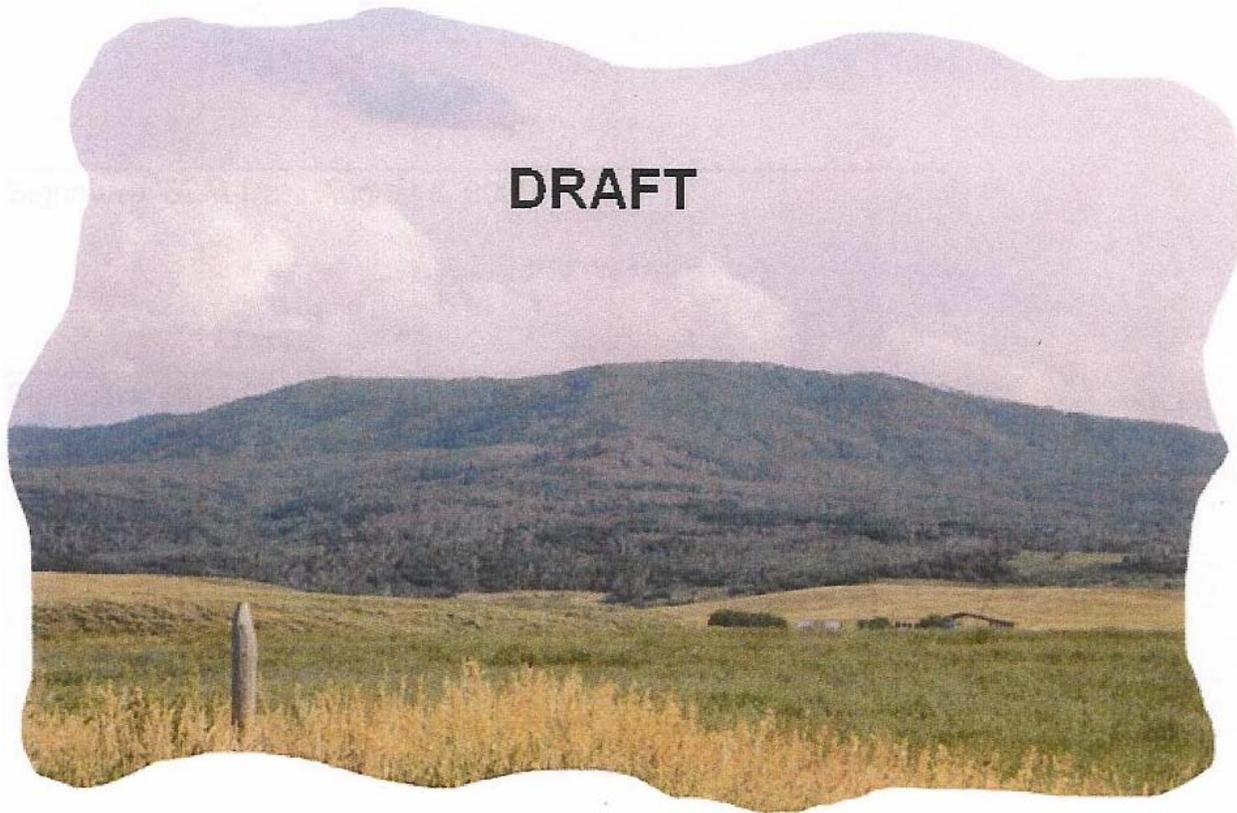


Emerald Mountain Special Recreation Management Area Plan

August 11, 2008



Prepared for:

Bureau of Land Management
Little Snake Field Office
455 Emerson St.
Craig, CO. 81625

In Partnership with:

City of Steamboat Springs
Parks, Open Space & Recreational Services
245 Howelsen Parkway
Steamboat Springs, CO. 80477

Emerald Mountain Special Recreation Management Area Plan

Signature: BLM Date August 8, 2008

Signature: BLM Date August 8, 2008

Signature: BLM Date August 8, 2008

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I. INTRODUCTION

The Bureau of Land Management (BLM) adopted an Implementation Plan on June 15, 2007 that sets the vision for recreational use of the Emerald Mountain Special Recreation Management Area (SRMA) and defines constraints for this use. The Implementation Plan did not provide specifics in terms of appropriate recreational facilities, amenities, and management of the property.

Six community-based meetings were conducted over a five month period to solicit public input in the development of this Emerald Mountain Special Recreation Management Area Plan (SRMA Plan). These meetings were conducted due to public interest in the future development of Emerald Mountain. The City of Steamboat Springs, in partnership with the Bureau of Land Management, applied and were granted a planning grant from Great Outdoor Colorado, GOCO, to further solicit public input regarding the development of this SRMA Plan.

Meeting Dates:

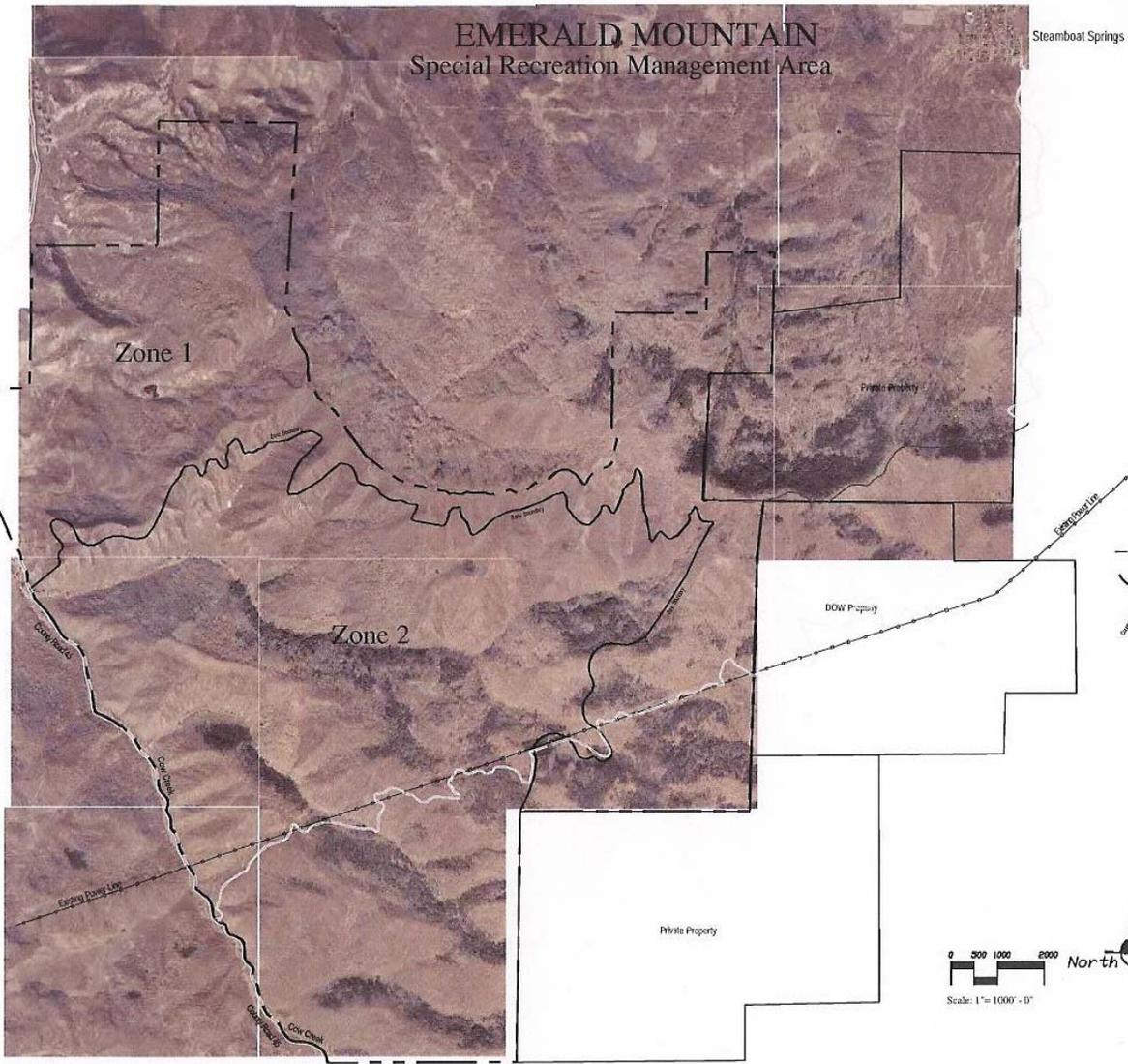
April 22, 2008	Craig, Colorado
April 23, 2008	Oak Creek, Colorado
April 23, 2008	Steamboat Springs
May 29, 2008	Steamboat Springs
July 24, 2008	Steamboat Springs
August 21, 2008	Steamboat Springs

II. HISTORY

A. Land Exchange

The U.S. Department of the Interior Bureau of Land Management's (BLM) Little Snake Field Office and the Colorado State Land Board (SLB), along with the cooperation of the Emerald Mountain partnership, and Western Land Group, acting on behalf of the group of private participants, successfully completed a land exchange whereby BLM acquired 4,139 acres of state-owned land on Emerald Mountain (Illustration 1). The Emerald Mountain Land Exchange Environmental Assessment/Plan Amendment (EA-100-2006-0-89) and Decision Record was approved on October 4, 2006 with the land officially transferring to BLM in February 2007.

