



# **Eastern Colorado Resource Management Plan Envisioning Report**

**A Collaborative Project of the Natural Resource Center  
at Colorado Mesa University  
And the Bureau of Land Management  
Royal Gorge Field Office**

**Tim Casey, Ph.D.  
Natural Resource Center  
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**March 2016**

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As the lead researcher, I would also like to acknowledge the other members of my team, including our focus group facilitator, Rick Moritz, and our student assistant in the focus groups who organized the data, Jacob Carmin. I am indebted to the staff of the CMU Office of Sponsored Programs for logistical support in the management of the assistance agreement. Finally, I wish to thank my family, who once again generously allowed me to pursue this research and supported me continuously in this effort.

**Disclaimer:** The views and conclusions contained in this document are those of the author (Tim Casey, CMU) and should not be interpreted as representing the opinions or policies of the U.S. Government. Mention of trade names or commercial products does not constitute their endorsement by the U.S. Government.

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# Executive Summary

The Bureau of Land Management (BLM) Royal Gorge Field Office (RGFO) is responsible for managing approximately 668,000 acres of surface land along the Front Range in Colorado and an additional 6.8 million acres of subsurface mineral estate across the eastern third of Colorado. The document used to guide management action for these resources is the resource management plan (RMP), and current federal policy is to engage in a review and revision process of these RMPs every 20 years or so.

In the spring of 2015, the staff at the Royal Gorge Field Office expanded an existing assistance agreement with the Natural Resources Center at Colorado Mesa University to collect data (using focus group methodology) about the desires and preferences of visitors and local residents as they interact with public lands within the management unit in anticipation of an upcoming RMP revision process that would need these data to make informed decisions about community values in the area.

The expansion of the assistance agreement was to entail seven additional community envisioning focus groups (held in May and June 2015—see Appendix B for schedule) as part of the Planning 2.0 efforts to better understand community desires for BLM public lands and mineral estate in the Eastern Colorado RMP planning area in advance of the formal planning process that accompanies the revision of the RMP that began in the summer of 2015. This report details the results of those community envisioning meetings.

For the focus group, a mixed methodology using audience polling in addition to engaging participants in open dialogue was determined to be the appropriate approach to establish the community envisioning profile and landscape priorities needed for analysis in the resource management planning process. In this case, a focus group is a structured conversation with a limited number of participants regarding natural resources and settings under the management of the Royal Gorge Field Office of the BLM, and how that management impacts the community's vision of itself and the surrounding landscape.

The design of the focus group for data collection entailed a series of discussion questions intended to engage participants in open dialogue about their preferences, interests, and expectations, so responses could be captured in their own words. The group was then polled about the values and concerns that surfaced to determine the salience of the issue across the community.

The focus group script covered basic demographics as they relate to the participants' connection to the landscape, questions about characteristics of the community that are important to them, the role of public land in those community characteristics, the concerns BLM should keep in mind as they go through the planning process of the RMP revision, and questions about how the process of planning might positively or negatively impact the community.

A total of nine focus groups were conducted in the spring of 2015 with 181 people participating in that part of the study. Focus groups were held in the communities of Greeley, Denver (Golden), Fairplay, Salida, Leadville, Cañon City, Walsenburg, and two were held digitally online through webinar technology. The community envisioning process starts with the premise that local residents and communities as well as local government and businesses are important to include in the planning and management of public lands. As such, the “Connecting with Communities” recreational strategy of the BLM identifies these local communities and regional partners as being of particular interest to engage with in a dialogue to better understand the local community vision and to determine how BLM actions can have an impact on those resources and the communities proximate to them.

There are a number of benefits to engaging in this community envisioning process for the BLM, for the participants, and for the communities that are located near those BLM lands. These benefits include the following:

- Through this process, communities see that the BLM cares about their identity and how public lands impact that identity.
- The focus group discussions help communities articulate their vision of public lands.
- The diversity within the focus groups helps community members hear other points of view about the role of public lands in their area.
- Creates additional opportunities for participation by the public. (31 percent of participants indicated that they had no experience of participating in public lands planning before the community envisioning meeting they were in).
- The focus group discussions can act as a “trial balloon” by helping the BLM to develop the language and issues for the more formal RMP scoping process, so the principles of adaptive management can be used in the planning process itself, not just on the landscape.
- These focus groups help identify potential hotspots in need of additional planning resources (time, personnel, attention, etc.).

While there were a number of different ideas, perspectives, and concerns that were articulated in the community envisioning meetings, and they are documented in the body of this report, most of these community values and concerns can be clustered into 15 themes/characteristics. These themes are:

- Access
- Recreation
- Landscape and Social Settings
- Community Character
- Heritage
- Activities

- Scale of Landscape
- Biological Resources
- Tranquil Escapes/Solitude
- Air and Water Resources
- Specific Setting/Location
- Economy
- Agriculture
- Physical Resources
- Management Actions

These themes are defined and analyzed in the report.

Based on the articulation of these community values and characteristics as well as the way public lands impact those values, a sketch of the public lands vision of each community is included in this report. It is important to note that this study should not be taken as the definitive or final vision for any of these communities, but it can provide a baseline for planning and future dialogue with these communities and partners. The communities expressed support for this new approach to the planning process, and were open to continuing the discussion between the BLM and the public as the planning process moves forward and even after a decision is recorded and management continues.

While there are lessons to learn from the mechanics and timing of this particular study, it provides a promising approach to add to the public lands planning process within the BLM. The stakeholders' informational roundtables provide one possibility of how that dialogue could be facilitated in the future.

For the purposes of planning, the staff of the RGFO divided the surface and subsurface areas of eastern Colorado across the field office into five different landscape units. These units were intended to be temporary divisions to facilitate the conversation about landscape-level planning. The units are described in the body of the report. Participants were asked to identify the landscape unit they most wanted to identify management priorities for.

Once identified, the participants discussed a variety of different management priorities for each landscape unit. These are chronicled in the report as well. Although the choices about how to divide the landscape units caused some concern among many participants, the approach of landscape-level planning made sense to most participants, and they really engaged in the task of prioritizing management objectives for each unit.

These community envisioning meetings are an important and useful addition to the planning process for many reasons. This study would have benefited from more time and planning before conducting the focus groups, as well as more time between the envisioning meetings and the start of scoping (only a few days between the two in this study) so that adaptive management

practices could take place in the planning effort, and adjustments could be made to have a more productive and engaged scoping period. Nevertheless, these meetings were a good start for what is hoped will be more attempts by the BLM to engage their local communities and take into account the communities' vision and preferences for the landscape around them. Such an approach would be beneficial to the public, the BLM, and the planning process itself.

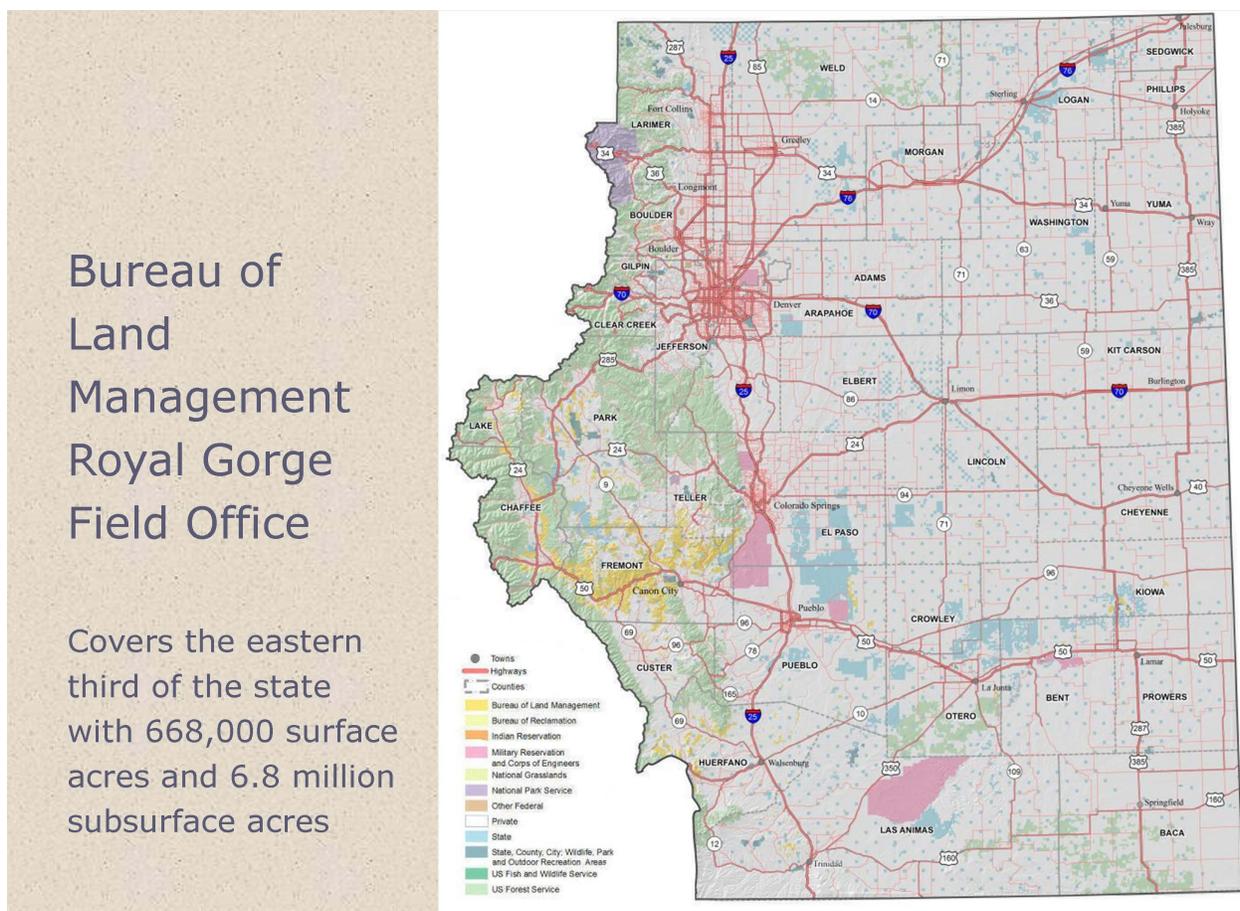
# Introduction

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The Bureau of Land Management (BLM) manages more land than any other public land agency in the United States. Approximately 668,000 acres of land along the Front Range in Colorado, and 6.8 million acres of subsurface mineral estate under the eastern third of Colorado are under the management of the BLM Royal Gorge Field Office (BLM-RGFO). Combined, this area is known as the Eastern Colorado RMP planning area.

The majority of BLM-RGFO–managed surface public lands are located in Chaffee, Custer, Fremont, Huerfano, Lake, Park, and Teller Counties. The private land in Fremont and Chaffee Counties is home to nearly 65,000 people, who are found in the towns of Cañon City, Salida, and Buena Vista. There are several smaller communities located throughout the aforementioned counties, including Leadville, Fairplay, Westcliffe, Walsenburg, and Cripple Creek. The map in Figure 1 below shows the extent of surface land and subsurface minerals managed by this BLM field office.

**Figure 1. Map of the Royal Gorge Field Office Management Area (Surface and Subsurface Resources)**



This is public land held in trust for the people of the United States as a collective whole. An important question in the management of these lands is how to hear and articulate the “will of the

people.” One of the ways the BLM accomplishes this is by mandating that approximately every 20 years, all land use planning documents go through a public review and revision process. The result is the revision of the resource management plan (RMP). The revision process offers a number of places for public input, including the scoping process (60 days at the beginning of the process), resource advisory committees (with representatives from a variety of interest groups in the area), focus groups, surveys, visits with those using public lands in some way, and a number of other scheduled public comment periods throughout the revision process, which typically lasts about three years or more.

The BLM-RGFO began its RMP revision process officially with a public scoping period in June of 2015. While the RMP revision process has several opportunities for public input, recently, BLM national strategies called for even greater engagement of the public in the planning process through the BLM’s community envisioning process in the developing Planning 2.0 initiative, and through its national recreation strategy: *Connecting with Communities*.

One of the key concepts of the new Planning 2.0 effort is to support a landscape approach to the planning process where the BLM reaches out to local communities, cooperating agencies, and partners to develop a vision for the planning process. According to this approach, at least part of the RMP revision needs to consider the management of the field office from a multiple landscape perspective, identifying the priorities for these several landscapes through public and partner outreach.

These plans will address landscapes at multiple scales while at the same time working collaboratively with local communities and other partners. One of the challenges of modern land management is the perception among some members of the public that the BLM or other federal land agencies are unresponsive to the local communities. This concern about being “left out” of the planning process can lead to antagonistic approaches to land managers and landscapes as we have witnessed across the west, and with calls to transfer federal lands to local authority.

These community envisioning conversations, and the collaborative planning they lay the foundation for, should help to build trust in the local communities that they are being heard and considered. This could lead to less counterproductive actions that might threaten the safety of the managers, the public or the landscape itself. This commitment on the part of the BLM to listen to, and plan with, the public will go a long way to building trust and signaling to the public that they have a voice in the process of planning and managing their public lands.

# Methodology

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In the spring of 2015, the staff at the Royal Gorge Field Office expanded an existing assistance agreement with the Natural Resources Center at Colorado Mesa University to entail six additional community envisioning focus groups (held in May and June 2015—see Appendix B for schedule) as part of the Planning 2.0 effort to better understand community desires for BLM public lands and mineral estate in the Eastern Colorado Planning Area in advance of the formal planning process that accompanies the revision of the resource management plan that began in the summer of 2015. This report and accompanying datasets generated from these focus groups complete the terms of the expansion of the original assistance agreement.

For the focus group, a mixed methodology using audience polling in addition to engaging participants in open dialogue was determined to be the appropriate approach to establish the community envisioning profile and landscape priorities needed for analysis in the resource management planning process. In this case, a focus group is a structured conversation with a limited number of participants regarding natural resources and settings under the management of the Royal Gorge Field Office of the BLM, and how that management impacts the community's vision of itself and the surrounding landscape.

The smaller number of participants and open-ended nature of the questions allow for a good deal of interaction between the participants and the facilitator, and between the participants themselves. This methodology allows participants to express the subtleties and nuances of what really matters to them about public lands and their management in the area. This mixed methodology approach provides a dataset that captures both a complete set of responses from each participant using audience polling technology as well as documenting comments recorded from the group dialogue that give context and depth to the focus group polling data.

Tim Casey, a professor of Political Science at CMU and director of the NRC, was named as the principal investigator to conduct the focus groups and prepare the analytical reports. In addition to Dr. Casey, some of the focus groups were conducted by Rick Moritz, instructor of speech communications at CMU. Jacob Carmin was the student assistant from CMU helping with logistics at all focus groups and with database management. Cory Massey was another student assistant helping with database management.

The design of the focus group for data collection entailed a series of discussion questions intended to engage participants in open dialogue about their preferences, interests, and expectations, so responses could be captured in their own words. The group was then polled about the values and concerns that surfaced to determine the salience of the issue across the community. The audience polling responses were captured by each participant using a handheld clicker linked to i>clicker software, or by recording their answers on a Scantron form for later

data entry<sup>1</sup>. The open dialogue comments were documented with audio recording equipment as well as notes taken by CMU researchers and Richard Pinkham of Booz Allen Consultants.

The focus group script covered basic demographics as they relate to the participants' connection to the landscape, questions about characteristics of the community that are important to them, the role of public land in those community characteristics, the concerns BLM should keep in mind as it goes through the planning process of a RMP revision, and questions about how the process of planning might positively or negatively impact the community. The focus group script included thirteen questions: nine were open-ended, four had prepared responses for audience polling, and two allowed for open-ended responses followed by polling to determine the importance for the rest of the participants of individual responses to that open-ended question. The number of questions included in the script was tailored to allow for a 90-minute focus group. See Appendix A for a copy of the focus group script.

A total of nine focus groups were conducted in the spring of 2015, with 181 people participating in that part of the study. Focus groups were held in the communities of Greeley, Denver (Golden), Fairplay, Salida, Leadville, Cañon City, Walsenburg, and two were held digitally online through webinar technology. The participants were allowed to remain anonymous, although their responses were tracked and collated by the use of audience polling technology. The data in Table 1 indicate the location, dates, and number of participants for each focus group.

