

Recreation And Visitor Services Strategy

California

BLM

California State Office, Sacramento





United States Department of the Interior
BUREAU OF LAND MANAGEMENT



California State Office
2800 Cottage Way
Sacramento, California 95825
<http://www.blm.gov>

June 10, 2008

In Reply Refer to:
8300 (CA-930)

Dear Interested Party,

Thank you for your interest in the *California Recreation and Visitor Services Strategy*. This state-wide strategy is intended to integrate with the benefits based management framework and assist in the implementation of the national work plan.

The strategy defines and prioritizes actions to target resources for effective program implementation. It is focused on three basic components of recreation opportunities on BLM public lands: 1) types of recreation opportunities and experiences that can be provided, 2) the character of recreation settings within which they occur and retaining that character, and 3) services that can be provided by the BLM and its collaborating partners. It is based on the objectives established in the national workplan (the "Purple Book").

If you have any questions about the strategy or the information provided in this document is unclear, please do not hesitate to contact the appropriate Field Office or:

Michael Ayers, Outdoor Recreation Program Lead
Bureau of Land Management
2800 Cottage Way, W-1928
Sacramento, CA 95825
916-978-4644
email at: mayers@blm.gov

Sincerely,

Mike Pool
State Director, BLM California

Bureau of Land Management California Recreation Program

Mission Statement

BLM California recreation will; through innovative partnerships, stakeholder commitment, and community-based collaboration; maintain the valued recreation opportunities, desired landscape settings and public land health ensuring long-term ecological sustainability while providing benefits to visitors, communities, and the natural and cultural environment.

Acknowledgement

The framework for this Strategy was developed by BLM Colorado where many of the concepts for benefits based management originated.

TABLE OF CONTENTS

Introduction	Page	1
Why a BLM California Recreation Strategy?		2
Complementing the BLM		3
What's Changed that Requires a Strategy?		3
What's Going to be Different?		6
Goals for the Strategy		6
Taking Stock		6
Recreation and Tourism in California		8
Resource Impact Concerns and Challenges		9
BLM Authorities in Managing Recreation		11
Strategy Framework		11
Management Objectives and Associated Actions		11
Objective 1 – Manage for Recreation Experiences and Quality of Life		11
Objective 2 – Encourage Sustainable Travel/Tourism Collaborations		13
Objective 3 – Fair Value and Return through Fees and Commercial Services		13
Objective 4 – Establish a Comprehensive Approach to Travel Management		15
Objective 5 – Public Health and safety and Improve Accessibility		16
Objective 6 – Enhance and Expand Visitor Services		17
Objective 7 – Encourage and Sustain Collaborative Partnerships		18
Time for Action		19
BLM Abbreviations		21
Photos		22

APPENDICIES

1 - Glossary	23
2 - BLM Authorities for Managing Recreation	29
3 - Federal Lands Recreation Enhancement Act	32
4 - BLM Field Office Boundaries Map	35

Introduction

The Bureau of Land Management (BLM) administers 258.2 million acres of America's public lands, located primarily in 11 western states and Alaska. The BLM manages over 15 million acres in California alone, providing recreation opportunities for over 9.5 million visitors annually. Among the many recreation areas that BLM California manages are Special Recreation Management Areas (SRMAs) and National Landscape Conservation System (NLCS) units. These latter units include Carrizo Plain National Monument, Santa Rosa/San Jacinto Mountains National Monument, California Coastal National Monument, California Desert Conservation Area, King Range National Conservation Area, Piedras Blancas Light Station Outstanding Natural Area, 82 designated Wilderness Areas (3,725,000 acres), 74 Wilderness Study Areas, four scenic and historic trails, and nine designated Wild and Scenic river segments.

Outdoor recreation is as much a part of California as the coastline, forests, valleys, lakes, rivers, and mountains that shape the state. The BLM is a big part of that recreation, providing opportunities for off-highway vehicle use, camping, hiking, driving for pleasure, picnicking, hunting, whitewater boating, wildlife viewing, and a variety of other pursuits. Californians look to outdoor recreation for relaxation and natural values and BLM lands play an important role in connecting people to nature and to each other. *The Park and Recreation Trends in California*, published by California State Parks, identified a number of factors important to Californians for enjoyment of the outdoors.

- Being able to relax
- Feeling safe and secure
- Being in the outdoors
- The beauty of an area
- Getting away from crowded situations
- Releasing or reducing tension
- The quality of the natural setting
- Being with family and friends
- Doing something that children enjoy
- Having a change from the daily routine
- Keeping fit and healthy



Californians will continue to enjoy the outdoors and the activities in which they currently participate will continue to grow in popularity as the population of the state grows. In particular, population increases in Southern California, as well as Redding, Ukiah, Folsom, and Hollister will place additional demands on recreational use of BLM lands. Also, the outlook for other forms of outdoor recreation, such as geocaching and visiting nature centers will see increases in popularity.

Why a BLM California Recreation Strategy?

The Bureau's vision is "to enhance the quality of life for all citizens through the balanced stewardship of America's public lands and resources." BLM manages diverse lands and programs of which recreation has developed into a major use of those lands, comparable to range, minerals, and realty. This strategy, while focusing on recreation, must be viewed



as only one aspect of many composing the BLM's multiple-use mission. Recreation is not necessarily appropriate on all lands that BLM manages. However, the program is an expanding endeavor, is important to California residents and visitors, and requires a strategic approach.

The BLM Recreation and Visitor Services Program is focused on three basic components of recreation opportunities on public lands: 1) types of recreation opportunities and experiences that can be provided, 2)

the character of recreation settings within which they occur and retaining that character, and 3) services that can be provided by the BLM and its collaborating partners. Obviously, the BLM is not the only provider of recreation experiences and benefits. Therefore, BLM strives to develop collaborative partnerships with other land management agencies, state and local governments, recreation service providers, and a host of interest groups and individuals to provide a complete spectrum of recreation opportunities.

The recreational use of California's public lands and its management by the BLM continue to undergo significant changes. These changes are multi-dimensional, involving population demographics, related changes in consumer demands and use, advances in state-of-the-art leisure science, improved technology, competing uses, and updated recreation tourism policy. The purpose of this strategy is to improve BLM California's responsiveness to these changing conditions and leverage its resources and staff in the process.

While this strategy sets neither recreation management objectives nor specific program actions, it does provide strategic direction for the application of recreation objectives in the development of management plans and their implementation in day-to-day field operations. It does so in a way that enables BLM California to respond to national program direction that is unique to the diversity of its recreation areas, its communities and the services they provide, and the desires of BLM's own distinctive recreation clientele, while

caring for the resources that provide the original experiences.

This strategy is therefore organized around program objectives, not management objectives set through land use plans and therefore does not conflict with RMP objectives. The seven program objectives in this strategy have been adopted by the BLM Executive Leadership Team with input from the agency's diverse recreation constituents.

Complementing the BLM

In May 2003, the BLM wrote a work plan called "The BLM's Priorities for Recreation and Visitor Services" referred to as the Purple Book. The plan was developed in response to two goals established by the Department of the Interior:

1. Provide for a quality recreation experience, including enjoyment of natural and cultural resources; and
2. Provide for and receive fair value.

To accomplish these goals, seven key objectives were set. The California Recreation Strategy embraces these objectives and highlights actions to be taken within the next five years specific to BLM California. These seven objectives establish the framework for the BLM California Recreation and Visitor Services Strategy.

What's Changed that Requires a Strategy?



