliance Actions (number)   | 1,468       | 1,787                | +3              |
| Aquatic/Riparian/Wetland Treatments Applied (acres)                                       | n/a*        | 1,413**              | +2              |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report.

\*\* The FY 2000 number represents the combined efforts of multiple subactivities.

## **Activity: Land Resources**

### **Subactivity: Rangeland Management**

#### **2001 PROGRAM OVERVIEW**

The FY 2001 budget request for Rangeland Management is \$72,777,000 and 764 FTE.

The BLM manages public rangelands to ensure their long-term health, natural diversity, and productivity. Through interdisciplinary management techniques, rangeland management activities contribute to the well being of many other programs. The BLM stresses the management of rangeland resources on a landscape basis, considering the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. Activities such as inventory, monitoring, developing vegetation objectives, integrated weed management, and activity plan development are completed jointly with other programs. This facilitates the BLM's ability to meet fish and wildlife habitat needs, wild horse and burro needs, and watershed requirements, as well as providing livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

Areas of emphasis include integrated weed management with the strategic goal of controlling noxious weeds and other non-native invasive plant species through work with cooperators at the federal, state and local level; continued implementation of the standards for rangeland health and guidelines for livestock grazing; environmental review and appropriate renewals of expiring livestock grazing permits and leases; increased ecological site inventories, interdisciplinary monitoring studies, and vegetation analysis to determine environmental impacts and to meet land health standards; and provide support to implement rangeland improvement projects and land treatments, such as rangeland vegetation seeding, water holding structures, etc. necessary to improve or restore healthy rangeland conditions.

#### **PROGRAM ACCOMPLISHMENTS**

In FY 2000, anticipated accomplishments in the Rangeland Management program include treating more than 190,000 acres of noxious weeds. In cooperative weed efforts, funding was provided to Montana State University to establish the National Center for Ecologically-based Noxious Weed Management, and to the Idaho Department of Agriculture for cooperative weed management activities. The BLM plans to renew 3,456 livestock grazing permits and leases which expire in FY 2000 or were carried over from FY 1999. An additional number of renewals will occur due to transfers of grazing permits/leases and through combined reviews of permits on a given area of land. This will position the BLM to complete the appropriate levels of environmental reviews for expiring permits in FY 2001 and beyond. Ecological Site Inventory will be collected on more than 1,700,000 acres of public lands and 3,030 allotments are to be monitored by the end of the fiscal year. In addition, 2,175 allotments will be assessed for conformance with fundamentals for rangeland health and standards and guidelines for livestock grazing. FY 2000 will be the second

year of a grazing study by the Pacific Northwest National Laboratory on impacts to soil, vegetation and hydrology.

## JUSTIFICATION OF 2001 PROGRAM CHANGES

### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 72,777                    | +4,333                      |
| FTE        | 764                       | 27                          |

The FY 2001 Budget Request for Rangeland Management is \$72,777,000 and 764 FTE, a program increase of \$4,333,000 and 27 FTE from the FY 2000 enacted level. For additional information on the following themes, including a specific list of proposed projects and associated funding levels, please refer to the General Section of this document.

**Land Use Planning for Sustainable Resource Decisions, (+\$2,150,000)** - Many existing land use plans and associated environmental impact statements (EIS) no longer reflect the current scope and scale of authorized uses, or ecological shifts of resource conditions. In addition, the implementation of rangeland health standards and livestock guidelines have identified needs to address changes in management on a broader scale than at the allotment or watershed level and/or increase land treatments applications which are limited by many existing land use plan decisions. For instance, the majority of the Vegetation Management EISs prepared in the 1980s did not anticipate, nor evaluate, the need to conduct vegetation treatments (including prescribed fires) to the extent required to maintain and improve healthy and biologically diverse landscapes on the public lands necessary to fully implement the rangeland health standards. With the additional funding, the BLM would direct its efforts toward inclusion of the Standards and Guidelines (S&G) in applicable Resource Management Plan revisions and amendments to ensure healthy, properly functioning rangelands result from planned actions. Examples of planning efforts requiring input by this program include the Bruneau Resource Management Plan (RMP) in Idaho, the Dillon RMP in Montana, the Price RMP in Utah and the Socorro RMP in New Mexico. In each of these areas, rangeland vegetation provides habitat for wildlife species, including special status species, as well as provides forage for livestock permitted for use on public lands. In some locations, vegetation conditions have changed as a result of past livestock management practices and from invasion by non-native plant species, such as cheatgrass and red brome. Because of these vegetation changes, habitat of dependant wildlife species has become degraded. These planning updates would address the need to restore proper functioning vegetation conditions and provide the decisions to implement the necessary actions to meet the needs of all public land uses.

**Restoration of Threatened Watersheds, (+1,768,000)** - The Rangeland Management program contributes to restoration of watersheds through a variety of activities. Of the additional funds requested, \$1,500,000 will be directed to controlling the spread of weeds and invasive plants, however the program will also contribute through assessing livestock grazing allotments for needed management changes to restore watershed conditions, as contained in the Upper Gila/San Simon Watershed in Arizona. Based on assessing 20 additional allotments, modifications to existing management practices would be applied to use authorizations, allowing for enhancement of watershed health and ensuring sustained livestock use.

Overall, the greatest threat to healthy watersheds is the explosion of noxious weeds and other non-native invasive plants. Additional funding for weed management would be used for detection of new infestations of weeds and aggressive treatments in the Colorado River Basin, in Colorado,

New Mexico, Arizona and Nevada. In the Great Basin, including portions of the states of Nevada, California, and western Utah, treatments of weeds will be augmented with planting of native species to establish resilient natural vegetation communities. These additional funds, in the Nevada Great Basin region, would also be used for projects, such as pasture fencing and upland water developments designed to modify grazing use, to allow for success in the weed treatments and native plant restoration measures.

*Excerpts from the U.S. Department of the Interior publication, "People, Land & Water," November/December 1999:*

### **'Never Have Seen Anything This Crazy'**

*Don Sumrthwaite, National Interagency Fire Center*

"Crazy" might be the best single word to describe the 1999 fire season, which was devastating in some areas... The Great Basin, and in particular northern Nevada, was one place the fire season was horrid. ...more than 1.4 million acres were burned in less than a week.

In the last 100 years, the native character of the Great Basin has changed as annual plants, such as cheat grass, and noxious weeds have overtaken an estimated 17 million acres in the area. ...the more wildfires burn, the more annual grasses spread. The more the grasses spread, the more wildfires burn. Casualties of the cycle include native shrub habitat and the wildfire that depends on it; forage for livestock; local economies that depend on the livestock industry; recreational opportunities; water quality; wild horse habitat; and cultural resources. As fires become more frequent and intense, they are more dangerous and costly to fight.

"The habitat loss we're facing in the Great Basin isn't a new problem, but it may be the last wake-up call to do something," said Roy Johnson, the deputy fire program manager at BLM's Office of Fire and Aviation. "We need a restoration effort like none before to reverse the downward spiral of Great Basin ecosystem health."

**Public Land Treasures, (+\$415,000)** - The BLM manages rangeland resources to benefit many public land values dependant on healthy vegetation conditions. Healthy vegetation is critical for management of the public land treasures. A mixture of actions would be taken with the additional funds requested for Public Land Treasures in the Rangeland Management program. A portion of the funding would be used for weed treatments and weed management in several of these areas, including the California Desert, Gunnison Gorge National Conservation Area in Colorado, and the John Day Wild and Scenic River corridor. In addition, baseline vegetation inventory would be conducted in the Grand Canyon-Parashant National Monument in Arizona. Along the Lewis and Clark Trail on the upper Lemhi River in Idaho, in the Birds of Prey National Conservation Area in Idaho, and within the Agua Fria National Monument in Arizona,

allotment evaluations would be conducted to assess current rangeland health conditions of resources in order to plan for appropriate resource uses and implement necessary restoration measures.

### WORKLOAD MEASURES

| Workload Measure  | 1999 Actual | 2000 Enacted to Date | 2001 Changes (±) |
|---|-------------|----------------------|------------------|
| Weed Inventory (acres)  | 3,876,571   | 4,737,433**          | +660,000         |
| Weed Treatment (acres applied)  | 102,254     | 190,694**            | +21,000          |
| Weed Treatments Evaluated (acres)   | n/a*        | 208,892**            | +1,050           |
| Allotments Assessed and Determinations Evaluated (number)                 | 3,272       | 2,175                | +16              |
| Shrub, Grassland, PJ Vegetation Treatments Applied (acres)                | 1,343,299*  | 2,571,036**          | +6,200           |
| Shrub, Grassland, PJ, Forest Projects (number constructed)                | 832         | 856**                | +10              |
| Compliance Inspection Livestock Grazing Allotments (number of allotments) | 4,577       | 3,352                | +11              |
| Allotments Monitored (Number)   | 4,164       | 3,030**              | +2               |
| Ecological Site Inventory - ESI (Acres)                                   | 958,742     | 1,708,898            | +190,000         |
| Forest Restoration Treatments Applied (Acres)                             | n/a*        | 158,885**            | +54              |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report.

\*\* The FY 2000 number represents the combined efforts of multiple subactivities.

## Activity: Land Resources

### Subactivity: Public Domain Forest Management

#### 2001 PROGRAM OVERVIEW

The 2001 Budget Request for Public Domain Forest Management is \$7,132,000 and 71 FTE.

The BLM manages 47 million acres of Public Domain forest land within 11 western states and Alaska (excluding western Oregon, which is managed within the Oregon and California Grant Lands Appropriation). These forests range from highly productive commercial Douglas-fir forests in northern Idaho, to pinyon-juniper woodland forests throughout the drier ecosystems of the inland west. They provide many unique wildlife habitats in the transition zone between dry shrub-steppe ecosystems and moister forest zones at higher elevations; they also provide economic and cultural opportunities for rural communities through the sale of timber and the sale or free-use of other special forest products, such as firewood, mushrooms, and pine nuts. Activities carried out under this program allow the BLM to achieve its strategic goals of restoring at-risk ecosystems and providing responsible commercial activities by offering 32 MMBF of timber for sale from the public domain forest lands. Consistent with these goals the BLM will conduct a variety of forest management and restoration activities to improve forest health and productivity, provide sustainable commercial opportunities, provide forest resources for cultural uses, and meet the public demand for special products through the sale of vegetative permits.

***Restoring and Maintaining the Health of the Land*** - In 2001, the BLM will continue to focus on treatments that improve forest resiliency to disturbances such as wildfire, insects, and disease, and that restore habitats for special status wildlife species. Treatments include reducing stem densities, removing smaller diameter trees, reducing forest fuels, and restoring important wildlife habitat components such as old-forest structures and aspen stands. The BLM will complete on-the-ground implementation of resource activities relative to the Headwaters Forest. Additionally, the BLM will continue to use the expanded authority of the Forest Ecosystem Health and Recovery Fund to maintain the level of restoration treatments to approximately 22,000 acres per year.

***Providing Opportunities for Environmentally Responsible Commercial Activities*** - The BLM will continue to produce a sustainable supply of timber and other forest products, primarily through the implementation of forest health restoration projects. Timber production objectives will be balanced and integrated with the demand for other forest ecosystem values including wildlife habitat, high water quality, and recreational opportunities. In FY 2001, the BLM expects to offer 64,000 cunits (CCF)/32 million board feet (MMBF) of timber volume for sale.

The BLM's woodland forests of the arid and semiarid environments of the Great Basin, Intermountain West, and Southwest Desert regions are a primary source of forest products important to many cultures and communities. In 2001, BLM will continue to provide vegetative products that are in high demand, including posts, poles, fuelwood, Christmas trees, and pine nuts. BLM woodlands are a principal source of fuelwood for home heating and cooking for many communities in the inland west. Vegetative sales can also be used to meet important resource objectives such as improving wildlife habitat. In 2001, BLM plans to issue 30,000 vegetative product permits from public domain forest lands.

**Providing Economic Assistance** - The BLM's Public Domain Forest Management Program generates revenue for the Federal government and for many western states. In FY 2001 the BLM expects to collect approximately \$5,730,000 in receipts from the sale of timber, and other forest products. Beyond providing receipts to the Federal government and the states, this program provides economic opportunities in rural communities and provides Native Americans and other groups and individuals who depend on the land with natural resource products.

States with public domain forest lands receive 4% of the receipts from timber and forest product sales from within their state. Given reduced harvest levels and a shrinking receipt base, the FY 2001 President's Budget includes a proposal to "de-link" state payments from timber receipts, maintaining payments to states at the 1997 payment level. The proposal is intended to provide a stable annual payment to the states beginning in FY 2001 by providing a guaranteed payment that is predictable and not dependent on fluctuating timber markets or harvest levels.

## PROGRAM ACCOMPLISHMENTS

In FY 2000, BLM plans to treat over 21,000 acres of Public Domain forest land to improve forest resiliency to disturbance, such as insect, disease, and wildfire in 8 western states and Alaska. One hundred twenty five forest restoration projects are expected to generate \$3,000,000 in receipts, principally through the Forest Ecosystem Health and Recovery Fund. However, this work compliments restoration projects completed in this subactivity but is funded from another activity. The BLM expects to sell 29 MMBF of timber and approximately 30,000 vegetative sale permits in FY 2000, generating approximately \$5,000,000 in receipts. The following are specific examples of the types of forest restoration projects that are funded, in part, in FY 2000 by the Public Domain Forest Management subactivity:

- C **Headwaters Forest, California** - In California, the BLM is working cooperatively with state and local governments, and a broad spectrum of public interest groups in developing a management plan for the Headwaters Forest Reserve. In addition to development of comprehensive management plan, BLM will begin mapping and inventorying forest resources, controlling invasive exotic species, such as pampas grass, Himalaya berry, and English ivy, and implementing actions to reduce sediment from old timber haul roads and skid trails. In FY 2000, the Congress appropriated \$1,000,000 to the BLM for management of the Headwaters Forest. Of this amount, \$700,000 will be used for development of the management plan and \$300,000 will be used for the on-the-ground resource activities listed above. In addition to this amount, \$30,000 was made available from base funds for preliminary preparatory actions in the Forest.



Typical old-growth in the Headwaters Forest, California.

- C **White Pine Reintroduction, ID** - In northern Idaho, the BLM will continue to produce disease resistant western white pine tree stock for reintroduction into what once was a western white pine dominated forest. Studies have shown that western white pine forests have been reduced to only 5 percent of their historic range, due primarily to the invasion of an exotic disease, blister rust, in the early 20<sup>th</sup> century. Rust resistant tree stock is being grown in BLM's Coeur d'Alene seed orchard, and has been shown to have up to 80% resistance to becoming infected by blister rust.
- **Mt. Trumbull, Arizona** - In northern Arizona, BLM will continue to implement the Mt. Trumbull Ponderosa Pine Restoration Project, an area of overly dense forest resulting from over 100 years of wildfire suppression. Given the large degree to which fire was suppressed, this forest provides an unparalleled learning opportunity through adaptive management. In FY 2000 the BLM will focus its efforts on thinning practices and applying prescribed fire to an additional 538 acres of forestlands to this area. The BLM is working cooperatively with Northern Arizona University and the Arizona Game and Fish Department, as well as a number of stakeholder groups, in designing and studying the effects of these restoration treatments on native plants and animals. Information from these studies will be used to design restoration actions in similar forest environments throughout the inland west.



Grafted western white pine seedling,  
Coeur d'Alene, Idaho

## WORKLOAD MEASURES

The workload measures presented in the table below include forest management work completed using funding from both the Public Domain Forest Management subactivity and the Forest Ecosystem Health and Recovery Fund, a BLM Permanent Operating Fund.

| Workload Measure                                 | 1999<br>Actual | 2000<br>Enacted | 2001<br>Change<br>(+/-) |
|--|----------------|-----------------|-------------------------|
| Forest vegetation inventory (acres)*             | 44,427         | 48,840          | -3,840                  |
| Forest management treatments applied (acres)     | NA             | 3,348           | 0                       |
| Forest restoration treatments applied (acres)**  | 26,485         | 21,646          | 0                       |
| Forest management treatments evaluated (acres)** | 6,771          | 3,037           | 0                       |
| Forest restoration treatments evaluated (acres)* | NA             | 13,054          | +500                    |
| Vegetative sales permits issued (number)         | 30,560         | 30,000          | +1,000                  |
| Timber volume offered for sale (CCF/MBF)***      | 39,970/20.8    | 52,330/29       | +11,670/+3              |

\* Workload measure accomplishments are funded through both the Public Domain Forest Management subactivity and the Forest Ecosystem Health and Recovery Fund.

\*\* Workload measure included both forest restoration and forest management treatment or evaluation accomplishments in FY 1999

\*\*\* Timber volumes include a combination of accomplishments from this subactivity as well as from the Forest Ecosystem Health and Recovery Fund, which is principally salvage timber.

## **Activity: Land Resources**

### **Subactivity: Riparian Management**

#### **2001 PROGRAM OVERVIEW**

The FY 2001 budget request is \$24,032,000 and 240 FTE.

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas include or support some of the most ecologically diverse and important plant and animal communities on the public lands. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, filter sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities. Riparian area management is a key issue on public rangelands and the BLM places a high priority on the management and improvement of riparian-wetland systems.

The BLM continues to emphasize riparian and wetland areas as major components of successful watershed restoration, recognizing their key role of ensuring healthy watersheds and clean water. Efforts in riparian management support the Clean Water Action Plan (CWAP), including assessing the condition of riparian areas. On-the-ground restoration projects will continue to be a high priority, which will provide sustained habitat for a multitude of plant and animal species. Riparian area conditions will be monitored to determine successful restoration projects and treatments for application in other areas.

#### **PROGRAM ACCOMPLISHMENTS**

The Riparian Management Program is involved in a variety of endeavors during FY 2000, including completion of riparian assessments on over 95% of all stream corridors on public land. Projects and management actions will account for improvement of stream-side vegetation with more than 1,400 miles of aquatic/riparian treatments, more than 177,000 acres of aquatic/wetland treatments, 6,480 acres of additional shrub, grassland, pinyon-juniper treatments, and 645 aquatic/riparian/wetland projects that will improve riparian/wetland conditions. The photographs below display BLM's successes in riparian restoration in Sheep Creek, near Kremmerer, Wyoming.



