

**Lands with Wilderness Characteristics Report:
Bills Creek
COF-020-069**

Section 201 of FLPMA requires the BLM to maintain on a continuing basis an inventory of all public lands and their resources and other values, which includes wilderness characteristics. It also provides that the preparation and maintenance of the inventory shall not, of itself, change or prevent change of the management or use of public lands. Regardless of past inventory, the BLM must maintain and update as necessary, its inventory of wilderness resources on public lands. In some circumstances, conditions relating to wilderness characteristics may have changed over time, and an area that was once determined to lack wilderness characteristics may now possess them. BLM Manual 6310 ‘Conducting Wilderness Characteristics Inventory on BLM Lands’ is the policy that provides guidance on conducting this inventory process.

Following BLM guidance the Royal Gorge Field Office conducted an inventory in 2013 and found that the unit did not meet the criteria for having wilderness characteristics. Per policy, the public has the opportunity to provide new information regarding wilderness characteristics that the BLM must evaluate and consider. New information that meets the minimum standard for further review was submitted by Wild Connections on May 6, 2015 contending that 1,101 acres meet the criteria. This report reflects an updated inventory that combines BLM’s 2013 findings and an evaluation of the data submitted by Wild Connections in their Badger Creek, Jack Hall Mountain report. Because Wild Connections combined two areas in their report, the acreage appears different in their report.

Inventory Effort	Acreage Inventoried	Wilderness Characteristics Acreage
BLM 2013 Inventory	1,101.0	0
Wild Connections Inventory	1,101.0	1,101.0
BLM 2015 Evaluation Conclusions	1,101.0	0

**Form 1: Document Wilderness Characteristics Inventory Findings on Record
(Refers to Original 1980's Inventory Effort)**

Is there existing BLM wilderness characteristics inventory information on all or part of this area?

NO X (If no, go to form 2)

YES If yes, and if the area has subunits within the broader area, list the unique identifiers for each of those subunits:

Inventory Source:

Inventory Area Unique Identifier(s): 003-005

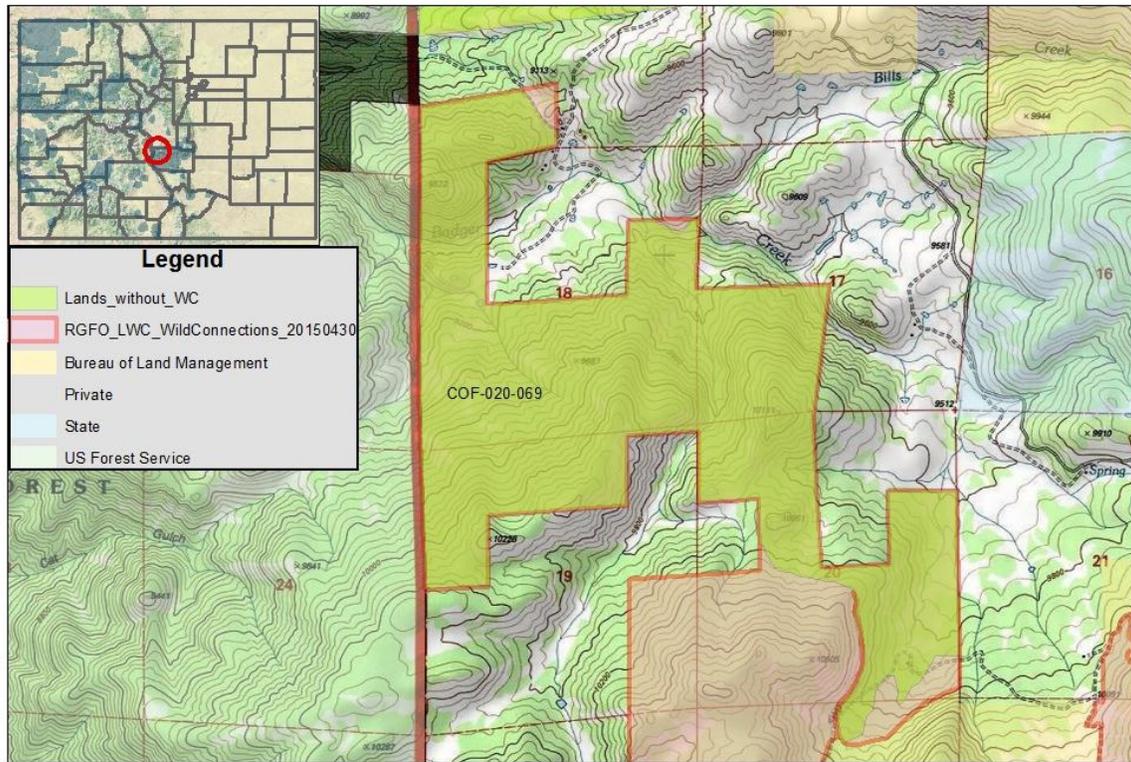
Map Name(s)/Number(s): _____

BLM District(s)/Field Office(s): Front Range District/ Royal Gorge Field Office

BLM Inventory findings on record: Document existing inventory information regarding wilderness characteristics (if more than one BLM inventory area is associated with the area, list each area and answer each question individually for each inventory area):

Document BLM Wilderness Characteristics Findings on Record (Historic Findings)					
Inventory Source Document:					
Area Unique Identifier	Sufficient Size? (YES/NO & acres)	Naturalness (YES/NO)	Outstanding Opportunities for Solitude (YES/NO)	Outstanding opportunities for primitive & unconfined recreation (YES/NO)	Supplemental Values? (YES/NO)
COF-020-069	No	N/A	N/A	N/A	N/A

Map 1 Bills Creek 2013 inventory did not have LWC compared to new information that did



COF-020-069, Bills Creek
2013 Inventory compared to
new information



NOTE TO MAP USERS
No warrantee is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of the data layers shown on this map. The official land records of the data providers should be checked for current status on any specific tract of land.

Map by L Skinner 11/9/2015

Form 2: Current Conditions: Presence or Absence of Wilderness Characteristics

Area Unique Identifier: COF-020-069, Bills Creek

Acreage: 1,011.0 acres

1. Is the area of sufficient size? :

Yes _____ No X_____

The 2013 inventory had assumed that the Bills Creek area was contiguous with the United States Forest Service (USFS) (managed by the Pike/San Isabel National Forest) roadless recommended wilderness and met the size exception 2.a.i.

After a 2015 meeting on site including BLM staff and a group from Wild Connections, our discussion disclosed that the adjacent USFS public land has not been officially designated as a roadless or wilderness area. For this reason, COF-020-069, Bills Creek does not meet the sufficient size criteria for Lands with Wilderness Characteristics therefore further analysis is not needed. For future reference, the 2015 route analysis for CO-020-069-B has been added.

The unit, COF-020-069, is bounded as follows:

- The north, east, west, and south edges are bounded by property line other than BLM management;
- The north eastern corner is defined by wilderness inventory road, CO-020-069-A;
- The southeastern edge is defined by wilderness inventory road BLM 5850, Jack Hall Road.

2. Does the area appear to be natural?

Yes _____ No _____ NA X_____

3. Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for solitude?

Yes _____ No _____ NA X_____

4. Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for primitive and unconfined recreation?

Yes _____ No _____ NA X_____

5. Does the area have supplemental values?

Yes X_____ No _____ NA X_____

Summary of Analysis:

Unique Identifier: COF-020-069, Bills Creek

Acreage: 1,011.0 acres

Results of Analysis:

Inventory concluded that the 1,011.0 acre unit does not possess wilderness characteristics. The area does not meet the size requirements or exceptions.

