



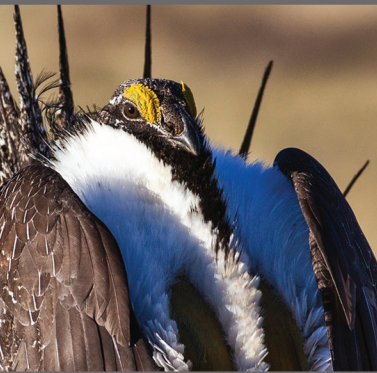
U.S. Department of the Interior
Bureau of Land Management



My Public Lands

Middle School Teaching Guide

**CLASSROOM
INVESTIGATION**



**Citizen Voice
in Land Use
Decisions**

Dear Teacher,

Welcome to this Classroom Investigation Series unit about the Bureau of Land Management's (BLM's) mission and how the agency's founding law focused and shaped that mission. The unit's three activities introduce students to public lands, the history of the BLM's precursor agency all the way back to 1812, and how citizens can help influence land use decisions today.

Although designed for middle school students, the unit can be adapted for high school and upper elementary levels. The activities encourage students to examine the principles of "multiple use and sustained yield," research segments of the BLM's historical timeline, and identify ways citizens can participate in the land use planning process. Students engage diverse cognitive skills such as interpreting graphics and assessing various civic action strategies.

The unit supports innovative strategies in education, such as:

Social and emotional learning: Students participate in small groups in which they work together, listen and speak to one another, and collaborate.

Interdisciplinary instruction: While the unit provides facts about the BLM's history and foundational law, it also addresses key concepts in civics. Students explore how the Federal Land Policy and Management Act of 1976 (FLPMA) invites the public to participate in shaping land use decisions. For each avenue of involvement, students assess how likely they would be to take the action and how much of an effect they think the action might have.

The first two activities take one 45-minute class period each, and the third activity takes two 45-minute class periods, for a total of four periods. The activities work best as a collective unit that

progresses from examining the scale of public lands, to analyzing the BLM timeline, and then assessing possible public engagement strategies.

Curriculum Connections

This unit supports Standard D4.8.6-8 of the College, Career, and Civic Life Framework, published by the National Council for the Social Studies: "Apply a range of deliberative and democratic procedures to make decisions and take action in their classrooms and schools, and in out-of-school civic contexts."

The activities address the following essential understandings:

- Public lands belong to all of us.
- Managing public lands has been a crucial federal government responsibility for more than 200 years.
- FLPMA is the primary federal law that authorizes the BLM's activities and provides for public involvement in land management decisions.

About the Bureau of Land Management

The BLM cares for about 245 million acres of federally owned public lands, mainly in the Western United States and Alaska. These lands, representing about one-tenth of our nation's land area, belong to all U.S. citizens. In addition, the BLM administers 700 million acres of mineral estate across the entire country.

Public lands are used for many purposes. They support local economies, providing the U.S. with coal, oil and gas, forest products, livestock forage, and other commodities. As a haven for plants and wildlife, the lands play a critical role in habitat and resource conservation efforts, and they encompass important historical, archaeological, and paleontological sites. Open spaces on public lands offer places for people to play, learn, and explore. Some BLM lands are designated as part of the National Conservation Lands, a network of lands afforded special status and managed almost exclusively to conserve their scientific, cultural, educational, ecological, and other values.

The BLM is responsible for managing public lands under the principles of multiple use and sustained yield in a manner that best meets the current and future needs of the public. With so many resources and uses, the BLM's job is challenging. Thankfully, countless partners, volunteers, and communities provide invaluable support, helping the agency carry out its stewardship mission. To learn more about your public lands and how you can get involved, visit <http://www.blm.gov>.

The Importance of Balanced Land Management

Even before FLPMA's passage, many BLM officials adhered to the principles of multiple use and sustained yield. Multiple use means BLM-managed lands are used for a variety of purposes, such as recreation, oil and gas exploration, wind energy, wilderness areas, livestock grazing, scenic views, coal mines, archaeological resources, and forest products. Sustained yield means that, unless otherwise directed by law, the BLM supports resource use on public lands in a manner that ensures the resource will be available to

future generations. The law directs the BLM to help meet today's needs for resources in balance with conserving resources for future generations.

Before FLPMA, the mandate to balance multiple use and sustained yield was unclear, and more than 3,000 different pieces of legislation guided the agency. Carrying out parts of numerous major laws on topics such as grazing, wilderness, and mining challenged the agency. With the passage of FLPMA, the BLM had an explicit mandate and authorization for its main tasks. The law clarified the BLM's responsibilities for:

- Withdrawing land from the federal estate (sale of public lands to individuals, corporations, or state and local governments).
- Involving the public in land use decisions.
- Collaborating with local officials to enforce the law.
- Exchanging land with state and local governments.
- Acquiring new lands using the Land and Water Conservation Fund.
- Managing grazing areas and fees.
- Protecting wilderness and wilderness study areas.
- Managing wild horses and burros.
- Managing minerals.

Through Congress, the American people assigned the BLM and its precursor agencies a number of jobs and mandates over the years. The General Land Office, created in 1812, disposed of more than a billion acres of public lands. FLPMA formalized the decision to end the policy of disposing of public lands (except through the Homestead Act extension in Alaska, which was in effect until 1986). Through the Taylor Grazing Act of 1934, Congress asked the U.S. Grazing Service

to apply science and conservation practices to the management of grazing on public lands. Previously, overgrazing—along with poor dryland farming practices, drought, and high winds—had damaged grasslands and contributed to the Dust Bowl. In a 1946 reorganization of the government, the General Land Office and Grazing Service responsibilities were combined and assigned to a new Interior Department agency called the BLM.