1997. Sheep Creek near Kemmerer, Wyoming. Riparian vegetation is almost non-existent exposing streambank to erosion, degrading water quality.



1999. Same site with abundant vegetation after implementing a 4-pasture grazing system and construction of upland water developments in 1997.

### JUSTIFICATION OF 2001 PROGRAM CHANGES

#### 2001 Program Changes

|            | 2001 Budget Request | Program Changes (+/-) |
|------------|---------------------|-----------------------|
| \$ (000's) | 24,032              | +1,528                |
| FTE        | 240                 | + 11                  |

The 2001 Budget Request for Riparian Management is \$24,032,000 and 240 FTE, a program increase of \$1,528,000 and 11 FTE from the FY 2000 enacted level. For additional information on the following themes, including a specific list of proposed projects and associated funding levels, please refer to the General Section of this document.

**Restoration of Threatened Watersheds, (+\$988,000)** - Additional funding would support on-the-ground restoration. The Lemhi River Sub-basin Restoration in east-central Idaho is an example of the accomplishments which could be completed with additional funds. More than 20 riparian projects, riparian treatments on 90 miles of stream, and treatments on 360 acres of wetlands would be implemented in this watershed, including fencing, streambank stabilization, fish passage improvements, prescribed fire and road closures/relocations, through cooperative efforts involving federal and state agencies, local advisory and interest groups and private landowners. Restoration of this watershed will promote the recovery of three listed fish species, provide habitat for several other sensitive mammals and birds, and contribute to sediment reduction in fourteen impaired stream reaches in the sub-basin.

Additional funding would contribute to integrated multi-resource endeavors to address and restore nine critical watersheds in the states of Idaho, Nevada, Arizona, New Mexico, Colorado, Utah and

California. By concentrating on water quality, riparian/aquatic habitat and uplands, entire watershed health can be addressed. Healthy watersheds will provide for biologically-diverse, ecologically-productive landscapes allowing long-term, sustainable uses such as wildlife/fisheries habitat, livestock grazing, outdoor recreation and providing community water supplies. Without these efforts, long-term watershed health is at risk, jeopardizing dependent plant and animal species, water quality and quantity, which may require public land uses, such as livestock grazing, recreational use, energy and mineral development to be severely curtailed or eliminated in the future.

**Public Land Treasures, (+540,000)** - The treasures of the public lands, because of their unique characteristics, receive additional public demands warranting more intensive management actions. Riparian/wetland areas, although typically small in size, provide an abundance of food, water, and shelter and therefore attract many animals, as well as increased reliance by public land users and visitors. In designated areas, these riparian zones receive even more pressure. Understanding the current conditions of riparian resources and the impacts causing degradation must be known in order to plan and effectively manage for appropriate public land uses and to implement necessary restoration measures. An example of this is the San Pedro Riparian National Conservation Area, where the riparian vegetation provides habitat to special status species. Healthy riparian zones are dependant on perennial river flows, which are threatened by increased consumption from growing populations. Past efforts in the San Pedro include obtaining data and information on subsurface geology, mountain stream recharge, declines on upper basin runoff, stormwater recharge studies, and monitoring of wells for changes in water levels, along with a major groundwater model. These actions have helped in documenting actual impacts and causes for changes in water quality and quantity, which in turn, will allow the BLM, in concert with the San Pedro Partnership, to make informed decisions for land uses in the basin.

Requested funds would be utilized in several designated areas including the California Desert, the Gila Box Riparian National Conservation Area (Arizona), and the John Day Wild and Scenic River (Oregon) for restoration activities. These activities include riparian fencing to protect the streambank vegetation and soils, providing water off -site to distribute livestock use away from sensitive riparian zones, and planting native riparian trees, such as cottonwoods and willows to naturally control flood events. Additional funds would also be used to assess the condition of riparian vegetation and determine the effectiveness of current management in these areas.

### WORKLOAD MEASURES

| Workload Measure   | 1999 Actual | 2000 Enacted to Date | 2001 Change (±) |
|--|-------------|----------------------|-----------------|
| Aquatic/Riparian/Wetland Treatments Applied (acres)  | n/a*        | 177,890**            | +865            |
| Aquatic/Riparian/Wetland Treatments Applied (miles)  | n/a*        | 1,413**              | +105            |
| Aquatic/Riparian/Wetland Projects Constructed (number)                                       | 390         | 636**                | +54             |
| Aquatic/Riparian/Wetland Inventory (miles)   | n/a*        | 5,708**              | +68             |
| Mid level-Activity Plans Completed to understand the Condition of the Public Lands (number)) | n/a*        | 81**                 | +1              |
| Aquatic/Riparian/Wetland Areas Decisions Evaluated (Miles)                                   | n/a*        | 3,011**              | +35             |
| Road Construction & Maintenance Activities (miles of road maintained to standard)            | 9,279       | 11,800**             | +12             |
| Aquatic/Riparian/Wetland Areas Decisions Evaluated (acres)                                   | n/a*        | 199,171**            | +240            |
| Aquatic/Riparian/Wetland Inventory (acres)   | n/a*        | 68,378**             | +5,500          |
| Water Source & Instream Flow Inventory (number)  | n/a*        | 900**                | +21             |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report.

\*\* The FY 2000 number represents the combined efforts of multiple subactivities.

## Activity: Land Resources

### Subactivity: Cultural Resources Management

#### 2001 PROGRAM OVERVIEW

The FY 2001 budget request is \$18,053,000 and 152 FTE.

The goal of the BLM's cultural heritage program is to preserve and manage the unique archaeological, historic, and paleontological resources on public lands for the enjoyment of current and future generations. To this end, the BLM will emphasize several program areas in FY 2001 and will continue much of the work emphasized in FY 2000. The BLM uses a collaborative approach to its stewardship of the Nation's world-class cultural heritage and enters into many partnerships. This approach enhances the BLM's ability to increase scientific understanding, protection and stabilization of these irreplaceable assets--especially those at risk of loss or damage.



Legend Rock Petroglyph Site near Thermopolis, Wyoming

**Streamlining the National Historic Preservation Act, Section 106 Process** - FY 2001 will be the last year of the four-year long Cultural Resources Data Sharing Project. This project is one of several the BLM is undertaking in partnership with State Historic Preservation Officers (SHPOs). Under this project, the BLM is assisting the western SHPOs to automate and electronically map their statewide cultural resource inventories. The BLM's staff and other users will be able to access these inventories from their desktops; in fact, users in some states are already able to do so. Other Federal and State agencies are partners with the BLM and the SHPOs in this data-sharing project, including: the Department of Defense; the Federal Emergency Management Agency; the Forest Service; the Army Corps of Engineers; State lands offices; and several state Departments of Transportation. Cumulatively, these agencies have contributed in excess of \$300,000 in matching funds towards this cooperative effort. This project also supports the BLM's Annual Performance Goal in FY 2001 to increase the percentage of cultural properties recorded on public lands with automated site records to 70 percent and to increase the cultural properties with digitized site locations to 35 percent.

**Heritage Education** - In FY 2001, the BLM will continue to develop and disseminate quality heritage education materials. In addition to our ongoing *Project Archaeology* initiative, the BLM will expand its Heritage Education programs by developing a *History Mystery* series and a *Young Stewards* program. The *History Mystery* series of educational materials will showcase and profile historic figures and events from western history and prehistory. The *Young Stewards* program will help promote a stewardship ethic in our youth and encourage them to become action-oriented citizens who, in turn, can join the BLM in improving and sustaining the quality of the Nation's

### Cultural Resources Education

In 1998, commercial fossil collectors discovered an area in northern Wyoming that is now being studied by the Virginia Museum of Natural History. This area could rival the largest existing Jurassic dinosaur quarry in Wyoming. Among the expected finds are brontosaurus, allosaurs, and stegosaurus. The Museum is using this site as an outdoor classroom where teachers and administrators participate in excavation. This partnership, which will help educators teach paleontology to students, will be continued in FY 2000.

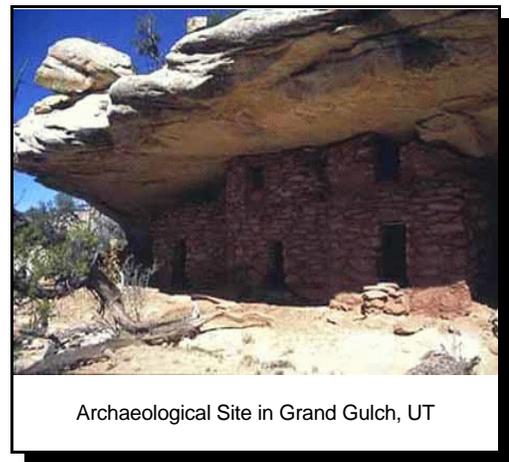
natural and cultural resources. In addition to teaching stewardship ethics, this program will: help students develop critical thinking skills; encourage them to apply cooperative problem-solving and decision-making skills to natural and cultural resource management; and provide them on-the-ground opportunities to experience stewardship in action.

**Tribal and Alaska Native Coordination** - In FY 2001, the BLM will coordinate and consult with Alaska Native and Tribal governments as part of its trust responsibility to federally recognized tribes and their members. Consultation and coordination involve a wide range of activities, including the issuance of cultural resource use permits, the identification and protection of sacred sites, and the disposition of cultural items as defined by the Native American Graves Protection and Repatriation Act. Effective communication with Tribal and Alaska Native governments will result in the identification of shared goals, the development of agreements and the attainment of the government-to-government relationship. The open space provided by public lands helps buffer tribal lands from the effects of rapid population growth in the West. In addition, some public lands are also ancestral tribal lands, and these areas can be vital in supporting a Tribe's traditional way of life. Therefore, fostering this dialogue is crucial.

## 2000 PROGRAM ACCOMPLISHMENTS

### **Enhancing Tourism and Resource Interpretation** -

The Cultural Resources Management Program supports the BLM's strategic visitor goals by enhancing local economies, creating job opportunities, and providing opportunities for outdoor recreation activities on public lands. Well-maintained, stabilized and interpreted cultural and paleontological resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, while discouraging looting by local and outside traffickers. In FY 2000 the BLM will offer access to some outstanding and unique cultural resource attractions including: Grand Gulch in Utah; the Chacoan Outlier and Navajo Refuge sites in New Mexico; the Agua Fria and Grand Canyon-Parashant National Monuments in Arizona, and Pompeys Pillar in Montana. The Anasazi Heritage Center in Colorado is a public museum and repository for artifacts and archaeological records from the Four Corners Area, which promotes awareness and educates the public on the importance of archaeological and historical properties. The Center also enhances the local economy and job base.



Archaeological Site in Grand Gulch, UT

Important paleontological attractions being maintained on public lands include Cleveland-Lloyd Dinosaur Quarry in Utah, the Trilobite Trail in Nevada, and the Trail Through Time and Dinosaur Depot in Colorado. In FY 2000, the BLM will install kiosks and signs, build trails, and improve road access at the Red Gulch Tracksite in Wyoming. Each year, about 30,000 visitors come to see these fossil dinosaur foot prints. This site is also valuable for scientific study.

**Resource Protection** - Typical of the type of “bricks and mortar” stabilization efforts which the BLM hopes to expand upon in FY 2000 are projects that were funded in FY 1999 using “Millennium Grant to Save America’s Treasures” funds which the Congress made available through the National Park Service’s Historic Preservation Fund. Through this program, the BLM received funding for three field projects (stabilization of the Non-Commissioned Officers Quarters at Ft. Egbert National Historic Landmark in Alaska; preservation of the Vail House at the Empire Ranch in Arizona; and study and stabilization of historic structures in the San Juan Mining District of Colorado) and for one museum preservation project (preservation of Southwest Colorado collections at the Anasazi Heritage Center). The BLM’s strategic goal is to restore and protect 1,100 “at risk” cultural and paleontological treasures on the public lands.

#### Cultural Site Protection

In New Mexico, the BLM will continue to work with the National Park Service’s Stabilization Team under an interagency agreement to have them stabilize public land cultural properties. One of the Chaco outlier sites (the Guadalupe Ruin located in the Farmington, NM area) will be backfilled this year and exposed walls stabilized. New interpretive signs will be installed, and the parking turnoff will be improved.

**Heritage Education** - Our *Project Archaeology* initiative will continue to provide teachers and youth group leaders with hands-on classroom activities to teach children about the science of archaeology and the importance of protecting our Nation’s irreplaceable cultural legacy. To date, almost 60 workshops have been taught and more than 3,500 teachers and archaeologists have been trained. *Project Archaeology* will be fully operational in seven western States (Alaska, Arizona, California, New Mexico, Oregon, Utah and Wyoming) and three eastern States (Alabama, Pennsylvania, and Tennessee).

**Managing National Historic Trails** - The BLM manages over 3,500 miles along eight National Historic Trails (Iditarod, Juan Bautista De Anza, California Immigrant, Nez Perce, Lewis & Clark, Oregon, Mormon Pioneer and Pony Express), which is about 90 percent of the National Historic Trails under Federal management. These eight trails cross at least nine western states and almost 40 Congressional Districts. A multi-agency Memorandum of Understanding (MOU) is in place to ensure coordination of all aspects of trail management and planning with other affected Federal agencies. In FY 2000 the BLM will be working with over a dozen government and private sector partners to implement commemorative plans for the upcoming Lewis & Clark Bicentennial. Activities being planned are enhancement of visitor facilities, restoration and protection of segments of the historic trail, improving coordination with Native American tribes, increasing access, developing interpretive materials, and improving signing.

**Complying with the Native American Graves Protection and Repatriation Act (NAGPRA)** - The BLM will continue to emphasize consultation with Native Americans on those classes of museum collections (Native American human remains, funerary objects, sacred objects and objects of cultural patrimony) subject to the provisions of NAGPRA, which requires Federal agencies to locate, inventory and determine in consultation with Native Americans the ultimate

disposition of these types of museum collections. To date, the BLM has consulted with over 150 Native American tribes and Alaska Native villages and corporations pursuant to NAGPRA. The BLM also completed the final steps in the NAGPRA repatriation process by publishing Federal Register Notices of Inventory Completion for the States of Alaska, Arizona, California, Colorado, Idaho, Nevada, Oregon and Wyoming. This was the result of thousands of hours of analysis, inventory, research and consultation by museum and Bureau professional staffs.

## JUSTIFICATION OF 2001 PROGRAM CHANGES

### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 18,053                    | +4,265                      |
| FTE        | 152                       | +14                         |

The FY 2001 Budget Request is \$18,053,000 and 152 FTE, an increase of \$4,659,000 and 14 FTE.

**Public Land Treasures, (+\$4,195,000)** - Many of the BLM's cultural resources in designated areas receive heavy visitor use and are being damaged by looting and pothunting, natural erosion, nearby residential development, and recreational activities. Protecting the fragile and significant cultural resources located in designated areas can enhance the recreational opportunities of visitors, give an individual a sense of their place in time, protect irreplaceable archaeological and paleontological assets, and preserve sites that have cultural significance to Native Americans. This funding request will help the BLM meet its strategic goal to improve the condition of Congressionally or Administratively-designated special management areas currently at risk on the public lands and waters.

Thirty different cultural heritage projects within the BLM's designated areas would be protected and enhanced with the requested increase. One such area is the newly created Agua Fria National Monument, which contains one of the most significant complexes of late prehistoric sites in the American Southwest. Between A.D. 1250 and 1450, the area was populated by up to several thousand people. Sites in the Perry Mesa area contain important scientific information for researchers studying the cultural, social, and economic changes that characterized this time period. At least 450 prehistoric sites are known to exist on Perry Mesa, and there may be hundreds more. There are seven major settlements, consisting of stone pueblos or clusters of pueblos, each containing at least 100 rooms. These cultural resources are threatened by illegal excavation, artifact collecting, and vandalism. The cultural resources are also subject to additional threats from the increasing use of public lands by the burgeoning population in the Phoenix area. This requested increase would be used to proactively provide visitor services and law enforcement patrols for prehistoric and historic site protection and to provide baseline protection, management and stabilization of the cultural resources in the Monument. Another area that would benefit from the requested increase is the California Desert Conservation Area. Within the Desert, important

cultural assets are being heavily impacted by off-highway vehicle use. This funding would be used to restore and rehabilitate these sites.

Within New Mexico, the additional funding would be focused within the El Malpais National Conservation Area. Here the money will be spent to improve the identification, protection and management of Native American traditional cultural properties (TCPs) and sacred sites on public lands that are still being used by Native Americans for religious and cultural purposes. TCPs are considered historic properties and they may be eligible for inclusion in the National Register of Historic Places because they are associated with the cultural practices or beliefs of a living community. Often, these historic properties are rooted in a community's history and are important in maintaining the continuing cultural identity of that community, regardless of race or ethnicity. Within the El Malpais National Conservation Area, ethnographic studies will be undertaken, base maps and records will be created to document the location and significance of the TCPs, and various agreements with tribes will be developed to safeguard and use this data. Other specially designated areas where funds would be directed include: the Lewis and Clark National Historic Trail; the Agua Fria National Monument; and the King Range National Conservation Area.

If these and similar archaeological and paleontological resource management projects are not implemented, America's natural and cultural heritage could be lost to deterioration, possibly at an accelerated pace, and vanish without adequate scientific study. Impacts to sites are increasing as a result of intended and unintended damage from public land recreationists who are now spending more and more time visiting cultural and paleontological sites. Many of these visitors are coming with ever-increasing technology, including Global Positioning System equipment and off-highway vehicles. These tools enable them to quickly locate sensitive sites and make sites increasingly difficult to safeguard.