Changing Demand. California makes up less than 4.5% of America's land mass and contains more than 12% of the population. In 2000, the number of people in the state totaled less than 34 million. By the year 2030, that figure is projected to be 46.5 million, an increase of almost 37%! Most of that growth will be near BLM public lands in nine field offices, through the middle of the central and southern part of the state and along the coast. The challenges to manage the subsequent increased demands on public lands will require an understanding of trends and their most likely implications as the population increases and the rate of demographic change accelerates.

In addition, a weakened dollar and strong marketing of California tourism has drawn visitors from around the world. In 2005-2006, the California Travel and Tourism Commission reported over \$88 billion of tourism revenue in California. Increased cost of fuel and goods and services has created a greater demand for local tourism. Many of these travelers are considered cultural heritage tourists or the geo savvy and urban sophisticate traveler.

From *The Park and Recreation Trends in California*, the interactions of several changes will have dramatic impacts on California recreation. These interactions are:

California's population will approach 50 million before 2040.

California's population is becoming more culturally and racially diverse.

California's senior population will double by 2020.

California's baby boomers are now entering retirement age.

California's 18-40 year olds are creating new ways to experience the outdoors.

California's K-12 children will accelerate the rate of change (increased numbers).

All of this socio-cultural and related economic change has and will continue to profoundly affect the BLM's management of public lands recreation use, including both visitors and affected local communities and their residents. The distinctive character of public lands recreation settings are vitally important to Californians who value the wide-open spaces as integral to their quality of life. There has also been an accompanying diversification of the recreation-tourism markets wanting to use and enjoy BLM public lands. Nationally, the BLM has recognized at least three distinctively different recreation/tourism markets, i.e., destination, community, and undeveloped settings.

Changes in BLM Recreation Management. Another significant change comes with advancements in recreation science and management. Again, for the most part during the 1980s and '90s, recreation management for BLM California meant managing a variety of outdoor recreation activities. This simplistic approach to meeting user demand by activity treats recreation as "fun and games" for participants.

People wanted hiking trails, so BLM built hiking trails. People wanted to float rivers, so BLM developed a river program and so on. Since recreation management was structured around individual activity demands, the BLM's recreation program/staffing was therefore



structured around such principle recreation activities and initiatives as off-highway vehicles (OHV), river boating, hiking, trails, interpretation, permits and fees, etc.

Managing recreation today on BLM public lands is much more complex. Technological advances have brought new recreation activities to the public lands, including exponentially increasing mountain bike and OHV use. This diversity of often competing recreation activities desired by visitors coupled with the dramatic increasing use of public lands, caused BLM recreation managers to realize that activity based management forced recreation planning, management, staffing and funding into a “reactive” mode. Public land managers were focused on facilitating activity use of the public lands without attention to the resulting changes we were causing in setting, thereby diminishing the character of the lands that produced beneficial outcomes to the public.

At the same time, visitors and residents voiced concerns that the character recreation settings in which they recreate were just as critical as the activities available to them on public lands. Recreation management focusing solely on activities could allow the distinctive landscape character, especially areas that are characterized by more primitive, natural looking, and undeveloped recreation settings to change. In turn, the recreation experiences made available for visitors could be impacted. However, it appears that economies are strong, communities are thriving, and BLM visitor numbers are on the rise. While recreation management has negligible control over such external influences as private land growth and energy development, public land managers can enhance visitors’ quality of life and beneficial outcomes produced for communities, economies, and the environment itself through a management approach that follows the strategy outlined in this document.

To improve recreation services and internal operations, BLM California is moving beyond an activity focused approach to an “outcomes focused” approach called **benefits based management (BBM)**. BBM is the application of an outcomes focused philosophy to the delivery of recreation services. BBM provides the conceptual framework to view, plan and collaboratively provide recreation services as a means to larger “ends”—beneficial outcomes to individuals, communities, economies and the environment. By paying attention to “why people recreate” and the supporting recreational setting characteristics —“what the public lands are becoming,” in



addition to “what people want to do”—and how that may impact land health standards, managers have a logical framework that considers all the essential workings (implementation actions, recreation settings, recreation opportunities and outcomes, and potential resource impacts) that go into delivering the quality recreation services BLM’s visiting and resident customers desire.

What’s Going to be Different?

The seven national Recreation and Visitor Services Program objectives, around which this strategy is structured, provide a comprehensive answer to this question. Some of these objectives involve substantial programmatic changes, whereas others are mostly refinements of current management practices. While many components of this strategy are novel, others are already being implemented.

Goals for the Strategy

This Strategy is designed to increase public lands stewardship through consistent and coordinated management of the BLM California recreation program in order to achieve the best possible balance of recreation uses and land health standards statewide.

The primary goals of the Strategy are to:

1. Set a framework for achieving sustainable experiences and quality of life outcomes for individuals, communities, and the environment;
2. Sustain diversity, distinctive character, capacity of BLM recreation settings; and
3. Increase the economic stability and sustainability of the BLM California recreation program.



Taking Stock

The four BLM California Resource Advisory Councils have worked closely with the BLM in recreation planning across the state. Their recommendations are complementary to the Recreation Strategy contained in this document which is designed to articulate the focus of the overall recreation program for BLM California. In addition, Technical Review Teams (TRTs) work with BLM to effectively plan for fee areas and make recommendations related to fee revenue expenditures.

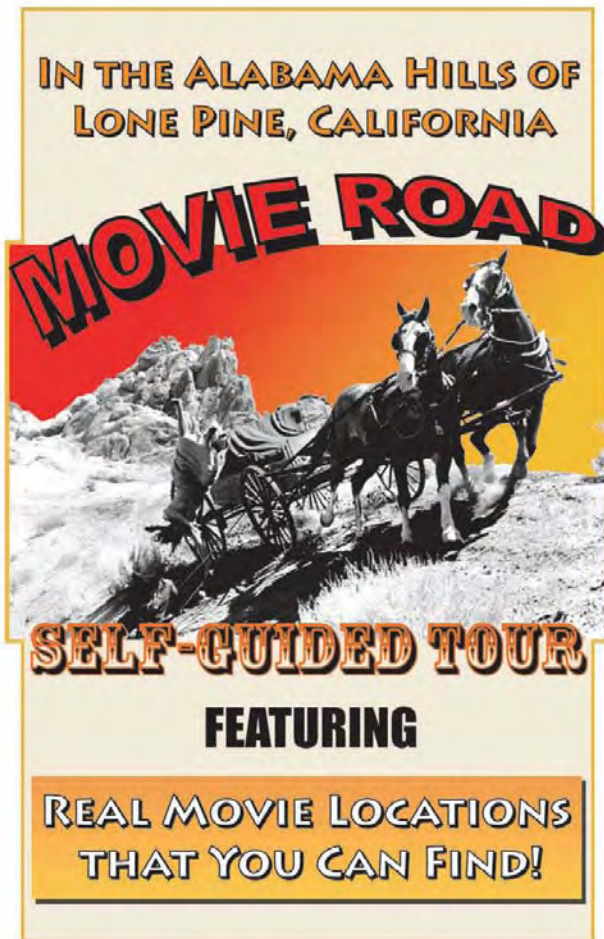
BLM California manages substantial public lands lying in close proximity to many sizes and types of California communities. The changes in metropolitan and micropolitan (core area of 10,000 to 49,999) area populations from April 1, 2000, to July 1, 2006, demonstrate marked growth through central and coastal California. BLM's Ukiah Field Office (FO) is situated adjacent to areas that have seen metropolitan growth from 6.3% to 12.7% and micropolitan growth as high as 66.7%. Folsom FO is in the middle of one of the fastest growing areas in California with some metropolitan cities increasing as much as 40% over the last six years. In fact, Placer County is the 50th fastest growing community in the United States. The Hollister FO is mostly positioned next to metropolitan areas that have grown as much as 6.3% and adjacent to some counties that have increased as much as 40%. And Redding FO lands are accessible by metropolitan and micropolitan areas that have grown from 6.4% to 12.7%. The BLM field offices in Southern California are adjacent to or near some of the largest metropolitan centers of the U.S.

