

Quiet Commotion

April 30–May 2, 2008
Owyhee Plaza
Boise, Idaho



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Wednesday—April 30, 2008

KEYNOTE SPEAKER

Andrew Skurka, professional backpacker, spoke about his experiences with quiet recreation. Although his accomplishments are quite unique, they demonstrate the incredible opportunities for quiet recreationists. Skurka made annual trips to the summit of Mt. Washington while growing up in the eastern United States, but he fell in love with the West when he hiked the Colorado Trail. In August 2004, Skurka completed the Sea-to-Sea Route across the nation, a feat that hadn't been done before. The trip took 11 months on 7,800 miles of trails. One of the most rewarding parts of the trip was the people he met along the way.

Another motivation for Skurka has been the opportunities these trips afford to learn about various issues along the way, particularly wildfires during the last couple years. The main reason he loves to hike, however, is that he feels more alive when he is hiking than at any other time.

Skurka's most recent adventure was hiking the 6,875-mile Great Western Loop, another trip that had never been done before. Skurka started in the Grand Canyon and completed a loop that moved clockwise through most of the western states. The route—a network of five existing trails—took him through 12 national parks and 75 wilderness areas. He finished the trip in 208 days, a pace that averaged 33 miles per day. The quick pace was necessitated by the two high points on the route—the High Sierras and the San Juans. If he started too early in the spring, there would still be snow in the Sierras, but if he travelled too late in the fall, the San Juans would start getting early winter storms.

Skurka's trip also made him think more about global climate change, particularly while in Glacier National Park. Skurka showed the audience pictures of a glacier in 1932, 1981, and 2005 in order to demonstrate how much the glaciers are receding. Scientists predict that no glaciers will remain by 2030. Snow pack is vital to the watersheds and environment of the western United States and global warming will have an impact.

Skurka was also struck by the problems associated with the Pine Beetle infestation that is devastating the West. During his travels, he has seen so much that nothing seems out of sight and out of mind any longer. So many people can disassociate themselves with these issues because they don't see them, but the result is an exploited environment.

Skurka noted that many long-distance hikers share similar feelings about the trappings of modern society. The things that society stresses as important aren't those that make hikers and many quiet recreationists happy. Relationships, connections, spirituality, simplicity, and doing something that makes you happy are important.

The Quiet Commotion Summit involves thinking a lot about motorized use, but Skurka noted that he might have a somewhat different view of the issue. Perhaps we shouldn't examine the issue as an "us-versus-them" conflict. We should look at other types of recreationists as allies because there are bigger battles to fight. Backpacking, Skurka believes, is the best way to see

nature, and there are certainly issues with keeping places non-motorized, but it is important that all people find ways to get outside.

Skurka recounted the highlights of his trip, which ended back in the Grand Canyon. He reached the canyon two days ahead of schedule, giving him an extra two days to explore the humbling environment. He finished his presentation with a video of a day in the Three Sisters Wilderness of central Oregon. The video showed Skurka experiencing one of those moments that makes him love to hike—one of those moments where he feels so alive and like he is the luckiest person in the world.

Q&A

How can you make these trips relevant to the youth of today?

- Skurka noted that the key is getting kids outside. It doesn't take much to sell the outside, so you just have to get them out there.

How do you articulate this feeling of being alive?

- It is hard—it's just that feeling of being the luckiest person alive. Also, the exhilaration is in thriving on such a minimalist theme, not just surviving.

The audience wanted to know what is next for Andrew Skurka.

- He is trying to get out of the lower 48 states a bit more in the next year. He has a three week trip to South Africa coming up, as well as trips to Alaska, the High Sierras, Iceland, and a bike trip in the western United States.

Thursday—May 1, 2008

INTRODUCTION AND WELCOME

Brad Smith, from the Idaho Conservation League (ICL), welcomed participants to the 5th Annual Quiet Commotion Summit. Smith noted that although a diverse group of people were in attendance, the goal of the summit was a positive dialogue between quiet recreationists and staff agencies that are working on national forest travel planning. The ultimate goal is to find ways to work quiet recreation into Forest Service and BLM travel plans. Brad Brooks, from The Wilderness Society, echoed the desire for the dialogue to be positive and proactive. He urged attendees to think about ways they can work together to preserve quiet recreation for future generations.

THE HISTORICAL IMPORTANCE OF PUBLIC LANDS

Rochelle Johnson, Associate Professor of English and Environmental Studies, College of Idaho

Johnson noted that it was difficult to decide where in history to begin this discussion. So many different disputes about public land exist, but conference attendees are here to think about the relationship between recreation and public lands. Why do Americans desire public lands, and what do those desires tell us about public lands? As the 1890 Census announced that the frontier was gone and Frederick Jackson Turner's 1894 address espoused the closing of the frontier, the nation was nervous. For early Americans, the success of the nation was tied to the existence of open lands, and Americans owed their intellect to the existence of the frontier. Opportunity was found in open spaces—what would America do without these lands? Theodore Roosevelt shared these concerns as did much of the nation. Part of the concern was an understanding of the importance of recreation.

An early idea of recreation can be seen in the writings of Henry David Thoreau, particularly *Autumnal Tints*. Thoreau thought his fellow citizens were not paying close enough attention to nature because truly attending to the details of nature requires a certain amount of alertness that most people don't have. Man could gain three things by attending to nature: 1) imagination, 2) attentiveness, and 3) humility. Thoreau's attention to detail in *Autumnal Tints* requires quiet time in nature. It is quiet settings that let us reflect and observe. He celebrates stillness. He wanted people to experience quiet commotion. Such activity centers us. Thoreau is really addressing recreation.

The definition of recreation includes the ideas of sustenance and nourishment. Recreation is the comfort of the mind. Thoreau's ideas are useful as we struggle to find the balance between nature and technology. Technology is hindering our ability to concentrate and remain attentive. Richard Louv's *Last Child in the Woods* addresses these concerns. Increasing technology use means it takes an effort to unplug, but if we don't unplug we prohibit the forms of wonder, attentiveness, and humility that our forefathers valued. Johnson noted that college students

today don't disagree that they have trouble concentrating; they don't like it. Humanity is undergoing a certain "extinction of experience" as Robert Pyle has termed it.

Recreation today helps us escape the mind. Our quests for recreation lead us to a pursuit of something unique, usually with the help of technology. Barry Lopez suggests that we extend our power in way that prevents us from recognizing our limits. Humility is a fading experience of Americans in nature, according to Wendell Berry. Quiet time in natural spaces deepens our capacities as humans, and losing public lands and the possibility of solitude damages us and our future. Leo Marx follows these ideas in *The Machine in the Garden*.

Public lands have not always been protected for scientific reasons, even though we need wilderness and roadless areas for healthy ecosystems. Instead, wilderness areas have been protected because we value those places for anthropocentric reasons largely related to recreation. Given what we know now, however, saving these places for anthropocentric reasons may not be so bad after all; protecting these areas will also protect ecosystems while ensuring we have places for quiet recreation.

Q&A

How can we overhaul our public education system to ensure that public lands and recreation become part of the education system again?

- Johnson replied that our education system has such directed standards that usually have nothing to do with powers of the mind. Kids need to get outside and it is happening more, but it is tricky and is not always encouraged by school districts. Some of the best learning can happen when kids can just be outside and look without being over-structured.

DEFINING QUALITY RECREATIONAL SETTINGS

Greg Miller, President, American Hiking Society (AHS)

First, Miller noted that this conference panel has three of the six members of the Outdoor Alliance, which represents human-powered outdoor recreational associations. These associations are advocates for agencies as well as partners with them.

