

America's Healthy Future ***Managing for Beneficial Outcomes***



**Recreation and Visitor Services
Advisory Team**

2008 Accomplishment Report





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**It is often said the great western lands of the United States,
and the values they stir, define the spirit of America.**

Purpose

The Recreation and Visitor Services Advisory Team (RVSAT) provides advice to the Bureau of Land Management's (BLM) National Recreation and Visitor Services Division and Executive Leadership Team regarding recreation and visitor services priorities, policies, programs, and budget direction to facilitate a strategic implementation approach, at all organizational levels, in support of the BLM's primary mission and long-term goals.

As a nationally chartered team, the RVSAT has four primary goals:

- To determine efficient and cost-effective means for improving the BLM's Recreation and Visitor Services programs and provide recommendations to management for strengthening and advancing program capabilities and coordination.
- To identify recreation- and visitor services-related issues affecting the BLM public lands and coordinate development of resolution strategies and national policy recommendations for management consideration.
- To provide periodic review of the BLM's Priorities for Recreation and Visitor Services Workplan and make recommendations for implementing strategic actions via an annual action plan; and
- To report recreation program accomplishments annually to, and solicit feedback from, management, staff and constituents.

The membership of RVSAT is comprised of 16 members, including the 12 state recreation program leads and representatives from WO250 (Bob Ratcliffe and Gary Marsh), National Landscape Conservation System (Marietta Eaton), Engineering Advisory Team (Terresa Reed) and Field Committee or Executive Leadership Team (Tom Dyer). The Field Committee currently requires that all sanctioned chartered groups or teams provide an annual report to the Committee.

RVSAT primarily works through consensus or simple majority vote to address implementation and makes recommendations for:

- 1) Determining specific assignments for action prioritization, coordination and implementation;
- 2) Identifying benchmark target dates for action initiation and/or completion;
- 3) Recommending resources, including funding, to bring about action accomplishment;
- 4) Assessing effectiveness through program monitoring, evaluation and adjustment; and
- 5) Reporting national program and RVSAT accomplishments to the Field Committee. Both the RVSAT report and the national program accomplishments report (compiled by the Washington Office) will be done in collaboration and posted on the national Recreation and Visitor Services program website.

Moving Toward a More Effective Framework for Recreation Management: A Brief History of Benefits Based Management, RVSAT, and the BLM's National Recreation and Visitor Services Program

For years, the BLM's management of public lands recreation has been a diverse array of programs and projects driven primarily by a variety of constituent interests and made up of a variety of recreation activity-based sub-programs and systems. These activity-focused programs related to:

- Specific activities and constituencies (mountain biking, off-highway vehicles, climbing, hunting etc...),
- Individual attractions management (incl. watchable wildlife, dunes, caves, heritage resources, etc...),
- Demand for visitor services (interpretation, information, education, accessibility, visitor centers, facilities etc...),
- Numerous special initiatives (incl. Scenic Byways, National Public Lands Day, Challenge Cost Share, Fee Demo etc...),
- Expansion of special congressional and administrative designations (National Monuments, National Conservation Areas, Wilderness, National Trails and Wild and Scenic Rivers), and
- Various management and planning tools and systems (Limits of Acceptable Change, Visual Resource Management, and Comprehensive Travel Management).

These examples illustrate the breadth and complexity of BLM's Recreation and Visitor Services program drivers and structure. This historic program makeup developed in direct response to the growth of public lands recreation use and corresponding expressions of interest from organized user and interest groups. It was logical for the program to develop around those expressions of interest and external demands. Rather than a cohesive strategic approach, the advancement of individual programs and projects became the program's principal ends. While this arrangement met the many immediate desires of both external publics and internal program advocates, it isolated many otherwise interrelated program functions and had them working against each other. It resulted in a reactive rather than proactive approach in management of public land recreation amenities and resources. It also resulted in a disjointed application of programs that in the process, it uncoupled important functional linkages and caused undesired outcomes and effects. Ultimately, BLM recreation professionals, the public and communities alike began identifying a slow erosion of high quality outdoor recreation opportunities, loss of critical recreation settings and landscape character, and increased recreation conflicts and environmental impacts. The resulting "stove pipe" program structure had turned out to be neither as efficient nor as effective as it needs to be to maintain and enhance recreation opportunities on public lands.

The program needed to refocus on what the end outcome and long-term goals for public land management for recreation values should be. The program needed a strategic framework that would reconfigure how it managed its programs so that it clearly addressed the kinds of beneficial outcomes that are most important to visitors and affected community residents. The growing demand for public land recreation resources,

Within the past five years, RVSAT has been involved in several program and policy documents to improve program integration, including the following:

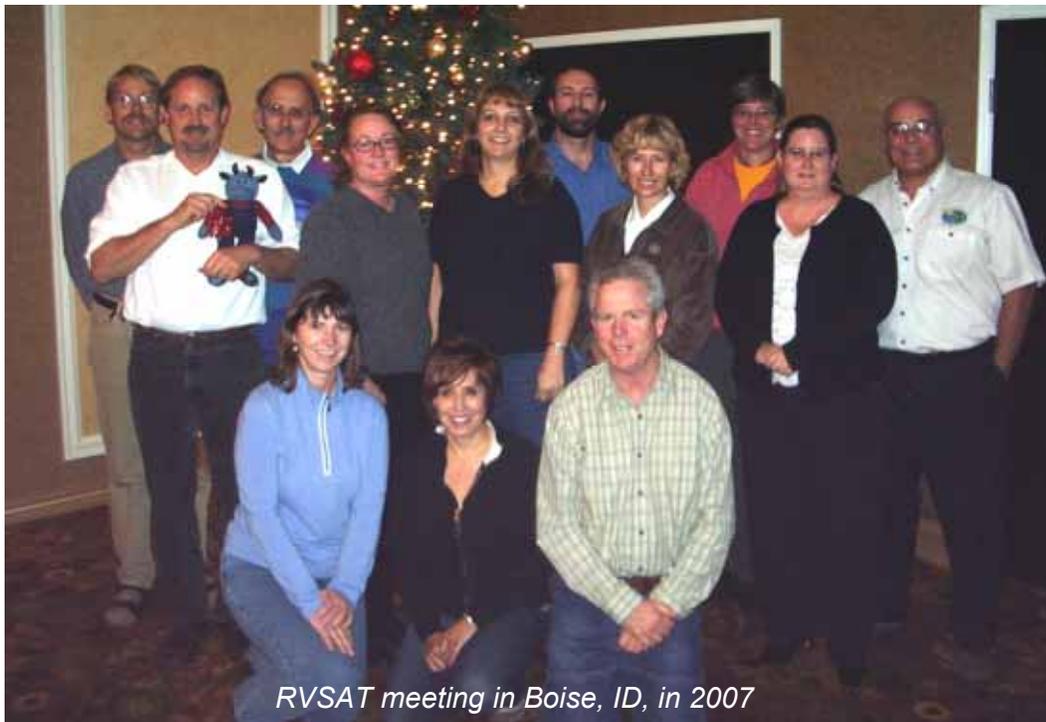
- **2004: Information Bulletin No. 2004-072, February 27, 2004, “The BLM’s Priorities for Recreation and Visitor Services, BLM Workplan Fiscal years 2003-2007.** Washington D.C.
Establishes seven recreation program objectives, implementing goal statements outlined in the Department of Interior’s Strategic Plan
- **2005: Land Use Planning Handbook, H-1601-1, Release 1 – 1693, March 11, 2005.** Washington D.C.
Expands our recreation management focus within Special Recreation Management Areas (SRMAs) beyond activities to manage for experiences, and even further, to manage for lasting benefit outcomes to recreation participants, affected communities and residents, and the environment. Also continues to generally limit recreation investments in Extensive Recreation Management Areas (ERMAs) to custodial care-taking or proactive stewardship actions.
- **2006: Instruction Memorandum No. 2006-060, January 10, 2006, Incorporating Benefits-Based Management within Recreation and Visitor Services Program Policy Changes”.** Washington D.C.
Formally adopts Benefits-Based Management for the management of public lands recreation
- **2007: Instruction Memorandum No. 2007-043, January 9, 2007, “A Unified Strategy to Implement “The BLM’s Priorities for Recreation and Visitor Services” Workplan.** Washington D.C.
Responds to a House Appropriations subcommittee request for BLM to develop a unified recreation strategy, and it unifies the seven objectives in the recreation Priorities Workplan

the advent of new technologies and activities, and diversified recreation clientele has led the BLM to make some basic changes to its Recreation and Visitor Services program.

The program needed a planning and management framework that would improve integration of its numerous components, serve its diverse interests and, very importantly, allow effective and efficient expenditure of limited human and fiscal resources on competing and counterproductive programs. Most importantly a new approach was needed to better address the public’s concerns that the BLM not compromise the program’s central purpose: to provide satisfying recreation experiences and more enduring benefits. The strategic approach adapted to refocusing the program on this central purpose is based on the evolving concepts of ecosystem services management and recent

Recreation and Visitor Services Advisory Team

advancements in recreation science. Under this new framework, program direction is based on quantifiable and definable desired outcomes – social, economic and environmental benefits. Therefore, the BLM’s Recreation and Visitor Services program expanded its management framework not only beyond activities to manage recreation experiences, but to go even further to manage resulting positive and negative outcomes the program creates through management actions. Benefits-Based Management (BBM), now generally referred to as Outcomes Focused Management (OFM), is similar to other ecosystem services approaches that apply an integrated approach to natural resource management and use quantifiable benefits as end results goals of management actions. These outcome-focused frameworks address all components of recreation or natural resource system production – economic, social and environmental. For recreation, the BBM or OFM framework better ensures sustainable production and realization of desired outcomes by visitors, communities and their residents, and the environment.



RVSAT’s Role and Responsibilities

Background

In 2003 under the leadership of WO250, State Recreation Program Leads and other National Recreation, NLCS and Engineering program leads and senior staff, were brought together to develop a new and comprehensive strategy to guide the recreation program into the 21st century. The group developed an initial draft of “*The BLM’s Priorities for Recreation and Visitor Services*” at Redding, California in January of 2003. The draft was further refined and published in a year later and is now known as the “Purple Book”.

Recreation and Visitor Services Advisory Team

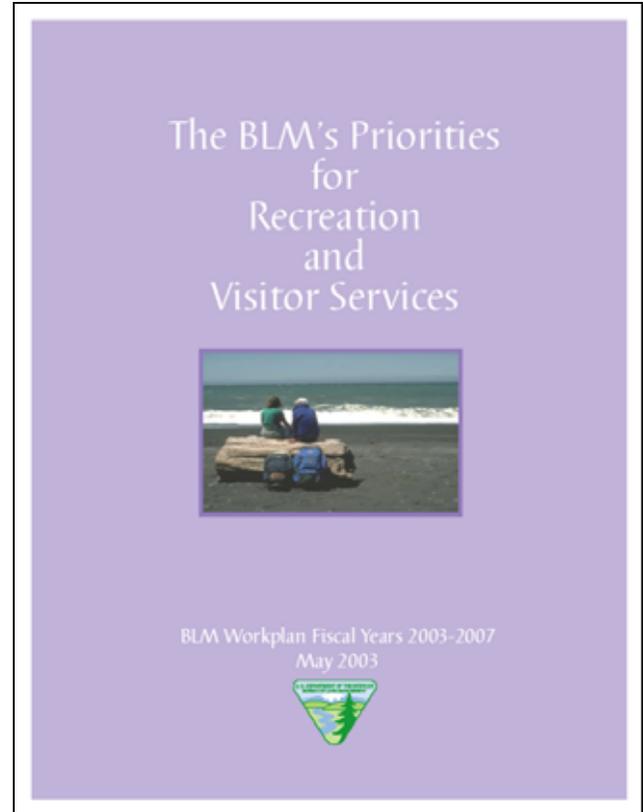
One of the outcomes of Redding was the creation of RVSAT – it was determined that a ELT chartered team was the best format to officially bring together the group of state leads and others to help develop program policies, strategies and advise on program direction and help resolve national program issues. One of their first objectives was to help coordinate the implementation of the new program strategy or workplan.

It was soon recognized that the actions contained in the Purple Book were only a list of desired goals and objectives that were not in a priority or hierarchical order. To resolve this and give the field and our constituents a sense of what should be considered first in strategy implementation. A *Unified Strategy for Recreation and Visitor Services* was then drafted in June 2004.