***Public Pressures on Public Lands, (+\$70,000)***—Many of the BLM's National Register-listed and eligible structures and sites offer outstanding opportunities to improve the quality of life for people living in and visiting the West by offering unique recreational and educational opportunities. However, development, overuse, natural erosion, weathering, and, increasingly, recreational activities are taking their toll on the public land's cultural resources. With additional funding, the BLM will begin to preserve "threatened and endangered" historic and cultural properties for future generations while making some of these properties more accessible to the public, with appropriate safeguards to minimize the impacts of increased recreational visitors. The BLM has more than 3,600 cultural properties listed on the National Register of Historic Places and many thousands more eligible for listing. A conservative estimate places the number of standing prehistoric and historic structures on the public land at 1,500, which includes prehistoric pueblos, cliff dwellings, antelope and bighorn sheep traps, and agricultural features, as well as historic-period mining structures, (such as smelters, mill sites, arrastras and charcoal kilns) ranch buildings, adobe forts, stage stops, town sites, lighthouses, cabins, salt trams, and schoolhouses.

In addition, lands managed by the BLM are part of the cultural landscape used by Tribes to define and continue their culture and traditions. For example, public lands are often used as places for prayer and for hunting, gathering, and other traditional cultural practices. The history and tradition of many Tribes are connected with the untold numbers of cultural resources that exist on public lands, and many of these sites are sacred to them. Appropriate treatment and preservation of cultural properties and sites can complement the efforts of Tribes that are seeking to preserve their culture by halting the loss of their language, religion, objects, and sites.

The FY 2001 requested increase will be directed to the Colorado River Corridor in Arizona, California and Utah. This proposal is only a first, small step towards addressing the enormous challenge facing the BLM. This particular project will begin the process of addressing the increasingly adverse impacts to the Nation's heritage assets resulting from urban expansion in Phoenix and Las Vegas. Specifically, cultural and historic resources south of Lake Mead and along the U.S. highway 93 corridor would receive improved monitoring to increase their protection, and a management plan for the historic Carrow-Stephens ranches in Arizona would be developed. This funding would also be used to develop agreements with partners to have them help the BLM to educate users about the damage to cultural resources, even if inadvertent, as a result of uncontrolled OHV and other recreational uses. Lastly, this funding would be used to gather information from local Native Americans to help develop a management plan for the Gila River Cultural Area. This requested increase supports the BLM's strategic goal to maintain the percent of recreational and education users satisfied (82 percent) with the BLM's protection of significant historical, cultural, and other heritage.

If the BLM does not receive additional resources to start addressing the results of explosive population growth in the West, adverse impacts to America's National Register-eligible cultural properties will be unavoidable and, in many instances, irreparable. The public will have fewer sites available to them for the interpretation and enjoyment of unique cultural resources. Further "privatization" of the Nation's cultural legacy will likely diminish access to sacred sites by Native Americans, making those on public land still available to them of even greater importance.

**WORKLOAD MEASURES**

| Workload Measure   | 1999 Actual | 2000 Enacted to Date | 2001 Budget Request |
|--|-------------|----------------------|---------------------|
| ARPA/110 Cultural Resources Inventory & FLPMA/NEPA Paleontological Inventory (acres) | N.A.        | 33,511               | 90,561              |
| Cultural/Paleontological Properties Assessed (# of properties)                       | N.A.        | 393                  | 600                 |
| Cultural/Paleontological Resource Use Permits Processed (# of permits)               | N.A.        | 438                  | 438                 |
| NAGPRA Disposition/Repatriation Actions Taken (# of actions)                         | 4           | 11                   | 11                  |
| Sites Managed, Stabilized and Protected (# of sites)                                 | N.A.        | 481                  | 903                 |
| Native American Agreements Managed (# of agreements)                                 | 44          | 64                   | 68                  |

## Activity: Land Resources

### Subactivity: Wild Horse & Burro Management

#### 2001 PROGRAM OVERVIEW

The FY 2001 budget request is \$29,447,000 and 172 FTE.

The Wild Free-Roaming Horse and Burro Act, as amended, provides for the protection and management of wild horses and burros (WH&B), assuring a thriving, natural ecological balance and multiple-use relationship on the range. The BLM is responsible for implementing this Act by assuring healthy, viable wild horse and burro populations within Herd Management Areas (HMA) at Appropriate Management Levels (AML) and placing excess animals appropriately.

During FY 1999 the BLM completed a comprehensive program capability and population modeling analysis. This revealed that given the requirements of this program (i.e., censusing and monitoring of HMAs, capture, removal, preparation & care, adoption of animals,) current funding levels are insufficient to sustain animal removals at a level equal to annual reproduction, much less make progress toward achieving AML. In short, at current funding capability and adoption demand, WH&B populations will increase at a rate faster than our ability to remove excess animals. It is projected that by the year 2010 there will be more than 126,000 wild horses and burros on the public lands (462% over AML).

In FY 2000 the BLM will work to finalize a strategy, for implementation in FY 2001, that will initiate a process to not only reach AML, but accomplish the task in a timely manner. Until that strategy can be implemented however, the BLM will concentrate on the following:

#### ***On the Range -***

- C Since attaining AML on HMAs remains the most critical need of the program, the BLM will continue to remove excess animals from the highest priority HMAs, in quantities that match the flow of animals through the adoption system.
- C The BLM will continue to apply available fertility control measures (one shot, one year effective vaccine) on animals in the high priority HMAs that meet the BLM's criteria. Research efforts have lead scientists to develop a multi-year vaccine (a one shot, two year effective vaccine) that the BLM will be applying to field research on an HMA in Nevada this winter.
- C The BLM will continue to work to establish AML on all remaining HMAs by year end FY 2003.

**Off the Range -**

- C The BLM will employ advanced marketing strategies to increase the adoption desirability of older animals (i.e. gentling, training, gelding), or, in the case of the oldest and least adoptable, placing them in long-term holding facilities.
- C The BLM will continue to direct significant resources toward improved marketing of excess animals, to maximize the number of excess animals adopted and minimize the number of animals held in long-term holding.
- C A goal of the WH&B program is to assure that at least 95 percent of untitled animals adopted within the last 5 years, and those animals adopted in the future, are properly cared for in compliance with the signed Private Maintenance and Care Agreements (PMACA). It is a BLM strategic goal to issue title for 95 percent of the excess animals within six months of title eligibility.

**PROGRAM ACCOMPLISHMENTS**

The BLM met a majority of its planned workload in FY 1999 and expects to complete FY 2000's planned work. However, at current funding levels these accomplishments will not make any progress towards the goal of reaching AML. Significant achievements include:

- C The BLM's statistical analysis of compliance checks completed in FY 1999 showed that 93 percent of the adopted animals were being cared for in accordance with the PMACAs.
- C Conducted a public forum to address the issues of managing for population viability.
- C Completed a marketing strategy for the program and have begun to implement the report's recommendations. In FY 2000 the BLM will contract for a marketing research survey and implementation plan and will increase funding for outreach products.
- C Initiated advertising campaigns that included the use of roadside billboards, weekly national radio spots, display materials and portable kiosks complete with an interactive computer program that explains the program.
- C Increased compliance checks on adopted animals from a target of 3,786 to 6,334.
- C Continued the implementation of Memorandums Of Understanding (MOU) with facilities that process horses for human consumption to assure that untitled wild horses are not being slaughtered.
- C Developed a one shot two year fertility control vaccine that the BLM will administer in Nevada in FY 2000 for field research.
- C Continued the implementation of the MOU with USDA, APHIS Veterinarian Services to bring additional veterinarian support to the program.
- C Held four additional meetings with the Wild Horse and Burro Advisory Board. Received recommendations from the board which the BLM is addressing.



- C Piloted training contracts for the gentling of difficult to adopt wild horses.
- C With the add-on funds provided in the FY 2000 appropriation for the California Desert Managers Group the BLM will increase census efforts, conduct additional habitat monitoring, gather and adopt an additional 260 burros for a total of 600.

## JUSTIFICATION OF 2001 PROGRAM CHANGES

### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 29,447                    | +9,000                      |
| <i>FTE</i> | 172                       | +9                          |

The FY 2001 budget request for Wild Horse and Burro Management is \$29,447,000 and 172 FTE, a program increase of \$9,000,000 and 9 FTE from the FY 2000 enacted level. For additional information on the following theme, please refer to the General Section of this document.

***Restoration of Threatened Watersheds, Achieving AML, (+\$9,000,000)*** - One of the greatest threats to watershed health and dependent resources occurs when wild horse and burro populations exceed the capacity of the land. The BLM currently projects that the FY 2000 year end population for wild horses and burros will be approximately 50,631 animals, 23,252 animals above AML; and as noted earlier, current funding is inadequate to prevent rapid and accelerating wild horse herd growth.

The growing overpopulation will not only severely impact the health and habitat of the herds, but will also be detrimental to other resources and uses occurring on the 36 million acres of public land comprised by the HMAs. The ramifications of not aggressively addressing the overpopulation of wild horses and burros includes:

- C Severe damage to upland vegetation and riparian areas
- C Significant declines in water quality and watershed stability
- C Threatening the recovery of federally listed species, including the Lahontan Cutthroat Trout
- C Increasing the threat to other Special Status Species
- C Threatening wildlife viability by creating unhealthy competition for limited forage
- C Increasing the likelihood that invasive weed species will become established
- C Magnifying existing conflicts with public land users (recreation, cultural, livestock); potentially displacing these uses

- C The possibility of litigation due to the uncontrolled growth of the populations by interest groups and state governments. This litigation will likely lead to the Courts directing BLM's budget to resolve the issue of excess animals.

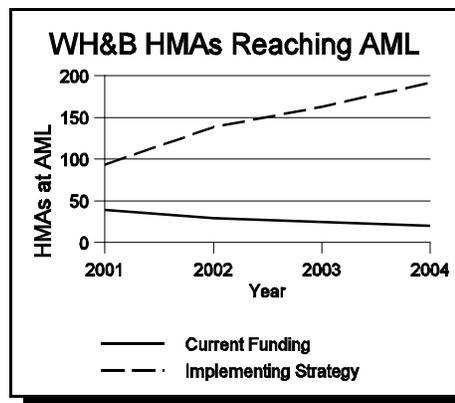
Faced with this probability, and acting on recommendations from the WH&B Advisory Board, the BLM modeled a number of different management scenarios for achieving AML. The preferred strategy would not only achieve the goal of reaching AML in the shortest amount of time (four years), it was also the most cost effective when viewed over a ten year period. Implementation of this strategy requires a funding increase of \$9,000,000 over current funding levels. The BLM would place all wild horse HMAs on a four year gather schedule starting in FY 2001. When initiating a gather on an HMA, the BLM would remove sufficient excess animals to bring the population to AML. The plan requires the BLM to remove all age classes of wild horses, including older, unadoptable animals, thus dramatically increasing the number removed from approximately 5,900 to approximately 11,650 (see table below).

| Total Number of Horses Removed & Targeted for Removal |              |              |               |               |              |              |
|---|--------------|--------------|---------------|---------------|--------------|--------------|
| State   | 1999         | 2000         | 2001          | 2002          | 2003         | 2004         |
| Arizona   | 562          | 640          | 0             | 0             | 15           | 0            |
| California  | 1,138        | 1,018        | 1,349         | 1,078         | 629          | 184          |
| Colorado  | 256          | 104          | 25            | 452           | 115          | 0            |
| Idaho   | 0            | 57           | 235           | 68            | 0            | 368          |
| Montana   | 0            | 0            | 0             | 121           | 0            | 0            |
| Nevada  | 2,500        | 2,694        | 5,222         | 6,322         | 5,973        | 6,035        |
| New Mexico  | 0            | 0            | 0             | 0             | 0            | 0            |
| Oregon  | 609          | 202          | 833           | 709           | 213          | 288          |
| Utah  | 163          | 322          | 1,990         | 701           | 867          | 576          |
| Wyoming   | 850          | 877          | 2,001         | 837           | 1,337        | 1,208        |
| <b>Total</b>  | <b>6,078</b> | <b>5,914</b> | <b>11,655</b> | <b>10,288</b> | <b>9,149</b> | <b>8,659</b> |

The additional funding would not only allow for increased removals, adoptions, and the additional care costs, it would support significant improvements in adoption success, by allowing advanced marketing and expansion into new markets. For older horses the BLM would expand techniques for enhancing their desirability for adoption or, in the case of the oldest and least adoptable, placing them in long-term care and holding to live out their remaining years. Population modeling projected that approximately 3,000 older animals would require long-term holding the first year, with the need to place additional animals declining rapidly in following years. During the first year, removed "adoptable" animals would exceed adoption capabilities, requiring approximately 1,000 animals to be placed in "interim holding" pending transfer to adoption facilities. The animals in these facilities would be segregated to prevent reproduction. If left on the range these animals and their offspring would continue to contribute uncontrolled population growth, which defeats the goal of this strategy. The number of animals in interim holding would begin to decline in year two with adoptions exceeding removals, and be eliminated by year six. The number of animals requiring removal from the range would also decline dramatically in the sixth year, down to 4,500 animals, reducing budgetary needs to the equivalent of current funding (adjusted for inflation). Accounting for all costs, including those from long-term holding, by FY 2010 budgetary needs would be below current needs. The BLM would also be removing 1,200 burros each year,

matching current and expected adoption demand and resulting in all burro HMAs reaching AML concurrent with wild horse HMAs.

This strategy, if fully implemented, would accomplish the strategic goal of reaching AML, and would ensure healthy, viable herds on all 192 BLM managed HMAs, satisfying the objective for achieving a thriving natural ecological balance on the public lands (see chart). It should be noted, that \$9,000,000 is the minimum amount that the BLM requires to implement this “AML Strategy” effectively. Anything less prevents the BLM from removing and caring for the older, unadoptable animals, leaving them to continue reproducing on the public lands. If the BLM can only afford to remove the young, adoptable animals, population structure will progress toward “old” age classes, compromising herd viability. Unless AML is reached public land resource values will continue to be damaged, and restoration efforts will never be fully realized.



### WORKLOAD MEASURES

| Workload Measure             | 1999 Actual | 2000 Enacted to Date | 2001 Change (+/-) |
|------------------------------|-------------|----------------------|-------------------|
| AML Established (cumulative) | 114         | 141                  | +19               |
| WH&B Captured*               | n/a*        | 8,705                | +9,292            |
| WH&B Removed & Prepared      | 6,078       | 6,141                | +6,714            |
| WH&B Adopted                 | 6,778       | 7,029                | +1,971            |
| WH&B Compliance Checks       | 6,334       | 5,541                | -41***            |
| WH&B Titled**                | 6,763       | 5,928                | +1,572            |
| WH&B HMA Censused            | 48          | 79                   | +1                |
| HMAs Monitored               | 125         | 136                  | -1                |

\* This measure was created in FY 2000; therefore, there are no “1999 Actual” data to report.

\*\* Changed to a Performance Measure in FY 2000

\*\*\* Compliance Check Increases Trail Adoption Increases by a Year

## Activity: Wildlife and Fisheries Management

### Activity Summary (\$000's)

| Subactivity                | 1999<br>Actual | 2000<br>Enacted<br>to Date | Uncontrollable<br>& Related<br>Changes<br>(+/-) | Program<br>Changes<br>(+/-) | 2001<br>Budget<br>Request | Change<br>From<br>2000<br>(+/-) |
|----------------------------|----------------|----------------------------|---|-----------------------------|---------------------------|---------------------------------|
| Wildlife Management<br>\$  | 22,214         | 23,794                     | +694  | +2,165                      | 26,653                    | +2,859                          |
| <i>FTE</i>                 | 220            | 224                        | 0   | +20                         | 244                       | +20                             |
| Fisheries<br>Management \$ | 9,549          | 12,579                     | +302  | +1,178                      | 14,059                    | +1,480                          |
| <i>FTE</i>                 | 90             | 96                         | 0   | +8                          | 104                       | +8                              |
| Total Dollars              | 31,763         | 36,373                     | +996  | +3,343                      | 40,712                    | +4,339                          |
| <i>Total FTE</i>           | 310            | 320                        | 0   | +28                         | 348                       | +28                             |

### ACTIVITY DESCRIPTION

The Bureau of Land Management's (BLM) Wildlife and Fisheries Activity covers all facets of managing and protecting wildlife and fish habitats, on public lands, that are not federally listed as threatened or endangered. Fish and wildlife resources on BLM managed lands comprise the largest percentage of America's rich natural heritage managed by any single agency. The focus of this activity is ensuring sound management and protection of diverse habitats while providing for environmentally responsible recreation and commercial uses. This activity funds and implements habitat restoration projects that are designed to benefit both game and nongame wildlife species, and reduce the likelihood of additional federal listings. It also funds surveys and monitoring efforts to identify important habitats and to monitor habitat conditions over time. Aquatic habitat improvements; stream and riparian restoration; development of recreational fishing facilities; reestablishment of wildlife and fish species into historic habitats; control of exotic weeds; and environmental education efforts are just some of the projects undertaken. The BLM's Wildlife and Fisheries program has been a leader in establishing partnerships with outside organizations for conservation purposes. The highly successful Challenge Cost Share program was pioneered by this program and continues to fund hundreds of cooperative projects each year.

## Activity: Wildlife and Fisheries Management

### Subactivity: Wildlife Management

#### 2001 PROGRAM OVERVIEW

The FY 2001 budget request for Wildlife Management is \$26,653,000 and 244 FTEs, a program increase of 2,165,000 and 20 FTEs above the FY 2000 enacted level.

The Bureau of Land Management (BLM) manages 264 million acres of some of the most ecologically diverse wildlife habitat-- more than any other Federal agency. The land is important to wildlife such as big game, waterfowl, shorebirds, songbirds, hawks and other raptors, and hundreds of species of nongame mammals, reptiles and amphibians. Nearly 9 percent, or 23.7 million acres, are classified as riparian and wetland habitats that are vital to waterfowl, shorebirds and the majority of songbirds. In all, the BLM is responsible for over 3,000 species of wildlife. The BLM has identified over 1,500 key wildlife areas (Table 1).