About 75 million Americans identify themselves as hikers, but many participate in other outdoor activities as well. Hiking is the gateway recreational activity to other outdoor activities. Hiking is one of the best nature-based activities for a lifetime of fitness; it is easy to master, inexpensive, and can appeal to all Americans. Hiking is also a crucial entry point to developing a conservation ethic. People won't care for something they don't know and love. For a quality recreational setting, hikers look for the following:

- Sustainably designed and built trails with good access and safe tread
- Natural quiet and nice views
- Freedom to explore at an individual's pace
- Helpful interpretation—many Americans don't have an interface with rangers and organized hikes are necessary and are being neglected
- More diversity in participation

Many historical values associated with hiking reflect white Judeo-Christian values. Miller noted the need to recognize that hikers are diverse now. Many people in the Latino community recreate in groups and aren't seeking solitude. It is crucial for people to recognize these different values. New frontiers exist today. For some urbanites, the frontier may just be getting out of the city for that first hike. Hiking on public lands will be the crucial tool land managers can use to ensure we have environmental leaders and stewards for tomorrow.

Mark Menlove, Executive Director, Winter Wildlands Alliance

Menlove grew up at the base of the Wasatch Mountains. These mountains were his grounding point and he watched them change with the seasons. The winter landscape really spoke to him, and after his first skiing experience, being a skier is what defined him. As he gradually experienced the rush of skiing on powder, it opened up his life to a whole new way of looking at the outdoors. Soon he was skiing out of bounds, and he learned about the natural world to prepare himself accordingly. It was then that he really found the meaning of recreation. In trying to describing these quiet recreational experiences, the conversation always seems to come back to spiritual terms, even for those who are not religious. Recreationists value this sense of aliveness pared down to the bare essentials the most. The mountains are a sanctuary, and bringing loud motorized vehicles that track up the snow in a matter of minutes ruins his opportunity for quiet recreation. **These machines have their place, but it is not everywhere.** **Menlove defines a quality recreational setting as those areas that have the “Zen Zones” that Johnson discussed in her speech.** Travel management planners need to incorporate these Zen Zones into public lands. Enough land exists to designate different areas for different uses, but it has to be made part of the planning process.

Scott Stouder, Western Field Director, Trout Unlimited

Stouder noted that while place-based campaigns work and will always have a place in conservation advocacy, they are “rear guard” defensible maneuvers. Trout Unlimited's goals are to protect, reconnect, restore, and sustain—it is a conservation organization. If you take care of the fish, the fishing takes care of itself. He works to protect roadless areas on national forests because the best hunting and fishing opportunities are on these lands. Trout Unlimited inventoried roadless lands, and then overlaid GIS maps with the best species habitat to see if a relationship existed. The best habitat and roadless areas were strongly correlated, especially for the spring Chinook. Stouder also wanted to find a relationship between backcountry and “quality” hunting habitat. Idaho Department of Fish and Game (IDFG) keeps good data on the harvest and by looking at the age of big game it is possible to define quality habitat because the animals are living longer. *Idaho's extensive backcountry is why the state has such a good hunting season. The report showed that the further away from roads you get, the better the hunting and fishing.*

Off road vehicles (ORVs) are the biggest threat to roadless lands and have increased in use in the last 10 years. In 2001, 59,423 ATVs and off road motorbikes were registered in Idaho. Today, more than 100,000 are registered. The Idaho Department of Parks and Recreation estimates that all terrain vehicle (ATV) registration will increase by 10,000 vehicles each year. Trout Unlimited advertised human-powered (or animal powered) hunting. The ads were a

positive promotion of human-powered recreation rather than a negative campaign against motorized users.

Drew Vankat, Policy Analyst, International Mountain Biking Association (IMBA)

IMBA, founded in 1988, is a non-profit advocacy and trail building organization. Trail care crews are one of the best known aspects of IMBA. Forty million Americans ride their bikes off road each year. Mountain biking has a younger demographic than many other outdoor groups and the constituency has developed a huge stewardship contingency. Vankat noted that for mountain bikers, the trail itself is important. While many different types of trails exist, it is the single tracks that really get the hearts pounding for mountain bikers. It is possible to have these trails in urban places as well as very remote places.

On public land, biking users want the following:

- A connection with nature—just to be outdoors and escape the noise
- Fun on good trails
- Challenging trails—the challenge could be aerobic, or technical, or a challenge of self-reliance
- Exercise
- A variety of trails and different kinds of mountain biking
- Connections—loops are much more appealing and trail networks are a great benefit for mountain bikers
- Basic facilities—signage, maps, and primitive campgrounds
- Camaraderie—being outside around others and interacting with different trail users

Q&A for the entire panel:

Have you tried anything to successfully involve those different, diverse user groups or is it something more on the horizon?

- The AHS has developed a three-prong approach to foster relationships with women, youth, and ethnic groups. Hike for Discovery is a program AHS is involved with and many of the participants are women aged 30–50. From a youth perspective, they've been involved with Girl Scouts and Boy Scouts. On National Trails Day (the first Saturday in June), Girls Scouts can earn a patch for giving back to the land. While efforts currently exist, involving people of color is a far more long-term goal. The Front Country Initiative is looking at urban and suburban environments and partnering with Leave No Trace to continue those values in urban and suburban settings. Also, several government agencies are very involved in the Children in Nature Network. The Conservation Fund has put up a lot of funding to get kids out in nature and AHS is a small part of that. Another group, Trips for Kids, has approximately 50 chapters around the country and the program tries to get inner-city kids out in the woods.

How do you foresee your recreational use being managed for within the travel management planning of the Forest Service? Do you feel like the needs are being met now or how could it be better managed?

- The Outdoor Alliance has been a great vehicle for communication with the national agency, but the next step would be a localized or regionalized version of that. One of the challenges is trying to create a community of advocates for quiet use. We can model that largely on hunting and angling groups because they are masters at organizing.
- Hunters and anglers have traditionally been involved in the management planning process because National Forest lands are the lands they use the most. Recently, however, ORV use was recognized as a major threat, so the national forests have tried to direct the forest plans towards resolving these conflicts. Although progress is being made, it is a slow process. In the hunting community, a big split can be seen between those who use motorized vehicles and those who don't. It would be helpful to have a policy of closed, unless posted open. Motorized users are realizing that they have to start getting involved in ways other than just opposing other groups of recreationists.

What kind of trade offs are you willing to accept to maintain the values you have? What can you give up given the diversity of interests on public lands?

- From a hiking standpoint, hikers would love a hiking-only path, but in reality the far greater risk is of being divided and conquered and the key is sustainable planning. Hikers are looking at keeping the integrity of the hiking experience intact while being willing to share the trail.
- The major division is between motorized and non-motorized users, not various human-powered groups. The Forest Service was on the wrong path when they divided machines based on widths or number of wheels. **The whole basis of the multi-use landscape is deciding which activities are appropriate where. Travel planning should look at all recreational activities, not just what routes to designate for off-road vehicles.**
- From the biking standpoint, bikers don't ask for access to all trails everywhere. They respect that bikes aren't allowed in wilderness areas because they understand the importance of protecting the land. Quiet recreationists stand to gain a lot if groups can work together against the common threats on existing lands.

SOCIAL AND ECONOMIC TRENDS IN QUIET RECREATION

Amy Kleiner-Roberts, Government Affairs Director, Outdoor Industry Association

The Outdoor Industry Association is a trade association for manufacturers and retailers of outdoor recreational products.

Outdoor recreation is a \$730 billion annual contributor to the U.S. economy. The industry generates \$289 billion annually in retail sales and services across the United States. Outdoor recreation generates \$88 billion in annual state and national tax revenue and supports nearly 6.5 million jobs in the United States. Rural tourism and recreational development jump starts rural economic development: it spikes employment growth rates, buoys earnings and incoming levels, lowers local poverty rates, and shepherds improvements in local educational attainment and health. Rural tourism and recreation creates sustainable, balanced economic development.

After looking at the economic data broken down by state, Kleiner-Roberts discussed trends in outdoor recreational participation. **Biking and fishing have the highest percentage of**

participation, followed by hiking. Big-growth areas are paddling and trail running. Canoeing, snowshoeing, kayaking, and free-heel skiing are also growing in popularity. Less growth is occurring in backpacking and multiday trips because people feel like they have fewer days available for these activities.