**Table 1. Time and Location of Community Engagement Meetings**

<b>Focus Group Number</b>	<b>Location</b>	<b>Date</b>	<b>Number of Participants</b>
1	Greeley	5/18/2015	5
2	Denver/Golden	5/19/2015	29
3	Fairplay	5/20/2015	23
4	Salida	5/26/2015	34
5	Leadville	5/27/2015	11
6	Walsenburg	6/2/2015	38
7	Cañon City	6/3/2015	37
8	Digital 1	5/28/2015	3
9	Digital 2	5/28/2015	1
	Total		181

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<sup>1</sup>The Scantron forms were used in those focus groups where the number of participants exceeded the number of functioning i>clicker polling devices. Since there are only five options possible on the i>clickers, the Scantron form with five options was deemed to be an adequate substitute method of recording data from those participants without functioning i>clickers.

Outreach to populate the focus groups included the following:

- Direct outreach to partners and key stakeholders
- Press releases in local newspapers
- Word of mouth
- Direct email or phone contact with anyone who expressed interest in participating

The methodology of audience polling allows each participant the opportunity to weigh in on every area of the research. This is important to avoid a wide variety of social setting dynamics that arise in traditional focus group settings, such as only hearing from extroverted participants who dominate a conversation. The polling also minimizes the undue influence of peer settings in small communities. If individuals are worried about the repercussions of their responses mentioned aloud in a focus group within their community, they are not likely to respond, or not as accurately. If they can anonymously record their preferences, however, they may feel more liberated to express their true opinion.

The audience polling using electronic recording devices preserves participants' anonymity while being able to link all of their answers together for the purposes of analysis. In traditional focus groups, one might be able to link comments and preferences back to a particular focus group, but unless the group was small and homogenous, it would be difficult to determine preferences for groups, or how those preferences might interact with other preferences (e.g., if a person is seeking solitude, do they choose particular activities or settings to achieve that outcome?). Traditionally, a survey was needed to link these variables; however, a survey often misses the nuance of the dialogue. The advantage of using audience polling and open-ended questions in a focus group setting is that participants are allowed to clarify what they mean when they select certain responses.

It is important to note the limitations of using these focus group data. Because the sampling of participants was not random, it would be difficult to suggest this analysis is generalizable to the preferences of the entire population that might be interested in the area, and no attempt to do so is done here. However, an effort was made to hear from a broad sample of groups who have a connection to the landscape, including both locals and visitors who were willing to spend 90 minutes participating in the conversation. Participants did self-select to join the study, but given the diversity of participants and the depth of data gathered, this study is certainly defensible as a solid baseline for understanding the communities in and around the Royal Gorge Field Office and the federal mineral estate in Eastern Colorado.

Despite the limitations of the data, there are a number of benefits to engaging in this community envisioning process for the BLM, for the participants, and for the communities that are located near those BLM lands. These benefits include the following:

- Through this process, communities see that the BLM cares about their identity and how public lands impact that identity.

- The focus group discussions help communities articulate their vision of public lands.
- The diversity within the focus groups helps community members hear other points of view about the role of public lands in their area.
- The focus group discussions can act as a “trial balloon” by helping the BLM to develop the language and issues for the more formal scoping process of RMP planning, so that adaptive management can be used in the planning process itself, not just on the landscape.
- These focus groups help identify potential hotspots in need of additional planning resources (time, personnel, attention, etc.).
- This study fits well with BLM national strategic objectives and directives such as Connecting with Communities.

These focus groups fit well with democratic theory, which suggests that the more responsive government is to public demands, the more informed our public policy-making will be. The public is engaged in the process of informing decisions, and the focus groups promote collaborative democracy, which holds that to have a functioning democracy, one must have dialogue and deliberation among citizens.

# Demographics

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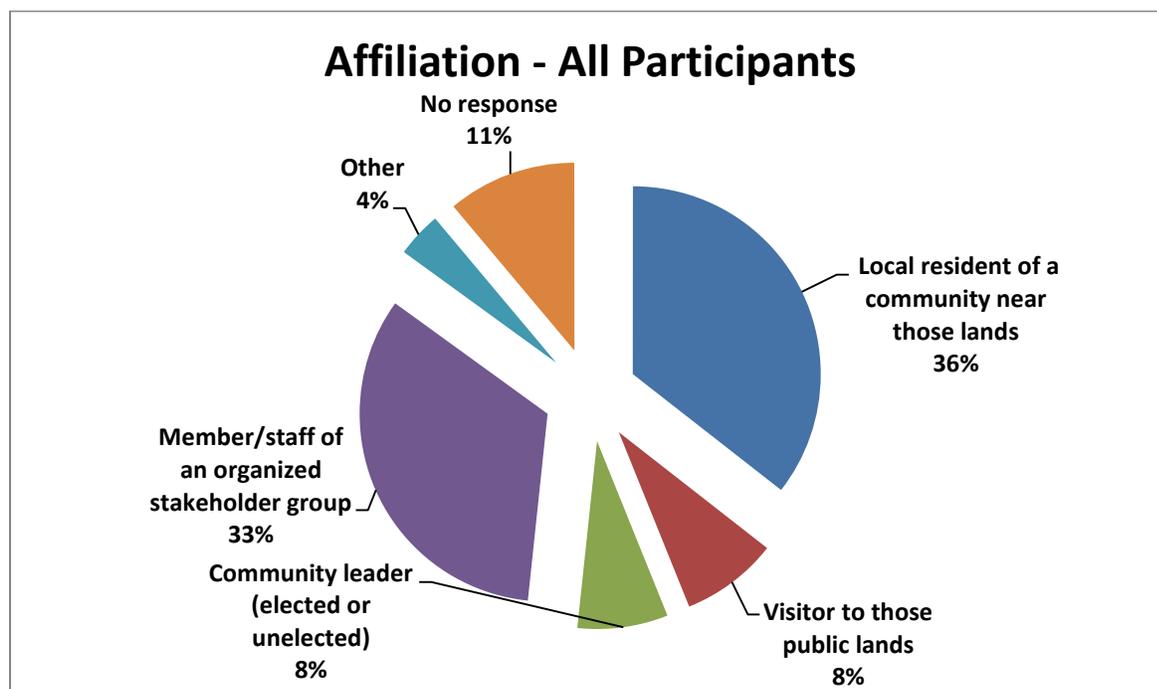
Although participants were allowed to remain anonymous throughout the study, a few demographic questions were asked in order to facilitate analysis of audience composition and perspective. These included zip code to determine general area they came from, their primary affiliation to the landscape to determine their role as a stakeholder in the planning process and to better understand a major part of the formation of their perspective, and the length of that affiliation and their level of participation in the public land planning process to determine their familiarity and engagement with this envisioning effort.

## **Affiliation**

The role an individual plays regarding public lands can often have an impact on their perspective and approach to those landscapes. Although the focus of public land recreational research is on the visitors and their tourism market segment; the community envisioning process starts with the premise that local residents and communities as well as local government and businesses are important to include in the planning and management of public lands.

The chart in Figure 2 below identifies the affiliation of all of the focus group participants. It is worth noting that about one third (36 percent) of the participants identified as residents of local communities adjacent to the BLM planning area; another third (33 percent) identified as members or staff of an organized stakeholders group; and the final third was everyone else, including visitors (8 percent), community leaders—elected or unelected (8 percent), those that chose not to respond (11 percent), and other (4 percent). These affiliations will become important in helping to develop a better understanding of the diversity of perspectives that make up any approach to public land planning.

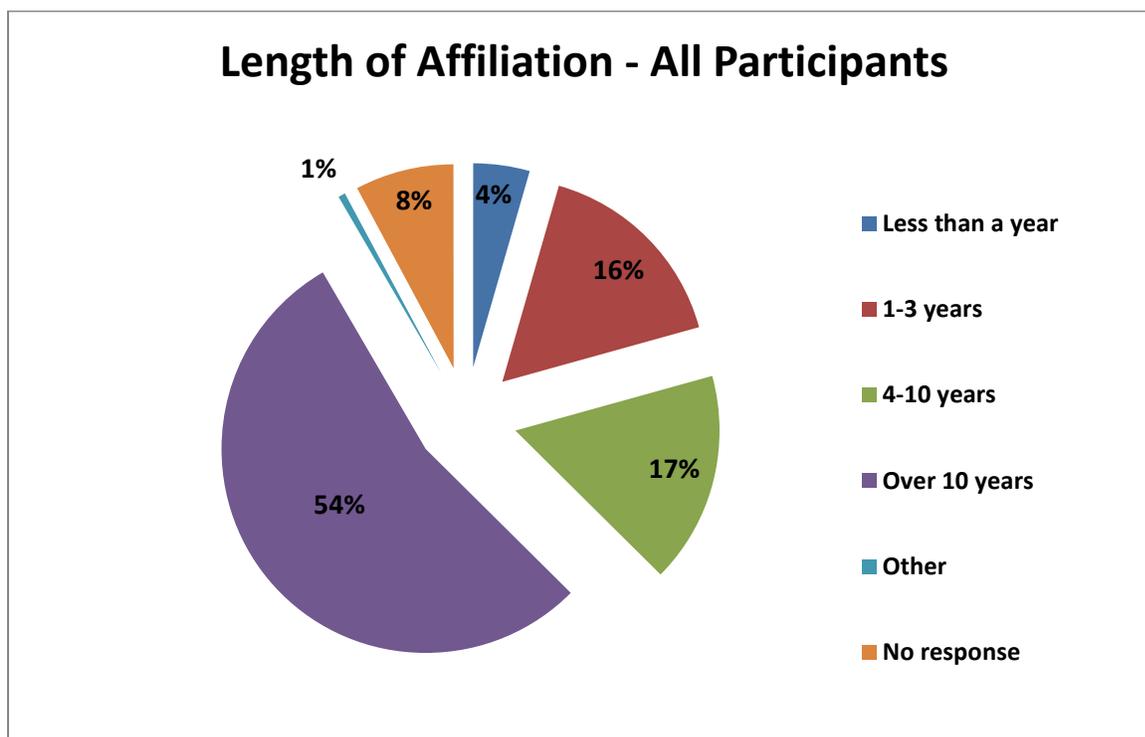
**Figure 2. Affiliation of All Participants**



## Length of Affiliation

Although the length of affiliation with a particular landscape (Figure 3) is not a perfect indicator of someone's knowledge of the area and sense of place/attachment to the area, they are highly correlated. In general, the longer people have an association with the landscape, the better they understand the variations of that landscape with season, management changes and changes over time as human interaction expands. If this generalization is applicable to lands in the RGFO, these community envisioning meetings were filled with very knowledgeable and connected members of the community, as over half (54 percent) identified as having the same affiliation to the landscape for more than 10 years (which is the longest interval of time the clickers could capture). The second largest group (13 percent) held the same affiliation to this landscape for 4 to 10 years. Only 4 percent of all participants identified having a connection to the landscape for less than a year.

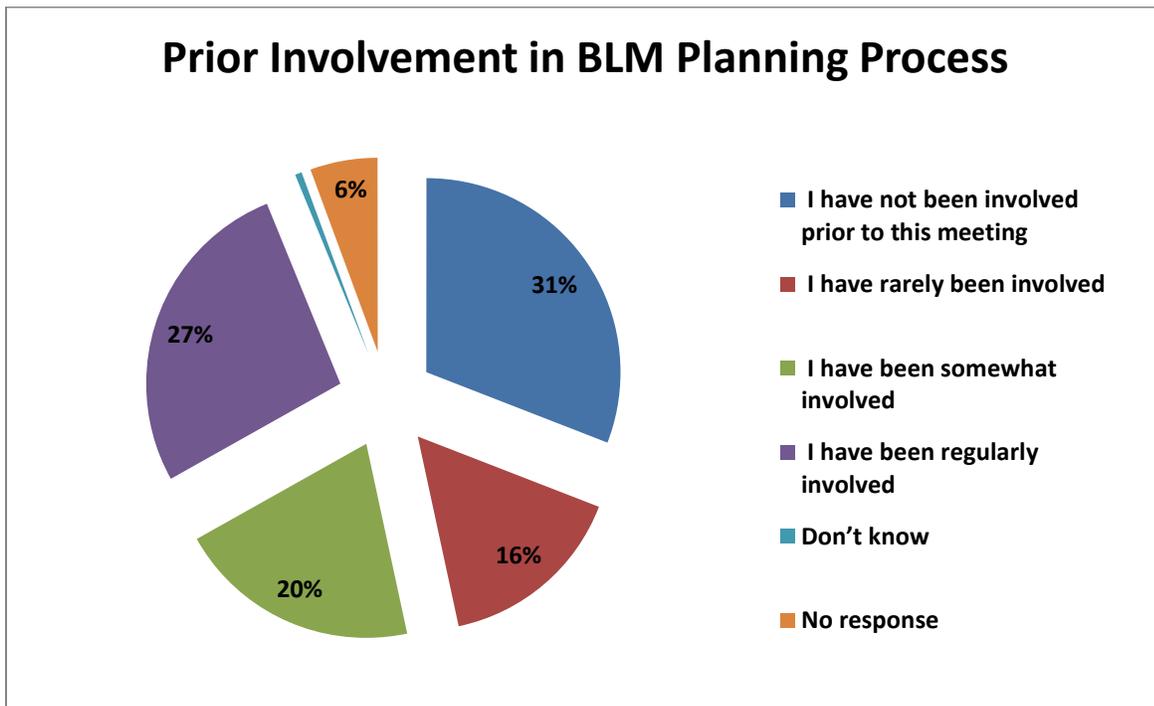
**Figure 3. Length of Affiliation**



## Prior Involvement

While it might not be a surprise to learn that people can have long affiliations with particular landscapes, they often do not perceive themselves as having much opportunity or prior experience in the planning and/or management of those local public lands. One of the goals of the community envisioning (Planning 2.0) and the Connecting with Communities recreation strategy approaches is to more fully engage members of the public in providing input into the planning process. Based on the results of this research, it appears that even if a person has a long history of affiliation with the landscape, they probably don't have that much experience connecting with the planning and management of that landscape (Figure 4). Nearly a third (31 percent) of all participants indicated that attending one of these community envisioning meetings was their first time to get involved in public lands planning. A little over a quarter (27 percent) of the participants suggested they regularly participate in planning efforts. With the addition of 16 percent of the participants identifying as rarely involved in the process, it becomes clear that these planning discussions are not a common experience for nearly half of all the participants responding to the study.

**Figure 4. Prior Involvement in the BLM Process**



Based on the demographics discussed above, it seems clear that for a focus group study, we had a remarkable amount of diversity in the participants. The average participant has been in and around the landscape for a considerable amount of time, and yet there is a gap in their ability or opportunity without these community envisioning meetings to translate that knowledge into sound planning and management objectives.

# **Common Themes**

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While there were a wide variety of ideas expressed during these community envisioning meetings, for the purposes of understanding and applying the comments to the planning process, it is necessary to divide them into a number of themes/categories that emerged. These themes/categories were drawn from the community values expressed in the first few questions about the community's vision and how BLM planning and management could affect those values; however, these themes/categories were also applied to other questions asked throughout the meetings so that these responses could be organized and consistently considered within the planning process.

A complete list of all values and the themes/categories they were coded with can be found in the Excel spreadsheet data given to the BLM as part of the administrative record of the study. These data will prove invaluable for additional analysis, queries, and applications throughout the planning and management process, and the BLM is encouraged to explore those datasets. The Natural Resource Center of CMU will be happy to help BLM staff navigate through the datasets generated on these themes/categories and with other questions as they arise in the planning process.

There are simply too many data and the nuances are too great to capture all aspects of the communities' values and visions in this report. What follows is a synopsis of each theme/category, a sample of the comments or values that were coded as part of that theme, and a brief discussion about how each theme/category might fit into the planning process. Table 2 below shows the themes and the code number (in no particular order of relevance or importance) associated with each theme/category.