Actions of recreation-tourism providers within each of these communities are not only essential to the use and enjoyment of BLM public lands, but they also influence and determine the character of recreation opportunities found there.

BLM California public lands offer extremely diverse kinds of recreation, distinctively different from those provided by other agencies. These public lands provide opportunities to reconnect with rural roots and get away from the intensive recreation "rat race." BLM California public lands offer the opportunity to walk along the Lost Coast, navigate miles of pristine Class I-V rivers, hike a remote wilderness area, ride technical mountain bike trails, explore the limits of driver and machine on large expanses of sand dunes, motor tour the Eastern Sierra, visit a historic lighthouse, experience intact historic and prehistoric cultural sites, or drive along one of California's many Scenic and Historic Byways to view spectacular landscapes. BLM Back Country Byways may be found at three locations in California. Many other recreation experiences are also available, such as viewing wildlife, historic and cultural interpretation, exploration, rock climbing, hiking, backpacking, camping, and, of course, hunting and fishing. BLM offers recreation experiences for visitors of all abilities and provides significant economic benefit for local communities and regions throughout California.



Recreation and Tourism in California



Recreation and tourism in California are big business – statistics show how significant and valuable recreation is to the California economy, local communities, residents and visitors alike.

The most recent *Public Opinions and Attitudes on Outdoor Recreation in California: An Element of the California Outdoor Recreation Plan* provides a snapshot of contemporary outdoor recreation in the state. The key elements for California are:

- Californians are avid and active outdoor recreation enthusiasts.
- Californians look to their outdoor recreation pursuits for relaxation and natural values.
- Californians differ from each other in their participation patterns and outdoor recreation styles.
- Californians are using advances in technology and transportation to expand their outdoor recreation opportunities.
- Californians will continue their love affair with the outdoors into the foreseeable future.

California public lands are a critical component to the recreation and tourism industry, and many rural communities are dependent on the recreation opportunities and settings afforded by adjoining public lands.

For the BLM, recreation and tourism have traditionally been viewed simplistically. Changing demographics, growth of destination resorts, diversification of products, and active Chambers of Commerce have changed the BLM's perspective. Sustainable tourism markets and the demand for a triple bottom line tourism economy requires well thought out capacity planning. BLM now has significant visitor, community resident, business, and other constituent demand for touring, resorts, special events, and opportunities to learn about and enjoy California's unique cultural and natural heritage. This requires BLM to collaboratively work and plan with communities and interested publics while upholding its fundamental duty to meet or exceed land health standards. For example, BLM partnerships with the California Travel and Tourism Commission, Alabama Hills

Stewardship Group, Shasta Cascade Wonderland Association, and United Desert Gateway demonstrate BLM's desire to make the most efficient promotion of public lands recreational opportunities.



Many of the BLM lands are adjacent to or near large population areas, but some field offices are located in more rural areas. The proximity of many BLM public lands to rural communities makes them vitally important to the quality of life of California residents. These “community backyards” are readily accessible for getting outdoor exercise, escaping workplace stress, and enjoying the closeness of friends and family. For affected communities, recreation areas on BLM public lands provide a higher sense of community satisfaction, greater sense of integration, connection to nature, alternative activities for youth, and improved local economic stability.

Many factors, including population growth, recreation-tourism demand, and limited funding have challenged BLM's ability to manage recreation in California.

Resource Impact Concerns and Challenges

Multiple challenges are posed by California's population growth. Urban Front Range growth within an easy drive of BLM public lands accelerates destination recreation demand. Increased rural community growth from business relocations, second homes, and retirees creates corresponding increases in community-based recreation demand on readily accessible adjoining BLM public lands. Growth of tourism industry promotion and use likewise sends increasing numbers of outdoor adventurers to BLM public lands. Underlying these challenges is BLM's dispersed recreation use and its need to maintain the distinctively undeveloped and open-space character of its recreation settings and the experiences and other benefits BLM public lands provide.



In addition, increased energy development throughout the state has stimulated rural growth in certain areas, which in turn generates greater recreation demand. The BLM must meet the challenges presented by the increase in energy development in many areas where recreation is also popular. In turn, the increased working population in nearby communities increases demand for quality recreation opportunities.

BLM California should promote studies to identify desires for public lands recreation areas and related activities during the resource management planning process. These studies will help BLM determine visitor and community resident desires for resulting experiences and other benefits, and the setting characteristics on which their sustained benefit realization depends.

Comprehensive travel management is a major challenge. New recreational vehicles are capable of negotiating terrain and reaching places that were considered inaccessible to these uses 20 years ago. In addition, navigation systems can direct visitors to places that



are susceptible to resource damage. To address consequent effects to public land health as well as user conflict, the BLM is involving affected users and interested stakeholders in comprehensive travel management planning. Related increases in use require addressing many resource issues, including fragmentation of wildlife habitat and the spread of invasive species and noxious weeds through all forms of travel on BLM public lands.

Another concern that BLM must consider in its planning efforts is maintaining the habitat and resources upon which recreation is dependent. For instance, power plant water diversions could

severely change recreational boating, fishing, and camping opportunities and drastically change the livelihood of individual businesses and communities. Energy development in heavy use and/or pristine recreation settings can irretrievably impact experiences and opportunities. Increased recreation and development can also have a negative impact on archeological and historical resources. These resources are of great interest to Heritage Tourism but how do we enjoy them without destroying them? New interpretation and education will be integral for the agency to address these concerns.

The tourism industry is increasingly looking for recreational experiences that will result in

longer visitor stays in their area and provide opportunities for recreating during the spring and fall shoulder seasons. Sustainable tourism markets have a strong emphasis on experiential learning through interpretation, education, and volunteering. Local communities and their residents are also placing increasing value on maintaining the character of place on recreation settings to enrich their quality of life and lifestyles. BLM will continue to experience a growing demand to provide these types of opportunities.



BLM Authorities in Managing Recreation

The BLM's authority to manage recreation is based on the Federal Land Policy and Management Act (FLPMA) of 1976. The National Environmental Policy Act (NEPA), the Code of Federal Regulations-Title 43, and BLM Manuals also provide guidance in managing California's public lands. Preserve America, Executive Order 13287 supports and directs federal agencies to engage in promoting preservation through heritage tourism.

Strategy Framework

The heart of the BLM California Recreation Strategy—the seven objectives outlined below—are synergistically interrelated; that is the objectives working together are greater than the sum of the objectives standing alone. The first three objectives unify California's Recreation program. All of these objectives, considered to be the framework for California's Recreation and Visitor Services Strategy, require managing all components of recreation, within the context of gateway community collaboration, for fair value and fair return.

Management Objectives and Associated Actions

Objective 1

Manage Public Lands for Recreation Experiences and Quality of Life

BLM California will work with communities, service providers, interest groups and individuals to produce recreation opportunities and maintain setting and character for visitors and local residents that will provide access to users to achieve health and fitness goals and quality of life benefits from the public lands. Understanding and responding to

the recreating public’s desired outcomes and priorities (individual, community, economic, and environmental) are of primary importance!



Primitive	Back Country	Middle Country	Front Country	Rural	Urban
-----------	--------------	----------------	---------------	-------	-------

Objective 1: Actions

All planning efforts (through Resource Management Plan development, amendment, or revision) will shift focus from activity based to Benefits Based Management (BBM). The shift to BBM further requires prescribing the setting conditions essential to produce the targeted outcomes desired by both land managers and the public. BLM recreation settings are typically more primitive and rugged, require more individual responsibility, and have an overall lower density and demand than lands managed by other agencies.