Kleiner-Roberts noted that getting women involved is important because they make most family spending decisions; if you get moms on board, you've likely got the whole family involved. Kleiner-Roberts also stressed the importance of getting youth involved, especially through mentoring. Youth programs must span multiple weeks because getting kids out one day doesn't do the trick. Parents must be included as well so they know how to continue the activity. The biggest challenge is keeping kids outside.

Kleiner-Roberts closed her presentation by noting the attitudes of Americans regarding outdoor recreation. *On National Park Service lands, two out of three Americans agreed that it is more important to protect resources than allow for increased motorized recreation and man-made construction. Also, 64% want the National Park Service to place more emphasis on human-powered recreation over motorized recreation.*

Josef Marlow, Land and Resource Economist, The Sonoran Institute

The Sonoran Institute conducted a study of hunters and anglers and their economic impact. Thirty-four million Americans hunt and fish, spending \$76.6 billion annually. If ranked in the Fortune 500 companies, the outdoor recreation would be number 20. Most money is spent on equipment, followed by transportation, and then fees. Most of the hunting is big game and most of the fishing is freshwater. Although both fishing and hunting participation are decreasing, the activities are still big business for the western United States. Almost six million hunters and anglers spend \$13.5 billion in the West. The economic impact is actually bigger when you take into account indirect impacts. *Seventy-four percent of people that hunted did so on public land. Public lands are very important for hunting and fishing and roadless and wilderness areas are critical for fish and wildlife habitat.* Counties with protected areas experience the fastest average annual percentage growth in real-person income. Public land is a key piece of local economies.

Kirk Bachman, Mountaineering Guide, Sawtooth Mountains Guide

Bachman has been a lifelong recreationist on public lands. He has made a job out of sharing what he loves with others and hopes he spreads that love to other people. His operation relies on quality environments on public land, both wilderness and non-wilderness. The Sawtooth National Recreation Area is a protected area that has different land designations and accommodates a wide variety of recreational uses. Bachman is also a yurt builder and yurts provide access for quiet commotion.

Bachman utilizes many areas of land—if the terrain works, he goes there. *After all, non-wilderness doesn't know it's not wilderness. Some lands are not protected but are still wilderness type areas. Terrain, to some extent, dictates land management decisions, but if you recreate in a respectful way, different user groups can usually get along.* People want to get outside because it makes them feel alive and because it is a classroom for decision making. In

the outdoors, people find a sense of themselves and a sense of confidence. Bachman's goal is to create a setting where people can be together in a simpler way. The variety of pristine environments is the draw to adventure outfitting in rural areas and it takes a whole network of people and industries to provide for recreating outdoors.

Q&A

What are the informal versus formal separation of uses?

- **Where possible, land managers can use natural environment to draw the boundaries.** It may be necessary to do some bargaining with different users groups to determine what type of land they need in order to recreate. Land managers also use communities and coalitions to decide what benefits each group and the whole. The other alternative is litigation, which doesn't build communities. Also, keep in mind that in many ways, mechanized and non-mechanized recreationists tend to want the same things.

What are the numbers for the economies of motorized versus nonmotorized recreational industries?

- The participation numbers alone can tell a lot. *More people are participating in nonmotorized, human-powered activities, creating big repercussions in management planning and the economy. Planners should really consider the human-powered industry because it is significant and hasn't always been represented as such.*

What does sustainable employment mean?

- Jobs related to extraction and development boom and bust, but if you base jobs on outdoor recreation, it is a long-term way to develop a noncyclical economy.

These economic numbers should consider backcountry packers and horsemen who are huge spenders in the outdoor economy.

Do you worry about reducing the value of quiet recreation to a financial argument rather than an intrinsic one?

- *In the past, quiet recreation has always had the intrinsic argument and the value for itself, but now having the economic argument as well is just another tool and one more piece of the puzzle.* The economic argument is helpful, especially when talking to people who may not hold the same values or concerns about the intrinsic value of nature and recreation.

TOOLS FOR QUIET USE MANAGEMENT

Terry Heslin, Outdoor Recreation Planner, Bureau of Land Management

The Bureau of Land Management (BLM) recently adopted a new land management policy on the benefits-based framework called Benefits Based Management (BBM) with the goal of managing settings in the public land arena. The Forest Service has used the Recreation Opportunity Spectrum (ROS). The spectrum spans from extremely remote and primitive to urban areas. Outdoor recreational planners have conventionally used this ROS scale. BLM planners are now using a modified approach to manage recreation that classifies the

recreational setting while considering management actions, the environment, visitors, and communities.

BBM is also known as outcomes-focused management and uses the framework of supply and demand to analyze recreation. This type of management identifies the individual user demand and the activities and experiences related to that demand. By identifying demand, land managers can offer a wide range of recreational experiences. For this phase of the planning, the BLM worked with universities to conduct focus groups on different niches of recreationists, including children. Next, the BLM identified supply; what is the physical setting, the social setting, and the administrative setting. The older approach only mapped the physical setting.

At the land use planning level, the BLM develops special recreation management areas (SRMA) and recreational management zones. Within these areas, the BLM defines a primary market strategy, a market niche, and an outcome objective. The BLM also identifies targeted opportunities and outcomes, the prescribed setting character, and the activity planning framework. Heslin displayed the Blaine County Cooperative Conservation Recreation and Travel Plan as an example.

BBM means matching land management products to the needs of the people. This strategy of management can be viewed in terms of supply and demand. The supply of physical settings is relatively stagnant, but demand is increasing as cities in the West continue to quickly grow.

Damon Joyce, Research Associate, National Park Service

Joyce is part of a group of researchers at Colorado State University that measures natural sounds in national parks as mandated by Congress. **Studies have shown that finding quiet in nature is important to the public.** To collect accurate data, researchers have two requirements:

1. To be at least 1 kilometer away from motor traffic
2. To avoid high winds

Three items must be considered when choosing a site:

1. Vegetation
2. Topography
3. Intended use

Researchers use two types of systems to monitor sound: one rather intricate, expensive system and another less expensive, commercial grade system.

Haleakalā National Park in Maui is the quietest location the team has ever recorded.

For onsite listening, people can use a PalmOS-based application to record a one-hour collection. The results indicate the noise-free interval, usually 90 seconds to 2 minutes, and provide a great tool for education.

After several hundred hours of data are collected, researchers make a 24-hour picture of the data. Colors represent how loud sounds are, with cool colors representing quiet sounds and warm colors representing loud. Researchers can quickly look at one day of data and tell how many planes went by, how many ORVs drove by, etc.

SPLat (Sound Pressure Level annotation) is another tool that plots data one hour at a time. Some aircraft can be heard for about 20 minutes.

Off-Site Listening is used at sites with complex soundscapes, such as Yosemite Village. The end product is a graph showing the hour of the day and the percent time audible for certain sounds.

These tools could provide new approaches to travel management for the land management agencies.

Brian Muller, Professor, Department of Planning and Design, University of Colorado

Muller discussed how digital tools can help in the travel planning process. Muller is interested in digital tools that fit with planning processes; improve decisions; and provide a framework for cooperation, collaboration, and mediated solutions.

The Land Use Futures (LUF) Lab Travel Planning Project is developing tools and methods to support federal land management agencies in route designation.

The LUF Lab uses five different types of tools:

1. Sensitivity/demand analysis (within a GIS system)
2. Landscape screening
3. Alternative generation
4. Community engagement
5. Public comment

Using the tools encompasses six objectives:

1. Provide systematic, science based analysis
2. Provide shared, measurable criteria
3. Create defensibility/record of decision path
4. Encourage discussion among resource specialists
5. Promote dialogue with cooperators
6. Engage stakeholders and public

The lab's current projects are in Oregon, New Mexico, and Arizona.

