

## Activity: Land Resources

### ACTIVITY SUMMARY (\$000)

Subactivity		2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
Soil, Water, Air Mgt	\$	34,430	34,683	+242	+11	34,936	+253
	FTE	252	240	0	+2	242	+2
Range Mgt	\$	70,594	69,754	+618	-192	70,180	+426
	FTE	756	715	0	+2	717	+2
Forestry Mgmt	\$	7,619	7,235	+62	+900	8,197	+962
	FTE	69	67	0	+5	72	+5
Riparian Mgt	\$	22,778	21,786	+188	-2	21,972	+186
	FTE	219	209	0	+2	211	+2
Cultural Resources Mgt	\$	14,159	14,382	+136	+182	14,700	+318
	FTE	141	137	0	+2	139	+2
Wild Horse and Burro Mgt	\$	29,629	29,717	+156	-451	29,422	-295
	FTE	188	181	0	0	181	0
Totals	\$	179,209	177,557	+1,402	+448	179,407	+1,850
	FTE	1,625	1,549	0	+13	1,562	+13

### ACTIVITY DESCRIPTION

In the *Federal Land Policy and Management Act*, Congress recognized the value of the remaining public lands by declaring that these lands would remain in public ownership. Congress also defined "multiple-use" management as "management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people." The Land Resource activity provides for integrated multiple-use management of public land renewable and cultural resources.

At the heart of this activity are three ecosystem types that are managed on a landscape basis (forest, fresh waters, shrub and grasslands). Conserving, restoring, and sustaining land and water health is the foundation for Land Resources management and is key to the Department's Draft Strategic Plan.

Forests include all areas with the presence of trees from the timber that is found in the Pacific Northwest to the Rockies, the trackless areas of Alaska, live oak woodlands in California, to the pinyon-juniper woodlands found in the Southwest. The streams, rivers, ponds, and wetlands comprise fresh water ecosystems. Grasslands and shrublands cover vast tracts of public lands and are widely referred to as "rangelands," including the sagebrush steppes of the Rockies and

Pacific Northwest, the prairies, the deserts of the Southwest and intermountain West, and the Alaskan tundra and shrublands.

Within each ecosystem the Bureau permits certain uses such as livestock grazing, timber harvesting and recreation. Public lands provide forage and timber products for public consumption, habitat for wildlife, cultural values, and thriving wild horse and burro herds. Each of the subactivities within the Land Resources activity contributes to healthy, productive, and sustainable public land resource ecosystems, values, and services.

All permitted activities can be sustained over time only if the land is actively being managed to restore and/or sustain a healthy condition. The programs in this activity, in concert with other programs, work together to support the BLM's strategic vision by providing renewable resources, commercial and recreational uses, public health and safety benefits through healthy forest ecosystems, healthy rangeland and watershed ecosystems, and properly functioning riparian habitat.

## Activity: Land Resources

### Subactivity: Soil, Water, and Air Management

#### SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	34,430	34,683	+242	+11	34,936	+253
FTE	252	240	0	+2	242	+2

#### 2004 PROGRAM OVERVIEW

The 2004 budget request for the Soil, Water, and Air Management program is \$34,936,000 and 242 FTE.

This subactivity supports the Resource Protection mission goal from the Department's Draft Strategic Plan by improving the health of watersheds and landscapes that are public lands in a manner consistent with the allotment and use of water. Key intermediate outcome measures of performance include increasing the percent of lands and waters managed or influenced by BLM for which condition is known. Primary outputs of performance to meet this measure include completing watershed assessments and monitoring water resources (see the "Soil, Water, and Air Management Performance Summary" at the end of this subactivity discussion). The Soil, Water, and Air Management program is responsible for the soil productivity and health, and water and air quality associated with 262 million acres of public lands within 11 western States and Alaska. The program strives to develop collaborative partnerships with other State and Federal agencies and other stakeholders. The program provides data and information about watersheds, the ecological processes operating within watersheds, and actions required to ensure that State and tribal water quality standards are met, while also providing for meeting multiple-use needs. Program success depends upon the involvement of stakeholders at the local, regional, and national levels. Working partnerships and interagency agreements promote better watershed management, which in turn protects water quality, State-identified beneficial uses of water and the health of aquatic systems.

In 2004, the principal program priorities are:

- Provide the soil, water, and air technical support data and information needed for new and renewed land use authorizations, stipulation compliance, and NEPA actions.
- Restore water quality and aquatic resource conditions in priority watersheds in support of State-designated water uses, through abandoned mine land cleanup partnerships, and

through continuing BLM measures to meet the international agreement for salinity of the Colorado River.

- Monitor soil, water, and air resources and processes to support Land Health Standards evaluations and to assure that Land Health Standards are met, or progress is being made towards meeting them.

Activities within this program include collecting and analyzing data on soils, water resources, and climatological inputs. These activities occur in response to land use authorizations, impact mitigation, resource monitoring, and basin-wide adjudications of water uses. Measures to comply with State and tribal water quality requirements (e.g., application of State-approved Best Management Practices) and BLM efforts to achieve Federal consistency with State non-point source management strategies, are coordinated by this program; however, nearly all BLM resource programs have a role in these actions.

In 2004, BLM will:

- Continue efforts to clean-up 57 large AML sites.
- Inventory soil resource information on 700,000 acres.
- Assess land health standards on 8,800,000 acres in priority watersheds.
- Monitor 1,050 and 210 stations, respectively, for water and air quality.
- Process 7,000 actions in support of State water law requirements.
- Continue to provide program management, oversight, and review for Applications of Science through the National Science and Training Center. Funds for this activity are to support the long-term goal of understanding the condition of public lands.

Thousands of abandoned hard-rock metal mines have left a dual legacy across the western States. Abandoned mines (such as gold, copper, lead, and zinc) reflect the colorful historic development of the West but they also threaten human health and ecosystems. AML are areas adjacent to, or affected by these mines. As the ore was mined out or the operations became uneconomical, many mines in the West were closed down in accordance with the standards of the time, or the miners simply abandoned them.

Over the past century or so, a legacy of several hundred thousand abandoned mines has resulted, many of these being located on public lands, which in some cases have only come under Federal jurisdiction in recent years. The BLM, through its AML collaborative partnerships, continues to identify, prioritize, and take appropriate actions on mine sites that pose the greatest threats to water quality and the environment. AML remediation projects involving water pollution are highly complex and can typically take 4-5 years to complete.

The cumulative effects of water flowing at these sites result in significant downstream impairments to water quality and water uses. This water pollution is caused by earth elements (such as lead, mercury, arsenic, and iron) interacting with chemicals used in milling processes (such as machine lubricants and cyanide) that were left exposed to wind, rain, and snow. Over time, naturally occurring chemical reactions result in surface and ground water pollution. Mine waste tailings frequently redirect natural runoff and stream flow, which further impacts water quality, the public lands and their potential use.

The BLM has identified a total of over 350 AML sites needing immediate remediation. These mines have been identified as contributing sources of pollution in watersheds that are not meeting State water quality standards. In 2004, the BLM will direct \$10 million of Soil, Water, and Air Management program funds to AML site cleanup.

### **2002 PROGRAM ACCOMPLISHMENTS**

In 2002, the BLM met or exceeded all of its planned principal output objectives. Major accomplishments in the Soil, Water, and Air Management program included the following:

- In six Colorado River Basin States land management actions have retained 70,000 tons per year of dissolved salts, thus assisting with an ongoing effort to prevent further degradation of water quality in the Colorado River Basin (\$200 million is the 2002 estimated cost of this degradation).
- With support from other disciplines, 10,335,600 acres of watershed-based land health assessments have been completed to support Rangeland Health Standards and Guidelines, environmental reviews of expiring livestock permits, watershed restoration activities, and mine land reclamation.
- Soil inventory data was collected on 1,260,000 acres that will assist in future management actions on those lands.
- A total of 1,400 surface water stations throughout the West were monitored for flow and water quality in support of work on Land Health Standards and use authorization compliance.
- Fifty-seven large AML sites continued to be reclaimed with multi-year funding and funding partnerships, thus reducing metal mine waste additions to streams and groundwater.
- Support to community-based watershed restoration partnerships, including the Siuslaw River water quality restoration (Oregon) and the Upper Animas River Basin Stakeholders (Colorado) and the participation in *Clean Water Act, Section 319*, demonstration projects for control of non-point source pollutants.
- Cooperating with State water quality agencies and others to support development and implementation of Total Maximum Daily Load measures has been an important endeavor to help achieve State and tribal water quality requirement.
- Interpreting and applying climate and air data in support of operational activities such as wilderness baseline monitoring, energy and minerals development and including prescribed burning, fire rehabilitation, modeling for smoke management and regulatory compliance.
- Improvements in the Rio Puerco Watershed, northwestern New Mexico, including survey, design and reconstruction of numerous earthen dams, watershed enhancements, and restoration of Thompson Spring, an important water source on the vast, arid Pueblo of Jemez.