The proposed exchange was consistent with the planning goals set forth in the Little Snake Resource Management Plan (RMP) Record of Decision issued in June 1989 and as amended in 1991. The land exchange also amended the RMP to make the addition of the Emerald Mountain parcel consistent with the existing RMP and included management for the new parcel.



Legend

-  Project Boundary
-  Existing Zone Boundary Line
-  Existing Road

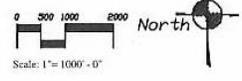


ILLUSTRATION 1
Emerald Mountain

Routt County, Colorado

OWS&E	job no.	6557-900
Bureau of Land Management	date	08.21.08
Lotis Scale Field Office	revisions	08.07.08
455 Emerson Street		
Craig, Colorado 81625-1129		

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The land exchange provided an opportunity to consolidate public and private land and for the BLM to achieve better management of federal lands, meet the needs of state and local residents and their economics, secure important natural resource management objectives, and to manage land in Routt County as multiple use.

B. The Implementation Plan (IP)

An Emerald Mountain Recreation Implementation Plan (RAMP/TMP Phase 1) and Record of Decision was approved on June 15, 2007, which tiered off of the Emerald Mountain Land Exchange Environmental Assessment Plan Amendment, CO-100-2006-089 (RMP amendment). The purpose of the RAMP/TMP Phase 1 was to meet the recreation management objectives of the RMP amendment. This IP refined implementation actions for the Emerald Mountain RMP Amendment Recreation Management objectives.

The intention of the IP is to phase in specific projects and facilities as partners, funding, and other resources become available, while including the actions and needs which may affect adjoining land owners including the City of Steamboat Springs, Colorado Division of Wildlife, and private landowners.

III. RESOURCE MANAGEMENT PLAN OBJECTIVES

Two primary goals for management of Emerald Mountain emerged from the Emerald Mountain Partnership and the community's wishes to:

1. *Promote recreational opportunities that have the potential to enhance and support the recreation and tourism based economics in Routt county communities.*
2. *Protect wildlife resources of the property and prevent potential development that would conflict with natural resource management goals.*

From these goals, the following comprehensive management objectives were developed through the RMP amendment.

- Preserve and protect the area for the enjoyment of present and future generations.
- Allow continued management of grazing leases and permits in accordance with current BLM policy.
- Promote collaboration between the BLM and the grazing permittees to manage grazing for sustainability and conservation in accordance with land health guidelines and standards for rangeland health.

- Establish travel management goals and actions limiting motorized and mechanized vehicle use in the Emerald Mountain SRMA.
- Expand environmental education and interpretation opportunities.
- Enhance wildlife habitat.

Emerald Mountain (4,139 acres) would be managed as a SRMA to provide opportunities close to the City of Steamboat Springs for strenuous activities and nature experiences on primitive trails. Management of the SRMA is summarized in Table 1: Emerald Mountain SRMA.

Emerald Mountain would be a day use only area. Hunting would be permitted in both zones. Grazing leases would be managed in accordance with current BLM policy and BLM would collaborate with grazing permittees to manage grazing for sustainability and conservation of the vegetative resource. Biological diversity and ecosystem health would be maintained in order to contribute to healthy wildlife populations, and important elk habitat may be enhanced to improve habitat conditions. The area has been segregated and recommended for mineral withdrawal. The area would be closed to OHV use and would have a Class II VRM designation. Rights-of-Way (ROW) proposals would be reviewed and approved on a case-by-case basis and would be subject to constraints to protect sensitive resource value. No major wind energy, geothermal, or solar sites would be allowed. Additional communication sites would be considered if the proposed use was located adjacent to the existing communication towers on Emerald Mountain. No additional communication sites would be considered at other areas.

Trailhead, parking, and facilities would be provided. Overnight camping and the discharge of firearms not associated with hunting would be prohibited, and non-working dogs must be on a leash. Marketing would be coordinated with the BLM's community partners to provide maps, brochures, and other recreation information that targets the experience and benefit opportunities, the character of recreation settings, and the service environment that exists for each Management Zone. There is a possibility of BLM instituting user fees in the future if necessary criteria are met. Monitoring would occur to ensure user experiences are met, to ensure compliance with restrictions, and to keep track of trail, trailhead, and facility maintenance and conditions.

Zone 1 would be managed for strenuous activities. The niche would be destination. Objectives would include strenuous mountain biking and Nordic skiing on primitive trails. Experiences would include enjoying access to close-to-home outdoor activities, enjoying strenuous outdoor physical exercise and developing skills and abilities. Benefits would include improved physical fitness, greater competence and confidence, enhanced outdoor oriented lifestyle, and improved understanding of the community's dependence and impact on public lands and adjoining private lands. The physical, social, and administrative prescribed setting character would be middle country. Under

the activity-planning framework for management, management would be geared towards enhancing recreation activity opportunities for visitors to the Steamboat Springs area. A designated trail system would be developed for mountain bikers and Nordic skiers and similar activities. Mechanized travel would be limited to designated routes all year. Non-mechanized muscle-powered travel (i.e., foot, ski, horse, stock) would be permitted anywhere within the zone all year. Additional travel restrictions could be applied by the BLM during activity-level planning.

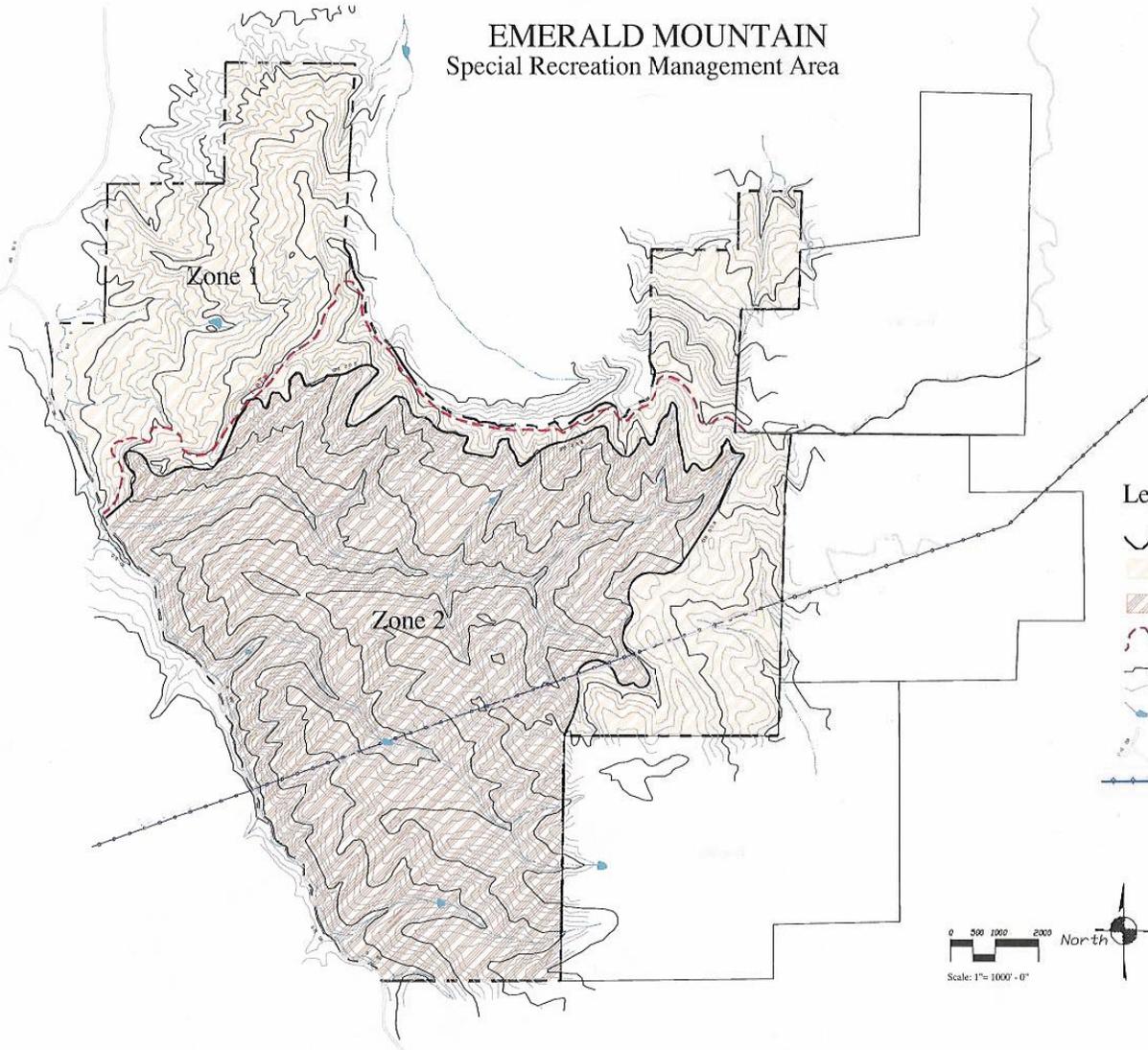
Zone 2 would be managed for a nature experience. The niche would be community/backcountry. The objectives would include wildlife viewing, hiking and horseback riding. Experiences would include enjoying natural aesthetics and wildlife, escaping from crowds and enjoying tranquility and peacefulness. Benefits would include a closer relationship and appreciation of nature, reduced stress and positive change in mood and emotion, sense of well-being, enhanced awareness of community dependence on public lands and greater community involvement in recreation and land use decisions. The physical, social, and administrative prescribed setting character would be backcountry. Under the activity-planning framework for management, management would be geared towards enhancing recreation activity opportunities for residents of the Steamboat Springs area. Informational signing and materials would be provided for wildlife viewing, hunting, and other targeted activities. Mechanized travel would be prohibited in Zone 2. Muscle-powered travel (i.e., foot, ski, horse, stock) travel would be permitted anywhere within the zone all year.