The landscape screening process for the demand sensitivity tools aims for a final product of identifying priority areas, while suitability mapping looks at the density of roads proximate to streams. **Suitability mapping can also look at other factors such as soil erosivity, water quality, slope, or sensitive species.**

With the web based screening tool, it is possible to assign weights to certain priorities in order to end up with different mappings. This process can be done live and fairly quickly. The second component is the scenario generator, or alternatives generator. This tool allows you to move quickly across a landscape in order to develop different alternatives. You can look at each alternative and generate tables to describe them in terms of their resource use and the degree to which they serve different demands. This process is helpful because it develops a record for why a particular alternative might be selected.

The OHV community is often more comfortable than other groups at using digital tools. OHV users have utilized public meeting kiosks, which is essentially a screen where people insert their comments.

The Public Comment Tool was used in western Oregon. It allowed users to put a virtual pushpin on the map and comment on a specific place. The tool is helpful to get the BLM's resource management plan (RMP) out to the public since most users don't usually see it. The goal is to make the RMP a virtual document that people can access. The interface allows people to comment on specific alternatives and generates movies in order to see fly-overs of different areas. The process generated very interesting comments on how people wanted to use and what the BLM should do with certain areas.

Tim Peterson, Monitoring and Agency Partnerships, Broads Healthy Lands Project

The Broads Healthy Lands Project (BHLP) serves a constituency of recreationists who enjoy quiet, motor-free experiences on public lands. The project consists of a monitoring protocol, training course, and database that are intended to record and report impacts associated with all types of recreation, but it is currently focused on ORVs. Information collected in the field is backed up with photos.

The citizen monitoring program allows the group to participate in revising outdated travel plans and help quiet recreationists gather important information. BHLP gives quiet users a sense of ownership. One of the benefits of citizen partnerships is the data are more than a line on a map. The group also builds bonds between agencies and different groups.

The successes of the BHLP include the following:

- reporting illegal construction and illegal use
- recapturing Canyon, UT; Lime Ridge , UT; and Soda Basin, UT
- identifying law breakers

Successful partnerships involve mobilizing the quiet use community to help make a difference on the ground through volunteer work and cooperation. The BHLP has also had success partnering with the media, such as the High Country News.

The group currently has 26,000 points in its database from all across the West.

Q&A

The public comment tools seem useful at a site level, but how does it handle watershed level areas and comments? Are you providing landscape-level input or is it mainly local?

- The group did not provide a polygon tool for the western Oregon example because it was just too complicated, but there is a tool that would allow people to do that; they just haven't used it yet.

How do users make comments more useful to agencies such as the BLM?

- **Be specific.**

How accessible is the data in the BHLP database?

- Currently, it is password protected but BHLIP is working to make it available for individual users with individual passwords.

The BLM's terms referring to recreation as a product are not very helpful for engaging the public. People are concerned with the supply/demand market-type terminology.

- The BLM staff has also voiced that concern. The terminology is hard to get away from because the analysis is in terms of supply and demand and market models. Also, the BLM is marketing in the sense that the agency is trying match expectations. If users don't get their desired experience, satisfaction goes down. It is hard to take this very new, very academic idea of management and talk about it in different terms. The BLM used to manage for very specific niches, but now the agency wants to find similarities between user groups—that's what BBM is all about. It is a giant paradigm shift.

How do the certain terms in the ROS relate to recreational use?

- The terms are more related to how the setting itself is described. Primitive, for example describes the physical setting. These designations morphed into the front country/backcountry terms the BLM is using to describe settings. *The BLM is now shifting to the management of settings. The agency used to try to be everything to everyone, but now realizes that is not possible and is trying to be proactive rather than reactive.*

Managers might want to look at not just what activity occurs on a section of land now, but also what might have been lost due to the current activity. What were the uses that could have been there?

- The BLM's current/proscribed matrix moves everything to the more primitive end of the spectrum and does just that. The Blaine County example also took those past uses and opportunities into account.

What happens with the acoustic data in terms of making policy?

- The researchers just provide reports, mainly for the park superintendents. It is really up to the park management as to what type of policy it wants to pursue.

Are there any citizen acoustic monitoring systems?

- The PalmOS system is very accessible to citizens. Other groups are developing more citizen type efforts as well.

WILDLIFE AND RECREATION: PRESERVING THE HUNTING EXPERIENCE

Brad Compton, Big Game Management, Idaho Fish and Game

Although Compton is responsible for big game management, his function is largely a mediator between science and policy. In thinking about preserving the hunting experience, what type of experience are we looking to preserve? Experiences are changing. Right now he is trying to protect the options to provide for a variety of experiences in the future.

According to a random sample survey and web-based survey, the top reason for a dissatisfying hunt was too many and improper use of ATVs. IDFG conducted surveys of deer

hunters in 1971, 1988, and 2006. In 1988, approximately 17% of hunters either sometimes or always used ATVs, but in 2006 that number jumped to 57%, or about 50–60,000 constituents. Although people hunt for a variety of reasons, the primary motivation for hunting is to be with friends and family.

IDFG motorized vehicle rule pass in 2003 and limited motorized vehicle use to open roads in order to reduce conflict. The rule currently applies in 31 of the 99 game management units in the state, but the ultimate goal is to reduce the need for the rule altogether by providing one set of travel rules. **Surprisingly, many hunters, both owners and non-owners of ATVs, support the rule restricting ATV use to open roads.**

Most hunters want larger and more bucks and are willing to accept some restrictions. Non-owners supported controlled hunts and road and trail closures. Results were very similar for owners, except fewer accepted more road and trail closures. The least popular restriction with both owners and non-owners was giving up the annual hunt.

The use of ATVs will likely continue to increase because of aging hunters, hunters with disabilities, and the desire to hunt with friends and family. Access to and on public land is important, but hunters support the management of ATVs. *For the future, agencies need to provide a diversity of motorized and nonmotorized recreational opportunities.* Education and information needs to reach all outdoor recreationists. Managers need to focus on telling people what is available instead of what is off limits. The use of seasonal closures during the hunting season can help land management agencies achieve multiple uses.

Michael Wisdom, Research Biologist, U.S. Forest Service

Wisdom discussed the effects of ATV use on mule deer and elk in the Starkey Experimental Forest and Range in northeastern Oregon on the Wallowa-Whitman National Forest. The project compared the effects of ATV users, hikers, mountain bikers, and horseback riders to a control group of no human use.

Although the study had a number of objectives, one of the most interesting was to look at the energetic cost to deer and elk and changes in their probability of survival due to exposure to recreationists. An animal's percentage of body fat is critical going into the winter range. The study transects represented off-road trails and primitive roads used for the four activities on public land. All recreationists had GPS units and recreated in pairs. Elk movement was monitored with radio collars. After five days of a random selected activity, a control period occurred for nine days where elk had no human contact.

Elk movement corresponded most highly with ATV use. **Elk started moving when ATVs were as far as 2,500 meters away. For the other uses, the distance was not nearly as far.** Also, the energetic rate was higher for elk when they were exposed to ATVs. Although they moved away from the ATV routes, costs are still associated with their movement, including lost foraging opportunities. After ATV use, the activity with the most impact on elk was mountain biking. Energetic costs to elk from ATV use were 5–6 times that of the control group. Now the study group is developing models to predict body fat loss due to energy rate increases from recreation. The recreational ratios indicate that five groups of horseback riders or hikers have

the same effect as two groups of mountain bikers or one group of ATV users. Researchers predict these varied effects are due to the relative speed of the activities.

Holly Endersby, Idaho State Chair, Backcountry Hunters and Anglers

Hunting is a lifestyle choice that involves prioritizing time, money, and energy. The average age of the Idaho hunter is 49 years old. Older hunters need to get younger people out to expose them to the outdoors. Endersby told participants that when she is no longer able to hunt, she doesn't want to be transported on an ATV. She wants to pass on the same experience to a younger generation. It is a challenge to be outside and alone and it teaches hunters good outdoor skills. *Preserving the hunting heritage is all about taking kids with you or taking someone hunting with you who has never been.*

For quality hunting to exist, you need quality lands. Roadless areas mean older animals and better hunting. If you don't have quality hunting, there will be no heritage of hunting and nothing to pass on to future generations. **Wild land hunting demands those values that have made our nation great: responsibility, self-reliance, stewardship, and respect.** Quiet recreation builds character and roadless lands provide solitude; part of hunting is helping people find that solitude. People have forgotten how to slow down. Our system of public lands is unique to North America and we are the envy of the rest of the world.