- Planners and managers, in collaboration with communities and constituencies, will inventory and administer setting character to maintain a diversity of settings across the entire spectrum of recreation experiences, which include motorized uses such as motorcycling, four-wheeling, ATVing, snowmobiling and driving for pleasure; mechanized uses such as road biking and mountain biking; quiet recreation experiences such as hiking, horseback riding, fishing, and backpacking; and Heritage Tourism options that maintain the integrity of cultural, paleontological, natural history and historical locations while interpreting the stories of these important places.
- Implement and monitor plan objectives to ensure that benefits, experiences, maintenance of recreation setting character, and land health standards are met.
- Continue working with the business community, organized recreation groups, outfitters, communities, and interested individuals to instill a sense of pride and caring for public lands.
- Develop ways of using concessions to help maintain or operate recreation areas.



- Incorporate the idea of climate change into planning so that recreational experiences may be directed toward reducing the carbon footprint. Monitor economic changes (such as higher fuel prices) to leverage funding for eco-friendly recreation.

Objective 2

Encourage Sustainable Travel/Tourism Collaboration with Gateway Communities

BLM California will actively participate at the state level and regional levels with California Travel and Tourism and with the California Roundtable on Recreation, Parks, and Tourism to assist gateway communities and field offices with sustainable tourism programs. BLM California will build sustainable tourism partnerships involving key service-providing businesses, regional tourism organizations, and local governments on whom the agency and its customers depend within gateway communities. While some BLM field offices have successfully collaborated with surrounding communities, more field offices will develop and maintain these valuable and essential relationships.

BLM needs to improve and strengthen relationships with the tourism sector and service-providing businesses and local governments so that all will understand the approved recreation setting prescriptions and management objectives, agree to them, and market public lands responsibly. If BLM does not have these relationships, we will continue to be reactive and unable to meet the tremendous public demand set for us by our surrounding communities and continue to sustain degradation of important natural resources.

Objective 2: Actions

- Engage the business community and local governments in collaboratively planning and managing for sustainable recreation-tourism use of public lands that meet or exceed land health standards, addressing needs of shared visitor and resident customers.
- Get involved in community-based planning to address mutual needs including communities (all local governments), service-providing businesses, and the BLM.
- Engage chamber of commerce/tourism groups, outdoor businesses, heritage organizations, outfitters, other private recreation providers, and organized groups for ideas and ways to disseminate information regarding suitable visitor destinations on public lands, maps and user ethics.
- Develop a field office level strategy for marketing public lands.

Objective 3

Provide Fair Value and Fair Return through Fees and Commercial Services

California has a large commercial recreation permit program and manages many developed recreation sites. To maintain the quality of recreation



experiences and desired setting characteristics on California public lands, BLM must ensure that fair return is collected on the services provided and that the recreation fee program is administered consistently throughout the state. The BLM will work through its Pacific Southwest Recreation Resource Advisory Committee in administering any fee changes, increases, or new fees in accordance with the *Federal Lands Recreation Enhancement Act*. As the steward of public lands, the agency will be accountable and ensure that funds are returned to support the sites where fees are collected. Currently, the Barstow and El Centro Field Offices use Technical Review Teams (a part of the Desert Advisory Council) to advise on the use of fee revenues. This highly successful effort will continue.

Objective 3: Actions

- Utilize the California Special Recreation Permit (SRP) Booklet to develop a consistent, fair, accountable and sustainable permit program.
- Work with communities and engage the public to identify potential areas where individual fees are needed to achieve management objectives and setting prescriptions.

- Evaluate recreation areas and other amenity sites to determine if appropriate fees are charged in accordance with the *Federal Lands Recreation Enhancement Act*.

- Propose new or continued user fees to ensure a fair return for services provided to benefit users following BLM fee policy and the *Federal Lands Recreation Enhancement Act*.

- Where public lands recreation use requires local government infrastructure and/or private sector visitor services, explore joint fee programs to sustain all services essential to the attainment of desired recreation opportunities and outcomes.

- Continue to work with other agency cooperators, such as State Parks, U.S. Forest Service, and others—and across BLM’s own program and seasonal staff—to monitor and enforce permit requirements.

- Maintain existing statewide intergovernmental agreements.

- Disseminate information locally and at all fee sites and areas explaining how and why BLM uses recreation fee revenue and associated Recreation and Visitor Services



appropriations.

- Encourage offices to develop and maintain partnerships that fulfill local needs while balancing recreational demands in administering public lands.
- Explore the possibility of operating fee areas under concession agreement.

Objective 4

Establish a Comprehensive Approach to Travel Planning and Management

Comprehensive travel planning and management is integral to the character of recreation settings. Travel management decisions support the fulfillment of planning objectives which include desired recreation setting objectives to protect and/or enhance landscape character. In all new land use plans, travel will only be permitted on designated routes, except in established OHV open areas for motorized use. Each office will work closely with communities, sister agencies, interest groups, and interested individuals to balance protecting the health of the land with providing appropriate public and administrative travel and access.



Objective 4: Actions

- Commit Management of Lands and Resources (MLR) programs to provide funding to support Comprehensive Travel Management.
- Integrate National Scenic Byways to BLM gateway communities and Back Country Byways.
- Develop GIS mapping for travel management plans and make maps available on the internet and by hard copy.
- Transportation routes identified for recreation purposes will include opportunities and quality experiences for all user groups, including hikers, backpackers, equestrians, bicycles, motorcycles, ATVs, four-wheel-drive vehicles, hunters, and anglers. However, this should not be interpreted that all users will be accommodated in all areas.
- Work with interdisciplinary staff to broaden the scope of travel management to integrate with recreation management objectives and make it genuinely comprehensive for all BLM programs.
- Design sustainable travel systems that meet recreationists needs (i.e. providing loops, varying levels of difficulty), and where sharing multi-modal trails or routes will be the norm.

- Integrate Recreation and Visitor Services land use planning requirements and those for comprehensive trails and travel management so that travel management follows, rather than precedes, the development of benefit based recreation management objectives and setting prescriptions.
- Use alternative funding sources (such as SAFETEA-LU) to partner with local groups to further transportation planning.

Objective 5

Ensure Public Health and Safety and Improve Facility Condition and Accessibility

BLM California will ensure facilities meet public health, safety, and accessibility standards. Proposed future sites will be evaluated carefully for public need, compatibility with recreation setting prescriptions, and future maintenance capabilities focusing implementation on NLCS units and SRMAs. New facilities will be encouraged to support dispersed recreation with a focus on preserving and maintaining the recreation setting.



Objective 5: Actions

- Develop facilities (such as trails, restrooms, and visitor centers) and resources that facilitate dispersed use through innovative partnerships for those systems that fit the BLM's role and mission and that can be sustained with the BLM's funding and staffing capabilities.
- Engage communities, including key enthusiasts, in the resolution of health and safety issues/other conflicts at BLM recreation sites or areas - especially in urban/community interface areas.
- Improve capacity to inform visitors about safety concerns (facilities, fire, high water, etc.), environmental conditions, and emergency situations, both on-site and by using web-based and other technologies.
- When possible, work with law enforcement officers and public affairs to publicize vandalism and convictions.
- Expand visitor education regarding a "pack it in, pack it out" policy. Continue to mandate and educate the public regarding Leave No Trace ethics such as using firepans, camping ethics, etc.
- Determine if existing facilities meet accessibility standards, management objectives, and desired future conditions. Existing facilities deemed critical will be maintained and/or

modified to be accessible, to the extent possible, and safe for visitor use. Facilities not meeting management objectives and accessibility standards will be considered for removal.