**Table 2. Themes and Categories in the Analysis**

Code	Theme
1	Access
2	Recreation
3	Settings
4	Community Character
5	Heritage
6	Activities
7	Scale
8	Biological Resources
9	Tranquil Escapes/Solitude
10	Air and Water Resources
11	Specific Settings/Locations
12	Economy

Code	Theme
13	Agriculture
14	Physical Resources
15	Management Actions

## Theme 1: Access

The theme/category of access to public lands emerged every time members of the public were asked about their concerns about those lands, or their hopes for the future. Values associated with the access category include close proximity to the outdoors; ease of access to the public lands; people's ability to raise their families near the outdoors; connections to nearby public lands; and the ability to maintain that access in the future. Examples of comments and values related to this theme include both current and future visions of access to public lands, such as the following:

- Free access for all citizens to public land
- More trails with improved handicap access
- BLM road closures mean access restriction
- Connectivity to all spaces
- Manage and maintain trails for all users
- Sustainable trails
- Low impact public transport infrastructure

## Theme 2: Recreation

Communities that identified recreation as a value indicated the importance of the diversity of recreation, the variety of recreational opportunities, and the trails that make that recreation possible (this could also relate to access). This theme is intertwined with Theme 6, which relates to particular recreational activities, and well as Theme 3, which identifies the settings upon which that recreation depends. Examples of the comments and values related to Theme 2 include the following:

- Emphasis on outdoor recreational opportunities/economy
- Maintain historic multiple uses
- Protect recreational opportunities in public lands
- Consider conflicts between user groups and those adjacent to public lands

### **Theme 3: Settings**

In the language of planning and management, much of the discussion of how to provide recreational opportunities, preserve a viewshed, or provide a service entails considering the settings (physical, social, and managerial) that those activities or management decisions take place in. The term “setting,” in this context, is not particularly well used by the public, but this theme is important in land planning and management, and by categorizing the comments and values here, the BLM staff is better able to understand and utilize the public input into the planning process. Values associated with this theme/category include the variety of landscapes in the area, the climate, the peace and serenity, the natural landscapes and viewshed, the wilderness characteristics of some of it, the darkness of the sky at night, the unobstructed views, the scenery, the particular landscape units, and even wildfire issues. Examples of the comments and values related to this theme include the following:

- Pristine/wild/historic qualities preserved
- Quiet – peaceful
- Open space/clean river/mountains
- Managing population growth is biggest issue (residents and tourist increase)
- Urban- Rural Balance
- Climate change
- Consider landscapes that get a lot of snow, and discuss over-snow use. Pay attention to winter use when there is snow
- Protect wilderness character of Cucharas Canyon
- Negative - Allowing new or disturbing activities where impacts will drift across boundaries (i.e., noise and visual impact)
- Negative - Push multiple use in all areas even where not appropriate
- Management can protect sensitive and scenic lands
- Protect qualified wilderness areas & wildlife

### **Theme 4: Community Character**

As might be expected, a number of the values expressed in the community envisioning process centered around the character of the community itself. While these varied from community to community, every community had at least a few values that were coded in this theme/category. Values associated with this theme/category include the stability of the local community, the citizen involvement in those communities, the artistic element in the community, small size, low population, little traffic, the people, and the outdoor lifestyle one can have by living in the community. Examples of the comments and values related to this theme include the following:

- Quality of life
- Community roots

- Health safety and welfare of local community not prevented by state and federal law
- Rural
- Community maintains sustainability
- Little sprawl
- Importance of enviro values/quality of life as economic drivers
- People living in those communities value what they have now, worry is change will make it worse

## **Theme 5: Heritage**

For many of these communities, a strong set of values for them entail historical and heritage connections to the surrounding landscape and to those that lived here before. Although there certainly were a number of participants that mentioned the frontier days in the area, others went farther back in their heritage connection to the indigenous populations that called this area their home for thousands of years. History was mentioned as a value numerous times, as well as the traditional way of life in the area, the mining and other resource extraction from the past. The archeological sites and other historical sites were also indicated as an important value for the communities in and around public lands in the BLM-RGFO. Examples of the comments and values related to this theme include the following:

- Archeological heritage
- Need to protect historical heritage
- Historical resources are a trust for all citizens

## **Theme 6: Activities**

In addition to the general value of recreational opportunities identified above, several participants named particular activities of value to them. Those activities, if they were specific, are categorized here. Some of the activities mentioned included numerous mentions of hunting and fishing, hiking, skiing, backpacking, camping, gold panning, freely walking in nature, and the ability to access all of these important activities. Examples of the comments and values related to this theme include the following:

- Hunting/fishing rights preserved
- Pueblo to Salida bike trail
- Float Canon City to Pueblo Reservoir to mitigate obstructions
- Minimal fragmentation of the landscape for development or motorized rec—all units but higher priority on A and E

## **Theme 7: Scale**

One of the most striking features of the landscape in Eastern and Central Colorado is the absolute scale of the area. Many communities expressed values related to the scale and size of the public lands in the field office including the wide open spaces, the huge amount of public lands, and the access to large open areas, and even the wildland-urban interface was a valuable part of the landscape to several participants. Examples of the comments and values related to this theme include the following:

- Interagency landscape planning
- Cumulative impacts to environmental resources should be factored
- Ecological processes protected & preserved
- Protected habitats & recreation as population increases
- Surface lands/work with other agencies
- Interagency landscape planning

## **Theme 8: Biological Resources**

Many comments were received and values recorded identifying a wide variety of biological resources that are important to the local communities participating in this study. These include the wildlife, its habitat, and the diversity and intact nature of that habitat to nurture sustainable ecosystems in the area. Other biological values include the lack of pollution, the corridors for wildlife migration, the wetlands, and the pristine nature of the area, and several comments were made on the threat wildfire poses to these resources. Suggestions for wildfire management can be found in Theme 15, dedicated to management actions. Examples of the comments and values related to this theme include the following:

- Thriving wildlife populations
- Protection of wilderness & sensitive wild
- Robust & unfragmented wildlife habitat
- Protecting critical winter range
- Maintain current species corridors
- Reseed and plant new trees and the right trees
- Protecting wildlife corridors and habitat should be prioritized in all regions

## **Theme 9: Tranquil Escapes/Solitude**

Several of the values expressed by participants identified a set of experiences and desired outcomes that can be described by the theme/category of tranquil escapes. They seek the solitude and opportunity to get away from the hustle and bustle of their daily lives, even if those lives take place in small towns, but especially if those busy lives have a more urban character

from life in the metro areas of the Front Range. This landscape provides a sort of refuge to get away from it all and rejuvenate the body and the mind. Values coded in this theme/category include the quality of life in small towns, the lack of crowds, the peace and quiet, the opportunity to find solitude experiences, and the privacy and isolation of the location.

## **Theme 10: Air and Water Resources**

Participants seemed to be well aware of the role these public lands play in providing clean air and water resources. Almost every focus group meeting identified either air or water resources as an important quality, and participants explained how the BLM might be able to address those issues with its management of air and water resources. Values coded in this theme/category include the positive health benefits that come from pristine air and water resources on public lands in the area, especially the rivers such as the Arkansas. Suggestions on how to manage these resources are coded in the management action theme (Theme 15). Examples of the comments and values related to this theme include the following:

- Watershed protection
- Manage for the long-term: protecting water and land resources
- Consideration of surface water impact
- Water & wetlands
- Protect public water supplies
- Identify critical aquifer levels and runoff loss
- Clean water and air a priority over mineral production
- Utilize Arkansas river in daily lives
- Protect water quality
- Industrial acts result in toxic air & water

## **Theme 11: Specific Settings/Locations**

In addition to specific activities identified and coded in Theme 6, several participants identified specific settings and locations as values important to their community and the planning process. These values are coded as Theme 11 and include Lake County attractions, the Arkansas River corridor, living near the mountains, the Spanish Peaks area, wilderness locations, and the canyons. Examples of the comments and values related to this theme include the following:

- Certain areas designated special (off limits to oil and gas)
- Also, important to consider protected and sensitive places, such as national park units, monuments
- There are protected places throughout planning area
- Regulate bike trails in sensitive areas
- Negative - Do not categorize Unit 5's unique environment with other units

## Theme 12: Economy

Any discussion of community values would be incomplete without a fair assessment of the economy and how public land management might affect those economic values and opportunities. The economic opportunities were identified for both large and small companies; for example, oil and gas companies juxtaposed with local business community including small businesses and the employment needed, and there were several comments on the affordability of living and working in the area. While oil and gas companies have an impact on the local economy, many participants remained committed not only to a healthy economy, but a diversified one as well. Examples of the comments and values related to this theme include the following:

- Land values
- Speed of change – boom/bust
- Safety concerns with oil & gas mining
- Economy boost
- Economically vibrant, preserved enviro - good air quality, water quality, etc.
- Prosperity through natural resource recovery
- In terms of economic vibrancy, I might have better said diversity, vs. dependent on one type of economic activity
- Enhance tourism
- Possible revenue loss with restricted resource harvesting
- Renewable energy development
- Negative - Not recognize public land value to local economy
- Negative - Allow destruction for money
- Negative - Allow mineral company destruction without refurbishment
- Negative - 1872 Mining law adherence and abiding

## Theme 13: Agriculture

So many comments and values were identified as important to agriculture that a separate theme/category was developed to code comments related to agriculture and public lands in the BLM-RGFO. In addition to many comments about grazing on public lands (both pro and con), other agricultural values expressed include the ability to obtain locally grown food as well as the culture of the area that agriculture imparts in local communities and even the open space that agriculture provides through grazing. Examples of the comments and values related to this theme include the following:

- Continue positive relations between BLM and ranching
- Remember importance of ag lands to land management's policies
- Sensible grazing on ranchland/rangeland

- Maintain ag production and open lands
- Strong local organic agriculture – local food production
- Continue well managed ag leases
- Grazing allotments allow adjoining private lands to remain undeveloped

## **Theme 14: Physical Resources**

Like Theme 8 (Biological Resources), the values and comments associated with this category focus on the value of having particular physical resources in this area. These physical resources would include unique geology, numerous paleontological sites around the area, the deposits of mineral resources, and the ability to learn from and use these resources. Examples of the comments and values related to this theme include the following:

- Land reclamation
- Dark sky danger
- Geology & water resources
- Diversified renewable energy infrastructure
- Abolition of split estate
- Educate the young about natural resources and their importance
- Family estate/life unhampered by mineral development
- A better educated population in geology and paleontology
- Allow market to determine mineral extraction rate
- Maintain reasonable access to minerals

## **Theme 15: Management Actions**

Finally, the theme/category of management actions is home to a wide variety of values and comments that pertain to particular or general actions that can be taken in the planning process and/or the management part of the process. Examples of the comments and values related to this theme include the following:

- Regular communication with public – transparency in policy planning
- Reasonable revenue sharing between federal and local governments
- BLM-established resource carrying capacities as baseline for future decisions
- Improved enforcement of motorized activity
- Prudent reaction to uncontrollable change
- Releasing inconvenient info
- Facilitate stakeholders in the RMP process
- Release preliminary drafts
- Build on data other entities have collected
- Utilize local residents knowledge of travel issues

- Keep citizens involved as volunteers to protect BLM resources
- Continue implementing education & enforcing decisions
- Give public alternatives and choice
- Make sure the RMP is adaptive
- Involve community early, meaningfully. Most people don't learn about scoping process through traditional BLM communications channels.
- Geographically targeted social media promotion; ads in local and alternative papers; public radio or other local radio promotion.
- Show accountability in measuring progress
- Acknowledge social cost of carbon
- Good to consider the potential change in landscape from climate too
- Negative - Not protecting ecologically unique lands under their care - intrinsic value in undeveloped land. Just knowing those lands exist is important.

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# Communities

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Each of the communities where the community envisioning meetings took place was asked to describe the values and characteristics that they liked about their community (Q4) and their vision for that community in the next 20 years (Q7). This information is at the heart of the community envisioning process. The idea is to better understand how communities near public lands see themselves, and where they would like to see themselves in the future. This future was defined at 20 years to account for the length of time the decisions in the RMP revision are likely to have effect before they are replaced by the next RMP revision. The BLM planners would then use this information to better understand the community's vision, and most importantly, how BLM planning and management fits into that vision. This section of the report will offer a brief description of every community's values and vision as they were articulated in community-specific meetings.

## **Greeley**

The Greeley meeting was the first focus group; however, it was not very well attended by the public, and those that did attend offered very little by way of response to the questions until two-thirds of the way through the meeting. Unfortunately, this gives a limited picture of the community's vision. There was certainly talk about agriculture and oil and gas development as important elements of the community, but the participants did not offer a vision of what they want their community to be like in 20 years. Most of the other focus groups were well attended, so it might be worth holding one last envisioning meeting at the Greeley location to develop a more robust understanding of that community's vision that could inform the planning process.

## **Denver**

The Denver meeting was actually held in Golden and was well attended, particularly by members or staff from non-governmental organizations that are partners or at least significant stakeholders in the process. When asked what they like about living in this community, the overwhelming number of responses related to living near, appreciating, and playing in the outdoors, particularly in the mountains. In addition to proximity to public lands and recreational opportunities, several participants identified natural resources such as water, wildlife, and viewsheds as an important characteristic of living where they do.

Although the question was framed broadly to move beyond strictly values related to public land, this group offered mostly outdoor-related values, with the possible exception of employment (which could also be outdoors). The quality of life and opportunity to find solitude were other values highlighted in this group. When asked about their vision in 20 years, participants identified protections to wildlife corridors, healthy and abundant water resources, and diversified economic opportunities that still include agriculture as well as tourism, recreation, and renewable energy systems. They called for cleaner transportation systems and a good working relationship between the BLM and other agencies at the local and federal levels.

When asked how the BLM can help in the planning process of the RMP revision and implementation, the participants discussed a number of actions that would help their community to remain involved in the process:

- Continue extensive public engagement
- Info-release informally
- Transparency
- See connections between process and product
- Specific issues meetings

## **Fairplay**

Throughout this study, the town of Fairplay brought more participants as a percentage of the overall population of the community to this meeting and the recreational planning focus group meetings than any other community. They were engaged in the process and quite thoughtful about the questions asked. Participants identified a number of place-based values that make their community and its surroundings special:

- **Heritage:** The human connection to this place in terms of historic and prehistoric resources as well as the traditional way of life that is still experienced in this community.
- **Minimal human impact on the landscape:** Although the community celebrates the human connection to this place, they want to largely preserve their landscape in a natural state. They highlight natural resources such as clean air and water, a lack of light pollution (dark night skies), large areas of public open land, peace and quiet, low population density, and quiet recreational activities.
- **Diversity:** Diversified economy, diversity of species, and interesting people (diversity of people) were all identified as community values.
- **Wildlife:** from their aesthetic to hunting and fishing.
- **Great place to live:** Affordability; rural character; and beautiful, unobstructed views.

When asked about their vision of their community 20 years from now, the participants' responses echoed many of these same values. Several responses identified protection of the current community characteristics identified earlier.

When asked how the BLM can help in the planning process of the RMP revision and implementation, the participants discussed a number of actions that would help their community to remain involved in the process:

- Facilitate stakeholders in the RMP process
- Share info in a timely manner
- Release preliminary drafts
- Community engagement meetings

- Build on data other entities have collected
- Utilize social media
- Utilize local residents knowledge of travel issues

## Salida

The meeting in Salida was well attended by a diverse group of community members. They seemed to appreciate the opportunity to express their preferences on these questions and that the BLM was interested in what they had to say. This was a sentiment shared by participants from several other meetings as well. Participants identified a number of place-based values that make their community and its surroundings special:

- **Variety:** Variety of recreational opportunities, ecological habitats, landscapes, and habitat zones.
- **Tranquil Escape:** This is a place to find an “oasis from the world,” to enjoy peace and beauty, Natural soundscapes, views, & wildlife.
- **Outdoor experience:** Whether hunting and fishing or spending time around the river, the ease of access to the outdoors, the huge amount of public land and wide open spaces create a perfect backdrop for the community. It was noted that agriculture contributes to these open spaces as well.
- **Human connections:** Several participants identified the history, art community, traditional way of life and citizen involvement as important characteristics of the community.