**Table 1: Key habitat provided by the BLM managed lands.**

| Wildlife Group                    | Major Species  | Key BLM Habitat Areas Identified (#) | BLM Acres in Key Habitat Areas                                  |
|-----------------------------------|--|--------------------------------------|---|
| <b>Big Game</b>                   | Elk, Deer, Moose, Pronghorn Antelope, Bighorn Sheep, Black & Grizzly Bear, Caribou, Javelina | 622                                  | 92.8 million  |
| <b>Upland Game</b>                | Grouse, Pheasant, Quail, Chukar, Dove, Wild Turkey, Ptarmigan                                | 469                                  | 70.0 million  |
| <b>Waterfowl</b>                  | Ducks, Geese, Swans  | 229                                  | 20.7 million  |
| <b>Birds of Prey</b>              | Eagles, Hawks, Falcons, Osprey, Owls, Harriers   | 223                                  | 13.6 million  |
| <b>Songbirds &amp; Shorebirds</b> | 400+ Species, including neotropical migratory songbirds                                      | N/A                                  | 264 million: all BLM acreage is key to one or more bird species |

The wildlife program is a central component of the BLM's strategic goal to maintain and restore land health using landscape, watershed, and multi-species conservation approaches. The biological resources the BLM manages are key indicators of the overall health of the environment and represent one of our Nation's most important natural heritage values. Contributing efforts to accomplishing this goal include: 1) completing *Beyond 2000: BLM's Strategic Plan for Management of Fish Wildlife, and Rare Plant Resources*, 2) implementing land use or Activity plans, or Conservation Plans that target multiple rare species for management attention, 3) working with partners, federal and state agencies, and local governments, frequently through Challenge Cost Share projects or other multi-jurisdictional planning efforts. In FY 2001, program emphasis will be:

**Conservation of the Sagebrush Ecosystem** - Efforts will continue throughout the Great Basin, Columbia Plateau, and Wyoming Basin to work with a number of partners and other agencies to improve habitat conditions for a wide variety of wildlife dependent upon the sagebrush ecosystem. Over 20 species of sagebrush

(*Artemisia*) and several subspecies occur within sagebrush ecosystems, but millions of acres that once supported rich and diverse fish, wildlife and native plants have been degraded or completely eliminated by agricultural conversion, overgrazing by domestic livestock, invasion of exotic plants, diversion of water, expansion of pinyon and juniper woodlands and wild fires. Large parts of remaining sagebrush habitats are at high risk from wildfire as a result of fuel buildup and exotic plant invasion. As a result there are numerous species of plants and animals that are declining. These include 29 birds, 49 mammals, 18 reptiles, 3 amphibians, 106 fish (species inhabiting sagebrush-dominated watersheds), 94 invertebrates, 327 vascular plants and 4 non-vascular plants. Of particular concern are two species of upland game birds, the Northern sage grouse and the Columbian sharp-tailed grouse. The BLM manages roughly a (30 million acres) of all remaining sagebrush habitat in the U.S. which is the majority of habitat that supports these two species. The BLM is currently in the process of developing a multi-species conservation strategy that will address restoration and management of this critical ecosystem and the species associated with it.



Many sagebrush dependent wildlife species, such as this young pronghorn in a vast expanse of cheatgrass, face increased difficulty finding sufficient, preferred forage and become increasingly vulnerable to predation due to lack of escape cover, when native habitat has been converted to weeds.

**Conservation of Prairie Grasslands** - The BLM manages approximately 17 million acres of short and mixed grass prairie ecosystem in a 7 State area that extends from Canada to Mexico. No other federal agency manages as much prairie grassland ecosystem as the BLM. Prairie grasslands on BLM managed lands support 136 species of birds, mammals, amphibians and reptiles and 42 species of plants considered to be sensitive. Major threats in this region include loss of native grasslands to land conversion for agriculture or development, invasion by exotic species, altered fire regimes, and over grazing by domestic livestock. Public lands offer some of the best opportunities for conservation over this vast region. Numerous native species associated with this ecosystem are in decline; eleven species from this region have been listed as threatened or endangered by the Fish and Wildlife Service. With so many species of concern, such as the black-tailed prairie dog, prairie chicken, and mountain plover, the BLM has initiated an interagency conservation strategy for multiple species that covers the entire prairie region.

**Restoration of Riparian and Wetland Habitats** - The BLM will continue ongoing efforts to work with other programs to complete assessments of riparian conditions, develop sound grazing practices that will help restore degraded riparian areas, and meet the BLM's strategic goal to

provide opportunities for environmentally responsible commercial activities. In addition, the BLM will continue to conduct inventories, using remote sensing, of key waterfowl and wetland habitats in the interior of Alaska in cooperation with Ducks Unlimited and the U.S. Fish and Wildlife Service. The BLM will also implement new, and maintain existing, projects on priority wetland sites within the Intermountain West (such as Idaho, New Mexico, Utah, and Wyoming), Pacific States (Oregon and California), and Prairie Pothole Joint Venture areas (Montana, North/South Dakota) established under the North American Waterfowl Management Plan.

***Bird Conservation*** - The BLM's wildlife program is actively involved in the development of the new North American Bird Conservation Initiative (NABCI). The NABCI is a multi-partner effort to better integrate existing and emerging bird conservation strategies and programs. The NABCI will eventually serve as the umbrella for coordinating and prioritizing conservation and management actions that have been developed by separate planning efforts. The BLM manages more bird habitat than any other agency including some of the most threatened habitats in the U.S. Examples include wetlands which are critical to waterfowl and shorebirds, riparian areas that provide nesting, foraging and migration corridors for over 400 songbirds, grasslands, woodlands and forest lands that support a myriad of other species. BLM biologists are key to conducting surveys, monitoring population trends, and more importantly, helping to restore habitats through improvement projects. Examples of work include restoring or reclaiming native prairie grasslands by developing better management actions (than ones inadvertently harming bird populations and their habitats) or planting native grassland species. The BLM is also actively involved in restoring riparian vegetation along stream corridors and improving wetlands that are critical for many waterbirds.

***Challenge Cost Share*** - In FY 2001, the BLM will devote \$3,000,000 of wildlife management funds to its Challenge Cost Share (CCS) initiative. These funds are matched by non-Federal contributions, for millions of dollars more worth of habitat inventory and restoration, visitor interpretive site improvement, and other investments in public land and wildlife resources. In addition to the BLM's CCS program, the BLM will also support the National Fish and Wildlife Foundation Challenge Grant program in FY 2001 with \$1,400,000 from the wildlife subactivity.

***Research*** - The BLM continues to support a wide variety of studies and research on habitats and species of concern. Because the BLM does not have its own research program, it works closely with its sister agencies in the Departments of the Interior (specifically USGS) and Agriculture, as well as with land grant colleges and universities, to address the BLM's research needs. Examples include projects that evaluate habitat use and condition for sage grouse, prairie chickens, mountain quail, and black-tailed prairie dogs; effects of livestock and other uses on breeding birds; and much more.

## PROGRAM ACCOMPLISHMENTS

The BLM exceeded the major planned workload accomplishments in FY 1999 and is expected to complete the planned workloads in FY 2000. Significant achievement in FY 1999 include:

- C Through the BLM's challenge cost-share program (CCS), \$3,000,000 was spent by the BLM in the Wildlife subactivity and over \$3,000,000 was leveraged from partners for wildlife habitat and related recreational opportunity CCS efforts. These contributions, especially those that match every Federal dollar with more than one dollar in private or State funds, help the BLM restore wetland habitat, improve habitat conditions for upland game birds or big game animals, carry out surveys for rare or little known species, and produce educational materials on issues such as weed management.

- The BLM inventoried almost 22 million acres of wildlife habitat. Additionally, the BLM improved over 2 million acres of wildlife habitat. Projects ranged from planting grasses and forbs to fencing to creating water catchments. For example, the BLM improved 16,000 acres of habitat for pronghorn, elk, mule deer, and several upland game and non-game species partially through development of 8 water catchments in Nevada.



Desert bighorn sheep enjoying a drink at a BLM water development in Nevada

- The BLM's Northern Field Office in Fairbanks, Alaska, in cooperation with Ducks Unlimited, Inc. (DU), West, Inc. and U.S. Fish and Wildlife Service (FWS) completed a landscape level habitat modeling project within the National Petroleum Reserve-Alaska (NPR-A) located on the north slope of the State. The project combined the digital earth cover data developed in FY 1998 with nesting information collected over the past nine years.
- A 1.4 mile reach of Cienega Creek, Pima County, Arizona was restored by modifying or removing 3 dams, one levee and a road crossing/canal system that diverted water away from 3 miles of Cienega Creek. Over a dozen species of threatened wildlife benefitted from this project. Also, in a similar effort to restore a natural system, the BLM reintroduced the North American beaver in the San Pedro Riparian National Conservation Area. Beaver played an important ecological function with their dam building which promoted water infiltration and wetland improvement.
- The BLM continues to be active partner in the "Seeking Common Ground" initiative, started in FY 1991 in cooperation with the U.S. Forest Service, Wildlife Management Institute, Rocky Mountain Elk Foundation, American Farm Bureau, the International Association of Fish and Wildlife Agencies and others. The aim of Seeking Common Ground is to provide funding for collaborative projects and planning efforts designed to resolve long-standing conflicts between

livestock and wildlife on BLM managed lands and National Forests. As a result of the Seeking Common Ground initiative, the BLM, with its partners, has improved habitat conditions on over 800,000 acres of big game range. Examples of work accomplished include stream and riparian restoration, better forage production, and planting of trees and shrubs for food and cover.

- In FY 2000, the BLM is initiating habitat mapping projects in Idaho, Nevada, and Oregon as part of the sagebrush ecosystem multi-species conservation strategy. A regional base map showing the distribution of sagebrush and sage grouse habitats is an important component of the overall sagebrush restoration strategy and the BLM's ability to reduce out of control wildfires. The BLM has already completed planning and initiated restoration on 36,000 acres of crucial big game winter range that was destroyed by wildfires this past summer.

### JUSTIFICATION OF 2001 PROGRAM CHANGES

#### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 26,653                    | 2,165                       |
| FTE        | 244                       | +20                         |

The FY 2001 budget request is \$26,653,000 and 244 FTEs, a program increase of \$2,165,000 and 20 FTEs above the FY 2000 enacted level. The \$2,165,000 increase has been designated for work in three specific areas: Land Use Planning for Sustainable Resource Decisions, Restoration of Threatened Watersheds, and Public Land Treasures. For additional information on these themes, including a specific list of projects and associated funding levels, please refer to the General Section of this document.

**Land Use Planning for Sustainable Resource Decisions, (+\$1,000,000)** - In the last 15 years, the number of listed animal species has grown by over 260% and Off Highway Vehicle use has increased dramatically; however, many of the BLM's Land Use Plans and Environmental Impact Statements pre-date these problems. As a result, the plans lack specific information needed to address species decline, recreation management, and other issues, leading to successful legal challenges against the BLM planning and NEPA decisions, both at the Resource Management Plan and project plan scales. These legal challenges draw personnel and fiscal resources away from on the ground restoration work as well as from the BLM and its ability to process customers' permits and applications for commodity or special recreation uses.

To avoid litigation and continue public use of the lands, the BLM must revise and/ or update many land use plans to address declining species issues and other management concerns. Funds would be used to update twenty-five plans in nine states to ensure consistency with species conservation and recovery needs, identify priorities for conducting watershed assessments, complete needed wildlife inventories, and implement monitoring requirements of RMPs and plan level biological opinions.

With increased funding, Arizona would be able to complete its highest planning priority: Bradshaw Foothills Plan Amendment - Phoenix Resource Management Plan (RMP). The planning area, which lies within and adjacent to the fastest growing county in the U.S., is covered by plans that are 10-16 years old and consequently lack sufficient direction for conservation of sensitive species, weed action planning/management, and several other activities. New decisions are needed to meet public community demands for growth while providing necessary resource conservation for desired quality of life in the Southwest U.S. Desert tortoise habitat and other special status species issues, for example, are affecting the BLM's ability to process the increasing demand for rights of way, mineral materials, recreational permits/events, and land tenure adjustments for customers. With funding, Arizona would be able to develop a multi-jurisdictional planning document that will involve all stakeholders in this region and provide these services to the public, while protecting wildlife resources.

Utah would be able to focus efforts on the Price River Resource Management Plan (RMP). Since the plan was created, there have been significant changes in the resource base and area, including expanded knowledge about the presence of bighorn sheep and elk previously undocumented in the area. Utah must routinely delay and extensively review public and industry nominations for oil and gas leases because the present RMP is inadequate to protect sensitive resources such as wildlife. Without the recommended funding, Utah will not be able to revise the plan, process customer requests in a timely fashion, or contribute to meet BLM's strategic goal to: evaluate 100 percent of BLM's existing land use plans and associated documents and initiate amendments or revisions as necessary to reflect new information and management strategies by FY 2003.

Twenty-five other land use plans would be revised or updated with this funding. Additional planning efforts would take place in Arizona, California, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. If these plans are not updated, wildlife issues will be not be adequately addressed, permit application processes will be slowed, and the public land users and wildlife resources will continue to suffer.

***Restoration of Threatened Watersheds, (+\$190,000)*** - The sagebrush ecosystem is one of the BLM's greatest watersheds suffering from degradation. This ecosystem harbors 29 birds, 49 mammals, 18 reptiles, 3 amphibians, 106 fish (species inhabiting sagebrush-dominated watersheds), 94 invertebrates, 327 vascular plants, and 4 non-vascular plants. Increased funding would target 3 states in this ecosystem (Nevada, Colorado, and Utah) and would help the BLM meet two strategic goals: 1. By FY 2005, implement all cooperatively developed water quality improvement prescriptions on BLM lands in 20% of watersheds within priority sub-basins that do not meet State/Tribal water quality standards and 2. In FY 2001, achieve an upward trend in the condition of BLM-administered uplands in 10% of watersheds within priority sub-basins.

Approximately 2/3 of Nevada's public lands, 32 million acres, occur within the Great Basin geographical region. Furthermore, the BLM manages approximately 80 percent of the remaining sage grouse habitat in the Great Basin. Much of the vegetative types within Nevada's portion of the Great Basin, salt desert shrub to pinion juniper woodlands, are in degraded condition due to invasion of noxious weeds and or exotic annual grasses. As a result, over 130 species of wildlife, including the Northern sage grouse are declining. In FY 2001, the BLM would implement several actions designed to address habitat loss or decline, including developing more detailed land cover maps with critical areas identified and prioritized for management and restoration efforts. On the ground actions would include treatment of cheatgrass invaded sagebrush sites and follow-up seeding with native shrubs and grasses to restore critical wildlife habitat.

In Colorado's Gunnison Basin, the BLM is working to protect and improve habitat for the Gunnison sage grouse, a newly described species of grouse that lives in the Basin. The dramatic decline of the Gunnison sage grouse is evidence of the deterioration of the health and functioning condition of the sagebrush ecosystem in the Upper Gunnison River Basin. On January 26, 2000, a petition to list the Gunnison sage grouse was sent to the Fish and Wildlife Service. This listing will not only affect ongoing BLM activities such as processing grazing permits and rights-of-ways for our customers, but will increase the cost of doing business. In FY 2001, the BLM would work cooperatively with the Colorado Division of Wildlife and Western State College to evaluate sage grouse habitat and sage grouse populations. The BLM would also apply vegetation treatments such as brush mowing and seeding plantings on priority sage grouse and big game habitat to initiate basin-wide restoration and bring uplands, riparian areas and stream systems to proper functioning condition.

In Utah, work would include an inventory/classification of approximately 200,000 acres of sage brush/sage grouse habitats. Based upon the inventory and mapping, three management plans would be written to capture the short and long-term management needs regarding sage brush and its dependant species. Huge wildland fires in the summer of 1999, due primarily to an invasion of sagebrush habitat by fire-prone weeds and exotic annual grasses, burned at least 1.5 million acres of some of the last remaining native shrublands. If the BLM does not take immediate action to inventory and restore this habitat, the public risks losing a unique and valuable ecosystem, as well as the rare species it supports.

**Public Land Treasures, (+\$975,000)** - National Conservation Areas, National Monuments, Wild and Scenic Rivers, and other designated areas that BLM manages contain habitat for a multitude of wildlife species. Much of this habitat needs to be inventoried, monitored, and improved, however, to enhance the wildlife it harbors. The requested increase would provide funding to enhance habitat in over 10 special areas and help progress towards two BLM strategic goals: 1. In FY 2001, improve the condition of Congressionally designated special management areas currently at risk and 2. In 2001, achieve an upward trend in the condition of BLM-administered public lands in 10% of watersheds within priority sub-basins. Specific projects which would be funded would include:

- *San Pedro National Conservation Area (Arizona)* - The San Pedro River is a world class bird and wildlife viewing area: one finds 400 species of birds (half the number in the whole U.S.),

up to 5 million migrant birds in a typical spring, record-setting surveys of butterflies; and the second-highest density of mammal species on Earth. Funding would be used to conduct required monitoring of special status species and to determine the effects of increasing human activities in the San Pedro Riparian National Conservation Area, a highly popular area. Some species of concern include: the cactus ferruginous pygmy owl, southwest willow flycatcher, lesser long nosed bat, Pima pineapple cactus, Nichols-turkshead cactus, Gila Topminnow and Gila Chub. Funding would also be used to improve wildlife habitats.

- *Grand Staircase-Escalante National Monument (Utah)* - Grand Staircase-Escalante National Monument spans five life zones from low-lying desert to coniferous forest. It was designated to protect a wide variety of biological resources, including eleven federally listed plant and animal species, while allowing for the continuation of multiple uses. The biological resources of the Monument must be systematically inventoried and assessed so appropriate management strategies can be implemented. Therefore, surveys would be conducted of riparian invertebrates, reptiles and amphibians, birds, and small mammals, including comparative studies under various management regimes.
- *Snake River Birds of Prey National Conservation Area (Idaho)* - The Snake River National Conservation Area (NCA) includes 485,000 acres that support one of the densest known nesting populations of birds of prey (raptors) in North America. About 700 pairs, representing fifteen species, nest in the NCA each spring. Species include golden eagles, burrowing owls, and the greatest density of prairie falcons in the world. The NCA is a unique habitat for birds of prey because the cliffs of the Snake River Canyon provide ideal nesting sites, while the surrounding plateau has historically supported unusually large populations of prey species. Large-scale replacement of native shrub and grasslands by annual weeds, catalyzed by dramatic increases in the size and frequency of wildfire, is causing significant declines in important prey and raptor species. To conserve species, the BLM proposes an integrated, long-term project to reduce wildfire and restore wildlife habitat. The BLM would also establish the NCA as a long-term monitoring and research site at which to use adaptive management. The public would benefit in a two-fold manner: by viewing large populations of raptors and by reduction of wildfires in the subdivisions rapidly expanding along the wildland-urban interface.