By 1964, Congress recognized the challenge the BLM faced in executing parts of thousands of laws, and lawmakers created a commission to make recommendations on rationalizing land management. That effort resulted 12 years later in FLPMA, with its focus on balancing multiple use with sustained yield and encouraging citizen engagement in managing their public lands.

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Activity 1: Two Centuries of Public Land Management

Time Estimate

45 minutes



Learning Objectives

Students will be able to (1) define the main types of federally managed public lands and (2) describe key events in the history of the BLM and its precursor agencies.



For the Teacher

This activity addresses the following essential understandings:

- Public lands belong to all of us.
- Managing public lands has been a crucial federal government responsibility for more than 200 years.



Overview

This is the first of three activities that addresses the history of the BLM and FLPMA. This activity introduces students to:

- The scale of public lands and BLM-managed lands.
- The timeline of major land management events since the 1812 founding of the General Land Office.
- The array of laws under which the BLM and its precursor agencies have operated.



Teacher Preparation

1. Distribute or arrange to display the “Our Public Lands Map.”
2. Print five copies of, or provide computer access to, the “Our Public Land Heritage: From the GLO to the BLM” timeline, available here: https://www.blm.gov/sites/blm.gov/files/About_historytimeline.pdf. Or print the simplified 2-page version provided on pages 4 and 5.
3. Make enough copies of the “Timeline Handout” for each student—there is a distinct handout for each of the five small groups.
4. Provide flipchart paper and markers for the five groups.



Procedure

1. Show or distribute copies of the “Our Public Lands Map,” and describe the federal land management agencies. Other federal land management agencies include the National Park Service, U.S. Forest Service, and U.S. Fish and Wildlife Service. Describe the major categories of lands managed by the different agencies—for example, national parks, national forests, national wildlife refuges, and national monuments. Also, note that the BLM manages more federal land than any other land management agency.
2. Explain the group work task: to develop a 2-minute simulated TV news report on one segment of the history of U.S. land management.
3. Divide the class into five groups of roughly equal size, and distribute one copy of the “Our Public Land Heritage: From the GLO to the BLM” timeline per group along with enough copies of the Timeline Handout for each student.
4. Ask students to develop a news report script and visual aids to explain their section of the BLM history timeline to the rest of the class in a 2-minute “TV broadcast.” To prepare, students will need to examine their section of the timeline, answer some questions about that section, take notes, and assign roles such as news anchor, field reporter, writer, illustrator, and director.
5. Invite groups to “air” their 2-minute news segments in chronological order until all five sections of the timeline have been explained to the class.
6. Reconfigure the class into one unit and ask: What do you think are the major changes in federal land management since the founding of the U.S.? How would you explain multiple use and sustained yield in your own words?



Assessment

Work with students to develop a rubric for the TV newscasts.

Circulate among groups to ensure students are understanding and accurately relating the information from the timeline.



Adaptations to Consider

Ask students to produce and record actual video footage of their reports, and circulate links to the videos to other classes and parents.

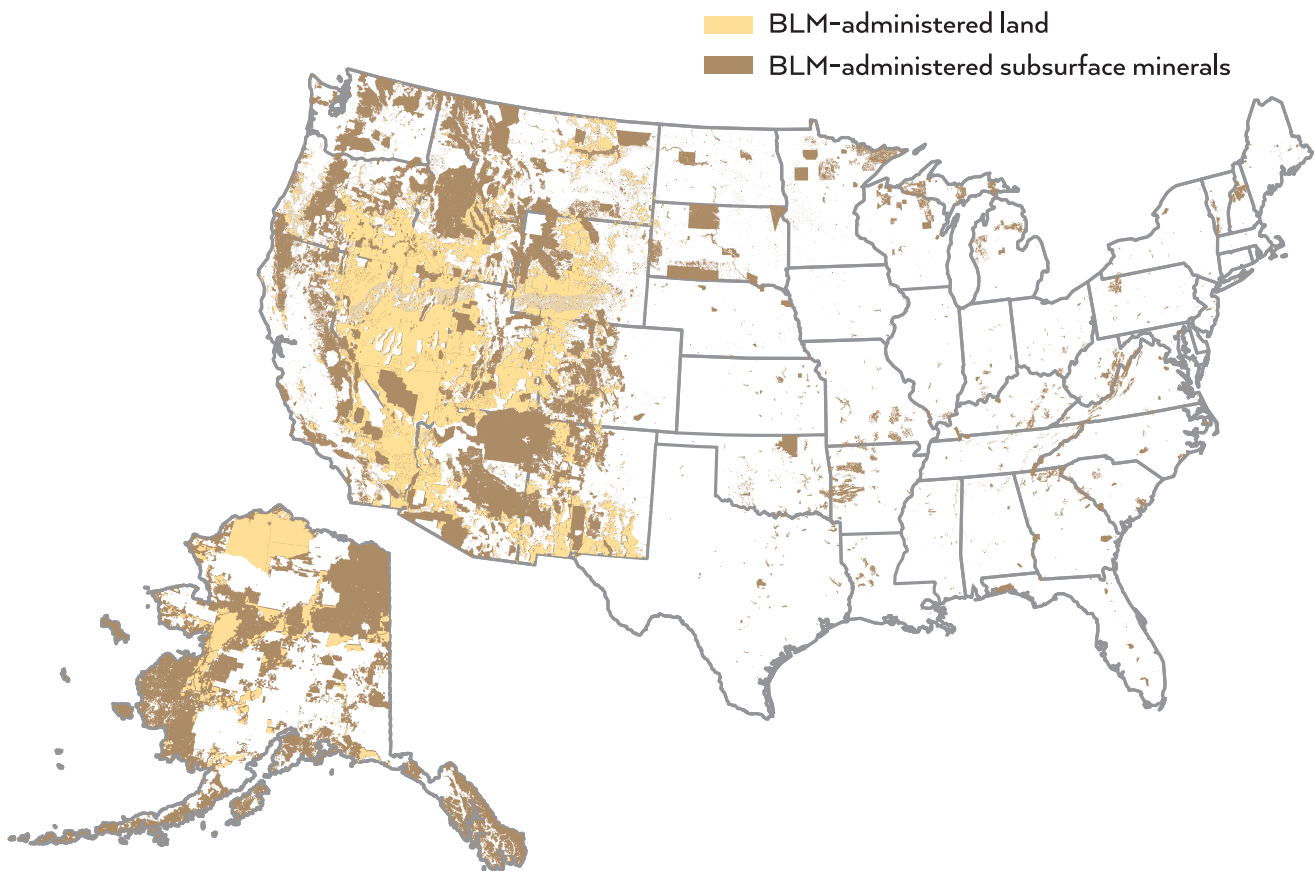
As a substitute for the TV newscast, ask groups to develop and present 2-minute radio advertisements, electronic brochures, or slideshows that explain their portion of the timeline.