## 2003 PROGRAM PERFORMANCE ESTIMATES

In 2003, the BLM will focus its resource protection efforts on priority watersheds which include interdisciplinary projects and partners, and are funded from several subactivities, including:

- Assessing the functionality of watershed conditions.
  - Incorporating watershed goals in land use planning.
  - Meeting State and tribal water quality requirements under the Clean Water Act.
  - Identifying priority watersheds to focus budgetary and personnel resources.
  - Restoring watersheds on a cooperative integrated basis and supporting TMDL processes.
- Some of the benefits of focusing resources on high-priority watersheds include:
- Providing a consistent framework for multi-program funding.
  - Integrating multi-program objectives such as wildlife, rangeland health, wild horse and burro management, water quality management and protection, riparian management, fire/fuel management, and reclamation/restoration in support of energy development activities.
  - Achieving long-term Draft Strategic Plan goals to improve watershed resource conditions.
  - Progressing toward meeting land health standards by conducting watershed-based land health assessments.
- The National Science and Training Center will establish a cross-cutting interdisciplinary science activity to support the long term goal of understanding the condition of public lands through the Application of Science, a DOI initiative.
  - Maintaining and creating partnerships with States is vital when dealing with watersheds that extend across vast geographical areas. The BLM has cooperative agreements with most State water quality agencies, which address management of non-point sources and data sharing. The BLM continues to implement on-the-ground projects, evaluate progress in cooperation with Bureau of Reclamation and Natural Resources Conservation Service, and report salt-retaining measures in order to further the Plan of Implementation of the Federal Salinity Control program in the Colorado River Basin.
  - Maintaining progress to complete reclamation on the 57 large AML sites that require multi-year funding. The program plans to complete the reclamation of 9 abandoned mercury mines in the Hollister Field Office area and other localities in central California.

## JUSTIFICATION OF 2004 PROGRAM CHANGES

### 2004 PROGRAM CHANGES

	2004 Budget Request	Program Changes (+/-)
\$(000)	34,936	+11
FTE	242	+2

The 2004 budget request for the Soil, Water and Air Management program is \$34,936,000 and 242 FTE, a program change of +\$11,000 and +2 FTE from the 2003 requested level.

**Resource Monitoring, (+\$400,000)** - The BLM recognizes that systematic resource monitoring has not been a sufficient priority in the past, and OMB's recent Program Assessment Ratings Tool of BLM's restoration function highlighted this insufficiency. Generally, monitoring efforts have been targeted to geographic areas where resource conflicts and levels of controversy dictated the priority. The requested increase will enable BLM to enhance its long-term, broad-scale monitoring of water and land health to provide better information to support land and resource utilization decisions. This table is a list of priority sub-basins that have been ranked as most important for conservation, restoration, and in need of systematic monitoring. Many of these sub-basins will also be targeted by other resource programs and partners thus providing additional leveraging of Federal funds. Specifically, this increase will enable BLM to enhance its water and land health monitoring capabilities by conducting 70,000 acres of soil inventory, 50,000 acres of ecological site inventory, and monitoring 40 stations that evaluate progress in achieving hydrology and water quality resulting with better information to support land and resource utilization decisions.

State	Project Name	2004 Project Funding
WY	Water Quality Contract	\$65,000
NM	Las Cruces Field Office Stream Monitoring	\$98,000
NM	Taos Field Office Water Resources Inventory	\$25,000
MT	Beaverhead County Soils Inventory	\$70,000
UT	Upper Sevier River Restoration	\$50,000
CO	Rangeland and Habitat Monitoring	\$11,000
OR	Vale District Ecological Site Inventory	\$59,000
AK	Global Information System Term Position	\$22,000

**Information Technology, (-\$389,000)** - The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process.

**SOIL, AIR AND WATER MANAGEMENT PERFORMANCE SUMMARY**

<b>DOI Strategic Goal: Resource Protection</b>						
<b>End Outcome Goal: Improve the health of watersheds, landscapes, and marine resources that are DOI managed or influenced in a manner consistent with obligations regarding the allotment and use of water.</b>						
<b>End Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Water Quality: Surface Waters - Percent of surface waters influenced by DOI that meet EPA approved water quality standards.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Air Quality: Actions on DOI lands affecting air quality meet emissions standards X percent of time.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
<b>Intermediate Outcome Goal 1: Restore and maintain proper function to watersheds and landscapes.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Restoration: Percent of bureau priority acres and stream miles targeted for restoration, where treatments are completed to achieve desired condition.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Cooperation: Number of watersheds with cross-jurisdictional restoration strategies in place.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Water Pollution: Percent of impaired waters with State or Tribal best management practices implemented.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Land Contamination: Percent of known contaminated sites remediated on DOI managed land.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
<b>Intermediate Outcome Goal 2: Improve information base, resource management and technical assistance.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Management Plans: Percent acres of DOI [BLM] management units with current resource management plans.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Status and Trends: Percent of lands and waters managed or influenced by DOI [BLM] for which condition (quality/quantity) is known.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**SOIL, AIR AND WATER MANAGEMENT PERFORMANCE SUMMARY**

<b>Primary Outputs funded by this Subactivity:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory water resources (number).	1,570	890	1,075	1,000	1,150	+150
Inventory soil resources (acres).	24,000	1,139,670	1,260,540	1,200,000	1,200,000	+0
Complete watershed assessments (acres).	8,760,600	9,479,700	8,825,000	7,650,000	8,800,000	+1,150,000
Inventory Shrub/Grasslands/PJ (acres).	75,000	450,000	450,000	325,000	325,000	+0
Assess priority subbasins/regions (acres)	614,000	2,526,000	5,226,000	3,400,000	2,500,000	-900,000
Process water rights actions (number).	7,470	15,590	14,440	12,100	12,100	+0
Apply Shrub/Grassland Vegetation Treatments (acres).	24,700	1,000	10,000	10,000	10,000	+0
Construct Shrub, Grassland, Woodland, Forest Projects (number).	30	130	175	100	100	+0
Maintain Shrub, Grassland, Woodland, Forest Projects (number).	35	25	40	20	20	+0
Implement abandoned mine land projects to restore water quality (number).	47	50	94	50	60	+10
Monitor air resources/climatic conditions (number).	190	200	200	200	200	+0
Monitor water resources (number).	800	830	1,080	1,000	1,075	+75

## Activity: Land Resources

### Subactivity: Rangeland Management

#### SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	70,594	69,754	+618	-192	70,180	+426
FTE	756	715	0	+2	717	+2

#### 2004 PROGRAM OVERVIEW

The 2004 budget request for the Rangeland Management program is \$70,180,000 and 717 FTE.

This subactivity supports the Resource Use and Resource Protection mission goals from the Department's Draft Strategic Plan by collecting, interpreting, and providing information associated with management of rangeland resources. A key intermediate outcome measure of performance includes the percent of acres with range improvements resulting in sustainable grazing. Primary output measures of performance include issuing grazing use authorizations, monitoring grazing allotments, and applying and evaluating weed treatments (see the "Rangeland Management Performance Summary" at the end of this subactivity discussion). The BLM manages 214 million acres of rangeland within the 11 western States and Alaska. The term "rangeland" is used to describe a type of land (similar to forestland or cropland) on which the indigenous vegetation is predominately grasses, grass-like plants, forbs, or shrubs and is managed as a natural ecosystem. Rangelands include natural grasslands, savannahs, shrublands, many deserts, tundras, alpine communities, marshes, and meadows.

Management of rangeland ecosystems are conducted on a landscape basis, considering the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. Systematic assessments and evaluations are completed at the grazing allotment, watershed, and, in some instances, the landscape scale to determine if the standards and fundamentals for rangeland health are being achieved. The assessments and evaluations are critical to assure proper management actions are authorized as expiring livestock grazing permits and leases are renewed and to quantify and report progress made in meeting the annual performance goal of achieving an upward trend in upland conditions on BLM administered lands.