### WORKLOAD MEASURES

| Workload Measure  | 1999 Actual | 2000 Enacted to Date** | 2001 Change (±)*** |
|---|-------------|------------------------|--------------------|
| Special Areas Inventory (acres)                             | n/a*        | 739,130                | +300,500           |
| Shrub, Grassland, PJ Vegetation Inventory (acres)           | n/a*        | 20,604,356             | +222,000           |
| Shrub, Grassland, PJ Vegetation Treatments Applied (acres)  | 1,343,299   | 2,571,036              | +3,600             |
| Weed Treatments Applied (acres)                             | 102,254     | 190,694                | +1,500             |
| Shrub, Grassland, PJ Forest Projects Constructed (#)        | 832         | 856                    | +50                |
| Terrestrial Habitats Objectives Evaluated (acres)           | n/a*        | 67,620,737             | +22,00,000         |
| Forest Restoration Treatments Evaluated (acres)             | n/a*        | 13,054                 | +50                |
| Wildlife, Fisheries, and Plant Populations Evaluated (#)    | n/a*        | 1,280                  | +15                |
| Multi-Jurisdictional Plans Completed (# of plans completed) | n/a*        | 50                     | +1                 |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report.

\*\* The FY 1999 and 2000 numbers represent the combined efforts of multiple subactivities.

## **Activity: Wildlife and Fisheries Management**

### **Subactivity: Fisheries Management**

#### **2001 PROGRAM OVERVIEW**

The FY 2001 Budget Request for Fisheries is \$14,059,000 and 104 FTE, a program increase of \$1,178,000 and 8 FTE from the FY 2000 enacted level.

The BLM manages lands that directly affect over 205,500 miles of fish bearing streams and over 2.2 million acres of reservoirs and natural lakes. Demands for water are quickly out-pacing the Bureau's ability to pro-actively manage these resources for fish and their habitat. Significant enhancements to the fisheries program are needed if the Bureau lands are to continue to generate clean water and restore the processes and functions of aquatic ecosystems.

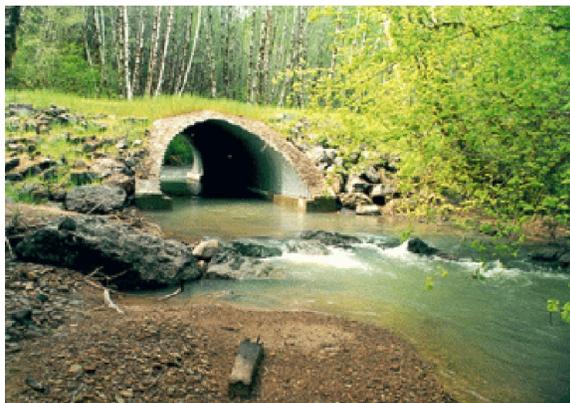
In FY 2001, the program will focus on watershed-based, multi-species approaches to aquatic habitat maintenance and restoration. The BLM will emphasize: 1) changing or modifying on-the-ground resource use actions that directly impact water resources, 2) accelerating implementation of actions benefitting aquatic resources; 3) actions that first benefit native aquatic species; and, 4) enhancing opportunities for recreational fishing where native fish populations are stable or increasing, to better support the Executive Order on Recreational Fishing. These four emphasis areas continue to be supported through core program activities, including: inventory of riparian and channel conditions, assessment, planning and analysis to support project development, monitoring of project accomplishments to determine effectiveness of treatments, consultation on these actions to ensure consistency with requirements of the Endangered Species Act, coordination and collaboration with partners to support whole watershed programs, and environmental education and outreach to ensure long-term understanding of ecosystem needs with the public.

Examples of changing on-the-ground actions include: assessing and modifying grazing practices in riparian areas; identifying roads or road segments for obliteration or upgrades to minimize adverse effects on streams; modifying access to riparian zones through strategic placement of barriers and dispersed campsite layout to minimize adverse recreation impacts; and withdrawing sensitive riparian areas from mineral entry. Acceleration of actions directly benefitting aquatic species include habitat restoration of instream and riparian areas and vegetation manipulation of upslope conditions. Recreational fishing opportunity enhancements include increased fishing access (boat ramps, fishing piers, land acquisition) and public outreach activities, such as more National Fishing Week events, public presentations, and increased involvement in Salmon Festivals.

## PROGRAM ACCOMPLISHMENTS

Significant gains were made in FY 2000 in achieving fisheries and aquatic ecosystem restoration goals. Funding received in FY 2000 was directed to support on-the-ground actions enhancing clean water and fisheries habitat restoration, and to restore floodplain function on river systems in Alaska that have been impacted by placer mining operations. Funds were also provided to selected field units that are aggressively pursuing hydropower project relicensing terms and conditions to bring these projects into conformance with Resource Management Plan goals and objectives. The main thrust of FY 2000 accomplishments was on changing various management actions to achieve fisheries enhancement objectives, and integrating whole basin restoration needs through Clean Water Action Planning (CWAP) efforts.

### Culvert Replacement: Providing Fish Passage in Oregon



Water passing through the culvert, or circular pipe in the left photo, drops off 2 feet, serving as a barrier to juvenile fish. Replaced culverts such as the Bear Creek culvert to the right, provide unobstructed migration corridors for multiple life stages of salmon and trout. Replacement typically opens another mile of rearing habitat for anadromous and resident fish

CWAP projects funded jointly between riparian and fisheries programs include fencing riparian areas, rehabilitating dispersed recreation sites in riparian areas, riparian plantings to re-establish oak woodlands adjacent to large river systems, culvert removal or replacement to facilitate both upstream and downstream fish passage, and watershed scale road decommissioning, relocation, and hardening to reduce or eliminate sediment sources affecting listed salmonids. The Elk Creek Road Repair project in Montana, for example, is increasing cross drains and surfacing about 3 miles of road to reduce sediment impacts on bull trout and westslope cutthroat trout habitat. In California, the Cosumnes River Riparian Recovery project is reclaiming and re-establishing riparian vegetation on over 17 acres of previously farmed floodplain within one of the last remaining free flowing river systems in the Sierra Nevada.

**Fisheries Habitat Restoration**



The photo to the left shows a portion of the Upper Smith River in Oregon: it is typical of the majority of streams that have been “simplified”. In the photo to the right, two key trees were pulled into the South Fork of Smith River in 1997. This exemplifies how, after a couple of years, smaller debris has been caught by the key pieces and has helped create pools, spawning gravels, and habitat diversity for Coho salmon and cutthroat trout.

In Idaho, since Carmen Creek did not meet section 303d water quality standards of the Clean Water Act, CWAP funds were used to support a community based approach to meet reduced sediment and lowered water temperature objectives by reconstructing one mile of road, fencing the riparian area from cattle and developing off-site water sources, and eradicating noxious weeds. Species benefitting from this project include ESA-listed steelhead, bull trout and chinook. Salmon and trout can also benefit from direct improvement to their habitat through placement of boulders or trees into rivers, which collect smaller debris and create pools and spawning grounds.

**JUSTIFICATION OF 2001 PROGRAM CHANGES**

**2001 Program Changes**

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 14,059                    | +1,178                      |
| FTE        | 104                       | + 8                         |

The FY 2001 Budget Request for Fisheries is \$14,059,000 and 104 FTE, a program increase of \$1,178,000 and 8 FTE from the FY 2000 enacted level. For additional information on these themes, including a specific list of proposed projects and associated funding levels, please refer to the General Section of this document.

***Land Use Planning for Sustainable Resource Decisions, (+\$400,000)*** - In the last 8 years, the number of fish listed under the Endangered Species Act (ESA) has increased significantly as a result of habitat degradation, hydropower operations, harvest and hatchery practices, and increased consumptive demands for water. Many of the BLM's Land Use Plans and Environmental Impact Statements inadequately address these problems. Virtually all plans, outside of the Northwest Forest Plan area, lack an ESA required comprehensive Aquatic Conservation Strategy (ACS). An ACS contains: standards and guidelines that reduce project impacts on aquatic resources; a proactive restoration program; broad scale analysis requirements to ensure proper context is provided for project level decisions; and land allocations to protect remaining good habitat.

This absence of Aquatic Conservation Strategies has led to successful legal challenges against BLM planning and NEPA related resource allocation decisions, both at the Resource Management Plan (RMP) and project plan scales. Presently, all plans in California have been challenged by the Center of Biological Diversity, citing failure to complete consultation on these plans is a violation of the ESA. Since many of these plans inadequately address conservation needs for listed fish, consultation will result in development of mandatory terms and conditions to protect these species. Notices of Intent to sue have been filed on plans deficient in addressing bull trout needs in Oregon, Idaho, and Montana. Plan updates or revisions, can significantly reduce these deficiencies and will streamline consultation requirements by being "proactive" to species needs rather than "reactive" to regulatory agency issued mandatory terms and conditions.

Increases in fisheries funding for NEPA would ensure aquatic needs are identified and addressed through our multi-scaled analysis process. Funds would be used to recruit technical staff who would update Resource Management Plans to ensure consistency with species conservation and recovery needs, identify priorities for conducting watershed assessments, complete needed fisheries and riparian inventories, and implement monitoring requirements of RMPs and plan level biological opinions. The BLM would be able to work on at least 10 NEPA- related fisheries projects, including Resource Management Plans for the BLM's National Conservation Areas.

With additional funds, Alaska would be able to amend two of their highest priority RMPs: the Fort Wainwright and Fort Greely plans. The changes would: reflect federal management of subsistence fisheries; complete consultation on the plans; include Clean Water and Clean Air Act standards; and develop a strategy for managing increasing OHV use. One of the BLM strategic goals that would be enhanced is: in FY 2001, evaluate 30% of the BLM's existing land use plans and associated NEPA documents and ensure that 18% of the land use plans contain habitat conservation strategies.

Oregon would be able to complete the Upper Deschutes RMP Amendment planning area which was covered by the 1989 Brothers/LaPine Resource Management Plan. The planning area is located within the three fastest growing counties in Oregon (Deschutes, Jefferson, and Crook). Guidelines in this planning document do not provide adequate direction to respond to rapidly changing land uses and social needs, such as the high public demand to use the urban interface area. As a result, impacts to fisheries and aquatic resources, as well as other resources have occurred. This area contains two Wild and Scenic River corridors, and is home to the ESA-listed bull trout. Completion of a more detailed management strategy is necessary to avoid future use

conflicts and prevent successful litigation attempts against Bureau planning documents and subsequent actions. With funding, the BLM will jointly plan for and manage this area with active involvement from our many partners, including two national forests, three counties, numerous state and local agencies and organizations as well as the Provincial Advisory Council.

Additional planning efforts would take place in Alaska, Arizona, California, and Oregon. Effective planning, both at the RMP and project level, should ultimately reduce the amount of resources directed at the process part of ESA and will permit field personnel to refocus and increase implementation progress for on-the-ground recovery. Without additional funds, legal challenges against BLM planning documents will be successful. As a consequence, as the Bureau is presently experiencing in the West, whole programs will be on the verge of temporary shut-down. The BLM customers, including contract holders for timber sales, range permittees, rights-of-way applicants, and even recreationalists may experience delays, reductions, or elimination of their activities.

***Restoration of Threatened Watersheds, (+\$110,000)*** - Watershed restoration is a cornerstone of the Bureau's aquatic management programs and this increase would fund three projects. The Upper Gila/San Simon Watershed Restoration project in Arizona would provide a means for addressing impacts to a variety of threatened and endangered aquatic species, including the spikedace, razorback sucker, and loach minnow. Planned work would focus on reduction of silt and salt loading in the Gila River. This would be accomplished through development and implementation of a road transportation management plan, continued erosion control structure placement, and plugging of a well contributing substantial salt to the system. Another project, located in California on the South Fork of the Eel River, proposes to reduce sedimentation and water temperature to meet Total Maximum Daily Load objectives and help in the recovery of federally listed Pacific salmon species. Both projects exemplify whole basin management through development of watershed scale plans, in cooperation with watershed councils.

The third project would take place in the sage brush habitat of Colorado. Fisheries resources are often overlooked in this dry habitat, however, loss of the Colorado River cutthroat trout is attributable to declining land health. Consequently, the BLM would analyze priority streams to determine aquatic health and assess land use impacts to identify improvement projects. Willows would be planted to stabilize streambanks and improve fish habitat with assistance from student interns that are part of the Colorado's on-going Environmental Education Program.

These projects represent only a portion of a larger opportunity to work and fund actions, through an interdisciplinary, interagency, and public process, to accomplish multiple resource management objectives across multiple ownerships and management jurisdictions. The additional funds provide the opportunity to begin moving forward on BLM's strategic goal to implement all cooperatively developed water quality improvement prescriptions on BLM managed lands in watersheds within priority sub-basins that do not meet State/Tribal water quality standards.

***Public Land Treasures, (+\$668,000)*** - National Conservation Areas, National Monuments, Wild and Scenic Rivers, and other designated areas that BLM manages contain critical habitat for a multitude of fish species. Much of this habitat needs to be inventoried, monitored, and improved, however, to enhance the fish it harbors. The requested increase would provide funding to

enhance habitat in over 10 special areas and would make progress toward achieving two BLM strategic goals: 1. In FY 2001, improve the condition of Congressionally designated special management areas currently at risk and 2. In 2001, achieve an upward trend in the condition of BLM-administered public lands in 10% of watersheds within priority sub-basins. In recent years, the public have been flocking to BLM designated areas to discover these unique places; without additional funds, the Bureau will not be able to effectively manage these designated areas. Some specific project examples include:

- *Steese National Conservation Area (Alaska)* - Placer mining has affected stream flow and geomorphic conditions in many streams of the Birch Creek drainage of Steese National Conservation Area in Alaska. A study will be designed to determine methodologies for stream restoration efforts and to gain insight into key relationships of factors critical to channel stability. The study will evaluate previous restoration efforts, stream hydraulics, channel stability, and sediment modeling techniques, as well as assess fisheries habitat to provide BLM options for its management decisions. BLM in turn will work with the miners to restore channels to as close a natural design as possible. Although the field work and specific problems will be addressed in the Birch Creek watershed, the knowledge gained can be used in other watersheds affected by placer mining.
- *John Day, South Fork John Day Wild and Scenic River (Oregon)* - One hundred and ninety-five miles of the John Day and South Fork John Day were designated as a Wild and Scenic River in 1988. These waters contain exceptional anadromous steelhead and warm water bass habitat, as well as recreational fishing opportunities. However, streamside activities and other problems threaten fisheries habitat quality. To address these problems, the John Day and South Fork areas would: 1. maintain instream flows in order to protect anadromous and resident fisheries, and to support recreational uses; 2. improve water quality and diminish or eliminate sources of water pollution originating on public lands; and 3. enhance riparian and upland vegetation. To obtain these objectives, riparian pasture fences and off river water holes would be constructed for grazing, cottonwood and willow trees would be planted, and weed treatment, buffer strips and native plant seeding would be applied to agricultural field restoration.
- *Agua Fria National Monument (Arizona)* - In addition to Agua Fria's rich record of human history, the monument contains other objects of scientific interest including a wide diversity of native fish species in the Agua Fria River. Roads need to be stabilized and maintained to prevent siltation of waters/habitat for fish, especially with the increased tourism resulting from recent designation. Fishing activities will still be permitted under designation; consequently, the BLM must provide resource protection information to the public and increase visitor contacts to protect these fisheries and their habitats.

### WORKLOAD MEASURES

| Workload Measure   | 1999 Actual | 2000 Enacted to Date** | 2001 Change (±) |
|--|-------------|------------------------|-----------------|
| Aquatic/Riparian/Wetland Inventory (acres)   | n/a*        | 68,378                 | +750            |
| Aquatic/Riparian/Wetland Inventory (miles)   | n/a*        | 5,708                  | +75             |
| Aquatic/Riparian/Wetland Treatments Applied (acres)                                  | n/a*        | 177,890                | 0               |
| Aquatic/Riparian/Wetland Treatments Applied (miles)                                  | n/a*        | 1,413                  | 0               |
| Aquatic/Riparian/Wetland Projects Constructed (#)                                    | 390         | 636                    | 0               |
| Aquatic/Riparian/Wetland Projects Maintained (#)                                     | 858         | 1,062                  | 0               |
| Aquatic/Riparian/Wetland Areas Objectives Evaluated (acres)                          | n/a*        | 199,171                | 0               |
| Aquatic/Riparian/Wetland Areas Objectives Evaluated (miles)                          | n/a*        | 3,011                  | +37             |
| Water Rights Actions Processed (# of sources filed)                                  | 8,308       | 6,214                  | +20             |
| Road Construction and Maintenance Activities (miles of roads maintained to standard) | 9,279       | 11,800                 | +24             |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report.

\*\* The FY 1999 and 2000 numbers represent the combined efforts of multiple subactivities.