In 2005, working with WO250, RVSAT revised Recreation and Visitor Services sections of the Land Use Planning Handbook, incorporating BBM within an expanded framework for managing Special Recreation Management Areas, released with other Handbook revisions. In the fall of 2005 at its annual fall meeting, RVSAT authored the initial draft of WO IM. 2006-060, which articulates the BLM's corporate commitment to change its recreation framework from managing for activities to a BBM framework. . The RVSAT continues to provide recommendations to the BLM, consistent with these new policies and procedures, to find innovative ways to facilitate the shift beyond managing programs to manage for outcomes, address the most pressing visitor and community concerns, and improve program efficiency and effectiveness. The RVSAT has proven itself to be an important forum for discussion and catalyst to improve collaboration, teamwork, and effective communication among BLM states and the agency's senior recreation staff.

Function

The RVSAT is designed to work with the National Program staff in the delivery of recommendations to the ELT, Field Committee and others on national policies and budgets. Similar to the EAT and DSDs, RVSAT conducts a monthly conference call, along with sub-groups or committees that are charged to work on various issues of concern. Individual state leads rotate through an annual responsibility as chair of the committee. It is scheduled to meet twice a year, but budget constraints and scheduling have limited the regular meetings to an annual basis. In 2007, the meeting was held in the fall in Boise, Idaho. The winter meeting for 2009 was held in Las Vegas Nevada.



Recreation and Visitor Services Advisory Team

The groups attending the Las Vegas meeting are pictured below.



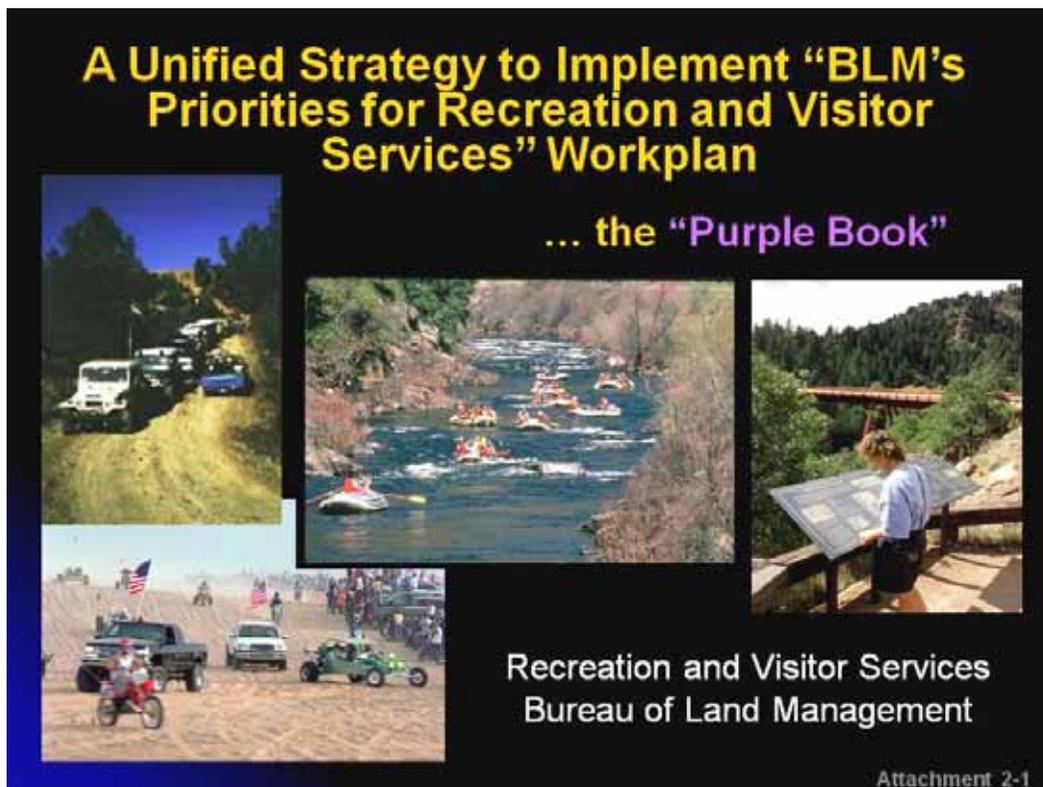
On December 16, 2008, a Secretarial Order officially designated the 258 million acres of BLM managed public lands as the National System of Public Lands. The designation underscores the principles that are important to the stewardship of these lands by emphasizing the interconnectedness and interdependence of public lands and all who benefit from them; better conveying the diversity of interests and values associated with the public lands and how these are served through balanced, comprehensive, management; and increasing the critical importance of enlightened citizen stewardship to the preservation of these lands and to the success of BLM's work on behalf of the American people.



Outcomes Focused Management and RVSAT's 2008 Accomplishments

Application of the BBM or outcome focused framework is being applied to all facets of the Recreation and Visitor Services program including policy guidance, manuals and handbooks, and budget and performance measures. This effort helps ensure that all Bureau functions are aimed at maintaining the public land setting character and conditions that enhance recreation experiences and beneficial outcomes most desired by the public. These outcomes embrace a diversity and balance between personal, social, economic and environmental benefits recorded at the local level in Resource Management and step-down implementation plans.

The RVSAT has worked in the application of the *Unified Strategy to Implement "BLM's Priorities for Recreation and Visitor Services" Workplan (Purple Book)*. This document is designed to highlight accomplishments through the seven primary objectives discussed in the *Unified Strategy*.



Specifically for 2008, RVSAT, in an advisory capacity, worked under the Washington Office to pursue a number of issues concerning the effective management of recreation and visitor services to make the following recommendations:

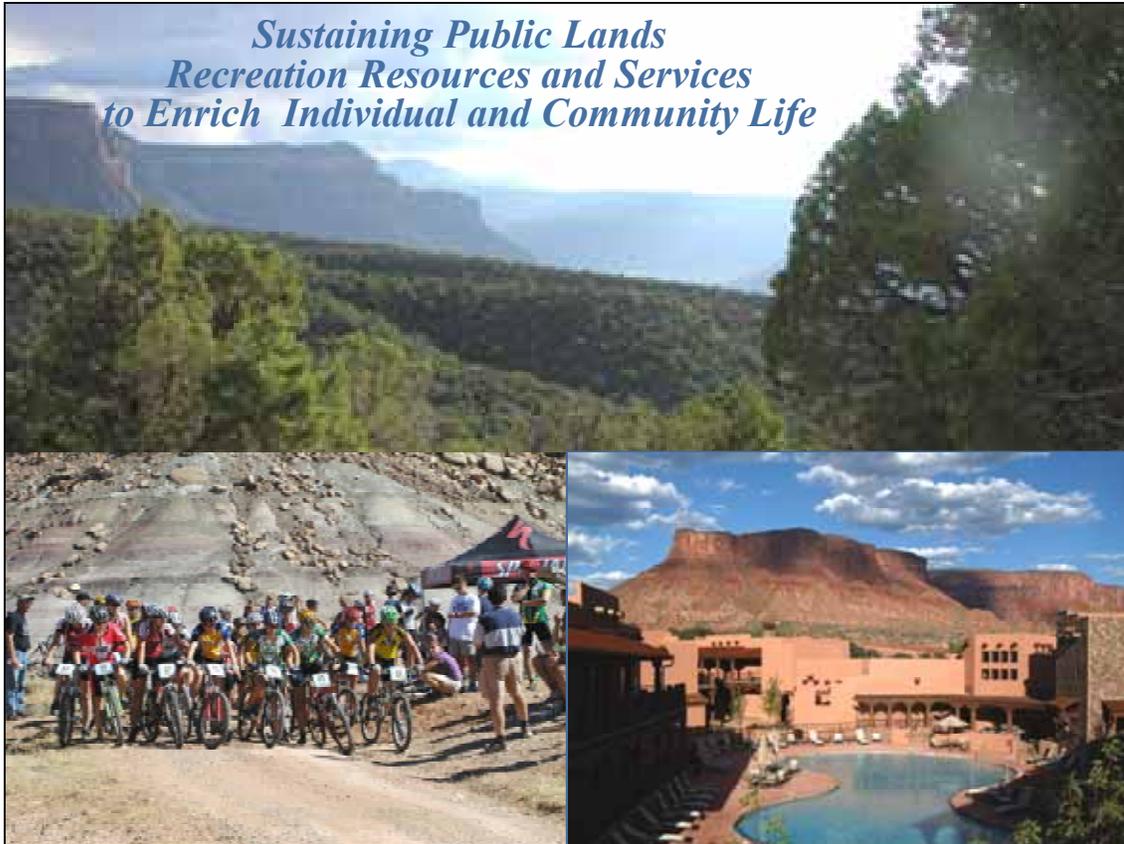
- Emphasizing travel management. RVSAT worked with the state travel management program leads and engineering staff to develop a joint

Benefits Based Management

recommendation for Bureau-wide implementation of Comprehensive Travel and Transportation Management (CTTM) within all Management of Lands and Resources Programs to Achieve Healthy Lands and Manage Community and Population Growth (May 21, 2008). The recommendation included:

1. Establish State CTTM Oversight Teams;
 2. Create a National CTTM Initiative to prioritize the effort;
 3. Develop Inter-programmatic funding mechanisms and support; and
 4. Develop budget Strategy Theme or Emphasis area for CTTM.
- Recreation and Visitor Services Manual & Handbook (August 29, 2008). The recommendation was made that the new manual/handbook emphasize that managers:
 1. Be extremely selective about allocating Special Recreation Management Areas (SRMAs);
 2. That SRMAs be identified *only* where they truly intend to manage for structured recreation opportunities as a priority allocation, that they be supported





by identified significant customer demand; and

3. Those managers prescribe only setting conditions for those attributes that are *essential* for customer satisfaction and to achieving the beneficial outcomes targeted as management objectives within SRMAs.

4. Areas where recreation is to be taken care of in response to resource conditions that may be modified over time should be allocated as Extensive Recreation Management Areas (ERMAs), and additional manual/handbook guidance for how to do this should be developed. This included the proposed “Natural Recreation Settings in RMPs” (November 19, 2008).

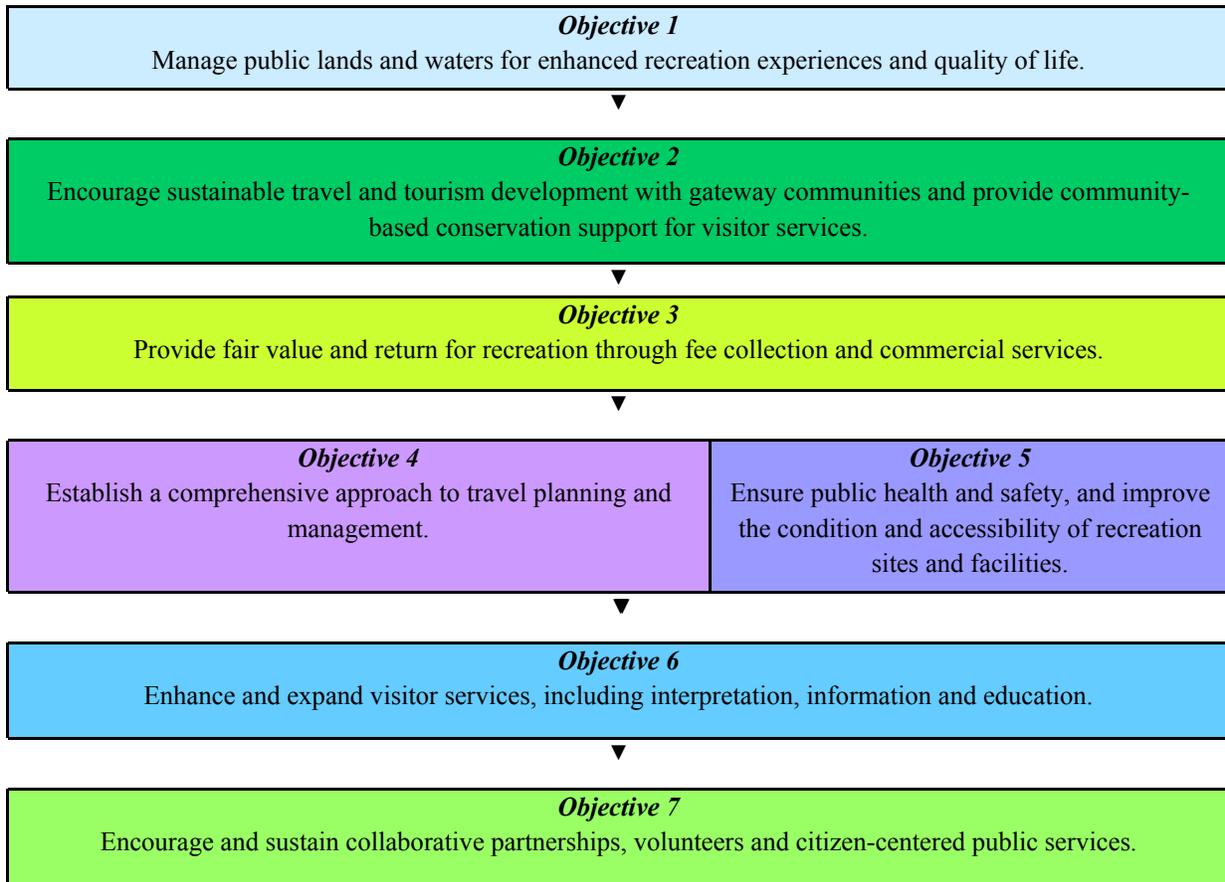
During the year, efforts were made to assist WO-250 in reviewing and editing Program Elements (PEs) and for more accurate descriptions of performance and units of measure and to suggest PEs in line with managing for beneficial outcomes.