Our Public Lands Map

The Bureau of Land Management manages approximately 245 million acres of federal lands. Other land management agencies, such as the U.S. Forest Service, National Park Service, and U.S. Fish and Wildlife Service, manage the remaining 300-plus million acres of federal lands. National parks and wildlife refuges allow very little

activity beyond education and recreation, while national forests and BLM lands accommodate multiple uses—meaning that these lands are used for logging, oil and gas drilling, coal mining, mineral extraction, cattle grazing, renewable energy facilities, recreation, wildlife habitat, and more.

Public Lands Managed by the Bureau of Land Management



Our Public Land Heritage: From the GLO to the BLM



The challenge of managing public lands started as soon as America established its independence and began acquiring additional lands. Initially, these public lands were used to encourage homesteading and westward migration, and the General Land Office (GLO) was created to support this national goal. Over time, however, values and attitudes regarding public lands shifted. Many significant laws and events led to the establishment of the Bureau of Land Management (BLM) and laid the foundation for its mission to sustain the health, diversity, and productivity of America's public lands for the use and enjoyment of present and future generations. www.blm.gov/history



TIMELINE

1700s ▶

1776 Declaration of Independence is signed.

1778 Second Continental Congress begins persuading states to cede land to create the public domain.

1785 Land Ordinance allows settlement of public domain lands and establishes the government's rectangular survey system.

1789 U.S. Constitution gives Congress the "Power to dispose of and make all needful Rules and Regulations respecting The Territory and other Property belonging to the United States."

1803 Ohio becomes the first state created from the public domain.

1862 Homestead Act entitles settlers to 160 acres of public land after they reside on and cultivate the land for 5 years.

1862 General Land Office is established within the Treasury Department to oversee disposition of ceded and acquired lands.

1869 First transcontinental railroad is completed at Promontory Summit, Utah.

1876 Office of Indian Affairs is established in the Department of War and is later transferred to the Department of the Interior.

1837 On its 25th anniversary, the General Land Office has 65 district land offices.

1800s ▶

1843 "Great Migration" on the Oregon Trail begins.

1844 First geological surveys of public lands are initiated by the General Land Office in Michigan.

1849 Department of the Interior is established and the General Land Office is transferred to the new department.

1850 First railroad land grants are made in Illinois, Alabama, and Mississippi.

1860 First Pony Express rider leaves St. Joseph, Missouri.

1862 Homestead Act entitles settlers to 160 acres of public land after they reside on and cultivate the land for 5 years.

1862 Transcontinental Railroad Act gives railroad companies rights-of-way and alternate sections of public domain lands along both sides of their railroads.

1869 First transcontinental railroad is completed at Promontory Summit, Utah.

1870s

1872 General Mining Law identifies mineral lands as a distinct class of public lands subject to exploration, occupation, and purchase under stipulated conditions.

1877 Establishment of Yellowstone National Park marks a shift from disposition to conservation and protection of federal lands.

1877 Desert Land Act authorizes the disposition of 640-acre tracts of public lands to homesteaders upon proof of reclamation of the lands by irrigation.

1878 Timber and Stone Act authorizes the negotiated sale of lands that are valuable for either logging or mining and otherwise unfit for cultivation.

1889 Oklahoma Land Rush begins the disposal of federal public domain lands in Oklahoma.

1894 Carey Act authorizes transfer of up to 1 million acres of public desert land to states for settling, irrigating, and cultivating purposes.

1890s

1897 Forest Management "Organic" Act transfers fire protection responsibilities for forest reserves from the Department of the Army to the General Land Office.

1898 Congress extends homestead laws to Alaska.

1906 Antiquities Act preserves and protects prehistoric, historic, and scientifically significant sites on public lands and creates national monuments.

1911 Weeks Act permits the federal purchase of private land to protect the headwaters of rivers and watersheds and calls for cooperative fire protection efforts.

1916 Stock Raising Homestead Act authorizes homesteads of 640 acres and separates surface rights from subsurface (mineral) rights.

1920 Mineral Leasing Act authorizes federal leasing of public lands for private extraction of oil, gas, coal, phosphate, sodium, and other minerals.

1920s

1926 Recreation and Public Purposes Act allows conveyance or lease of public lands to state and local governments for outdoor recreation purposes.

1934 Taylor Grazing Act authorizes grazing districts, grazing regulation, and public rangeland improvements in western states (excluding Alaska) and establishes the Division of Grazing (later renamed the U.S. Grazing Service) within the Department of the Interior.