Table 1. Emerald Mountain SRMA

SRMA Name	Emerald Mountain SRMA	
Zones	Zone 1	Zone 2
Niche	Destination	Community
Activities	Mountain Biking	Wildlife Viewing
	Nordic Skiing	Hiking
		Horseback Riding
		Hunting
OH V designation	Closed	Closed
VRM Class	VRM Class II	VRM Class II

The two zone boundaries are identified in Map A.

EMERALD MOUNTAIN Special Recreation Management Area



Legend

-  Existing Zone Boundary Line
-  Zone 1
-  Zone 2
-  Existing Ridge Trail
-  Major Contour USGS
-  Minor Contour USGS
-  Existing Drainage
-  Existing Road
-  Power Line

MAP A Zone Boundaries Emerald Mountain

Route County, Colorado

CSWISS
 Bureau of Land Management job no. 4567-000
 Little Scale Field Office date 03/21/08
 455 Emerson Street revisions 08/07/08
 Craig, Colorado 81625-1129

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IV. TRAIL AND FACILITY DEVELOPMENT

Demand to preserve Emerald Mountain's unique recreational and aesthetic values, as well as address the associated impacts of the recreation use, have accelerated as the region prospers and grows. Effective management of the SRMA requires an understanding of the interests of the dynamic population of the area with successful integration of the 4,139 acre public land parcel into the larger land ownerships of the area. The success of the management of the SRMA also requires productive partner relationships.

The proposed trail and facility developments on the BLM Emerald Mountain lands will help to diversify the overall recreation opportunities that can be accessed from the City, enhance destination visitor marketing and add to the diversity of recreational and trail use and enjoyment by the residing and visiting public to the Steamboat Springs area.

The objectives of the six public meetings were to determine community perspectives and vision, in regards to the following categories, in aiding in the specifics of recreational facilities, amenities, and management that were not clearly defined in the Implementation Plan.

A. Zone Boundaries

Resource Management Plan (RMP) maintenance adjustments provides a mechanism for minor changes and corrections in the RMP document which do not change the overall objectives of the RMP, i.e., mapping adjustments and wording changes to reflect current policy.

The zone delineation boundary between Zone 1 and Zone 2 may be adjusted moderately to accomplish the proposed recreational development within each zone while still maintaining the setting and objectives of each zone as described in the RMP Amendment (EA CO-100-2006-089).

Adjustment of the zone boundary will create an interesting trail system that will:

- Decrease the potential for trespass onto private property
- Decrease unauthorized use of mountain bikes in Zone 2
- Keep users on the trail
- Provide a loop trail system
- Decrease recreational use on county roads
- Provide additional mechanized trail opportunities
- Spread out users and reduce conflicts

B. Trails

1. Trail Uses

Comprehensive travel management planning addresses all resource use aspects and accompanying modes and conditions of travel on public lands, not just motorized or vehicle activities. Land use plan decisions must 1) delineate travel management areas and 2) designate off-highway vehicle management areas.

The Emerald Mountain parcel is identified as two separate Travel Management Areas (TMAs) (see Map A):

- a. Zone 1: *Mechanized travel* (non-motorized wheeled conveyance) *is limited to designated routes all year*. Limited TMA delineation means mechanized travel and access is allowed only on designated routes.
- b. Zone 2: *Muscle-powered travel* (i.e., foot, ski, horse, stock) *is open all year*. Open TMA delineation means cross-country foot, horse and other stock travel is permitted everywhere.

2. Locations

Trail locations were proposed in the Emerald Mountain IP with the intent of meeting two goals: 1) provide quality and safe recreation opportunities year around to as many users as possible, and 2) adequately protect environmental resources while providing these opportunities.

To meet these goals under current conditions, the Emerald Mountain IP lists numerous trails, however it does not propose constructing extensive new multiple use trail systems. Emerald Mountain has been in use by recreationists over the years (although not authorized by the State Land Board) and there presently exists a system of unimproved trails. These trails will be evaluated for suitability in meeting the goals of the IP, needs of the general public, and environmental constraints described in the Emerald Mountain RMP Amendment.

Trail alignments consistent with allowable recreational and agricultural uses will be adopted into the Emerald Mountain trail system. Trails will be designed to create the least impact and disruption to prime grazing areas or sensitive wildlife areas.

Presently the only improved trail having met the above evaluation is Ridge Trail, which is approximately 75% complete. BLM has completed the trail around the existing FAA tower and have constructed a ½ mile trail segment that now offers continuous trail from Cow Creek to the Blackmere Drive Trail.

a. Identified Trails

The following trails have been identified in collaboration with the Emerald Mountain partnership and the City of Steamboat Springs for designation and implementation (Map B). These trails would be designated and available for foot, horseback, and/or mechanized non-motorized use (i.e. mountain bikes) unless otherwise indicated.

- Agate Creek Trail on BLM property.
- An Agate Creek Connector Trail from the Agate Creek Trail on BLM property to an adjacent non-federal parcel that may be built if legal public easement is available across the non federal parcel.
- Ridge Trail (from Blackmere Drive Trail to Cow Creek Road).
- Ridge Trail Loop (Twenty Mile Trail) (in northwest corner of Emerald Mountain Parcel).
- Moose Draw Loop Trail (from Cow Creek Road in the southwest corner of the Emerald Mountain Parcel). This trail would be initially designed as a non-mechanized trail. Mechanized travel may be considered pending further site specific zone boundary review and adjustment consideration.
- Moose Draw Connector Trail (from the Moose Draw Loop Trail to an adjacent non-federal parcel if legal public easement is available across the non federal parcel).