The following pages of this document highlight projects that were completed by BLM in various states during 2008. These projects reflect aspects of benefits based approach to management of recreation resources on BLM. The examples are presented as accomplishments under the seven Objectives detailed in the *Unified Strategy*. The project descriptions are presented as experiences and benefit opportunities realized by visitors and affected communities.

The Unified Strategy

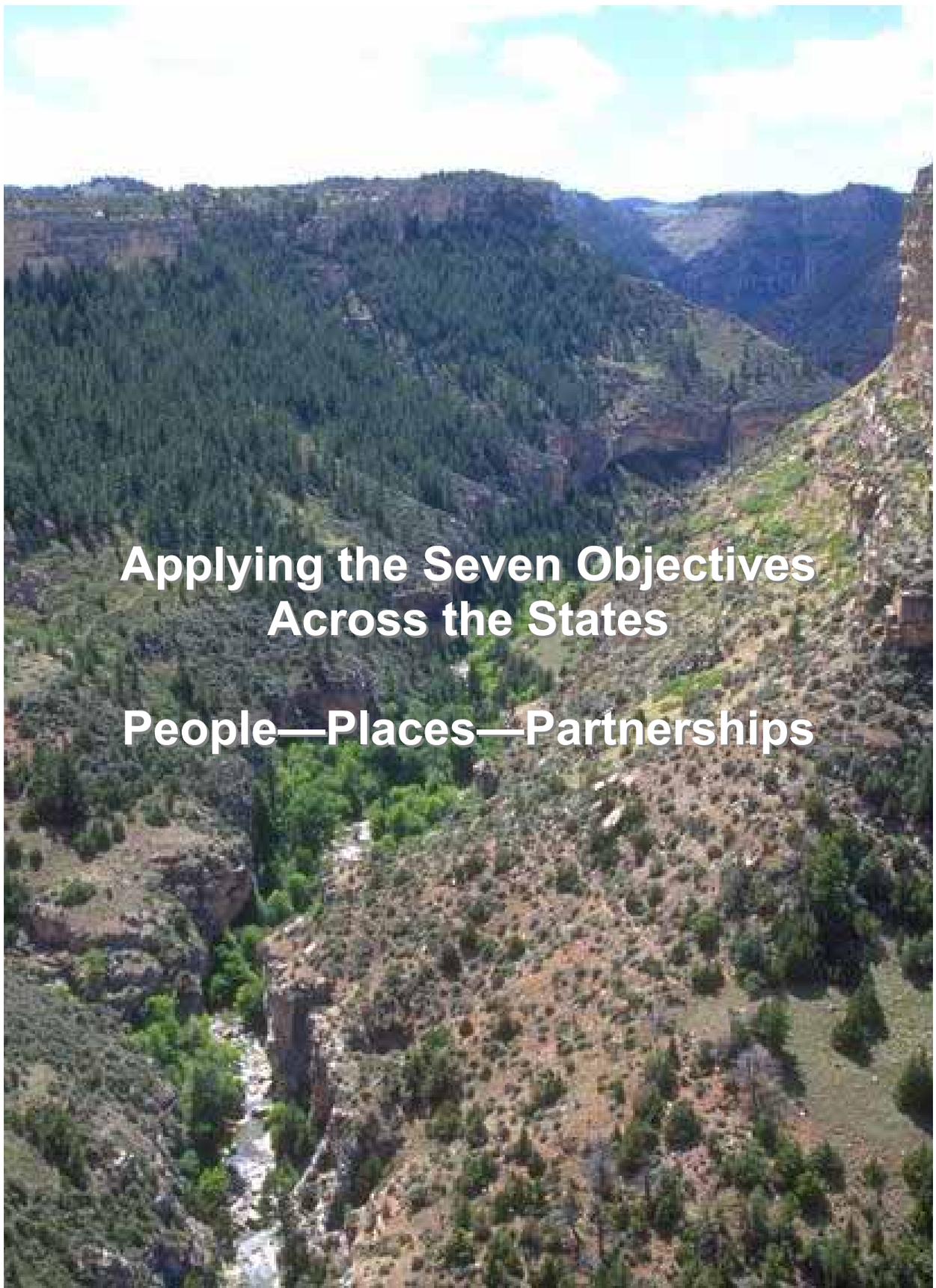
Implementing the Unified Strategy

The Unified Strategy prioritizes and sequences the seven primary objectives contained in “BLM’s *Priorities for Recreation and Visitor Services*” Workplan (*Purple Book*). The Strategy arrays the seven objectives into a hierarchy to illustrate the relationship between the top **three unifying objectives** and four **supporting**



objectives. Putting these seven objectives in appropriate relationship to one another is fundamental to ensuring that all objectives work together. The chart shown below displays this hierarchy.

The chart illustrates the functional relationships between the seven objectives. All are essential components but not all are functional equals. The successful achievement of some is conditioned or predicated upon how others are addressed. Applying this thought process to proposed recreation and visitor services actions is critical to achieving logical and integrated program plans and implementation actions in day-to-day recreation and visitor services operations.



**Applying the Seven Objectives
Across the States**

People—Places—Partnerships

Objective 1—Alaska



Utokok River Special Recreation Management Area – National Petroleum Reserve

Utokok was congressionally designated in 1976 for its wild character and naturally functioning ecosystem. It features a high concentration of grizzlies and wolves within the calving grounds of the 450,000 member Western Arctic Caribou Herd. Each spring the dance of wolves, bears, and caribou put on a spectacular primordial display of the predator-prey relationship.

A. Actions/Projects Completed

Commercial Outfitting Special Recreation Permits have been issued since 2002 with particular attention to avoiding environmental impacts and wildlife habitat.

B. Targeted Outcomes, Experiences, Essential Settings and Activities

The targeted primary outcomes include; increased tourism revenue with more diverse product line, increased awareness and protection of natural landscapes, and a deeper sense of one's place in the world. Targeted recreation experiences include; enjoying a risk-taking adventure, savoring the total sensory-sight, sound and smell experience of the natural world, and contemplating human relationships with nature. Essential setting conditions include a highly primitive and remote physical environment, a wilderness social setting featuring opportunities for solitude, and a minimal agency operational presence. Primary activities involve river floating and camping, wildlife viewing and photography.

Objective 1 & 7—California

The BLM actively participates in the California Roundtable for Recreation, Parks, and Tourism (CRRPT) to promote cooperation between public and private entities involved and interested in outdoor recreation, public lands and tourism in California. The Roundtable's membership includes recreation, parks and tourism leaders from local, state and federal governmental organizations, private enterprises, user groups, environmental groups, educational institutions and the public.

Additionally, BLM is part of the California Biodiversity Council working to improve coordination and cooperation between the various resource management and environmental protection organizations at federal, state, and local levels.

A. Actions

Numerous studies document that children who participate in outdoor activities are healthier, do better in school, have better social skills and self-image, and lead more fulfilled lives. Concerned about youth detachment from outdoor activities, lack of physical exercise and increased health risks, the CRRPT and the CBC have placed an emphasis on promoting more outdoor experiences for children. BLM California State Director serves as co-chair of the CBC.



Student grinding acorns at San Joaquin River Gorge

B. Projects Completed

The CRRPT established the Children's Outdoor Bill of Rights (COBR) which encourages every child, by the completion of their 14th year, to experience each of ten basic outdoor activities. The Governor issued a proclamation supporting COBR.

Also, to address this nature deficit, the California Biodiversity Council is focusing its efforts on reconnecting youth to the outdoors. As part of that work, a website is being established to highlight different programs across the state and to make those programs more efficient through cooperation.

The BLM's "Take It Outside" program promotes and supports outdoor activities and experiences of children on the public lands. The program strives to improve the health of our nation's children, families, and communities, while at the same time developing the next generation of public land stewards. Last year, BLM California received grants for nine projects ranging from Girls Outdoors to Connect To The Land to Family Activity Cards for environmental education. There were proposals submitted for 32 projects in 2009!



People—Places—Partnerships

C. Experiences and outcomes

- Developing skills and abilities
- Enjoying the closeness of friends and family
- Enjoying having access to hands-on environmental learning
- Enjoying physical exercise
- Improved physical fitness and health maintenance



Objective 1 - 7—California

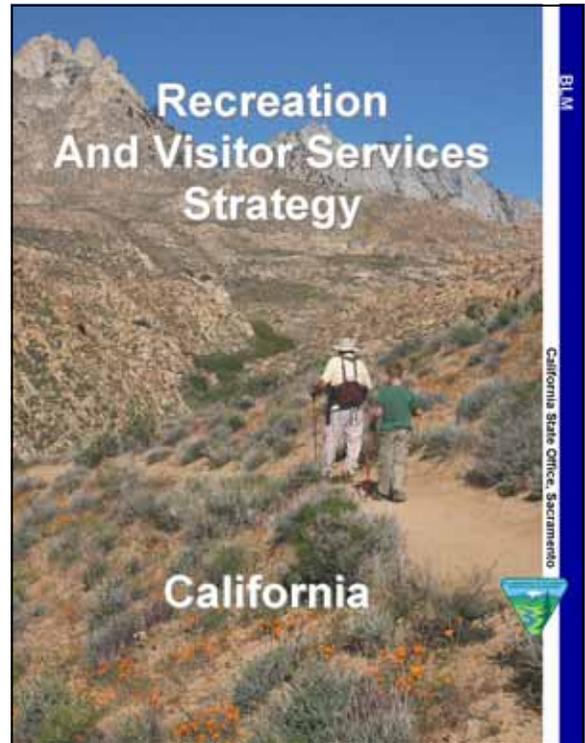
As a requirement of the Annual Work Plan, BLM California State Office collaborated with field offices to develop a recreation program strategy, based on the *Unified Strategy* and the model written by Colorado.

A. Actions

BLM California State Office determined that a state-wide strategy would be a preferred manner of tailoring the seven objectives from the *Unified Strategy/Purple Book* to the specific needs of California. Using the Colorado strategy as a guide, a review was made by outdoor recreation staff, planners, and management. Through a direction established by benefits based management, a consensus was developed for management direction in California.

B. Projects Completed

On June 10, 2008, the *Recreation and Visitor Services Strategy for California* was issued by State Director Mike Pool. Printed copies of the strategy were furnished to interested parties (such as the Recreation Resource Advisory Committee and Recreation Roundtable members) and the document was placed on the BLM California website at <http://www.blm.gov/ca/st/en/info/publications.html> Planning documents for the Carrizo Plain National Monument RMP and the Imperial Sand Dunes Recreation Area RAMP are managing for beneficial outcomes in their planning processes in 2009.



C. Experiences and Outcomes

- More informed citizenry
- Increased community involvement
- Improved local economic stability
- Maintenance of distinctive recreation setting character

Objective 1—Eastern States

Actions/Projects Completed and Outcomes

Seven Eagle Scout projects resulted in completion of the final 4,200 feet of the Meadowood Trail at the Meadowood Recreation Area in Lorton, Virginia. The new trail replaces a steep, highly eroding unsustainable trail, and provides for a safer, more enjoyable experience for hikers and horseback riders.



People—Places—Partnerships

Actions/Projects Completed and Outcomes

A Special Recreation Permit was issued for Therapeutic Horseback Riding (a non-profit) that serves disabled children from the Washington metro area. The SRP allows the BLM equestrian facility at the Meadowood SRMA to serve a needy special population, while covering BLM's cost to operate the facility.



Staff, participants and parents involved in the therapeutic riding program operated under a Special Recreation Permit at the Meadowood SRMA in Lorton, VA.