Objective 6

Enhance and Expand Visitor Services, Including Interpretation, Information, and Education

BLM California will work internally and externally with strategic partners at the local, state, and national level to connect residents and visitors to suitable recreation and Sustainable Tourism opportunities that match visitors with desired experiences. BLM California will improve availability, accuracy, and consistency of visitor information where future desired conditions have been determined and deemed appropriate. Land ethics and stewardship will be heavily promoted. The Leave No Trace program will be emphasized with tourism and public land visitation.

Objective 6: Actions

- Develop a BLM network at all levels for disseminating information to the public by working with partners to provide accurate information about recreation opportunities (experiences, benefits, settings, services and management controls) to match visitors with the experiences they desire and to support the goals and objectives of BLM and its community partners (local government and businesses).
- Develop statewide leadership to provide front line visitor services staff with the tools and resources (appropriate web site information and recreation-visitor services briefing book) to respond to visitor needs and to articulate BLM policy and regulations by enhancing support from and communication with recreation staff, managers, and public affairs.
- Build existing programs and staff capacity for environmental education and interpretation—working with other organizations and providing learning opportunities through student internships with academic recreation and tourism programs. Work with nearby colleges, schools, and outdoor education programs to teach land use ethics.



Identify opportunities to collaborate to secure funding to enhance visitor services at the local level—especially signing and maps. Focus on NLCS units and SRMAs.

- Working with partners, improve statewide website content to address recreation opportunities, recreation settings, and available visitor services such as consistent interactive maps and content adequate to enable visitors to plan trips that meet their particular needs.
- Work integrally with other BLM specialists such as minerals, range, and wildlife so that authorized users can proactively be informed about recreation facilities, events, and users, and thus reduce confusion and conflict.

Objective 7

Encourage and Sustain Collaborative Partnerships, Volunteers, and Public Service



Develop and enhance partnerships with key groups and organizations. Partnerships and volunteers enhance and are essential to a successful BLM California recreation program. BLM managers, volunteer coordinators, recreation staff and other program leads will ensure that all partnership and volunteer projects are preceded by and consistent with approved recreation management objectives and setting prescriptions and aligned with the appropriate individuals or groups which best fit the need for that specific instance. This ensures that relationships become sustainable over the long term and creates the greatest benefit for the volunteers, partners and the public lands.

The California Roundtable on Recreation, Parks, and Tourism (CRRPT), Shasta Cascade Wonderland Association, Alabama Hills Stewardship Group, United Desert Gateway, California State Parks, U.S. Forest Service, California Fish and Game, Watchable Wildlife, Tread Lightly, and Leave No Trace are just a few of the

successful partnerships BLM California has formed. BLM will continue to work with these organizations and others to help promote responsible recreation and visitor safety.

Objective 7: Actions

- Continue to partner and collaborate with gateway communities and other partners to increase support, strengthen economies, and develop “friends groups” for NLCS units and

other BLM recreation destinations.

- Continue and enhance partnerships with other federal and state agencies, such as the U.S. Forest Service, California State Parks, California Fish and Game, and National Park Service.
- Identify opportunities for companies and community businesses to sponsor projects that achieve management objectives, maintain recreation setting character, and meet land health standards.
- Focus on identifying Sustainable Tourism opportunities and work with local communities, partners, historic interest groups, and the tourism community to sustain and promote education about, and enjoyment, and protection of those opportunities.
- Expand the adoption of recreation areas (rivers, trails, etc.) by partners and volunteers, by including them in the planning process as well as in implementing actions and assisting with ongoing maintenance.
- Continue to work closely with other agencies, local communities, and groups to support and promote the Watchable Wildlife program.



Time for Action

Together with its field offices, partners, stakeholders, tribal, local and state governments, and other federal agencies, BLM California now sets out to implement this Recreation and Visitor Services Strategy. Coordination and collaboration will be key to our effectiveness in successfully applying the identified objectives in order to accomplish the goals of the California Recreation Program—to provide a framework, to sustain the recreation setting, and to increase funding.

BLM California is addressing future budget needs with a dual approach. We are emphasizing continued and new collaboration, partnerships, and shared responsibility among public land agencies, gateway communities, key service providers, and the various constituencies who continue to play a vital role in managing public lands. In addition, BLM California is mandating that field offices realistically plan through land use plans, activity plans, and agreements for a long-term, sustainable recreation program. The capability of each office to implement this strategy will vary, but each office should have the implementation within their Resource Management Plan as it is updated or rewritten. Separate planning (such as activity level plans) may be conducted if needed.

The next five years will see important changes in how BLM California manages its recreation program. A great deal of time and energy, by all involved with BLM public lands in California, will be necessary in the coming years to take recreation to the next level. Achieving that desired level will require dedication from both those who work and play on BLM public lands.



BLM Abbreviations

ACEC Area of Critical Environmental Concern
ATV All-Terrain Vehicle
BBM Benefits Based Management
BMP Best Management Practice
BLM Bureau of Land Management
CFR Code of Federal Regulations
CRRPT California Roundtable on Recreation, Parks, and Tourism
DEIS Draft Environmental Impact Statement
EA Environmental Assessment
EIS Environmental Impact Statement
FLPMA Federal Land Policy and Management Act of 1976
MLR Management of Lands and Resources
MOU Memorandum of Understanding
NAI National Association of Interpreters
NCA National Conservation Area
NEPA National Environmental Policy Act of 1969, as amended
NLCS National Landscape Conservation System
NOI Notice of Intent
OHV Off-Highway Vehicle
ORV Off-Road Vehicle
RAC Resource Advisory Council
RMP Resource Management Plan
ROD Record of Decision
RRAC Recreation Resource Advisory Committee
SAFETEA-LU Safe, Accountable, Flexible, Efficient Transportation Equity Act—A Legacy for Users
SRMA Special Recreation Management Area
SRP Special Recreation Permit
T&E Threatened and Endangered
WSA Wilderness Study Area



Photos

- Cover—Hiking the Pacific Crest National Scenic Trail near Owens Peak (Ridgecrest FO)
- Page 1 – Kayaking on the San Joaquin River (Bakersfield FO)
- Page 2 – Bizz Johnson Trail (Eagle Lake FO)
- Page 3 – Sand drags at Glamis in the Imperial Sand Dunes Recreation Area (El Centro FO)
- Page 4 – Staging event for the Keyesville Classic (Bakersfield FO)
- Page 5 – Clear Creek salmon viewing area (Redding FO)
- Page 6 – Commercial rafting on the Lower Kern River (Bakersfield FO)
- Page 7 – Equine endurance ride at Carrizo Plain National Monument (Bakersfield FO)
- Page 8 – Tour guide for the movie trail in the Alabama Hills (Bishop FO)
- Page 9 – Shuttle for the Bizz Johnson Trail (Eagle Lake FO) and Northwest RAC hiking a trail into Headwaters Forest Reserve (Arcata FO)
- Page 10 – Sand rail at Dumont Dunes (Barstow FO) - Dumont Riders photo
- Page 11 – View of California Coastal National Monument
- Page 14 – Dumont Dunes fee machine (Barstow FO)
- Page 16 – McCabe Flat Campground (Folsom FO) and
- Page 17 – Interpretive kiosk at entrance to Big Morango (Palm Springs/South Coast FO)
- Page 18 – Piedras Blancas Light Station (Bakersfield FO)
- Page 19 – Soda Lake at the Carrizo Plain National Monument (Bakersfield FO)
- Page 20 – Resting Spring Range Wilderness (Barstow FO) - Patrick Donnelly photo.
- Page 21 – Pit River Campground (Alturas FO)
- Page 22 – Fossil Falls Campground (Ridgecrest FO)
- Page 24 – Clear Creek Management Area (Hollister FO)
- Page 25 – Atwell Island wildflowers (Bakersfield FO)
- Page 26 – King Range (Arcata FO)
- Page 27 – Sand drags at Glamis (El Centro FO)
- Page 28 – Black Sands Beach, King Range (Arcata FO)
- Page 34 – Black Sands Beach, King Range (Arcata FO)



Appendix 1

Glossary

All-Terrain Vehicle: A wheeled or tracked vehicle, other than a snowmobile or work vehicle, designed primarily for recreational use or for the transportation of property or equipment exclusively on undeveloped road rights-of-way, marshland, open country, or other unprepared surfaces.