Drought is a normal part of the climate for virtually all regions of the United States, but is of particular concern in the West, where any interruption of the region's already limited water supplies over extended periods of time can produce devastating impacts. Records indicate that drought occurs somewhere in the West almost every year. However, it is multi-year drought events that are of the greatest concern. The BLM will continue efforts to develop and enhance collaborative relationships that enhance our ability to achieve the agency's stewardship responsibilities and attainment of the Secretary's "4 Cs" (Conservation through Consultation, Cooperation and Communication) by developing a comprehensive, integrated response to drought emergencies, including mitigation planning.

Activities such as integrated weed management, rangeland assessments and evaluations, and activity plan development are completed jointly with other resource programs thus enhancing BLM's ability to:

- Provide for fish and wildlife habitat objectives,
- Maintain or improve wild horse and burro needs habitat conditions,
- Maintain or improve community watershed requirements while also providing livestock forage,
- Maintain or improve the ecological condition of upland vegetation communities and riparian areas can be maintained or improved while accommodating while accommodating a variety of multiple-uses and resource values.

Priorities for this program in 2004 include:

- Renew expiring grazing permits upon the completion of land health standards evaluations in priority watersheds with significant resource use conflicts or issues with adequate *NEPA* analysis and appropriate consultation in accordance with the *Endangered Species Act*.
- Provide for livestock grazing-related administrative actions such as processing annual use authorizations, transferring grazing preference, allotment planning and administration, addressing litigation requirements, and planning and implementing rangeland improvement.
- Continue resource inventory and monitoring efforts.
- The 1990s brought the Bureau face to face with a serious environmental threat: the invasion of the American landscape by aggressive non-native plants. Invasive plants pose one of the most serious threats to all public lands. Program priorities are on prevention, education, management, and restoration. Examples include:
  - A stealthy invader to lakes, ponds, and riparian areas, giant salvinia, has made its way into Arizona and threatens to invade into Mexico and California. This free-floating fern has earned a reputation as one of the world's worst aquatic weeds that can form dense mats that can easily double in size in just a few days.
  - Along the floodplains of the Pecos and Rio Grande Rivers in New Mexico, tributaries of San Juan River in Arizona, and nearly all suitable habitats throughout most of the semi-arid areas in the West from Wyoming to California, saltcedars have invaded. Saltcedar is the common name of three introduced invasive species of small deciduous trees or large shrubs that are causing serious problems in the desert Southwest. In 2004, the BLM will employ environmentally sound approaches and techniques to prevent, detect, and implement rapid response where these and other invaders exist throughout the West.

- Cooperate in rangeland activity plan implementation. An excellent example can be found in the Badlands Cooperative State Grazing District, Glasgow, Montana. The Glasgow BLM Field Station staff developed a monitoring form for riparian areas to measure trend in various factors related to proper functioning condition, and helped in location of monitoring sites. About 20 ranch families are now monitoring riparian and upland sites in the Missouri-Lone Tree, Little Beaver, Lerb Creek, and Brazil Creek watersheds, which will continue into 2004.



*A budding range ecologist help family members do riparian monitoring on Bob Coulee near Glasgow, Montana.*

## 2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS

In 2002, the major accomplishments in the Rangeland Management program included the following:

- Timely processing of expiring livestock grazing permits became a significant workload in 2002. A total of 2,169 grazing permits and leases were issued either under the authority provided in the *2002 Interior and Related Agencies Appropriation Act* or in conformance with the *National Environmental Policy Act*. Emphasizing processing of expiring grazing permits upon the completion of land health standards evaluations in priority watersheds with significant resource use conflicts or issues the Bureau has increased the percent of permitted acres at appropriate land, water, and air standards. This strategy has provided the opportunity to effectively analyze cumulative impacts of livestock grazing in a watershed, more logically provide adequate consultation with Fish and Wildlife Service, gives the field opportunity to collect up-to-date information to use in NEPA documents, focus range improvements and management changes on areas with the greatest need, and to more evenly distribute permit renewals through the 10-year cycle. An excellent example of maintaining the Secretary's 4 Cs Initiative while accomplishing the renewal of Grazing Permits/Leases comes from the collaborative relationship between BLM, the Arizona Resource Advisory Council and local grazing permittees. During the late 1990s, the RAC played a key role in development of the rangeland health standards and guidelines for Arizona but their involvement did not stop there. The RAC has continued to be engaged in implementation of the S&Gs through formation of Rangeland Resource Teams, which contain up to 10 members with diverse backgrounds and local knowledge of the area. Following development of a draft rangeland health evaluation, the RRT, the BLM interdisciplinary team and the permittee(s) visit the allotment on-the-ground to discuss the evaluation findings and develop recommendations, which are provided to the field manager prior to a final decision being made. The RRTs maintain communication with the RAC by means of periodic briefings on the S&G implementation strategy and the status of planned efforts.

- Another significant 2002 on-the-ground accomplishment to integrate land health standards across BLM programs was the Land Health Standards: Integrating Fire and Resource Management initiative which allowed professional resource specialists and managers from wildland fire, threatened and endangered species, wildlife, and other resource programs opportunities to exchange ideas and understand the importance of integrating land health standards into all programs and disciplines including those in the wildland urban interface.
- Many examples exist showing the efforts to manage or control invasive/noxious weeds as indicated by the following table. Efforts to consistently treat the cumulative acreages were hampered in 2002 by drought.

- The Bear Trap Wilderness Area in northwestern Montana is an example of BLM efforts to control invasive and noxious weeds. Noxious weeds have been present within the Bear Trap Canyon Wilderness since its designation as wilderness in 1983. However, in recent years, the explosion of knapweed and leafy spurge caused public and agency concern over its impact on wilderness values. Although there had been some treatment using biological control agents in previous years, these weeds continued to expand their stronghold on the area. Participation of organizations such as the Madison County, Montana Wilderness Association, Gallatin Wildlife Association, Yellowstone Raft Company, the U.S. Forest Service and BLM, made significant efforts to slow the spread and reduce the acreage infested by knapweed and leafy spurge.

**INVASIVE/NOXIOUS WEED TREATMENTS  
ACREAGE BY STATE (ACRES)**

State	2001 Actual	2002 Actual
Arizona	770	351
California	5,250	12,241
Colorado	9,613	10,570
Eastern States	50	30
Idaho	36,650	31,143
Montana	141,617	125,520
New Mexico	3,355	3,126
Nevada	15,982	7,092
Oregon	8,160	12,867
Utah	15,640	80,078
Wyoming	15,422	10,537

Monitoring data and photos taken from approximately the same location at the same time of year show that this knapweed population has significantly decreased, that other vegetation is thriving, and yearly monitoring will occur to validate success with this rehabilitation effort.

- Extremely dry conditions led to numerous forest and rangeland fires, burning tens of thousands of acres of land, destroying homes and communities, and eliminating critical habitats for wildlife and grazing lands for livestock. The Rangeland Management program responded to the drought and its impacts through compliance and monitoring efforts in Arizona, Colorado, New Mexico, and Oregon.



Noxious weeds have been present within the Bear Trap Canyon Wilderness since its designation as wilderness in 1983. A series of integrated weed control efforts have occurred since 2001 with much success as demonstrated in these pictures.



Weed control efforts have involved participation from a variety of parties, including the U.S. Forest Service, Madison County Weed Crews, Montana Wilderness Association volunteers, Gallatin Wildlife Association volunteers, donations of rafts and oarsmen from Yellowstone Raft Company, and BLM staff.

## 2003 PROGRAM PERFORMANCE ESTIMATES

In 2003, significant planned accomplishments include the following:

- Continuing involvement of stakeholders at the local and national levels in program planning and management activities, including the Society for Range Management, State land grant colleges, and other Federal agencies as well as involvement in national level forums such as the Sustainable Rangeland Roundtable. One such effort will be active involvement in the Interdepartmental Rangeland Inventory, Monitoring and Assessment Steering Group, which will be responsible for providing oversight and direction to rangeland monitoring and assessment issues at both the local and national scales.
- Conducting systematic assessments and evaluations which are to be completed at the allotment, watershed, and, in some instances, the landscape scale to determine if the standards and fundamentals for rangeland health are being achieved.
- Providing for livestock grazing related administrative actions such as processing annual use authorizations, and transferring grazing preference, allotment planning and administration, addressing litigation challenges, rangeland improvement planning, and implementation.
- Validating the assessment and evaluations process to insure proper management actions are being planned and implemented when authorizing an expiring livestock grazing permit and lease during the renewal process.
- Monitoring grazing allotments, inventorying invasive/noxious weeds, and responding to drought conditions.