1937 Oregon and California (O&C) Revested Lands Sustained Yield Management Act requires O&C Railroad lands to be managed for permanent forest production and provides for watershed protection, regulation of streamflow, and recreational facilities.

1939 Alaskan Fire Control Service is created within the General Land Office to prevent and suppress fires on Alaska public lands.

1942 Extensive withdrawals of public lands for military and defense use begin, with more than 13 million acres withdrawn in 2 years.

1940s

1946 Bureau of Land Management (BLM) is established within the Department of the Interior through the consolidation of the General Land Office and the U.S. Grazing Service.

1953 Outer Continental Shelf Lands Act authorizes the Secretary of the Interior to lease mineral lands more than 3 miles offshore; the BLM assumes responsibility for leasing through competitive sales.

1954 Recreation and Public Purposes Act amends the 1926 act and allows the sale and lease of public lands for other purposes in addition to recreation.

The BLM reorganizes and creates a state office system.

1955 Multiple Surface Use Act withdraws common varieties of minerals from entry as mining claims and allows claim owners to use the surface for mining operation purposes only.

1959 Wild Horse Protection Act prohibits the roundup of wild horses by aircraft and motor vehicles.

1960

Public Land Administration Act allows the use of donations and cooperative agreements to improve and better manage public lands.

1964

Public Land Law Review Commission is established to study public land laws and make long-term recommendations for public land use.

Wilderness Act

protects undeveloped federal land to preserve its natural condition. The BLM adopts a new logo.

1965

Land and Water Conservation Fund is established for federal acquisition of outdoor recreation areas.

1966

National Historic Preservation Act expands protection of prehistoric and historic properties.

1968

Wild and Scenic Rivers and National Trails System Acts preserve sites with outstanding natural, cultural, scenic, historic, and recreational significance.

Johnny Horizon program

promotes public awareness of BLM-administered lands.

1969

National Environmental Policy Act requires federal agencies to assess the impacts of their actions on the environment.

1971

Alaska Native Claims Settlement Act provides for settlement of aboriginal land claims of Alaskan Natives and Native groups; the BLM is tasked with the largest U.S. land transfer effort ever undertaken.

Wild Free-Roaming Horses and Burros Act provides for the protection and management of these animals on federal lands.

1973

Endangered Species Act requires the conservation of threatened and endangered plants and animals and the ecosystems upon which they depend.

1975

Energy Policy and Conservation Act addresses energy demands and establishes a strategic petroleum reserve.

1976

Federal Land Policy and Management Act requires that public lands be managed for multiple uses and sustained yield through land use planning.

Management of the National Petroleum Reserve—Alaska is transferred to the BLM.

1977

Surface Mining Control and Reclamation Act ensures environmental safeguards for mining and reclamation of mined areas.

Trans Alaska Pipeline System begins transporting oil 800 miles from Alaska's North Slope to the Port of Valdez.

1978

Public Rangelands Improvement Act requires inventory, determination of trends, and improvement of public rangelands.

1979

Archaeological Resources Protection Act requires permits for excavation or removal of these resources from federal lands and provides stringent criminal and civil penalties for violations.

1980

Alaska National Interest Lands Conservation Act designates and conserves public lands in Alaska as national parks, wildlife refuges, wild and scenic rivers, wilderness, and forests and provides for subsistence use by rural Alaska residents.

Energy Security Act promotes the development of alternative energy sources such as oil shale, synthetic fuel, wind power, and geothermal sources.

The BLM completes its first resource management plan, covering the California Desert Conservation Area, and designates its first areas of critical environmental concern in Utah and California.

1983

Bear Trap Canyon in southwestern Montana is designated by Congress as BLM's first wilderness area (it later became part of Lee Metcalf Wilderness).

The BLM transfers responsibility for offshore leasing to the Minerals Management Service.

1987

Federal Onshore Oil and Gas Leasing Reform Act establishes a new leasing system and changes certain operational procedures for onshore resources on federal lands.

1990

Northern spotted owl is listed as a threatened species under the Endangered Species Act, leading to an enjoyment of all timber sales on federal lands within its range.

1992

Energy Policy Act increases focus on alternative energy sources, energy efficiency, and reducing the country's reliance on foreign fuel sources.

1993

Presidential summit leads to the development of the Northwest Forest Plan to address human and environmental needs in areas within the northern spotted owl region.

1994

BLM Summit, the first ever gathering of all BLM managers, resulted in the development of a new strategic vision for the BLM.

Rangeland Reform '94 amends grazing regulations and establishes Resource Advisory Councils.

1996

Grand Staircase-Escalante National Monument is designated by Presidential proclamation as BLM's first national monument.

2000

National Landscape Conservation System is established.

Executive Order 13175

mandates consultation and collaboration with tribal officials in developing federal policy that has tribal implications.

2005

Energy Policy Act ensures energy efficiency and the production of secure, affordable, and reliable domestic energy.

2008

BLM-managed lands are officially designated as the National System of Public Lands.

2009

Omnibus Public Land Management Act authorizes the 26-million-acre National Landscape Conservation System and establishes permit requirements and penalties for unauthorized removal of paleontological resources from federal lands.

2012

200th anniversary of the General Land Office and the 150th anniversary of the Homestead Act.

2015

15th anniversary of the National Landscape Conservation System.

2016

40th anniversary of the Federal Land Policy and Management Act.

U.S. Land Acquisitions**1783**

Lands south of the Great Lakes and east of the Mississippi River are ceded to the United States.

1803

Louisiana Purchase nearly doubles the size of the United States.

1819

Spanish cession of Florida and boundary adjustments west of the Mississippi River add more than 46 million acres to the public domain.

1845

Republic of Texas is annexed by the United States.

