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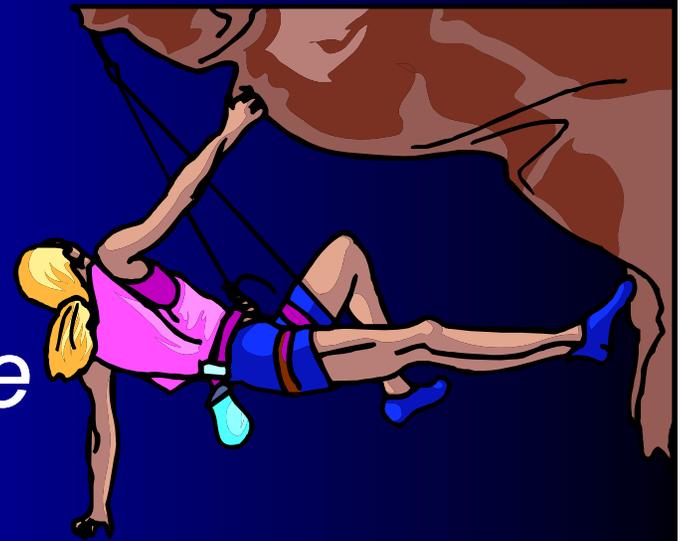
Meeting the Challenge: Recreation on Public Lands

Slide 1

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awest, 8/13/2005

Big picture...BLM's Goal:
*Provide Opportunities for
Environmentally Responsible
Outdoor Recreation.*

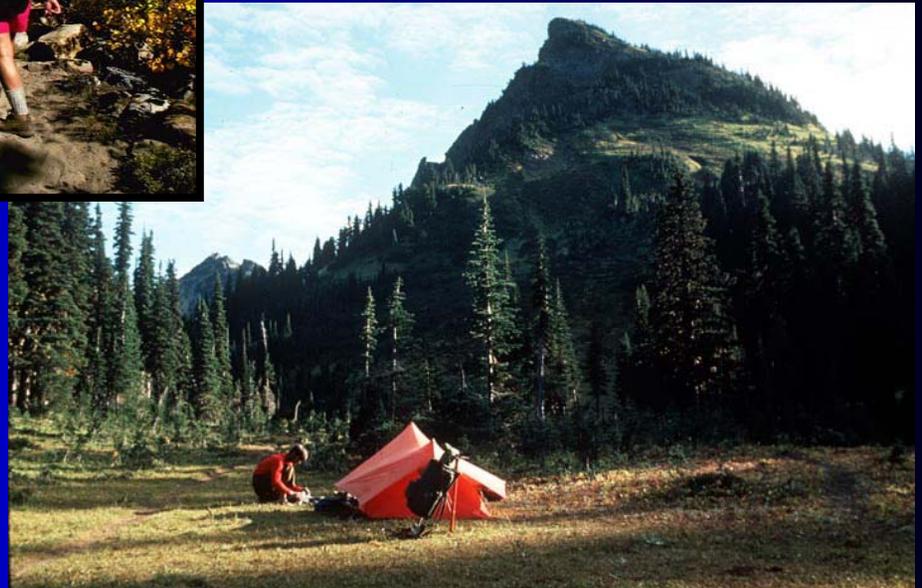


BLM's Recreation program purpose:
Provide Americans with “diverse & dispersed”
outdoor recreation opportunities



What is BLM's specialized market or niche?
Is it “open and unconfined” recreation?

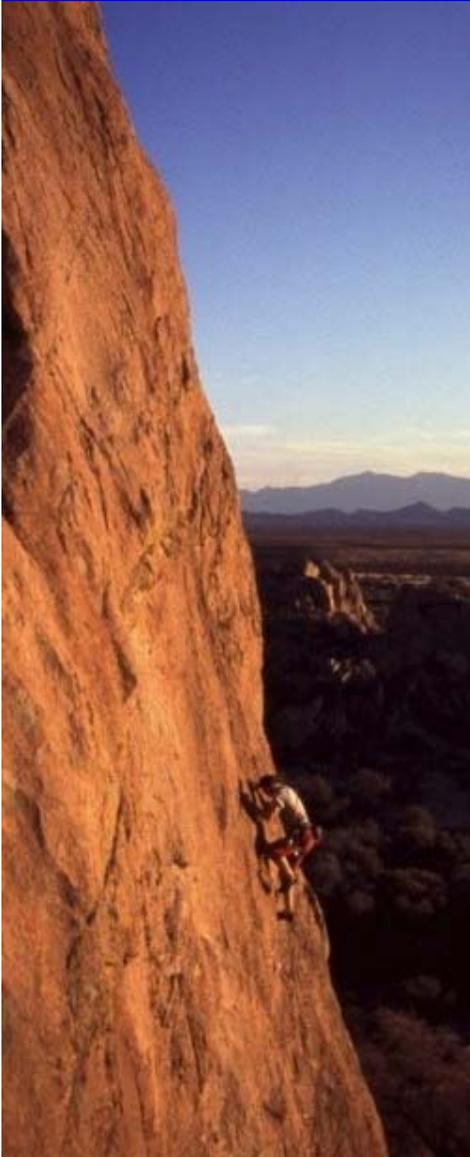
Traditional



ADVENTURE



Challenge



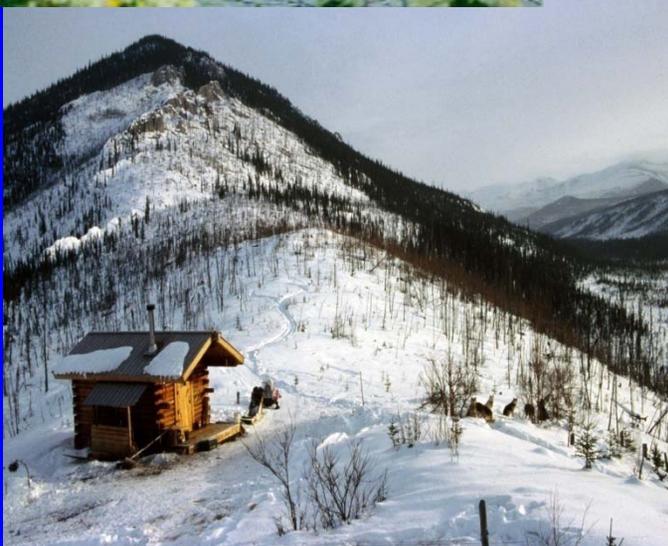
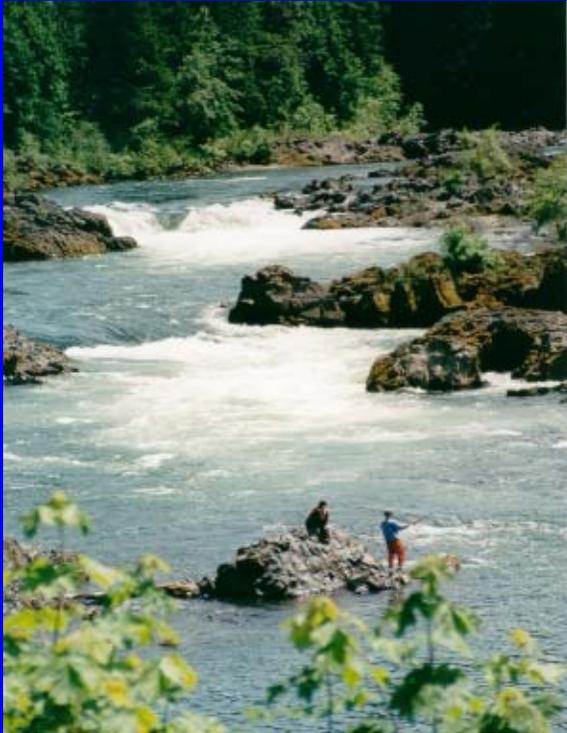
DISCOVERY



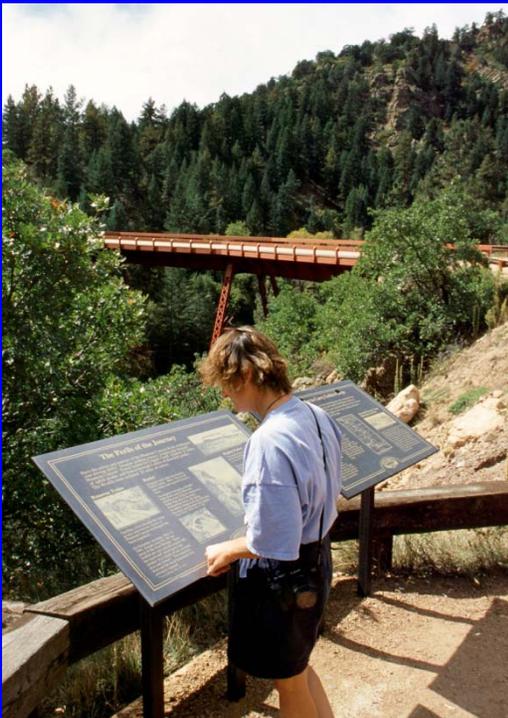
Motorized



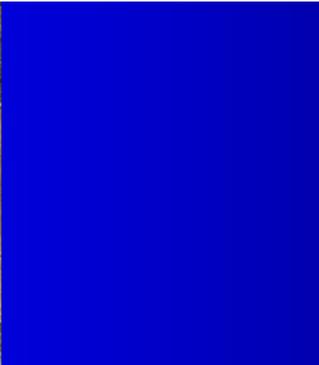
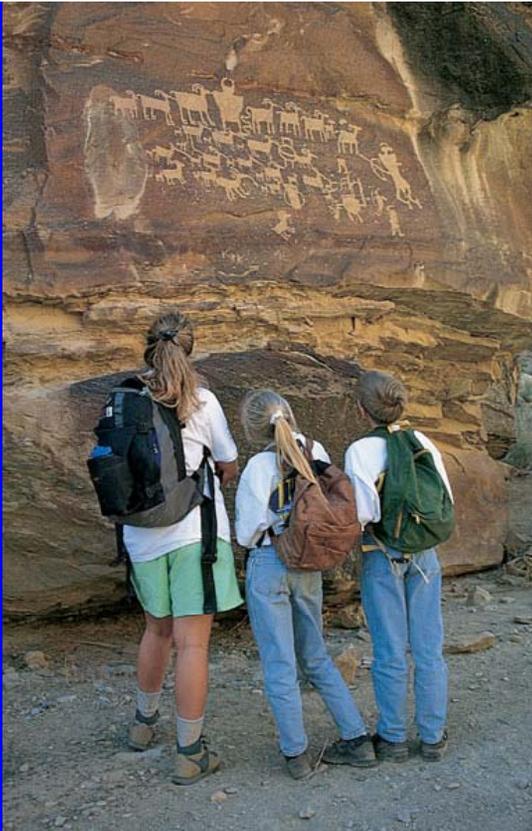
SOLITUDE



Wildlife Viewing/Nature Study



AUTHENTICITY



Special Events & Unique Activities



Developed Recreation Too!



Key Trends effecting Recreation Demand on Public Lands

- Population: growth and urbanization of the West
- Economics: increasing contributions of recreation business to western towns/states and expanding power and growth in recreation-related industries
- Technology: continued advances in outdoor recreation technology and new activities
- Values: Commodity vs. Amenity, the shifting and changing resource demands and expectations of the public

Pending Crisis or Opportunity?



"Are we reaching the tipping point?"

"We think we are at critical mass – we can't meet our most basic resource management needs when it comes to recreation."

"We have a convergence of issues and conflict – a perfect storm is brewing..."

BLM Field Staff and Managers

"Recreation is the future of BLM"

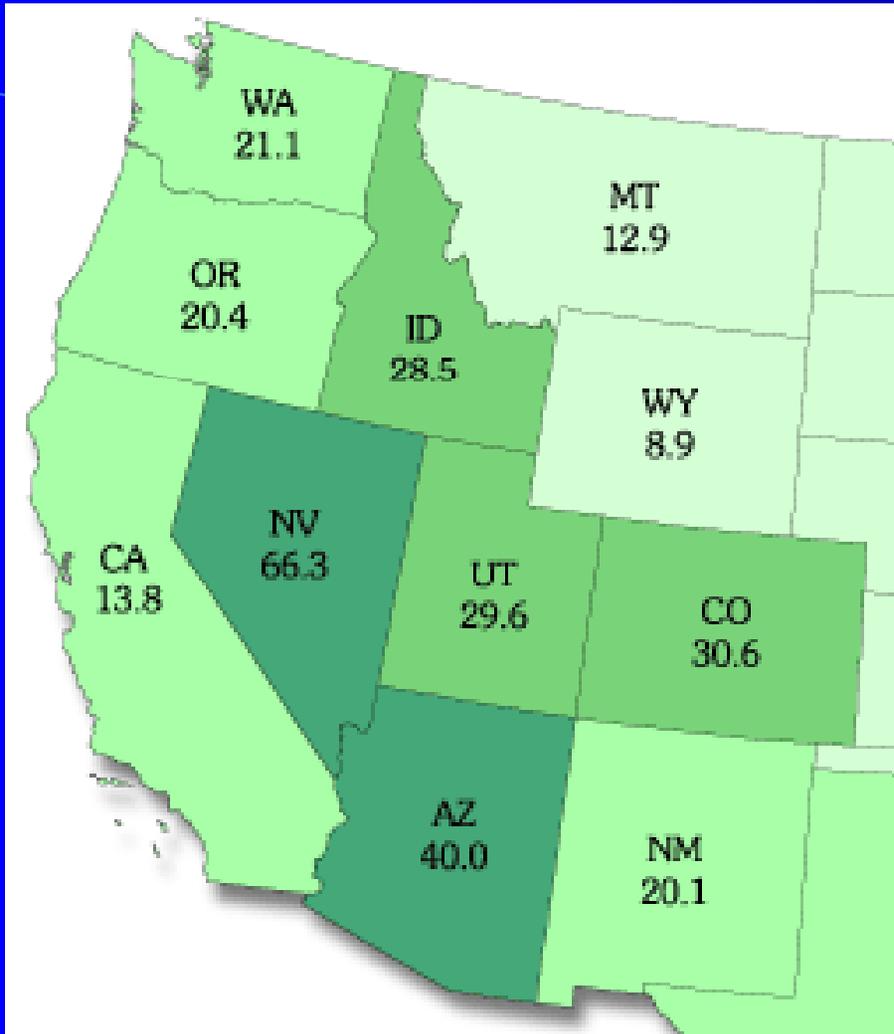
Former Asst. Secretary of Interior, Rebecca Watson

Trends: Population Growth

Challenges for BLM

- Fast growing western states
- Lands in proximity to urban centers
- Recreation demand and use grows at a faster rate than population
- Growth in demand for special uses and permits

Change in Population (90-00)



➤ **Average**: The national population growth rate was 13.2%.