## JUSTIFICATION OF 2004 PROGRAM CHANGES

## 2004 PROGRAM CHANGES

	2004 Budget Request	Program Changes (+/-)
\$(000)	70,180	-192
FTE	717	+2

The 2004 budget request for the Rangeland Management program is \$70,180,000 and 717 FTE, a program change of -\$192,000 and +2 FTE from the 2003 requested level.

**National Landscape Conservation System Restoration, (+\$300,000)** - BLM will use the funding increases to improve and protect critical resources in the special areas of the National Landscape Conservation System. Funds will provide for such activities as best management practices, weed control, water quality improvements, and land health assessments.

**Invasive Species, (+500,000)** - The Department is participating in an interagency performance budget on invasive species that is being coordinated by the National Invasive Species Council. The performance budget links spending levels with levels of performance. The 2004 budget proposes an increase of \$9.0 million for the Department's effort in this interagency effort. The increase will allow the Department to participate in control and management of tamarisk and giant salvinia in the Southwest, ballast water research, control and eradication of nutria in the Chesapeake Bay and in Louisiana, sudden oak death, and developing a marine invasive species early detection warning system. The Department will use some of this funding to treat almost 60,000 acres of tamarisk and giant salvinia, initiate two research projects to improve nutria control, begin to develop an all-taxa identification and early detection and monitoring system, enhance research on ballast water technology, and assist the Corps of Engineers on a invasive fish barrier in the Chicago Ship and Sanitary Canal.

Invasive species pose an enormous threat to the ecological and economic health of the Nation. They harm native ecosystems and contribute to the predicament of 40 percent of threatened and endangered species. The economic costs associated with invasive species exceed \$100 billion per year.

To ensure the strategic allocation of resources to combat invasive species, the National Invasive Species Council, co-chaired by the Secretary of the Interior, developed the first interagency example of a performance-based budget. Based on common goal statements, strategies, actions, and performance measures, the council selected priority topical and geographical areas of focus, and member agencies developed coordinated budget requests to address these.

Use of new funding is limited to control or inventory efforts on either Giant Salvinia or Saltcedar which will support the BLM's Partner's Against Weeds Action Plan and the National Invasive Species Management Plan. Projects are supported by the invasive species interagency budget cross-cut and will support weed eradication projects within seven States (see following table). Specifically, this increase will enable BLM to treat 2,750 acres of saltcedar and 50 acres of giant salvinia.

State	Project	Target Species	2004 Project Funding (\$000)
AZ	International Water Quality and Weed Control	giant salvinia & saltcedar	75,000
NM	Saltcedar Management	saltcedar	300,000
CA	San Emigidio Creek Restoration Project	saltcedar	20,000
MT	Integrated Weed Management	saltcedar	5,000
WY	Saltcedar Management	saltcedar	10,000
NV	Saltcedar Management	saltcedar	75,000
AZ	Sonoron Desert Invasive Species Council	giant salvinia	5,000
CO	Gunnison Gorge Saltcedar Management	saltcedar	10,000

**Information Technology, (-\$992,000)** The Department and BLM are undertaking significant information

technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process.

**RANGELAND MANAGEMENT PERFORMANCE SUMMARY**

<b>DOI Strategic Goal: Resource Use</b>						
<b>End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value – forage.</b>						
<b>End Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Number of animal unit months (AUMs) available for resource use, consistent with applicable management plans.	12,776,400	12,776,000	9,748,509	10,000,000	10,000,000	+0
Percent permitted acres maintained at appropriate land conditions and water and air standards.	60%	62%	60%	63%	64%	+1.0%
Report revenues collected for livestock grazing, consistent with access and responsible use goals. (\$1,000s) (BLM Measure)	\$13,156	\$12,000	\$13,940	\$14,300	\$14,300	0
<b>Intermediate Outcome Goal 1: Provide access for grazing.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Grazing Opportunities: Increase total number of acres available for livestock grazing use, consistent with current management plans.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Permit Processing: Reduce by X the time (average reduction, number of days) for processing and issuance of grazing permits.	220 days	210 days	220 days	215 days	210 days	-5 days
Customer Satisfaction: Improve satisfaction rating with the livestock grazing permitting process*  (* BLM measures through customer surveys of permittees).	72%	Not Measured	Not Measured	75%	75%	+0%
<b>Intermediate Outcome Goal 2: Enhance responsible forage use management practices.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Conservation Practices: Percent of rangeland areas managed as forage reserves/common allotments.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Restoration: Percent acres with DOI [BLM] range improvements resulting in sustainable grazing.	12.5%	13.1%	Not Measured	14.0%	14.6%	+0.6%
<b>Intermediate Outcome Goal 3: Optimize value through effective lease and permit management.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Grazing Trespass Cases: Reduce the number of instances of grazing trespass of forage resources by improving compliance with permit terms and conditions.	1	1	2	0	0	+0

**RANGELAND MANAGEMENT PERFORMANCE SUMMARY**

<b>Intermediate Outcome Goal 4: Improve information base, resource management and technical assistance.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Management Plans: Increase the % of areas available for livestock grazing that are covered by current management plans based on land use plan evaluations.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Baseline Information: Increase % of rangeland areas with adequate information (soil survey, vegetation mapping, hydrologic assessments, wildlife assessments) available to support management decisions.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
<b>Primary Outputs:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Complete Ecological Site Inventory (acres)	460,000	300,000	1,300,000	300,000	528,000	+228,000
Complete watershed assessments (acres)	355,000	1,320,000	1,110,700	1,250,000	1,250,000	+0
Inventory Shrub/Grassland/PJ Vegetation (acres)	3,908,000	3,194,000	3,576,000	4,050,000	3,300,000	-750,000
Transfer Grazing Allotment Preferences (number)	1,045	917	1,075	995	995	+0
Issue Grazing Allotment Permits/Leases (number)	2,480	2,081	2,168	1,595	1,595	+0
Issue Grazing Use Authorizations (number)	25,010	23,480	24,265	23,950	23,950	+0
Evaluate Rangeland Health (number)	1,345	1,420	1,305	1,440	1,440	+0
Monitor Grazing Allotments (number)	3,650	3,295	3,340	3,330	3,330	+0
Inspect Grazing Allotments for Compliance (number)	5,475	4,345	5,540	5,425	5,425	+0
<b>DOI Strategic Goal: Resource Protection</b>						
<b>End Outcome Goal: Sustain biological communities on DOI managed and influenced lands and waters in a manner consistent with obligations regarding the allotment and use of water.</b>						
<b>End Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Invasive Species: Percent change from baseline in the number of infested acres.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Invasive Species: Percent change from baseline in the number of invasive species populations.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**RANGELAND MANAGEMENT PERFORMANCE SUMMARY**

<b>Intermediate Outcome Goal 1: Create habitat conditions for biological communities to flourish.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Invasive Species Prevention: Number of new invasive species detected and invasions prevented through monitoring and regulation of known pathways and vectors.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Invasive Species Early Detection: Number of new localized infestations of known or suspected invasive species that are detected and assessed.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Invasive Species Rapid Response: Percent of new invasive species infestations for which assessments are completed and response actions are initiated before infestation escapes original infestation area.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Invasive Species Control/Management: Percent of infested areas and percent of populations of invasive organisms that are managed for containment or eradication.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
<b>Primary Outputs funded by this Subactivity:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory for Presence of Invasive and/or Noxious weeds (acres).	14,511,500	10,381,700	9,760,000	7,390,000	10,000,000	+2,610,000
Apply Shrub/Grassland Vegetation Treatments (acres).	191,300	175,000	102,000	184,000	118,000	-66,000
Construct Shrub, Grassland, Woodland, Forest Projects (number).	260	260	305	300	250	-50
Maintain Shrub, Grassland, Woodland, Forest Projects (number).	480	360	540	400	350	-50
Apply Weed Treatments (acres).	239,500	223,500	293,600	230,000	232,900	+2,900
Evaluate Weed Treatments (acres).	553,200	386,000	375,600	373,000	388,000	+15,000
Monitor Shrub/Grassland Vegetation Treatments (acres).	246,600	26,000	30,000	50,000	50,000	+0

## Activity: Land Resources

### Subactivity: Public Domain Forestry Management

#### SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	7,619	7,235	+62	+900	8,197	+962
FTE	69	67	0	+5	72	+5

#### 2004 PROGRAM OVERVIEW

The 2004 budget request for the Public Domain Forestry Management program is \$8,197,000 and 72 FTE.