1846

Oregon compromise gives the United States claim to part of the Pacific Northwest.

1848

Mexico cedes California and vast areas of the inland West to the United States.

1853

Gadsden Purchase adds almost 19 million acres of public lands in southern Arizona and New Mexico.

1867

United States purchases Alaska, adding 375 million acres to the public domain.

Today, the BLM benefits the national economy as well as the economies of local communities. Activities on BLM lands, such as energy production, mineral extraction, timber harvesting, grazing, and recreation, result in jobs and income from goods and services associated with public land resources. In 2015, the BLM's management of public lands contributed \$88 billion to the national economy and supported more than 374,000 American jobs.



Timeline Handout, Group 1, 1776 through 1849

1. Using the timeline titled "Our Public Land Heritage: From the GLO to the BLM," fill in the events next to the years below. Note: The event for 1803* is found in the Land Acquisitions portion of the timeline.

1778:

1785:

1789:

1803:

1803*:

1812:

1843:

1849:

2. Answer the following questions:
 - What is the name of the BLM's predecessor agency?
 - What department was that agency housed in?
 - To what department was the agency moved, and when?
3. Prepare a 2-minute TV news segment on the land management events that occurred between 1778 and 1849. Use markers and flipchart paper to illustrate your story. Assign roles such as news anchor, field reporter, writer, illustrator, and director.



Timeline Handout, Group 2, 1850 through 1888

1. Using the timeline titled "Our Public Land Heritage: From the GLO to the BLM," fill in the events next to the years below. Look in the general timeline unless the year is marked with an asterisk (*), which means to look at the Land Acquisitions portion of the timeline.

1850:

1853*:

1860:

1862:

1867*:

1872:

1877:

1878:

2. Answer the following questions:

- How many laws are mentioned in your section of the timeline?

- What are their titles?

3. Prepare a 2-minute TV news segment on the land management events that occurred between 1850 and 1878. Use markers and flipchart paper to illustrate your story. Assign roles such as news anchor, field reporter, writer, illustrator, and director.



Timeline Handout, Group 3, 1889 through 1934

1. Using the timeline titled "Our Public Land Heritage: From the GLO to the BLM," fill in the events next to the years below.

1889:

1898:

1906:

1911:

1916:

1920:

1926:

1934:

2. Answer the following questions:
 - How many laws are mentioned in your section of the timeline?

 - What are their titles?
3. Prepare a 2-minute TV news segment on the land management events that occurred between 1889 and 1934. Use markers and flipchart paper to illustrate your story. Assign roles such as news anchor, field reporter, writer, illustrator, and director.



Timeline Handout, Group 4, 1935 through 1969

1. Using the timeline titled "Our Public Land Heritage: From the GLO to the BLM," fill in the events next to the years below.

1937:

1942:

1946:

1953:

1954:

1959:

1964:

1969:

2. Answer the following questions:

- What year was the Bureau of Land Management established?

- Which two agencies combined to form the Bureau of Land Management?

- Within which department does the Bureau of Land Management reside?

3. Prepare a 2-minute TV news segment on the land management events that occurred between 1937 and 1969. Use markers and flipchart paper to illustrate your story. Assign roles such as news anchor, field reporter, writer, illustrator, and director.



Timeline Handout, Group 5, 1970 through 2012

1. Using the timeline titled "Our Public Land Heritage: From the GLO to the BLM," fill in the events next to the years below.

1973:

1976:

1979:

1990:

1992:

2000:

2009:

2012:

2. Answer the following questions:
 - How many laws are mentioned in your section of the timeline?

 - What are their titles?
3. Prepare a 2-minute TV news segment on the land management events that occurred between 1973 and 2012. Use markers and flipchart paper to illustrate your story. Assign roles such as news anchor, field reporter, writer, illustrator, and director.

Activity 2: Public Land, Public Voice

Time Estimate

45 minutes



For the Teacher

This activity addresses the following essential understanding:

- FLPMA is the primary federal law that authorizes the BLM's activities and provides for public involvement in land management decisions.

Learning Objectives

Students will be able to (1) identify numerous avenues of civic engagement in public lands issues and (2) use individual criteria to assess which avenues they would be most likely to pursue.



Overview

This is the second of three activities that addresses the history of the BLM and FLPMA. This activity introduces students to:

- The various ways FLPMA invites public engagement in land management decisions.
- A method for assessing which types of engagement make sense for the students.



Teacher Preparation

1. Make enough copies of the "Avenues of Involvement" handout for each student.



Procedure

1. Ask students to brainstorm how they and their families might express their views about a policy issue. Use a timely issue that most people know about, or make up a proposal that might affect students directly, such as a new dress code or changes to the cafeteria menu. Record responses where all students can see them.
2. Note that before the BLM makes land use decisions, the agency invites the public to weigh in formally and that many people and groups also use some of the less formal strategies on the students' list.
3. Distribute the "Avenues of Involvement" handout to the students. Go over the strategies to make sure everyone understands all of them. If there are any strategies on the brainstormed list that are not on the handout, ask students to add these to the handout.
4. Instead of a new dress code or changes to the cafeteria menu, ask students to consider a land use dilemma, such as whether the BLM should allow a wind energy facility to be built on public land even if it would pose a threat to birds and bats.
5. Explain that students should place each strategy by number on the grid based on their personal judgment—there are no right or wrong answers. Practice with a few of the strategies from their brainstormed list, and ask which they think would be the most effective and which they would be most likely to carry out. Ask students to place each strategy on the grid individually. Ask them to pay attention to the ones they place in the top right quadrant (these are the ones they think are most effective and are most likely to carry out).
6. Ask students to form groups of 3 or 4 and to compare the strategies they placed in the top right quadrant.
7. Conclusion: Reconfigure the class into one unit and ask: How similar and different were the strategies in your top right quadrants, and did anyone move a strategy from one quadrant to another after discussing them in groups?