The unit, COF-020-069, is bounded as follows:

- The north, east, west and south edges are bounded by property line other than BLM management;
- The north eastern corner is defined by wilderness inventory road, CO-020-069-A
- The southeastern edge is defined by wilderness inventory road BLM 5859, Jack Hall Road.
- The unit is found in parts of the sections listed in the following townships;
 - o T. 50. N. R. 11 E. Sections: 7, 17, 18, 19, 20, 29

- Does the area meet size requirements or exceptions? Yes _____ No X
- Does the area appear natural? Yes _____ No _____ NA X
- Does the area offer outstanding opportunities for solitude or a primitive and unconfined type of recreation? Yes _____ No _____ NA X
- Does the area have supplemental value? Yes _____ No _____ NA X

Check one:

The area, or a portion of the area, has wilderness characteristics and is identified as land with wilderness characteristics.

The area does not have wilderness characteristics.

This does not represent a formal land use allocation or a final agency decision, and does not represent a decision in regard to how the area will be managed or address impacts of management decisions.

Prepared by:

Evaluator: Janine Prout/Recreation Technician

Date: May 30, 2013

Evaluator: Kalem Lenard/ Outdoor Recreation Planner

Date: July 30, 2013

Evaluator: Ken Reed/ Forester

Date: August 28, 2013

Evaluator: Jeff Williams/ Rangeland Management Specialist

Date: September 9, 2013

Evaluator: Matt Rustand/Wildlife Biologist

Date: Sept 11, 2013

Evaluator: Linda Skinner / Outdoor Recreation Planner

Date: October 23, 2015

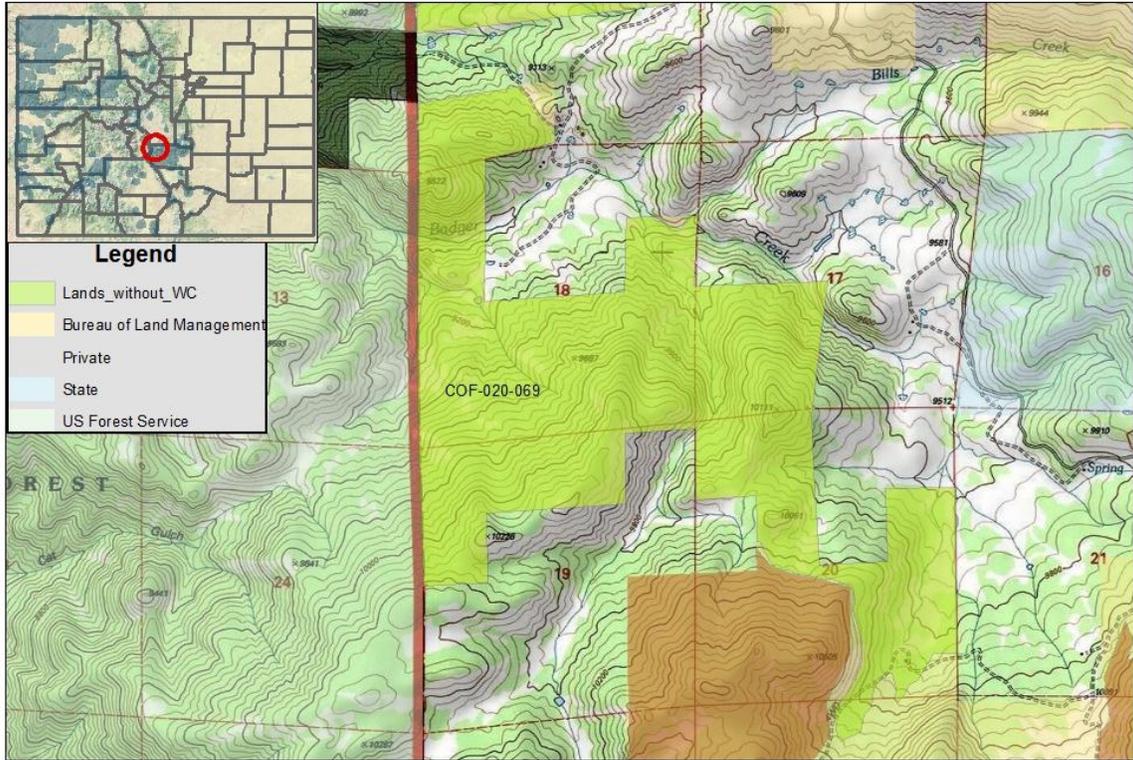
Evaluator: Kalem Lenard/ Outdoor Recreation Planner