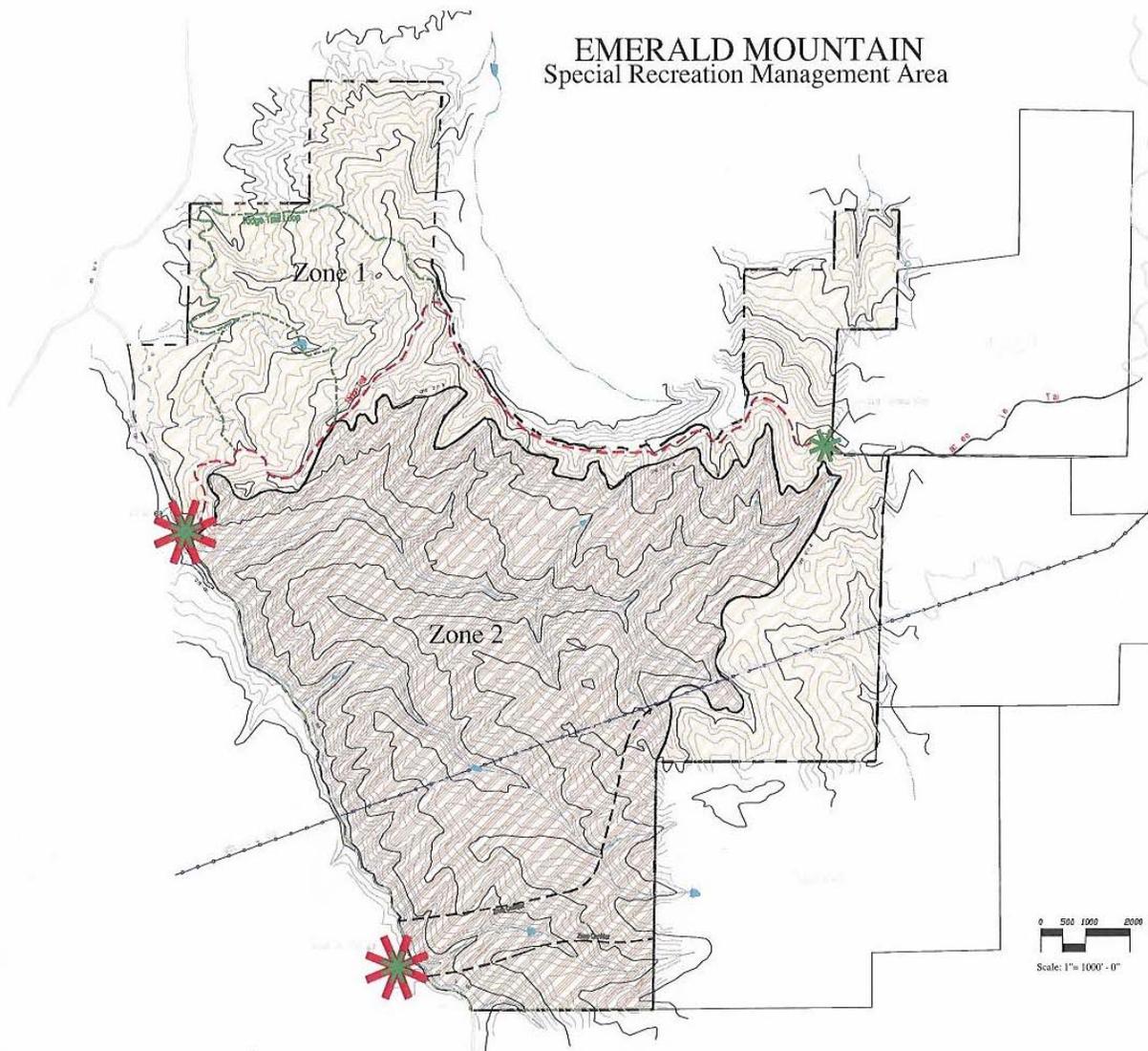
b. New Trails

Additional trails may be collaboratively proposed by community partners through the IP revision process. The BLM would make final decisions on collaborative recommendations by community partners and affected parties on trail locations, designations, and construction.

There has been a general consensus to have a loop trail within the SRMA. Possible routes have been identified (Map C) and further studies, analysis and environmental studies need to be completed before proceeding further. The Routt County Riders have expressed an interest in working with the BLM to flag an acceptable route to avoid sensitive areas.

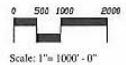
The highest priorities defined at this time are to complete the improvements of Ridge Trail and to add a trailhead parking area.

EMERALD MOUNTAIN Special Recreation Management Area



Legend

- Existing Zone Boundary Line
- Proposed Zone Corridor
- Proposed Ridge Trail Loop
- Existing Ridge Trail
- Trailhead
- Informational Kiosk
- Major Contour USGS
- Minor Contour USGS
- Existing Drainage
- Existing Road
- Power Line



MAP B Trails Emerald Mountain

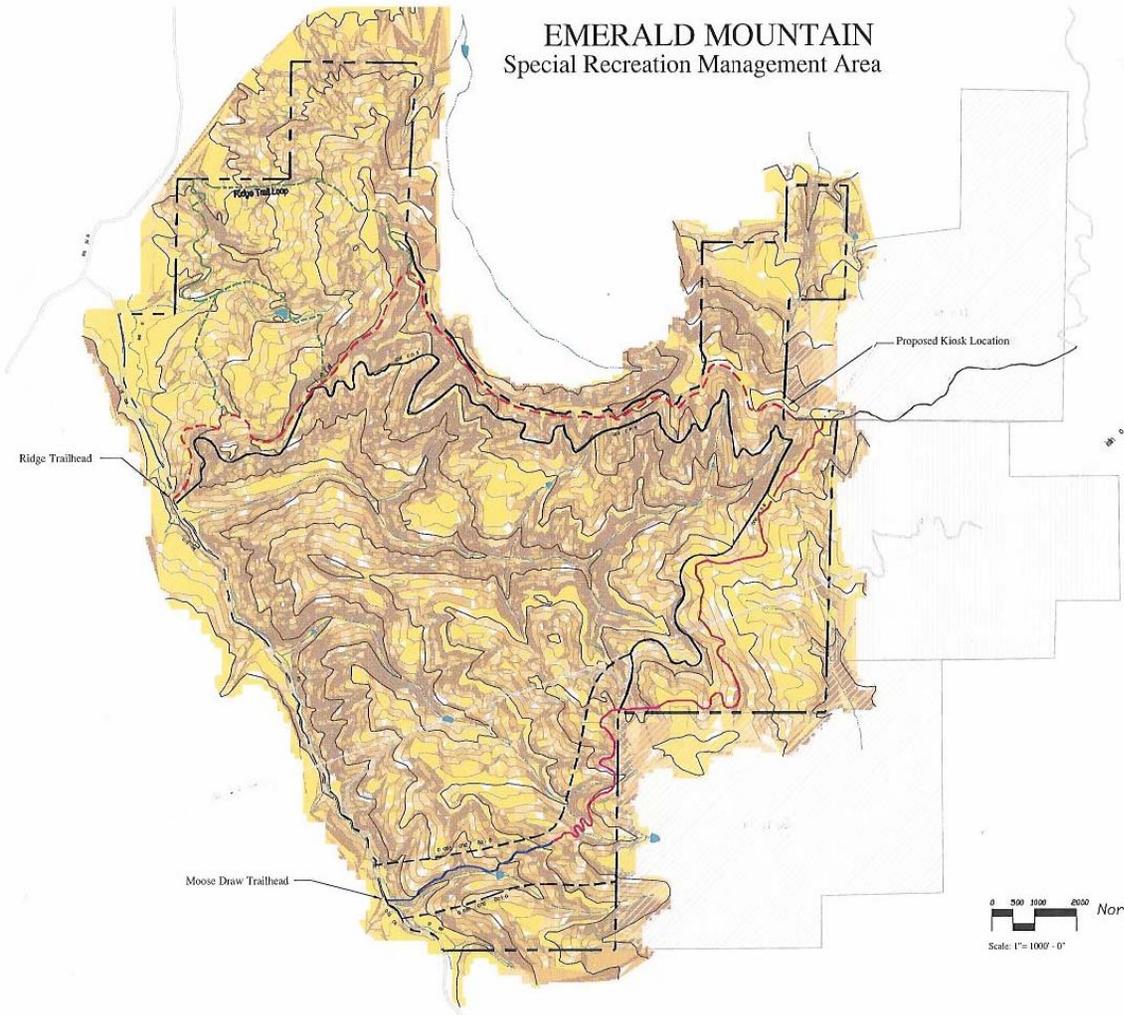
Route County, Colorado

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EMERALD MOUNTAIN Special Recreation Management Area



Legend

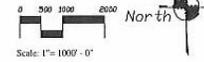
- Existing Zone Boundary Line
- 0 - 15% Slope
- 15 - 20% Slope
- 20 - 30% Slope
- 30% Slopes & Greater
- Existing Ridge Trail
- Major Contour USGS
- Minor Contour USGS
- Existing Drainage
- Existing Road
- Ridge Trail Loop
- Proposed Trail Segment
- Existing Trail Segment

MAP C Proposed Trail Segment Emerald Mountain Kiowa County, Colorado

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 Lute Snake Field Office
 455 Emerson Street
 Craig, Colorado 81625-4129

Job No. 6511-000
 Date 02/21/08
 Revisions
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3. Signing

Signing will be a key part of Emerald Mountain management with an educational signage system to inform trail users of rules of conduct and user responsibilities. Proper signing is vital in minimizing conflicts with adjacent property owners (trespass issues) and among the various user groups.

a. Trails

All trails within the Emerald Mountain SRMA will be appropriately marked with directional arrows and trail uses (i.e., hiking, biking, horseback, etc.).

Currently, the Ridge Trail is marked with carsonite posts showing directional arrows and trail uses (i.e. hiking, biking, horseback). This system will be used for all trail designations within the SRMA.

b. SRMA Boundary

Most of the 4,139 acres of Emerald Mountain is fenced with the exception of the east side. Non-designated trails leading to private property will be properly marked to prevent trespass issues and efforts will be made to clearly mark the boundary either by carsonite posts or through fencing.

c. Kiosks

There are currently information boards at the Cow Creek (south) entrance and at the Blackmere Drive Trail entrance point to the SRMA with a sign-in box. The boards will be maintained to inform users of hunting seasons, rules/regulations, closures (if any), a map of the trail(s) and zones, etc.

The IP identifies that one metal or wood information kiosk be provided at the trailheads; therefore, the information board at Cow Creek (south) will be replaced with a kiosk in the future when the trailhead facilities/parking are developed.

4. Seasonal Trail Closures

One of the primary goals for Emerald Mountain is to “protect wildlife resources of the property and prevent potential development that would conflict with natural resource management goals.”

The Colorado Division of Wildlife has indicated that elk regularly use the area and that portions of the area are mapped as Severe Winter Range and Calf Production Area. (see Map D – Elk Habitat).

To further the above stated goal it was determined that Zone 2 and trails south of the Ridge Trail in Zone 1 will be closed to the public from December 1st to June 30th to protect wintering and calving elk. This closure coincides with a similar closure by the Division of Wildlife on an adjacent, contiguous parcel.

C. Trailheads

1. Proposed Trailhead Facilities

Several trailhead parking areas and day use facilities have been identified and would be developed in collaboration with the Emerald Mountain Partnership, the City of Steamboat Springs, Routt County, and other partners. Plans for the parking areas, signs and facilities would be submitted to Routt County for approval through their planning process to minimize traffic safety concerns. Proposed site plans will be based on actual site conditions.