Assessment

Circulate among groups to determine how well students are understanding and using the criteria as they discuss the strategies.

Ask students to hand in an exit ticket that asks how the group discussions affected their views on which actions appealed to them the most.



Avenues of Involvement

The Federal Land Policy and Management Act of 1976 provides the Bureau of Land Management with a specific mandate, with a focus on balancing multiple use with sustained yield and encouraging citizen engagement in managing public lands. The following list shows numerous ways for citizens to become involved in BLM policy issues, such as whether the BLM should allow a wind energy facility to be built on public land even if it would pose a threat to birds and bats. Place the number of each strategy on the grid in terms of the likelihood of its implementation and its effectiveness toward the policy issue.

1. Attend a public meeting where the BLM asks for citizen input about land use planning.
2. Join a stakeholder group.
3. Volunteer for a public lands agency.
4. Use social media or videos to organize other citizens.
5. Organize a recreation event on public lands.
6. Comment in the Federal Register on a proposal by the BLM.
7. Educate others about an issue by giving talks at schools, Scout meetings, and other gatherings.
8. Take part in a citizen-science initiative (for example, a bird count).
9. Vote in local, state, and national elections.
10. Other (specify):

High impact	
You are very unlikely to take this action	You are very likely to take this action
Low impact	

What specific impacts do you think your "high impact/high likelihood" actions are likely to have?

Activity 3: The Question in Brookdale

Time Estimate

90 minutes



For the Teacher

This activity addresses the following essential understandings:

- FLPMA is the primary federal law that authorizes the BLM's activities and provides for public involvement in land management decisions.
- Public lands belong to all of us.



Overview

This is the third of three activities that addresses the history of the BLM and FLPMA. This activity introduces students to:

- The challenges resource managers face in attempting to accommodate competing demands for uses of the land while maintaining its ecological integrity.
- Public meetings that address land use dilemmas.
- Diverse perspectives about balancing multiple use and sustained yield.

Learning Objectives

Students will be able to (1) identify how the multiple use and sustained yield principles are reflected in public meetings about land use dilemmas, (2) describe various stakeholders and their perspectives regarding a land use dilemma, and (3) use the mandate to make a judgment about the dilemma.



Teacher Preparation

1. Read the "Background Information," and make a copy of it for each student.
2. Make copies of the "Viewpoint Handout"—there are six versions, one for each small group.



Procedure

1. Explain that public land managers make important decisions that can have long-lasting impacts, such as whether to transfer a parcel of land to a local government so that it can be developed. This activity models the BLM's public meeting process and represents some of the opinions heard when the BLM makes such decisions.
2. Distribute a copy of the "Background Information" to all students, and give them about 5 minutes to read the sheet. Ask students which stakeholder groups are mentioned in the sheet, and ask them to summarize the question that the BLM needs to answer.
3. Divide students into six roughly equal-size stakeholder groups, in which they will prepare and deliver a presentation to BLM decisionmakers. Distribute the appropriate version of the "Viewpoint Handout" to the students in each group. Ask students to read the instructions, and explain that their job is to develop arguments that best support the interests of their group. Ask each group to select a spokesperson. Provide about 15 minutes for the groups to develop their arguments. Provide any clarification for questions they may have, emphasize that there is no overall right answer, and discourage them from introducing factors that are outside the context of the activity.
4. Select one student from each interest group (someone other than the spokesperson) to form a new group: the BLM decisionmakers. Explain to the BLM decisionmaker group that their role has changed (they are no longer a "biologist" or "recreationist," for example). From this point forward, as the BLM decisionmaker group, they will read all of the viewpoint handouts. They will then listen to each stakeholder group's presentation, take notes on each presentation, and ask each spokesperson any questions they may have.
5. Invite the spokesperson from each group to present his or her case to the BLM decisionmaker group. At the end of each presentation, have the BLM decisionmaker group ask the spokesperson any questions they may have.
6. Once all groups have presented their positions, briefly lead students in a general discussion. Make sure students see that all groups have valid concerns and that tradeoffs are necessary regardless of the final choice. [This will likely conclude the first class period.]
7. While the BLM decisionmaker group is deciding whether to amend the land use plan to allow for development, rearrange the rest of the class into new groups made up of one person from each interest group. Ask students to argue for their own personal viewpoints rather than for the position of the interest groups they represented in Step 3. Have these groups decide what they think the BLM ought to do, brainstorm alternative ideas that might not yet have been considered, and select a spokesperson.
8. Once all groups have made a decision, ask the spokesperson from each to briefly share the group's decision. Call on the BLM decisionmaker group last.
9. The BLM decisionmaker group's spokesperson will then explain the group's decision to the class, including the reasoning behind the decision.

10. Reconvene the entire class into one unit, and ask students about the process: How hard was it to decide and to advocate? Did they

personally agree with the position of their stakeholder group? What were the toughest tradeoffs for the BLM decisionmaker group?



Assessment

Assign a persuasive essay in which students (1) state their personal views about whether the land use plan should be amended to allow development, (2) cite at least three pieces of evidence to support their positions, (3) describe

the strongest argument by those who disagree, and (4) conclude with a statement about why the issue is important. A rubric for persuasive essays can be found here: <http://www.readwritethink.org/files/resources/printouts/Persuasion%20Rubric.pdf>.



Alternatives to Consider

As needed, ask students to conduct library research to learn how other communities have balanced development and conservation. For example, depending on the group they are representing, students might search for

information on off-highway vehicles, personal watercraft, speedboats, or other recreational subjects, or on endangered or threatened species such as the desert tortoise or fringe-toed lizard.