Date: October 23, 2015

Evaluator: Ken Reed/ Forester

Date: October 23, 2015

Map 2 Bills Creek 2015 Inventory



COF-020-069, Bills Creek
2015 Inventory



NOTE TO MAP USERS

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Map by L Skinner 11/9/2015

Form 3: Route Analysis:

The Route Analysis includes factors to consider when determining whether a route is a road for wilderness characteristics inventory purposes. For the purposes of this analysis, use the following definition of a “road”. This definition is drawn from and the FLPMA legislative history and historic BLM inventory direction.

Road: An access route which has been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

- a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.
- b. Mechanical means – Use of hand or power machinery or tools.
- c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources, access roads to maintained recreation sites or facilities, or access roads to mining claims.

If a portion of a route is found to meet the wilderness inventory road criteria (see Part III) and the remainder does not meet these criteria (e.g., a cherrystem road with a primitive route continuing beyond a certain point), identify each segment and explain the rationale for the separate findings.

Wilderness Characteristics Inventory Area Unique Identifier: COF-020-069, Bills Creek
Route or Route Segment Name and/or Identifier: BLM 5850, CO-020-069-A-D

I. LOCATION:

Refer to attached map and BLM corporate data (GIS). List photo point references (where applicable) or reference attached photo log:

Map Title: Unit, COF-020-069, Bills Creek Wilderness Inventory Map
Map Date: 2013

Describe:

The map shows the parcel inventoried for wilderness characteristics and routes and photo points collected by GPS

II. ROUTE CONTEXT

The purpose of a route is not a deciding factor in determining whether a route is a road for wilderness characteristics inventory purposes. The purpose of a route does provide context for factors on which such a determination may be based, particularly the question of whether maintenance of the route ensures relatively regular and continuous use. The purpose also helps to determine whether maintenance that may so far have been unnecessary to ensure such use would be approved by BLM when the need arises.

- A. Current Purpose of Route: (Examples: rangeland/livestock improvements (stock tank, developed spring, reservoir, fence, corral), inholdings (ranch, farmhouse), mine site, concentrated use site (camp site), recreation, utilities (transmission line, telephone, pipeline), administrative (project maintenance, communication site, vegetation treatment)).

Describe:

BLM 5850: Is currently used to access a ranch inholding.

CO-020-069-A: is currently used to access a ranch inholding.

CO-020-069-B: used for BLM administrative access and access for grazing permittee.

CO-020-069-C: recreation use, during hunting season, and access for range use.

CO-020-039-D: no current use, historically used to access ranch inholding.

B. Right-of-Way (ROW):

B.1. Is there a ROW associated with this route?

Yes No Unknown

If yes, what is the stated purpose of the ROW?

B.2. Is the ROW still being used for this purpose?

Yes No Unknown or N/A

Explain:

- BLM 5850 has a ROW that is currently being used, it is serial # C44106 15.
- CO-020-069-A has a ROW associated with it, and is in current use. The serial # is COC 55896.
- CO-020-069-B-D does not have ROW associated with them.

III. WILDERNESS INVENTORY ROAD CRITERIA

A. Is there evidence of construction or improvement using mechanical means?

Yes, if either III.A.1 *or* III.A.2 is checked "yes" below

No, if both III.A.1 *and* III.A.2 are checked "no" below

A.1. Construction: Is there evidence that the route or route segment was originally constructed using mechanical means?