➤ **Fast**: WA, OR, NM and CA grew much faster than the national average (13.2% - 26.3%).

➤ **Faster**: CO, UT & ID grew at a dramatic pace (26.4% - 29.5%)

➤ **Fastest**: AZ and NV were the fastest growing states in the nation (39.6% or more)



The Real Challenge

“Skyrocketing population growth was identified as the single biggest challenge facing the West. In the last 30 years, the Rocky Mountain region has seen a 119 percent growth rate, compared to a national rate of 39 percent.”

State of the Rockies Conference, May, 2004
Dave Kelly, LA Times



Change in U.S. Population in 200 years!

1900
76m

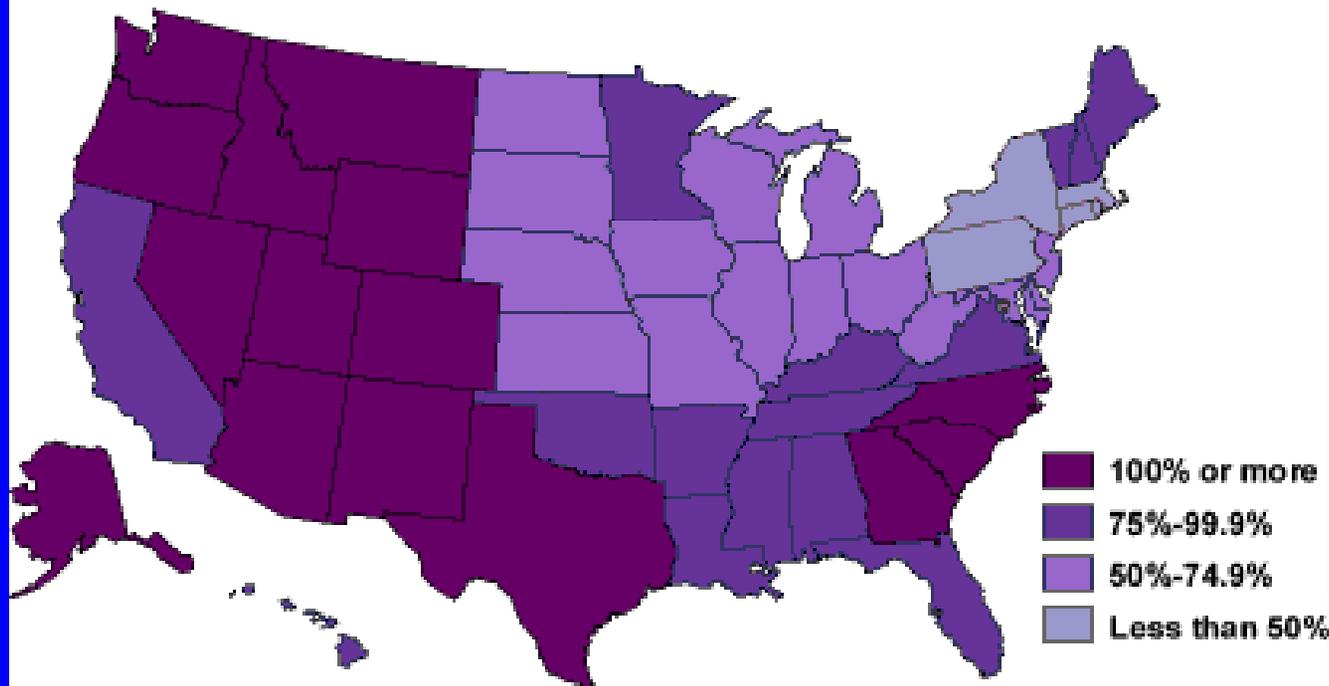
2000
278m

2100
571m



Senior Adult Demographics

Percent Change in the Population Age 65 and Older, by State, 2000 to 2020



Darker = higher percentage of 65+ in 2020.

Sunbelt and Rocky Mountain are getting lots of retirees

Active Seniors and more on-the-go Boomers



Life expectancy projected to double between 1900 and 2100 (mid 40s to mid 80s)

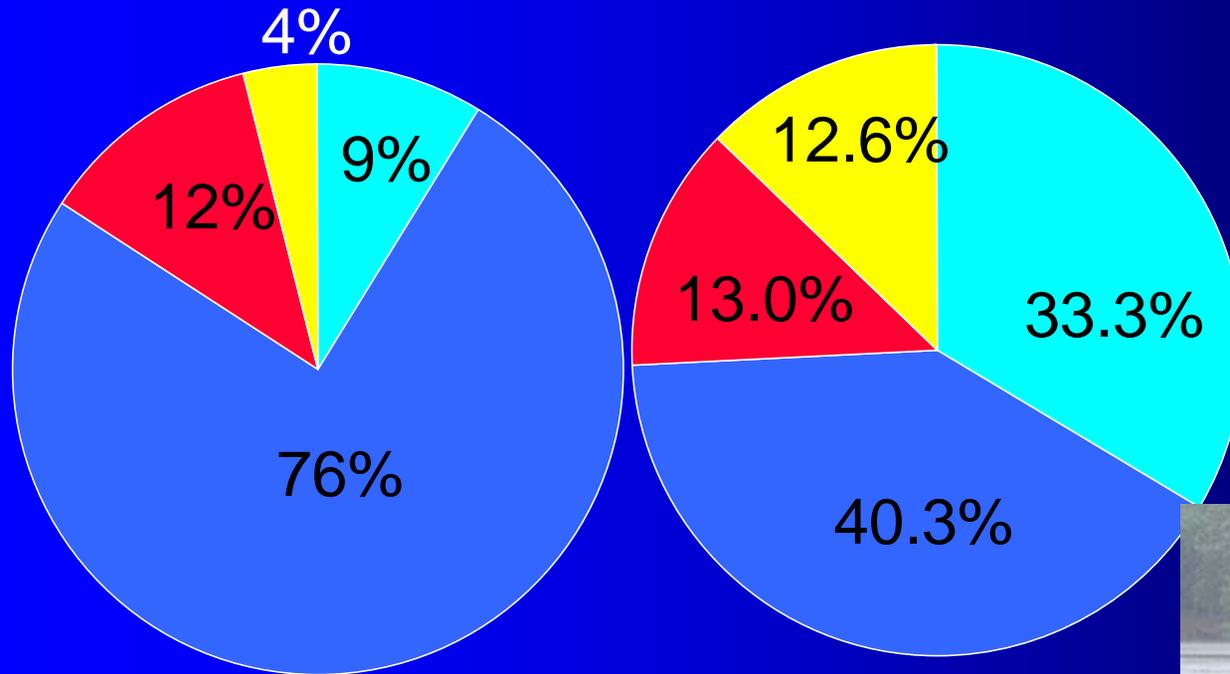
Source: Population Reference Bureau using Census Bureau, 2000 data

Growing Diversity of Population



2000

2100



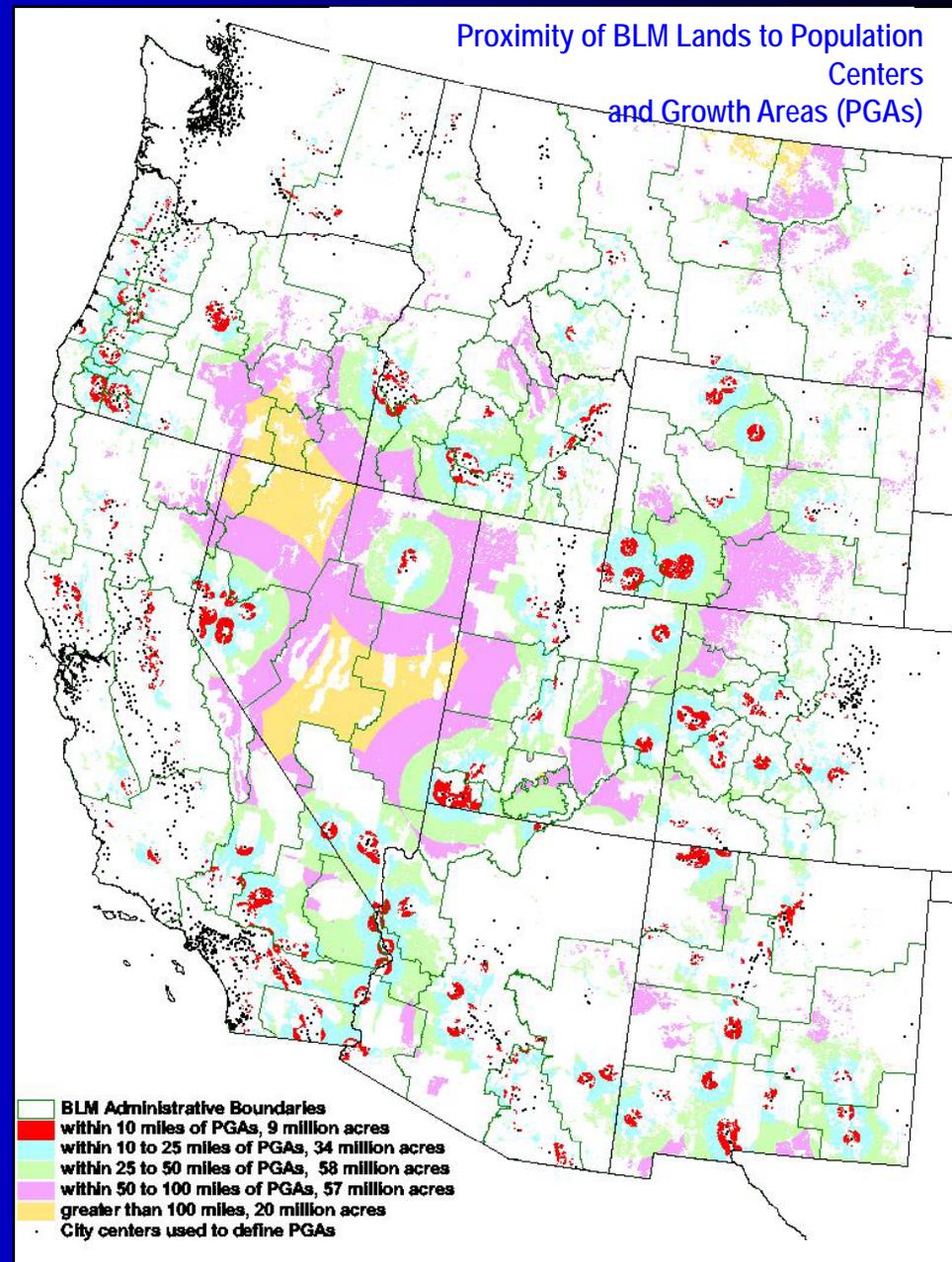
- Hispanic
- White, NH
- Black, NH
- Asian, NH



Source: Various Census Bureau documents

Proximity of BLM lands to population centers

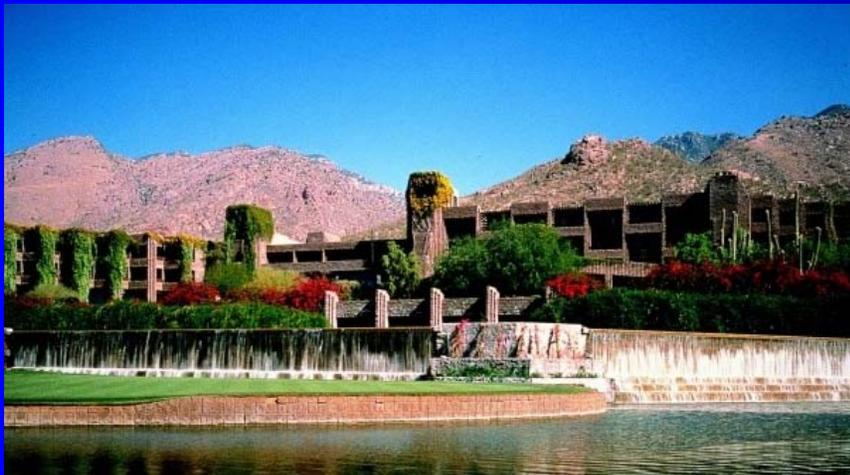
- Within 10 miles of growth areas
- Within 10-25 miles of growth areas
- Within 25-50 miles of growth areas
- Within 50-100 miles of growth areas
- More than 100 miles from growth areas