Q&A

Please clarify the motivation for hunting being social and family related.

- The motivation question has remained virtually the same in the surveys over the last 30 years. The motivation for hunting is changing. In 1970, the motivation was meat; in 1988, it was spiritual and for a connection to nature; in 2006, it was the desire to be with friends and family. The social side of hunting ranked high for all groups of hunters.

In the elk study, why is there a different response for mountain bikers and hikers?

- The researchers didn't measure sound, but they think mountain bikers emit more sound than hikers. The ATVs can be heard at very long distances. The elk move away from them long before they see them. While it could be smells too, Wisdom thinks it is the noise.

Was the elk study area an area where people were found before the study?

- From spring through fall, people can go into the forest just like any other part of the Wallowa-Whitman National Forest. Recreational use during these times is probably similar to adjacent National Forest System lands. The Starkey Forest is only closed and controlled during the experiments.

Friday—May 2, 2008

INTRODUCTION

Brooks welcomed participants to the final day of the conference. The speakers in this part of the conference will focus more on the agency side of travel management.

QUIET USE RECREATION IN IDAHO

Tom Dyer, Idaho State Director, Bureau of Land Management

Dyer is a native Idahoan who grew up in Fruitland on the banks of the Snake River. Public lands were a major part of his youth. Dyer echoed earlier comments on the importance of taking kids outside and letting them understand what you know and what you've experienced in the outdoors. Dyer was District Manager in Burns, Oregon, and worked on the Steens Mountain legislation, which took much public involvement. When Dyer went to Washington D.C., he had trouble finding the open spaces he was used to in the West. But across the street from his townhouse was a trail system with open space that got an enormous amount of use. Watching people use this area showed him that it doesn't matter where you come from, these types of places mean so much to so many people. He also worked with inner-city kids on the Capitol Mall where they have a fishing day. Many times this experience is the first and only time these kids fish, a fact that again emphasizes the need to reach out to kids and get them involved with public lands.

Dyer took his knowledge back to Idaho as State Director of the BLM. Trail systems are so important; they were our highways before we had motorized vehicles. Dyer explored the Hells Canyon trail systems and was amazed how easily identifiable the trails were even in January. The bottom of the Hells Canyon was a completely different place than the top, and experiencing it by foot is exhilarating. Dyer is proud of Boise's emphasis on trails and the partnerships the city has developed to create its trails. It is the relationship between the agencies and the community that allows for these trail systems. We need to emphasize these systems for the future because quiet commotion is very important.

Q&A

A comment was made about the importance of getting kids out early. If you don't get kids outside before the age of 11, statistics show they won't recreate as adults or advocate for public lands.

Also, **people need to think about what the land is going to look like when these kids get out there. If they get outside and the lands look degraded, they are less likely to be impressed or care about the land.**

Dyer noted the importance of getting together and thinking about what you want to see in the future.

THE ROLE OF QUIET USE RECREATION ON PUBLIC LAND—EXAMINING TRENDS AND PREPARING FOR THE FUTURE

Bob Ratcliffe, National Recreation Director, Bureau of Land Management

Ratcliffe noted the importance of representing quiet commotion because it has not been represented in the past; people have taken it for granted. If we don't find a voice now to acknowledge the benefits of quiet recreation, it will be gone during our generation. The work now is about keeping places for future generations.

The BLM's goal is to provide opportunities for environmentally responsible outdoor recreation. Ratcliffe echoed earlier comments that outdoor recreation is big business. *USA Today* included an entire section about quiet recreation today. The purpose of public lands recreation is to provide Americans with diverse outdoor settings and recreational opportunities. *BLM recreation does not have a framework like some of the other federal agencies.*

Public lands offer opportunities for a huge array of activities, from traditional to adventure and everything in between. Motorized recreation is also a huge growth area and these recreationists are just as passionate about their activities as quiet recreationists are about theirs. Solitude is one of the most difficult aspects of the recreational activity to protect. The BLM also gets a variety of proposals for special events and unique activities. BLM land provides developed recreational opportunities as well, and many times these experiences are the first time people experience the outdoors.

Ratcliffe focused his talk on recreational trends and how they have changed. Ratcliffe identified key trends affecting recreation on public lands:

- Population
- Economics
- Technology
- Values

Managing for population growth is really the challenge, particularly in the West. More people mean more demand, more restrictions, and more management. Also, much of BLM land is located very close to the urban growth areas in the West. Studies have shown that recreational use grows faster than population and visitation is growing on BLM lands. The growing U.S. population is also increasingly diverse and land managers have to think about how these people will vote and what will matter to them.

The implications of a growing population for quiet commotion interests include the following:

- Increasing competition for limited resources
- More allocations, limits, and permits
- More crowding, diversity of recreation, and specialization
- Increasing public conflict and debate over “appropriate” uses

From an economic standpoint, recreation is big business and more money means more power and more political influence. Having economic figures concerning the recreation economy is powerful information to have in Washington D.C. because it allows people to talk in the same

terms that other industries use. *Recreational fees have recently exceeded grazing fees, and these fees are on par with other industries.*

Changing economics also have implications for quiet recreators:

- Expect to demonstrate and document benefits in economic terms to influence policy or planning.
- Expect to reach out to those who benefit economically in forging alliances for quiet recreation.
- Expect increasing government and interest group oversight, legal interest, accountability, and auditing of fees associated with the allocation of limited resources.
- Expect private resort, outfitting, and guiding organizations to protect their business interests.
- Expect increasing public demand for those who use facilities and services to pay for them.

Trends in technology disproportionally affect the BLM. A new generation is discovering unique sports and activities such as artificial intelligence vehicles, zorbing, and aerotrekking. For some of these activities, it is important to remember that land management agencies do not have any control of the air, even if the activity is only ten feet off the ground. OHV use is growing as well. Annual sales of OHVs have tripled in eight years from 368,000 to over one million, but sales in the West are twice the national average. Developed recreational sites are increasing as well.

Changing technology has important implications for quiet commotion interests:

- Expect growing demand from non-traditional, motorized, and high-tech activities—and expect more conflicts with other recreational uses.
- *Expect more “zoning” (both time and place) or planning that separates uses.*
- Expect demand to grow for shorter, more high-tech and varied experiences.
- Expect people to want state-of-the-art or specialized facilities, services, and equipment rather than primitive opportunities
- Expect increasing public demand for instant communication and information.

The BLM is challenged with having to analyze different proposals for recreation on public land.

Finally, values are changing as well. Values about recreation are more polarized and recreators now view recreation as a right, not a privilege.

These changing values also have implications for quiet recreators:

- Expect the public to demand “risk-free” experiences in light of heightened liability concerns and greater government (or industry) oversight.
- Expect greater conflict and controversy over group, business, and organizational use of public resources and lands.
- Expect greater permit allocation or mitigation requirements or restrictions to protect cultural and natural resources.
- Expect more rigorous application of the National Environmental Policy Act (including legal challenges) on proposed recreational activities or events; expect to pay for it.