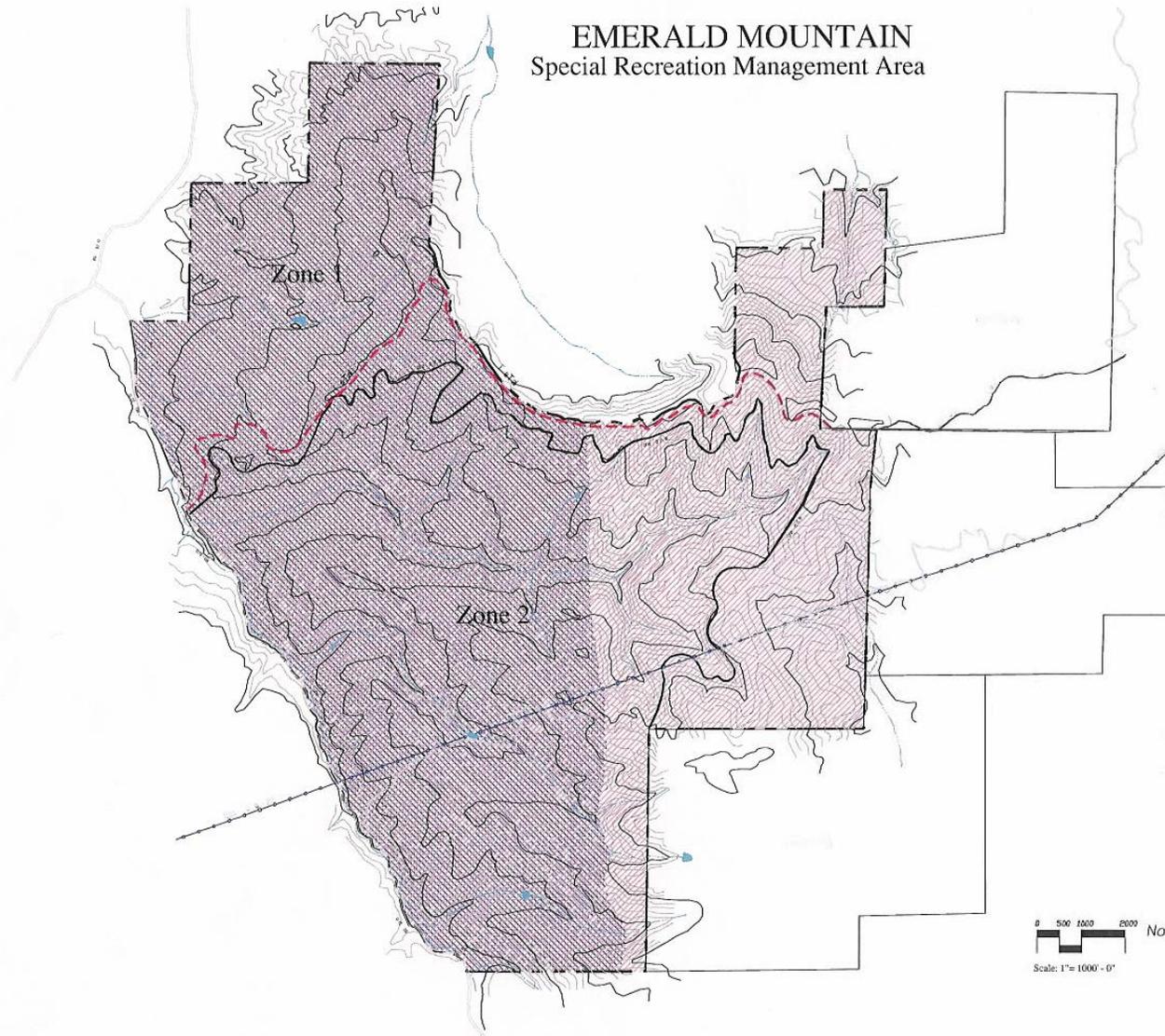
Trailheads generally consist of a graveled parking area, day use structures, picnic tables, vault toilets, directional and interpretive signing, trash receptacles and informational kiosks. It is the intent of the BLM to phase in the facilities as indicated by monitoring visitor use.

The following two trailhead developments were identified in the IP (Map E):

- Ridge Trail Parking Area along Cow Creek Road (south). Space for 20 cars. There would be approximately two open air accessible concrete picnic tables and two concrete picnic tables with metal or wood weather shelters. One two-sided prefab concrete vault toilet. One metal or wood information kiosk would be installed.

Illustration 2 is a conceptual drawing of a possible parking layout for the Ridge Trail Parking Area.

EMERALD MOUNTAIN Special Recreation Management Area



Notes

-  Elk Production Area
Area Occupied by Female Elks from May 15th to June 15th For Calving.
 -  Elk Severe Winter Area
Represents the overall range of Elk where 90% of the individuals are located when the annual snowpack is at its maximum and/or the temps are at a minimum in the two worst winters out of ten.
- * The Elk Production Area occupies the whole site.

Legend

-  Existing Zone Boundary Line
-  Elk Production Area
-  Elk Production\Severe Winter Area
-  Existing Ridge Trail
-  Major Contour USGS
-  Minor Contour USGS
-  Existing Drainage
-  Existing Road
-  Power Line

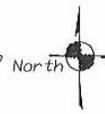
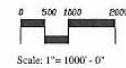
Map D Elk Habitat Emerald Mountain

Rout County, Colorado

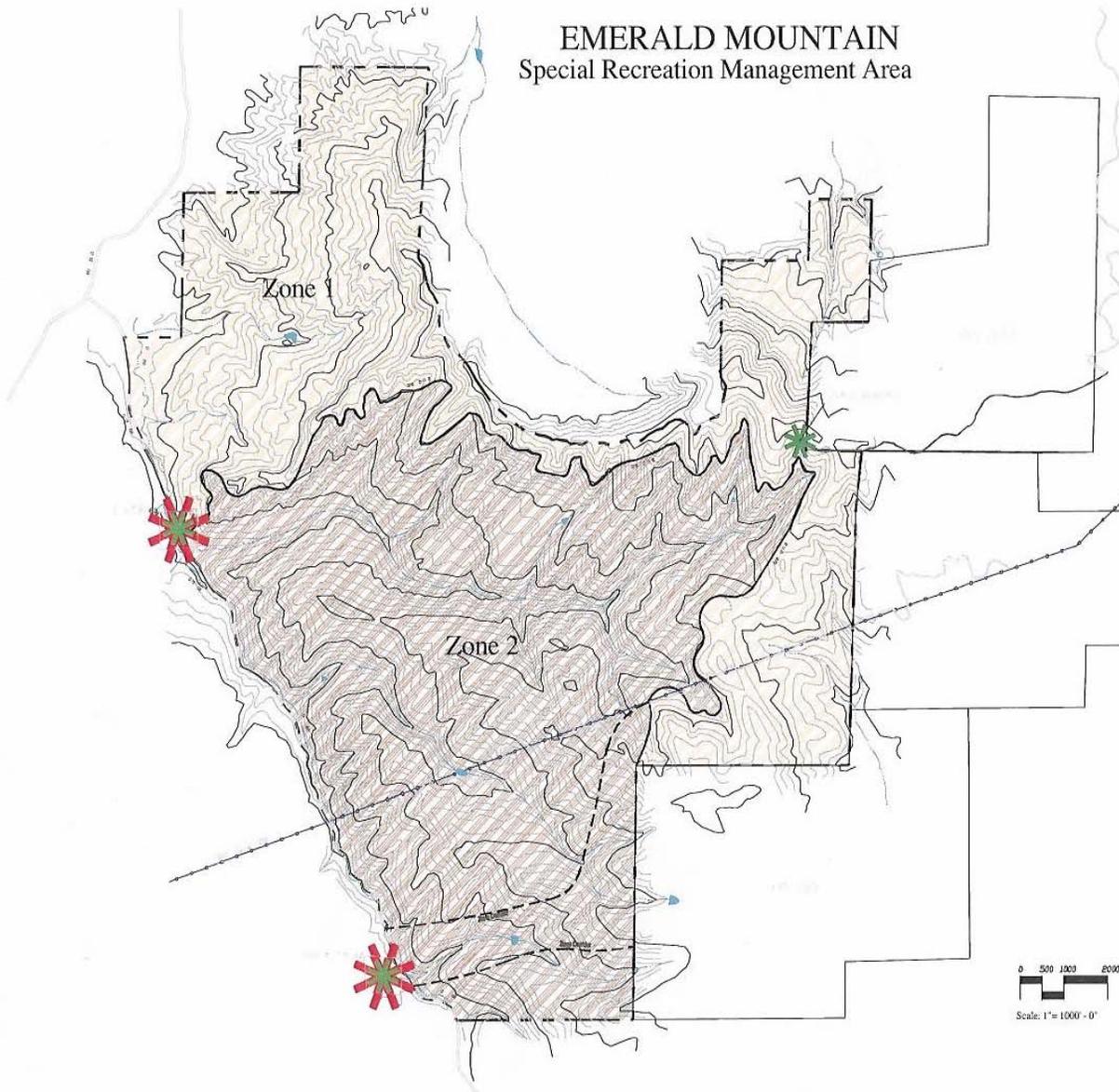
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date: 01/2/06
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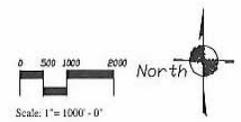


EMERALD MOUNTAIN Special Recreation Management Area



Legend

-  Existing Zone Boundary Line
-  Proposed Zone Corridor
-  Trailhead
-  Informational Kiosk
-  Major Contour USGS
-  Minor Contour USGS
-  Existing Drainage
-  Existing Road
-  Power Line



MAP E Trailheads Emerald Mountain

Front County, Colorado

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Leadville Field Office
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job no. 4577-000
date 03.21.06
revision 08.07.04

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- Moose Draw Trail Parking Area (north). Space for 10 cars. There would be approximately two open air accessible concrete picnic tables and two concrete picnic tables with metal or wood weather shelters. One two-sided prefab concrete vault toilet. One metal or wood information kiosk would be installed.