Area of Critical Environmental Concern: Areas within the public lands where special management attention is required to: (1) protect and prevent irreparable damage to important historic, cultural, or scenic values; fish and wildlife resources, or other natural systems or processes, or (2) protect life and safety from natural hazards.

Code of Federal Regulations: The official, legal tabulation or regulations directing federal government activities.

Collaboration: A cooperative process in which interested parties, often with widely varied interests, work together to seek solutions with broad support for managing public and other lands. This may or may not involve an agency as a cooperating agency.

Comprehensive Travel Management: The proactive management of public access, natural resources and regulatory needs to ensure that all aspects of road and trail system planning and on the management are considered. This includes resource management, road and trail design, maintenance, and recreation and nonrecreation uses of the roads and trails. Travel activities in this context incorporate access needs and the effects of all forms of travel both motorized and non-motorized.

Cultural Resources: Nonrenewable elements of the physical and human environment, including archaeological remains (evidence of prehistoric or historic human activities) and socio-cultural values traditionally held by ethnic groups (sacred places, traditionally utilized raw materials, etc.).

Cultural Site: Any location that includes prehistoric and/or historic evidence of human use, or that has important socio-cultural value. *Designated Roads and Trails:* Specific roads and trails where some type of motorized vehicle use is allowed either seasonally or yearlong.

Developed Recreation Sites: Facilities will vary from site to site, but generally, BLM sites can include as little as a cleared opening off-trail for primitive camping, to off-loading ramps, informational kiosks and signs, vault toilets, campsites with cabanas and fire rings,

and graveled access roads.

Dispersed/Extensive Recreation: Recreation activities of an unstructured type that are not confined to specific locations, such as recreation sites. Examples of these activities may be hunting, fishing, off-road vehicle use, hiking, and sightseeing.

Extensive Recreation Management Area: Areas where significant recreation opportunities and problems are limited and explicit recreation management is not required. Minimal management actions related to the Bureau's stewardship responsibilities are adequate in these areas.



Federal Land Policy and Management Act of 1976: Public Law 94-579. October 21, 1976, often referred to as the BLM's "Organic Act," which provides the majority of the BLM's legislated authority, direction, policy, and basic management guidance.

Federal Lands Recreation Enhancement Act: Signed into law by the President on December 8, 2004, the Act gave federal agencies a long term, multi-agency recreation fee program. Recreation fees provide crucial resources that allow the federal agencies to respond to increased demand on federal lands. The goal

is to provide visitors with a quality recreation experience through enhanced facilities and services.

Goal: A broad statement of a desired outcome. Goals are usually not quantifiable and may not have established time frames for achievement.

Habitat: A specific set of physical conditions that surround a species, group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

Heritage Tourism: Traveling to experience the places, artifacts and activities reflecting the stories and people of the past and present.

Historic: Period wherein nonnative cultural activities took place, based primarily upon European roots, having no origin in the traditional Native American culture(s).

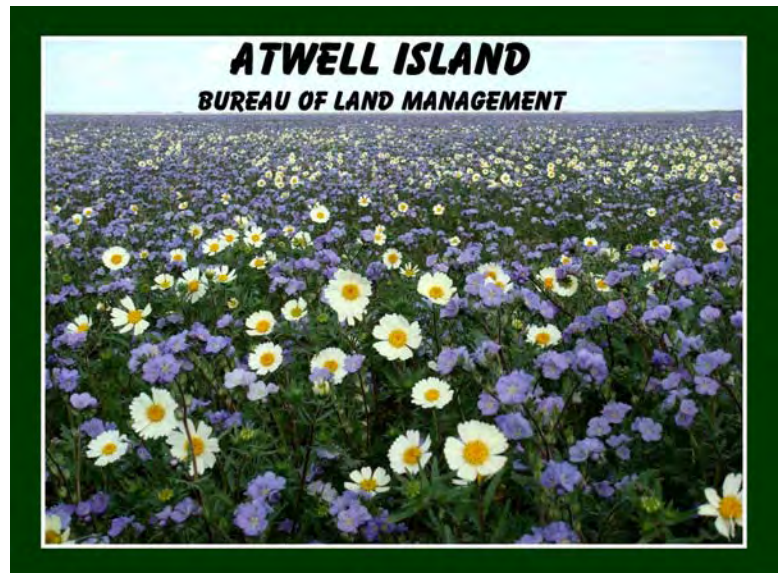
Implementation Plan: A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies best management practices to meet land use plan objectives. Implementation plans are synonymous with “activity” plans. Examples of implementation plans include interdisciplinary management plans, recreation area management plans, habitat management plans, and allotment management plans.

Land Use Plan: A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of land-use-plan-level decisions developed through the planning process, regardless of the scale at which the decisions were developed.

Management Decision: A decision made by the BLM to manage public lands. Management decisions include both land use plan decisions and implementation decisions.

Monitoring: The periodic observation and orderly collection of data on (1) changing conditions of public land related to management actions, and (2) the effects of implementing decisions.

Multiple Use: The management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the lands for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some lands for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including but not limited to recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the lands and the quality of the environment with consideration being given to the relative values of the resources and not



necessarily to the combination of uses that will give the greatest economic return or greatest unit output.

National Conservation Area: A congressionally designated public land area that contains important resources and whose management objectives are (1) to conserve and protect these resources, (2) to maintain environmental quality, and (3) to provide for present and future users within a framework of multiple use and sustained yield.



National Environmental Policy Act of 1969: An Act that encourages productive and enjoyable harmony between man and his environment and promotes efforts to prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; enriches the understanding of the ecological systems and natural resources important to the Nation; and establishes the Council on Environmental Quality.

National Landscape Conservation System: A system of Congressional, Presidential, or other designated areas managed by the BLM, the components of which include National Monuments, National Conservation Areas, Wilderness Areas, Wilderness Study Areas, Wild and Scenic Rivers, National Historic Trails, National Scenic Trails, the California Desert Conservation Area, and the Headwaters Forest Reserve.

Objective: A description of a desired condition for a resource. Objectives can be quantified and measured and, where possible, have established time frames for achievement.

Off-Highway Vehicle (Off-Road Vehicle): Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding: (1) any non-amphibious registered motorboat; (2) any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; (3) any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved; (4) vehicles in official use; and (5) any combat or combat support vehicle when used in times of national

defense emergencies.

Open: Generally denotes that an area is available for a particular use or uses. Refer to specific program definitions found in law, regulations, or policy guidance for application to individual programs.

Open Areas and Trails: Designated areas and trails where off-road vehicles may be operated, subject to operating regulations and vehicle standards, or an area where all types of vehicle use is permitted at all times, subject to standards.

Plan: A document that contains a set of comprehensive, long-range decisions concerning the use and management of Bureau-administered resources in a specific geographic area.



Planning Area: A geographical area for which land use and resource management plans and activity level plans are developed and maintained.

Public Land: Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM, except lands located on the Outer Continental Shelf, and land held for the benefit of Indians, Aleuts, and Eskimos.