The BLM can’t manage these lands alone. The agency needs management partners, which is why it is using the BBM approach to planning. Special interest organizations can help by

securing a citizen base that values future public land stewardship. Organizations can help the agencies connect people with the land through the following:

- Hearts: promoting stewardship
- Heads: fostering interest in conservation, science and research
- Health: facilitating active and healthy lifestyles
- Hands: engaging people in public service and volunteering
- Hope: building a better future by getting more kids and families outdoors

Ratcliffe offered suggestions for building productive relationships with the agencies:

- Gain influence: get involved with policy development, engage in planning processes, and learn the issues because if you don't, someone else will
- **Build relationships: get to know your land managers**
- Offer technical assistance and expertise: promote best management practices
- Create networks: join organizations that provide the opportunity to network with other interests and land managers
- Generate good will: offer to partner with or provide services for management solutions since helping to solve problems builds more good will than you can imagine

Finally, find common ground and build alliances. Don't fracture your message. The more you can have a single voice, the more influence you can have. Larger opportunities to capitalize on shared goals exist. Many communities share the same goals and quiet recreationists need to build their constituency, especially with the hunting and angling communities.

Valeria Guardia, Region 5 Deputy Director of Recreation, Heritage, and Wilderness, U.S. Forest Service

The recreational community has really been handicapped in the past because it has been so fragmented and has not had a cohesive voice.

Recreation is important and always has been, but it really grew in the 1930s with the efforts of Aldo Leopold, Arthur Carhartt, and Robert Marshall. Recreation's role was formalized in 1964 with the Multiple Use Sustained Yield (MUSY) Act. In 2005, Chief Bosworth said restoration and recreation would be the two main emphases for the Forest Service in the next century. In 2005, there were more than 205 million visits to the national forests, not including people driving through.

Based on the National Survey on Recreation and the Environment and the National Vehicle Use Mandate (NVUM), **quiet recreation accounts for the majority of recreation on public land.**

The current program emphases for the national forests include the following:

- Travel management (the major emphasis right now)
- Recreational facilities analysis and site improvements and niches (instead of providing all things to everyone, each forest is focusing facilities on a niche)
- Kids
- Recreation fee program (fees are going to increase)
- Wilderness management

- Trail maintenance (most people go to the trails but the money isn't spent there)

Future trends and needs on Forest Service lands include increased technology and toys, more demand for better information, a desire for recreation with a purpose, more ties between communities and tourism to provide a solid recreation base and economic stability, increased extreme sports, more motorized use, and an overall greater number of people asking for more and more things from a finite resource base. The Forest Service is constantly looking for ways to provide sustainable recreation.

Many different factors affect recreational management, but **from a financial standpoint the budget for recreation on public lands is likely to remain flat or decline over the next few years.** Declining budgets impact all aspects of the Forest Service, including staffing and available services. Partnerships, volunteering, and fees are a few ways to help make up for lost funding. From a social standpoint, fewer people are recreating outdoors, which means the Forest Service is losing its future workforce and supporters. At the same time, however, the population is growing and is increasingly diverse, which continues to put pressure on and around Forest Service lands. Natural factors, such as fire and global warming, also impact management by altering the environment.

Guardia emphasized that Forest Service employees are becoming “facilitators” rather than “do-ers” and that the agency simply cannot manage outdoor recreation alone; partnerships are the key. Collaboration, cooperation, and positive dialogue are much more effective at solving problems than litigation.

Gail Throop, Region 6 Program Lead, Dispersed Recreation, Trails and Travel Management, U.S. Forest Service

Personally and professionally, Throop advocates for general forest areas. Although she is a quiet user, she uses ATVs and motorbikes professionally and is an advocate for responsible motorized use on national forests. Much of the land in Region 6 is easily accessible from urban areas, although opportunities for quiet recreation are abundant. Many recreationists are older today than in the past. Trends in Region 6 suggest the following:

- Fewer people are engaged in backpacking
- Wilderness visitation trends are holding stable
- Wilderness visits are more frequently day trips and do not go as far into wilderness areas
- People are visiting easily accessible areas
- Quiet users want separate trails from motorized users
- *Leaner budgets mean less trail maintenance—volunteers are necessary to get the trail work done and fees are critical*
- Demands have increased for more developed recreational sites
- Mixed-use trails have increased

Sustainability is the guiding principle behind Forest Service travel management. The desired end product is an economically, socially, and environmentally sustainable system of roads and trails. The presence of people at recreational sites has had an impact on the environment, particularly along streams. Some sites are being pulled away from sensitive areas.

A recreational facility analysis will someday occur for trail systems in order to develop a more sustainable system. Motorized recreational use is not the only source of environmental degradation. Boots, hooves, and bikes also trample vegetation. Natural conditions, such as fires and floods, take their toll on trails as well. Even though user groups would like to have their own trails, it's just not possible. The Forest Service needs the help, support, energy, wisdom, and goodwill of concerned citizens. All users need to come together to care about a common wealth.

Q&A

What is the message that comes across with the language that is used in BBM? It sounds as if protecting the land is all about us. Shouldn't we be sending kids the message of a sense of stewardship rather than this message about what the public lands can do for them?

- It's hard to ensure these places are protected. The words of science don't necessarily evoke a lot of emotion either. The BLM is trying to take a bureaucratic process and apply it to get outcomes and benefits that people enjoy. The terminology is heavily laden and it makes people uncomfortable, but the BLM is trying to manage land in a sustainable way that will allow users to enjoy the land. If the agency keeps managing the way it has in the past, solitude and quiet commotion will disappear. The government does a good job incorporating the environmental aspect into the management process, but has a harder time with the social aspect. Ratcliffe told participants not to get hung up on the language—ultimately the process is about sustainable, collaborative efforts on the public lands. BBM is a framework and a tool ultimately trying to achieve the same endpoint that recreationists desire. And it is important; the lines we draw on the map in the next 20 years will define what is left of the natural landscape in the United States.

Based on the survey and site analyses and the idea of niches, does every district still have to manage for all four Multiple Use aspects of the Multiple Use Sustained Yield Act?

- No, each forest does not have to manage for all uses. *Forest planning helps determine where managers focus their attention.* Recreation, for example, was one of the key drivers in planning of southern California forests.

An audience member expressed his opinion of the two fatal flaws in the fee system: 1) the more fees you collect, the more you diminish Congress's responsibility to public lands and 2) profit motive is a corrupting influence and the greatest good for the greatest number takes a back seat.

- It is not realistic to expect Congress to give public lands enough money, so the only other choice is to let facilities decline. The Forest Service gets substantial input from the public about fees and is subject to a great deal of oversight. Also, all the money comes back to where the fees were raised.

Sustainability takes a lot of planning and analysis, but right now there seems to be a hurried effort to get these MVUM's published. How do you handle this?

- These plans can be revised multiple times and will be an ongoing effort.

PROVIDING QUALITY RECREATION OPPORTUNITIES VIA LAND USE PLANNING

Nada Culver, Senior Counsel, The Wilderness Society

Culver works in the BLM action center and noted that land use planning provides many exciting opportunities. The later that groups become engaged during the process however, the fewer options available for favorable outcomes. **Although the BLM operates under a multiple-use policy, not all uses are appropriate at all times on all places.** The BLM mandate is very flexible, so the planning process is important. The RMP is the governing document for BLM planning. It identifies appropriate uses, directs how uses occur, sets boundaries for future uses, and identifies special management areas (such as *Areas of Critical Environmental Concern [ACEC]*, *Special Recreation Management Areas [SRMA]*, and Wild and Scenic Rivers).

BLM travel management planning can be part of the RMP or separate. The process is not quite like the Forest Service planning process. Recreational planning can also be part of the RMP or separate. The BLM is now designating many SMRAs. Within these areas, you can have different land use zones.

In the Little Snake, Colorado RMP, areas with wilderness characteristics were protected for naturalness and solitude, while some lands with backcountry characteristics were managed to provide quality hunting experiences without motorized recreation. In Taos, New Mexico, planners used a survey to get recreationists' input. The Roswell/Fort Stanton travel management plan was implemented "to reduce the impact from recreationists to biological, archaeological, and scenic qualities of the ACEC, while providing for quality recreation opportunities." Twenty miles of roads were closed, 20 miles were designated open to OHVs, and 60 miles were designated multiuse hike/bike/equestrian trails.

The Craters of the Moon RMP identified zones to accommodate a variety of recreational uses. Now the BLM is doing a travel management plan in the context of these zones. Conservationists were able to work together with the BLM to get these desirable results.