2. Future Trailhead Facilities

Additional trailhead parking areas and facilities may be proposed by the BLM or community partners through the IP revision process. The BLM would make final decisions on collaborative recommendations by community partners and affected parties on trailhead locations, facilities and construction.

A smaller parking area was identified approximately 200-300 yards to the south of the Ridge Trail Parking Area. There is currently an entrance gate at this location that allows access directly into Zone 1. The area could provide space for 10 vehicles specifically intended for mountain biking use. This would help the potential for inadvertent unauthorized mechanized use in Zone 2 as a result of the Ridge Trail parking area being located right at the zone boundary.

The intention of the IP is to phase in specific projects and facilities as partners, funding, and other resources become available, while including the actions and needs which may affect adjoining land owners including the City of Steamboat Springs, Colorado Division of Wildlife, and private landowners. Appendix A provides a summary of the priorities for each zone that were identified for implementation. This is a listing of possible implementation projects. Construction and/or development of a particular project would depend on assessed need for the project and feasibility.

D. Supplementary Rules

Supplementary rules will be established to 1) achieve resource objectives, 2) protect visitor health and safety, 3) reduce use and user conflicts, and 4) achieve management objectives.

The following rules were identified to implement the Emerald Mountain RMP amendment. These rules and regulations will be published in the Federal Register to supplement the Rules of Conduct found in 43 CFR 8365.

- Zone 2 and trails south of Ridge Trail in Zone 1 will be closed to the public December 1st to June 30th to protect wintering and calving elk.

- Non-working dogs must be on a 6-foot hand held leash or less at all times. Working dogs are allowed off leash only during legal hunting periods with someone legally hunting or when working as cattle dogs.
- No glass containers.
- Controlled fires are allowed at the Trailheads only. All fire appliances must have a control valve; on/off valve that allows the flame to be controlled.
- No target shooting is allowed (including firearms, BB guns, paintball, and bow and arrows).
- Emerald Mountain Special Recreation Management Area is day-use only, sunrise to sunset. Camping and overnight use is prohibited, except for lawful hunting licensed periods for retrieval of legally taken game. Hunters are not allowed to camp overnight.
- No muscle powered mechanized activities are allowed in Zone 2.
- Emerald Mountain SRMA is closed to motorized travel (excludes military, fire, emergency, law enforcement, vehicles authorized by the Authorizing Officer, and vehicles in official use).

The rules of conduct will be posted on site at visitor kiosks. In addition to the above rules and regulations, the following were suggested as part of the management of the parcel. These would also be posted as user etiquette guidelines to prevent additional impacts and maintenance on trails for all users.

- No use when trails are wet.
- No cutting of switchbacks along designated trails.

V. MONITORING

The use and condition of trails, trailheads and facilities will be monitored during the life of the project for compliance with all stipulations and pertinent regulations as well as achievement of identified recreation objectives within each zone.

Most of the monitoring data will be gathered from the sign-in boxes located at the Ridge Trail Parking area and the trailhead connecting to the Blackmere Drive Trail. Data will also be collected from comments obtained from phone calls, public meetings, customer comment cards, and on-the-ground contact with recreational users.

Monitoring data and other information will be compiled, updated, and analyzed at least annually to help in management decisions concerning appropriate uses, education, interpretation, and protection and preservation of natural resources. Corrective actions will be identified and implemented as needed. A suggested checklist for trail inspections is provided in Appendix B. This checklist could be kept in the sign-in box so individuals could perform monitoring of the trails at any time.

Resource monitoring will also be part of this effort and will include the monitoring of weeds, wildlife, use disturbances, etc. BLM could utilize the CDOW assessment of the need for recreation mitigation/use restrictions to protect critical wildlife habitat during essential time periods.

Maintenance will be performed based on the results of the monitoring effort. Minor maintenance includes clearing blow-downs, brushing, marker replacement, litter removal etc.

VI. SPECIAL RECREATION PERMITS/LAND USE PERMITS

Special Recreation Permits (SRPs) are authorizations which allow for recreational uses of the public lands. They are issued as a means to manage visitor use, protect recreational and natural resources, and provide for the health and safety of visitors. SRPs are used to achieve the goals, objectives, and allocations of BLM's land use plans. SRPs would be evaluated and issued on a case by case basis and would be limited if necessary. SRPs are not required for casual recreation use that is consistent with management plan objectives.

A. SRP Types

1. Commercial Use

Commercial use is recreational use of public lands for business or financial gain (i.e., outfitters/guides).

2. Vending

Vending permits are temporary, short-term, non-exclusive, revocable authorizations to sell goods or services in conjunction with a recreation activity.

3. Competitive Use

Competitive use means any organized, sanctioned, or structured use, event, or activity (i.e., mountain bike race) where one or more of the following circumstances occur:

- Participants register, enter, or complete an application for an event in which they compete against one another
- There is a predetermined course or area
- One or more participants contest an established speed or endurance record.

4. Organized group activity and event use.

Organized group and event SRPs are for group outdoor recreation activities or events which are neither commercial nor competitive. The activity or group event is primarily recreational in nature (i.e., clubs, churches, and families holding gatherings, camp-outs, and similar recreational activities).

B. Land Use Permits

Land use authorizations (leases, permits and easements) shall be issued only for uses that conform with BLM management plans, policy, objectives and resource management programs. Conformance with land use authorizations will be determined through the planning process and procedures.

C. Current Permits

The BLM will work directly with grazing permittees to establish appropriate grazing levels and also coordinate with the Colorado Division of Wildlife (CDOW) concerning wildlife management and appropriate hunting levels.

1. Grazing Permits

Livestock grazing by adjacent and local land owners has been an historic use within the SRMA. There are currently two 10-year grazing allotments that are leased to two individual livestock operators. No other permits will be issued at this time since permits are based on forage levels.

2. Commercial (Hunting)

The Emerald Mountain SRMA is located in Game Management Unit (GMU) 131. In 2007, there were three hunting permits issued for this GMU, which includes the Emerald Mountain parcel. It is anticipated that there will be an increase in the number of permits issued as more people become aware of the recreational opportunities on the Emerald Mountain parcel.

The CDOW and Partners could develop a system that allows limited public hunting that would establish the numbers of hunters and harvested animals based on biological data for what the property can sustain.

VII. LAW ENFORCEMENT

The Emerald Mountain SRMA will be patrolled by law enforcement on a regular basis. In addition BLM staff or volunteers will be periodically available to assist visitors and report any illegal activity. Because of limited staff, other law enforcement agencies

could be contacted to provide additional assistance on a regular basis through an Agreement or Memorandum of Understanding.

Rules will be clearly posted at access points to ensure that users are aware of and abide by the rules and regulations for the area. With clearly posted rules it is hoped that users will encourage others to exhibit proper user etiquette on Emerald Mountain.

VIII. EDUCATION/INTERPRETATION

Emerald Mountain's close proximity to the community of Steamboat Springs lends itself as an ideal location for on-site, hands-on learning, and the potential to enhance land stewardship. The BLM will collaborate with local partners to:

- Develop and enhance place-based educational and land stewardship educational opportunities to meet resource management objectives.
- Develop and enhance opportunities to incorporate current Colorado Model Education Standards and/or other applicable guidelines to meet resource management objectives.
- Develop an outdoor education plan.
- Coordinate environmental education opportunities with youth-oriented and educational entities.
- Issue environmental education and interpretation permits as per the current BLM Colorado Special Recreation Permit Handbook to satisfy public demand and protect resource objectives.

At the present time, the non-profit educational group, Yampatika uses Emerald Mountain for educational activities. Other groups can also take advantage of the area.

Additional educational opportunities on Emerald Mountain could be in the form of interpretive sites, interpretive trails or watchable wildlife sites. Environmental and outdoor education opportunities would also be enhanced through wildlife management projects and partnerships.

Education and interpretation can help mitigate conflicts between dispersed recreation activities, natural resources, and critical wildlife habitat.