When participants discussed their vision of the community in 20 years, they emphasized many of these same values but identified other characteristics as well:

- Sustainability of everything from community to trails.
- Renewable energy and low impact transportation infrastructure.
- Protection of important values, ecological processes, wildlife, wild places and open spaces.
- Public nature of the land: Public lands with equal open access to all.
- Preserve historical uses and agriculture in the area

When asked how the BLM can help in the planning process of the RMP revision and implementation, the participants discussed a number of actions that would help their community to remain involved in the process:

- Insure open multiple use access to all
- Consider conflicts between user groups and those adjacent to public lands
- Listen to those living next to possible development
- Regulate bike trails in sensitive areas
- Consider management conflicts between agencies

- Provide enhanced public info on planning process
- Keep citizens involved as volunteers to protect BLM resources
- Reach out to local governments & officials
- Consider nontraditional management area prescriptions
- Remember importance of ag lands to land management's policies
- Continue implementing education & enforcing decisions

## **Leadville**

When asked what they like about living in their community, the participants of the Leadville envisioning meeting identified several values shared by other communities in the study:

- Access to public lands and outdoor activities (recreation)
- Heritage – the history of the area, particularly the mining heritage
- Open space and the view-shed
- Clean air and water
- Local business community
- Not crowded
- Natural Resources

When asked what their vision of the community will be in 20 years, they echoed their current values and added a few additional values:

- Sustainable medical & educational facilities
- Not a valley full of condos

When asked how the BLM can help in the planning process of the RMP revision and implementation, the participants discussed a number of actions that would help their community to remain involved in the process:

- Local representation
- Interagency cooperation and simplification
- Highly educated BLM planners
- Inform community of decision making process

## **Cañon City**

The Royal Gorge Field Office is located in Cañon City, Colorado. The community envisioning meeting took place at the Washington Elementary School. Participants were asked to talk about what makes Cañon City a great community to live in. They suggested a number of values already identified as important to other communities in the study. These include flora and fauna, access to public lands, the heritage of past human presence in the landscape, archeology and

paleontology, agriculture in the area, water resources, and recreational opportunities. These values were protected in the community's vision of the landscape 20 years from now. They also identified new issues that will contribute to their community in the future:

- Protection from climate change
- Educate the young about natural resources and their importance
- Utilize Arkansas river in daily lives
- Improved trails on water (river) and land

When asked how the BLM can help in the planning process of the RMP revision and implementation, the participants discussed a number of actions that would help their community to remain involved in the process:

- Continue collecting and sharing data
- Show accountability in measuring progress
- Make sure the RMP is adaptive
- Include community partners

## **Walsenburg**

Participants in the Walsenburg envisioning meeting described why their community is a great place to live and visit by emphasizing many of the values already discussed with other communities, such as natural resources, human heritage, access, uncrowded, connections to the land and to agriculture, recreational opportunities, dark night skies, lack of pollution, the viewshed, renewable energy, wildlife corridors, access to public lands, and the value of the local community including small businesses.

In 20 years, the participants envisioned the landscape around Walsenburg to have the characteristics of a thriving community, including the following:

- Strong local organic agriculture
- A clean, healthy environment
- Retain water resources in the community
- Large healthy wildlife population
- Clean water and air a priority over mineral production
- Good schools
- Sustainable communities
- Certain areas designated special (off limits to oil and gas)
- Pristine/wild/historic qualities preserved
- Steps taken to mitigate climate change at landscape level

## Online—Digital Focus Groups

Members of the community who were not able to attend one of the community focus groups were invited to join a virtual community envisioning meeting that was conducted digitally through the use of webinar technology. Audio was managed through a multi-person conference call. Anonymity was preserved by having the participants use fictitious names. Two digital envisioning meetings were conducted, but because of low participation rates (3 in one and 1 in the other), it is difficult to determine the utility of this methodology at this point. It still seems to have promise, but this is as yet not entirely fulfilled.

Participants in the digital focus groups largely echoed the values identified in the on-site envisioning meetings. Their vision of this field office in 20 years includes the following:

- Economically vibrant, preserved enviro - good air quality, water quality, etc.
- Emphasis on outdoor rec opportunities/economy
- Managed development with regard to sprawl
- Expansion of solar and wind energy resources
- Managing population growth is biggest issue (residents and tourist increase)
- Retain some of the open space and quiet characteristics

When asked what the BLM can do in this planning process to support the community's vision, the participants offered a number of suggestions, including adjusting to a new economy for the area, continuing to communicate to the public about the process, including stakeholders and local communities in the planning process, continuing public forums about the process such as the envisioning meetings, and educating the public in the goals of the long-range plan.

# Landscape Units

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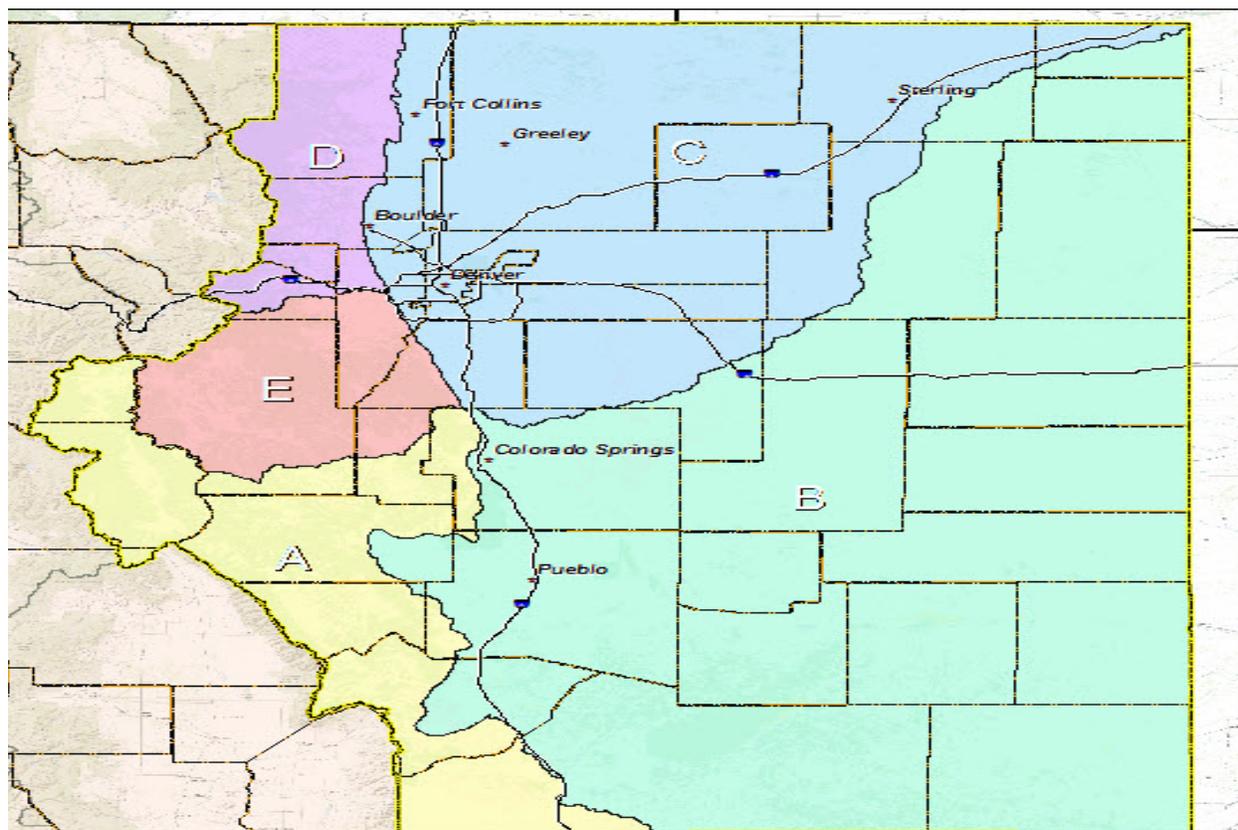
Due to the large area and demographics covered by the Eastern Colorado RMP, a way of trying to determine subtleties across the landscape was incorporated into the process. For the purposes of this effort, the staff of the RGFO divided the surface and subsurface areas of eastern Colorado across the field office into five different landscape units. These units were intended to be temporary divisions to facilitate the conversation about landscape-level planning.

Each landscape unit will be described in detail below, but the general divisions were as follows: two units on the plains that were mainly subsurface mineral estate; a unit in the north along the foothills, which also contains mostly subsurface mineral estate, although there are much less developed resources at present there; a unit around the South Park area that contains a mix of surface and subsurface resources; and a unit encompassing the Arkansas River and surface landscape south of the river to the border. The map below (Figure 5) shows the divisions as they were presented to participants in the community envisioning meetings.

Participants were asked to identify which landscape unit they wanted to offer their ideas about, and what management priorities they had for that management unit. The results are discussed below for each landscape unit. It should be noted that in several meetings there was a lively discussion about how this area was divided in this planning process and how the landscape units might be changed. Other participants were concerned that they were limited to offering comments only on a single landscape unit; however, this limitation was put in place to encourage participants to focus on those issues and that place that is most important to them in terms of management prescriptions.

The majority of participants overall selected the areas with the largest surface area under BLM management. Perhaps this is because it is easier to perceive and thus talk about areas that can easily be seen. The subsurface mineral estate is often “out of sight, out of mind,” except for those directly affected by mineral estate decisions that are likely to be made. Perhaps it is because participants have more experiences and outcomes connected to the surface landscape than to the subsurface. Perhaps it is because fewer people connected to the subsurface landscape units participated in the community envisioning process. At any rate, there are some important comments regarding the other landscape units, and these are noted in the description and prescriptions for each landscape unit below.

**Figure 5. Map of Landscape Units**



## Unit A

Landscape Unit A (also labeled Unit 1) encompasses the riparian area around the Arkansas River from the headwaters beyond Cañon City; it also stretches south through Westcliffe and Walsenburg to the southern border of Colorado. This area probably receives more public land recreation than any other management unit, and several of the specific recommendations for the management unit reflect this. Sixty percent of all participants identified this management unit as the one they wanted to offer information on. Management priorities expressed by the participants for this management area include access to public lands; reduction of the multiple-user emphasis; scenic and natural beauty; manage for wildfires, growth, visitation, and development; maintain ecosystems and protect special natural areas; little mineral resource development; creative and adaptive approaches to managing the landscape.

## Unit B

Landscape Unit B (also labeled Unit 2) encompasses the subsurface mineral estate along the eastern and southern plains. The line of demarcation between Unit B and other units starts around Castle Rock on the foothills and extends northeast to the corner of the state. The line was drawn along the edge of the South Platte watershed. Only 4 percent of the participants identified

this unit as the one that they wanted to offer priorities on. These priorities included maintaining wilderness characteristics where they are found and supporting the diversity of wildlife. Most of the subsurface mineral estate discussion (and there wasn't that much of it) focused on Unit C instead of this unit.

## **Unit C**

Landscape Unit C (also labeled Unit 3) encompasses the subsurface federal mineral estate under Weld and other counties in the north plains area. This is the area of more intense extraction of subsurface minerals and oil and gas; however, even though they played the largest development role in this management unit, those industries did not become a significant part of the discussion for these management units. Instead, when the few (less than 4 percent) participants that selected this area for more information discussed this, they largely focused on wildlife and scenery, especially around the Pawnee National Grasslands.

## **Unit D**

Landscape Unit D (also labeled Unit 4) encompasses mostly subsurface mineral estates along the northern foothills of the Front Range. Much of the surface of this land is managed by the U.S. Forest Service. Only one participant identified this location, and they were focused on wildfire mitigation and watershed management.

## **Unit E**

Landscape Unit E (also labeled Unit 5) encompasses the South Park area of the field office that has both surface land and subsurface mineral estates. Most of this area is a high alpine landscape with small amounts of development in the midst of wide open spaces surrounded by picturesque mountains. About 17 percent of the participants selected this as an option to offer more information about. Suggestions included preserving solitude and the undeveloped landscape, and meeting wetland and water quality needs.

## **Multi-Unit Responses**

Some of the participants (about 16 percent) identified multiple or all landscape units to offer their comments on. These more general management priorities include keeping public lands open to the public, consolidating land patterns for improved access, preserving open spaces, clean air, the wilderness, and a lack of mineral development. There were also several suggestions to prioritize wildlife migration corridors across all of the landscape units. There were other concerns about compliance with a wide variety of federal regulations, the lack of transparency of the BLM, and the need for adequate funding to manage for these landscapes. This would seem to suggest that the majority of citizens have ideas they believe are worth hearing, even if they feel they are not getting heard.

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# Planning Process

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## The Impact of BLM RMP Process Actions on These Values

The participants were asked what the BLM might do that would positively or negatively affect the values discussed in these focus groups, and the participants offered a variety of ideas on how the process might affect their values. On the positive side, the participants suggested a number of actions that the BLM could do to support or enhance their values during the planning process:

- Improving communications during the process through a gathering of stakeholders to review drafts; releasing drafts for more comment; greater accountability and transparency in the process; posting information about the process and the alternatives on county and agency websites; improved access to public resource data.
- More meaningfully involve local communities in the planning process by educating them as to the long range planning goals and how they are formed; partner with local communities and local governments in the planning and the implementation (management) of the landscape; continuous public engagement such as these community envisioning forums; reach out to private landowners whose land shares a boundary with the planning period and decisions.
- Need to keep long range planning issues in mind when developing the plan such as climate change and its impacts on landscapes and communities.
- Greater cooperation with other agencies to coordinate planning efforts across boundaries to manage whole landscape units such as a watershed, even if it crosses agency boundaries.
- Help with the future economic planning when natural resources on (or under) BLM-managed lands run out. Also plan for alternative economic drivers such as tourism and recreation before the mineral resources and grazing feed runs out.
- Utilize social media and other methods to communicate with the public and draw upon their knowledge of the landscape.

On the negative side, the participants suggested a number of actions the BLM could take during this planning process that would adversely affect the values that they identified as important to their communities:

- Failure to communicate adequately, effectively and often with the public during the process, in particular ignoring the concerns of local communities or keeping them in the dark regarding the direction the planning is taking.
- Closing too many trails, or otherwise limiting access and opportunities.
- Allowing unchecked development or unsustainable development of natural and mineral resources on the surface and below in the entire planning area.
- Failing to protect unique value in the surrounding landscape.

## Concerns to Keep in Mind during the Planning Process

The participants were also asked to identify those social, economic or environmental concerns that planners should keep in mind as they move through the planning process. These responses were captured on a flip chart with columns drawn to keep these ideas distinct, however, many of the suggestions applied to several of the categories. This exercise yielded a number of valuable insights which will be broken down here by category.

In the social area, there was concern expressed for paying attention to issues of transportation; the rural-urban balance; the limited medical facilities; the exponential growth in Denver and its impact; clashes between ranching and recreation, and the growth of extreme sports in the area; and finally the loss of a voice for agriculture in the future.

In the economic area, there was concern expressed for paying attention to issues of renewable energy systems; agriculture's dependence on infrastructure; restrictions on hunting, tourism and other revenue generating activity.

In the environmental area, there were concerns expressed about the slow HAZMAT response team, the increased use of public lands and the additional pressure on the landscape that entails, and that clean water and wetland resources should be protected.

Some concerns the participants felt should be listed under all areas (social, economic, and environmental) include the use of water resources and the BLM's control of the information for the entire process, which they feel is part of a larger "overreach" by the agency.

## Roles for Various Stakeholders in Planning and Management

In the fall of 2014, the staff at the Royal Gorge Field Office entered into an assistance agreement with the Natural Resources Center at Colorado Mesa University to collect data about the desires and preferences of visitors and local residents recreating on public lands within the management unit. This was in anticipation of an upcoming resource management planning process that would need these data to make informed decisions about recreation and other values in the area. It was determined that the best way to capture these ideas was to employ both recreational focus groups and surveys (intercept and panel).

The recreational preference focus groups were conducted in the fall of 2014 in order to help inform the development of the recreational survey administered during the late spring and summer of 2015. The methodology used for the recreational preference focus groups was similar to that used for the focus groups in this current study<sup>2</sup>. A total of seven recreational

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<sup>2</sup>For complete details on the methodology or questions for the recreational preference focus groups, see the recreation report produced by CMU for the study. It is posted on the BLM ECRMP website: <http://www.blm.gov/co/st/en/fo/rgfo.html>.

preference focus groups were conducted in the fall of 2014, with 126 people participating in that part of the study.

The recreational preference focus groups were asked, “What do you believe are the appropriate collaborative roles for each of the BLM’s land-managing partners in managing and planning for federal public lands?” This question has direct bearing on the Planning 2.0 process of community engagement.