This subactivity supports the Resource Use mission goal from the Department's Draft Strategic Plan by managing resource use to enhance public benefit, promote responsible use and ensure optimal value. Key intermediate outcome measures of performance include treating more area with forest restoration and growth enhancement, and percent of acres available for sale of forest and woodland products consistent with current management plans (see "Public Domain Forestry Management Performance Summary" at the end of this subactivity discussion). The BLM manages 55 million acres of forests and woodlands, including 11 million acres of commercial forest and 44 million acres of woodlands within 11 western States and Alaska. Fifty-three million acres are productive forests and vast woodlands on public domain lands and 2.4 million acres are on Oregon and California Grant lands in western Oregon. Twelve million acres of these forests and woodlands are in need of ecological restoration work, including mechanical thinning and tree species reintroduction.

On August 22, 2002, President Bush announced his *Healthy Forests: An Initiative for Wildfire Prevention and Stronger Communities*. As mentioned by the President, the American people, their property, and their environment, particularly the forests and rangelands of the West, are threatened by deteriorating forest and rangeland health. Today, the forests and rangelands of the West have become unnaturally dense, and ecosystem health has suffered significantly. Wild fires in 2002 had severe public safety and ecological impacts. The President identified several needs to be addressed through implementation of the Healthy Forests initiative: 1) more timely, efficient and effective implementation of forest health projects; 2) the opportunity to utilize by-products of forest health and restoration activities and hazard fuel reduction treatments for commercial opportunities; and 3) the need for greater efficiency and better results in reducing wildfire threats to communities and the environment.

Forest management and restoration activities on BLM lands are funded primarily by four accounts: the Public Domain Forestry Management subactivity within the Management of Lands and Resources appropriation, the Forest Ecosystem Health and Recovery Fund (a permanent operating fund), the Oregon and California Grant Lands appropriation, and the Timber Sale Pipeline Restoration Fund (another permanent operating fund). The Public Domain Forestry Management subactivity is discussed in this section; the O&C appropriation in Chapter IX, and the two operating funds in Chapter XIII.

The Public Domain Forestry Management program is the foundation that provides the personnel, equipment, and facilities needed to develop and manage forest and woodland projects on public domain lands. Many of the actual on-the-ground costs are funded through the Forest Ecosystem Health and Recovery Fund, which is a permanent operating fund dedicated to restoring forest health by salvaging dead and dying timber; reforesting areas degraded by natural or human disturbance; reducing tree density with pre-commercial and commercial thinning, and reducing competition by removing smaller trees and other forest vegetation.

Federal, State, tribal and local governments are making unprecedented efforts to restore forests and rangelands to healthy conditions. The Public Domain Forestry Management program will continue efforts to improve forest health, generate biomass for energy production, and provide commercial opportunities for local communities.

The focus of the Public Domain Forestry Management program in 2004 will be on developing and implementing a strategy to increase the amount of forest health restoration treatments, including updating forest inventories to better track the condition of the forest resources. Existing inventories do not have sufficient information on the condition of BLM forest resources to make informed decisions or to describe Bureau issues at the regional and national levels. In addition, 25,000 acres will be treated and 32 million board feet of forest products will be produced.

### **2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

BLM met or exceeded most of the primary outputs planned in the Public Domain Forestry Management program in 2002. Actual treatments in 2002 were less than planned levels because projects had fewer acres and outputs than originally estimated. However, both the volume and area treated in 2002 exceeded the 2001 accomplishments. Strides will continue to be made to increase performance by funding the more effective and efficient projects. Activities in 2002 on public domain forests and woodlands consisted primarily of:

- Modifying forest vegetation composition and structure (both inside and outside the wildland-urban interface) using commercial and non-commercial treatments to make forests more resilient to the effects of fire, insects, disease, and other disturbances; improving watershed health, with resulting benefits to fish and wildlife habitat; and enhancing tree growth and overall forest productivity.

- Reforesting areas disturbed by natural or human disturbance; and reestablishing fire-resistant native plant communities.
- Conducting sales of forest products including timber, firewood, posts, poles, ornamental plants, and biomass (for energy production) to provide both economic return for the Federal Government and commercial opportunities for local communities.
- Controlling invasive exotic species such as knapweed and yellow star-thistle, and exotic diseases such as sudden oak death, Port Orford cedar disease, and white pine blister rust.
- Developing and maintaining an inventory of forest and woodland vegetation to support management decisions and determine sustainable levels of production or growth.



*A stand of Ponderosa pines in Arizona after a thinning treatment to improve forest health by reducing the tree density.*

These activities helped achieve the Department's mission goal of resource use by treating approximately 21,300 acres and offering approximately 26 million board feet of forest products for sale from the public domain lands in 2002. The 2002 funding level provided for a limited response to public requests for forest products, rights-of-way clearing, insect and disease mitigation activities, and small commercial timber sales. Consistent with the mission goal of resource use, the BLM conducts a variety of forest management and restoration activities designed to improve forest health and productivity, provide sustainable commercial opportunities, provide forest resources for cultural uses, meet public demand for special products through the sale of vegetative permits, and provide biomass for energy development.

All forest management activities support the protection and management of all resources, including habitat for wildlife species. Efforts will be taken to ensure: research and studies will guide species protection and help develop and implement recovery plans; improvement of wildlife and fish habitat; monitoring of the ecological impacts and resource trends; compliance with Federal and State laws and regulations including the State non-point source management plan; and best management practices on watersheds to minimize non-point source pollution from BLM lands.

In 2002, projects included the following:

- In Alaska, cooperative work continued with the



*Harvesting small diameter trees in Eastern Oregon for biomass for energy production. Logs are chipped on site and trucked to a facility to generate electricity or used to manufacture other products.*

Alaska Department of Natural Resources on timber sales and fuels reduction projects. Public requests for personal use forest products continued to be met.

- Restoration projects in the Mt.Trumbull ponderosa pine ecosystem continued for the sixth year in cooperation with Northern Arizona University, the Arizona Game and Fish Department and diverse interest groups. This effort has resulted in 2,000 acres being treated by harvesting trees for wood products, thinning smaller trees, burning, and reseeded.
- In Montana, an insect suppression proposal was implemented to reduce the spread of Douglas-fir beetles from timber killed in the wildfires of 2000 into nearby pockets and large trees. The project integrated suppression activities with current timber salvage work on public and private lands.
- In New Mexico, the forest and woodland program has provided a significant amount of wood fiber products primarily as household and ceremonial fuelwood. Current conditions have been inventoried, stand densities have been reduced and local ecological conditions have been improved.
- In eastern Oregon, over 11,000 acres have been inventoried, 1,020 acres have been treated with commercial timber sales, and 3,520 acres of treatments have been evaluated for effectiveness. The Timber Basin Fire Salvage project was completed despite litigation that challenged the fire salvage component, as well as an associated green tree sale.
- In Wyoming, aspen stands were restored. Stands are being lost due to the lack of fire and resulting conifer encroachment. The restoration work is being accomplished to provide both forage and cover for diverse and sometimes unique bird and mammal species.

### **2003 PROGRAM PERFORMANCE ESTIMATES**

In 2003, the BLM is continuing to focus forest treatments on:

- Improving forest resiliency to disturbances from insects, disease and wildfires, as well as restoring habitats for special status species. The BLM will complete planning and continue implementation of projects in the Headwaters Forest Reserve in California, in cooperation with State and local governments and a broad spectrum of public groups.
- Producing a sustainable supply of timber and other forest products, primarily by implementing forest health restoration projects. Activities will focus on salvaging damaged timber and other forest projects following wildfire, insect and disease outbreak, and other natural events. The BLM expects to offer for sale 30 million board feet of forest products and treat 23,000 acres of public domain lands.