## Activity: Threatened and Endangered Species Management

### Activity Summary (\$000's)

| Subactivity    |     | 1999<br>Actual | 2000<br>Enacted<br>to date | Uncontrollable<br>& Related<br>Changes<br>(+/-) | Program<br>Changes<br>(+/-) | 2001<br>Budget<br>Request | Change<br>From<br>2000<br>(+/-) |
|----------------|-----|----------------|----------------------------|---|-----------------------------|---------------------------|---------------------------------|
| T&E Management | \$  | 17,490         | 18,811                     | +541  | +4,320                      | 23,672                    | +4,861                          |
|                | FTE | 190            | 194                        | 0   | +36                         | 230                       | +36                             |

### 2001 PROGRAM OVERVIEW AND ACTIVITY DESCRIPTION

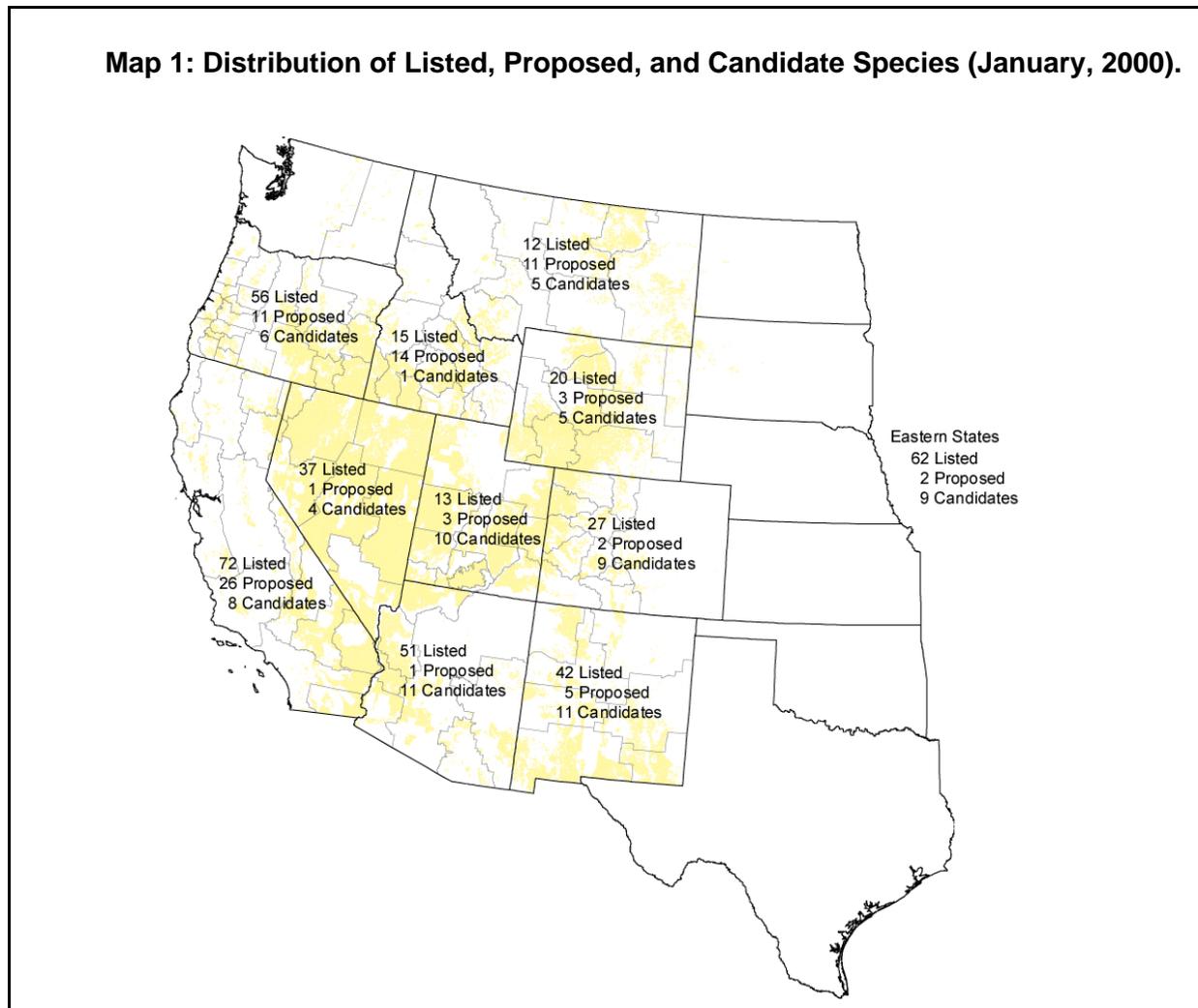
The FY 2001 Budget Request for Threatened and Endangered Species Management is \$23,672,000 and 230 FTE, a program increase of \$4,320,000 and 36 FTE from the FY 2000 enacted level.

The BLM's Threatened and Endangered Species Management Activity addresses the conservation and protection of plants and animals that are listed, proposed, or candidates for listing under the Endangered Species Act, as well as species designated by the BLM as sensitive. The BLM public lands support at least 241 federally listed species, 46 proposed species, 55 candidate species, and an additional 1500 sensitive species (Map 1). Collectively termed Special Status Species, they occur over significant portions of the 264 million acres of public land managed by the BLM.

The Endangered Species Act (ESA) requires the BLM to carry out programs for threatened, endangered, and candidate species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. Furthermore, Section 102(a)(8) of the Federal Land Policy and Management Act requires the BLM to manage the public lands in a manner that protects resource values (such as scientific, historical, ecological, scenic) while allowing appropriate land uses. With increasing numbers of listed, proposed, and candidate species occurring on BLM managed lands, program emphasis in FY 2001 will be the development and implementation of multi-species conservation activities on an ecosystem or landscape scale, and restoration and protection of priority habitats for plant and animal species to assure their health and survival, preferably before invoking the ESA. Both recovery and preventative measures ensure that other BLM program actions do not jeopardize a species or destroy its habitat.

Program emphasis in FY 2001 will be directed toward comprehensive, habitat-based management that will ensure consistency, and allow for special emphasis, when warranted, to resolve complex or highly controversial issues on a geographic basis. Public lands that have been designated as Critical Habitat for threatened and endangered species, and lands that provide habitat for other

Special Status Species including those that are proposed or candidates for listing, will receive management attention to resolve Special Status Species issues. The BLM’s management approach to conserving Special Status Species will include: 1) development and implementation of management strategies to resolve conflicts and restore ecosystems, 2) monitoring and evaluation of the effectiveness of management activities to identify changes needed to achieve strategic goals, and 3) inventory to document the occurrence and distribution of Special Status Species and their habitats on public lands.



In addition to these program emphases, the BLM will carry out its responsibilities by inventorying, monitoring, evaluating, and restoring habitat for Special Status Species often in cooperation with other federal agencies, State wildlife agencies, conservation organizations, and the general public. Partnerships with organizations are effective in funding and implementing conservation programs and projects, particularly through the BLM Challenge Cost Share program and the National Fish and Wildlife Foundation.

Threatened and Endangered Species Management in the BLM supports four strategic goals: 1) restore public lands to healthy condition, 2) provide opportunities for environmentally responsible recreation, 3) provide opportunities for environmentally responsible commercial activities, and 4) preserve natural and cultural heritage.

## PROGRAM ACCOMPLISHMENTS

Program accomplishments in FY 2000 will include inventory of habitat for threatened and endangered species on 11 million acres of upland habitats and 1,800 miles of aquatic and riparian habitat associated with streams and rivers. Over 1.2 million acres of uplands and 900 miles of aquatic and riparian habitats are under management prescriptions designed to improve conditions for threatened and endangered species. Habitat evaluation and monitoring will be completed on 8.4 million acres and 3,000 miles of streams and rivers.

Over 1,100 Section 7 consultations under the Endangered Species Act are being completed which is an increase of 100 consultations over the FY 1999 level. This is attributed to a \$1 million Congressional budget increase to facilitate consultations for livestock grazing, oil and gas leasing and other land uses, the result of which contributes to the BLM strategic goal of providing opportunities for environmentally responsible commercial uses of the public lands.

The overall program accomplishments were associated with the following high priority habitats and geographic areas of the West:

**Shrub-Steppe Habitat:** Shrub-steppe habitats occur over extensive areas of Oregon, Idaho, Wyoming, Nevada, Utah, California, New Mexico and Arizona, and support a rich assemblage of native plants and animals, many of which are associated with recreation and tourism. These habitats occur primarily in. These habitats support many Special Status Species such as the Hualapai Mexican vole (endangered), desert tortoise (threatened), blunt-nosed leopard lizard (threatened), and Sonoran pronghorn (endangered). Significant portions of this habitat have been invaded by exotic species of plants such as cheatgrass, red brome, filaree, and split-grass. These exotic annuals are displacing native species, impacting the quality of forage available to wildlife and livestock, and threatening the basic integrity of this important habitat due to a concurrent increase in the frequency and extent of fires.

The BLM is emphasizing management of shrub-steppe habitats in a manner that protects them from the adverse effects of wildfire, and restores them to a more desirable condition. Habitat management plans, livestock grazing plans and associated projects are being carefully



When the ferruginous hawk was being considered as a candidate species, the BLM took immediate action. Due in part to the BLM's effort building numerous nesting platforms, the species was removed from consideration.

designed and evaluated to reduce the problems associated with exotic plant invasion. In California, the BLM is working cooperatively with state and local governments, American Indian tribes and the public in developing multi-species conservation plans and projects for the Headwaters Forest Reserve. Also approaching completion are several multi-species conservation plans in the California Desert Conservation Area which will result in improved habitat conditions for over 100 species of animals and plants.

***Aquatic, Wetland, Riparian Habitats:*** These habitats are generally the most biologically rich, productive, and vulnerable of all the habitats on the public lands. When restored and managed properly they can sustain populations of Special Status Species, other desirable wildlife and plants, and provide both commercial and non-commercial benefits to the public.

Key watersheds, rivers, and streams in the Northwest are being restored and managed to sustain viable populations of listed trout and salmon, and streams and creeks in the arid Southwest will be protected from the adverse effects of multiple uses, such as livestock grazing and mineral leasing to promote the conservation of the Southwestern willow flycatcher, numerous native fish and several plants, all of which have been recently listed as threatened or endangered. Also, riparian habitats in Nevada, Arizona, New Mexico and the California Desert are being enhanced through control of exotic saltcedar and planting of native species such as willow and cottonwood. Considerable fencing of riparian habitats to exclude livestock has occurred in the Southwest to restore and protect these highly productive areas for the benefit of threatened and endangered species such as the Southwestern willow flycatcher, spikedace, loach minnow and other native fish.

***Forest and Woodland Habitats:*** Management plans and actions affecting forest and woodland habitats are being designed and implemented to restore ecosystem health and habitats for Special Status Species. Particular attention is being focused on interdisciplinary approaches to the use of prescribed fire, permitting of forest and woodland vegetation harvesting, and livestock grazing in the Northwest, Columbia Basin and extensive Pinyon-Juniper Woodlands throughout the Intermountain West.

## JUSTIFICATION OF 2001 PROGRAM CHANGES

### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 23,672                    | +4,320                      |
| <i>FTE</i> | 230                       | + 36                        |

The FY 2001 Budget Request for Threatened and Endangered Species Management is \$23,672,000 and 230 FTE, a program increase of \$4,320,000 and 36 FTE from the FY 2000 enacted level. Refer to the General Section of this document for additional information on the themes, including a specific list of proposed projects and funding levels.

***Land Use Planning for Sustainable Resource Decisions, (+\$2,200,000)*** - In the last 15 years, the number of listed animal species has grown by over 260%; however, many of the BLM's Land Use Plans and Environmental Impact Statements pre-date this time and do not include these species. As a result, the plans lack specific information needed to address species decline, and other issues, leading to successful legal challenges against BLM planning and NEPA decisions, both at the Resource Management Plan and project plan scales. These legal challenges draw personnel and fiscal resources away from on the ground restoration work as well as from the BLM and its ability to process customers' permits and applications for commodity or special recreation uses. To avoid litigation and continue public use of the lands, the BLM must revise and/or update many land use plans to address declining species issues and other management concerns. Funds will be used to create multi-species conservation plans and update Resource Management Plans (RMPs) to ensure consistency with species protection and recovery needs. Over thirty NEPA/planning projects would be addressed, a few of which are listed below.

- *Farmington Resource Management Plan Revision (New Mexico)* - Rapid and sustained oil and gas field development has outpaced amendments to the existing plan, raising serious concerns about conditions of habitat and Special Status Species. New inventories are needed, as are studies on the effects of increased industrial noise and habitat fragmentation. These studies would also determine if Section 7 consultation under the Endangered Species Act is required. Without changes, more species could be listed which slows the oil and gas permit approval process, and costs the BLM more money in consultations.
- *Eastern San Diego County Planning (California)* - Increased listings of threatened and endangered species, urban expansion in the Coachella Valley, and increased concern over the environmental quality within the Santa Rosa Mountains region has necessitated development of a multi-species conservation plan. The Peninsular bighorn was recently listed

as endangered throughout its range in the U.S., which is primarily the Santa Rosa Mountains. Funding would be used by the BLM to enter into planning efforts with other Federal, State and local agencies, the Agua Caliente Indian Tribe, private organizations and the public to develop and implement long-term solutions to the habitat issues within the region.

- *Sonoran Desert Conservation Plan (Arizona)* - Need for the Sonoran Desert Conservation Plan was triggered by the recent listing of the cactus ferruginous pygmy owl as endangered. The BLM would continue to work in cooperation with the Pima County Board of Supervisors and others in developing a multi-species conservation plan for the region surrounding Tucson that includes public and private lands. The plan would: (1) protect natural and cultural resources while planning for urban expansion; (2) lead to the recovery of the endangered cactus ferruginous pygmy-owl and stabilize the ecosystem and plant communities which support multiple species and thereby prevent future listing; and, (3) lead to issuance of a Section 10 permit under the Endangered Species Act for a regional multi-species conservation plan that is one of the largest, if not the largest in the United States. Without this plan, development will be slowed due to threatened and endangered species concerns.

Without the requested funding increase, the BLM will not be able to process customer requests in a timely fashion, protect many threatened and endangered species in multi-species plans, or meet its strategic goal to: evaluate 100 percent of BLM's existing land use plans and associated documents and initiate amendments or revisions as necessary to reflect new information and management strategies by FY 2003.

***Restoration of Threatened Watersheds, (+\$210,000)*** - Additional funds will be directed to the restoration of watersheds and species' habitats in several western states. Threatened and endangered species habitat can be improved with this funding in a myriad of ways: 1. restoring riparian vegetation, aimed at stabilizing banks for clean water can also restore habitat for rare species like birds that travel and nest along these corridors; 2. restoring riparian vegetation can also reduce sedimentation to improve water quality for rare fish species; 3. removing weeds from uplands to reduce fires and provide better ground cover in the watershed, can foster the return of rare, native plant species which in turn supports native, rare animal species. This work helps the BLM meet two strategic goals: 1. By FY 2005, implement all cooperatively developed water quality improvement prescriptions on BLM lands in 20% of watersheds within priority sub-basins that do not meet State/Tribal water quality standards; and 2. In FY 2001, achieve an upward trend in the condition of BLM-administered uplands in 10% of watersheds within priority sub-basins.

The BLM has many areas in which these actions could be carried out. Increased funding would provide BLM the capability to work in cooperation with Federal, State, and local governments, and private organizations to support watershed restoration in the following four priority geographic areas.

- *Southern Nevada Riparian Restoration (Nevada)* - The invasive Salt cedar (tamarisk) continues to spread, unchecked, displacing critical willow habitat for the Southwestern willow flycatcher (endangered) and other sensitive species (Moapa dace, woundfin, Virgin River spinedace, White River springfish, Hiko-White River springfish, Paharanagat roundtail chub, and other fish) in the tributaries of the Lower Colorado River including the Virgin River, Muddy

River, Meadow Valley Wash, White River, and numerous springs that occur within the Colorado River watershed. Funding would include Section 7 consultation costs such as coordination with the Fish and Wildlife Service, development of biological assessments, and project-specific inventories following the Southwest willow flycatcher protocols.

- *Upper Gila River/San Simon Watershed Restoration (Arizona)* - Several Special Status Species inhabit Upper Gila and San Simon watersheds such as the spikedace, razorback sucker, loach minnow, cactus ferruginous pigmy owl, Southwestern willow flycatcher, Arizona hedgehog cactus, and lesser long-nosed bat. Increasing silt and salt loads entering the watershed must be controlled to protect these Special Status Species. The BLM recognizes that long-term, effective watershed restoration depends on maintaining a functional watershed partnership with local communities, land owners, and managers. Therefore, the BLM would initiate a community-based Habitat Conservation Plan for threatened and endangered species and would continue planning efforts in conjunction with the Gila Monster Watershed Council. Cooperative resource management plans will also be started for Aravaipa and San Simon Watersheds.
- *Great Basin Restoration (Nevada)* - Sage grouse populations have exhibited long-term declines throughout North America. Even in states where it is considered to be secure (OR, NV, ID, WY, MT), long-term population declines have averaged 40% or more. It is anticipated that a petition to list the western sage grouse as an endangered species will be submitted to the Fish and Wildlife Service this spring. With over 80% of the sage grouse habitat existing on BLM managed lands, a possible listing would not only affect ongoing BLM activities such as processing grazing permits and rights-of-ways for our customers, but would increase the cost of doing business. The BLM needs funding to treat invasive noxious weeds and exotic annual grasses which degrade grouse habitat/livestock grazing forage and lead to wildfires. Restoration initiatives would contribute to local economies through direct work contracts and continued commercial uses.
- *Sagebrush/Sage Grouse Management (Utah)* - In Utah, work would include an inventory/classification of approximately 200,000 acres of sage brush/sage grouse habitats. Based upon the inventory and mapping, three management plans would be written to capture the short and long-term management needs regarding sage brush and its dependant species. Huge wildland fires in the summer of 1999, due primarily to an invasion of sagebrush habitat by fire-prone weeds and exotic annual grasses, burned at least 1.5 million acres of some of the last remaining native shrublands. If the BLM does not take immediate action to inventory and restore this habitat, the public risks losing a unique and valuable ecosystem, as well as the rare species it supports.