The Jarbridge, Idaho RMP involved cooperation between the BLM and IDFG. Planners tied data on impacts of roads to wildlife and made scientifically-based recommendations for habitat. The RMP suggested a SRMA for foothills and canyonlands. Both areas supported primitive hunting and designated routes and motorized vehicle restrictions.

Randy Rasmussen, Recreation Policy Specialist, American Hiking Society

Rasmussen noted that all trail users share similar motivations and objectives. If you add up all the quiet activities, these concerns involve quite a few people. And yet, quiet recreationists have been displaced from many areas for a variety reasons. The majority of people who seek natural peace and quiet are forced to move on.

Forest Service travel planning came about because of the 2005 U.S. Forest Service Travel Management Rule. Although the rule is a positive step, it has tended to create solutions that are very narrow and focused on OHV use, therefore not allowing planners to address the next threat that will come along. During the planning process, the short-term agenda is producing the motorized vehicle use map.

Rasmussen discussed how quiet recreationists fit into this travel management planning process. He noted that motorized transport is critical to the quiet recreator as well, so these decisions will influence the hiking experience. Most hikers have a low threshold for conflict and, in general, motorized shared-use trails don't work because hikers will go elsewhere. **The Forest Service focus on motorized use is too narrow, because the plans need to consider and provide a variety of recreational opportunities.** As other presenters have noted, quiet recreation has economic clout. Rasmussen also noted that on a national basis, OHV use topped out in 2003. Ridership participation also dropped off in the last couple years. *Planners have to be careful about the assumption that OHV use is going to continue skyrocketing into the future.*

In making planning decisions, the Forest Service must consider the unmet needs of the quiet recreationists. Also, we need these "Zen Zones" that others have talked about in both the front and backcountry. There is room for all kinds of recreation, both motorized and non-motorized.

Mollie, Chaudet, Planner, Deschutes National Forest

While engaged in travel planning for the Deschutes and Ochoco national forests, as well as the Crooked River Grassland, Chaudet's focus has been on using the community to help solve problems and avoiding litigation.

Travel management planning affects everyone who uses a motorized vehicle, not just recreational vehicle users. Lots of people use motorized vehicles to get to remote areas and lots of people drive the scenic byways and drive to watch wildlife.

The Forest Service's commitment is to try to meet multiple interests and seek consensus where possible. Planners have to look at the local, regional, and national perspective. Designated motorized routes have increased consistently throughout the national forests. Having designated trails makes each side of the issue happy and reduces conflict. The two groups most affected by travel management planning are people who access dispersed camping by motorized vehicle and people who use specialized routes and areas. Since the planners could not look at all routes, they narrowed their focus on these two areas. Planners asked the community what lands were most important to protect and then looked at the areas that were most suitable and sustainable for motorized uses. They stratified the forest into three areas: areas where current management plans would not change, areas where plans might change but access would not be easy, and areas where the Forest Service generally already allowed access or already had motorized users. The Forest Service focused on identifying the community's values and interests for these areas by using work groups composed of diverse users.

Based on public input, planners looked at the most important areas and where they could get community support, which weren't always the same areas but were areas that evoked a lot of passion. After much public involvement, the planners ended up with a set of criteria for providing motorized access for camping and trails. Even though participants were quite diverse, they shared similar values—solitude, wildlife, natural resources, and an appreciation of the unique public lands in the West.

The next step in the planning process is writing environmental impact statements to look at motorized use areas. Travel management really is an ongoing process.

Greg Currie, Outdoor Recreation Planner, Prineville District BLM Office

Currie works in central Oregon, which has the fastest growth rate in Oregon. BLM lands are multiple use and are increasingly being defined by factors that are outside of the BLM's control. Currie worked on the RMP for central Oregon, where the BLM tried to create 13 different areas within a larger recreational area.

Currie's planning area revolves around recreational planning in the urban interface. He looked at how people are sharing trails and how motorized use will look in the future. He also set some guidelines for road densities. Currie's team created nonmotorized areas close to the local communities. **Currie noted that the RMP effort gets so much interest and involvement from the OHV community that quiet users feel like they are not getting the same attention.**

Currie discussed the example of the Cline-Buttes Recreation Area. The landscape is complex and the BLM is developing motorized and nonmotorized route systems. Generally people aren't excited about roads in the area. They want trails, but they want trails for their own specific uses. The public has been very involved. The BLM conducted several weeks of field tours, which provided a chance for them to educate the people. The BLM came up with six different concept maps from public input. BLM staff condensed these into three maps, and then put them out for public review. The public provided great input. Now the BLM has three different trail alternatives. The agency has a preferred alternative, but the trick is accommodating multiple uses.

Currie noted that the planning effort takes lots of data and research. The BLM has to have good relationships with county planners and must integrate its plan with the county's plans because everything is connected by the roads.

Currie also provided advice for recreationists: do whatever it takes to stay positive and enthusiastic. The process is ongoing and being thoughtful and positive and involved is the way to keep things moving.

Q&A

A conference participant noted that planners should remember motorized winter use as well when making travel plans.

How can quiet recreationists best mobilize to get proportional influence in the travel planning process?

- **This is the big challenge in taking a rule that was put in place to address a certain problem and then applying it to other groups of users.** Building relationships is important, as is keeping tabs on the agencies to make sure they include quiet recreation.
- **Also, it's hard to get non-motorized recreationists to meetings. They see it as being a motorized issue.** If people don't see the nonmotorized users, people think the motorized users are the only group. It helps if recreational interest groups talk to other interest groups. From an advocacy standpoint, think of who else you can partner with. The key is inserting yourself into the debate.

SUPPORTING AGENCY EFFORTS THROUGH PARTNERSHIPS AND COLLABORATION

Chris Ryan, Region 1 Program Leader, Wilderness, Rivers & Outfitters, U.S. Forest Service

The Forest Service relies heavily on volunteers. It is not difficult to get people involved because they want to be a part of these special areas. People are even willing to pay to come help out. Without volunteering, the work wouldn't get done. The other benefit of volunteering is that it builds relationships. Relationships make a huge difference when a contentious issue arises. Try to be part of the solution rather than having the agency know you only through litigation and conflict.

Travel planning is a big job—Montana and Idaho have 12 million acres of roadless areas and those lands are at risk from motorized recreation. Motorized recreation has a place on public land, but not on 12 million acres of public land.

Ryan noted that Idaho and Montana are overdue for wilderness bills, but two strategies exist to protect roadless lands: 1) administrative protection (which could be temporary) or 2) Congressional designations. **The best way for administrative protection is to follow up with legal closures of all activities that are not appropriate on certain land.** Forest planners did not do that in their first round of forest planning. Also, planners have to remember what types of recreation are going to be used in the future. Congressional protection, on the other hand, is very difficult to get. Idaho hasn't designated any wilderness since 1980 and Montana since 1983.

Planners and recreators need to be inclusive. Collaborative efforts can be very successful, especially if groups work together and bring alternatives to the agencies. The Forest Service initiates, supports, and encourages but it really needs the efforts of interests groups.

Ryan gave interest groups the following advice:

- Be inclusive
- Engage early and within the timeline established by the agency planning process
- Let the agency know what you're doing
- Think outside the box

Ryan also offered advice for agencies:

- Be inclusive
- Be willing to share the responsibility (the agency has a huge connection to that piece of ground and it can be hard to listen to someone who disagrees with you)
- Be flexible wherever possible
- Be responsive
- Work together

Jonathan Guzzo, Advocacy Director, Washington Trails Association

The Washington Trails Association (WTA) is a statewide volunteer trail maintenance association and advocacy organization. **Guzzo noted that the numbers for fiscal year 2009 indicate a 15% drop in budget for the Forest Service, making volunteering on Forest Service lands even more**

important. People who care about quiet recreation need to care about the agency budgets.

The WTA maintains a youth volunteer program and conducts volunteer vacations that allow people to get deeper into the backcountry.