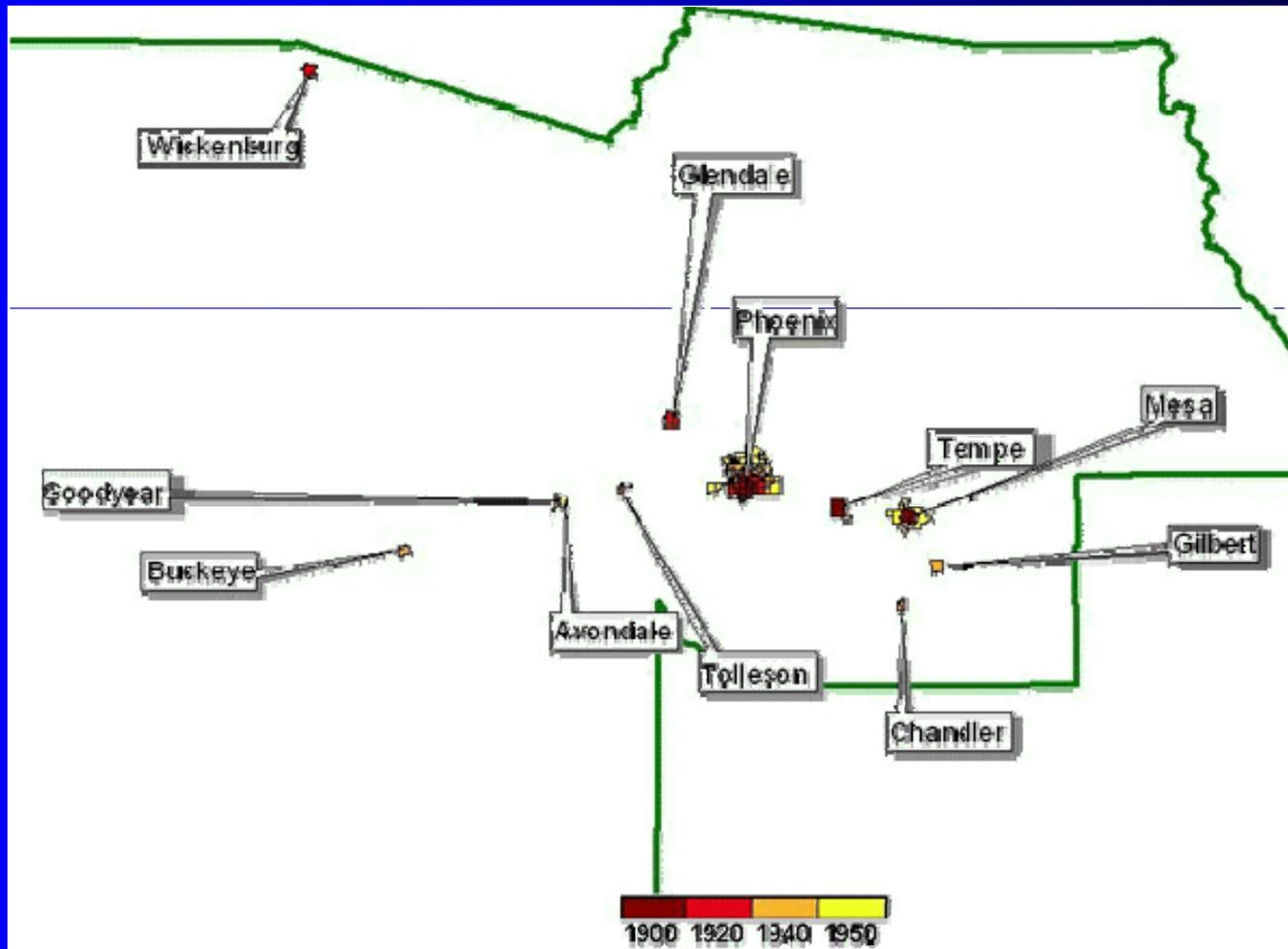
Urban Growth: Phoenix Example



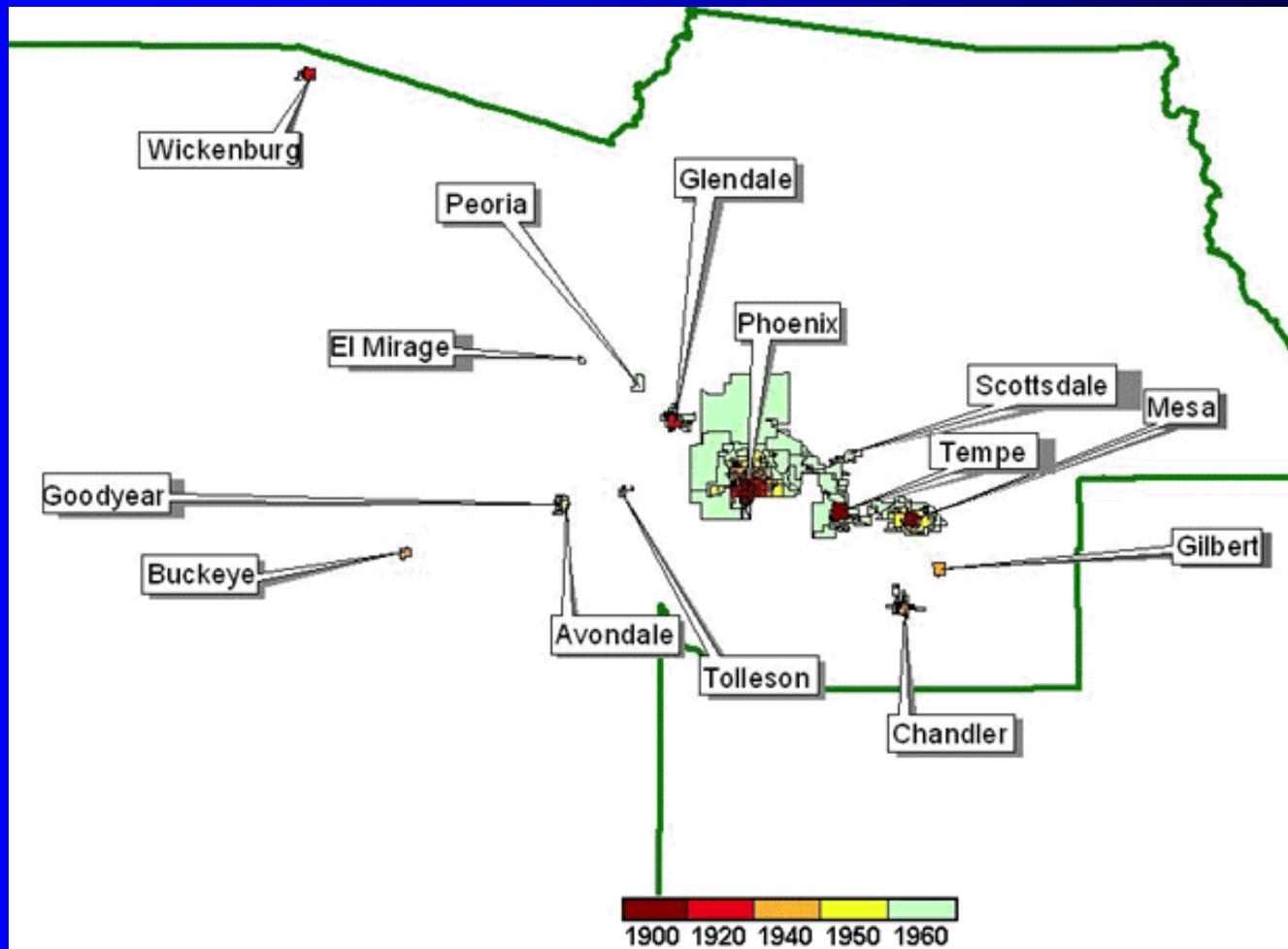
Watch it grow.....