Response options: 1 = Planning, 2 = Managing, 3 = Both planning and managing, 4 = Neither planning nor managing, 5 = I don’t know

The recreational focus groups were also polled on each of the following partner categories and were allowed to add additional categories that they wanted to respond to:

15: Local Governments; 16: Businesses; 17: Tourism Industry; 18: Community Residents;

19: Others

The following summarizes the results:

[Code: P = Planning only; M = Management only; B = Both P and M; N = Neither P nor M; IDK = Don’t Know; Mixed = 3 or more values within 15% of top value]

### **Preset Groups (N = 111 to 96)**

- Local governments (B – 56%)
- Businesses – local (P – 35% mixed; B 33%, N 23%)
- Tourism industry (P – 39% mixed; B 32%, N 22%)
- Community residents (B – 67%)
- User groups (B – 71%)
- Nonprofit groups (B – 47%)
- Other land agencies (B – 73%)

### **Named Groups in Specific Focus Groups (N = 42 to 8)**

- Businesses/corporations (oil and gas) (N – 50%) (8)
- Environmental Organizations/advocacy groups (B – 79%) (19)
- Local nonprofits (B – 86%) (7)
- Educational groups (P – 46%) (24)
- Outfitters/guides (P – 57%) (14)
- Multiple user groups (B – 35% mixed; P 21%, IDK 31%) (42)
- Large land owners (P – 35% mixed; N 26%, B 22%) (23)
- Small land owners (P – 52%) (23)
- Permit holders/grazing and others (P – 33% mixed; B 24%, IDK 19%, N 14%) (21)

## **Suggested Roles in the Planning and Managing of BLM Public Lands**

### *Both Planning and Managing*

- Local governments (58%)
- Community residents (67%)
- User groups (71%)
- Other land agencies (73%)
- Environmental groups (79%)
- Local nonprofits (86%)

### *Neither Planning nor Managing*

- Businesses – local (23%)
- Tourism industry (22%)
- Large landowners (26%)
- Permit holders (14%)
- Businesses (oil and gas) (50%)

## **Implications for Planning and Management Process**

### **Stakeholder Roundtables**

One way that the BLM could incorporate the Planning 2.0 community envisioning process into ongoing planning is to develop ad hoc stakeholder roundtables on particular tasks or topics<sup>3</sup>. These stakeholder roundtables would consist of a balanced representation of stakeholders for a particular topic such as fire management, wildlife corridors, watershed, or special management area. These groups would be subject to Federal Advisory Committee Act (FACA) of 1972 (Public Law 92-463) rules and as such, would provide advice, but not consensus or consent. There could be overlap among stakeholders in various roundtables, but there would also be unique stakeholders in each roundtable. The roundtables could be constituted for different landscape-level planning areas and could involve several communities in each landscape.

There are a variety of benefits to this stakeholder roundtables approach to public land management for both the BLM and the communities in and around the Royal Gorge Field Office.

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<sup>3</sup>The stakeholder roundtable concept as a management tool is the author's own based on a synthesis of a number of benefits/values suggested and supported in this community envisioning focus group study; BLM planning documents, federal regulations governing small advisory groups (FACA), and the principles of adaptive management.

- **Community focused:** By engaging the community in an ongoing dialogue about planning focused on particular landscapes or tasks or topics, the BLM is engaging its strategic objective of connecting with communities.
- **Partnerships:** It creates a conversation to develop partnerships for particular management objectives independent of the roundtable itself. It is also part of the Connecting with Communities strategy. The Planning 2.0 process is interested in this ongoing conversation with communities and stakeholders. Examples of partners in management on particular management actions could include schools, clubs, organizations, friends' groups, local and state government, and other federal agencies. The data in this report show the RGFO recreation focus group participants' responses to the role of a number of stakeholders in planning and management. This could be a start when considering which stakeholders to invite to a roundtable discussion.
- **Better informed decisions:** Before decisions about management need to be done, there is a long precedent of public input because of its value in making sound decisions. The roundtables would facilitate opportunities to involve the public input in the planning process.
- **Adaptive management:** The ad hoc nature of the roundtables allows for adaptive management practices which encourage adapting management approaches based on changing conditions in the landscape.
- **Communications:** Several of the focus groups asked for greater communication from the BLM about management decisions and process. When asked what the BLM could do in the process, one of the most common responses was to communicate more with the public about their management actions and decisions. These roundtables would facilitate that dialogue between the BLM and the various parts of the public.
- **Landscape approach:** Landscape-level roundtables could be convened to discuss how management actions at the landscape level affect the human and natural resources within that landscape. Trying to even define the boundaries of a landscape, as we did for discussion purposes in the community envisioning focus groups, shows how important it is to discuss those boundaries from many perspectives. The participants added their perspectives in the focus groups that helped to better define landscape boundaries in future planning.

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# Conclusions

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The community envisioning process starts with the premise that local residents and communities as well as local government and businesses are important to include in the planning and management of public lands. As such, the Connecting with Communities recreational strategy of the BLM identifies these local communities and regional partners as of particular interest for engaging with in a dialogue to better understand the local community vision and to determine how BLM actions can have an impact of those resources and the communities proximate to them. There are a number of benefits to engaging in this community envisioning process for the BLM, for the participants, and for the communities that are located near those BLM lands:

- Through this process, communities see that the BLM cares about their identity and how public lands impact that identity.
- The focus group discussions help communities articulate their vision of public lands.
- The diversity within the focus groups helps community members to hear other points of view about the role of public lands in their area.
- Creates additional opportunities for participation by the public. (Thirty-one percent of participants indicated that they had no experience with participating in public land planning before the community envisioning meeting they were in).
- The focus group discussions can act as a “trial balloon” by helping the BLM to develop the language and issues for the more formal scoping process of RMP planning, so the principles of adaptive management can be used in the planning process itself, not just on the landscape.
- These focus groups help identify potential hotspots in need of additional planning resources (time, personnel, attention, etc.).
- This study fits well with BLM national strategic objectives and directives such as Connecting with Communities.
- These focus groups fit well with democratic theory, which suggests that the more responsive government is to public demands, the more informed our public policy-making will be. The public is engaged in the process of informing decisions, and the focus groups promote collaborative democracy, which holds that to have a functioning democracy, one must have dialogue and deliberation among citizens.

While there were a number of different ideas, perspectives, and concerns that were articulated in the community envisioning meetings, which are documented in the body of this report, most of these community values and concerns can be clustered into 15 themes/characteristics. These themes are:

- Access
- Recreation
- Landscape and Social Settings
- Community Character
- Heritage

- Activities
- Scale of Landscape
- Biological Resources
- Tranquil Escapes/Solitude
- Air and Water Resources
- Specific Setting/Location
- Economy
- Agriculture
- Physical Resources
- Management Actions

These themes are defined and analyzed in this report.

Based on the articulation of these community values and characteristics as well as the way public lands impact those values, a sketch of the public land vision of each community is included in this report. It is important to note that this study should not be taken as the definitive or final vision for any of these communities, but it can provide a baseline for planning and future dialogue with these communities and partners. The communities expressed support for this new approach to the planning process and were open to continuing the discussion between the BLM and the public as the planning process moves forward and even after a decision is recorded and management continues. While there are lessons to learn from the mechanics and timing of this particular study, it provides a promising approach to add to the public land planning process within the BLM. The stakeholders' informational roundtables provide one possibility of how that dialogue could be facilitated in the future.

For the purposes of planning, the staff of the RGFO divided the surface and subsurface areas of eastern Colorado across the field office into five different landscape units. These units were intended to be temporary divisions to facilitate the conversation about landscape-level planning. The units are described in the body of the report. Participants were asked to identify the landscape unit for which they most wanted to identify management priorities. Once identified, the participants discussed a variety of different management priorities for each landscape unit. These are chronicled in the report as well. Although the choices about how to divide the landscape units caused some concern among many participants, the approach of landscape-level planning made sense to most participants, and they really engaged in the task of prioritizing management objectives for each unit.

These community envisioning meetings are an important and useful addition to the planning process for many reasons. This study would have benefited from more time and planning before conducting the focus groups, as well as more time between the envisioning meetings and the start of scoping (only a few days between the two in this study), so that adaptive management practices can take place in the planning effort and adjustments can be made to have a more

productive and engaged scoping period. Nevertheless, these meetings were a good start for what is hoped will be more attempts by the BLM to engage their local communities and take into account the communities' visions and preferences for the landscape around them. Such an approach would be beneficial to the public, the BLM, and the planning process itself.

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# **Appendix A: Focus Group Script**

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## **RGFO Community Engagement Focus Group Script 2015**

Colorado Mesa University, Natural Resource Center

“Good evening/afternoon. My name is \_\_\_\_\_. I am a researcher at the Natural Resource Center at Colorado Mesa University in Grand Junction CO. We have been asked by the BLM to facilitate a conversation with communities across the Royal Gorge Field Office as part of the planning process accompanying the revision of the Resource Management Plan (RMP) which is the guiding management document for the field office. The plan will be called the Eastern Colorado RMP. The planning process is an extensive series of interactions between the public, key stakeholders, and the BLM as the current management plan is considered in comparison to several alternatives to develop a preferred plan moving forward for the next 20 years.

This community engagement focus group is the start of this process designed to better understand the local community’s vision for their future and how BLM public lands and management of federal minerals fit into that vision. We are not seeking consensus in this conversation, but to gather a wide variety of perspectives which will offer the BLM a more complete picture of the diversity of qualities and values for public lands as they impact the communities near those lands.

We are hoping to hear from many different perspectives in these meetings. Your input at this meeting is valuable in the planning process to help the BLM understand the existing qualities and values of local communities as the agency goes forward into a formal planning process. There will be other formal opportunities to give input to the process through the scoping meeting beginning in June followed by a 60-day comment period, and other focus groups, surveys and public meetings in the coming year or two. We encourage you to stay engaged in the process and participate in those other opportunities even as we thank you for being here today and willing to participate in this community engagement effort.

Your participation in this focus group is entirely voluntary, and you are welcome to leave at any point, or simply choose not to answer a question if you don’t want to. Your answers to these questions will remain anonymous, but the responses in this focus group will be part of the public administrative record of the RMP process. The entire focus group experience should take about an hour and a half. Are there any questions so far?

The BLM has a broad multiple-use mandate, which is to manage public lands in a manner to protect the quality of scenic, historical, archeological, ecological, and environmental values; and to preserve and protect certain public lands to provide food and habitat for fish, wildlife, and domestic animals; outdoor recreation; human occupancy and use such as energy development, and timber harvesting.

The purpose of this meeting is to learn about your concerns and desires for public lands and surrounding communities in the Eastern Colorado Planning Area shown on the map displayed on the wall. The new Browns Canyon National Monument is not part of this planning effort and will undergo its own planning process in the near future. Note that the BLM manages the surface lands in the \_\_\_\_\_ color. BLM is also responsible for managing the subsurface mineral resources for a much larger area shown in \_\_\_\_\_ color. The insight that you and others provide will become base information to aid the BLM in identifying its role in the community and when collaborating with partners to formulate a responsive management plan of the area, the resources and the services needed to support desired future.

Remember that the information you provide is anonymous and confidential. Because we want to avoid associating the input we receive with individual names, we've assigned a "Letter" to each of you (you can find that letter on the back of the clicker sitting in front of you). This allows us to keep each of your comments together, without your names.

We want you to feel free to express your views and not be threatened by anyone else in the room. Hitchhike on things others say if you want, but please don't criticize what they say. We are interested in the range of perspective, not judging perspective.

Feel free to change your views, and don't worry if what you have to say is the same or differs from what others say—even if you know they disagree. Our goal is to learn what matters to each of you. So let's all use our manners and not interrupt others, or argue with their opinions. We'll work hard to create and maintain an open and permissive environment, remain neutral ourselves, and give everyone an opportunity to be heard—all as time allows.

To make sure we cover the same ground in each of these meetings, we're following a consistent format. Please stay involved to the end. We hope to finish this meeting by \_\_\_\_\_.

"We're going to capture your concerns and desires through your audience polling devices or "clickers," on flip charts, and through audio recording so that we can go back and fill in the blanks on anything we miss in other ways. As part of the focus group process, we will be using the i>clickers that you were handed when you came in. Please turn your clicker units on at the top when we ask for you to record your input through the i>clicker. You can do so by pressing the on/off button at the bottom of the clicker unit until the power light at the top of the unit stays on. If your i>clicker turns off during the presentation, simply press and hold the on/off button again to turn it back on.

When you push a letter choice (A–E) it will be recorded anonymously by the receiver unit plugged into my laptop. You are free to change your selection until I close the voting, which I will announce before I do it. We will not be using the clickers on every question, but they are an effective tool for us to be able to assess the intensity of your concerns regarding issues that are raised. My assistant \_\_\_\_\_, is a student at Colorado Mesa University, and I have asked him/her to join us today and take notes on your responses.

To be fair to everyone, we need to stick to our meeting format and keep the discussion appropriately focused. Let us begin.”

(Responses to questions with a menu will be recorded through i>clickers, those who select other will be prompted to identify what that “other” is, if they want to. Open-ended questions will be recorded on separate flip chart pages with identifying question prompt at the top of the page).

Q1: While we might wear many hats at different times and in different situations when thinking about the area described earlier, what is your primary association with the BLM public lands in the Eastern Colorado/Royal Gorge Field Office as pictured on the map on the wall?

- A. Local resident of a community near those lands
- B. Visitor to those public lands
- C. Community leader (elected or unelected)
- D. Member/staff of an organized stakeholder group
- E. Other

Once you have decided on a primary affiliation, leave that hat on for the rest of your responses in this focus group to be sure there is a consistency of perspective.

Q2: How long have you been associated with the lands in the Royal Gorge Field office with the affiliation you indicated in the previous question?

- A. Less than 1 year
- B. 1–3 years
- C. 4–10 years
- D. Over 10 years
- E. Other

Q3: How involved have you been with the BLM in the planning or managing of these lands?

- A. I have not been involved prior to this meeting
- B. I have rarely been involved
- C. I have been somewhat involved
- D. I have been regularly involved
- E. Don't know

Q4: What are the things you like about living in or visiting this community? What characteristics make it a special community to you?

(Open-ended list recorded on flip chart visible to all)

Q5: On a scale of A to E, how important is this characteristic or value of this community to you?  
Characteristic\_\_\_\_\_.

- A. Unimportant
- B. Of little importance
- C. Neither important nor unimportant
- D. Somewhat important
- E. Very important

(To be repeated for all characteristics listed— similar characteristics can be grouped—moderator will make sure it is clear which characteristic is being polled each time, and assistant will keep written record of the sequence of characteristics polled).

Q6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

(Open-ended list recorded on flip chart visible to all)

Q7: Describe your vision for your community's future....the way it should be 20 years from now.

(Open-ended list recorded on flip chart visible to all)

[Statement to make before going on to the next Q (or in the introduction): The BLM Royal Gorge field office has created landscape units. The office tried to create units that, within a unit, potentially have similar issues, vision, priorities, management objectives, and management decisions. These units are shown on the map (*display a map with the units shown*)].

Q8: Which of these units is most important to the vision you described for this community?

- A. Unit 1
- B. Unit 2
- C. Unit 3
- D. Unit 4
- E. Unit 5

Q8.1: Describe your long-term vision or your goals for BLM public lands and federal minerals 20 years from now in the Royal Gorge Field Office. Please keep in mind the multiple-use mission of the BLM; how should BLM manage the lands and minerals in this landscape unit to achieve your vision?

(Open-ended list recorded on flip chart visible to all)

Q8.2: What are some priorities that should be included in the management of this landscape unit? For example, priorities could include concepts such as protecting big-game migration corridors; managing for a fire-resilient landscape; protecting public water supplies; recreation and tourism; or even developing minerals to maximize revenues.

Q 8.3: On a scale of A to E how important is priority \_\_\_\_\_ in unit \_\_\_\_ for you?

- A. Unimportant
- B. Of little importance
- C. Neither important nor unimportant
- D. Somewhat important
- E. Very important

(To be repeated for all priorities listed—similar priorities can be grouped—moderator will make sure it is clear which characteristic is being polled each time, and assistant will keep written record of the sequence of priorities polled).

Q9: Given the characteristics of your community that are important to you, the vision you have for the future of community and the role that BLM lands play in both of those, Over the next 15–20 years, what do you think are the most important social, environmental, and economic values/concerns that BLM planners should keep in mind as they move through the resource management plan planning process?

(Open-ended list recorded on flip chart, divide flip chart page into 3 labeled columns for social, environmental and economic)

Q10: Is there anything the BLM could do in this RMP planning process that would **positively** affect your community here?

(Open-ended list recorded on flip charts visible to all)

Q11: Is there anything the BLM could do in this RMP planning process that would **negatively** affect your community here?