**Public Land Treasures, (+\$1,860,000)** - National Conservation Areas, National Monuments, Wild and Scenic Rivers, and other designated areas that BLM manages contain habitat for a multitude of wildlife species. Because of their remarkable resources, specially designated areas require unique and often more intensive management attention and prescriptions to protect and restore threatened and endangered species. The requested increase would provide funding to enhance habitat in over 10 special areas and would assist the staff in obtaining the BLM strategic goal to improve the condition of Congressionally designated special management areas currently at risk.

Without these funds the Bureau will not be able to effectively manage these designated areas; consequently, because of on-going problems and increasing public use pressures, resource conditions will be degraded. Some specific areas of emphasis include:

- *California Desert Conservation Area (California)* - The BLM manages 10 of the 25 million acres of the California Desert Conservation Area (CDCA). Congress, recognizing the CDCA's natural values and proximity to population centers in southern California, designated the area in 1976. Off Highway Vehicle (OHV) use on fragile lands has compacted soils, leading to accelerated runoff and erosion. Such conditions not only damage important, often critical wildlife habitat, they also result in an increased frequency of weed infestations, thus affecting native plants and wildlife. The desert tortoise (threatened) is one of the most impacted species. Restoration and rehabilitation of unauthorized routes, to create contiguous habitat for the tortoise and other species, would concentrate on: eliminating and scarifying roads and trails outside designated OHV areas; revegetating hillsides and other degraded areas; and minimizing soil loss in areas of highly erodible soils, steep slopes, and other intensively used areas. Unauthorized roads and trails can be economically restored by "vertical mulching". This technique involves placement of boulders as well as dead and down vegetation upon the disturbed soil portion of affected roadbeds.
- *Grand Canyon-Parashant National Monument (Arizona)* - Management of threatened and endangered species within the monument would be enhanced, primarily by intensifying survey and inventory efforts of the species and their habitats. Specifically, the BLM would increase efforts to survey and then monitor for the Southwestern willow flycatcher (endangered), especially in the southern region of the monument. Efforts to implement those portions of the desert tortoise recovery plan which pertain to the monument, much of which is already underway, would be augmented. The BLM would also expand an intensive rare plant study that is already planned and would work to determine the reliability of the Mexican spotted owl habitat predictability model. To enhance the experience of visitors, the BLM would create brochures for the various species which may be found in the monument, including the native desert tortoise and re-introduced California condor.
- *Owyhee, West Little Owyhee, North Fork Owyhee Wild and Scenic Rivers (Oregon)* - These rivers, characterized by deeply incised basalt-rimmed canyons, support outstanding recreational opportunities and natural habitats. A recent lawsuit requires BLM to prepare a full Environmental Impact Statement analyzing the effect of livestock grazing. To comply with the ruling, the BLM is required to inventory baseline resources. The threatened and endangered inventories would include observations and collections of species encountered within the river corridors. Multiple inventories would be needed to collect flowers and fruits and to ensure positive species identification. Threatened and endangered fisheries inventories would collect data on fish species composition and distribution throughout the Owyhee Wild and Scenic River corridor, and would include a genetic assessment to identify redband trout.

- *Sagebrush Steppe and Prairie Grassland Ecosystems (11 Western BLM States)* - In addition to the National Conservation Areas, Wild and Scenic Rivers, and National Monuments, the BLM is highly concerned about two critical management areas: prairie grasslands and sagebrush steppe ecosystems. Changes in resource conditions brought about by intensive domestic livestock grazing; oil, gas, and other mineral development; drainage of wetlands; human settlements; uncontrolled off-road vehicle use; and introduction of invasive weeds have impacted these ecosystems and their numerous, threatened, endangered, candidate, proposed, and declining species such as the black-footed ferret, burrowing owl, and Lahontan cutthroat trout. Project work would include mapping, inventory, and restoration of wildlife, plant, fisheries, and aquatic resources. For instance, the Black-footed Ferret Reintroduction Area of Critical Environmental Concern (ACEC), located in the prairie grasslands of Montana, needs to establish a self-sustaining population. There are fewer than ten remaining suitable ferret reintroduction sites in the nation, so habitat improvement and reintroduction work is extremely important. Restoration work in the sagebrush ecosystem of Oregon could benefit the Steens Mountain area, a region that encompasses eleven Wilderness Study Areas, three ACECs, and seven Research Natural Areas, and could benefit Lahontan cutthroat trout, Great Basin redband trout, sage grouse and bighorn sheep. Without these funds, species associated with the sagebrush steppe and prairie grassland ecosystems are likely to continue to decline.



**Public Pressures on Public Lands, (+\$50,000)** - The funding request will address threatened and endangered species issues and human-habitat interaction problems in two rapidly developing areas of the West, namely southwestern Utah and the Colorado River corridor from Lake Mead to Yuma in Arizona. Individuals are moving to the West to improve their quality of life by living in close proximity to the public lands. Conflicts arise from community expansion, increased demand for rights-of-way, recreation use, and infrastructure development, on and adjacent to public lands, that impacts sensitive resources, including threatened and endangered species.

In Utah, population explosion in and around St. George is threatening the habitat and eventual viability of nine Federally listed species, including the desert tortoise. The presence of threatened and endangered species also slows the BLM's ability to process rights-of-way applications for expanding communities needing electric, water, and other amenities. With additional funding, the BLM would fence and sign critical habitat, erect road barriers to prevent off road vehicles from crossing critical habitat, and re-establish willow and Fremont cottonwood for rare bird species in the Virgin River corridor. In 1999, over 11.5 million residents of the 11 Western BLM States participated in bird and wildlife-watching. This funding would help the BLM meet its strategic goals of providing opportunities for environmentally responsible recreation and commercial activities, as well as restore at risk systems.

The Lower Colorado River, in Arizona, is one of the most modified river ecosystems in the nation. The dams and canals that have created year-round agriculture, flood control, lakes for recreation and water for growing cities, have also led to the listing of several fish that used to occur in the

Colorado River- namely bonytail chub, squawfish, and razorback sucker. The floodplain that now supports lettuce fields, citrus groves and cities, is missing several bird species that used to utilize native vegetation- namely Southwest willow flycatcher, yellow-billed cuckoo, Harris' hawk, Yuma clapper rail, etc. For the past 3-4 years all the stakeholders along the River have joined together to form a Multi-Species Conservation Program (MSCP) as a result of lawsuits from the environmental community. The lawsuits seek to modify how the dams and associated reservoirs and river system are operated to make things better for listed species. The MSCP is on the verge of finalizing a plan that will allow for current power and water use while recovering populations of special status species that occur, or used to occur in and along the Lower Colorado River. Funds are needed to do our part in participating and implementing the MSCP for threatened and endangered species on BLM managed lands.

This funding would be combined with resources from other programs that include recreation, cultural resources, lands and realty, and more. The BLM would be able to work with communities and develop solutions to issues in a collaborative process that result in greater efficiency in processing rights-of-way, better recreational experiences, improvements to natural and cultural resources, and a multitude of other strategic goals whose benefits attracted the public to these lands.

**WORKLOAD MEASURES**

| Workload Measure   | 1999 Actual | 2000 Enacted to Date** | 2001 Change (±) |
|--|-------------|------------------------|-----------------|
| Special Areas Inventory (acres)  | n/a*        | 739,130                | +600            |
| Shrub, Grassland, PJ Vegetation Inventory (acres)  | n/a*        | 20,604,356             | +343,000        |
| Aquatic/Riparian/Wetland Inventory (acres)   | n/a*        | 68,378                 | +25,000         |
| Aquatic/Riparian/Wetland Inventory (miles)   | n/a*        | 5,708                  | +320            |
| Shrub, Grassland, PJ Vegetation Treatments Applied (acres)                                     | 1,343,299   | 2,571,036              | +33,950         |
| Aquatic/Riparian/Wetland Treatments Applied (acres)  | n/a*        | 177,890                | +15             |
| Aquatic/Riparian/Wetland Treatments Applied (miles)  | n/a*        | 1,413                  | +5              |
| Shrub, Grassland, PJ Forest Projects Constructed (#)   | 832         | 856                    | +7              |
| Aquatic/Riparian/Wetland Projects Constructed (#)  | 390         | 636                    | 0               |
| Shrub, Grassland, PJ Forest Projects Maintained (#)  | n/a*        | 1,278                  | +6,000          |
| Aquatic/Riparian/Wetland Projects Maintained (#)   | 858         | 1,062                  | 0               |
| Aquatic/Riparian/Wetland Areas Objectives Evaluated (acres)                                    | n/a*        | 199,171                | +35,010         |
| Aquatic/Riparian/Wetland Areas Objectives Evaluated (miles)                                    | n/a*        | 3,011                  | +103            |
| Terrestrial Habitats Objectives Evaluated (acres)  | n/a*        | 67,620,737             | +559,000        |
| Forest Restoration Treatments Evaluated (acres)  | n/a*        | 13,054                 | +50             |
| Allotments Assessed and Determinations Evaluated (# of allotments evaluated)                   | 3,272       | 2,175                  | +2              |
| Wildlife, Fisheries, and Plant Populations Evaluated (#)                                       | n/a*        | 1,280                  | +27             |
| Midlevel/Activity Plans Completed to Preserve Natural Cultural Heritage (# of plans completed) | n/a*        | 52                     | +3              |
| Multi-Jurisdictional Plans Completed (# of plans completed)                                    | n/a*        | 50                     | +1              |
| Natural Resource Property Violations (# of violations/incidents)                               | 5,672       | 3,534                  | +20             |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report.

\*\* The FY 1999 and 2000 numbers represent the combined efforts of multiple subactivities.

## Activity: Recreation Management

### Activity Summary (\$000's)

| Subactivity              | 1999<br>Actual | 2000<br>Enacted<br>to date | Uncontrollable<br>& Related<br>Changes<br>(+/-) | Program<br>Changes<br>(+/-) | 2001<br>Budget<br>Request | Change<br>From<br>2000<br>(+/-) |
|--------------------------|----------------|----------------------------|---|-----------------------------|---------------------------|---------------------------------|
| Wilderness Management \$ | 15,873         | 16,211                     | +468  | +2,590                      | 19,269                    | +3,058                          |
| <i>FTE</i>               | 194            | 195                        | 0   | +13                         | 208                       | +13                             |
| Recreation Resource \$   | 31,634         | 33,636                     | +1,018  | +7,290                      | 41,944                    | +8308                           |
| Management<br><i>FTE</i> | 378            | 380                        | 0   | +27                         | 407                       | +27                             |
| Recreation Operations \$ | 2,568          | 1,306                      | 0   | 0                           | 1,306                     | 0                               |
| <i>FTE</i>               | 32             | 20                         | 0   | 0                           | 20                        | 0                               |
| Total Dollars            | 50,075         | 51,153                     | +1,486  | +9880                       | 62,519                    | +11,366                         |
| <i>Total FTE</i>         | 604            | 595                        | 0   | +40                         | 635                       | +40                             |

### ACTIVITY DESCRIPTION

The primary responsibilities of the Recreation Management Activity are to provide resource related recreational activities, to provide quality visitor services, to minimize natural and cultural resource damage, to identify and protect wilderness values, to assure that the public receives a fair market value for any commercial ventures profiting from the public land resources and to collect recreation user and entrance fees where appropriate and in the interest of the general public. These responsibilities lie within the Bureau of Land Management's strategic's goal to Provide Opportunities for Environmentally Responsible Recreation.

## PUBLIC LAND TREASURES & VISITOR SERVICES OPPORTUNITIES

### Congressional Designations

- 2,038 miles of 34 Wild and Scenic Rivers (20% of the national system) in 5 States - 998,468 acres managed.
- 5,279,212 acres in 138 Wilderness Areas.
- 11,749,915 acres in 9 National Conservation Areas [Alaska - Steese (1,200,000 ac. -includes Birch Creek WSR); Arizona - San Pedro (56,400 ac.) and Gila Box Riparian (20,767 ac.); California - King Range (56,025 ac.) and California Desert (9,500,000 ac.); Colorado - Gunnison Gorge (57,725 ac.); Idaho - Birds of Prey (484,873 ac.); Nevada - Red Rock Canyon (112,125 ac.); New Mexico - El Malpais (262,000 ac.)].
- 1,000,000 acres in the White Mountain National Recreation Area, Alaska (includes Beaver Creek WSR).
- 3,590 miles of 8 National Historic Trails - 85% of the national system in Federal ownership (Iditarod, Juan Bautista De Anza, California Immigrant, Nez Perce, Lewis and Clark, Oregon, Mormon Pioneer, Pony Express).
- 568 miles of 2 Nat. Scenic Trails-Continental Divide (410) & Pacific Crest (158).
- 100 acres in the Yaquina Head National Outstanding Natural Area, Oregon.
- 37,359 acres in the Lake Totatonten Special Management Area, Alaska.
- 7,400 acres in the Headwaters Forest Preserve, California.

### Administrative/Other

- 17,256,805 acres in 618 Wilderness Study Areas - under interim management.
- 1,880,000 acres in Grand Staircase-Escalante National Monument in Utah (Proclamation # 6920).
- 1,014,000 acres in Grand Canyon-Parashant National Monument in Arizona (Proclamation # 7265).
- 71,100 acres in Agua Fria National Monument in Arizona (Proclamation # 7263).
- 840 miles of coast (12 mi. wide) in the California Coastal National Monument (Proclamation # 7264).
- 101,000 acres in the Santa Rosa Mountains National Scenic Area, California (200,000 ac. jointly managed).
- 13,111,829 acres in 740 Areas of Critical Environmental Concern.
- 599,042 acres in 43 National Natural Landmarks.
- 347,214 acres in 152 Research Natural Areas.
- 3,518 miles of 58 National Back Country Byways in 11 States.
- 429 miles of 26 National Recreation Trails.
- 355 Special Recreation Management Areas.
- 248 sites on the National Register of Historic Places encompassing 3,625 contributing properties.
- 22 cultural sites as National Historic Landmarks.
- 5 World Heritage sites in the Chacoan Outliers of New Mexico.
- 3 Biosphere Reserves in the California Desert.

- 2 Globally Important Bird Areas in 56,500 acres (San Pedro Riparian NCA, Arizona; Yaquina Head National Outstanding Natural Area, Oregon).
- 897 recorded caves and cave resource systems.
- 300 watchable wildlife viewing sites.

**Other Recreation Opportunities**

- 79,247 miles of BLM maintained roads and 13,836 miles of BLM maintained trails.
- 12,930,000 million acres of riparian-wetlands.
- 2,200,000 acres of lakes and reservoirs.
- 177,000 miles of streams most of which are fishable.
- 4,409 miles of floatable rivers along 746 river segments.
- 140 boat ramps.
- 4-5 million historic and archaeological properties.
- 19 recreation concession leases.
- 340 recreation fee units of which 100 are recreation fee demonstration pilots;
- 2626 recreation sites.
- 439 campgrounds.
- 82 various visitor contact/information facilities (visitor, heritage, interpretive, contact stations, etc.).
- 8 long-term visitor areas in Arizona and California.
- 12 marinas

## **Activity: Recreation Management**

### **Subactivity: Wilderness Management**

#### **2001 PROGRAM OVERVIEW**

The 2001 Budget Request for Wilderness Management is \$19,269,000 and 208 FTE.

The BLM manages 138 wilderness areas with 5,279,212 acres and 618 Wilderness Study Areas (WSAs) with 17,252,783 acres. These wilderness and WSAs are located in the western states and Alaska.

The BLM's priorities for managing designated wilderness areas include protecting fragile wilderness resources by ensuring that appropriate activities are authorized and monitored with regular patrols. Emphasis is given to installing boundary signs, stopping unauthorized vehicle use and restoring the adverse impacts that have resulted from such use, restoration and reclamation projects, and completing and implementing interdisciplinary plans. Other management priorities include evaluation of all use authorizations in WSAs to insure protection of wilderness values and notifying the public of proposed actions.

The BLM manages WSAs to prevent impairment of wilderness values. This requires regular and continuous surveillance of 618 WSAs of over 17 million acres. Surveillance is achieved through regular patrols, either on the ground or through aerial overflights. Each WSA is checked at least once a month.

#### **PROGRAM ACCOMPLISHMENTS**

The BLM continues to implement wilderness legislation within 138 designated wilderness areas covering more than 5 million acres. These wilderness areas are located in 9 western states. The BLM continues to complete and implement management plans for these areas. Plan implementation includes monitoring, installing signs, completing reclamation projects, evaluation of proposed actions, and providing visitor services and public information. For example, in Arizona, the BLM has completed 95% of the management plans needed to implement the Arizona Wilderness Act of 1984 and the Arizona Desert Wilderness Act of 1990. Approximately 60 restoration projects were completed in wilderness areas in all states. In both Arizona and California the wilderness program supports the acquisition of private inholdings in wilderness areas. These acquisitions improve long term protection of wilderness values and reduce conflicts with private land owners.

In FY 1999, the BLM completed an inventory of approximately 3.6 million acres in Utah and 250,000 acres in Colorado. In both states the BLM began the process of revising Resource

Management Plans (RMPs) to determine if additional areas should be designated as WSAs or managed for other uses.

In addition to monitoring and surveillance, the BLM completed 186 restoration projects in WSAs in FY 1999. BLM plans to complete an additional 200 WSA restoration projects in FY 2000.

### JUSTIFICATION OF 2001 PROGRAM CHANGES

#### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | 19,269                    | +2,590                      |
| FTE        | 208                       | +13                         |

The FY 2001 Budget Request for Wilderness Management is \$19,269,000 and 208 FTE, an increase of \$2,590,000 and 13 FTE.

**Land Use Planning for Sustainable Resource Decisions, (+\$1,350,000)** - New WSA designations are made through the BLM planning process. The planning process includes an evaluation of each area's wilderness values, consideration of various potential resource uses and impacts of protecting an area's wilderness values or allowing these values to be lost. The decision to designate WSAs includes extensive opportunities for public involvement and public review. In 2001, the BLM will continue the planning process to determine if new WSAs should be designated in Colorado and Utah. Both these planning efforts have received intense public interest. Resolution of the WSA issue in these areas is needed to determine how these lands will be managed in the long term, to either protect wilderness values where appropriate or to allow other resource uses where appropriate.