*A treatment of thinning small diameter trees on snow in eastern Oregon. Logging on snow reduces soil compaction. All forest management activities support the protection and management of all resources using the latest scientific principles.*

- Developing and implementing national policy to provide excess forest biomass for the production of bio-energy, including offering small diameter trees from forest health and fuel reduction projects.
- Supporting local economies and generating an estimated \$3 million of revenues to the Federal government from the sale of timber and other forest products. In addition, BLM is expanding into new markets by developing a wood fiber utilization policy for timber sale and service contracts in order to effectively manage lower-value, smaller diameter forest and woodland materials as well as high-value timber products.

In 2001 and 2002, the BLM evaluated the Public Domain Forestry Management program and will follow-up in 2003 with the following:

- Develop State action plans to improve effectiveness and efficiency of the PD Forestry Management program.
- Improve program leadership and oversight at the State level.
- Increase forestry expertise at the field office level to develop silvicultural plans and utilize wood fiber associated with forest and woodland fuels reduction projects.
- Develop a strategy to update baseline forest and woodland resource information.
- Continue to use performance cost data to make funding allocations to the field.
- Increase the use of commercial forest management activities to reduce forest fuels, focusing on the wildland urban interface.

### JUSTIFICATIONS OF 2004 PROGRAM CHANGES

#### 2004 PROGRAM CHANGES

	2004 Budget Request	Program Changes (+/-)
\$(000)	8,197	+900
FTE	72	+5

The 2004 budget request for the Public Domain Forestry Management program is \$8,197,000 and 72 FTE, a program increase of \$900,000 and 5 FTE from the 2003 request level.

**Forest Management (+\$1,000,000)** - The additional funding will be used to revitalize and build capacity in the Public Domain Forestry Management program. These funds will contribute to the Resource Use mission goal from the Department’s Draft Strategic Plan by providing an

additional 2 million board feet of wood products for public use and optimal value in a responsible manner (an increase of 7 percent from 2003) and restoring an additional 2,000 acres of public domain forest and woodlands. Forest management activities funded by this appropriation will provide an auxiliary benefit to the National Fire Plan by reducing risk to wildland fire and the National Energy Plan by providing biomass for energy production. Funding will also be used to:

- Inventory forest and woodland vegetation to support management decisions.
- Increase the number of field foresters and supporting specialists, including contracting specialists.
- Determine sustainable levels of production or growth.

Projects typical of those that will be funded include the following:

- Conduct forest and woodland health projects in Oregon to improve, maintain, and enhance forest and woodland resources while providing economic opportunities (50 acres and 250 thousand board feet, 100 vegetative permits). The treatments would be consistent with the scientific assessment of the Interior Columbia Basin Ecosystem Management Project.
- Thin 400 acres of pole-size ponderosa pine and encroaching pinyon-pine to reduce tree stocking levels in New Mexico (500 MBF).
- Inventory 250,000 acres and thin 500 acres of pinyon-juniper stands in Nevada.
- Inventory 40,000 acres of forests and woodlands in Montana.
- Thin 250 acres of small size trees (pre-commercial thinning) in Wyoming to increase stand growth and vigor, reduce hazardous fuels and improve wildlife habitat. Some material will be sold as post, poles or firewood.
- Treat 600 acres of pine in Arizona to reduce unnatural fuel loads and the associated risk of crown fire, increase overall ecosystem health, diversity, and productivity.
- Complete inventory of forest and woodlands in the Cedar City Field Office, Utah.

***IT Reductions, (-\$100,000)*** – The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process.

**PUBLIC DOMAIN FOREST MANAGEMENT PERFORMANCE SUMMARY****DOI Strategic Goal: Resource Use**

**End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value – forest products.**

<b>End Outcome Measure:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Increase the percent of strategic goal target offered. PD lands only. (BLM Measure)	53%	88%	81%	94%	100%	+6%
Volume of wood products harvested consistent with applicable management plans.	17.2	27.8	26.0	30.0	32.0	2.0
Responsible Use: Increase the percent of permitted acres maintained at appropriate land conditions and water standards.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Report revenues collected for forest and woodland sales and permits, consistent with access and responsible use goals. PD lands only. (\$000) (BLM Measure)	\$1,500	\$2,700	\$1,878	\$2,652	\$2,600	-\$52
Net return on DOI expenditures (positive # good) per acre/unit managed for timber sales.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**Intermediate Outcome Goal 1: Provide access to and incentives for forest products production.**

<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Forest Resource Opportunities: Percent of acres available for sale of forest and woodland products consistent with current management plans.	Not Measured	Not Measured	Not Measured	Establish Baseline as LUPs are updated	Establish Initial Target	N/A
Customer Satisfaction: Improve satisfaction rating with forest and woodland permitting and sale/contract process.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**Intermediate Outcome Goal 2: Enhance responsible use management practices.**

<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Restoration: Percent of forest and woodland acres with forest restoration and growth enhancements. PD lands only.	13,700	26,000	21,300	23,000	25,000	+2,000

**Intermediate Outcome Goal 3: Optimize value through effective lease and permit management.**

<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Accountability: Reduce # of instances of fraud and unauthorized resource harvest. PD lands only.	8	6	8	8	7	-1

<b>Intermediate Outcome Goal 4: Improve information base, resource management and technical assistance.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Management Plans: Increase the % of areas available for forest and woodland production that are covered by current management plans based on plan evaluations. PD lands only.	Not Measured	Not Measured	Not Measured	Establish Baseline as LUPs are updated	Establish Initial Target	N/A
Baseline Information: Increase % of forest/woodland areas with adequate information (soil survey, vegetation mapping, hydrologic assessments, wildlife assessments) to support management decisions. PD lands only.	Not Measured	Not Measured	Not Measured	Establish Baseline as LUPs are updated	Establish Initial Target	N/A
<b>Primary Outputs funded by this Subactivity:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory Forest/Woodland Vegetation (acres).	99,000	78,600	182,000	95,000	225,000	+130,000
Prepare Vegetative Permits/Contracts.	25,160	22,400	25,175	21,000	25,000	+4,000
Apply Commercial Forest and Woodland Management Treatments (acres).*	5,000	3,800	3,950	4,500	4,500	+0
Manage Forest and Woodland Commercial Sales (acres).	N/A	N/A	N/A	TBD	TBD Based on FY03	N/A
Restore Forest and Woodlands through Sales (acres).	2,800	3,400	3,100	6,000	8,000	+2,000
Restore Forest and Woodlands through development (acres).*	N/A	N/A	N/A	TBD	TBD Based on FY03	N/A
Evaluate Forest/Woodland Treatments (acres).	7,700	8,400	12,250	9,000	11,000	+2,000
<i>*New output for 2003 which will measure area treated with restoration projects other than timber sales.</i>						

## Activity: Land Resources

### Subactivity: Riparian Management

#### SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	22,778	21,786	+188	-2	21,972	+186
FTE	219	209	0	+2	211	+2

#### 2004 PROGRAM OVERVIEW

The 2004 budget request for the Riparian Management program is \$21,972,000 and 211 FTE.

This subactivity supports the Resource Protection mission goal from the Department's Draft Strategic Plan. Key intermediate outcome measures of performance include increasing the percent of lands and waters managed or influenced by the BLM for which condition is known, and the percent of priority acres or miles targeted for restoration where treatments are completed to achieve a desired condition. Primary output measures of performance includes performing new inventories, conducting assessments, and implementing projects in riparian areas and wetlands (see the "Riparian Management Performance Summary" at the end of this subactivity discussion). The BLM manages over 23 million acres of land classified as riparian or wetland. These areas, while comprising only about 9 percent of the total BLM-managed land, include or support some of the most ecologically diverse and important plant and animal communities occurring on public lands. Riparian areas and wetlands include streams and rivers, lakes and ponds, reservoirs, bogs or swamps, groundwater, and the narrow strips of land along the edge of many of these bodies of water. They provide habitat for 80 percent of the wildlife and fish species found on BLM land. These areas are critical to wildlife and water quality, and provide a high quality recreational experience for millions of Americans. Healthy, functioning riparian areas and wetlands filter sediment and toxic substances, reduce downstream flooding, store water, and recharge vital underground aquifers. Management of riparian areas and wetlands is a key issue on public rangelands. The BLM places a high priority on the sustainable management and improvement of riparian areas and wetlands.

Riparian areas and wetlands are key components in the BLM's effort to manage larger watersheds. They often reflect the overall health of a watershed and affect the health of other ecosystems. The restoration of problem areas continues to be a high priority in the BLM. Authorizing sustainable uses on the public lands, while protecting and improving riparian/wetland areas by cooperatively developing and implementing sustainable management strategies, is a high priority. Assessing overall resource health and monitoring management

effectiveness to determine future actions will ensure steady resource condition improvement and achievement of resource objectives.