(Open-ended list recorded on flip charts visible to all)

Q12: Other issues/comments/suggestions concerning:

1. Public lands
2. The land use planning process, or
3. This small group discussion.

(Open-ended discussion with comments recorded on flip chart visible to all)

“Thank you for your time and participation in our focus group. Your responses are vital to a successful planning process that takes account of the hopes and concerns of the communities that are affected by or affect public lands nearby. These responses will be compiled with the responses of other focus groups we are conducting in the area. We will report the results to the BLM who will incorporate those responses into their RMP planning efforts. In June, there will be a public process to gather more specific comments and concerns, called a scoping process,

which will help develop a series of alternatives for the revised RMP. The BLM will ask the public to review and comment on the management alternatives. Then a draft resource management plan will be written and available for further public comment period and later, a record of decision approving the new RMP. We encourage you to stay active in the process throughout. Our report on this community engagement will be available on the BLM's website (RGFO RMP page). Thank you again for your time. Have a good day.”

# **Appendix B: Focus Group Meeting Schedule**

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**Table 3. BLM-RGFO 2015 Community Engagement Meeting Schedule**

<b>Location</b>	<b>Meeting Date</b>	<b>Meeting Time</b>
<b><u>Greeley</u></b> Greeley Recreation Center, 651 10th Ave.	May 18	7:00–9:00 pm
<b><u>Golden</u></b> Denver Marriott West, 1717 Denver West Blvd.	May 19	3:00–5:00 pm
<b><u>Fairplay</u></b> Fairplay Community Center, 880 Bogue St. (fairgrounds)	May 20	2:00–4:00 P.M.
<b><u>Salida</u></b> Salida High School, 26 Jones Ave.	May 26	7:00–9:00 pm
<b><u>Leadville</u></b> National Mining Museum, 117 East 10th St.	May 27	5:30–7:30 pm
<b><u>Walsenburg</u></b> Huerfano County Community Center, 1038 Russell	June 2	7:00–9:00 pm
<b><u>Cañon City</u></b> Washington Elementary School, 606 N. 9th St.	June 3	7:00–9:00 pm

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# **Appendix C: Focus Group Flip Chart Notes by Community**

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## RGFO Community Engagement Focus Group Flip Chart Notes

Compiled by CMU—Meetings in May and June 2015

### Focus Group 1: Greeley, 5/18/2015

Question 4: What are the things you like about living in or visiting this community?

- Agricultural Focus
- Oil & Gas

Question 6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Federal Mineral Estate - Management

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- No answers

Question 8.1: Describe your long-term vision or goals in the next 20 years for the BLM managed lands in the landscape unit identified:

- No answers

Question 8.2: Describe your vision for how the RGFO should manage BLM lands & the federal mineral estate to achieve the long-term goals stated in the previous question:

1. Minimal water regulations
2. Agriculture
3. Minimize drilling risks
4. Maintain reasonable access to minerals
5. Allow market to determine mineral extraction rate

Question 9: Most important social, economic, and environmental values/concerns that BLM planners should keep in mind:

Social	Economic	Environmental
Lose Voice of Ag?	Urban-Rural Balance	
	Agricultural Dependence on Infrastructure	
	BLM Overreach?	

Question 10: Anything the BLM could do to positively affect community here?

- Boundary change with respect to representation
- “Ag” Eastern Colorado
- Denver Metro is not Northeast Colorado

### **Focus Group 2: Denver, 5/19/2015**

Question 4: What are the things you like about living in or visiting this community?

- Employment
- Natural resources
- Close proximity to public lands for recreation
- Wildlife
- Open space
- Scenic beauty
- Natural areas
- Live in mountains
- Quality of life
- Urban/Wild interface
- Pure Air/Water
- Opportunity to find solitude
- Weather
- Economic diversity/vitality
- Raise kids in the outdoors

Question 6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Protection or loss of lands
- Speed of change – boom/bust
- Industrial acts result in toxic air & water
- Climate change
- New road systems
- Multiple uses/single use
- Connecting wildlife and scenic lands
- Connecting public lands and additional recreation
- Development: rural to industrial
- Land reclamation
- Fragmented mineral estate affects all

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- Renewable Energy
- Protected habitats & recreation as population increases
- Protect water quality
- Present nature state still intact
- Ag lands still productive
- Diversified renewable energy infrastructure
- Cleaner transportation options
- Thriving wildlife populations
- Lands reclaimed
- River systems & corridors protected
- Good relationships with Colorado public land agencies

Question 8.1: Describe your long-term vision or goals in the next 20 years for the BLM-managed lands in the landscape unit identified:

- Area 3 Pawnee Grasslands scenic & animal life
- Area 1 Arkansas river wildlife connectivity
- Developed in an orderly manner across the landscape
- Strong balance between extraction & nature details
- Area 5 renew leases on county properties
- Area 1 maintain scenic/natural landscapes
- Area 3 protect surface area and wildlife populations
- Ensured opportunities for non-motor access
- Area 5 preserving solitude and undeveloped landscape
- Area 5 wetlands & water quality
- Climate change
- Steer away from fossil fuels
- Area 2 Wildlife diversity
- Wilderness characteristics maintained
- Area 1 Leasing/Spanish Peaks
- Fort Carson effects

Question 8.2: Describe your vision for how the RGFO should manage BLM lands and the federal mineral estate to achieve the long-term goals stated in the previous question:

- Area 3 Slow gas & oil development
- Resource extraction & water quality
- Protecting critical winter range

- Area 5 Gold Medal streams
- Protect large intact blocks of habitat
- Array of Biodiversity
- Minimize impacts
- Surface lands/work with other agencies
- Areas 1 & 5 decrease tourism

Question 10: Anything the BLM could do to positively affect community here?

- Continue extensive public engagement
- Info-release informally
- Keeping planning public eye
- Transparency
- Releasing inconvenient info
- Online opportunities
- Inform surface/subsurface
- See connections between process and product
- Specific issues meetings

Question 11: Anything the BLM could do to negatively affect community here?

- Focus on money generated
- Don't multiply uses during RMP

### **Focus Group 3: Fairplay, 5/20/2015**

Question 4: What are the things you like about living in or visiting this community?

- Quality of life
- Natural environment
- Historic resources
- Rural character
- Peace & quiet
- Quiet recreational activities
- Other recreational activities
- Views
- Air & water
- Wildlife
- Natural resources
- Privacy and isolation
- Large public open areas

- Unobstructed views
- Beauty
- Hunting and fishing
- Affordability
- Species diversity
- Interesting people
- Low population density
- Pristine h20
- Dark skies
- Prehistoric resources

Question 6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Land values
- Natural resource availability
- Archeological heritage
- Wildlife populations
- connectivity to all spaces
- Roads & bridges
- Air and water impact (quality & quantity)
- Safety concerns with oil & gas mining
- Quality of life
- Noise
- Property enjoyment
- Dark sky danger
- Fault line locations
- Economy boost
- Personal safety
- Pristine environment (hunting, target)
- Geology & water resources
- Boom/bust?
- Community roots
- Surface scarring
- Mineral rights questions
- Spillage responsibilities
- Additional demands on government and emergency resources
- National recognition and regard

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- Rural
- Change: robust & protected wildlife
- Glacial vestige?
- Open spaces preserved
- Stars!
- Quiet – peaceful
- Improved enforcement of motorized activity
- Growth plan
- Prudent reaction to uncontrollable change
- Improved communications infrastructure
- Ranches prospering
- Specialized protected pockets
- General protection of Question 4
- More emphasis on protection

Question 8.1: Describe your long term vision or goals in the next 20 years for the BLM-managed lands in the landscape unit identified:

- Keep land open
- Greater separation between recreation types
- Greater rule enforcement
- Keeping land under BLM control
- LWC access – managing for multiple uses
- Adequate planning to minimize risk
- Adequate funding
- Local management
- Protect & enhance quiet and non-motorized vehicles

Question 8.2: Describe your vision for how the RGFO should manage BLM lands and the federal mineral estate to achieve the long term goals stated in the previous question:

- Unit 5 protect migratory corridors
- Unit 5 Protect water supply corridors
- Unit 5 & 1 Fire resilient landscapes
- Unit 5 Develop mineral resources
- Unit 5 Preserve of historic property
- Unit 5 Review and maintain 2005 RMP amendment
- Unit 5 Public education

- Public accessibility
- Vigorous EIS for RMP
- Unit 5 Partnership with all agencies

Question 9: Most important social, economic, and environmental values/concerns that BLM planners should keep in mind:

<b>Social</b>	<b>Economic</b>	<b>Environmental</b>
Clean Water	Clean Water	Clean Water
Unique Unit 5 Character	Unique Unit 5 Character	Unique Unit 5 Character
Limited Med facilities		HAZMAT Response Time
Extreme Sports		Increased Use of Public Lands
Recreation & Ranching		
Exponential Growth on Front Range		
Transportation		
Experts- feasibility		

Question 10: Anything the BLM could do to positively affect community here?

- Extend scoping period
- Facilitate stakeholders in the RMP process
- Share information in a timely manner
- Release preliminary drafts
- Newspaper info
- Link on county website
- Community engagement meetings
- Build on data other entities have collected
- Mandate full disclosure on fracking chemicals
- Utilize social media
- Utilize local residents knowledge of travel issues

Question 11: Anything the BLM could do to negatively affect community here?

- Ignore citizenry
- Look at all impacts to natural processes
- Fully understand state BLM purviews
- Do not categorize Unit 5's unique environment with other units
- Do not fail to interact with all stakeholders
- Do not only consider economics
- Do not overlook critical habitats

## Focus Group 4: Salida, 5/26/2015

Question 4: What are the things you like about living in or visiting this community?

- Outdoors
- Variety of Recreational Activities
- Variety of Landscapes
- Climate
- Top 100 small art communities
- History
- Easy access to outdoors
- Best hunting/fishing in Colorado
- Peace & Beauty (Center of universe)
- Natural soundscapes, viewscapes, & wildlife
- Citizen involvement
- Huge amount of public land
- Gold and gem access
- Wide open spaces
- Diverse ecological habitat
- Ag community provides open space
- Oasis from rest of world
- Intact land & waterscapes
- High desert to alpine habitat zones
- Traditional ways of life
- A river

Question 6: How do BLM managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Shared public access
- Grazing allotments allow adjoining private lands to remain undeveloped
- Lands are critical
- Management practices determine fate of previous character
- Past positive and proper management practices
- Management can protect sensitive and scenic lands
- Potential damage
- Proper management allows public use and appreciation
- Economic support
- Can BLM specify gas & oil use on public lands
- The conflict of a split estate

- Manage or regulate to lose historic use

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- Renewable energy
- Free access for all citizens to public land
- Sustainable trails
- Open space/clean river/mountains
- Community maintains sustainability
- Protection of wilderness & sensitive wild
- Little sprawl
- Equal access for all user groups
- Robust & unfragmented wildlife habitat
- Water conservation
- Ecological processes protected & preserved
- Public land is still public land
- Today's mandate still intact
- Low impact public transport infrastructure
- No contribution to climate change
- Maintain historically permitted uses
- Maintain ag production and open lands

Question 8.1: Describe your long term vision or goals in the next 20 years for the BLM-managed lands in the landscape unit identified:

- Unit 1 Oil, gas, and coal still in the ground
- Unit 1 All access still there
- Unit 1 No uranium mining
- Unit 1 Wilderness stays wilderness
- Unit 1 Maintain eco processes as today
- Unit 1 BLM retains land held today
- State healthy and frackless
- Increased management to deal with increasing demand & increasing population
- Increased understanding of migration corridors
- Transparent BLM communication
- Multiple-use doctrine still alive & well
- Unit 1 no more new wilderness areas or national monuments
- Active timber thinning and logging to reduce fire
- Unit 1 continued cooperation with state & local government in BLM planning

- Adequate funding for year-round maintenance
- BLM receives revenue for resource extraction on public lands
- Any commercial activity should give back to community
- Prevent incidental damage to adjacent non BLM lands
- Managing for multiple use
- Protect lands & educate new users as population grows
- Conflicts between user groups and adjacent non BLM lands considered
- Funding for goals encouraged

Question 8.2: Describe your vision for how the RGFO should manage BLM lands & the federal mineral estate to achieve the long term goals stated in the previous question:

- Protect qualified wilderness areas & wildlife
- Developing minerals to maximize revenues
- Future generations
- Protect recreational opportunities in public lands
- Careful watch on mineral extraction
- Protect public water supplies
- Protect public water supplies
- Increased fire suppression funding
- Increased management to protect natural resources
- Maintain historic multiple uses
- Continue community engagement
- Managing for fire resilient landscape
- Protect the public view from art projects
- Interagency landscape planning
- Travel management
- Maintain current species corridors
- Increase BLM presence on BLM lands

Question 10: Anything the BLM could do to positively affect community here?

- Not all oil/gas/coal leases renewed
- Insure open multiple use access to all
- Consider conflicts between user groups and those adjacent to public lands
- Listen to those living next to possible development
- Regulate bike trails in sensitive areas
- Consider management conflicts between agencies
- Striving for a representative sample for focus groups
- Provide enhanced public info of planning process

- Advertise stores, radio, TV, newspapers as to planning process
- Keep citizens involved as volunteers to protect BLM resources
- Reach out to local governments & officials
- Consider nontraditional management area prescriptions
- Remember importance of ag lands to land management's policies
- Continue implementing education & enforcing decisions

Question 11: Anything the BLM could do to negatively affect community here?

- Ignore public input
- Not recognize public land value to local economy
- Push multiple use in all areas even where not appropriate
- Loss of water and water rights
- Stop education
- Allow mineral company destruction without refurbishment
- Allow destruction for money

### **Focus Group 5: Leadville, 5/27/2015**

Question 4: What are the things you like about living in or visiting this community?

- Accessibility to outdoor activities
- Open space
- Area history
- Enjoy the mining heritage
- Active lake county attractions
- Local business community
- Clean air/water
- Not crowded
- Lake county abundance of mineral wealth

Question 6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Many viewsheds throughout area
- Road access blockage
- Permitting process difficulties
- New mining territory difficulties
- Road structure and maintenance
- Recreational access to the Arkansas River headwaters
- Mining restrictions on Arkansas River

- Game corridor disagreement
- Gas and oil access infrastructure across BLM lands

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- Prosperity through natural resource recovery
- Sustainable medical & educational facilities
- Not a valley full of condos

Question 8.1: Describe your long term vision or goals in the next 20 years for the BLM-managed lands in the landscape unit identified:

- Public access open for all purposes
- Better rapport with all stakeholders
- Keep public informed about planning process
- Keep communities involved
- Be aware of reclamation efforts by miners
- Transparency of rules and regulations
- Better attitudes, better knowledge

Question 8.2: Describe your vision for how the RGFO should manage BLM lands and the federal mineral estate to achieve the long term goals stated in the previous question:

- Public Water supplies
- Keep open access
- Fishing/wildlife issues
- Arkansas river issues
- Land owner issues
- Fire mitigation
- Developing minerals to maximize revenues
- Allowing for utility corridors
- Sensible grazing on ranchland/rangeland

Question 9: Most important social, economic, and environmental values/concerns that BLM planners should keep in mind:

<b>Social</b>	<b>Economic</b>	<b>Environmental</b>
BLM Control of info	BLM Control of info	BLM Control of info
	Possible revenue loss with restricted resource harvesting	Water & wetlands
	Curbs tourism	
	Curbs hunting	

<b>Social</b>	<b>Economic</b>	<b>Environmental</b>
	Renewable energy development	Renewable energy development

Question 10: Anything the BLM could do to positively affect community here?

- Local representation
- Interagency cooperation and simplification
- Highly educated BLM planners
- Inform community of decision making process

Question 11: Anything the BLM could do to negatively affect community here?

- All previous negative actions and perceived results
- BLM conservation fund situation? No.
- 1872 Mining law adherence and abiding

Question 12: Other concerns:

- Group should be larger
- More/earlier notification
- New listening process has possibilities

### **Focus Group 6: Walsenburg, 6/2/2015**

Question 4: What are the things you like about living in or visiting this community?