Objective 1 & 2—Montana

The Butte and Dillon Field Offices each entered into a partnership with Montana Fish, Wildlife and Parks (MT FWP)-to jointly manage permits and fees along the Madison and Missouri Rivers. These partnerships assist the public by having uniform policies at the Black and White Sandy Campgrounds (Butte) and issuing the special recreation permit (SRP) program on the Madison River (Dillon). In both locations, the BLM and the MT FWP share personal, work projects, and assisting the public to receive the best recreational services at shared local resource areas.

Actions/Projects Completed and Outcomes

Over 187 SRPs were issued in 2008 on the Madison River. This money in turn is used by BLM and MT FWP to have the staff to issue and monitor river permits, compliance activities focused on permits, enhance launching facilities, and working on habitat projects at areas where permittees and the general public come together.

At the White Sandy Recreation Site for campers, over 30 additional developed

campsites were provided along the popular Chain of Lakes area near Helena. White Sandy and the State owned Black Sandy campgrounds receive thousands of visitors in the summer months. Each site can work as overflow for each other and having the same staff allows for better customer service. The BLM meets the suggested goal of collaboration of partners in regards to fees as stated in the Federal Lands Recreation Enhancement Act (REA).



Objective 1 & 7—Nevada

BLM Nevada continues to collaborate with the Nevada Commission on Tourism, the Humboldt-Toiyabe National Forest, Nevada State Parks and non-profit partners to promote responsible use by all visitors. We are partnering with the Forest Service, Southern Nevada Agency Partnership to post billboards on State Highways that promote responsible use of public lands.

Red Rock Canyon National Conservation Area (NCA) continues to work with partners and service providers to improve experiences for recreation visitors while maintaining the setting and preserving the natural resources in the National Conservation Area.

Actions/Projects Completed and Outcomes

The NCA and its major partners, Red Rock Canyon Interpretive Association and Friends of Red Rock, are continually working at enhancing environmental education and interpretive opportunities throughout southern Nevada. The interpreters reached over 23,000 students this past year by giving over 1150 programs. The most widely recognized program is “Mojave Max”.



Bikers at Red Rock Canyon NCA

Designs are currently underway for the Mojave Discovery Center which will be located within the Red Rock Visitor Center complex. This will be an onsite learning laboratory and classroom for Clark County School District teachers and students.

In FY08, the NCA worked with the National Operations Center, mountain bike service providers and partners to improve and pave access from the State Highway, pave the parking area and install kiosks at Cottonwood Valley Trailhead. This area is one of the

more popular locations for mountain bikers and is located near the city of Las Vegas. A nationally sanctioned mountain bike race was held there in early fall.



Responsible ATV riding on the Silver State Trail

The Ely District Office continues to work with their numerous partners and volunteer groups to develop the Congressionally designated Silver State Trail. The Trail is 260 miles in length and is located in eastern Nevada. One goal of the Silver

State Trail is to provide another source of economic development for the rural communities located near the Trail.

Research Associates from Great Basin Institute have worked closely with BLM to develop the Management Plan. Work included: GPSing the trail, creating maps, providing outreach and education, developing trailheads, installing kiosks and signs and

developing a management plan. The Plan includes inventories and a monitoring plan for maintaining trail conditions, character and settings.

Objective 1– New Mexico

The Taos Field Office conducted a pilot project of the National Visitor Use Monitoring Survey (NVUM). This US Forest Service survey instrument has been used since 2000 and provides statistically valid data. The BLM is testing and evaluating this survey in several Field Offices to determine if it will be useful to the agency to improve reliability as well as provide the type of information needed for planning.

Actions/Projects Completed and Outcomes

- Interviews were conducted on over 144 separate survey days from April 2008 through March 2009.
- Taos was successful in using Field Office employees to conduct the survey. This will give BLM the opportunity to evaluate the differences between staff operated versus contract surveys.
- The pilot will aid the agency in determining whether or not to adopt the Forest Service survey in part or as a whole.
- Results from the survey will provide a better understanding of use levels in dispersed recreation areas.
- Survey results will give a comprehensive and representative view of visitation for the entire Taos Field Office.
- The NVUM survey results will be reviewed when developing activity and project plans for SRMAs.



Objective 1—Wyoming

With the increased interest in renewable energy, Wyoming recreation planners in all of the field offices are faced with a tremendous challenge of analyzing the alterations that occur on the landscape and to mitigate for Visual Resource Management classes in areas that have traditionally offered wide open spaces and local economies that rely on tourism and recreation. In the Rawlins Field Office, the wind project that currently is requiring the largest portion of time is the Choke Cherry/Sierra Madre Wind Farm. This is, at present, the largest proposed wind farm in the United States with 1,000 turbines to be located in VRM II and VRM III view sheds.



Simulated views from the Teton Reservoir Recreation Site and the Fort Steele Rest Area created through coordinated efforts of Brian Smith (BLM Outdoor Recreation Planner) and Jeremy Call (EDAW Inc).

Actions/Projects Completed and Outcomes

Working independently and with contractors for the Environmental Impact State (EIS) recreation planners utilized a combination of computer programs and field visits to create a reliable representation of the project area before and after the introduction of the wind turbines. The final products for scoping consisted of two 3-dimensional guided tours of the project and a number of simulated pictures from Key Observation Points (KOPs) in and around the project area. For the public presentations the Rawlins Field Office opted to use a 10% gray finishing on the turbines. This is becoming a commonly recommended color for nearby wind farms and holds the highest probability to be used for this project. With computer programs they have the ability to look at a wide variety of turbine colors, sizes, and pad locations for NEPA evaluations. The simulated tours and photos were presented at scoping meetings to provide an extra tool for the recreation department in explaining changes that would occur to the scenic vistas from prominent KOPs. Due to these representations a number of comments that are of interest to the NEPA analysis were submitted during the scoping meetings have been used in the creation of alternatives for the Environmental Impact Statement.

The goal of the computer application is to provide a more thorough evaluation when considering Visual Resources in the development of wind farms for both the BLM and the public. The evaluation of visual resources is a requirement of both the Federal Land Policy and Management Act of 1976 (FLPMA) and the National Environmental Policy Act of 1969 (NEPA). The value of visual resources can also be implied in the BLM's mission statement, "It is the mission of the Bureau of Land Management to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations."

Objective 2—Alaska

Thompson Pass Heli-skiing Permit Area – Glennallen Extensive Recreation Management Area

Heli-skiing is off-trail extreme downhill skiing accessible via helicopter in steep snow covered terrain where dangers of avalanche and high risk are common elements. The area is north of Valdez, AK in the Chugach Mountains. The mountains provide crucial wildlife habitat for mountain goats. Land ownership in the area is not contiguous creating a patchwork of State, Native, BLM, and selected lands. The mixed ownership of lands as well as high risk recreation presents a unique management challenge.

A. Actions/Projects Completed

The BLM manages 85,000 acres within the permit area. Five Heli-operators have been authorized to operate on BLM administered lands annually since 2004. BLM continues to mitigate impacts to crucial wildlife habitat and provide for a diversity of recreational opportunities.

B. Targeted Outcomes, Experiences, Essential Settings and Activities

Stewardship and custodial outcomes include mountain goat habitat protection and providing public safety through comprehensive permit administration and monitoring.



Objective 2—Arizona

As awareness about the problems on the lower Colorado River has increased, only limited progress on the need for coordinated and collaborative management of the river region has been made. After completion of a Water Recreation Opportunities Spectrum (WROS) study in 2005, it became clear there was a need to create a comprehensive updated management plan that would allow the more than 50 major stakeholders to leverage the recreation opportunities identified for the benefit of the public.

In order to meet the Agency objective to *encourage sustainable travel and tourism development with gateway communities and provide community based conservation support for visitor services*, the Lake Havasu Field Office undertook the resolve to do something positive about it, and was instrumental in organizing and sponsoring stakeholders into a group that became known as the Tri-State Waterways Group to develop

People—Places—Partnerships

a framework for an updated and cooperative management plan for the region. Drafted in 2008 through a self-directed, voluntary, collaborative effort by a group of nearly 40 agencies and private citizens, the primary purpose of this project was to produce a col-



laborative framework that identifies the overarching goals and key objectives in four specific areas of concern – natural resources, recreation, economic value and public safety – along with a list of prioritized action items and action steps required to meet the objectives and attain the goals. This framework provides information about the waterway's history and major economic value to the region and the nation, and to support the claim that planning a healthy future for the Lower Colorado makes sense

for the resource, the millions of people who use it, and the economic benefits it provides as a basis for a comprehensive and cooperative management plan to address the most important issues relating to building a sustainable future for the Colorado River corridor from Parker Dam to Davis Dam and provide sound management of the key challenges that exist along the lower Colorado River corridor. The Tri-State Waterways Group is now developing a network of champions for this framework to take it to the next level: realization of the objectives through implementation of the various action items and action steps.

Economic Benefits

- Protection and growth of the economic foundation of the region by assuring the sustainability of the \$7 billion plus recreation and tourism industry.

Social Benefits

- A sustainable quality of life for visitors and residents in the region.
- A safe recreation experience and public health protection.
- Improved quality of recreation experience.
- Diversification of recreation experiences and activities, and the return of recreation opportunities for visitors who are being displaced by unsafe conditions, inappropriate behavior, and crowded and loud surroundings.
- Protection of the moral values and fiber of society by enforcing adherence to laws and removing inappropriate behavior from public view – especially from children and families.
- Access to information and education related to the waterway, its values, use and protection.
- Reduction in public confusion, frustration and violations by bringing consistency in rules, regulations, fees, etc. across the many management agencies in the area.

- Development of recreation facilities and services that best serve the needs of the public by protecting a diversity of experience, the environment and management's capabilities.

Natural Resource Benefits

- Protection of wildlife, fish and plant species, including rare and endangered.
- Protection from water pollution that might threaten riparian ecosystems, fisheries and wildlife.
- Minimizing water siltation and river bank erosion from boat wakes, shoreline use and development.
- Protection of scenery and the outstanding beauty of the water corridor.
- Protection of historical and cultural resources such as rock art and native American artifacts.



Managerial Benefits

- Time, effort and cost savings from elimination of duplication of effort and sharing of management efforts and costs
- A management perspective of the entire area and an agreed upon cooperative recreation management plan with defined responsibilities that bring seamless management covering the entire waterway
- An ability to respond to emergencies in a timely and efficient manner, and in a manner that is safe for the officer and manager.

Objective 2—California

The El Centro Field Office continues a successful collaboration with the United Desert Gateway Community, a nonprofit public benefit corporation made up of the Brawley, El Centro, and Yuma Chambers of Commerce. The organization works to enhance the



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recreational experience at the Imperial Sand Dunes Recreation Area and other BLM managed public lands in the three counties.

Actions/Projects Completed and Outcomes

The partnership helps BLM reduce operating costs by fostering volunteer programs, financial support and development, coordination and implementation of public educational materials and programs. The projects include the Take It Outside Family Activity Cards, litter education programs, outreach team trucks, and the annual Martin Luther King holiday cleanup. Through the Gateway's efforts, the individual user enjoys a better experience at the Dunes, the local economies benefit, and overall community pride is improved.

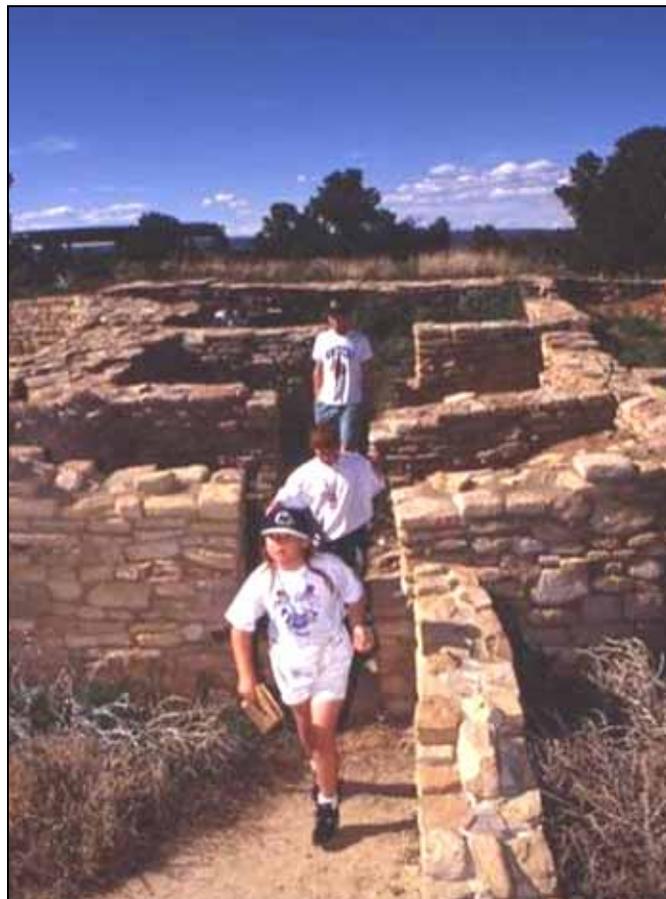
Objective 2, 5, 6, & 7—Colorado

The Anasazi Heritage Center (AHC) museum interprets history and culture of Canyons of the Ancients National Monument. Featuring permanent exhibits, travelling exhibits, two 12th-century archaeological sites and associated interpretive nature trail, research library and collection of over 3.5 million artifacts, the AHC is an excellent resource for educators and destination heritage tourism visitor attraction.