Quiet Recreation: Outdoor recreation enthusiasts such as hikers, skiers, mountain bikers, equestrians, bird watchers, hunters and anglers who seek the opportunity to enjoy natural soundscapes.

Recreation Management Zones: A planning process that provides a framework for defining specific geographic areas on the ground, each of which encompasses the outdoor recreation environments, activities, and experience opportunities.

Recreation Resource Advisory Committee (RRAC): A citizen committee set up by the Secretary of Agriculture (for California) to advise BLM and the Forest Service on matters related to fees approved under the Federal Lands Recreation Enhancement Act.

Resource Advisory Council (RAC): A council established by the Secretary of the Interior to provide advice or recommendations to BLM management.

Resource Management Plan: A land use plan as prescribed by the Federal Land Policy and Management Act that establishes, for a given area of land, land-use allocations, coordination guidelines for multiple use, objectives, and actions to be achieved.

Scenic Byways: Highway routes that have roadsides or corridors of special aesthetic, cultural, or historic value. An essential part of the highway is its scenic corridor, which may contain outstanding scenic vistas, unusual geologic features, or other natural elements.

Special Recreation Management Area: Areas that require explicit recreation management to achieve recreation objectives and provide specific recreation opportunities.

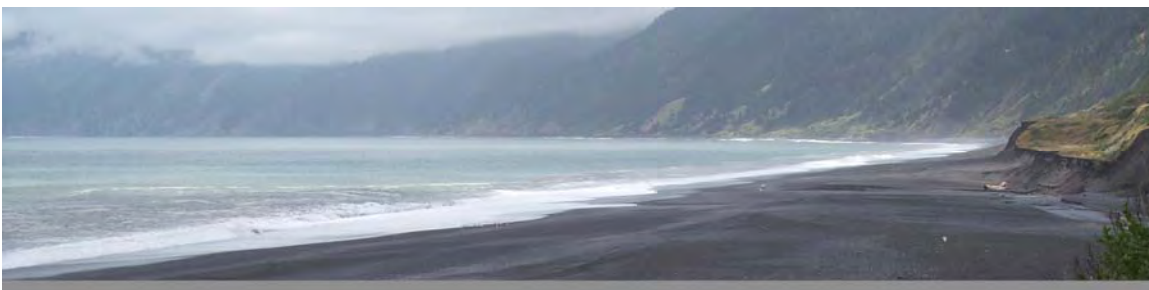
Stewardship Partners: Cooperation and collaboration among the BLM, partners, stakeholders, local and state governments, and other federal agencies for the purpose of effectively carrying out the Bureau's mission to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

Strategy: Defined as the planning and directing of operations, specifically of maneuvering forces into the most advantageous position.

Sustainability: The ability of an ecosystem to maintain ecological processes and functions, biological diversity, and productivity over time.

Sustainable Tourism: Tourism that meets the needs of present tourists and host regions while protecting and enhancing opportunities for the future.

Wilderness Study Area: A designation made through the land use planning process of a roadless area found to have wilderness characteristics as described in Section 2 (c) of the Wilderness Act of 1964. A congressionally designated area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, that is protected and managed to preserve its natural conditions and that (1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is large enough to make practical its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, other features of scientific, educational, scenic, or historic value.



Appendix 2

BLM Authorities For Managing Recreation

From the Federal Land Policy and Management Act:

SEC. 102 (a) The Congress declares that it is the policy of the United States that . . .

SEC. 102 (a)(7): goals and objectives be established by law as guidelines for public land use planning, and that management be on the basis of multiple use and sustained yield unless otherwise specified by law;

SEC. 102 (a) (8): the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use;

SEC. 102 (a) (9): the United States receive fair market value of the use of the public lands and their resources unless otherwise provided for by statute;

SEC. 103 (c): The term “multiple use” means the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious uses of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources with the permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit of output.

SEC. 201 (a): The Secretary shall prepare and maintain on a continuing basis an inventory of all public lands and their resource and other values (including, but not limited to, outdoor recreation and scenic values), giving priority to areas of critical environmental concern. This inventory shall be kept current so as to reflect changes in conditions and to identify new

and emerging resource and other values. The preparation and maintenance of such inventory or the identification of such areas shall not, of itself, change or prevent change of the management or use of public lands.

SEC. 201 (b): As funds and manpower are made available, the Secretary shall ascertain the boundaries of the public lands; provide means of public identification thereof including, where appropriate, signs and maps; and provide State and local governments with data from the inventory for the purpose of planning and regulating the uses of non-Federal lands in proximity of such public lands.

SEC. 202 (a): The secretary shall, with public involvement and consistent with the terms and conditions of this Act, develop, maintain, and, when appropriate, revise land use plans which provide by tracts or areas for the use of the public lands. Land use plans shall be developed for the public lands regardless of whether such lands previously have been classified, withdrawn, set aside, or otherwise designated for one or more uses.

SEC. 302 (a): The Secretary shall manage the public lands under principles of multiple use and sustained yield, in accordance with the land use plans developed by him under section 202 of this Act when they are available, except that where a tract of such public land has been dedicated to specific uses according to any other provisions of law it shall be managed in accordance with such law.

SEC. 302 (b): In managing the public lands, the Secretary shall, subject to this Act and other applicable law and under such terms and conditions as are consistent with such law, regulate, through easements, permits, licenses, published rules, or other instruments as the Secretary deems appropriate, the use, occupancy, and development of the public lands, including, but not limited to, long-term leases to permit individuals to utilize public lands for habitation, cultivation, and the development of small trade or manufacturing concerns.....Provided further , That nothing in this Act shall be construed as authorizing the Secretary concerned to require Federal permits to hunt and fish on public lands or on lands in the National Forest System and adjacent waters or as enlarging or diminishing the responsibility and authority of the States for management of fish and resident wildlife. However, the Secretary concerned may designate areas of public land and of lands in the National Forest System where, and establish periods when, no hunting or fishing will be permitted for reasons of public safety, administration, or compliance with provisions of applicable law.

SEC. 318 (d): In exercising the authority to acquire by purchase granted by subsection (a) of section 205 of this Act, the Secretary may use the Land and Water Conservation Fund to purchase lands which are necessary for proper management of public lands which are primarily of value for outdoor recreation purposes.

SEC. 603 (c): ...Once an area has been designated for preservation as wilderness, the provisions of the Wilderness act which apply to national forest wilderness areas shall apply with respect to the administration and use of such designated area, including mineral surveys required by section 4(d) (2) of the Wilderness Act, and mineral development, access, exchange of lands, and ingress and egress for mining claimants and occupants.

From The Wilderness Act

SEC. 2 (a): In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas", and these shall be administered for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and enjoyment as wilderness; and no Federal lands shall be designated as "wilderness areas" except as provided for in this Act or by a subsequent Act.

From Executive Order 13287, Preserve America

Sec. 5. Promoting Preservation Through Heritage Tourism. (a) To the extent permitted by law and within existing resources, the Secretary of Commerce, working with the Council and other agencies, shall assist States, Indian tribes, and local communities in promoting the use of historic properties for heritage tourism and related economic development in a manner that contributes to the long-term preservation and productive use of those properties. Such assistance shall include efforts to strengthen and improve heritage tourism activities throughout the country as they relate to federally owned historic properties and significant natural assets on Federal lands.

(b) Agencies shall use historic properties in their ownership in conjunction with State, tribal, and local tourism programs to foster viable economic partnerships, including cooperation and coordination with tourism officials and others with interests in the properties. Where consistent with agency missions and governing law, and where appropriate, agencies shall use historic properties in their ownership in conjunction with State, tribal, and local tourism programs to foster viable economic partnerships, including, but not limited to, cooperation and coordination with tourism officials and others with interests in the properties.