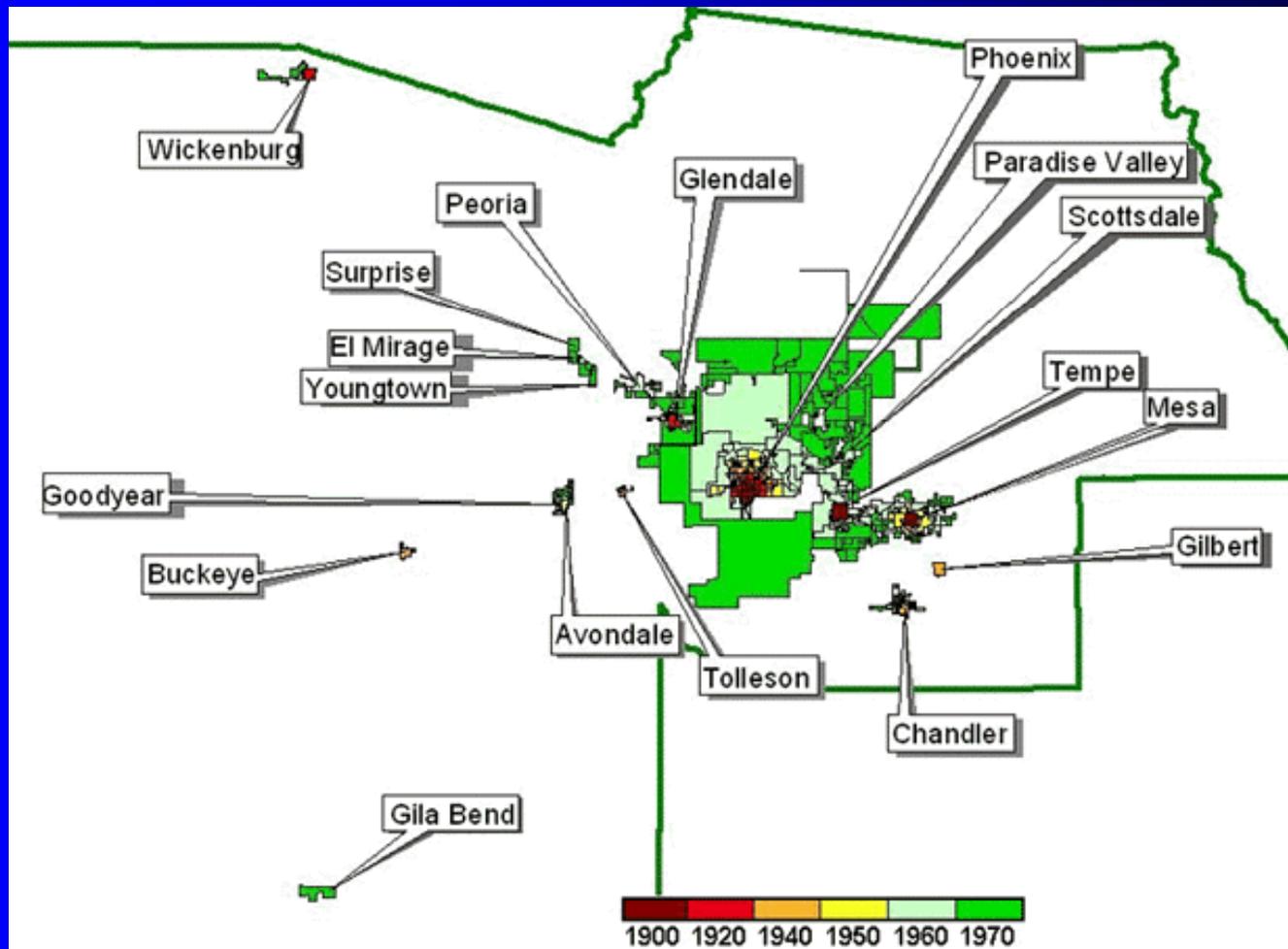
Phoenix Metro 1950



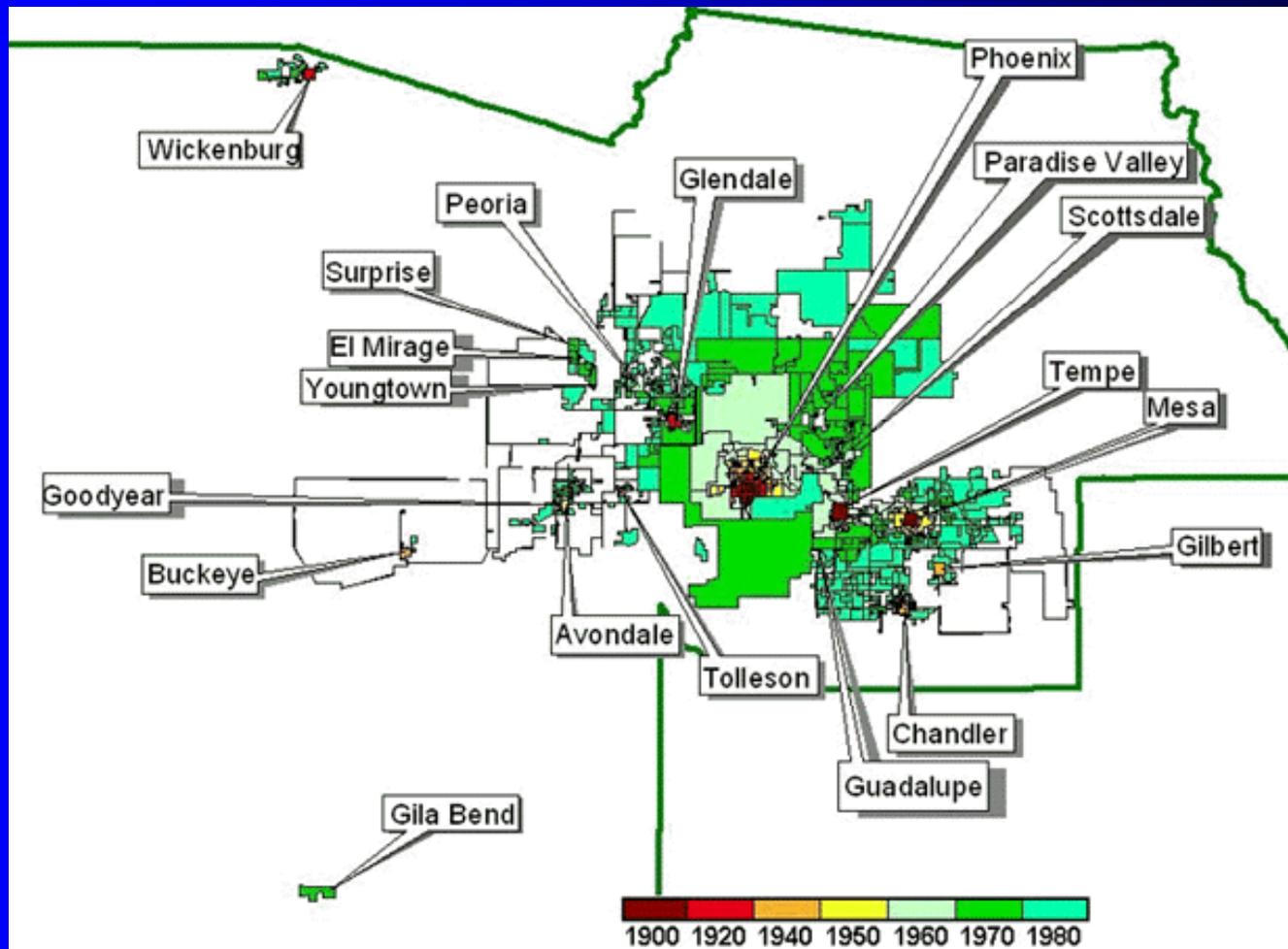
Phoenix Metro 1960



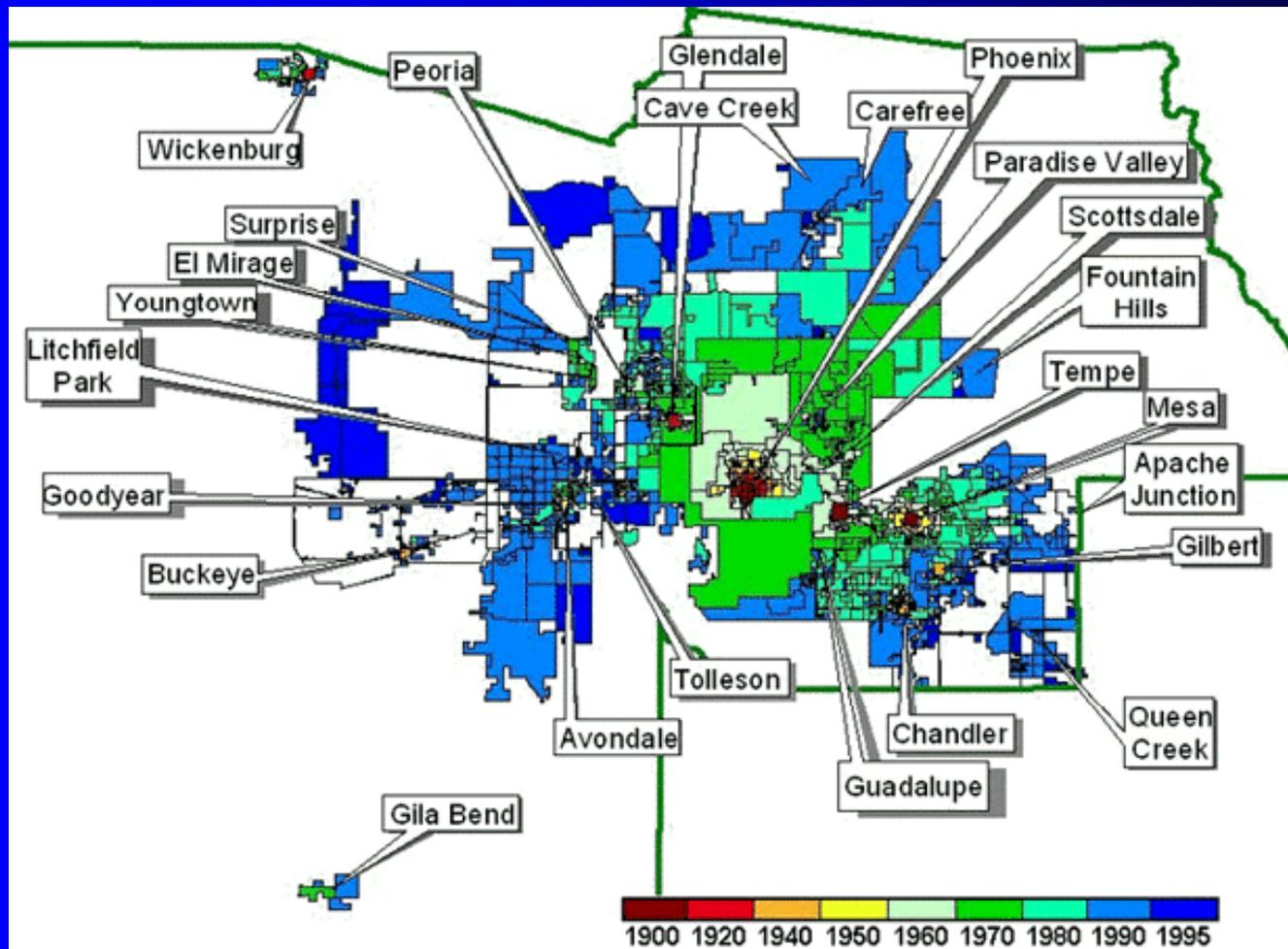
Phoenix Metro 1970



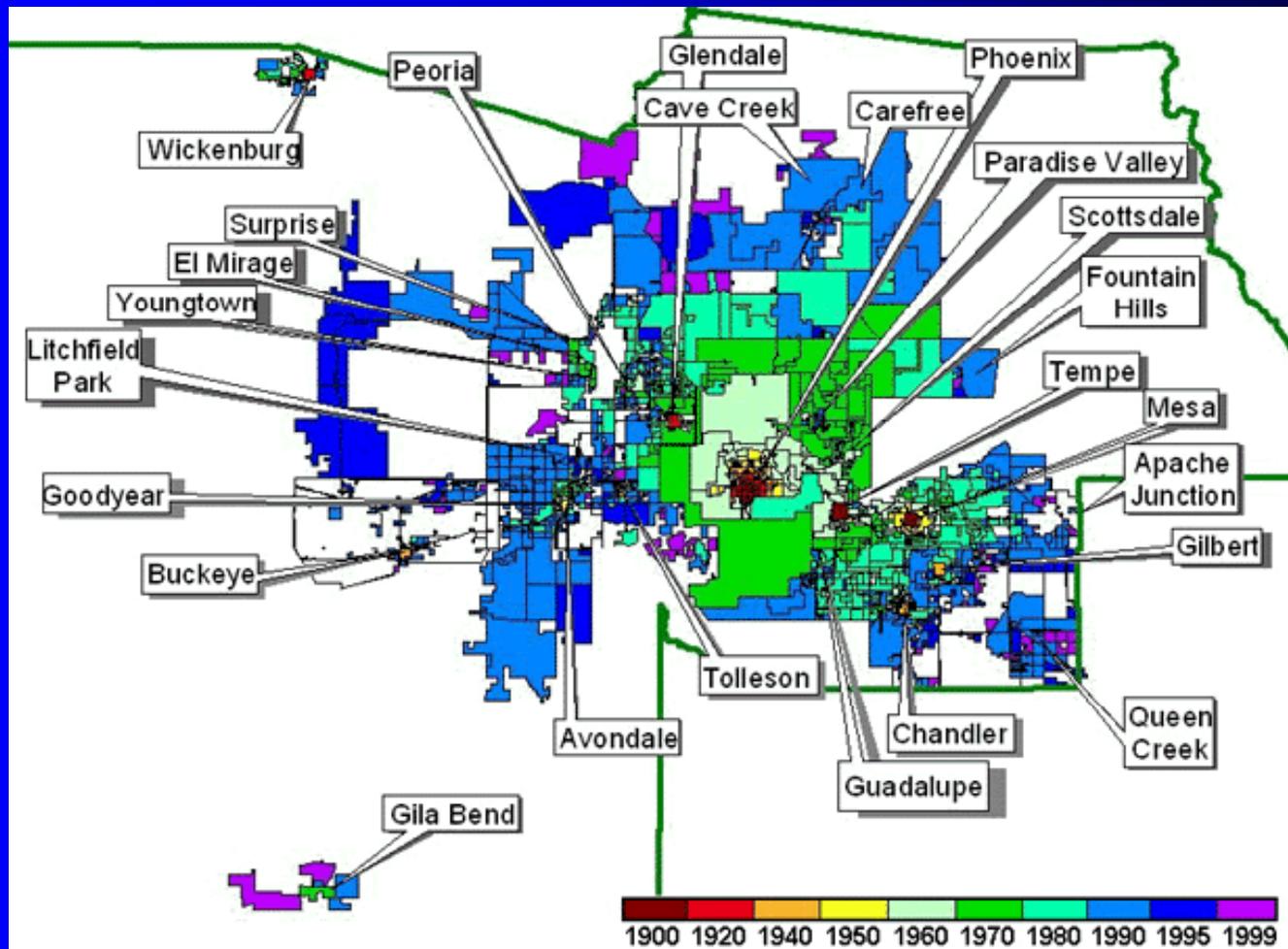
Phoenix Metro 1980



Phoenix Metro 1995



Phoenix Metro 1999

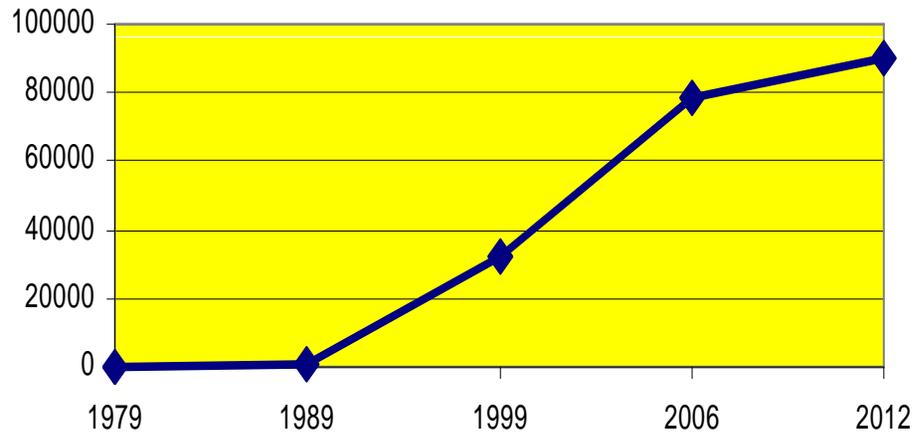


Increased Recreation Use

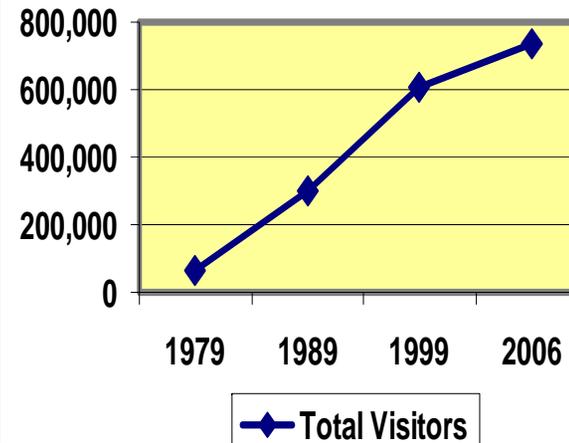
Some popular BLM areas near urban areas have had 200-300 % increases in last decade



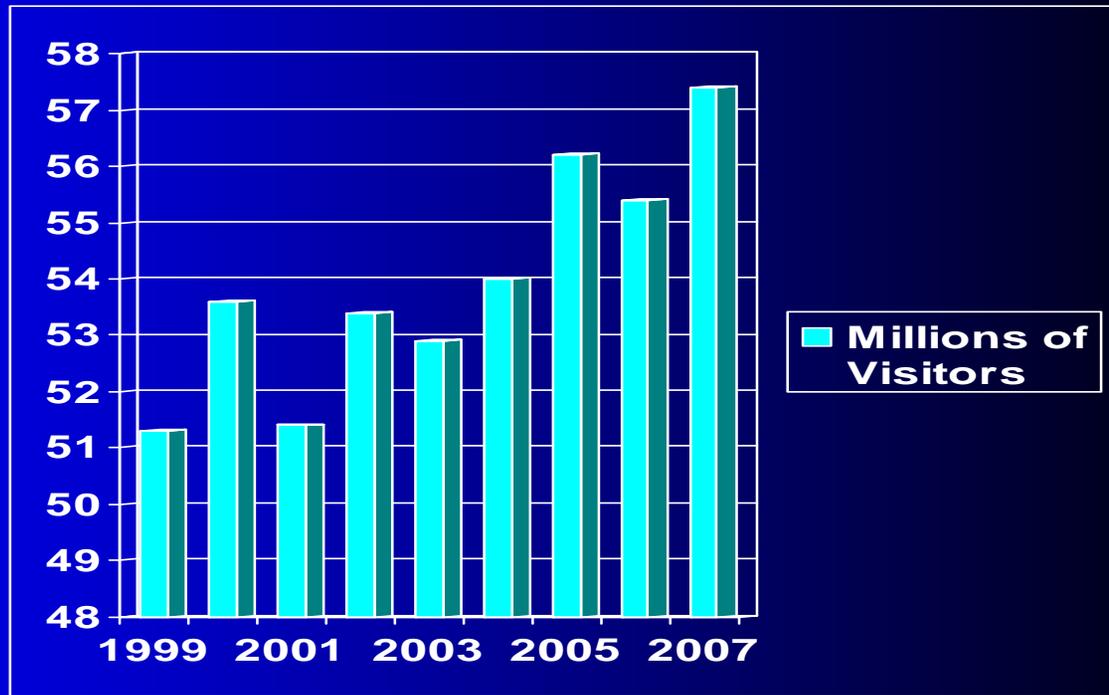
Kokopelli & Bookcliffs Mountain Bike Trails



Grand Junction, CO Visitation



Visitation Growing on Public Lands at 3 to 4% annually



Hotspots

Hotspots can occur where human activity and undeveloped land collide.

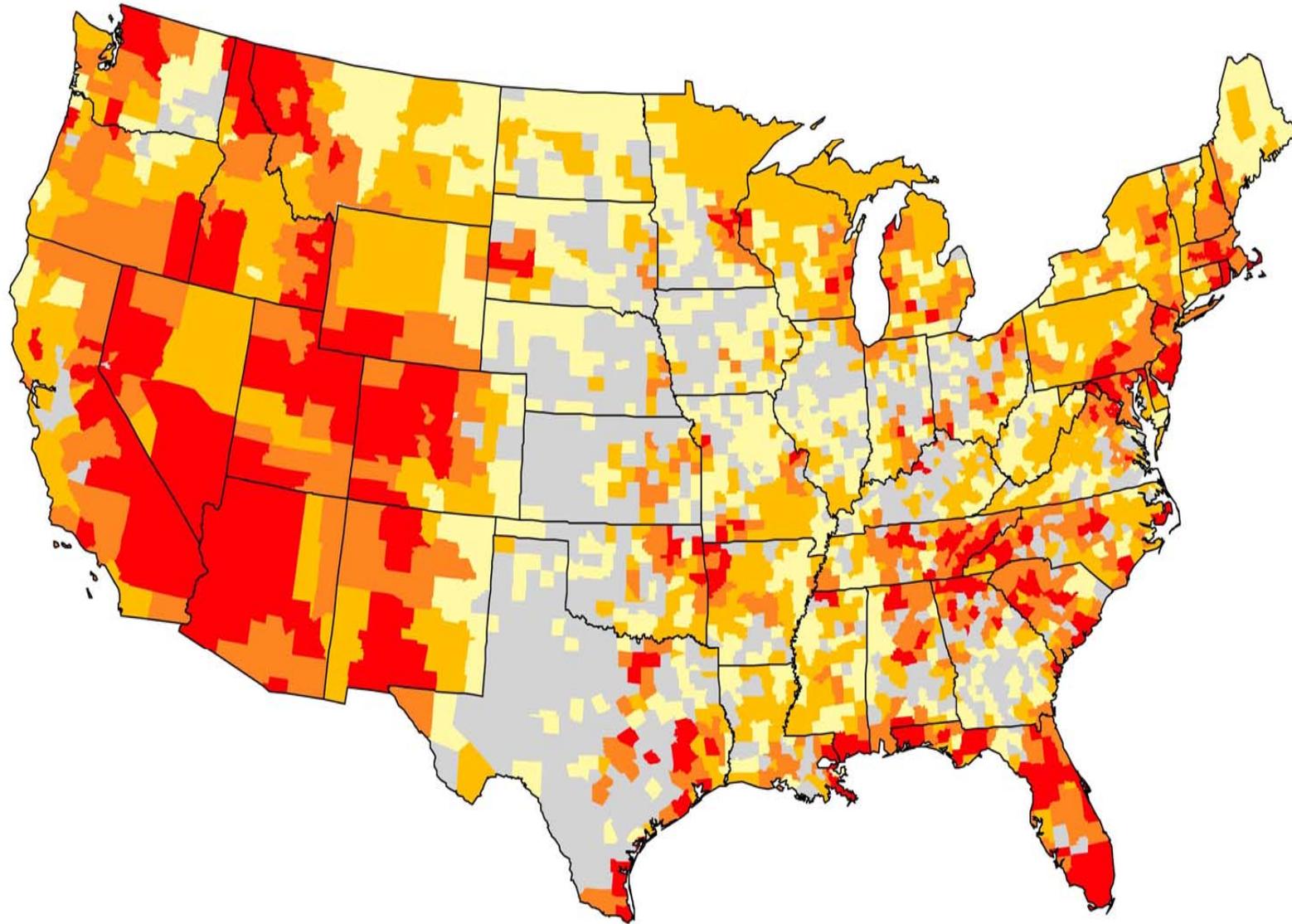
Projections of 2020 “hotspots” were made for all counties in the lower 48 states.