IX. PARTNERSHIPS

To be most successful, it is envisioned that management of Emerald Mountain will be accomplished with full cooperation and involvement of other governmental entities and interested members of the public. The BLM, City of Steamboat Springs, Routt County, and the Colorado Division of Wildlife all have jurisdictions and responsibilities that are related in some way to management of Emerald Mountain. The Emerald Mountain Partnership, Routt County Riders, other groups and countless individuals have a high degree of interest in how Emerald Mountain is managed. These and other entities can

each bring something to the table to help ensure Emerald Mountain is managed to best meet the needs of the public.

A. Current Partnership(s)

The BLM currently has a Memorandum of Understanding with the City of Steamboat Springs and the Emerald Mountain Partnership. The agreement is to establish a general framework of cooperation upon which the Partners will develop and carry out the Emerald Mountain Implementation Plan and other activities on BLM administered lands.

The objective of the MOU is to serve the targeted recreation markets, achieve outcome-based recreation management objectives, and create the supporting prescribed recreation settings within the SRMA.

B. Future Partnership(s)

An Intergovernmental Agreement (IGA) could be developed amongst governmental entities and a “Friends of Emerald Mountain” non-profit organization could form to help in the management of the SRMA. Appendix C contains a more detailed discussion about IGAs and non-profit organizations.

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Code of Federal Regulations. Public Lands: Interior. 43 CFR 1000 to End. Revised October 2002

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APPENDIX A
Trail Construction and Development Priorities

DRAFT

Recreation Management Zone 1 - Mountain Ridge

PHYSICAL SETTING = Prescribes the character of the LAND and FACILITIES including remoteness, degree of naturalness, and the type and amount of facilities present.

Zone 1 Allow a few modifications in an otherwise naturally appearing landscape with existing primitive roads. Retain the existing characteristic landscape. Develop and maintain a few non-motorized multi-use primitive trails with trail signs and erosion controls. Install interpretive sign at/near trailheads. Provide basic facilities such as parking areas, pit toilets, picnic tables, and day use shelters along Cow Creek road.

Management Actions:	Priority	Where	How (Critical Steps)	When	Who	Other	Costs
Designate, construct and maintain routes open for sustainable, non-motorized, multi-use recreation							
Agate Creek Trail: construct alternative single track route west of the DOW property. Install trail signing and improve existing trail.	A		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	\$10,000
Ridge Trail: construct alternative single track route off of the existing two track road as needed. Install trail signing and improve existing trail.	A		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	\$30,000
Agate Creek Connector Trail. Construct new segments and improve existing trail, provide trail signing	B		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	\$10,000
Twenty Mile Trail (Ridge Loop Trail) (from County Road 33, a.k.a. Twenty Mile Road, to the Ridge Trail): construct new segments and improve existing trail, provide trail signing	B		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	
Construct Ridge Trail parking area/trailhead, day shelter, picnic tables, vault toilet, interpretive signing	B		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	\$120,000

SOCIAL SETTING = Prescribes the character of HUMAN USE and OCCUPANCY including the amount of contact with other people and evidence of their having been present.

Zone 1 Visitors can expect a moderate amount of contacts with others and group sizes averaging up to 12 people per group. Some evidence of visitor use, vehicle tracks and worn vegetation likely.

Management Actions:	Priority	Where	How (Critical Steps)	When	Who	Other	Costs
The management of the area will focus on meeting the above social target, even though increasing use of the area could make this target difficult to maintain.	B	Entire Zone	If monitoring, via user survey & patrols indicates that an increase in people is negatively affecting the achievement of benefits or management objectives, then indirect management actions (ie. signing and public education) could be taken to reduce the number of encounters.	feedback from visitors and patrols	BLM, EMP, volunteers	Indirect methods (i.e. signing and public education) to maintain social setting will be utilized in conjunction with recommendations from the EMP before direct visitor limitations would be considered.	
Conduct periodic visitor survey's and maintain a public input process to achieve regular feedback on the "desire for" and "achievement of" the identified management objectives.	B	Area-wide	BLM & EMP Council to begin planning in 2007 to get funding & researcher to perform surveys beginning in 2008.	When funding and resources are available.	To be determined	To be determined	\$50,000

ADMINISTRATIVE Prescribes the character of the SERVICE DELIVERY SYSTEM including the degree of management control, regulation, and visitor services provided by collaborating partners..

SETTING =

Zone 1 Mechanized and non-mechanized travel allowed on trails. Specially authorized motorized use (permittee, admin., emergency) acceptable. Brochures, maps and some BLM staff/volunteers occasionally available to assist visitors. Periodic enforcement presence. Occasional signing with rules clearly posted at access points. Domestic animals present, non-working dogs must be on a leash. Individual user fees possible.

Management Actions:	Priority	Where	How (Critical Steps)	When	Who	Other	Costs
Ensure that Emerald Mountain is managed in accordance with BLM Special Recreation Management area (SRMA) policy where recreation is the principal management focus	A	Entire Zone	BLM will coordinate with partners on management issues within the Zone		BLM	RMP revised by plan maintenance or amendment	None
Monitoring strategy for physical, biological and social objectives.	Ongoing	Entire Zone	Develop monitoring plan (see attached)		BLM, EMP, Volunteers		\$10,000
Develop Annual Budget	Ongoing	N/A	Utilize implementation plan and other information	Annually	EMP, COSS, BLM		None
Secure Funding for Projects and Operations	Ongoing	N/A	Determine grant application deadlines and budget deadlines.	Ongoing	EMP, COSS, BLM		Unknown

Zone 2 - East Cow Creek

PHYSICAL SETTING = Prescribes the character of the LAND and FACILITIES including remoteness, degree of naturalness, and the type and amount of facilities present.

Zone 2 The area would generally retain its existing remoteness and naturally appearing landscape. Some trails would be marked and maintained. Trailheads with basic toilets would be provided.

Management Actions:	Priority	Where	How (Critical Steps)	When	Who	Other	Costs
Designate, construct and maintain routes open for non-motorized. non-mechanized use.							
Moose Draw Trail. Construct new single track or improve existing connector trail, provide trail signing	B		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	10,000
Moose Draw Trail trailhead and parking area (10 cars), day shelter (1), picnic tables (2), vault toilet, interpretive signing	B		Trail flagging GPS map Cultural Analysis. BLM recreation planner OK required before construction.	When funding and resources are available.	EMP, COSS, BLM, RMYC, volunteers	- Collaboration with community partners - Environmental Assessment (EA)	90,000

SOCIAL SETTING = Prescribes the character of HUMAN USE and OCCUPANCY including the amount of contact with other people and evidence of their having been present.

Zone 2 Visitors would have few encounters with other groups that average 4-6 people per group. Some evidence of visitor use, specially authorized motor vehicle tracks and worn vegetation likely.

Management Actions:	Priority	Where	How (Critical Steps)	When	Who	Other	Costs
The management of the area will focus on meeting the above social target, even though increasing use of the area could make this target difficult to maintain.	B	Entire Zone	If monitoring, via user survey & patrols indicates that an increase in people is negatively affecting the achievement of benefits or management objectives, then indirect management actions (ie. signing and public education) could be taken to reduce the number of encounters.	on-going feedback from visitors and patrols		Indirect methods (ie. signing and public education) to maintain social setting will be utilized in conjunction with recommendations from the EMP before direct visitor limitations would be considered.	
Conduct periodic visitor survey's and maintain a public input process to achieve regular feedback on the "desire for" and "achievement of" the identified management objectives.	B	Area-wide	BLM & EMP Council to begin planning in 2007 to get funding & researcher to perform a survey in 2008.	2008 implementation	BLM, EMP, volunteers	To be determined	\$50,000

ADMINISTRATIVE Prescribes the character of the SERVICE DELIVERY SYSTEM including the degree of management control, regulation, and visitor services provided by collaborating partners..

SETTING =

Zone 2 Non- mechanized use allowed. Specially authorized motorized use (permittee, admin., emergency) acceptable. Brochures, maps and some BLM staff/volunteer occasionally available to assist visitors. Periodic enforcement presence. Occasional signing with rules clearly posted at access points. Domestic animals present, non-working dogs must be on a leash. Individual user fees possible.