In California, \$50,000 would be used to initiate planning efforts on the Otay Mountain Wilderness. This work includes completion of scoping and issue identification and begin preparation of the draft RMP/Environmental Impact Statement (EIS).

In Colorado, \$100,000 would be used to start planning efforts in the Bangs Canyon-South Shale Ridge and Vermillion Basin. The work will be completed through two separate planning efforts:

- c. *Bangs Canyon-South Shale Ridge* - Complete and publish a draft RMP amendment/EIS for public review and comment.

- C *Vermillion Basin* - Complete scoping and issue identification and begin writing a draft RMP amendment/EIS for public review early in FY 2002.

These plan amendments are needed to determine whether areas with wilderness characteristics should be designated WSAs or managed for other uses.

In Utah, \$1,200,000 will be used to complete the Southeast and Eastern Regional Wilderness Study Area RMP Amendment/EIS. This area includes the San Juan, Grand, Book Cliffs, San Rafeal Swell and the Henry Mountains. The plan amendment is needed to determine whether areas with wilderness characteristics should be designated WSAs or managed for other uses.



View of the Turtle Mountain Wilderness Area located in the California Desert.

**Public Land Treasures, (+1,240,000)** - The BLM will fund \$1,240,000 to complete numerous wilderness and WSA projects in designated areas including wilderness areas within the National Monuments. A major thrust of the activity would be to address concerns within Wilderness and WSAs in the Sagebrush Steppe and Shortgrass Prairie Ecosystems. Protecting fragile wilderness resources and improving the condition of damaged wilderness areas is a priority. Examples of projects that would be undertaken under this activity include:

- C *Arizona, Mount Trumbull/Mount Logan Wilderness* - Continue resource inventories needed to restore fire to its natural role in the landscape and provide visitor services in the Grand Canyon-Parashant National Monument.
- C *California* -
  - ÷ *California Desert Conservation Area Wilderness*: Restore and rehabilitate ORV impacts. Restoration and rehabilitation includes elimination and scarification of the abandoned trails, re-vegetation of hillsides and other degraded areas, and restoration of impacted cultural resources.
  - ÷ *Otay Mountains Wilderness*: Restore and re-vegetate several abandoned roads and install boundary signs. Continue to work with the Border Patrol and other agencies to protect the newly designated wilderness area.
- *Colorado, Gunnison Gorge Wilderness* - Complete a comprehensive National Conservation Area and Wilderness Management Plan for the newly designated area in cooperation with the National Park Service and local communities.
- *Oregon, Steens Mountain WSAs (Oregon)* - Bring existing facilities and infrastructure (roads and campgrounds) up to acceptable standards to protect resource values and provide for visitor safety; provide adequate use supervision, compliance and monitoring of commodity

and visitor use to ensure that resource objectives are met; and to continue existing planning and initiate additional activity level planning to address critical issues (visitor use, grazing, water quality, special status species) identified in the area's designation.

### WORKLOAD MEASURES

| Workload Measure  | 1999<br>Actual | 2000 Enacted<br>to Date | 2001<br>Change (+/-) |
|---|----------------|-------------------------|----------------------|
| Public Lands Inventoried for possible Congressional designation as Wilderness or other Special Area (acres) | 3,700,000      | 739,130                 | +60,870              |
| Wilderness Study Areas or other Temporary Designations Monitored (acres)                                    | 18,000,000     | 12,030,143              | +5,169,857           |
| Congressional/Administrative Areas Evaluated (acres)  | 98 (units)     | 8,794,047               | +1,205,953           |

## Activity: Recreation Management

### Subactivity: Recreation Resources Management

#### 2001 PROGRAM OVERVIEW

Recreation and leisure activities are a major part of the lifestyle of millions of Americans as well as for visitors from other countries. Public lands play an important role in providing these outdoor recreational experiences (see Public Land Treasures and Visitor Services Opportunities list at front of Activity section for recreation management). This importance is rapidly increasing as over 4,136 communities with a combined population of 22.2 million people are located within 25 miles of BLM managed lands and 7,064 communities with a combined population of 40.9 million people live within 200 miles of land managed by BLM. In FY 2001, recorded recreational use at public land facilities is expected to increase in a similar pattern as it did in FY 1999 at Utah's Little Sahara 5%, Idaho's Payette River 5%, Arizona's Lake Havasu 10%, Nevada's Black Rock Desert 19%, or at New Mexico's Tent Rocks 50%. These statistics indicate that dispersed recreation is also increasing. Total visitation is expected to increase by 5% in FY 2001

Management of recreation resources on public lands is guided by implementation of the BLM's *Strategic Plan*, the *Recreation 2000 Strategic Plan* and the *Recreation 2000 - Update*. The BLM emphasizes resource-dependent recreation opportunities that typify the vast Western landscapes and allow the public the freedom to choose how to spend its leisure time on public lands within the constraints of preserving natural and cultural resource conditions, resolving user conflicts, and providing for public health and visitor safety. The BLM's strategic goal for recreation is to provide opportunities to the public for environmentally responsible recreation.

The BLM management strategy is based on working with local and regional tourism councils to implement tourism strategies for public, state and private lands; managing concession agreements with private industry to enhance visitor services at popular recreation areas; providing facilities that are accessible to all; providing wildlife viewing, hunting and fishing opportunities for millions of visitors; participating in partnerships with Federal, State, and local entities and the *Tread Lightly!* and *Leave No Trace* non-profit Corporations to educate the public in land use ethics; protecting scenic resources through the Visual Resource Management System; managing and providing opportunities for driving for pleasure and viewing scenery to more than 15 million visitors annually; managing more than 29,900 Special Recreation Permits for commercial, non-commercial, organized groups, and competitive events; managing 340 fee sites and 82 visitor centers and other visitor information facilities; upgrading facilities to provide accessibility for all; providing recreation information, interpretation, and education through wayside exhibits, visitor centers, employee and volunteer presentations and a variety of printed materials including brochures, maps, pamphlets, and other printed media; working with other agencies, State, and local governments, and private partners, to expand the recreation and educational information available on the Internet; accepting the contributions and managing the efforts of challenge cost share partners and volunteers to extend the capability of resources available to BLM.

Motorized access to and across public lands is a pivotal issue for the BLM. While motorized access is critical for a variety of purposes and uses, natural resources, cultural resources, and recreational settings can be affected. Since the early 1970s, the popularity of motorized recreation in all forms has dramatically increased. Technological advances have expanded the ability of the vehicle operator to access more remote and challenging terrain than ever before. In addition, the sprawl of Western communities has meant that once-remote public lands are near or even adjacent to urban development. Work began in FY 1999 to develop a national strategy for ensuring environmentally responsible Off-Highway Vehicle (OHV) use on BLM-managed public lands. Working in partnership with all interested parties and the general public, the strategy will address land-management issues prompted by the growing popularity of OHV use and guide ongoing efforts in managing motorized recreation uses of public lands.

### **PROGRAM ACCOMPLISHMENTS**

In FY 2000, the BLM will emphasize quality visitor services and environmental protection in the management of National Treasures and Visitor Services Opportunities as depicted on the previously referenced listing.

The BLM in FY 2000 will continue to achieve, as measured by recreation user surveys, more than 90 percent satisfaction with the quality, diversity, and availability of recreation opportunities and facilities on the public lands.

During FY 2000, the BLM will craft a new National OHV Strategy for meeting both current and projected future management issues. This strategy will coordinate with the environmental communities, State and local governments, Universities, and other Federal agencies. Numerous field offices will work with local OHV user groups and other public land interests to identify areas of resource degradation, to take preliminary steps to stop any destructive activities, and initiate mitigation of the environmental damage. At the same time, the strategy will also preserve and expand appropriate OHV recreation opportunities.

Management of the 3,590 miles of National Historic Trails on BLM lands, which represents approximately 90% of the entire NHT mileage on federal lands in the United States, in FY 2000 will focus on developing management and educational partnerships to improve public access to ensure that the trails are properly marked, produce educational/interpretive materials which enhance the quality of visitor experiences, and to continue the historical and archaeological studies needed that support these efforts.

The 2000 Recreation program will continue to implement 34 Wild and Scenic River (WSR) management plans. The inventory and evaluation of potentially eligible WSR river segments will continue as part of BLM's resource management planning process. BLM will issue permits, continue management partnerships, provide quality visitor services and enhance environmental protection on 4,409 miles of floatable rivers and 177,000 miles of streams.

The BLM will cooperate with other agencies to assist local and regional governments in assessing the contributions of public land recreation to their overall economies. An economic assessment methodology will be developed in FY 2000 with pilot testing planned in FY 2001.

BLM is will provide access to information about recreational opportunities on public lands using the Internet technology, which gives the public an electronic alternative for obtaining one-stop recreation information.

The BLM plans to collect fee revenue totaling more than \$7,500,000 in 2000, an increase of \$500,000 from FY 1999. (For additional information on BLM's fee program see the Collections sections and the Permanent Operating Account in this document.)

### JUSTIFICATION OF 2001 PROGRAM CHANGES

#### 2001 Program Changes

|            | 2001<br>Budget<br>Request | Program<br>Changes<br>(+/-) |
|------------|---------------------------|-----------------------------|
| \$ (000's) | \$41,944                  | +\$7,290                    |
| FTE        | 407                       | +27                         |

The FY 2001 Budget Request for Recreation Management is \$41,944,000 and 407 FTE, a program increase of \$7,290,000 and 27 FTE from the 2000 enacted level.

**Public Land Treasures, (+\$4,500,000)** - Designated Public Land Treasures are the venue for much of the recreational use that occurs on the public lands administered by the BLM. These designated areas must be managed and maintained in good condition to provide for quality recreation opportunities, consistent with protection of the areas' extraordinary resources. Recreation use must be managed to preserve and protect the significant natural and cultural resources included within the following National Conservation Areas: the San Pedro Riparian/Empire Cienega and Gila Box Riparian in Arizona, Gunnison Gorge in Colorado, King Range in California, Red Rock Canyon in Nevada, and Steese in Alaska; the following National Monuments: Grand Staircase-Escalante in Utah, Grand Canyon-Parashant and Agua Fria in Arizona, and Coastal Rocks in California; and the following Wild and Scenic Rivers: John Day in Oregon, Owyhee in Idaho, and Gulkana, Unalakleet, and Delta in Alaska. Of the requested increase \$547,000 will be directed to the Lewis and Clark National Historic Trail to help improve recreational access and facilities to accommodate the anticipated increase in visitor use. Interpretation and education will also extensively be used to inform the public about the significance of the unique resource areas, such as Agua Fria, Grand Canyon/Parashant, and the Grand Staircase-Escalante National Monuments, to empower the user to conduct their own activities in ways that are compatible with the nature of the resources. Managing visitor use and

providing for the visitor's recreational needs are essential to ensuring high quality recreational opportunities, customer satisfaction, and sustained protection of the natural and cultural values in these newly established Monuments.

For example, the planned funding increase for the Lewis and Clark bicentennial activities in Montana and Idaho are to enable the BLM to accommodate the increased public use that will result from activities associated with the multi-year commemoration. This funding will provide improved management of recreation use on the Upper Missouri River, design and development at several recreation sites and wildlife viewing areas, and interpretive and educational activities.

Additional funding will also be made available for critical management areas where impacts of past recreational activities, like OHV use, has altered threatened, endangered, or sensitive species habitat in the prairie grasslands and/or sage brush steppe. BLM will also complete on-the-ground recreation site improvements, access, parking, and interpretive/educational signing for newly designated Agua Fria and Grand Canyon-Parashant National Monuments in Arizona and the California Coastal National Monument.

Should the requested funding increase not be provided, BLM will be unable to provide visitor services that are being demanded at these Public Land Treasures. The resultant adverse impacts from lack of funding will include customer dissatisfaction with the quality of the visitor experience and inevitable damage to the irreplaceable natural and cultural resources contained throughout these Public Land Treasures.

***Land Use Planning for Sustainable Resource Decisions, (+\$2,400,000)*** - The single most important planning and environmental concern regarding recreation management on public lands today is off-highway vehicle (OHV) use. Current OHV management primarily follows management decisions made in the late 1970's and early 1980's in response to the passage of the Federal Land Management and Policy Act (FLPMA). With FLMPA came the responsibility to conduct land use plans and the recognition that the California Desert would be managed as a National Conservation Area. In the intervening years much has changed which requires the BLM to update its land use plans as they relate to OHV designations. Some of these changes include recent wilderness and National Park designations in the California Desert, as a result of the passage of the California Desert Protection Act, which have permanently altered land uses and areas available to OHV use. Other changes have resulted from increased recreational pressure from a growing urban population in the West, recent new listings of T & E species, growing public interest in trails including the routes of the Lewis and Clark expedition and other early pioneers, and the widespread availability of OHV equipment which did not exist when the current designations were established. The urgency of the situation was emphasized with recent litigation in the state of Utah concerning BLM management of OHV use. Similar legal challenges may be filed in other western states. In January of FY 2000, BLM publicly announced its intent to develop a National OHV Management Strategy to address this critical planning and environmental issue.

The increased funding would be used to amend existing land use plans as well as develop new plan for administratively designated new Monuments. These plans as well as OHV Activity plans would address OHV areas, as open, limited, or closed to vehicle use, and provide management

prescriptions to regulate such use. The funding would be directed to planning areas such as the Bradshaw Foothills in Arizona, Cedar City and Price River in Utah, as well as the California Desert. Failure to provide increased funding will prevent BLM from performing the essential steps in managing OHV use on public lands. The results would include new and continuing litigation based on resource degradation due to failure to determine and implement appropriate OHV designations.

***Public Pressures on Public Lands, (+\$390,000)*** - The proximity of many BLM administered lands to the rapidly expanding urban areas are creating increased demand for recreation opportunities on these public lands. Concurrently, BLM's capability to manage the public lands for recreation purposes is not keeping pace with these demands. Specific deficiencies include recreation support facilities, on-the-ground presence to support visitor services, field monitoring of recreation permits, routine maintenance of existing facilities, and law enforcement. The proposed funding increase of \$390,000 would allow BLM to provide higher quality recreational opportunities in three specific areas - Central Oregon, Southwestern Utah, and the lower Colorado River corridor.

The central Oregon recreation workload would provide recreational support focused on defining environmentally responsible recreation opportunities, minimizing conflicts with landowners, allowing a greater range of needed recreation opportunities in cooperation with state and local governments, and minimizing resource damage. In southwestern Utah, the BLM plans to provide additional recreation support facilities, such as rest rooms and parking areas, in high use areas and also furnish sufficient service to assure an adequate level of law enforcement, education and safety in these high use areas. The lower Colorado River recreation workload is specifically focused on recreation safety, particularly conflicts associated with recreation site uses along the river and abandoned mine mitigation in proximity to recreation areas. Failure to obtain the additional funding will prevent BLM from providing either the necessary visitor services to ensure quality recreation opportunities and visitor safety or provide the necessary management presence and infrastructure improvements to protect the natural and cultural resources.

**WORKLOAD MEASURES**

| Workload Measure  | 1999 Actual | 2000 Enacted to Date | 2001 Budget Request |
|---|-------------|----------------------|---------------------|
| Active Special Recreation Permits (number)                          | 18,980      | 29,900               | +56                 |
| Recreation Resource Inventory and Assessments                       | *           | 244                  | +45                 |
| Activity Plans Completed for Environmentally Responsible Recreation | *           | 44                   | +15                 |
| Recreation Site Decisions and Objectives Evaluated                  | *           | 518                  | +40                 |
| Recreation Use Permits Issued (number)                              | 466,643     | 324,000              | +3000               |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report

## **Activity: Recreation Management**

### **Subactivity: Recreation Operations (Fees)**

#### **2001 PROGRAM OVERVIEW**

The FY 2001 budget request is \$1,306,000 and 20 FTE.

Funds in this program are generated from receipts collected from public use of certain BLM recreation sites and are used to improve the condition of recreation facilities from which fees are collected. Specifically, the fees are directed towards recreation facilities maintenance, capital improvements, and general operational costs at the fee sites. In addition, fees are collected through the issuance of special recreation permits which are also deposited in this account. The Omnibus Budget Reconciliation Act of 1993 amended the Land and Water Conservation Fund Act (LWCF) and further expanded collection authority for recreation use fees and directed that the fees be deposited into a special account established for each agency in the Treasury of the United States. Funds deposited in the account are subject to be appropriated in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1993, Congress amended the recreation fee collection provisions of the LWCF Act. The amendments allowed the BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fee for National Conservation Areas; and expanded the ability to charge for Federal recreation passports (Golden Age and Golden Access).

In FY 2001, BLM's goal is to increase recreation fee collections to an anticipated \$8,000,000, an increase of \$500,000 (6.25 percent) over projected collections in FY 2000. From this total, \$1,500,000 in recreation fee collections will occur under the authority of the LWCF Act, of which \$200,000 would be used for covering the cost of collections. The remaining \$6,500,000 would be collected under the authority of the recreation fee demonstration pilots, authorized through the 1996 Interior and Related Agencies Appropriations Act. Many of the existing LWCF recreation sites were converted to demonstration pilots in FY 1999 to broaden BLM's ability to manage the fee program and work with the public in revising the fee rates. This has resulted in the shift in collections from LWCF to the demonstration pilots. (For more information on the Pilots collections refer to the Permanent Operating Account toward the back of this document.)

Under the LWCF Act the fee structure at each site is evaluated biennially to ensure that the fees are comparable to similar sites in the surrounding area. These fees combined with appropriated funds are used to maintain buildings, shelters, water supply systems, fences, parking areas, landscaping; to pump vault toilets and dump stations; to replace or repair broken or non-functioning facilities; to modify facilities to accessibility standards, and collect trash at recreation sites.

**WORKLOAD MEASURES**

| Workload Measure                     | 1999 Actual | 2000 Enacted to Date | 2001 Budget Request |
|--------------------------------------|-------------|----------------------|---------------------|
| Recreation Site Deferred Maintenance | *           | 452                  | +10                 |

\*This measure was created in FY 2000; therefore, there are no "1999 Actual" data to report