Background Information—Brookdale Activity

The community of Brookdale, located along the lower Colorado River, in the Arizona portion of the Sonoran Desert, has approached the BLM about acquiring a parcel of public land on the northern border of the town. The community is interested in attracting some of the “snowbirds”—visitors from the Northern United States and Canada—who annually migrate to Arizona and California during the winter months. The community would also like to take advantage of some recreational activities that are focused around the Colorado River.

The parcel that Brookdale wishes to acquire includes mostly level terrain overlooking the Colorado River but also includes a portion of a small range of mountains that may eventually figure into the town’s development plans. Brookdale has limited opportunities for town expansion because it is surrounded along the west side by the Colorado River and on the north, east, and south by public land. As opposed to the public lands to the north of Brookdale, the lands on the east and south do not offer vistas of the Colorado River. The town’s river-oriented recreational opportunities (predominately personal watercraft and speedboats) would directly compete with several other private and public facilities located on the California side of the Colorado River, as well as a long-term visitor area located on public lands about 32 kilometers east of the river.

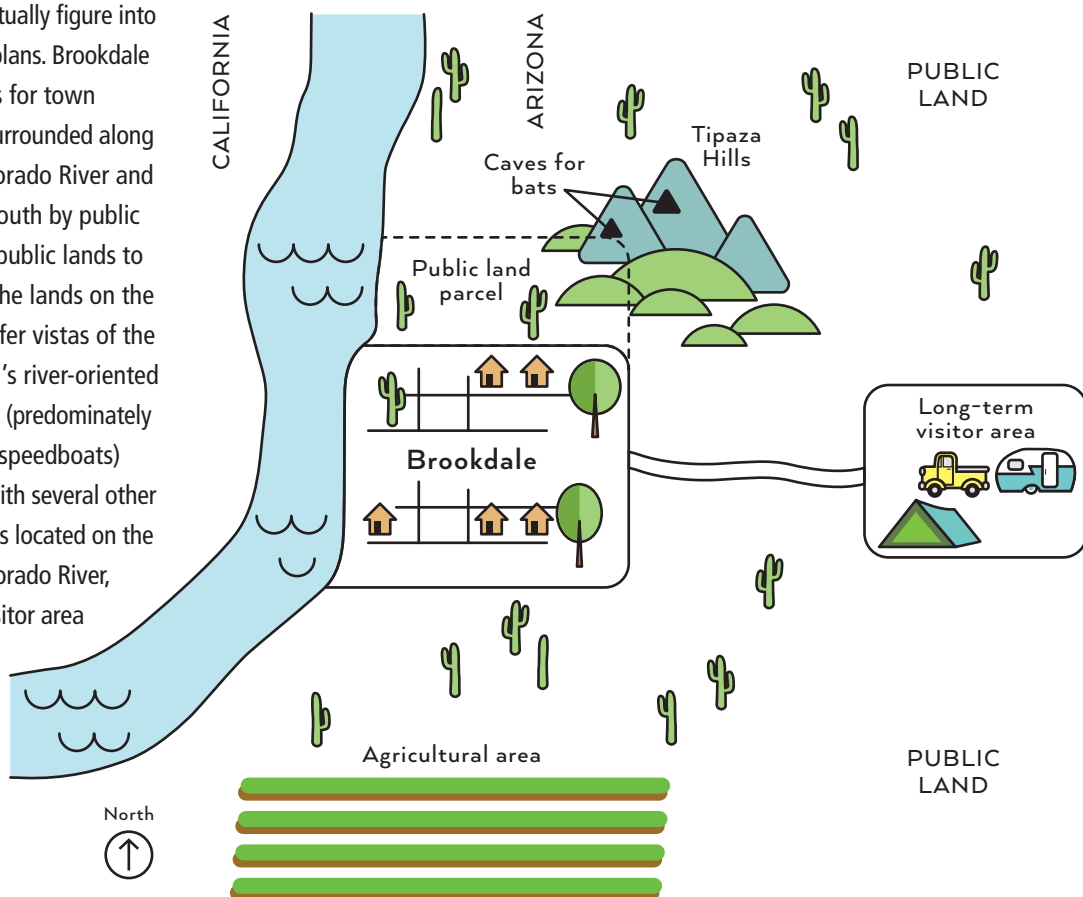
According to the land use plan prepared many

years ago, the parcel that Brookdale wants to acquire was not identified as available for sale. The community of Brookdale would like the BLM to amend the original land use plan to designate the parcel as suitable for sale. The agency will conduct a public meeting to solicit input from the various interest groups that may be affected by the land use decision.

The BLM already has information on file related to the parcel. In past government-to-government consultation with many American Indian tribes, the BLM was told that the land north of Brookdale includes an area that is of traditional cultural importance to American Indian tribes in Arizona, California, and Mexico. The area, known as Tipaza Hills, is valued by these groups

as a spiritual retreat and a location for conducting special ceremonial activities.

Also, BLM biologists have noted that several caves located in Tipaza Hills serve as critical habitat for a species of saguaro-pollinating bats. Biologists believe that an apparent decline in the number of young saguaro cacti may be attributable to a decline in the number of these bats. Biologists also believe that an increase in insect infestation in agricultural areas farther downstream along the Colorado River may also be attributable to a decline in these insect-eating bats. Biologists are uncertain how widely distributed this bat species is within the Sonoran Desert or how closely it is genetically related to other bats in the Sonoran Desert.





Viewpoint Handout—Recreationists

Instructions: Prepare an argument for the point of view represented below, and consider how to present your case to BLM resource managers at a public meeting.