Management Actions:	Priority	Where	How (Critical Steps	When	Who	Other	Costs
Ensure that Emerald Mountain is managed in accordance with BLM Special Recreation Management area (SRMA) policy where recreation is the principal management focus	A	Entire Zone	BLM will coordinate with partners on management issues within the Zone		BLM	RMP revised by plan maintenance or amendment	None
Monitoring strategy for physical, biological and social objectives.	Ongoing	Entire Zone	Develop monitoring plan		BLM, EMP, Volunteers		\$10000
Develop Annual Budget	Ongoing	N/A	Utilize implementation plan and other information	Annually	EMP, COSS, BLM		None
Secure Funding for Projects and Operations	Ongoing	N/A	Determine grant application deadlines and budget deadlines.	Ongoing	EMP, COSS, BLM		Unknown

APPENDIX B

Trail Inspection Checklist

Trail name _____

Segment _____

Date _____

Inspector _____

Checklist: Observations and recommended action:

Brushing adequate? _____

Mowing adequate? _____

Obstructions or blowdowns? _____

Markers present and intact? _____

Tread condition? _____

Water draining properly? _____

Stream crossings impacted? _____

Illegal activity? _____

Litter? _____

Safety hazards? _____

Other _____

APPENDIX C

Intergovernmental Agreements and Nonprofit Organizations

A. Intergovernmental Agreements (IGAs)

One of the most common methods for neighboring and overlapping jurisdictions to cooperate is for them to enter into intergovernmental agreements with one another. These agreements may take a variety of forms. The most common form involves a formal contract for services between two or more jurisdictions under which one government entity agrees to provide a service to another government entity for an agreed price. IGAs may also take the form of a joint service agreement where two or more jurisdictions join forces to plan, finance and deliver a service within the boundaries of all participating jurisdictions. Finally, governments may also enter into various types of service exchange arrangements under which participating jurisdictions agree to lend services to one another, generally without any payment being required. Examples of this type of arrangement are mutual aid agreements for emergency services that exist between many jurisdictions in this state.

IGAs contain a broad authorization for any one or more public agencies to contract with any one or more other public agencies to perform any governmental activity or service which each agency is authorized by law to perform individually. Public agency is very broadly defined as any agency, political subdivision, or unit of local government of this state. This includes municipal corporations, special purpose districts, local service districts, any agency of the state government, any agency of the United States, any Indian Tribe recognized as such by the federal government, and any political subdivision of another state. This means a city may contract with another city, the county, a special district, an agency of state government and so on.

This also means that a very wide range of services and activities may be the subject of the contract. Some common examples are law enforcement services, fire protection services, jail services, court services, emergency dispatch services, building inspections and code enforcement. It is also possible to contract for joint use of equipment, buildings or personnel under an IGA.

There are three basic types of IGAs.

1. Understood Contract: Its most common use occurs between two smaller neighboring towns or an isolated town and its county or nearby fire protection district. This usually takes the form of a mutual aid agreement but in this context there is no definite written contract but merely an informal understanding. This friendly agreement to provide aid carries a decided hazard, however, which bears careful consideration by administrators. In the event of an emergency, the

provider may be unable to answer a summons for help because of a formalized contract with another who is also requesting service. Then, too, there is no recourse for services which are not provided or services provided in a very casual or minimal manner.

2. Service Contract: Under this arrangement, one unit of local government contracts with another to provide one or more services for a stated amount. The terms of the contract are negotiated and formalized in a written agreement. One city or other entity is the supplier of the service and the other pays for the service. This is the most common method of intergovernmental contracting.

3. Joint Agreement: This method is distinguished from the service contract in that responsibility for the performance of a particular function or the operation and construction of a facility would be shared through the creation of an administrative vehicle to handle service responsibilities; e.g., a board consisting of representatives of each participating governmental unit. The joint agreement may be spelled out through a contract, generally authorized by ordinance, following procedures established in the Act, which spells out the details at local discretion. This approach leaves a good deal of flexibility so that local officials can tailor the program to reflect their own needs and sensitivities.

There are number of advantages to IGAs.

1. Increased efficiency can be attained by establishing optimum-size operating units on a function-by-function basis.
2. Underutilized and expensive equipment, facilities and manpower can be shared. Seldom used or expensive facilities and equipment and specialized personnel may be better utilized.
3. A local government can obtain a service or a product which it cannot produce itself or can produce only at a prohibitively high cost.
4. Duplication of efforts may be eliminated and overall service efficiency increased.
5. A problem affecting several local governments can be solved without changing the basic structure of the local government system.
6. Intergovernmental service arrangements can enhance the service capabilities of small local governments by allowing them to provide specialized services to their residents that they may not otherwise be able to afford.

7. Intergovernmental service contracts allow local governments to avoid start-up costs of purchasing new equipment or hiring staff to provide a particular service.

There are also some limitations on the use of IGAs.

1. Poorly drafted agreements which do not provide adequate definitions of expected service levels and contractor responsibilities can cause friction between participating jurisdictions.
2. Smaller jurisdictions contracting for services from a larger jurisdiction may fear loss of control over service delivery. Clearly drawn contract specifications may somewhat reduce this problem.
3. It may be difficult to distribute costs and services equitably among participating agencies.
4. Retirement, insurance, and other overhead costs may be difficult to compute and distribute.
5. Personnel dislocations are sometimes involved. This is particularly true if a service that is being contracted out has traditionally been performed by city employees.

B. Nonprofit Organizations

A nonprofit organization is formed for the purpose of serving a public or mutual benefit other than the pursuit or accumulation of profits for owners or investors. The nonprofit sector is a collection of entities that are organizations; private as opposed to governmental; nonprofit distributing; self-governing; voluntary; and of public benefit. The nonprofit sector is often referred to as the third sector, independent sector, voluntary sector, philanthropic sector, social sector, tax-exempt sector, or the charitable sector. Nonprofit organizations are usually classified as either member serving (addressing the needs of only a select number of individuals) or public. They take many forms:

Charities - e.g. American Red Cross, Salvation Army, YMCA

Foundations - e.g., W.K. Kellogg Foundation, Ford Foundation, community foundations

Social Welfare or Advocacy Organizations - e.g., National Association for the Advancement of

Colored People (NAACP), American Civil Liberties Union (ACLU), National Rifle Association (NRA)

Professional/Trade Associations - e.g., Chamber of Commerce, American Medical Association (AMA)

Religious Organizations - e.g., churches

Almost all nonprofits are exempt from federal corporate income taxes. Most are also exempt from state and local property and sales taxes. Nonprofits have received this status because they relieve the government of its burden, benefit society, or fall under the provision of separation of church and state. It is important to point out that nonprofit organizations are not prohibited from making a profit. The IRS does however restrict what organizations can do with its “profits.” All money must go back into the operation of the organization. Profits cannot be disseminated among owners or investors.

On average, nonprofit organizations receive approximately ten percent of their income from donations. There is a common belief by the general public that this percentage is much higher. In fact, many believe nonprofit organizations receive the bulk of their income from donations. In reality, most of the income received by nonprofits is generated from fees for services, sale of products, or earned interest on investments. The second highest source of income is government grants or contracts. Private giving is merely the third highest source of income for nonprofit organizations. However, a large number of American citizens contribute to nonprofit organizations. In 1998, a reported 70% of households contributed to charity.

The success of a foundation is based on how successful they are at raising capital. It is critical that the foundation president, and to a lesser extent, the board members, be connected to the philanthropic sector of the community. Being able to approach people with money is the key to the early successes of the foundation. Being able to infuse money into the foundation is the most important part of setting up a successful foundation.

Volunteerism is a key component for nonprofit organizations. Volunteers serve a variety of roles within organizations. Most notably, nonprofit organizations are each governed by a volunteer board of directors. Volunteers are also utilized as fundraisers, service delivery staff, staff management, and in numerous other capacities. Volunteers bring personal experiences and professional expertise to enhance the nonprofit organization. In 1998, it is estimated that 109 million Americans volunteered an average of 3.5 hours per week in nonprofit organizations. These groups include:

- Arts & Humanities
- Charities
- Civil Society
- Education
- Health Care
- Public Policy
- Public Service
- Religion
- Social Services
- Tax Law

Nonprofit corporations are entitled to grants, tax exemptions, and limited liability protection. Nonprofit (or not-for-profit) corporations work well for all sorts of groups, from artists and musicians to people active in education, health, and community services. Often the reason for obtaining nonprofit status is simple -- it's usually a requirement for obtaining funds from government agencies and private foundations. Obtaining grants, however, is not the only reason to incorporate as a nonprofit.

Many nonprofit groups seek nonprofit corporate status to obtain exemptions from federal and state income taxes. The most common federal tax exemption for nonprofits comes from Section 501(c)(3) of the Internal Revenue Code, which is why nonprofits are sometimes called 501(c)(3) corporations. If a group obtains tax-exempt status, not only is it free from paying taxes on all income from activities related to its nonprofit purpose, but people and organizations that donate to the nonprofit can take a tax deduction for their contributions.

Forming a nonprofit corporation normally protects the directors, officers, and members of the nonprofit from personal liability for the corporation's debts and other obligations. Called limited liability, this shield ensures that anyone who obtains a judgment against the nonprofit can reach only the assets of the corporation, not the bank accounts, houses, or other property owned by the individuals who manage, work for, or participate in the business.

The benefits of a nonprofit organization could greatly benefit the development of the Emerald Mountain project. The benefits of a nonprofit group or a foundation have been the success stories of many projects such as the Platte River Greenway in Denver and the Atlanta Greenway in Georgia. These organizations have catapulted them into the some of the most notable recreation projects in the US.

A community centered nonprofit group could build a tremendous support base once the public realizes the benefits of the Emerald Mountain project. A board of directors composed of influential and motivated local citizens could inspire the public to support the project both financially and as volunteers. They could also prioritize and fund without having to go through the bidding process, thus serving as a valuable implementation arm of the IGA.

A successful nonprofit organization or foundation would be a win-win for everyone involved.

Appendix D – Meeting Notes