Yes No

Examples (partial list):

Paved Bladed Graveled Roadside Berms Cut/Fill Other

Describe:

- BLM 5850: Has been mechanically constructed, by use of blade and dozer.
- CO-020-069-A: Has been mechanically constructed by use of blade.

- CO-020-069-B: Has evidence of mechanical construction by cut/fill.
- CO-020-069-C: Has no evidence of mechanical construction.
- CO-020-039-D: Has no evidence of mechanical construction.

A.2. Improvements: Is there evidence of improvements using mechanical means to facilitate access?

Yes If "yes", improvements by? Hand Tools by Machine
 No

Examples (partial list):

Culverts Built Stream Crossings Bridges Drainage Barriers

Describe:

- BLM 5850: Has been mechanically improved, by use of blade and dozer.
- CO-020-069-A: Has been mechanically improved by use of blade.
- CO-020-069-B: Has no evidence of mechanical improvements.
- CO-020-069-C: Has no evidence of mechanical improvements.
- CO-020-039-D: Has no evidence of mechanical improvements.

B. Maintenance: Is there evidence of maintenance that would ensure *relatively* regular and continuous use?

Yes, if either III.B.1 *or* III.B.2 is checked "yes" below
 No, if both III.B.1 *and* III.B.2 are checked "no" below

B.1. Is there evidence or documentation of maintenance using hand tools or machinery?

Yes If "yes", maintenance by? Hand Tools by Machine
 No

Explain:

- BLM 5850: is maintained for regular and continuous use.
- CO-020-069-A: is maintained for regular and continuous use.
- CO-020-069-B: is maintained for regular and continuous use.

B.2. If the route or route segment is in good condition, but there is no evidence of maintenance, would mechanical maintenance with hand tools or machines be approved by BLM to meet the purpose(s) of the route in the event this route became impassable? "Good condition" would be a condition that ensures regular and continuous use relative to the purposes of the route. Consider whether the route can be clearly followed in the field over its entire course and whether all or any portion of the route contains any impediments to travel.

Yes No

Explain:

- BLM 5850: BLM would maintain if became impassable.
- CO-020-069-A: BLM would maintain if became impassable.
- CO-020-069-B: BLM would maintain if became impassable.

C. Relatively regular and continuous use: Does the route or route segment ensure relatively regular and continuous use?

Yes No

Explain: Describe evidence (e.g., direct: vehicles or vehicle tracks observed; or indirect: evidence of use associated with purpose of the route such as maintenance of facility that route accesses) and other rationale for whether use has occurred and will continue to occur on a *relatively* regular basis (regular and continuous use relative to the purpose(s) of the route). Include estimate of travel rates for the stated purposes (e.g., trips per day, week, month, season, year, or even multiple years in some facility maintenance cases).

- BLM 5850: has regular and continuous use, 20-30 times a month.
- CO-020-069-A: has regular and continuous use, 20-30 times a month
- CO-020-069-B: has regular and continuous use, 10-20 times a month

IV. CONCLUSION:

Does the route or route segment meet the definition of a wilderness inventory road (i.e., are items III.A and III.B and III.C all checked yes)? If part of the route meets the wilderness inventory road definition and the remainder does not, describe the segment meeting the definition and any remaining portion not meeting the definition and why. Also, describe and explain rationale for any discrepancies with citizen proposals.

Yes = Wilderness Inventory Road

Explain:

- BLM 5850: is a wilderness inventory road.
- CO-020-069-A: is a wilderness inventory road.
- CO-020-069-B: is a wilderness inventory road.

No = Not a road for wilderness inventory purposes

- CO-020-069-C: Does not meet the wilderness inventory road criteria.
- CO-020-039-D: Does not meet the wilderness inventory road criteria.