Social Pressure, on currently undeveloped land, comes from:

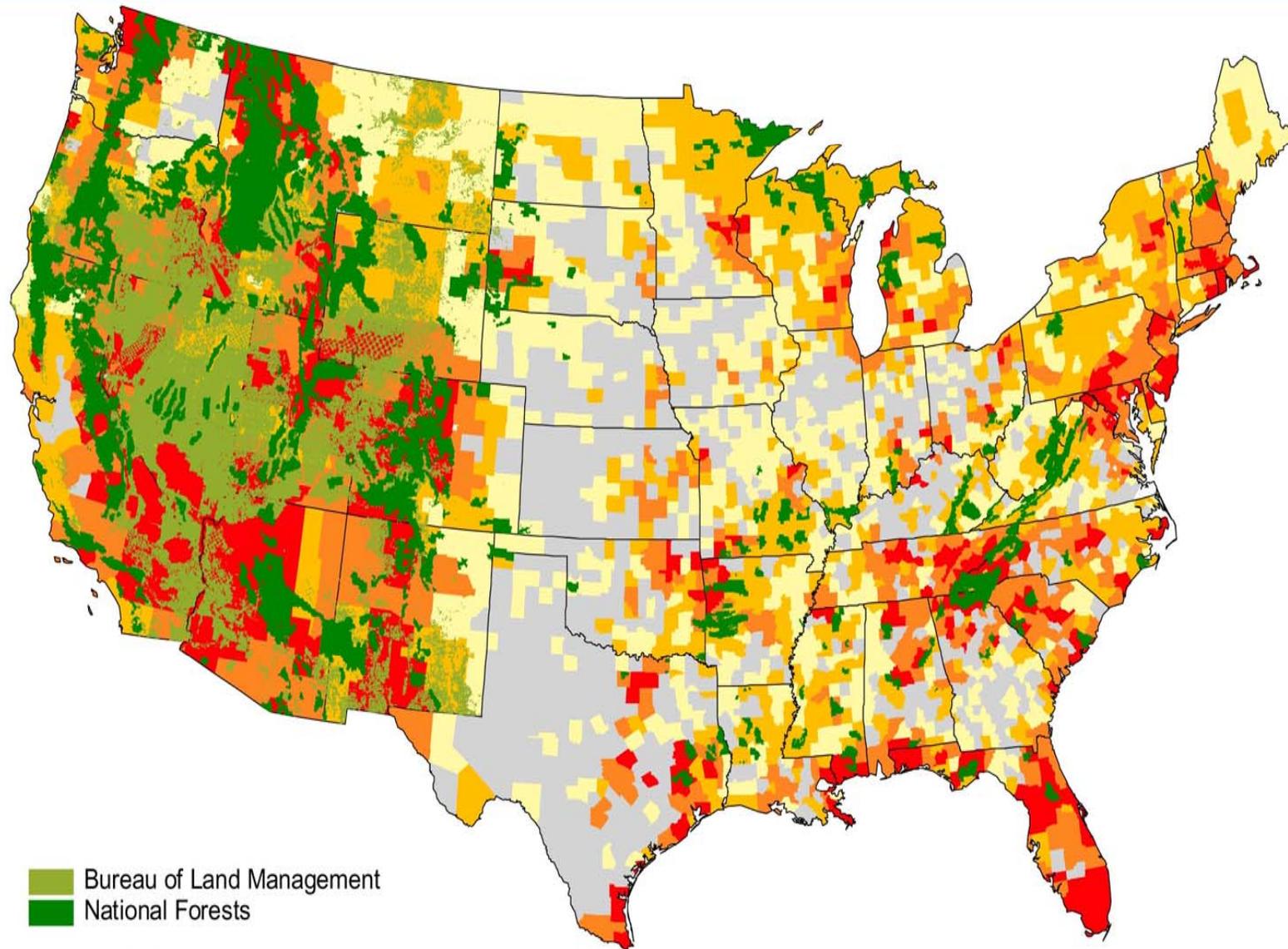
- **Population Density**
- **Economic Activity**
- **Outdoor Recreation Demand**

Population Pressures
on Forests (Local, 2020)





PROJECTED 2020 RECREATION HOTSPOTS

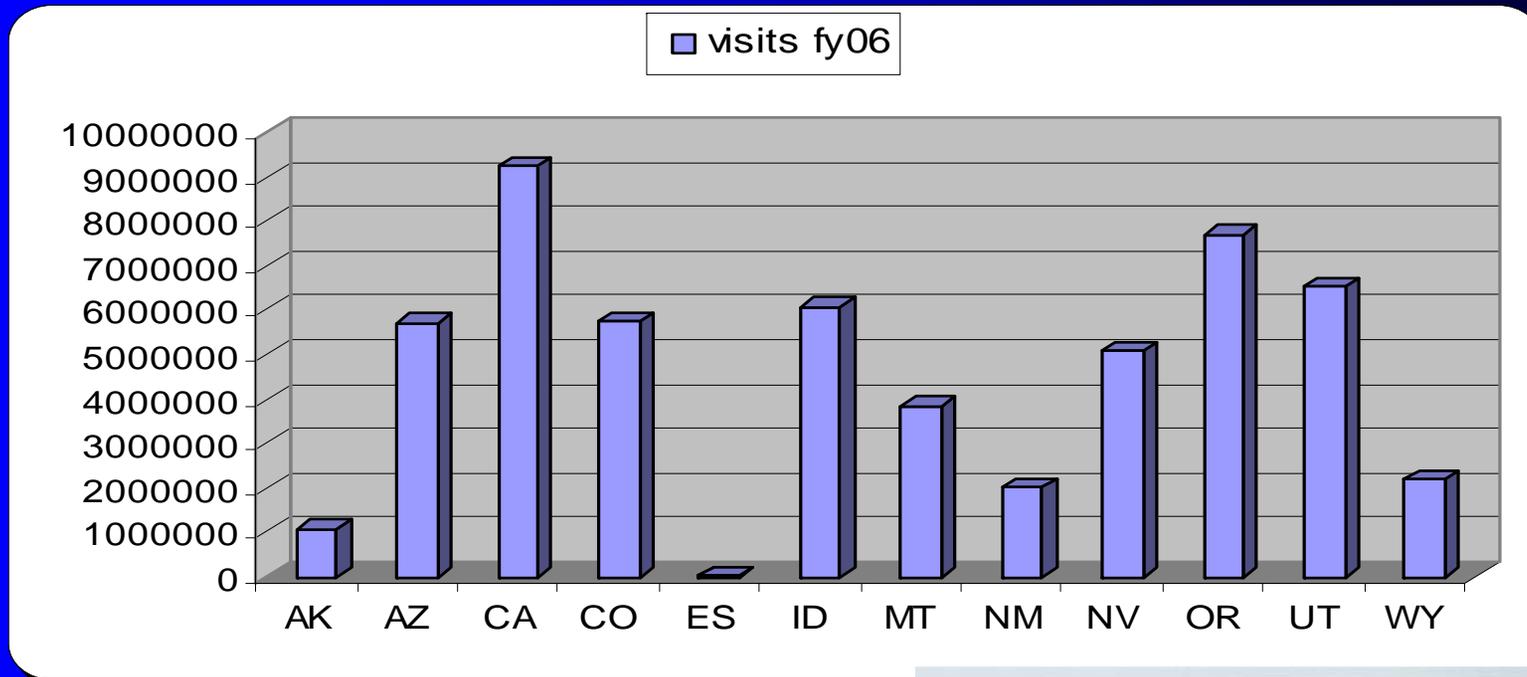


-  Bureau of Land Management
-  National Forests
-  Negligible
-  Light
-  Moderate
-  Moderately heavy
-  Heavy

PROJECTED 2020 RECREATION HOTSPOTS AND PUBLIC LANDS PROXIMITY

Source: Ken Cordell, National Survey on Recreation and the Environment

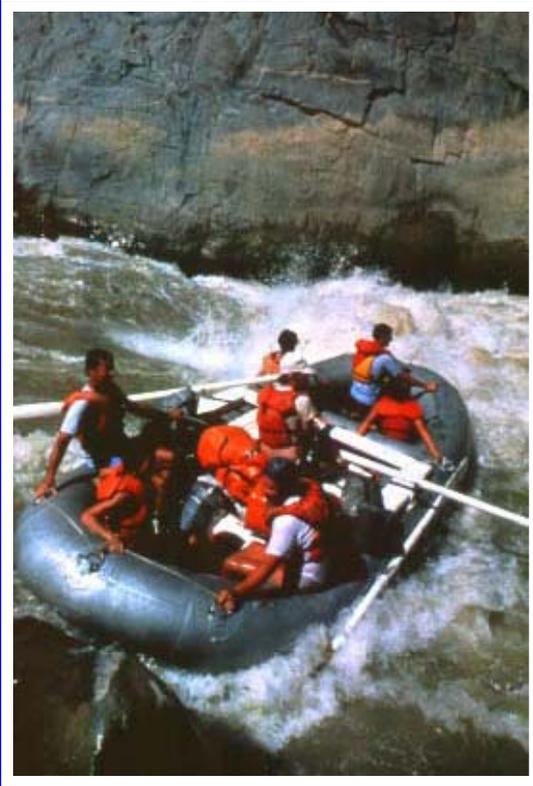
2006 Recreation Visits Vary by State



- 57.4 million visitors in 2007
- 59+ m expected in 2008
- average 3% increase annually
- 65% increase since 1986
- Recreation use grows faster rate than population



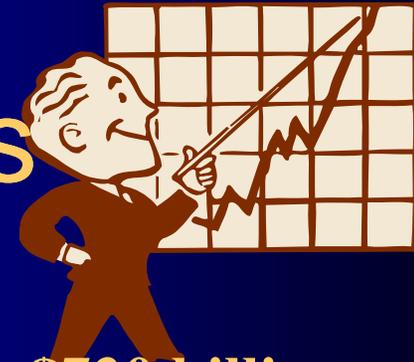
Trends: Economics



Challenge for BLM

- Recreation is now big business
- Recreation significantly contributes to western towns/states economic diversity and stability
- Increased demands generated by fast growing industries such as adventure/challenge recreation and heritage tourism
- Recreation now “on par” with traditional land uses
- Multiple use challenge and balance

Recreation is Big Business



- **“Active outdoor recreation” contributes over \$730 billion annually to the U.S. economy (2006)**
- **“Motorized outdoor recreation” contributes an additional \$18 billion in total economic impact (1998).**
- **Spending for “Hunting, fishing, and wildlife-associated recreation” topped \$108 billion in 2001**
- **Recreation & tourism industry is one of the TOP THREE industries in all Western States.**
- **Outdoor recreation, nature, adventure, and heritage travel are the fastest growing segments of the travel and tourism industry –**
-- and BLM Public Lands has it all!

THE RECREATION ECONOMY:

- Supports 6.5 million jobs across the U.S.
- Generates \$88 billion in annual state/national tax revenue
- Provides sustainable growth in rural communities
- Generates additional \$289 billion annually in retail sales and services across the U.S.
- Touches over 8 percent of America's personal consumption expenditures—more than 1 in every 12 dollars circulating in the economy

Source:
The Active Outdoor Recreation Economy
by
Outdoor Industry Foundation, 2006