Point of view: Recreationists would like a broad level of high-quality recreational experiences made available at a reasonable cost and with a minimum number of restrictions. Additionally, they want the experience to be safe and family-friendly. They also want:

- An attractive area to camp (with facilities such as toilets and showers) and to spend their leisure time.
- Additional recreational destinations along the Colorado River.
- Stores that sell and rent river-oriented recreational gear.
- Fresh water for drinking and outdoor swimming.
- Facilities directly accessible from the river to purchase gasoline, supplies, fresh water, and recreational equipment.
- Specially designated areas for speedboats, personal watercraft, fishing, inner tubing, hiking, and bird watching.

Discuss the following questions:

- How does your point of view relate to the principles of multiple use and sustained yield?
- Does the availability of similar recreational and long-term visitor areas nearby affect your argument?
- What is the best use of the general area in regard to human interests? What about in regard to protecting biodiversity? Are there solutions that can satisfy both?
- What, if anything, can you give up or alter about your position?
- How would your argument be affected by the fact that American Indian tribes consider the Tipaza Hills sacred and that the tribes do not feel any development should be allowed there?



Viewpoint Handout—Long-Term Visitors

Instructions: Prepare an argument for the point of view represented below, and consider how to present your case to BLM resource managers at a public meeting.

Point of view: Long-term visitors (also known as “snowbirds”) are visitors from colder climates who spend the winter months in designated camping areas on public lands in Arizona and California. They want:

- Developed hiking trails that overlook the Colorado River.
- Their own recreational facilities that are separate from river-oriented recreational facilities.
- Nonnative trees planted for shade.
- An outdoor pool, toilets, and fresh water.
- A minimum of modern developments around the long-term visitor areas.

Discuss the following questions:

- How does your point of view relate to the principles of multiple use and sustained yield?
- Does the availability of similar recreational and long-term visitor areas nearby affect your argument?
- What is the best use of the general area in regard to human interests? What about in regard to protecting biodiversity? Are there solutions that can satisfy both?
- What, if anything, can you give up or alter about your position?
- How would your argument be affected by the fact that American Indian tribes consider the Tipaza Hills sacred and that the tribes do not feel any development should be allowed there?



Viewpoint Handout—Biologists

Instructions: Prepare an argument for the point of view represented below, and consider how to present your case to BLM resource managers at a public meeting.

Point of view: Biologists would like to see native plants and animals protected in the wild. They want:

- Minimal disruption of the existing ecosystem.
- Critical bat habitat protected.
- A buffer area between human developments and critical plant and animal habitats.
- The greatest possible diversity of native plants and animal species.
- An inventory of existing flora and fauna.

Discuss the following questions:

- How does your point of view relate to the principles of multiple use and sustained yield?
- Does the availability of similar recreational and long-term visitor areas nearby affect your argument?
- What is the best use of the general area in regard to human interests? What about in regard to protecting biodiversity? Are there solutions that can satisfy both?
- What, if anything, can you give up or alter about your position?
- How would your argument be affected by the fact that American Indian tribes consider the Tipaza Hills sacred and that the tribes do not feel any development should be allowed there?



Viewpoint Handout—American Indian Tribes

Instructions: Prepare an argument for the point of view represented below, and consider how to present your case to BLM resource managers at a public meeting.

Point of view: American Indian tribes want their tribes to have unrestricted access to sacred and traditional use areas located on public lands. They want others to have access to these areas with restrictions. They want:

- The Tipaza Hills made off limits indefinitely for mineral extraction and all types of land-disturbing activities.
- Only American Indians to have access to the Tipaza Hills to protect the sacred mountains.

Discuss the following questions:

- How does your point of view relate to the principles of multiple use and sustained yield?
- Does the availability of similar recreational and long-term visitor areas nearby affect your argument?
- What is the best use of the general area in regard to human interests? What about in regard to protecting biodiversity? Are there solutions that can satisfy both?
- What, if anything, can you give up or alter about your position?



Viewpoint Handout—Farmers

Instructions: Prepare an argument for the point of view represented below, and consider how to present your case to BLM resource managers at a public meeting.

Point of view: Farmers are concerned about the effects of federal actions on the productivity of privately owned farmlands and the availability of water for irrigation downstream from public lands. They want:

- Insect-eating animals protected.
- Upstream use of water from underground aquifers limited.

Discuss the following questions:

- How does your point of view relate to the principles of multiple use and sustained yield?
- Does the availability of similar recreational and long-term visitor areas nearby affect your argument?
- What is the best use of the general area in regard to human interests? What about in regard to protecting biodiversity? Are there solutions that can satisfy both?
- What, if anything, can you give up or alter about your position?
- How would your argument be affected by the fact that American Indian tribes consider the Tipaza Hills sacred and that the tribes do not feel any development should be allowed there?



Viewpoint Handout—Members of the Brookdale Chamber of Commerce

Instructions: Prepare an argument for the point of view represented below, and consider how to present your case to BLM resource managers at a public meeting.

Point of view: Members of the Brookdale Chamber of Commerce want:

- To acquire the federal parcel of land for low-density developments.
- Some level of economic growth promoted without significantly changing the “small town” character of their town.
- Long-term visitors who will spend money but only stay part of the year.
- A limited level of development to accommodate long-term visitors.

Discuss the following questions:

- How does your point of view relate to the principles of multiple use and sustained yield?
- Does the availability of similar recreational and long-term visitor areas nearby affect your argument?
- What is the best use of the general area in regard to human interests? What about in regard to protecting biodiversity? Are there solutions that can satisfy both?
- What, if anything, can you give up or alter about your position?
- How would your argument be affected by the fact that American Indian tribes consider the Tipaza Hills sacred and that the tribes do not feel any development should be allowed there?

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