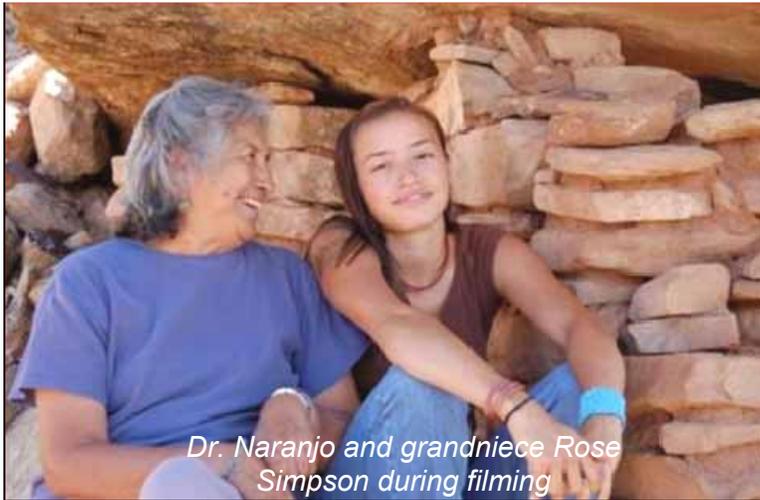
Interpretation

The nine-minute *Visit With Respect* film includes interviews with members of the Hopi Tribe, Pueblos of Acoma and Santa Clara, and advises how to visit archaeological sites with respect. The film was partially funded with a Colorado State Historical Fund grant and narrated by Dr.

Tessie Naranjo, Pueblo of Santa Clara, with English (for hearing impaired), Spanish, German, French, Italian and Japanese subtitles. The film was selected for the Visual Anthropology's Media Festival at the 2008 American Anthropological Association's annual conference, received Colorado Historical Society's 2008 Caroline Bancroft Award, and was featured in the June 2008 issue of *Indian Country Today*. Copies are being distributed to schools, visitor centers, tour bus operators, and avocational archaeological societies.



Repair, Maintenance, and Facility Enhancement



Dr. Naranjo and grandniece Rose Simpson during filming

The AHC’s Main Exhibit Gallery has been well maintained and received some past improvements, but its visual appearance and interpretive messages needed major upgrades. Inspired by the *Archaeology Grows Up* exhibit created for the AHC’s 1906 Antiquities Act centennial, BLM staff implemented a major reorganization of the Main Gallery.

The first phase began in October 2007 and was completed prior to the 2008 spring school season. Many existing exhibits were removed or

rearranged; walls were painted warmer colors; and many of the large, high-resolution “Grows Up” photos, text, and graphics were added. Hundreds of the AHC’s best arti-

facts were placed in display cases; and hunting, farming, food production, trade, and clothing themes were substantially improved. Reorganized ceramics cases now reflect typological changes through time and interpret form, paint design and dating methodology. Six new display cases highlight the Escalante and Dominguez Pueblos, the recently-donated Wetherill Family Archives Collection, and 19th century Pueblo ceramics. Two new computer exhibits provide a snapshot of the National Science Foundation-sponsored Village Project research results and enable an interactive search of the AHC collections database.



Objective 2, 6, & 7—Idaho

Idaho Recreation and Tourism Initiative

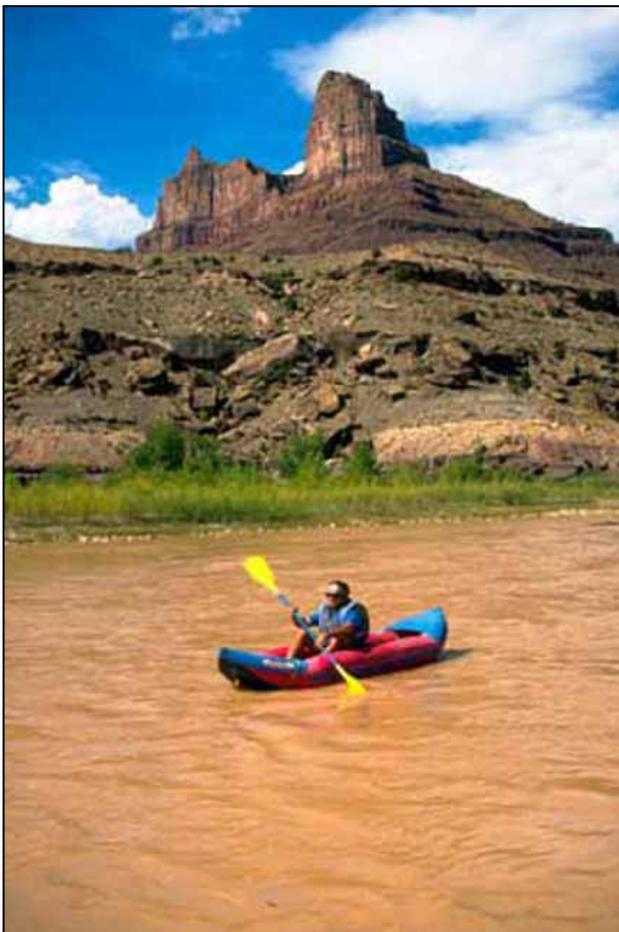
BLM in conjunction with other natural resource agencies in Idaho are increasing their ability to share resources as state and federal funding becomes increasingly scarce. This year, Idaho Recreation and Tourism Initiative (IRTI) partner agencies more than tripled the amount of money they pooled in an effort to achieve common goals, stretch dollars, compound effectiveness, and give Idaho citizens and visitors more.

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The IRTI, created in 1988, is a coalition of state and federal agencies and others dedicated to providing Idaho citizens and visitors with expanded recreation opportunities. Their primary objective is to improve public information and services associated with recreation and tourism opportunities in Idaho through partnerships and cooperation. This year, they will be blending over one million dollars to jointly fund such projects in Idaho.



Idaho has a multitude of land management agencies and recreation providers whose roles can be confusing to the public. Recreationists and tourists don't care who manages a campsite or the wildlife – they just want to camp and they want to see wildlife.



To accommodate needs such as these, IRTI has facilitated a number of efforts, including: a statewide campground directory, a statewide scenic byway system, a statewide wildlife viewing guide, a statewide public information campaign on responsible use of off highway vehicles, and an annual conference on recreation and tourism. New projects in 2009 include a statewide effort to connect children and nature and to provide statewide online trail and recreation maps.

IRTI partners include Bureau of Land Management, Bureau of Reclamation, Idaho Department of Commerce, Idaho Department of Fish and Game, Idaho Department of Parks and Recreation, Idaho Outfitters and Guides Licensing Board, Idaho Transportation Department, National Park Service, U.S. Fish and Wildlife Service, and U.S. Forest Service. Other public and private entities participate in various IRTI projects, including Idaho Department of Lands, Idaho Division of Aeronautics, Idaho Outfitters and Guides Association, and Idaho RV Campground Association.

Objective 2—New Mexico

The Roswell Field Office began a Kids in Caves project at Fort Stanton in partnership with EcoServants, a local non-profit. A grant from the Take it Outside Initiative enabled the purchase of caving equipment for kids to use. Educational programs offered to youth included: Leave No Trace ethics, safety, and the geology that created cave formations.

Organizations involved in educational programs included:

Gavilan Canyon Alternative School in Ruidoso, The Ruidoso Middle School, New Mexico Youth Conservation Corps, The Alamogordo Space Camp, Big Brothers Big Sisters, National Civilian Conservation Corps, The Wilderness Odyssey, American Endurance Riders, Mescalero Boys and Girls Club, and Cal Farley's Girls Ranch.

Actions/Projects Completed and Outcomes

- Reached 279 youth aged 10-25.
- Fostered a positive relationship between a variety of education groups and BLM.
- Generated additional interest in the caves at Fort Stanton.

Take It Outside! Connect With Your Public Lands

"Teaching children about the natural world should be treated as one of the most important events in their lives."

The Bureau of Land Management's (BLM's) "Take It Outside" program promotes and supports outdoor activities and experiences of children on the public lands. The program strives to improve the health of our nation's children, families, and communities, while at the same time developing the next generation of public land stewards and fits with the objectives of the *Unified Strategy*.



Objective 2—Oregon

Several Districts in Oregon worked in 2008 to improve the quality and timeliness of visitor information and provide enhanced interpretive and educational opportunities.

With help from the State Office Interpretive Lead, the Burns District prepared an interpretive plan for the **Western Juniper Management Area (WJMA)**, a special component of the Steens Mountain CMPA. While Western juniper is a species native to Oregon's High Desert, its rapid encroachment is displacing other native species and altering the hydrology of a large area. The WJMA was established to test the effectiveness of different management techniques in controlling juniper and help tell this story to the

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public. The interpretive signs and other media identified in the plan are now in development and should be completed in time for installation/distribution during the 2009 summer season.

The Coos Bay District also completed an interpretive plan for the **New River ACEC**. This special site along the Southern Oregon Coast offers visitors a chance to experience a variety of coastal ecosystems via both pedestrian and water trails. It is also an important local site for

the delivery of environmental education programs. Recently, District Interpretive Specialist Sharon Morse has been identifying resources and beginning the initial development of identified media and services.



Working with the State Office Interpretive Lead and PAO Design Staff, the Medford District has completed **9 interpretive signs in a comprehensive package of 16 signs** covering several different interpretive sites. And at the District's Table Rocks site, 163 groups totaling 4,165 students participated in the annual Education Program Guided Hikes, including 12 groups that were offered programming in Spanish.

The Oregon State Office completed Phases 2 and 3 of the ongoing effort to upgrade the **State Office and District Internet Recreation Web Pages** while keeping within established national guidelines. The result of this effort has been the creation of a recreation site/feature database with fields that allow for easy updates

by the Districts to keep information current. This project has been designed to integrate with the WO national contract when they are ready to implement their program.

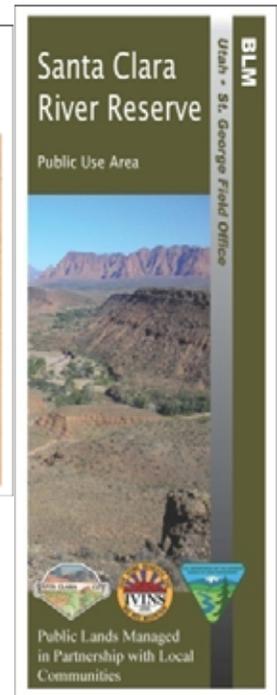
Objective 2—Utah

1. Santa Clara River Reserve

Being in the urban interface, the Reserve receives thousands of visitors annually, but until just recently no visitor information was available. With the completion of several products, the Reserve now has a comprehensive sign, map, and brochure program.

A. Actions/Projects Completed

Developed visitor brochure that provides basic area information and a trails map. Also developed interpretive panels for trailhead kiosks and individual archaeological sites.



B. Targeted Outcomes, Experiences, Essential Settings and Activities

The targeted primary outcome is to improve the accuracy, appearance, and consistency of visitor information.

Targeted experiences include feeling that this community is a special place to live, developing a greater respect for our cultural heritage, improving knowledge of our natural resources, developing a ownership/stewardship of recreation, cultural, and natural resources.

Essential setting conditions range from a rural to a back country physical environment and from a middle country to a primitive social and administrative experience.

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Primary activities involve non-motorized recreation and heritage tourism.

2. John Jarvie Historic Ranch - Family Summer and Winter Festival

The John Jarvie Historic Property and Ranch provides a glimpse of turn-of-the-century frontier life in what is still a remote part of the West – Browns Park. This year two very successful family festivals were held. The festivals include live music, cowboy poetry, stick horse racing, horse drawn wagon rides, blacksmithing, rope making, leather crafts, mountain men, wool spinners and children's crafts. The events enjoy tremendous community support.