Public Lands offer opportunities for all the fastest growing activities

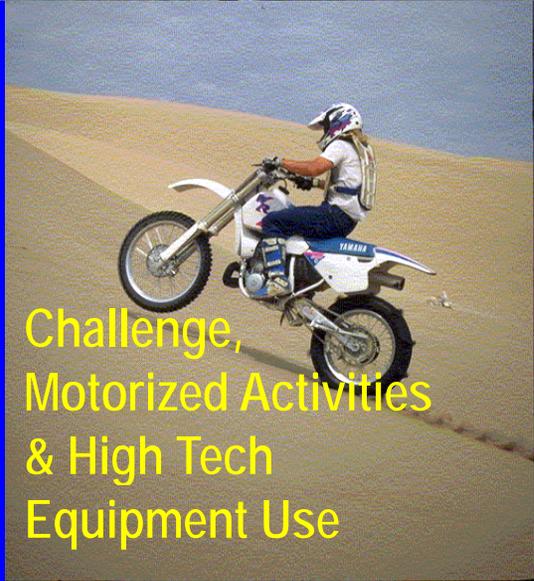
Cultural & Heritage Tourism



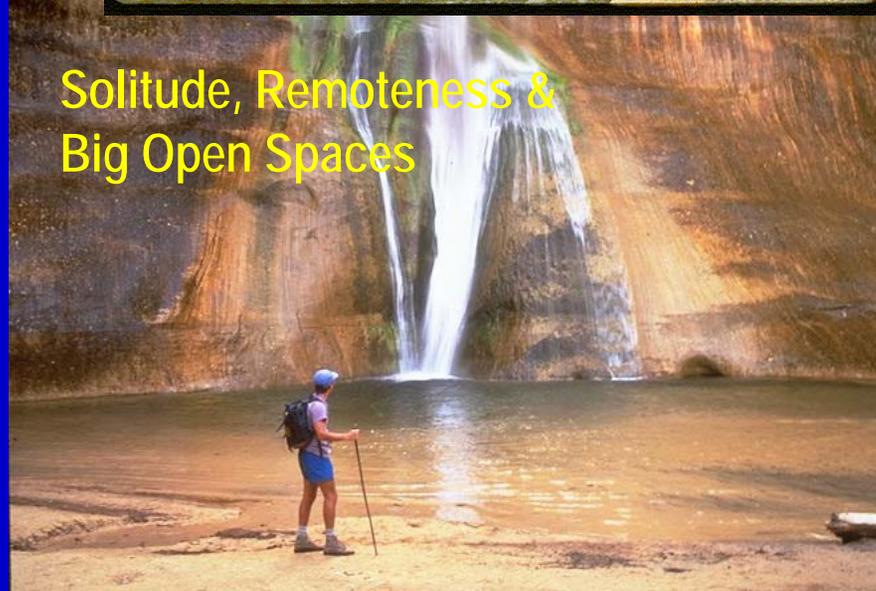
Adventure Travel & Extreme Sports



Challenge,
Motorized Activities
& High Tech
Equipment Use



Solitude, Remoteness &
Big Open Spaces



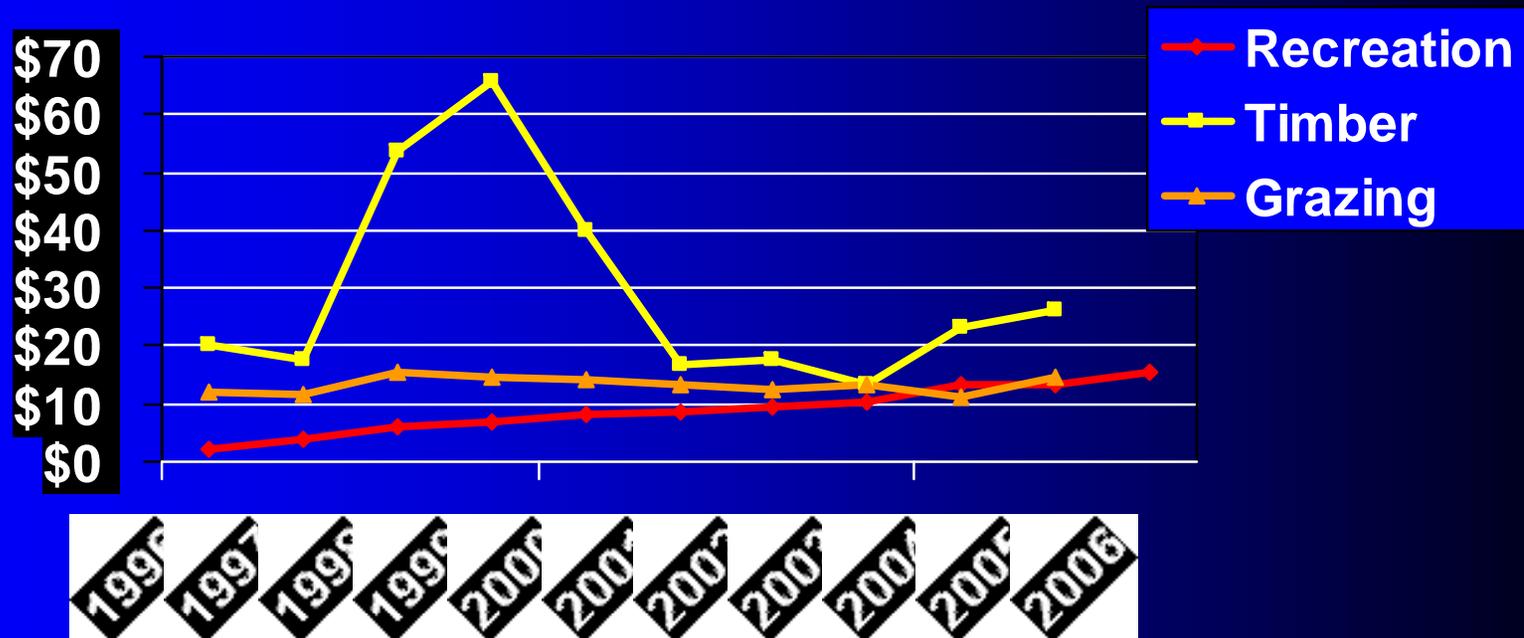
Many Unique Events and Attractions Increasing Number and Type of Permitted Recreation Activities



- **3,658 Active SRPs (commercial outfitters, competitive/special events)**
- **4 X increase in 10 years !**
- **Over 800,000 recreation use permits annually (individual & group camping, entrance, permits)**
- **8 X increase in 10 years !**

Fee Revenue Comparison

Totals In Millions

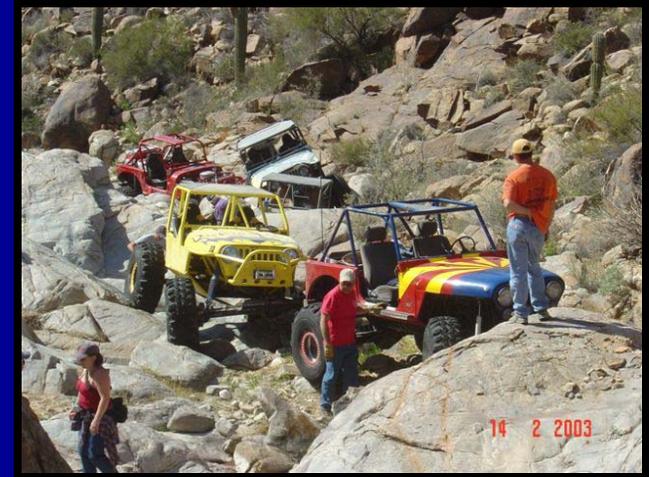


Revenue from recreation fees has grown to be on par with other traditional resource programs

Trends: Technology

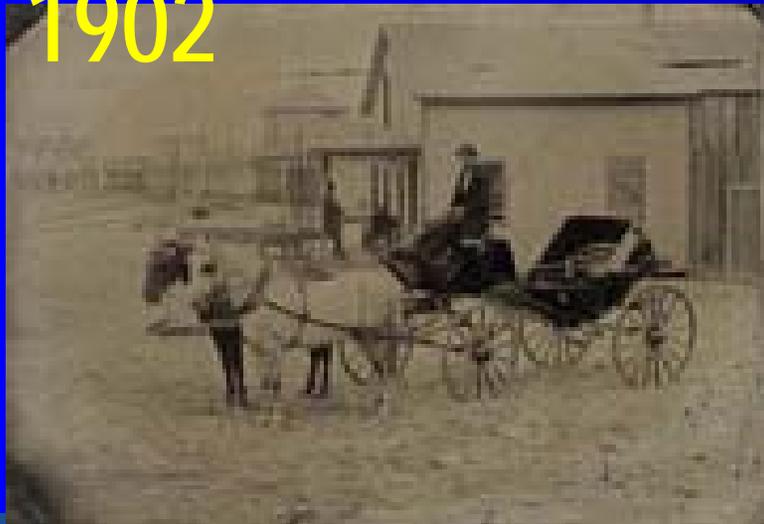
Challenges for BLM

- BLM is **disproportionately affected** by recreation technology (motorized) than other federal lands (NPS, FWS)
- Increasing **demand for more opportunities** to use sport equipment and technology needs support of services and facilities, real time information, and increased access with limited staff and funding
- Growing **popularity of new generation and extreme sports** and activities



Technological Advances In Outdoor Recreation Activities Has Greater Effect On BLM Than Other Agencies

1902

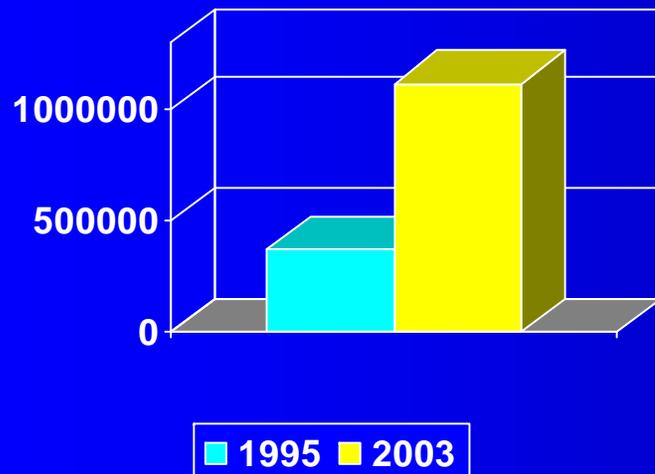


2002



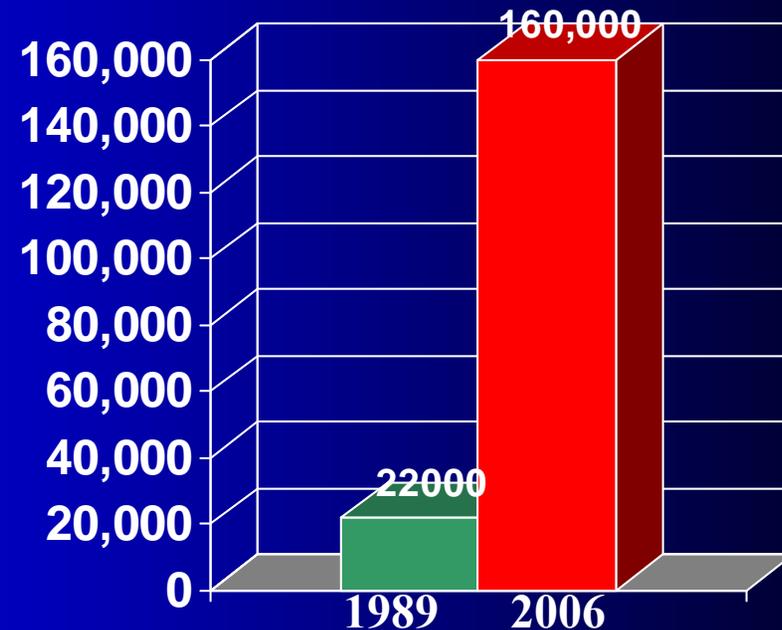


Annual OHV Unit Sales



Annual sales of OHVs has tripled in 8 years 368,000 to over a million but sales in the West are twice the national average!

Popularity of OHVs – 4 times as many than a decade ago



Number of registered OHVs in Utah has grown more than seven-fold in 18 years

New Generation Sports and Activities



- **Extreme sports** – everything from sledging to gerbaling, from base jumping to cave diving
- **Technology driven activities** such as geo-casheing, night vision goggles, paintball, rock crawling, artificial intelligence vehicles (DARPA) rocket launching, rough terrain vehicles (RTVs)



What recreation technology challenges will we face in the future?

Aerotrekking



Hovercraft



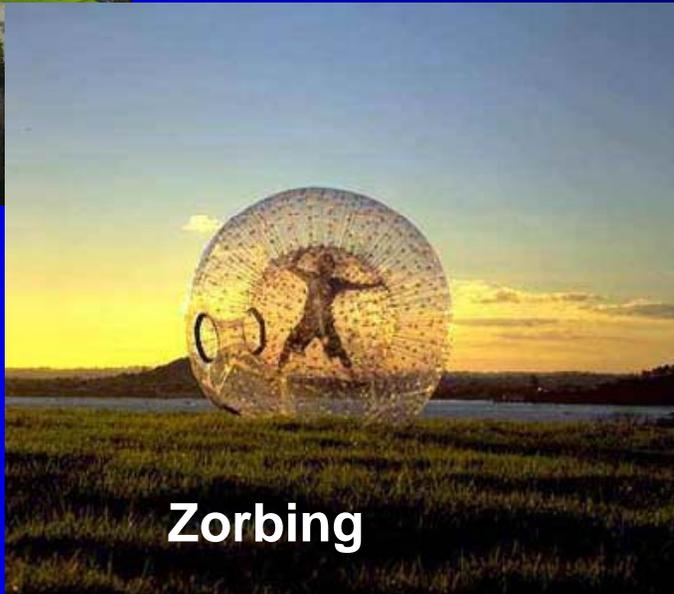
Rocket Launching



River Sledging



Zorbing



**Guess what?
They're out there already!**

15 FASTEST GROWING ACTIVITIES 1982 TO 2004

activity	% participating '82-'83	millions participating '82-'83	% participating '00-'04	millions participating '00-'04	% change '82-'83 to '00-'04
View/photograph birds	12	22	31.8	73.0	231.8
Day hiking	14	26	32.6	74.8	187.7
Backpacking	5	9	10.9	25.0	177.8
Snowmobiling	3	6	5.9	13.6	126.7
Off-road driving	11	20	19.4	44.4	122.0
Primitive camping	10	18	16.7	38.2	112.2
Sledding	10	18	16.1	36.8	104.4
Attend outdoor concerts	25	48	41.9	96.0	100.0
Camping	24	46	38.7	88.8	93.0
Walking for pleasure	53	100	82.7	189.5	89.5
Developed camping	17	33	27.1	62.1	88.2
Canoeing/kayaking	8	15	12.2	28.0	86.7
Downhill skiing	6	12	8.9	20.5	70.8
Natural area swimming	32	59	43.3	99.2	68.1
Running/jogging	26	49	35.5	81.3	65.9

Source: Ken Cordell, National Survey on Recreation and the Environment



Big & Bigger

- **Most popular**
- **Will grow with population**
- **Minimal equipment**
- **Social component**
- **Family friendly**
- **Easily accessible & close to home**
- **Wide skill range**

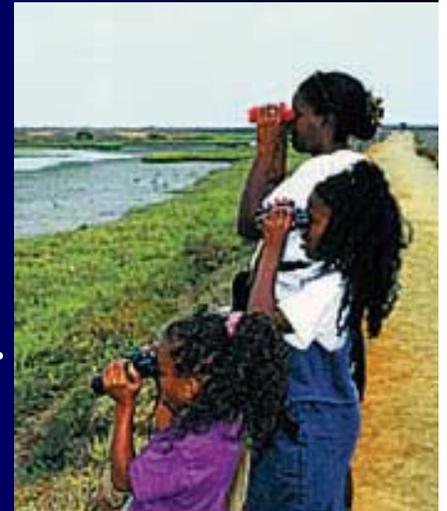
- Walking
- Family Gatherings
- Visiting Nature Centers
- Picnicking
- Developed Camping
- Visiting Beaches
- Sightseeing
- Visiting Historic Sites
- Swimming