In 2004, the principal program priorities are to:

- Focus efforts in watersheds determined to be in less than acceptable condition (high priority watersheds).
- Prepare and provide reports and assessments on riparian areas and wetland.
- Provide input into all levels of planning.
- Revise the 1996 accelerated riparian assessment strategy.
- Continue the monitoring efforts of Proper Functioning Condition assessments.
- Initiate restoration efforts in riparian areas and wetlands in less than proper functioning condition.
- Identify priority watersheds to focus restoration efforts.
- Collaborate with agencies, organizations, and individuals to minimize conflicts and appeals.
- Continue efforts to establish and utilize partnerships to help leverage available funds.

### **2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2002, the BLM met most of its planned principal output objectives. The major accomplishments in the Riparian Management program included the following:

- Significant progress was made in constructing riparian area projects on BLM-managed lands. Partnerships and cooperation with other Federal agencies were an important part of the accomplishment.
  - An example of a cross-cut partnership effort that was funded in 2002 was a project to control saltcedar along the Rio Grande River and its tributaries. Outcomes of this project and many others like it will free up much needed water in this semi-arid region while allowing native vegetative species to be reseeded and established.
- The National Riparian Service Team continued to aggressively implement the strategy for accelerating cooperative riparian restoration and management. Accomplishments include:
  - Conducted numerous training sessions on Proper Functioning Condition assessments.
  - Networked with key individuals, groups, organizations and agencies.
  - Initiated an effort to revise the Bureau's riparian strategy.
- There are many success stories in protecting and restoring riparian areas and wetlands: The Colorado BLM's Saguache field office closed a section of road that was significantly impacting riparian habitat along Dorsey Creek. Since the road provided access to both public and private lands, the closed section of road was relocated well outside of the riparian zone so that access was maintained while riparian habitat was protected. The project was a successful partnership involving BLM and several private landowners. Since the closure, the riparian area along Dorsey Creek has responded rapidly, with vegetation beginning to reclaim the old road. The closing of the road section adjacent to the creek will allow recovery of the riparian zone resulting in more stable streambanks. In addition, runoff from the road was contributing sediment to the creek, and the runoff has been eliminated with the closing of the road leading to improved water quality. This project is a good example of how

working at the local level with private landowners can result in improved habitat conditions while maintaining vital public access.

**2003 PROGRAM PERFORMANCE ESTIMATES**

In 2003, the BLM will focus its resource protection efforts on priority watersheds which include interdisciplinary projects and partners, and are funded from several subactivities, including:

- Construction of improvements to maintain or enhance management actions in riparian areas and wetlands. Examples include:
  - The construction of two new fencing projects on two allotments in Wyoming to minimize livestock impacts,
  - Implementing the Shoshone riparian area and wetland enhancement project in Idaho which consists of the construction of new fences around three areas.
  - Development of water storage facilities and pipelines in Arizona to improve livestock distribution.
  - Conduct improvement work on five riparian areas in Utah that do not meet Proper Function Condition (PFC).
- Maintain and improve efficient and effective conservation partnerships to perform restoration projects that are interdisciplinary in nature and funded from many sources throughout the West. Examples include:
  - San Simon restoration in Arizona. The Upper Gila River Watershed in Arizona is one of the most important watersheds in the Nation and was identified by the Secretary as one of the 12 showcase watersheds in the Nation under the Clean Water Action Plan. The San Simon is part of the Upper Gila River Watershed and has been identified by the Community Based Watershed Group (Gila Watershed Partnership) as an important sub-watershed to evaluate. The primary objective is to improve water quality by decreasing silt load and salt load, from the San Simon watershed, entering into the Gila River.
- The National Research and Science Training Group will present for review and approval a revised riparian strategy designed to strengthen and improve the 1996 strategy for accelerating riparian recovery. The revised strategy will lead to a greater awareness of the importance of riparian area management and protection.

**JUSTIFICATION OF 2004 PROGRAM CHANGES**

**2004 PROGRAM CHANGES**

	2004 Budget Request	Program Changes (+/-)
\$(000)	21,972	-2
FTE	211	+2

The 2004 budget request for the Riparian Management program is \$21,972,000 and 211 FTE, a program change of -\$2,000 and +2 FTEs from the 2003 requested level.

**Monitoring and Restoration, (+\$300,000)** –

Managing riparian areas and wetlands is a key issue on public rangelands. The Bureau will use additional funding to implement monitoring and restoration efforts to decrease the number of disturbed or degraded riparian areas along with reducing the sources of their degradation (see adjacent table). Specifically, this increase will enable BLM to monitor 100 miles of stream, assess 50,000 acres of rangeland uplands, construct or maintain fences, and plant native willow seedlings and cottonwood poles.

**Information Technology, (-\$302,000)** -

The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

State	Project Name	2004 Project Funding
NV	Nevada Riparian Exclosure Monitoring	\$20,000
CA	CWWR Mid-Mattole Restoration	\$58,000
MT	Assess and Monitor Priority Watersheds	\$40,000
NV	Spring System Evaluations Monitoring	\$10,000
OR	Riparian Area, Wetlands Restoration	\$90,000
UT	Moab Riparian Restoration	\$5,000
WY	GIS Hydrography - Riparian Monitoring	\$20,000
AZ	San Simon Restoration Project	\$10,000
CO	Roubideau Creek Restoration	\$8,000
ID	CWWR-Jim Sage Riparian Restoration	\$18,000
AK	George River Monitoring	\$21,000

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process.

**RIPARIAN MANAGEMENT PERFORMANCE SUMMARY**

**DOI Strategic Goal: Resource Protection**

**End Outcome Goal: Improve the health of watersheds, landscapes, and marine resources that are DOI managed or influenced in a manner consistent with obligations regarding the allotment and use of water.**

<b>End Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Wetland, Riparian and Upland Areas: Percent of acres or stream miles achieving desired conditions as specified in management plans consistent with applicable substantive and procedural requirements of State and Federal Water Law:						
Percent of acres achieving desired conditions.	% change not measured	% change not measured	% change not measured	Establish Baseline	Establish Initial Target	N/A
Percent of stream miles achieving desired conditions.	% change not measured	% change not measured	% change not measured	Establish Baseline	Establish Initial Target	N/A

**Intermediate Outcome Goal 1: Restore and maintain proper function to watersheds and landscapes.**

<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Restoration: Percent of bureau priority acres and stream miles targeted for restoration, where treatments are completed to achieve desired condition.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**Intermediate Outcome Goal 2: Improve information base, resource management and technical assistance.**

<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Management Plans: Percent acres of DOI management units with current resource management plans.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Status and Trends: Percent of lands and waters managed or influenced by DOI for which condition (quality/quantity) is known.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**RIPARIAN MANAGEMENT PERFORMANCE SUMMARY**

<b>Primary Outputs funded by this Subactivity:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory water resources (number).	150	30	40	25	25	+0
Complete watershed assessments (acres).	98,500	240,000	25,000	0	20,000	+20,000
Inventory for Presence of Invasive and/or Noxious weeds (acres).	90,000	49,300	49,200	50,000	50,000	+0
Inventory Lakes/Wetland Areas (acres).	7,800	22,700	23,700	8,000	22,700	+14,700
Inventory Streams/Riparian Areas (miles).	3,050	1,700	1,800	1,000	2,000	+1,000
Assess priority subbasins/regions (acres).	336,000	35,000	39,000	0	40,000	+40,000
Inventory Wildlife/Plant Habitat (acres).	11,000	16,000	16,000	0	16,000	+16,000
Apply Lake/Wetland Treatments (acres).	3,600	3,510	3,310	5,000	3,500	-1,500
Apply Weed Treatments (acres).	700	600	1,500	1,000	2,000	+1,000
Apply Stream/Riparian Treatments (miles).	480	440	275	630	400	-230
Construct Lake/Wetland/Stream/Riparian Projects (number).	290	280	255	250	301	+51
Maintain Lake/Wetland/Stream/Riparian Projects (number).	600	730	840	650	914	+264
Evaluate Weed Treatments (acres).	0	1,000	1,000	1,000	1,000	+0
Monitor Lake/Wetland Habitat (acres).	9,050	11,300	9,650	8,000	10,000	+2,000
Monitor Stream/Riparian Habitat (miles).	2,560	1,970	2,370	1,950	1,750	-200
Monitor Terrestrial Habitat (acres).	0	100,000	110,000	150,000	100,000	-50,000
Monitor Species Populations (number).	70	75	35	0	30	+30
Monitor water resources (number).	55	215	165	100	100	+0

**Activity: Land Resources****Subactivity: Cultural Resource Management****SUBACTIVITY SUMMARY (\$000)**

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	14,159	14,382	+136	+182	14,700	+318
FTE	141	137	0	+2	139	+2

**2004 PROGRAM OVERVIEW**

The 2004 budget request for the Cultural Resource Management program is \$14,700,000 and 139 FTE.