Appendix 3

Federal Lands Recreation Enhancement Act

Summary

The Federal Lands Recreation Enhancement Act was passed in the 2005 Omnibus Appropriations bill signed into law by President Bush on December 8, 2004.

The Federal Lands Recreation Enhancement Act benefits visitors to Federal public lands by:

Reinvesting a majority of fees back to the site of collection to enhance visitor services and reduce the backlog of maintenance needs for recreation facilities (including trail maintenance, toilet facilities, boat ramps, hunting blinds, interpretive signs and programs);

Providing an interagency fee program that reduces confusion over differing fee programs and passes by reducing four national passes down to one.

Providing more opportunities for public involvement in determining recreation fee sites and fees;

Providing focused criteria and limits on areas and sites where recreation fees can be charged; and

Providing more opportunities for cooperation with gateway communities through fee management agreements for visitor and recreation services, emergency medical services and law enforcement services.

Many recreation activities and sites will continue to be free. The Act includes additional provisions that build on experiences from the Fee Demo program and improve the fee program by clarifying the circumstances in which fees may be charged. The Act prohibits certain fees for:

General access to national forests and grasslands and Bureau of Land Management areas;

Horseback riding, walking through, driving through, or boating through areas where no facilities or services are used;

Access to overlooks or scenic pullouts;

Undesignated parking areas where no facilities are provided for;

Picnicking along roads or trails; and

In addition individuals under 16 will not be charged an entrance or standard amenity fee.

REA applies to Federal recreation lands under the jurisdiction of the following land management agencies:

National Park Service
 U.S. Fish and Wildlife Service
 Bureau of Land Management
 Bureau of Reclamation
 U.S. Forest Service

All agencies except the Bureau of Reclamation have had fee authority under Fee Demonstration program and the Land and Water Conservation Fund Act.

The Act authorizes the Secretaries of the Interior and Agriculture to establish, modify, change and collect recreation fees at Federal recreation lands and waters as provided for in the Act. The Act will expire December 2014.

The Act authorizes three types of fees called Standard, Expanded and Special Recreation Permits.

Standard fees are typical day use fees. Sites or areas must have specific features and amenities in order to qualify as a fee site.

Expanded fees are fees that provide direct benefits to individuals or groups. They include things like developed campgrounds, cabin rentals, highly developed boat docks and swimming areas. They may also include services like hookups, dump stations, special tours and reservations services.

Special Recreation Permits are for areas where natural and cultural resources need protection or where extra measures are required for the health and safety of visitors. Permits may be required for places like wilderness areas, shooting ranges and specialized trail systems.

The America the Beautiful Pass

The Act expands the National Park Pass by authorizing a new “America the Beautiful – National Parks and Federal Recreation Lands Pass”.



This pass will cover entrance fees and standard amenity recreation fees for all Federal recreation lands and waters where a fee is charged.

Existing National Park passes, Golden Eagle, Golden Age, and Golden Access passes will be grandfathered in under their existing benefits and will remain valid until expired.

Site specific and regional passes such as the Adventure Pass for National Forests in Southern California will remain valid and will continue to be available under this Act.

REA provides for a high level of public involvement in determining new fee areas and fee schedules by:

Implementing the use of Recreation Resource Advisory Committees for national forest and BLM sites and areas to give communities additional opportunities to provide input on recreation fees in terms of new fees, changes or the establishment of sites;

Providing additional opportunities for public participation and prior notice prior to a new fee being established; and Communicating with the visiting public on how fee revenues are being spent to improve visitor facilities and services.



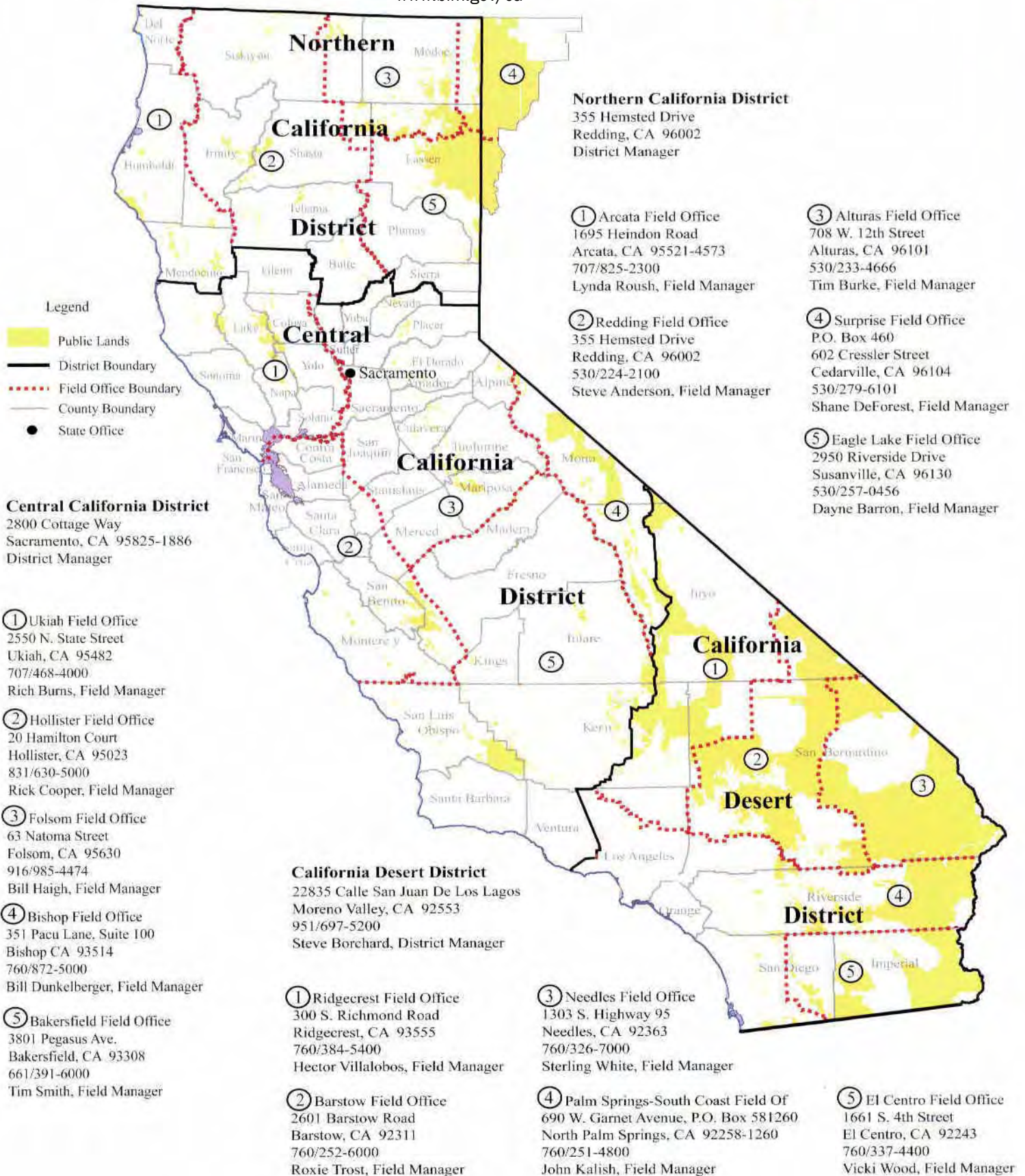
Bureau of Land Management California Jurisdiction

California State Office

2800 Cottage Way, Suite W-1834, Sacramento, CA 95825-1886

Information Access Center 916/978-4400

www.blm.gov/ca





Different uses on the trails in the Mojave.