A. Actions/Projects Completed

Plan and organize two family festivals located at the Historic John Jarvie Ranch Browns Park, Utah.

B. Targeted Outcomes, Experiences, Essential Settings and Activities:



The targeted primary outcomes include providing a safe opportunity for families, school groups, and individuals to receive historic site and cultural interpretation and feel good about the way their cultural heritage is being protected; providing opportunities for observation and participation in hands on environmental learning activities in a natural environment.

Targeted recreation experiences include family oriented crafts and entertainment, savoring the total sensory-sight, sound and smell experience of an outdoor cultural ranch, enjoying having hands-on learning experience, contemplating human relationships with nature, cultural resources and the past.

Essential setting conditions include a semi-primitive and remote historic ranch environment, with a rural social and administrative experience. Primary activities involve participating in crafts, period-specific entertainment, experiencing hands on museum, viewing cultural assets, horse drawn wagon rides and photography.

Objective 2—Wyoming

1. The Lander Field Office entered into a partnership with the University of Wyoming to inventory public land visual resources using cutting edge GIS technology and produce products that will provide the field office recreation program several tools to maintain the visual setting of the current recreation environment (an integral part of the benefits and experiences being provided on public land).

Actions/Projects Completed and Outcomes

In 2008, the University of Wyoming began assisting the BLM in developing GIS products and calculations that will upon completion produce a visual quality inventory for



the entire Field Office. These GIS products (visual quality, visual distance zone, and visual sensitivity data totaling 7.5 million acres of inventoried recreation resources) will be accomplished by the University and go through a peer review process, allowing the data produced and the GIS methods utilized to be cutting edge and academically validated.

2. For the past seven years, the Casper Field Office has spearheaded the CORE program which started receiving funding from the TIO (Take It Outside) initiative last year. CORE: The Conservation Outdoor Recreation Education (CORE) program is a state-wide volunteer program for youth from the local community. This program provides enhanced recreation opportunities while instilling conservation ethics and volunteerism. Each year CORE participants are given the choice of six trips where they work as a team to complete volunteer projects. The environmental education element included in each trip, provide a sense of place and help the group to connect to the environment

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around them. Educational aspects of these trips range from stream habitat ecology and geology to paleontology and local history. Enhanced recreational opportunities include instruction at fly fishing, hiking, camping and photography. This program is managed by the Casper Self Help Center and is dependent on long term partnerships with local community groups and several different bureau field office as well as the Forest Service and Yellowstone National Park.

Actions/Projects Completed and Outcomes

Accomplishment for the 2008 summer season included over 2,304 volunteer hours from 71 participants throughout the state of Wyoming. The group made repairs at the Cottonwood campground in the Lander Field Office. In the Worland and Buffalo Field Offices they replaced old broken down fire rings with ADA accessible fire rings and repaired picnic tables at both South Fork of the Powder River campground and at Outlaw Cave Campground. The group also performed maintenance on 1.5 miles of trail and removed debris along the river banks at Outlaw Cave. Participants also learned about the prehistoric past of Wyoming while repairing drainages for a fossil dig near Tensleep, Wyoming.

The Casper Field Office completed the deferred maintenance project at Pete's Draw. This campground is located within the Trapper's Route Special Recreation Management Area near Gray Reef. The Pete's Draw Campground was developed in the 1970's with two picnic tables and a vault toilet. The site design underutilized available space and the facilities were in poor condition. The importance of this site grew dra-



matically in a span of five years as visitors soared. The campground was re-designed and upgraded during the fall of 2008. The new campground now has six sites and a day-use area with an additional parking lot. The new vault toilet is located at the southwest end of the parking area showcasing existing walking opportunities. Universally accessible trails were created to mitigate the increased erosion and increase recreational opportunities along the stream bank. Public access and recreational opportunities continue to grow on the portion of the North Platte River due to the hard work and dedication of the Casper Field Office and its longstanding partnerships.

Objective 3—Alaska

3. Alaska Special Recreation Permit Application Booklet

The Booklet was designed to assist potential commercial and competitive applicants in filing a recreation-related permit request. It is a one-stop document that identifies the deadlines, procedures, required documentation, fee schedule and even the tear out and printable forms necessary to make application. The Booklet is available in hard copy as well as on the internet. The effort also provides for statewide consistency across Field Office boundaries for both the public and the agency in film permitting, bonding, and administrative fees.



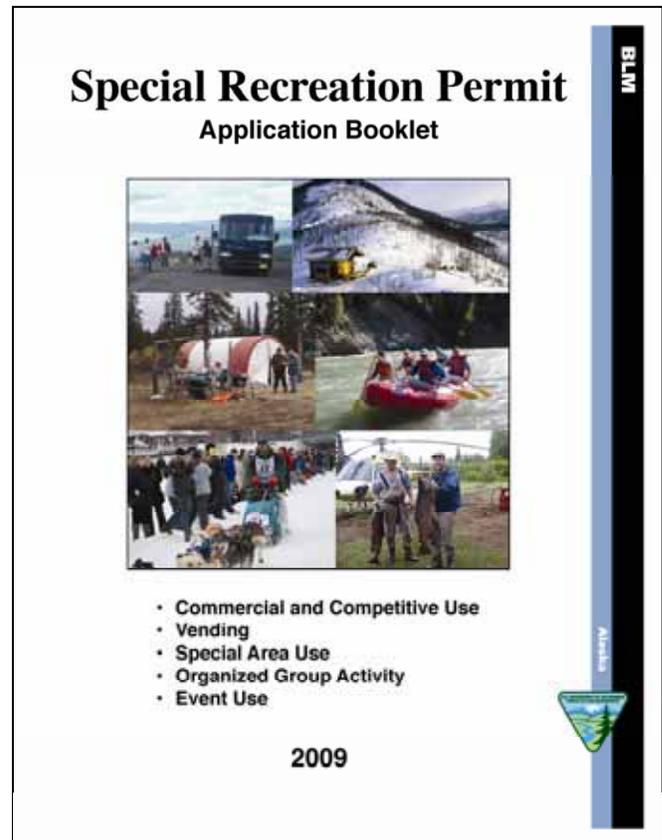
Objective 3—Colorado

Coordination with the State SRP Team

Offices statewide, including the Uncompahgre Field Office (UFO) and Gunnison Gorge National Conservation Area (GGNCA), are implementing the SRP application fee to help offset costs associated with issuing new permits, renewing existing permits, and processing permit transfers. The State SRP Team refined the statewide SRP policy. Having SRP administrators from offices around the state, including the UFO and GGNCA, with different types of SRP activities and issues work together has produced a policy with appropriate levels of flexibility and direction. This has increased consistency of SRP management between field offices in the state.

Gunnison Gorge NCA Accomplishments

Gunnison Gorge NCA used individual SRP fees collected in the Gunnison Gorge Wilderness to fund wilderness patrols. SRP fees also partially funded four seasonal river



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rangers, swift-water rescue certification, and Wilderness First Responder for most of the river rangers (*Recreation and Visitor Services Program Objective 3, Provide fair value and return for recreation through fee collection and commercial services*). In addition to wilderness patrols, the river ranger crew educated visitors on GGNCA rules and regulations, Leave No Trace ethics, and other stewardship programs through personal contacts, maps and brochures, and signing.

Projects

- Campsite clean-up
- Human impact monitoring study in conjunction with Northern Arizona University
- Maintenance of wilderness toilets, trails and signs
- Environmental education projects with local school groups
- Resource protection projects including tamarisk removal & campsite rehabilitation



Gunnison Gorge Wilderness -
River rangers conducting user compliance

Uncompahgre Field Office Accomplishments

Uncompahgre Field Office used SRP fees collected through commercial, competitive, and organized group fees to fund NEPA analysis and natural resource clearances to approve new permits in the UFO. In addition, fees also funded river patrols on the Lower Gunnison, San Miguel and Dolores River. River rangers and other recreation staff completed similar projects in the UFO including maintenance of river recreation sites, environmental education projects, and resource protection projects. Additional accomplishments included:

- Addition of a permanent Outdoor Recreation Planner for administering permits
- Completion of the UFO/GGNCA SRP Policy

Objective 3—Montana

The Missoula Field Office completed a major four year fuel reduction project at the historic mining town of Garnet. This interpretive and cultural site receives more than 32,000 visitors annually and benefits from a strong partnership with the Garnet Preservation Association. Garnet Ghost Town is the Montana BLM's best preserved public historic site.

Actions/Projects Completed and Outcomes

This project accomplished the following:

- Reduce fuels within 40 meters of flammable structures so that radiant heat from a wildfire would not ignite the structure.
- Create a defensible space around historic structures to provide for safety of fire-fighters.
- Retain the visual and recreational values of the ghost towns.
- Complete proposed treatments while protecting cultural resources, structures, and artifacts from damage or loss.



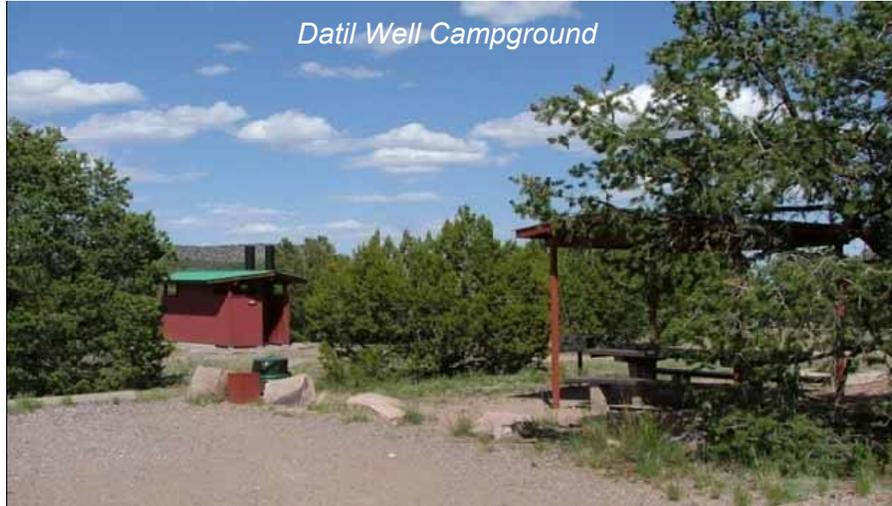
Visitors will be able to continue and physically experience history at this site due to the fuel reduction project. The visual resource management is such that visitors will not be able to tell that trees were removed and that the landscape changed in any dramatic way. These multidisciplinary project benefits natural, cultural and recreational resources while providing opportunities for the public to continue to experience Montana's historic past.

Objective 3—New Mexico

The Socorro Field Office completed a major upgrade of the group use area and other portions of the Datil Well Campground. This portion of the campground is used regularly by groups such as scouts, family reunions, organized groups from outside the area, and the local community of Datil, New Mexico. This is a very popular campground with many repeat customers.

Actions/Projects Completed and Outcomes

- Installed a new group use facility including picnic tables, cement walk ways and fire rings.



- Upgraded the trail system and repaired facilities along the trail.
- Maintained a fuel break between the campground and adjacent private lands.
- Improved the visitor contact station with additional interpretive displays and information.

Objective 3—Utah

1. Upper Green River – The Upper Green River is best known for its blue ribbon trout fishing and white water rafting. Under a service first agreement with the U.S. Forest Service, the Vernal Field Office issues commercial guiding special recreation permits.

A. Actions/Projects Completed

The focus for this past year was to renew the river management agreement, jointly decide on allocation and use of funds, and improve visitor use data.



B. Targeted Outcomes, Experiences, Essential Settings and Activities

The targeted primary outcomes include greater fiscal capacity to maintain infrastructure and services and fostering a greater cultivation of natural resource stewardship ethic.

Targeted experiences include enjoying quality guided fishing trips along pristine river setting in a semi-remote location, savoring the total sensory sight, sound and smell experience of an outdoor non-motorized river experience, and contemplating human relationships with nature.

Essential setting conditions include a semi-primitive and remote physical environment with a middle country social and administrative experience.

Primary activities involve river based fishing, floating and camping, wildlife viewing and photography.

2. Santa Clara River Reserve

The Reserve was established in 2005 in partnership with the cities of Ivins and Santa Clara. Comprised of 6,500 acres, the reserve protects open space, archaeological and natural resources, and recreational opportunities important to local communities. The Land Hill area of the reserve is in very close proximity to both Ivins and Santa Clara and contains numerous archaeological sites.