Up & Coming

- Day Hiking
- Bicycling
- Mountain Biking
- Running
- Wildlife Viewing

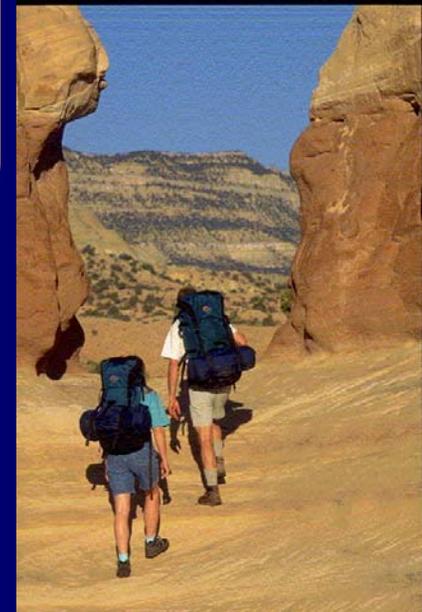
- Moderately popular
- Fast-growing
(38% - 59%)
- Requires minimal,
long-wearing gear
- Often available close
to home
- Allows for a
wide range of
ability



Specialized

- **Smaller numbers but high level of commitment**
- **Fast-growing (50 - 136% growth between '94 -'01)**
- **Requires specialized equipment & facilities**
- **Large investment & industry support**

- Snowboarding
- Personal Watercraft
- Kayaking & Canoeing
- OHV/ATV
- Snowmobiling
- Horseback Riding
- Salt Water Fishing
- Backpacking



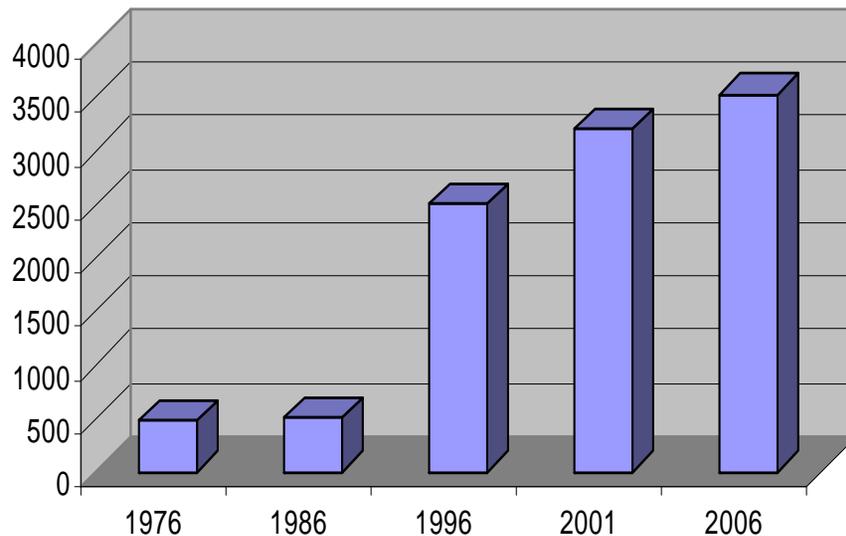
More BLM Recreation Sites

Developed to meet visitor demand, improve accessibility and protect resources – at the lowest unit cost of any Federal agency



BLM manages seven times as many sites as it did 25 years ago – to meet demand but greatly increasing costs for operations and maintenance.

Number of Recreation Sites



20 new visitor centers in last 20 years!



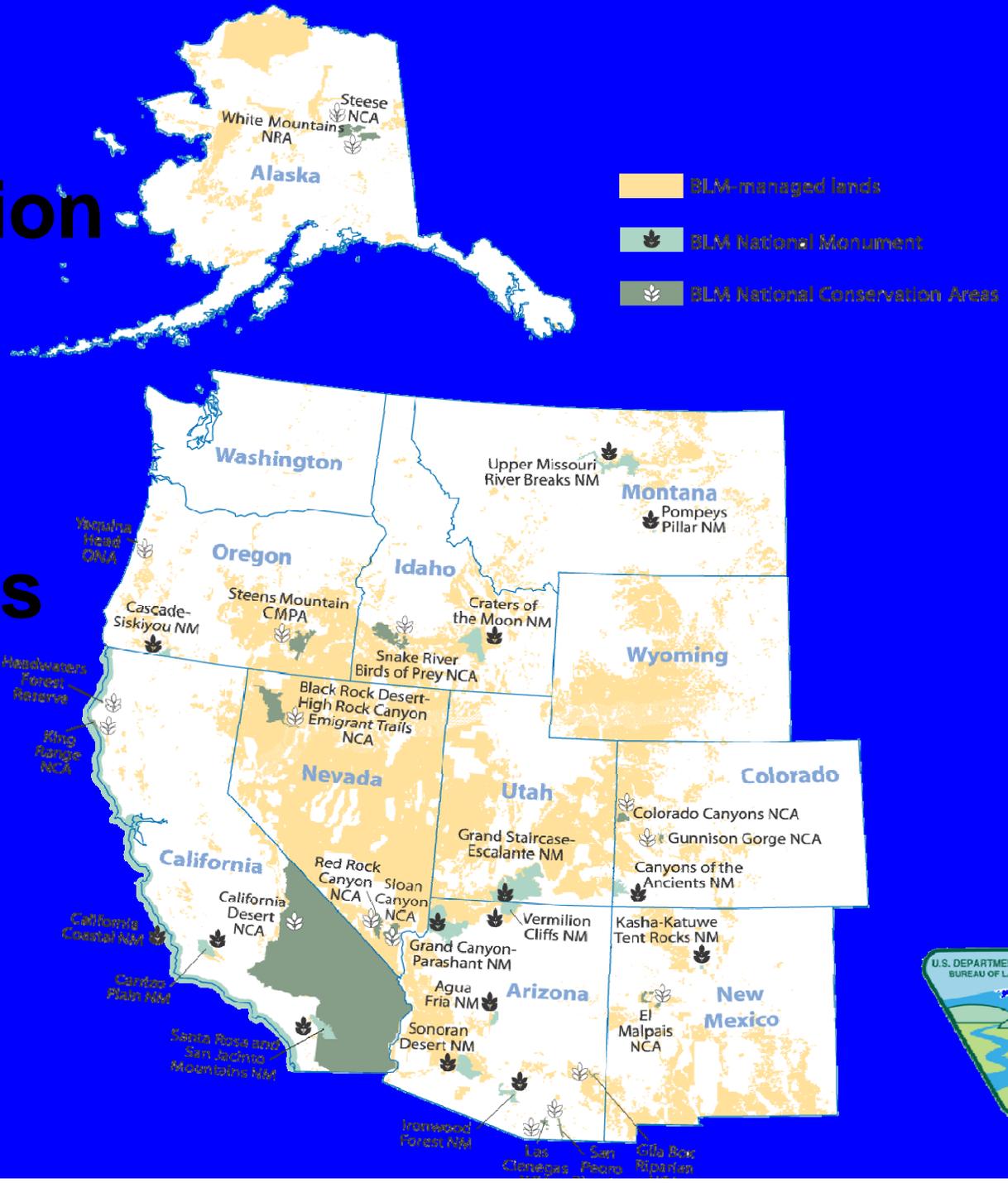
Trends: Values

BLM Challenges

- Planning issues are more polarized in the west where recreation is a core value seen as a right not a privilege
- The west has an increasing social sensitivity to landscape changes and uses
- BLM manages a very broad range of recreation opportunities and vast landscapes
- BLM has an expanding mission (NLCS) that is much different than NPS and FWS
- Recreation now “above the radar” with increasing conflicts and legal challenges



National Conservation Areas and National Monuments



- BLM-managed lands
- BLM National Monument
- BLM National Conservation Areas



Public Land Treasures: NLCS

Expanding the BLM mission and focus

	<u>1986</u>	<u>2000</u>	<u>INCREASE</u>
▪ Wilderness Areas	368,739 acres	5,260,712 acres	1,327%
▪ Wild & Scenic Rivers	1,439 miles	2,038 miles	42%
▪ ACECs	4,720,231 acres	13,111,829 acres	178%
▪ National Scenic Areas	0 acres	101,000 acres	All New
▪ National Monuments	0 acres	2,965,100 acres	All New
▪ National Historic Trails	1,498 miles	3,590 miles	140%
▪ National Recreation Trails	145 miles	429 miles	196%

The West Leads the Nation in Outdoor Recreation Participation



- **73% of westerners** say they regularly participate in outdoor recreation – the highest rate for any region of the U.S.
- Over 80% of people from Idaho, Wyoming, Montana and Utah regularly participate in at least one outdoor recreation activity.

“The West ...where recreation is considered a right – its almost a religion.”

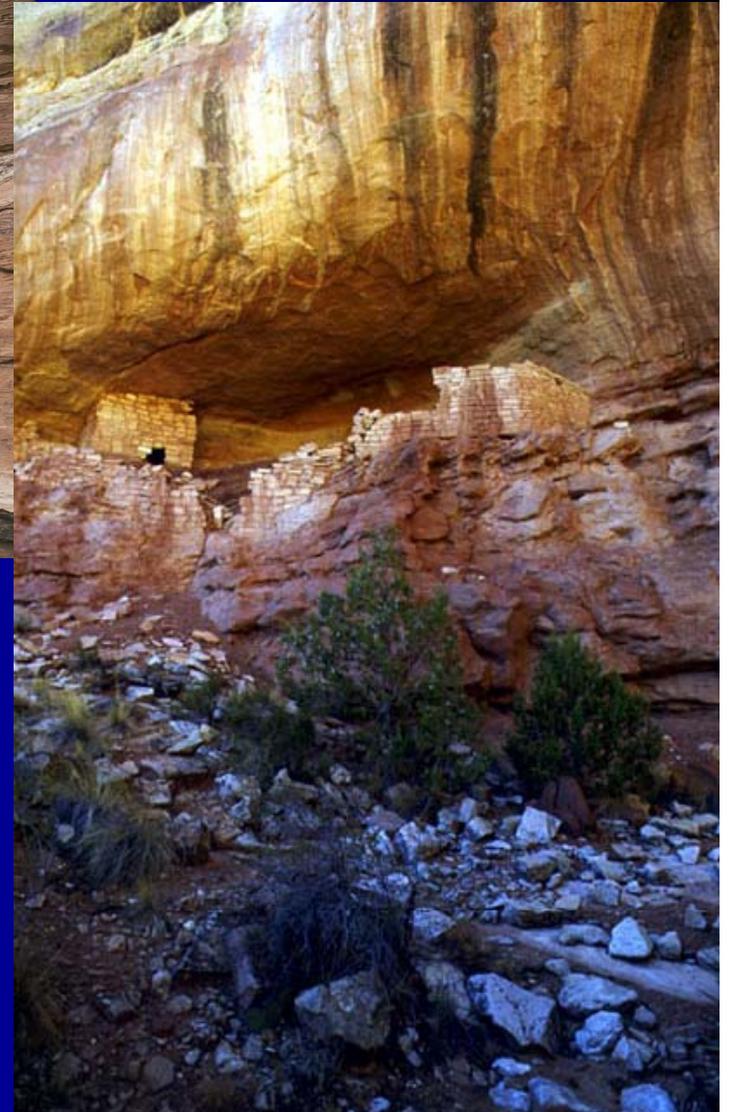
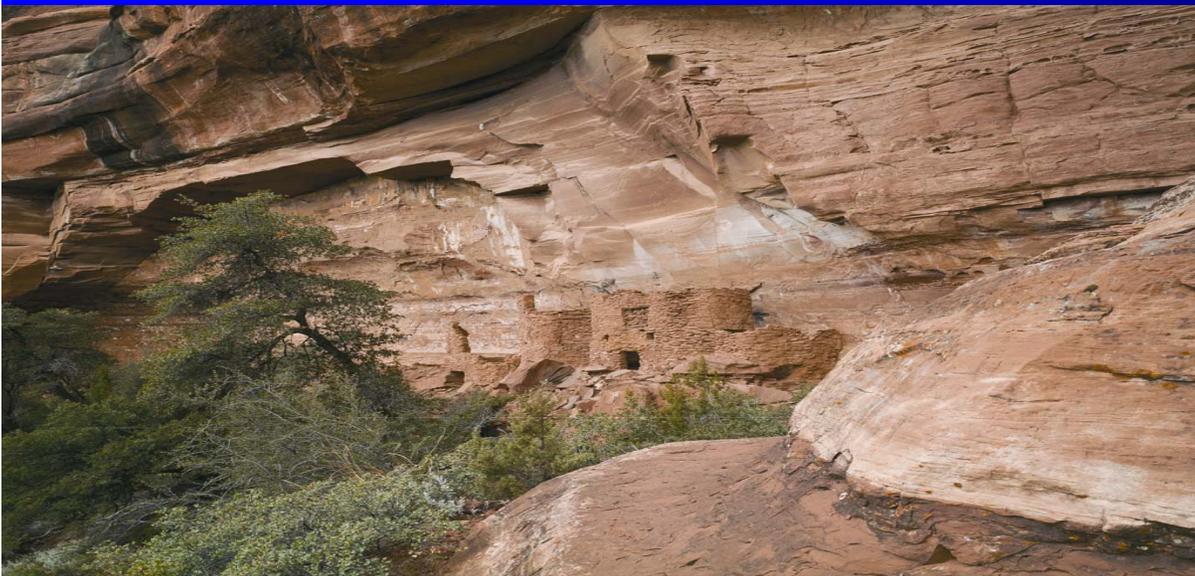
“It’s a passion not a pastime.”



Broader recreation challenge for FS and BLM and their multiple use mandate:
People tend to “visit” the National Parks - but generally recreate or “play & stay” on Public Lands



**Challenge of providing opportunities to visit
and offering interpretation, & stewardship education –
yet protecting heritage & cultural sites**



BLM Responds to Trends

We've discussed National trends...So, how has the BLM responded?

What is the expanding role and expectations of BLM staff - recreation planners, recreation techs and park rangers?

How many "hats" do they wear?

- Policy?
- Budget?
- Guidance?
- Partnerships?
- Visitor Services?
- Public Health & Safety?
- Facility construction and maintenance?
- Volunteers, Visual Resource Management, Accessibility, OHV, Trails & Travel Management, Caves, Wilderness Management, Interpretation, Stewardship Programs, Environmental Education, Search & Rescue, Resource Monitoring, Website, Maps, and much more.....

BLM Responds by.....