Evaluator:

Janine Prout/ Recreation Assistant
Linda Skinner/ Outdoor Recreation Planner

Date: August 27, 2013
Date: October 23, 2015

PHOTO LOG

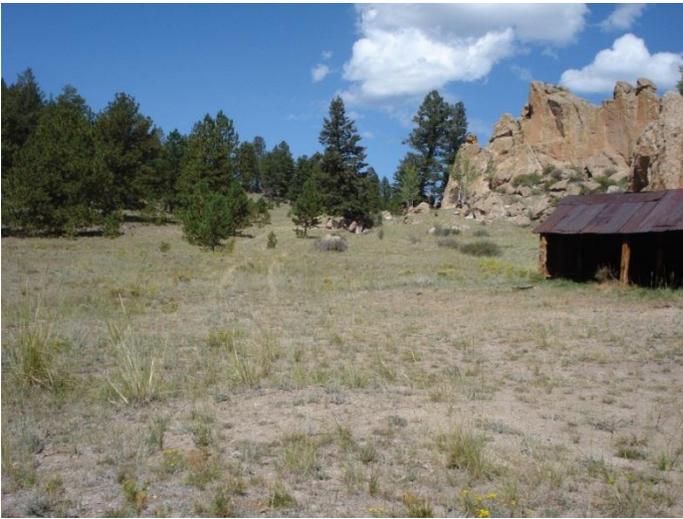
Photographer(s): Janine Prout/ Recreation Technician

Inventory Area Unique Identifier: **COF-020-069, Bills Creek**

Date	Frame #	Camera Direc.	Description	GPS/UT M Location	Township	Range	Sec.	Photo Point #
8/28/2012	DSC03422	S	Beginning of route	See Map	T 50N	R 11E	18	1
8/28/2012	DSC03425	N	Road condition	See Map	T 50N	R 11E	7	2
8/28/2012	DSC03426	SE	Route condition	See Map	T 50N	R 11E	7	3



#1



#2



#3

PHOTO LOG

Photographer(s): **Linda Skinner/ Outdoor Recreation Planner**

Inventory Area Unique Identifier: **COF-020-069, Bills Creek**

Date	Frame #	Camera Direc.	Description	GPS/UTM Location	Township	Range	Sec.	Photo Point #
9/16/2015	JH_4_069-B	NE	End of route	N 4,269209.755509 E 431526.35264	T 50N	R 11E	18	4
9/16/2015	JH_5_069-B	N	Road condition	N 4,269209.755509 E 431526.35264	T 50N	R 11E	18	5