- Pristine environments
- Open lands
- Cheap lands
- Wildlife
- Wilderness
- Clean water
- Recreational opportunities
- Quiet
- Dark skies
- Unobstructed views
- Unique geology and environments
- Historic sites
- Little pollution
- Grazing lands
- Ag area/culture

- Scenery
- Clean air
- Stable local communities
- Small businesses
- Renewable energy interests
- Mineral resources
- Resident environmentalists
- Low population
- Low traffic
- Small community
- Local food growth
- Legal weed
- Hiking, skiing, backpacking
- Strong art and music community
- Hunting/fishing
- Proximity and access to public lands
- Spanish peaks
- Wetlands
- Wildlife corridors

Question 6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Direct threat to quality of life
- Direct endangerment of environment and wildlife
- Provides employment for a poor county
- Mineral rights, ownership issues
- BLM actions may threaten property values
- Mineral development may pollute air/water
- Noise pollution
- Water rights issues
- Impact public health, welfare, and safety
- Scenic impact
- May ignore unique geology
- Increases traffic
- Conflicts with local land use plans
- BLM positively impacts those stated above (many-not all)
- Reclamation standards and practices
- Analysis of reclamation efforts

- Grazing and ag dangers
- Tainted water table
- Variety of ecosystems/variety of philosophies
- Fracking/water pollution
- Keep public lands public
- Provide revenue for local governments
- Use of scarce water resources
- Light pollution
- Split estate inhibits real estate investments
- Drill equipment obstructs views
- Developing of minerals can impact local infrastructure and groundwater
- Fear of control and individual rights
- Jobs from reclamation
- Corporate greed without concern for above issues

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- Interagency cooperation and coordination
- Regular communication with public transparency
- Family estate/life unhampered by mineral development
- Abolition of split estate
- Strong local organic agriculture
- A clean healthy environment
- Keep our water here
- Local food production
- Healthy citizenry/no smoking
- BLM established resource carrying capacities as baseline for future decisions
- Large healthy wildlife population
- Clean water and air a priority over mineral production
- Good schools
- Concerted effort to incorporate all above into a strong economy
- Prosperous community with full employment
- No fossil fuel extraction
- 100% renewable energy
- Sustainable communities
- Health safety and welfare of local community not prevented by state and federal law
- Pristine/wild/historic qualities preserved
- Hunting/fishing rights preserved

- Certain areas designated special (off limits to oil and gas)
- Reasonable revenue sharing between federal and local governments
- Steps taken to mitigate climate change at landscape level
- We are the standard for unified effort (local community values)

Question 8.1: Describe your long-term vision or goals in the next 20 years for the BLM-managed lands in the landscape unit identified:

- Discontinuation of coal and mineral production
- Lease to renewable energy
- Permit renewable energy in BLM land
- Manage previous clean up problems first, before more land is released
- County a partner in decision making and policy development
- Protect wildlife and movement corridors to the greatest extent possible
- Regulate air and water levels before, during, and after extraction
- Careful rule and law creation (casual collection as an example)
- BLM pays its own way
- Split estate mineral development and sustained land
- All extraction subject to clean air act
- BLM effects on BLM land only

Question 10: Anything the BLM could do to positively affect community here?

- Score the management plan with context and accountability
- Bear in mind Clinton's action when planning for the future (environmental justice)
- Protect wilderness character of Cucharas Canyon
- Easy access to public resource data
- Acknowledge global warming
- Acknowledge social cost of carbon
- BLM should develop management procedures that take into account public concerns
- Give public alternatives and choice
- Become familiar with a unique geology
- Survey scenic areas
- Develop alternative plan for resources when minerals are gone
- Consideration of surface water impact
- Consider impact of development on private land

Question 11: Anything the BLM could do to negatively affect community here?

- Fail to do positive things

Question 12:

- BLM should use administrative designations to manage for multiple use
- Protect participants concerns and deal with threats listed
- Watershed protection
- Fire resilience funding
- Fire mitigation techniques
- Beetle-kill contributions
- Schedule meetings when local officials can attend
- Meetings in other half of Royal Gorge region
- BLM act as stewards and public servants
- BLM road closures mean access restriction

**Focus Group 7: Cañon City, 6/3/2015**

Question 4: What are the things you like about living in or visiting this community?

- Trails
- Canyon
- Wildlife
- Plants
- Recreational opportunities
- Mineral collection
- Arkansas river
- Access to public lands
- Fascinating geology
- Gateway to mountains
- Archaeological sites
- Paleontological features
- Climate and sunshine
- Fishing and hunting
- Camping
- Freely walk in nature
- People
- Rich settler and mining history
- Diverse wild characteristics
- History
- Ag and ranching

Question 6: How do BLM-managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Multi-use trail building for a variety of purposes and access
- Mineral rights and surface conflicts
- Land consolidation through exchanges
- Acted to preserve environmental assets
- Impacts wildlife habitats
- Proposed canyon artwork
- BLM interpreted sites impact tourism
- Preserved paleontological sites
- Issue licenses and permits for above mentioned
- Individual residents have access to minerals
- Work with Arkansas headwaters to protect recreational resources
- Provide info to those visiting
- Protect resources from commercial overuse

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- More trails with improved handicap access
- Protected wildlife
- Keep things preserved
- Curb increase in restrictions to access
- A better educated population in geology and paleontology
- No change in the 1872 mining law (claim declaration and habitat)
- Land in a better condition
- Defend small miners from corporate miners
- More respect for natural resources
- Public lands pollution-free
- Continue well managed ag leases
- Protection from climate change
- Educate the young about natural resources and their importance
- Utilize Arkansas river in daily lives
- Continue fishing and hunting opportunities
- Railroad should stop parking cars
- Preserve the ecosystem of Arkansas River
- Pueblo to Salida bike trail
- Float Canon City to Pueblo Reservoir to mitigate obstructions

Question 8.1: Describe your long-term vision or goals in the next 20 years for the BLM managed lands in the landscape unit identified:

- Retain 1872 mining law
- Keep public land open to public
- Do not allow oil and gas exploitation
- Keep minimal restrictions on public use
- Consolidate land patterns for improved access
- Keep roads and trails to multiple transportation options
- Manage landscapes
- New trails with fee for maintenance
- New fees stay in Colorado
- Fund BLM personnel
- Wider tax base from more participants
- Maintain Taylor Grazing Act
- Volunteer use—more and stronger
- Protect wildlife habitats and preserve hunting and fishing opportunities

Question 8.2: Describe your vision for how the RGFO should manage BLM lands & the federal mineral estate to achieve the long term goals stated in the previous question:

- Identify critical wildlife habitats
- Identify critical aquifer levels and runoff loss
- Manage and maintain trails for all users
- Shoot for fire resilience
- Manage for healthy ecosystems
- Enhance tourism
- Improve water quality
- Reseed and plant new trees and the right trees
- Administrative designations to preserve large roadless areas
- Handicap access to all areas
- Protect aquifers from oil and gas

Question 9: Most important social, economic, and environmental values/concerns that BLM planners should keep in mind:

<b>Social</b>	<b>Economic</b>	<b>Environmental</b>
Communicate as a whole	Communicate as a whole	Communicate as a whole
Health of Ecosystem	Health of Ecosystem	Health of Ecosystem
Reasonable and Balanced	Reasonable and Balanced	Reasonable and Balanced
	Positive role of ranching	Positive role of ranching

<b>Social</b>	<b>Economic</b>	<b>Environmental</b>
Role of recreation	Role of recreation	Role of recreation
Role of environment is key	Role of environment is key	Role of environment is key
Casual mineral collector or trail user	Casual mineral collector or trail user	Casual mineral collector or trail user

Question 10: Anything the BLM could do to positively affect community here?

- Continue collecting and sharing data
- Show accountability in measuring progress
- Better communication about online focus groups
- More detailed map
- Make sure the RMP is adaptive
- Include community partners
- Continue positive relations between BLM and ranching

Question 11: Anything the BLM could do to negatively affect community here?

- Don't accept input
- Close trails
- Exclude particular groups
- Fail to address concerns

### **Focus Group 8: Digital Web-Based Focus Groups**

Question 4: What are the things you like about living in or visiting this community?

- Large natural open spaces
- Important cultural sites and complex cultural history
- Scenic landscapes
- Natural resources
- Minerals
- Small, tight-knit communities
- Access to non-motorized recreation
- Agricultural landscapes, economies
- Low key quiet
- Out of rat race
- Surrounded by nature
- Access to ecosystems
- Different ecosystems

- Open space
- Lower populations

Question 6: How do BLM managed public lands and the federal mineral estate in the area influence these characteristics you just described?

- Sometimes in conflict with one another
- Need to coexist
- Given the amount of public land they can have a great influence
- Tremendous
- Directly adjacent to community
- Provide quiet areas to get away of big city
- Refuge for recreation and haven for wildlife
- Provide ecosystems and natural connection
- Geothermal leasing could potentially negatively impact community characteristics

Question 7: Describe your vision for your community's future... the way it should be 20 years from now:

- Economically vibrant, preserved enviro - good air quality, water quality, etc.
- Emphasis on outdoor rec opportunities/economy
- Managed development with regard to sprawl
- In terms of economic vibrancy, I might have better said diversity vs. dependent on one type of economic activity
- Expansion of solar and wind energy resources
- Managing population growth is biggest issue (residents and tourist increase)
- Retain some of the open space and quiet characteristics
- Concentrate people in smaller areas and avoid sprawl
- Public visitation and development is form of pollution, dispersal is not a solution
- Manage growth
- Could involve more regulation

Question 8.1: Describe your long-term vision or goals in the next 20 years for the BLM-managed lands in the landscape unit identified:

- Preserve the open spaces, the wilderness, and keep the minerals in the ground
- Protect current environmental resources - water, wildlife, open space
- Maybe a role for mineral development, but appropriately done, with strong consideration of other unique enviro and cult resources
- Have more of a presence on the ground
- Our improve terrible air quality in this region

- Unit A - Manage growth, visitation and development
- Unit A- Do not need to balance because the uniqueness of several areas such as WSA, recreational - unique characteristics need to be preserved
- Unit A- Doesn't have to be multiple use everywhere
- Unit A- Look at how lands are managed in other areas beyond field office
- Unit A- Can't be everything to all people
- Unit A- Special natural areas that should be preserved
- Unit A- Can't be multiple use everywhere
- Unit A- Think outside field office boundary as a box
- Unit A- Manage growth visitation and development

Question 8.2: Describe your vision for how the RGFO should manage BLM lands & the federal mineral estate to achieve the long term goals stated in the previous question:

- Protecting water, managing fire-resilient landscape all for unit D.
- Protecting wildlife corridors and habitat should be prioritized in all regions.
- Would like to see BLM take more responsible approach to mineral dev throughout; also need to consider existing development. my comments are in reference to unit D, even though I would prefer to see them apply to all the units.
- Managing for species diversity in all units.
- E.g., C and B heavily developed. Cumulative impacts to enviro resources should be factored in.
- Also, important to consider protected and sensitive places, such as national park units, monuments.
- Minimal fragmentation of the landscape for development or motorized rec - all units but higher priority on A and E.
- There are protected places throughout planning area.
- Importance of enviro values/quality of life as economic drivers.
- Unit A - Protect important wildlife habitat and natural areas (natural and untrammelled areas).
- Unit A - Migration corridors and plant communities.
- Unit A - As growth occurs on private lands, BLM lands will become increasingly important for these priorities (wildlife and plants).
- Unit A - Natural soundscapes—people move there to escape hustle and bustle of cities—natural quiet, maybe even zones for noise levels.
- Unit A - manage recreational shooting conflicts with other recreation. Some only 25 yards from soccer field.
- Unit A - Protect the viewsapes as well - scenic drives along the river - BLM lands provide the foreground viewsapes.

Question 9: Most important social, economic, and environmental values/concerns that BLM planners should keep in mind:

- People value BLM lands in area for rec, views, and environment - that is why they moved here.
- BLM lands provide economic base for the area - recreational (rafting, hiking, fishing hunting) - recreational tourism.
- Most important - managing and concentrating growth in visitation and use - concentrate in limited areas.
- Dispersed motorized camping should have designated areas or developed campground to manage waste, noise, pets, etc.
- Recreational shooting not everywhere, concentrate that activity in certain places - Caffe County shooting range as an example - free or at least limits close to other activities.
- Need to know what is acceptable in certain areas creates freedom.

Question 10: Anything the BLM could do to positively affect community here?

- Mindset needs to be conservation, preservation, and find new solutions to serious environmental problems.
- New Jobs are already being found as part of the new mindset.
- Recognize importance of ag communities in this region.
- We can have a new economy for all the communities outlined here.
- Also would like to acknowledge cultural sites/native American significance.
- Increased use on the thinking due to increase in population so could be a lot of uses.
- Good to consider the potential change in landscape from climate too.
- Manage for the long-term: protecting water and land resources
- Educate the public in the goals of the long-range plan.
- Involve community early, meaningfully. Most people don't learn about scoping process through traditional BLM communications channels.
- Continuous public engagement - similar to this forum.
- Example: I found tons of stats yesterday that were hard to understand. - not much media engagement about these meetings.
- Geographically targeted social media promotion; ads in local and alternative papers; public radio or other local radio promotion.
- Enforce existing regulations - required to come up with implementation for plans made.
- Consider landscapes that get a lot of snow, and discuss over-snow use. Pay attention to winter use when there is snow.
- People living in those communities value what they have now, worry is change will make it worse.

- Where they have adjacent land to developed private land, they need to be sensitive to the plan for the adjacent private land consider the effects of activity on BLM land.
- Listen to the residents themselves, not just the commissioners.
- Demographics are changing; non-labor income and retirees are coming in; that changes the goals from economic strictly.

Question 11: Anything the BLM could do to negatively affect community here?

- Allowing new or disturbing activities where impacts will drift across boundaries (i.e., noise and visual impact).
- Not protecting ecologically unique lands under their care - intrinsic value in undeveloped land Just knowing those lands exist is important.

# **Appendix D: Values and Priorities**

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**Table 4. Values and Priorities Articulated and Polled in Meetings (Coded by Theme)**

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
6	4 - Community value	Walsenberg	Proximity & access to public lands	1	
7	4 - Community value	Cañon City	Gateway to mountains	1	
4	4 - Community value	Salida	Outdoors	1	
4	4 - Community value	Salida	Ease of access to outdoors	1	
2	4 - Community value	Golden	Raising kids in/near outdoors	1	
2	4 - Community value	Golden	Close proximity to public lands	1	
7	4 - Community value	Cañon City	Access to public lands	1	
5	8 - Management priority	Leadville	Keeping open access	1	1
1	8 - Management priority	Greeley	Allowing market to determine access to resources in Unit C	1	3
3	8 - Management priority	Fairplay	Accessible public lands	1	9
6	4 - Community value	Walsenberg	Recreational opportunities	2	
7	4 - Community value	Cañon City	Trails	2	
4	4 - Community value	Salida	Variety of recreational activities	2	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
3	4 - Community value	Fairplay	Recreational activities	2	
7	4 - Community value	Cañon City	Recreational opportunities	2	
4	8 - Management priority	Salida	Protect recreational activities on public lands	2	1
7	8 - Management priority	Cañon City	Manage/maintain trails for all users	2	1
7	8 - Management priority	Cañon City	Enhancing tourism	2	1
8	8 - Management priority	Online group	Minimize fragmentation of landscape by development or motorized recreation—A	2	1
8	8 - Management priority	Online group	Minimize fragmentation of landscape by development or motorized recreation—E	2	5
3	4 - Community value	Fairplay	Dark skies	3	
6	4 - Community value	Walsenberg	Unobstructed views	3	
2	4 - Community value	Golden	Scenic beauty	3	
6	4 - Community value	Walsenberg	Wilderness	3	
6	4 - Community value	Walsenberg	Scenery	3	
7	4 - Community value	Cañon City	Diverse natural & wild characteristics	3	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
7	4 - Community value	Cañon City	Climate/sunshine	3	
4	4 - Community value	Salida	Variety of landscapes	3	
4	4 - Community value	Salida	Climate	3	
4	4 - Community value	Salida	Peace/beauty	3	
4	4 - Community value	Salida	Natural soundscapes/viewscapes	3	
2	4 - Community value	Golden	Weather	3	
2	4 - Community value	Golden	Natural areas	3	
3	4 - Community value	Fairplay	Natural environment	3	
3	4 - Community value	Fairplay	Views (unobstructed, natural, unscarred)	3	
3	4 - Community value	Fairplay	Unobstructed view	3	
3	4 - Community value	Fairplay	Beauty	3	
6	4 - Community value	Walsenberg	Darkness	3	
3	8 - Management priority	Fairplay	Area 1 fire resilient landscape	3	1
4	8 - Management priority	Salida	Increase funding for fire suppression	3	1