A. Actions/Projects Completed

The Santa Clara River Reserve Recreation and Open Space Management Plan identified an opportunity to provide an accessible trail to popular and well known archaeological sites within the Santa Clara/Land Hill ACEC portion of the Reserve. A 1.2 mile aggregate surfaced trail was constructed providing an accessible route from the



Anasazi Valley Trailhead to two interpreted archaeological sites. One archaeological site, an Ancient Puebloan farmstead, was uniquely fenced and interpreted to protect both the under- and above-ground artifacts.

B. Targeted Outcomes, Experiences, Essential Settings, and Activities

The targeted primary outcomes include increasing awareness and protection of

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cultural resources, and providing opportunities for visitors to engage in non-motorized recreation for scenic and cultural appreciation.

Targeted experiences include enjoying easy access to natural resources, learning more about local history, feeling good about the way our cultural heritage is being protected, and protecting archaeological sites.



Essential setting conditions include a rural physical environment with a middle country social and administrative experience.

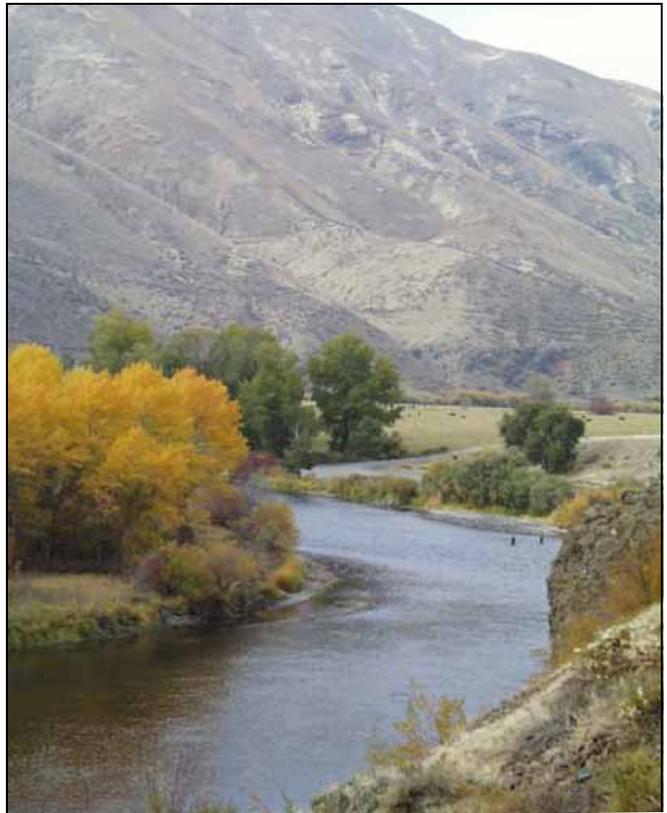
Primary activities involve non-motorized recreation, heritage tourism, photography.

Objective 3—Washington

The Yakima River Canyon is situated between Ellensburg and Yakima, in the central part of the state of Washington. Highway 821 parallels the Class I Yakima River for 27 miles, through massive basalt cliffs and rolling desert hills. This canyon has been designated as a state scenic route and offers excellent wildlife viewing, fishing in a Blue Ribbon trout stream, family river rafting and camping. BLM manages over 9000 acres in the Yakima River Canyon, including the only fee sites in the Spokane District. The four fee sites are all river access sites, offering day use, water access and camping opportunities.

The Yakima River Canyon Complex receives approximately 120,000 visitors per year, with the majority of the visits occurring from May through September.

It is within 2 hours of the Seattle urban population corridor, so it is a popular day trip for residents on the wetter west side of the Cascades to come to the sunny, hot climate of the Yakima Canyon for recreation.



Actions/Projects Completed and Outcomes

In spring 2008, BLM made significant improvements to the Big Pines recreation site, in order to address health and safety needs, deferred maintenance items and to upgrade the facilities available to more closely resemble those at the other 3 sites in the Yakima Canyon Complex. BLM designated and improved 41 campsites (1 group site, 3 walk-in sites and 37 single family sites), paved campsite roads and two parking areas, created one picnic area, installed 6 CXT vault outhouses, improved a gravel boat access, and improved informational signing throughout the site.

In September, 2008, BLM addressed accessibility concerns at the four fee sites by paving access trails to all of the accessible outhouses, fee kiosks and emergency telephones. BLM also created 2 accessible parking spots and improved access to accessible campsites and parking spots at all four sites.

Objective 4 —Arizona

Efforts to *establish a comprehensive approach to travel planning and management* were likely the highest priority for Arizona's recreation program during FY 2008. Although this work is continuing, staff was able to complete 1,200 miles of inventory (which brings the total inventory to 28,000, covering 93% of BLM lands in the state), post signs along 2,050 miles of routes, complete route evaluations on 4,050 miles (which brought the total to 14,000 miles, or 47% of BLM lands in the state), and published two Travel Management Plans in draft for public review, one in Lake Havasu and the other in Tucson, which together cover 143,000 acres with 405 miles of routes.

In addition, significant improvements and additions were made through several grant-funded contracts and agreements, and there was new construction to two trails that are Arizona tourism icons – Hassayampa Field Office's Black Canyon National Recreation Trail (five miles were built of this sixty-



mile, all BLM, trail) through volunteer and friends group labor and efforts, including the establishment of management agreements with local communities of Black Canyon City and Peoria. The Arizona Trail, which was brought before Congress to become a National Scenic Trail also received an addition five miles of construction, funded

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largely by matched grants from Arizona State Parks through coordination with the Arizona Trail Association volunteers. This is an 820-mile north-to-south, border-to-border trail, of which 31 cross Gila and Arizona Strip Districts.

Arizona BLM and Arizona State Parks have cultivated a lasting and deep partnership that has led to multiple shared agreements, projects, funding, and programs. Another example is the State Trail System, a collection of selected premier trails managed by



multiple entities across the state that are marketed as a statewide attraction. One BLM example is the Safford-Morenci Trail, a historic route established by pioneer ranchers and farmers in the Gila Valley, who built the 18-mile trail around 1874 to haul their products to the mines of the Clifton-Morenci area. Today it is a multi-use trail which provides a scenic view of the Gila Mountains passing through rough, broken desert terrain and areas of historic interest/events. The elevation range is between 3,700 and 6,200 feet. During FY 2008 funding partnerships with Arizona State Parks provided for six miles of maintenance work of the trail by the Southwest Conservation Corps, a youth employment program, which benefitted the local community of Safford. The project is now incorporating opportunities for seniors, who are now providing monitoring of trail use and conditions from their positions as volunteer site hosts at Riverview Campground.

The “OHV Ambassadors” (OHVA) program is another public-private partnership funded by Arizona State Parks to establish front-line management of OHV activities across all public lands. Just launched during FY 2007, but achieving solid footing and establishment during FY 2008, the program involves motorized enthusiasts conducting

"meet and greets" with users as a user-to-user, peer monitoring and education approach.

Gaining steamrolling involvement, volunteers also assist BLM in completing small projects, such as fence repair and construction, sign installation, construction of OHV staging facilities, and desert cleanups. In 2008, OHVAs donated over 1600 hours, which was valued at nearly \$30,000 for the Government.



Objective 4, 1, 2, & 7—Colorado

The BLM completed a Comprehensive Trails and Travel Management Plan for the Fourmile trails complex in 1998-99. This plan was developed in implemented to resolve some significant trails-related ATV and dirt-bike recreation resource damage and to provide recreation products within the Arkansas River Special Recreation Management Area. Since completion, BLM has implemented the plan through several on-going implementing partnerships with several local trails user groups and with Colorado State Parks' State Trails Program.

Over the past several years, in addition to fulfilling recreation stewardship responsibilities, the Royal Gorge Field Office (RGFO) has had to respond to increased trails-related recreation demand associated with increasing growth and development of the adjoining Town of Buena Vista. The Fourmile system now ties into several miles of



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adjoining National Forest trails and into the Town's local trail system as well. Trails have been added to diversify riding opportunities and provide opportunities for riders of varying use levels.

Because the whole Four Mile trail system has significant motorized use, RGFO continues to engage the Salida OHV crew, using funding provided by Colorado State Park's "Better Management" trails program to work on motorized trails. But in 2008, RGFO also worked on the Barbara Whipple segment of the trail system, through a CMA with the town of Buena Vista. The town worked under a grant to rehabilitate and restore single-track characteristics of both the Midland and Barbara Whipple trail segments. RGFO also completed NEPA analyses for two surrounding trails overlooked in the trails management plan, adding two looped trails that add hiking, biking, and equestrian recreation opportunities to the trail complex. Additional cooperators who helped bring the two non-motorized system trails on included the Friends of Fourmile, the Buffalo Peaks Backcountry Horsmen, and Ark Valley Velo cycling group. They also donated many hours to reroute a mile and a half of another non-motorized route. The

Friends of Fourmile also created new brochures for the Barbara Whipple Trail and the new trails that were added to the system. In sum, these efforts resulted in achievement of a more complete interconnecting trails system (*Objective 4*).



In addition, the BLM worked with the Town of Buena Vista in developing multiple kiosks for the entire non-motorized portion of the trail system at Riverside Park just outside of town, a major "jumping off" point for the entire Fourmile Trail system (*Objective 2*). Use of the area has substantially increased over the past several years, and the BLM has been working with the County and different subdivisions to tie residential areas into the BLM system through its developing municipal trails network. The town

and the Buena Vista Trails committee are putting in interpretive signs throughout the community helping people connect and learn the history of the area. This project has helped manage the area to enhance recreation experiences and the quality of life of affected communities and their residents (*Objective 1*).

Objective 4—Utah

1. Santa Clara River Reserve

The backcountry area of the Reserve is home to two endangered plant species: the Bearclaw- Poppy and the Holmgren Milkvetch. Constructing designated trails is crucial for their survival while still allowing for recreational opportunities.



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A. Actions/Projects Completed

Four (4) miles of single track trail were constructed and signed.

B. Targeted Outcomes, Experiences, Essential Settings and Activities

The targeted primary outcome is to provide opportunities for visitors to engage in non-motorized recreation .

Targeted experiences include enjoying strenuous physical exercise, savoring the total sensory experience of a natural landscape, having a closer relationship with the natural world.

Essential setting conditions include a back country physical environment with a primitive social and administrative experience.

Primary activities involve hiking and mountain biking.

2. The Kanab Field Office Resource Management Plan was completed in 2008 and prescribes management for over 500,000 acres of public lands in Kane and Garfield counties. Included in the final RMP is a travel plan which designates over 1400 miles of motorized travel routes within that area.

A. Actions/Projects Completed

The KFO completed GPS mapping of all of the designated routes. Furthermore, BLM established photopoints at key sites along route segments and route intersections. A route numbering system was initiated, so that numbered route markers can be installed beginning in 2009. Simultaneously, a travel map will be produced so that visitors can safely, efficiently and assuredly navigate all of the final designated routes. The KFO also continued to partner with two local OHV clubs to cooperatively manage and administer a prior system of designated routes in the Hog Canyon area immediately adjacent to Kanab City.



B. Targeted Outcomes, Experiences, Essential Settings and Activities

The targeted primary outcomes include: increased awareness and protection of natural landscapes, and a keener sense of self reliance and self discovery. Targeted recreation experiences include: enjoying risk-taking adventures, enjoying recreational activities with family and friends, savoring the total sensory experience of the natural world, and contemplating human relationships with nature. Essential setting conditions include primitive and remote physical environment, a backcountry setting featuring opportunities for solitude, and minimal agency operational presence.

Objective 5—Arizona

One example of efforts to *ensure public health and safety, and improve the condition and accessibility of recreation sites and facilities* includes the construction of The Boulders OHV Staging Area by the Hassayampa Field Office through the use of grant programs such as the Recreation Trails Program (RTP) with \$15,000 of matching donated time and material from citizens, user groups, and local construction and supply compa-



nies. This much-appreciated facility is now providing family activity and skill-honing benefits to residents of the local Phoenix communities. The surface areas of the facility are treated with experimental materials as a dust abatement measure, an aspect of the development that also served as a local research project to determine the most cost effective spreading method as well as most effective agent for dust abatement to meet State Department of Environmental Quality (Clean Air Act) Non-Attainment Area requirements. Part of the site design includes a cordoned-off area provided specifically for youth and appropriate OHV riding training activities geared to youth, assuring their safe access to a location separate from experienced riders and challenges above their skill level. By the end of FY 2008, only a few months after opening, the facility had

People—Places—Partnerships

already seen approximately 15,000 visitors.