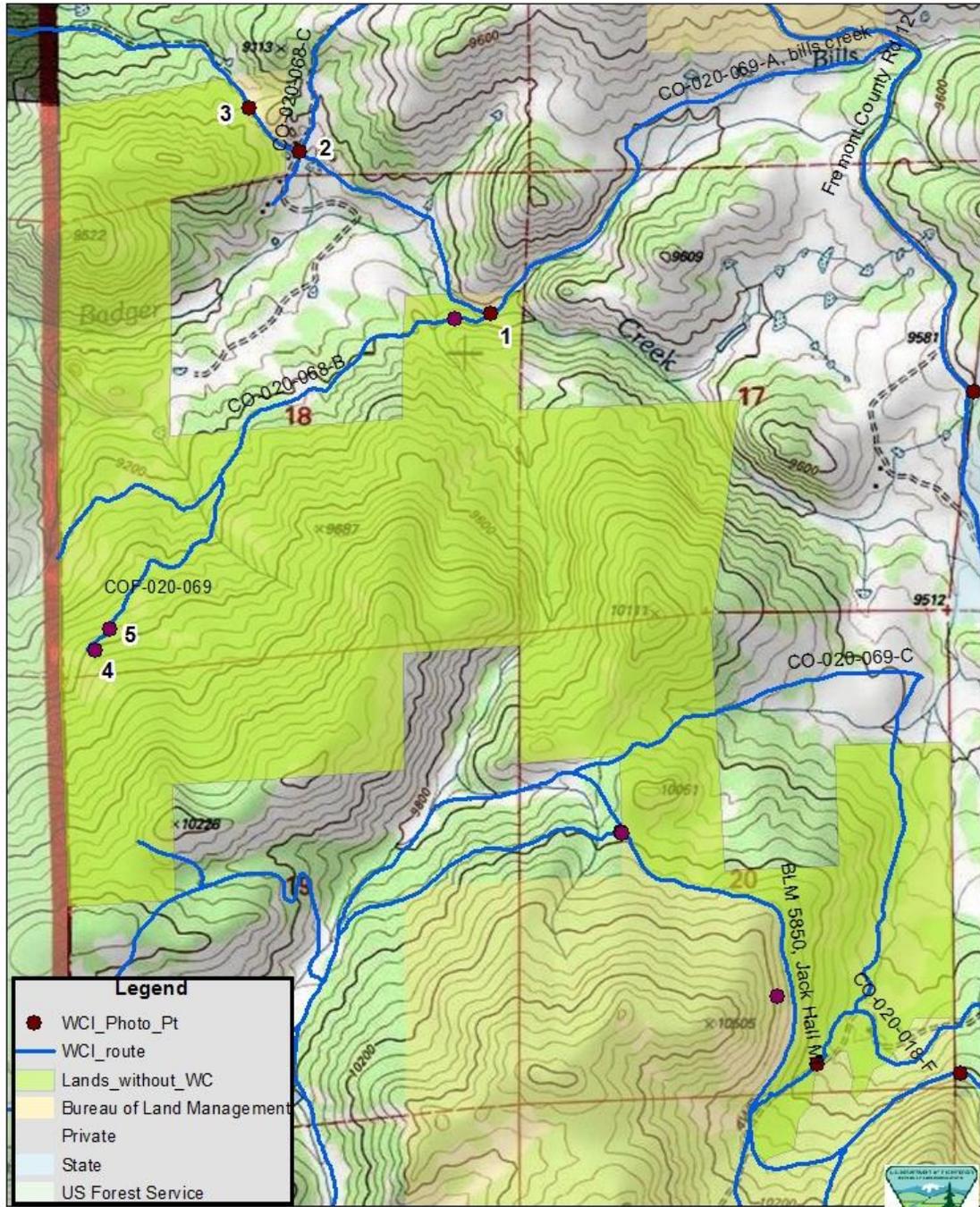
JH_4_069-B



JH_5_069-B



Map 3 Bills Creek photo points, 2015



COF-020-069 Bills Creek
2015 Inventory

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Royal Gorge Field Office Lands with Wilderness Characteristics Inventory, 2015: Evaluation of new information

Assessment and Determination

The BLM Royal Gorge Field Office followed manual 6310 in the performance of inventory for lands with wilderness characteristics. In response to new information submitted in May, 2015 by Wild Connections, the 2013 inventory was re-evaluated. A final review was made by comparing existing data and when needed additional field trips were taken to collect data by GPS, inventory forms, and photo points. Resource specialists were also consulted to determine if the conclusion reached in the 2013 inventory remains valid, or whether changes should occur. The above report documents those findings for the following area(s):

Unit ID	Unit Name	Total BLM acreage inventoried	Acreage with Wilderness Characteristics	Acreage without Wilderness Characteristics
COF-020-069	Bills Creek	1,011.0	0	1,011.0

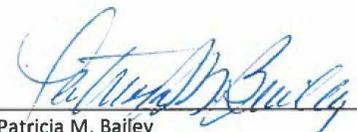
Review:

I have reviewed the inventory results, reports, photos, and maps for the above Lands with Wilderness Characteristics and concur with the findings as submitted.



James Kalem Lenard
Outdoor Recreation Planner, Royal Gorge Field Office

Date: 11/17/15



Patricia M. Bailey
Field Manager (Acting)
Royal Gorge Field Office

Date: 12/17/15