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
4	8 - Management priority	Salida	Managing a fire resilient landscape	3	1
5	8 - Management priority	Leadville	Fire mitigation	3	1
7	8 - Management priority	Cañon City	Manage fire resilient landscape	3	1
8	8 - Management priority	Online group	Fire resilient landscape —D	3	4
3	8 - Management priority	Fairplay	Area 5 fire resilient landscape	3	5
6	4 - Community value	Walsenberg	Stable local communities	4	
6	4 - Community value	Walsenberg	Low population	4	
6	4 - Community value	Walsenberg	Low traffic	4	
6	4 - Community value	Walsenberg	Small community	4	
6	4 - Community value	Walsenberg	Strong art/music community	4	
6	4 - Community value	Walsenberg	Resident environmentalists	4	
7	4 - Community value	Cañon City	People	4	
4	4 - Community value	Salida	Citizen involvement	4	
4	4 - Community value	Salida	Top 100 small art communities	4	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
3	4 - Community value	Fairplay	Interesting people	4	
4	4 - Community value	Salida	History	5	
6	4 - Community value	Walsenberg	Historic sites	5	
7	4 - Community value	Cañon City	Archaeological sites	5	
7	4 - Community value	Cañon City	Rich settling & mining history	5	
4	4 - Community value	Salida	Traditional ways of life	5	
3	4 - Community value	Fairplay	Historic resources	5	
5	4 - Community value	Leadville	Mining heritage	5	
5	4 - Community value	Leadville	History	5	
4	8 - Management priority	Salida	Maintain historical multiple uses	5	1
3	8 - Management priority	Fairplay	Area 5 preservation of historic resources	5	5
3	8 - Management priority	Fairplay	Partnership with national heritage area	5	9
3	4 - Community value	Fairplay	Hunting & fishing	6	
6	4 - Community value	Walsenberg	Legalization of weed	6	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
6	4 - Community value	Walsenberg	Hiking, skiing, backpacking	6	
6	4 - Community value	Walsenberg	Hunting	6	
6	4 - Community value	Walsenberg	Fishing	6	
7	4 - Community value	Cañon City	Freely walking in nature	6	
7	4 - Community value	Cañon City	Camping	6	
4	4 - Community value	Salida	Gold prospecting/gem-collecting opportunities	6	
5	4 - Community value	Leadville	Accessibility to activities	6	
4	4 - Community value	Salida	Hunting & fishing (best in CO)	6	
7	4 - Community value	Cañon City	Fishing & hunting	6	
5	8 - Management priority	Leadville	Fishing issues	6	1
2	4 - Community value	Golden	Open spaces	7	
6	4 - Community value	Walsenberg	Open lands	7	
4	4 - Community value	Salida	Huge amount of public land	7	
4	4 - Community value	Salida	Wide open spaces	7	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
2	4 - Community value	Golden	Wildland/urban interface	7	
3	4 - Community value	Fairplay	Large open areas	7	
5	4 - Community value	Leadville	Open space	7	
2	4 - Community value	Golden	Wildlife	8	
6	4 - Community value	Walsenberg	Pristine environments	8	
6	4 - Community value	Walsenberg	Little pollution	8	
6	4 - Community value	Walsenberg	Wildlife corridors	8	
7	4 - Community value	Cañon City	Plants	8	
6	4 - Community value	Walsenberg	Wetlands	8	
4	4 - Community value	Salida	Diverse habitat, ecological	8	
4	4 - Community value	Salida	Variety of zones of habitat	8	
4	4 - Community value	Salida	Intact land & waterscapes	8	
3	4 - Community value	Fairplay	Species diversity	8	
3	4 - Community value	Fairplay	Wildlife	8	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
6	4 - Community value	Walsenberg	Wildlife	8	
7	4 - Community value	Cañon City	Wildlife	8	
4	8 - Management priority	Salida	Protect wilderness areas/ wildlife	8	1
4	8 - Management priority	Salida	Maintain current species corridors	8	1
5	8 - Management priority	Leadville	Wildlife issues	8	1
7	8 - Management priority	Cañon City	Identify critical wildlife habitat	8	1
7	8 - Management priority	Cañon City	Managing for healthy ecosystems	8	1
7	8 - Management priority	Cañon City	Re-seeding & planting new trees	8	1
7	8 - Management priority	Cañon City	Identify critical wildlife habitat	8	5
8	8 - Management priority	Online group	Wildlife corridors and habitat—all	8	9
8	8 - Management priority	Online group	Species diversity—all	8	9
6	4 - Community value	Walsenberg	Quiet	9	
4	4 - Community value	Salida	Oasis away from world	9	
2	4 - Community value	Golden	Quality of life/balance	9	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
2	4 - Community value	Golden	Opportunity to find solitude	9	
3	4 - Community value	Fairplay	Quality of life	9	
3	4 - Community value	Fairplay	Rural character	9	
3	4 - Community value	Fairplay	Peace & quiet	9	
3	4 - Community value	Fairplay	Quiet resources	9	
3	4 - Community value	Fairplay	Privacy & isolation	9	
3	4 - Community value	Fairplay	Low human population density	9	
5	4 - Community value	Leadville	Not crowded	9	
2	4 - Community value	Golden	Pure (clean) air & water	10	
6	4 - Community value	Walsenberg	Clean air	10	
6	4 - Community value	Walsenberg	Clean water	10	
4	4 - Community value	Salida	River runs through it	10	
2	4 - Community value	Golden	Positive health benefits	10	
3	4 - Community value	Fairplay	Pristine drinking water	10	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
3	4 - Community value	Fairplay	Clean air & water	10	
5	4 - Community value	Leadville	Clean air and water	10	
4	8 - Management priority	Salida	Protecting public water supplies	10	1
5	8 - Management priority	Leadville	Public water supplies	10	1
5	8 - Management priority	Leadville	Arkansas issues	10	1
7	8 - Management priority	Cañon City	Improving water quality	10	1
7	8 - Management priority	Cañon City	Protect aquifer from oil & gas development	10	1
8	8 - Management priority	Online group	Protect water—D	10	4
3	8 - Management priority	Fairplay	Area 5 water supply	10	5
6	4 - Community value	Walsenberg	Spanish Peaks	11	
7	4 - Community value	Cañon City	Canyons	11	
7	4 - Community value	Cañon City	Arkansas River	11	
2	4 - Community value	Golden	Living in the mountains	11	
5	4 - Community value	Leadville	Lake County attractions	11	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
6	4 - Community value	Walsenberg	Cheap lands	12	
6	4 - Community value	Walsenberg	Small businesses	12	
6	4 - Community value	Walsenberg	Renewable energy interests	12	
2	4 - Community value	Golden	Employment	12	
2	4 - Community value	Golden	Economic diversity	12	
3	4 - Community value	Fairplay	Affordability	12	
5	4 - Community value	Leadville	Local business community	12	
1	4 - Community value	Greeley	Oil & gas	12	
1	4 - Community value	Greeley	Agriculture	13	
6	4 - Community value	Walsenberg	Grazing lands	13	
6	4 - Community value	Walsenberg	Agricultural area/culture	13	
6	4 - Community value	Walsenberg	Local food growth	13	
7	4 - Community value	Cañon City	Agriculture & ranching	13	
4	4 - Community value	Salida	Agricultural community provides open space	13	

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
5	8 - Management priority	Leadville	Sensible grazing on ranchland	13	1
2	4 - Community value	Golden	Natural resources	14	
6	4 - Community value	Walsenberg	Unique geology & environment	14	
7	4 - Community value	Cañon City	Mineral collection	14	
7	4 - Community value	Cañon City	Fascinating geology	14	
7	4 - Community value	Cañon City	Paleontological features	14	
6	4 - Community value	Walsenberg	Mineral reserves	14	
3	4 - Community value	Fairplay	Prehistoric resources	14	
5	4 - Community value	Leadville	Abundance of mineral wealth	14	
3	4 - Community value	Fairplay	Natural resources	14	
4	8 - Management priority	Salida	Develop minerals to maximize resources	14	1
4	8 - Management priority	Salida	Vigilance towards mineral extraction	14	1
5	8 - Management priority	Leadville	Developing minerals to maximize revenue	14	1
1	8 - Management priority	Greeley	Maintaining reasonable access to minerals in Area C	14	3

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
3	8 - Management priority	Fairplay	Area 5 mining	14	5
3	8 - Management priority	Fairplay	Area 5 develop mineral resources to maximum	14	5
4	8 - Management priority	Salida	Regard future generations	15	1
4	8 - Management priority	Salida	Increase management to protect natural resources	15	1
4	8 - Management priority	Salida	Community engagement	15	1
4	8 - Management priority	Salida	Protect public from art projects	15	1
4	8 - Management priority	Salida	Interagency landscape planning	15	1
4	8 - Management priority	Salida	Travel management	15	1
4	8 - Management priority	Salida	Increased BLM presence on BLM land	15	1
5	8 - Management priority	Leadville	Landowner issues	15	1
5	8 - Management priority	Leadville	Allowing for utility corridors	15	1
7	8 - Management priority	Cañon City	Administrative designations to preserve roadless areas	15	1
7	8 - Management priority	Cañon City	Handicapped & elderly areas	15	1
1	8 - Management priority	Greeley	Minimize additional regulations in Area C	15	3

<b>Focus Group No.</b>	<b>Question No.</b>	<b>Focus Group Location</b>	<b>Value/Priority</b>	<b>Code</b>	<b>Management Priority Area</b>
8	8 - Management priority	Online group	Minimize cumulative environmental impacts from development—C	15	3
8	8 - Management priority	Online group	Minimize cumulative environmental impacts from development—D	15	4
3	8 - Management priority	Fairplay	Area 5 keep 2005 RMP amendment protections	15	5
3	8 - Management priority	Fairplay	Area 5 public education	15	5
3	8 - Management priority	Fairplay	Vigorous & robust GIS to accompany RMP	15	9
3	8 - Management priority	Fairplay	Interagency cooperation	15	9
2	8 - Management priority	Golden	N/A		N/A
6	8 - Management priority	Walsenberg	N/A		N/A

# **Appendix E: Prevalence of Themes**

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**Table 5. Prevalence of Themes in Community Values and Management Priorities Mentioned in Meetings**

Code No.	Community Value Category	Community	No. of Values in Category
1	Access	Greeley	1
1	Access	Golden/Denver	2
1	Access	Fairplay	1
1	Access	Salida	2
1	Access	Leadville	1
1	Access	Walsenberg	1
1	Access	Cañon City	2
1	Access	Online group	0
<b>1</b>	<b>Access</b>	<b>Total</b>	<b>10</b>
2	Recreation	Greeley	0
2	Recreation	Golden/Denver	0
2	Recreation	Fairplay	1
2	Recreation	Salida	2
2	Recreation	Leadville	0
2	Recreation	Walsenberg	1
2	Recreation	Cañon City	4
2	Recreation	Online group	2
<b>2</b>	<b>Recreation</b>	<b>Total</b>	<b>10</b>
3	Settings	Greeley	0
3	Settings	Golden/Denver	3
3	Settings	Fairplay	7
3	Settings	Salida	6
3	Settings	Leadville	1
3	Settings	Walsenberg	4
3	Settings	Cañon City	3
3	Settings	Online group	1
<b>3</b>	<b>Settings</b>	<b>Total</b>	<b>25</b>
4	Community Character	Greeley	0
4	Community Character	Golden/Denver	0
4	Community Character	Fairplay	1
4	Community Character	Salida	2
4	Community Character	Leadville	0

<b>Code No.</b>	<b>Community Value Category</b>	<b>Community</b>	<b>No. of Values in Category</b>
4	Community Character	Walsenberg	6
4	Community Character	Cañon City	1
4	Community Character	Online group	0
<b>4</b>	<b>Community Character</b>	<b>Total</b>	<b>10</b>
5	Heritage	Greeley	0
5	Heritage	Golden/Denver	0
5	Heritage	Fairplay	3
5	Heritage	Salida	3
5	Heritage	Leadville	2
5	Heritage	Walsenberg	1
5	Heritage	Cañon City	2
5	Heritage	Online group	0
<b>5</b>	<b>Heritage</b>	<b>Total</b>	<b>11</b>
6	Activities	Greeley	0
6	Activities	Golden/Denver	0
6	Activities	Fairplay	1
6	Activities	Salida	2
6	Activities	Leadville	2
6	Activities	Walsenberg	4
6	Activities	Cañon City	3
6	Activities	Online group	0
<b>6</b>	<b>Activities</b>	<b>Total</b>	<b>12</b>
7	Scale	Greeley	0
7	Scale	Golden/Denver	2
7	Scale	Fairplay	1
7	Scale	Salida	2
7	Scale	Leadville	1
7	Scale	Walsenberg	1
7	Scale	Cañon City	0
7	Scale	Online group	0
<b>7</b>	<b>Scale</b>	<b>Total</b>	<b>7</b>
8	Biological Resources	Greeley	0
8	Biological Resources	Golden/Denver	1
8	Biological Resources	Fairplay	2
8	Biological Resources	Salida	4

Code No.	Community Value Category	Community	No. of Values in Category
8	Biological Resources	Leadville	1
8	Biological Resources	Walsenberg	5
8	Biological Resources	Cañon City	6
8	Biological Resources	Online group	2
<b>8</b>	<b>Biological Resources</b>	<b>Total</b>	<b>21</b>
9	Tranquil Escapes/Solitude	Greeley	0
9	Tranquil Escapes/Solitude	Golden/Denver	2
9	Tranquil Escapes/Solitude	Fairplay	6
9	Tranquil Escapes/Solitude	Salida	1
9	Tranquil Escapes/Solitude	Leadville	1
9	Tranquil Escapes/Solitude	Walsenberg	1
9	Tranquil Escapes/Solitude	Cañon City	0
9	Tranquil Escapes/Solitude	Online group	0
<b>9</b>	<b>Tranquil Escapes/Solitude</b>	<b>Total</b>	<b>11</b>
10	Air and Water Resources	Greeley	0
10	Air and Water Resources	Golden/Denver	2
10	Air and Water Resources	Fairplay	3
10	Air and Water Resources	Salida	2
10	Air and Water Resources	Leadville	3
10	Air and Water Resources	Walsenberg	2
10	Air and Water Resources	Cañon City	2
10	Air and Water Resources	Online group	1
<b>10</b>	<b>Air and Water Resources</b>	<b>Total</b>	<b>15</b>
11	Specific Settings/Locations	Greeley	0
11	Specific Settings/Locations	Golden/Denver	1
11	Specific Settings/Locations	Fairplay	0
11	Specific Settings/Locations	Salida	0
11	Specific Settings/Locations	Leadville	1
11	Specific Settings/Locations	Walsenberg	1
11	Specific Settings/Locations	Cañon City	2
11	Specific Settings/Locations	Online group	0
<b>11</b>	<b>Specific Settings/Locations</b>	<b>Total</b>	<b>5</b>
12	Economy	Greeley	1
12	Economy	Golden/Denver	2
12	Economy	Fairplay	1

<b>Code No.</b>	<b>Community Value Category</b>	<b>Community</b>	<b>No. of Values in Category</b>
12	Economy	Salida	0
12	Economy	Leadville	1
12	Economy	Walsenberg	3
12	Economy	Cañon City	0
12	Economy	Online group	0
<b>12</b>	<b>Economy</b>	<b>Total</b>	<b>8</b>
13	Agriculture	Greeley	1
13	Agriculture	Golden/Denver	0
13	Agriculture	Fairplay	0
13	Agriculture	Salida	1
13	Agriculture	Leadville	1
13	Agriculture	Walsenberg	3
13	Agriculture	Cañon City	2
13	Agriculture	Online group	0
<b>13</b>	<b>Agriculture</b>	<b>Total</b>	<b>8</b>
14	Physical Resources	Greeley	1
14	Physical Resources	Golden/Denver	1
14	Physical Resources	Fairplay	4
14	Physical Resources	Salida	2
14	Physical Resources	Leadville	2
14	Physical Resources	Walsenberg	2
14	Physical Resources	Cañon City	3
14	Physical Resources	Online group	0
<b>14</b>	<b>Physical Resources</b>	<b>Total</b>	<b>15</b>
15	Management Actions	Greeley	1
15	Management Actions	Golden/Denver	0
15	Management Actions	Fairplay	4
15	Management Actions	Salida	7
15	Management Actions	Leadville	2
15	Management Actions	Walsenberg	0
15	Management Actions	Cañon City	2
15	Management Actions	Online group	2
<b>15</b>	<b>Management Actions</b>	<b>Total</b>	<b>18</b>



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