- **Working strategically** with Recreation 2000, BLM Priorities for Recreation, OHV & Mt. Bike strategies and outreach
- **Expanding resources and leveraging partnerships** by making the case for increased budgets and funding, initiating cooperative efforts and promoting partnerships
- **Building support and improving program communication** through effective organizational design and internal involvement (RVSAT, WO teams, ELT) and building constituencies through external outreach
- **Emphasizing benefits-based planning and management** through policy, guidance, monitoring and evaluation (I.M. 2006-060)

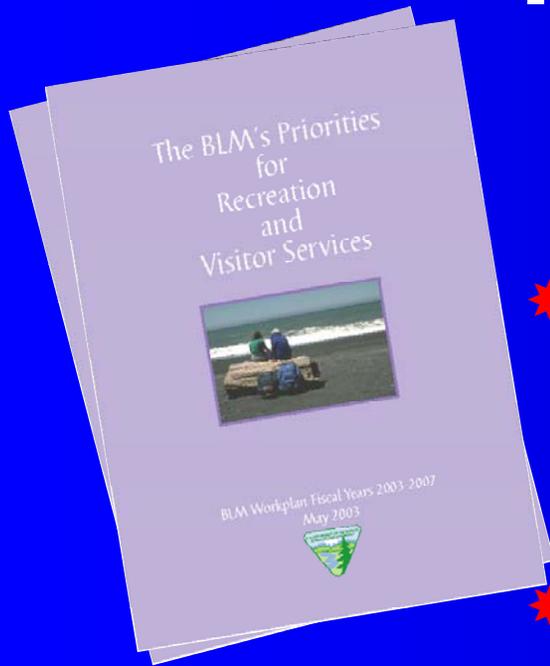
The Bureau's Priorities for Recreation and Visitor Services

Working to build a strong strategic and policy foundation

- Recreation is part of DOI Strategic Plan
- Established program priorities – “Purple Book”
- Updating old policy
- Budget justification
- Supplemental Guidance



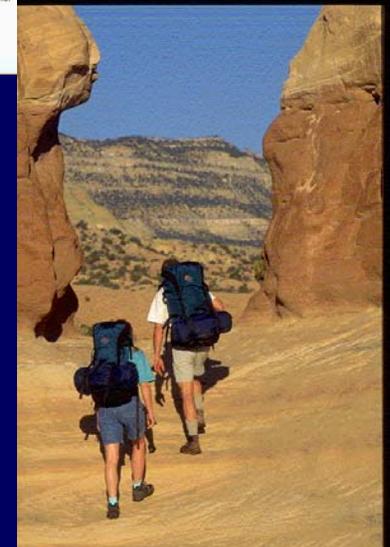
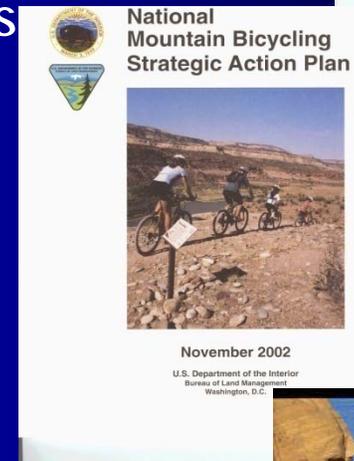
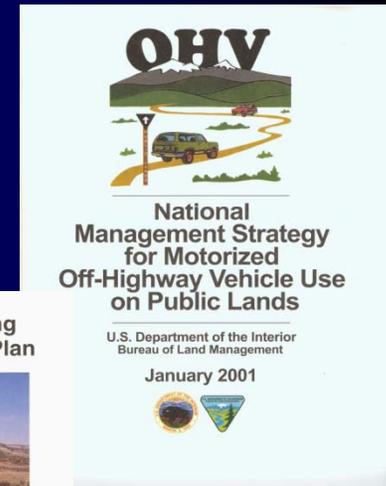
The BLM's Priorities (Purple book) is:



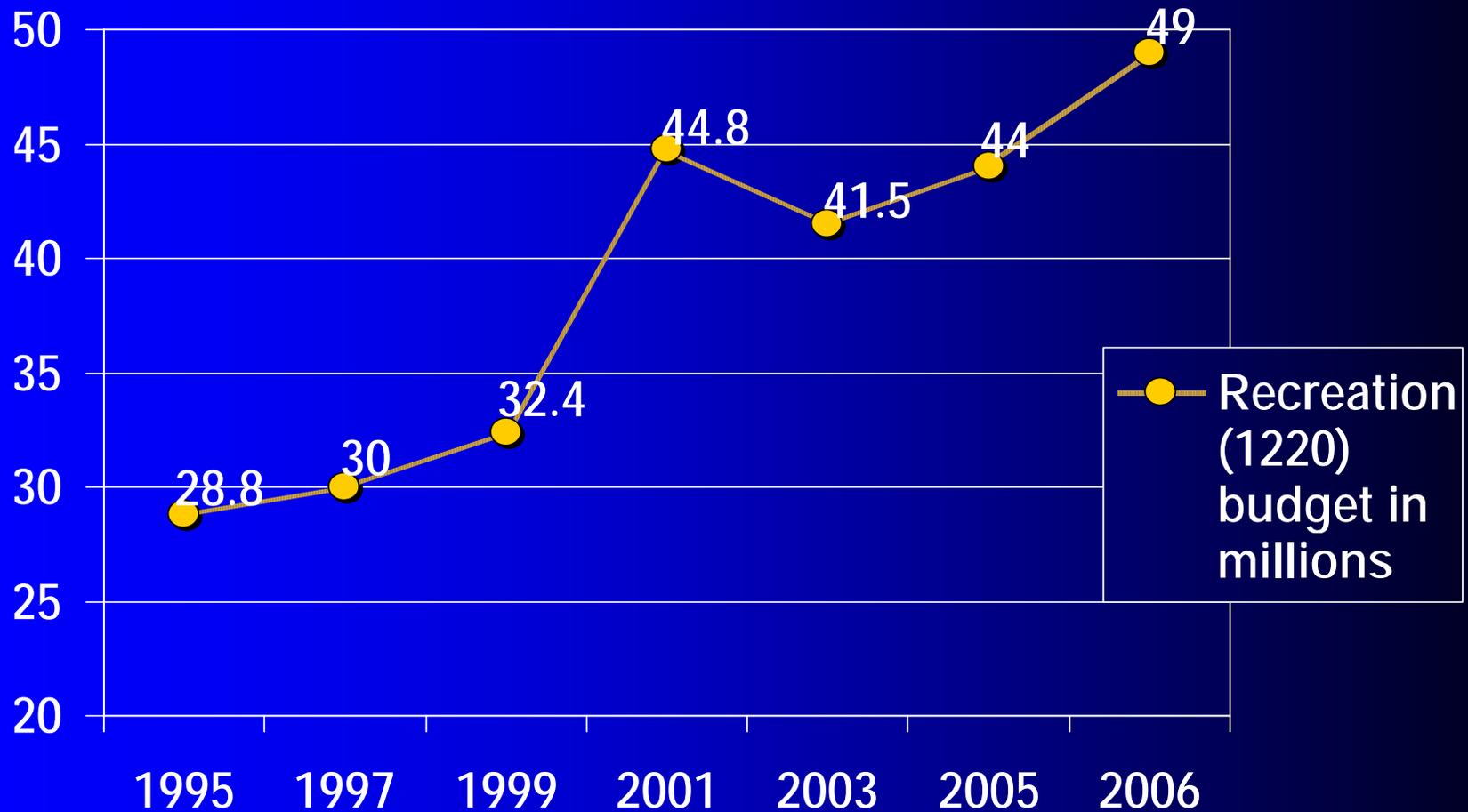
- A corporate statement of commitment and program priorities, and a service delivery plan for delivering benefits to visitors and communities.
- ★ Represents a distinct shift from a traditional activity-based approach, to managing for specific individual, social and economic benefits.
- ★ The strategy and its BBM planning framework promote “cooperative conservation”
 1. provides way to evaluate “appropriateness” of land use proposals and protects settings for full benefits;
 2. Considers the long-term costs and implications for management and engages other service providers and;
 3. Helps BLM focus priorities and target program investments

Comprehensive Travel & Transportation Management: *Strategic efforts*

- **Strategic Plans to:**
 - Develop a rational & planned approach to management of trails, transportation and access
 - Engage constituents, identify partnership opportunities, set objectives
- **Comprehensive Travel & Transportation Management is everyone's business!**
 - All resources and all modes of transportation
- **Interdisciplinary approach**
 - Considers resource conservation needs and coordinates transportation system planning asset/facilities management with travel planning for reasonable recreation and public access



BLM Recreation Budget: Success in making the case for investment



NLCS Increase
then reprogramming

Recreation budget strategy
priorities and justifications

BLM Recreation Program is a leader in leveraging resources and using partnerships

- Responsible for creating and supporting two-thirds of the BLM's partnerships
- Accounts for 80% Public Contacts for the agency
- Generates half of all BLM volunteer hours – creating a workforce of over 250 FTE!
- Has highest return on program funding investment through hundreds of Challenge Cost Share projects annually –leverages \$3.9 m to over \$15 M in resources each year!
- BLM's program leader in generating grants, alternative funding and in-kind support - expanding its buying power by 13-20%
- Responsible for hundreds of special and outreach events annually - reaching millions of Americans.



*Recreation is
the face of BLM
and
BBM is how the
recreation program
engages other
providers and leverages
resources!*

Improving internal communication and coordination

- Created **national advisory teams** to improve field/state/WO communication and networking on recreation and travel management policy and budget (RVSAT and TTMT) issues
- Created **new website** and partnered on recreation website toolbox to provide information of best management practices and alternative resources
- Updated and **improved training** programs
- Implemented **flexible workforce** to expand capabilities (use of subject matter experts, contracts etc...to provide field technical assistance)

Understanding the role of BLM in supporting communities, providing quality settings & benefits and promoting partnerships

- What we have heard from the external groups is BLM cannot and should not do this alone
- Although BLM does need additional resources, the answers lie in collaborating and leveraging BLM's resources with communities of place and interest



Benefits Based Management (BBM):

A fundamental shift in approach for recreation planning and management from “activities to benefits”



- ★ Provides a framework to define BLM specific role and niche
- ★ Encourages regional & landscape level recreation planning
- ★ Prioritizes the order in which strategic steps should be implemented
- ★ Targets limited resources & helps determine when BLM can say “NO”
- ★ Moves BLM away from crisis management provides long-term view
- ★ Fosters partnerships with public & private providers
- ★ Business oriented to help with asset management and improves accountability and performance



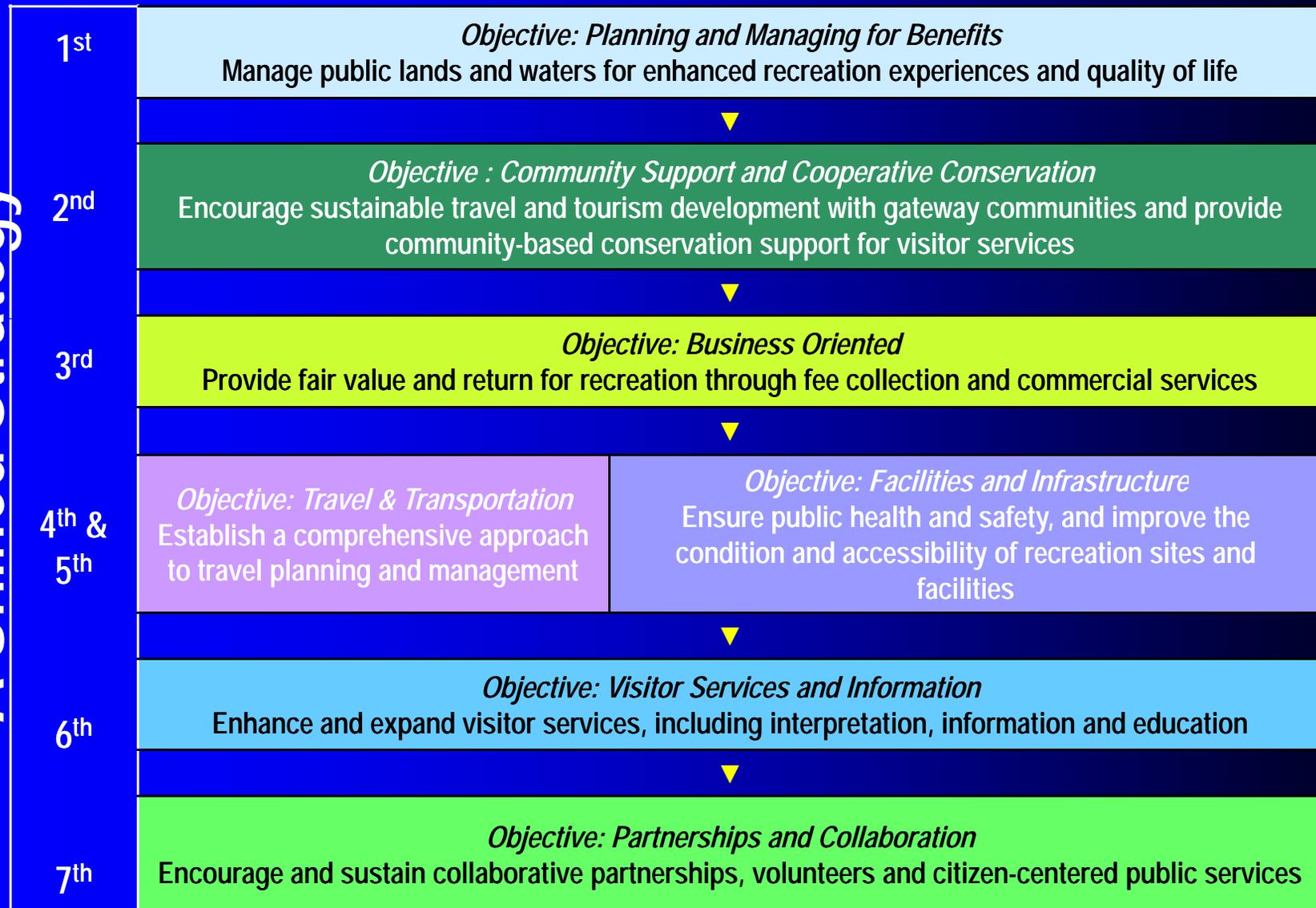
BBM management approach: Better meets the needs of the resource, communities and visitors

- **Evaluates social and economic benefits in planning**
- **Encourages coordinated provision of interpretation, stewardship education and information.**
- **Engages partners -communities, interest groups and businesses - in the development, planning, management, and implementation of recreation and visitor services.**
- **Maintains landscape character and experience settings**
- **Provides cost efficient facilities and appropriate public access (roads & trails)**
- **Helps generate and leverage resources for management**

Hierarchy of Seven Workplan Objectives

Objectives from the "Purple Book,"
 "The BLM's Priorities for Recreation and Visitor Services"

A Unified Strategy



What more can we do?

Share your ideas and recommendations

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- Learn more: www.blm.gov and click on recreation program