The WTA protects trails and lands through lobbying and grassroots advocacy while avoiding litigation. The organization partners with the Forest Service with the understanding that the Service can't really lobby for itself. WTA has a great relationship with Forest Service staffers across the state, which allows the group to understand the needs of the agency. A good partnership allows WTA to talk to the Forest Service about travel planning and stand up for quiet recreationists. The partnership allows WTA to help solve issues before they become crisis points or become litigious.

Guzzo noted the biggest pitfall to collaboration and partnership is bad faith. Make sure the people you're collaborating with have the right interests.

Phil Hough, Founder, Friends of the Scotchman Peaks

As a member of the Idaho Native Plant Society, a group with strong partnerships with the various agencies, Hough noted that native plant habitat is under attack from motorized trail use. The society works with agencies to talk about boundaries and give insights about native plants. It also does botanical assessments and develops plant inventories. The society does a lot of education and outreach and Hough noted the importance of involving children. **While the agencies can do a lot of outreach, they can do it better when they have an avenue into the public.**

Hough is also the founder of Friends of the Scotchman Peaks, a group that is trying to get permanent protection for the roadless Scotchman Peaks area. The group tries to fill the gap between agency recommendations and the actual Congressional Act that protects the area.

Mike Reedy, National Chairman, Back Country Horsemen of America

The Back Country Horsemen of America (BCHA) has formed extensive partnerships with public land agencies. The group has also partnered with other recreational groups to improve and maintain trails and facilities. Reedy has been involved with *Leave No Trace* and has gradually become involved in the land planning process through citizen advisory work and public involvement. Reedy noted that his group is not just worried about the trails, but is worried about the land too.

BCHA works with federal and state agencies for construction of trails, maintenance of trails, and education. Most of their volunteer hours are on multi-use trails outside of wilderness. Also, most of the hours are not done on horseback. The group does extensive training and education and follows the *Leave No Trace* principles. Members of BCHA put on demonstrations, provide written materials, and produce videos; they teach by example. They participate in search and rescue. BCHA also has a youth program.

Reedy closed by noting that pack and saddle stocks are an important link to the past. The spirit of the wilderness lives on in the packers. Stock users go to the wilderness for the same purpose as backpackers and other users and can collaborate together for the same goals. Wide open

space is disappearing. BCHA wants to pass on the skills of horsemanship to future generations, but there won't be anything to pass on if the open spaces are gone.

WHERE DO WE GO FROM HERE—DISCUSSION, DIALOGUE, AND WRAP-UP

Craig Gehrke, Regional Director, The Wilderness Society

Gehrke responded to the issue of how groups can work together to preserve quiet recreation. Interest groups need to work with land managers. **We're playing catch up in terms of making sure quiet recreation gets the same attention as motorized users.** The land managers are going to welcome that input. Recreational groups also need to think about allies and who shares the same values. Recreational groups need to meet with many groups until they find common interests. Also, **quiet recreationists need to build their constituency.** Groups that sponsor hikes and other activities are on the right track. You have to get people out to see these places, especially the ones right out their back door.

Audience members made some closing comments:

- Much has been said about kids getting involved and including a diverse group of people; we need to think about how we can expand technologies and e-based resources to reach these groups.
- Although many threats to public land have been identified, we have to think about human overpopulation as a major issue. We always think about the increased supply aspect, but how can we decrease demand?
- Quiet recreation is more sustainable than motorized use because motorized users can travel so much more ground.
- In some other countries, populations are quite large and open space is in short supply, yet they have found ways to successfully deal with these recreational issues.
- **Other states have associations of trail builders that act as a clearinghouse (such as the WTA), but Idaho doesn't have that framework.** Idaho is about five years behind other states in terms of building agency relationships, which are the key to getting these projects off the ground.
- Motorized users are very involved. **Quiet users need to look for opportunities to get on grant funding boards and committees.** Quiet recreationists must be aware of opportunities and where to find funding.
- In Idaho, *quiet users need to get involved at the state parks department level to represent their interests.*
- This era is so important for deciding future land uses. We are at a crossroads and the travel planning process is critical. We are making big, enduring decisions right now; we need to be fair and collaborative and visionary and take some chances to influence future decisions.
- Watershed management is a key to these decisions as well. Protecting watersheds ensures clean water and air and agencies are tasked with taking care of these aspects of land management.

Gehrke echoed that this is a watershed time for quiet recreation and it is so important to get involved and think outside the box.

Appendix A. Agenda

Quiet Commotion Agenda 2008
Boise, ID
Updated 4/23/08

Wednesday, April 30

6:00 p.m. Registration, happy hour

7:30 Keynote speaker—Andrew Skurka, Professional Backpacker

Thursday, May 1

8:00 Continental Breakfast and registration

9:00 Introduction and Welcome

- Brad Brooks, The Wilderness Society
- Brad Smith, Idaho Conservation League

9:20 The Historical Importance of Public Lands

- Rochelle Johnson, Associate Professor of English and Environmental Studies, College of Idaho

10:00 Defining Quality Recreational Settings

- Greg Miller, President, American Hiking Society
- Mark Menlove, Executive Director, Winter Wildlands Alliance
- Scott Stouder, Western Field Director, Trout Unlimited
- Drew Vankat, Policy Analyst, International Mountain Biking Association

Break 11:00-11:15

11:15 Social and Economic Trends in Quiet Recreation

- Josef Marlow, Land and Resource Economist, The Sonoran Institute
- Amy Kleiner-Roberts, Government Affairs Director, Outdoor Industry Association
- Kirk Bachman, Mountaineering Guide, Sawtooth Mountain Guides

12:10-1:40 LUNCH

1:50 Tools for Quiet Use Management

- Terry Heslin, Outdoor Recreation Planner, BLM
- Damon Joyce, Research Associate, National Park Service
- Brian Muller, Professor, Department of Planning and Design, University of Colorado
- Tim Peterson, Monitoring and Agency Partnerships, Broads Healthy Lands Project

3:15 Wildlife and Recreation: Preserving the Hunting Experience

- Brad Compton, Big Game Management, Idaho Fish and Game
- Michael Wisdom, Research Biologist, USFS
- Holly Endersby, Idaho State Chair, Backcountry Hunters and Anglers

4:20 Optional outdoors activities

- Mountain Biking with SWIMBA in the Boise Foothills
- Fly Fishing in the Boise River with Trout Unlimited
- Foothills Hike Lead by Foothills Learning Center

Friday, May 2

7:30 Breakfast

8:15 Day 2 Introduction

8:20 Quiet Use Recreation in Idaho

- • Tom Dyer, Idaho State Director, BLM

8:45 The Role of Quiet Use Recreation on Public Land—Examining Trends and Preparing for the Future

- Bob Ratcliffe, National Recreation Director, BLM
- Valerie Guardia, Region 5 Assistant Director of Recreation, Heritage, and Wilderness, USFS
- Gail Throop, Region 6 Program Lead, Dispersed Recreation, Trails and Travel Management, USFS

10:15 Providing Quality Recreational Opportunities via Land Use Planning

- Nada Culver, Senior Counsel, The Wilderness Society
- Mollie Chaudet, Planner, Deschutes National Forest
- Greg Currie, Outdoor Recreation Planner, Prineville District BLM Office
- Randy Rasmussen, Recreation Policy Specialist, American Hiking Society

Break 11:15-11:30

11:35 Supporting Agency Efforts Through Partnerships and Collaboration

- Chris Ryan, Region 1 Program Leader, Wilderness, Rivers & Outfitters, USFS
- Jonathan Guzzo, Advocacy Director, Washington Trails Association
- Phil Hough, Founder, Friends of the Scotchman Peaks
- Mike Reedy, National Chairman, Back Country Horsemen of America

12:30 Where do we go from here—Discussion, Dialogue and Wrap-up

- Craig Gehrke, Regional Director, The Wilderness Society

**For more information, call 208/343-8153 ext. 6
www.quietcommotion.org**