Objective 5—Utah

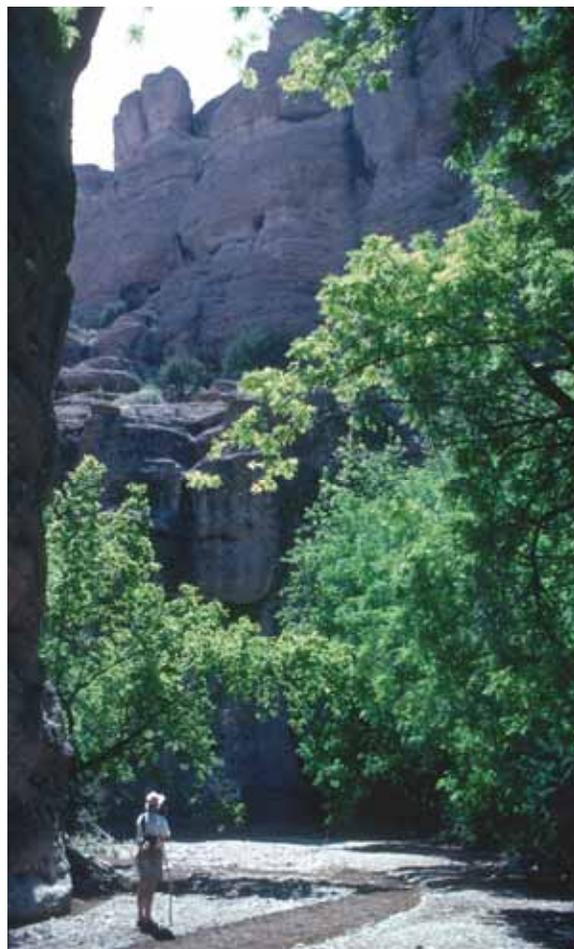
The Kanab Field Office Resource Management Plan was completed in 2008 and prescribes management for over 500,000 acres of public lands in Kane and Garfield counties.

A. Actions/Projects Completed

In completing the RMP, KFO identified 6 Special Recreation Management Areas (SRMAs). They include a variety of settings and opportunities ranging from the unique, deeply-entrenched canyon wilderness of the Paria Canyon-Vermilion Cliffs Wilderness, to the urban interface Kanab Community SRMA, which includes recreation management zones intended to meet the needs and desires of the non-motorized, “quiet sports” recreationists as well as those of the motorized ATV and 4x4 trail enthusiasts.

B. Targeted Outcomes, Experiences, Essential Settings and Activities

The SRMAs have a variety of targeted outcomes, experiences, settings and activities. These range from the solitude and introspection associated with the Paria Canyon SRMA to the motorized backcountry adventure and OHV skill development associated with the Hog Canyon routes included in the Kanab Community SRMA/ motorized recreation management zone.



Objective 6, 1, 4, & 7—Colorado

For a fifth consecutive field season, the Glenwood Springs OHV Crew was funded through a Colorado State Parks Off Highway Vehicle Program. Recreation Program (Objective 6), *enhance and expand visitor services, including interpretation, information and education*, continues to be the crew’s key objective each season. A total of 87 signs were installed, including two new kiosks. Public contact was emphasized throughout the 2008 season. The OHV crew made 717 user contacts, providing visitor services promoting “Stay the Trail” ethics.

The crew has met “Objective 4”, *Establish a comprehensive approach to travel planning and management*, with the OHV crew serving as a valuable part of the team in providing critical information to planners conducting the travel planning and

management process. During the 2008 season, the OHV crew rode/documented 894 miles of trail throughout the Glenwood Springs Resource Area within both Special and Extensive Recreation Management Areas.

On SRMAs, it helped continue providing public land *managing public lands for enhanced recreation experiences and quality of life* (Objective 1) to residents from 11 adjacent communities within 5 counties. In support of ongoing RMP revision the crew assisted planners in the collection and documentation of user trends and future recreation opportunities aligning with recreation setting character prescriptions in existing SRMA's, and within SRMA's being analyzed in the land use plan. Throughout the resource area the crew focused on identifying areas in need of maintenance, mapping existing trails not in corporate data base, conducting restoration and/or reclamation work, providing visitor service needs, and installing signs.

This BLM-Glenwood Springs OHV crew partnership under State Parks' "good management" program reflects the intent of Objective 7. The crew worked in partnership with Rocky Mountain Youth Corps for two weeks re-routing and constructing two trails in the Bocco Mt. SRMA in Eagle County. In addition, the crew worked with volunteer's on numerous other projects in Eagle and Garfield Counties, embodying Objective 7, *encouraging and sustaining collaborative partnerships and volunteers.*



*Rocky Mountain Youth Corps trail project-
Eagle County*

*BLM OHV Crew member with
public at Hubbard Mesa Open Area*



Objective 6—Idaho

BLM Partners with National Park Service to Participate in “Snow School” at Craters of the Moon National Monument.

In January 2008, Shoshone Field Office Park Ranger Mike Setlock assisted Park Ranger (NPS) Doug Owen in hosting over 445 students and 15 schools from south-central and south-eastern Idaho at Craters of the Moon National Monument “Snow School.”



The “Snow School” was a result of a passion for snowshoeing and educating Idaho’s youth. Owen directed his passion into a partnership with the Winter Wildlands Alliance to offer this on-snow winter ecology education program. The Alliance granted several

pairs of snow shoes to the Monument. The first year of the “Snow School” program attracted two schools and 33 children and has continued to grow ever since. This increase in popularity revealed a need for additional staff to assist the National Park Service (NPS) throughout the winter. Thanks to BLM’s partnership with NPS, Shoshone FO Park Ranger Mike Setlock was able to assist with SnowSchool in January, February and March 2008. “I really enjoy seeing the students and their excitement as they take what they learn during the hour-long classroom session out onto the snow,” says Setlock. “It’s very rewarding.”

The fun and education are not just for school groups; guided snowshoeing hikes at Craters are also available to the public during certain months.

Objective 6—Utah

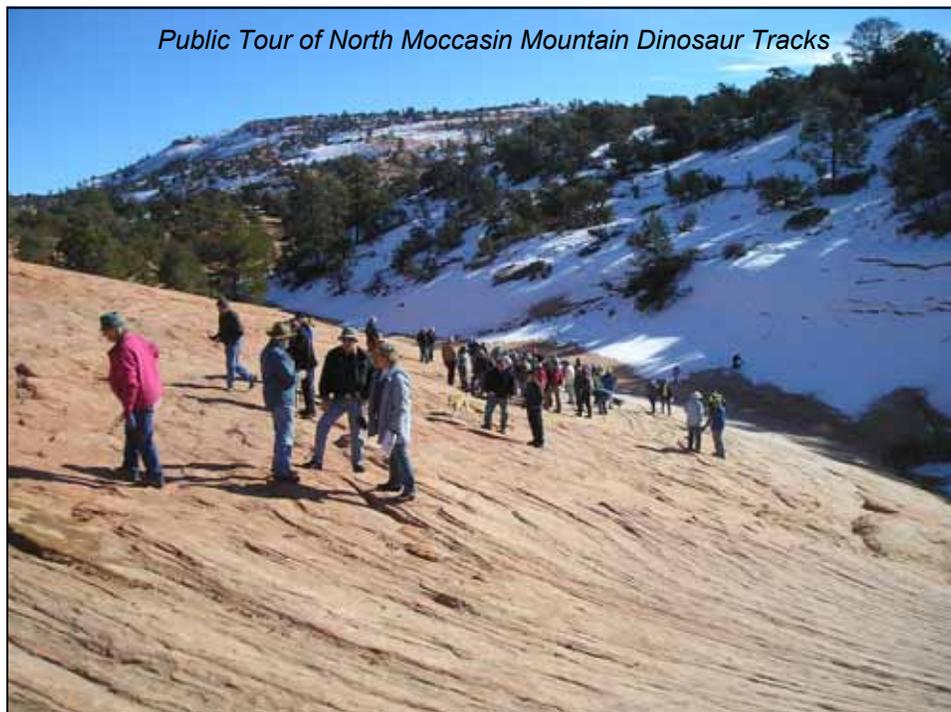
The Kanab Field Office Resource Management Plan was completed in 2008 and prescribes management for over 500,000 acres of public lands in Kane and Garfield counties.

A. Actions/Projects Completed

The KFO hosted two highly successful and well-attended interpretive tours of the Moccasin Mountain dinosaur track site in January of 2008. Recreation staff also coordinated three interpretive outings during Kanab’s Amazing Earthfest: a tour of the Moccasin track site, a tour of the South Fork Indian Canyon Pictographs, and a hiking tour of the local Squaw and Tom’s Canyon trails. The KFO continues to staff the Paria Contact Station, which serves as the main gateway for visitors to the Paria Canyon-Vermilion Cliffs Wilderness. Furthermore, staff continued to provide orientation to outfitter guides operating on public lands adjacent to Zion National Park. KFO also hosted a highly successful National Public Lands Day event, with nearly 100 volunteers participating, during which BLM staff provided educational and interpretational activities and experiences.

B. Targeted Outcomes, Experiences, Essential Settings and Activities

Targeted outcomes, settings activities and experiences for the above events included enhanced education about natural resources in an outdoor setting, spending time outdoors with family and friends, self discovery, and getting physical exercise in a pleasing outdoor setting.



Public Tour of North Moccasin Mountain Dinosaur Tracks

Objective 7—Idaho

Local Students Help BLM River Ranger Clean-Up Public Beaches Along Lower Salmon River

The “Salmon Surfers” are a group which patrols beaches, removes rocks, and picks up trash and driftwood for the Cottonwood Field Office. They are a group of local students spending the day as junior “River Rangers” for the BLM. The group of kids from the “Kids Klub” were approached by the BLM to participate in an educational “Salmon Surfer river trip.” Ten students, along with Kids Club lead teacher Kristi Keeler and Kids Klub Americorps volunteer Miranda Roach, accompanied BLM River Ranger Evan Worthington.

Worthington led the group down an 11-mile stretch of the Lower Salmon River, made possible by a federal grant for the “Take it Outside: Children and Nature Initiative.” Worthington taught the “Leave No Trace” philosophy, river etiquette, and safety measures to the group.

“The program encourages children and families to spend more time outdoors on public lands, and develop stewardship of the public lands,” Worthington emphasized. “Through this grant the children had an opportunity to patrol and clean up the beaches and see what happens when trash is left on them.”

The students enjoyed the class II and III rapids and short hikes to see ancient pictographs and remnants of a Chinese pit house built in the 1800’s. The students learned what they can do to for the river: “Love it and leave it clean.”



Beneficial Outcomes as described in a fourth grader's essay on bike riding:

"My bike makes me happy! I love riding it every day! When I ride on it, the wind blows in my face and I feel great. I see nature and beautiful things all around me. I see little animals and birds flying and running around. I see trees. I see the crystal blue sky and the white fluffy clouds over my head. I feel peaceful. I feel at one with nature when I am on my bike.

My body feels strong when I'm on my bike and it clears my mind as well. I get stronger every time I go out. I know how good it is for my body and I think everyone should bike, to make their bodies stronger and healthier. It is also very good for your mind because biking helps you think about things and helps you get the right answers. The happiness and freedom I experience while on my bike clears my mind so I am able to think clearly and solve problems.

I also enjoy riding with my friends. My friends and I love to ride around. We talk about things, enjoy looking at all the animals, and we race up and down hills. Biking makes our friendships stronger. We share laughter together, secrets, and talk about who we are going to be when we grow up. We even help each other solve things that are wrong in our lives. I even enjoy riding with my brother. When we ride together, I feel like he is my friend, not my brother! Biking is fun for the both of us so we don't fight! We laugh and play together and use our imagination. When we ride on our bikes, we actually become closer. When I am an adult, I want my brother and I to continue riding our bikes together. I want to keep our relationship strong, because I love him.

I remember when I got my first bike. I was coming home from school and I saw a bike in the driveway. I looked at my new bike. It was a shiny pink bike with pretty designs on it. I said, "I will keep this bike for the rest of my life and will give it to my children when I am all grown up." I will bike for the rest of my life, and when I am an adult, I will ride with my children and show them the joys of bike riding.

That is how my bike affects my life! "Now people ... hop on your bikes and GO!!" A bike is an amazing tool for you to use — for exercising, playing, thinking, and seeing nature. If everybody rode a bike, the world would be a better place!"

Nine year old Kayla Plater's essay won the top award among 25 entries from Santa Ynez Valley fourth- through sixth-graders. The theme for the contest, sponsored by the city of Solvang and the Local Organizing Committee of the Amgen Tour of California, was "How my bike affects my life."