This subactivity supports the Resource Protection mission goal from the Department's Draft Strategic Plan by reducing degradation and protecting cultural resources. Key intermediate outcome measures of performance include increasing the percentage of historic or prehistoric properties maintained, stabilized, or restored (see "Cultural Resource Management Performance Summary" at the end of this subactivity discussion). Cultural and paleontological resources are a partial indicator of the health of the land; resources in "good" or "stable" condition usually indicate public lands that generally are in better health. The Cultural Resource Management program supports sustainable multiple use and the Administration's National Fire Plan and Healthy Forest Initiative by streamlining the Section 106 compliance processes using its National Programmatic Agreement. The program involves communities in stewardship activities through challenge cost-share and partnership arrangements. It also focuses citizen-based conservation through monitoring programs such as Site Stewards. Cultural and paleontological resources enhance recreational opportunities and heritage tourism through interpreted venues and BLM museums. These resources are protected through stabilization and management efforts. The Cultural Resource Management program improves the image, awareness and understanding of the BLM through the world-class resources it offers on the public lands, as well as through museum exhibits where excavated artifacts and fossils from public lands are often displayed.

BLM manages the cultural and paleontological resources found on public lands, including those located within the National Landscape Conservation System units managed by the BLM. Priority activities in 2004 in the Cultural Resource Management program will include: (1) inventorying, evaluating, protecting, studying, stabilizing, and managing archaeological, historical, and paleontological resources; (2) developing Heritage Education and other public outreach and interpretive products; (3) developing input for land use plans, including for fire

management planning; (4) issuing and overseeing cultural and paleontological resource use permits; (5) performing legally mandated work to identify, consult with Indian Tribes and Alaska Natives, and determine the ultimate disposition of museum collections subject to the provisions of the *Native American Graves Protection and Repatriation Act*; (6) evaluating and nominating cultural resources to the National Register of Historic Places; (7) coordinating with other agencies on data administration needs; (8) performing tasks required under the 1997 National BLM Cultural Resources Programmatic Agreement and the various State Protocols for complying with the *National Historic Preservation Act*; (9) responding to requests for information from the general public, agency and other customers; (10) conducting tribal consultation under cultural resource authorities; (11) developing assistance agreements and partnerships with other Federal and non-Federal entities to preserve, enhance and use BLM's cultural and fossil resources; (12) managing volunteers who contribute their time and effort to benefit cultural and paleontological resources; and (13) working with non-Federal museums that house many of the archaeological and fossil collections derived from public lands to make the collections more accessible.

In 2004, BLM will also promote heritage tourism. Recently, the Advisory Council on Historic Preservation, the agency with oversight responsibility for agency compliance with the *National Historic Preservation Act*, has begun to advance its mission to promote the "preservation, enhancement, and productive use of the Nation's historic resources" by emphasizing heritage tourism and other links to economic development. The BLM is mirroring this shift in the Council's mission. The hope is that by doing this BLM may develop alliances with private



Moon House, located in Monticello County, Utah, contains fully intact rooms depicting pictographs showing the phases of the moon and other prehistoric motifs. These motifs may have been used prehistorically to document the "Lunar Standstill" which occurs every 18 1/2 years. The site has become a major tourist destination, which is causing some of the plaster to be lost. Documentation and stabilization of the prehistoric site and the plasters has begun using funding provided in 2002 and 2003. More work is required to control visitor use, develop a trail, and prepare an interpretive brochure.

industry and major corporations. Eventually this could result in significant investments in the "hardening" and protection of cultural resources and infrastructure improvements so that the BLM can make more cultural and paleontological resources available for appropriate visitation. To broaden the focus on heritage tourism, the BLM's Cultural Resource Management program is also working with the National Trust on Historic Preservation, which has been heavily involved in heritage tourism in the past decade.

Also in 2004, BLM's Cultural Resource Management program continues to protect and stabilize the world-class cultural and paleontological resources found on the public lands, so that future generations can enjoy and learn from them. These resources provide a vital link to the national origins and what it means to be an American. It is critically important that this link to the past be maintained and protected so that future generations can experience firsthand the places and locales that framed the broad patterns of history. Where the physical traces of the past cannot be

preserved in place, it is equally important that the scientific information be collected and preserved in public museums where they can be accessed.

The BLM will continue its Assistance Agreement with The Watercourse (located at Montana State University in Bozeman) to expand BLM's Project Archaeology program. In addition to its Project Archaeology program, BLM's heritage education efforts continue the History Mystery and Junior Explorer programs, which profile historic figures and events on the public lands, as well as promote a stewardship ethic in youth so they can join the BLM in improving and sustaining the quality of the Nation's natural and cultural resources.

The BLM's Cultural Resource Management program will continue to consult with tribal and Alaska Native governments as part of its responsibility to federally recognized Tribes and their members. The Bureau consults with Tribes where issuance of use permits may harm or destroy a property of cultural or religious significance. These consultations help the BLM in identifying sacred areas and traditional use areas, providing for access, and determining the disposition of cultural items as defined in the *Native American Graves Protection and Repatriation Act*.

In 2004, BLM will continue to protect the cultural and paleontological resources on the public lands that are vulnerable because of the increased visibility and access and expanded visitor use.

The public lands administered by the Bureau of Land Management (BLM) contain a wealth of archaeological, historical and paleontological resources.

#### CULTURAL RESOURCE MANAGEMENT PROGRAM STATISTICAL OVERVIEW

Acres of public land	262 million acres
Acres inventoried for cultural properties (2002)	532,238 acres
Acres inventoried for cultural resources (to date)	15,474,154 acres
Cultural properties recorded (2002)	9,248 properties
Cultural properties recorded (to date)	255,225 properties
Cultural resource use permits in effect (2002)	606 permits
National Register of Historic Place listings (to date)	277 listings
National Register of Historic Places contributing properties	4,206 properties
Section 106 class III undertakings (2002)	8,502 undertakings
Section 106 data recovery, projects (2002)	186 projects
Section 106 data recovery, properties (2002)	628 properties
Total cultural properties under protection (2002)	3,590 properties
Condition monitoring, stable properties (2002)	3,050 properties
Condition monitoring, deteriorating properties (2002)	570 properties
Signing, properties (2002)	272 properties
Fencing/gating, properties (2002)	133 properties
Stabilization, properties (2002)	346 properties
Ongoing protection, properties (2002)	241 properties

Archaeological and historic resources, collectively referred to as "cultural resources," represent a significant part of national cultural heritage. They include cliff dwellings set in desolate canyon walls; mines and stamp mills located above timberline; immense ground figures and rock alignments etched in desert pavement, known as "intaglios"; abstract, realistic and anthropomorphic renderings incised and painted on rock surfaces; abandoned military outposts

and homesteads; “ghost” towns; trails from Indian and emigrant travels; and much more. The BLM has responsibility for an estimated 4 to 4.5 million cultural resources.

Undamaged, BLM’s cultural resources have the capability to tell when people first arrived on the continent, how they dispersed, how cultures flourished, what led to their demise, how they perceived their spiritual world, how they interacted with other cultural groups, how they exploited and perhaps overexploited their environment, how they treated the dead, how and why they came into conflict, and much more.

While archaeologists study cultural resources, the study of fossils is the domain of paleontologists. Fossils are the remains, imprints, and traces of once-living organisms preserved in the Earth’s crust that can relate the story of origins and endings played out over nearly 4 billion years of the Earth’s 4.5-billion year history. Fossils of thousands of kinds of plants, animals and other organisms can be found on the public lands, including tiny trilobites more than 60 million years old, dinosaurs with razor-sharp teeth and claws between 210 and 65 million years old, and Ice-Age lions and cheetahs.



*Tyrannosaurus skull from the Bisti Badlands of New Mexico dating from 75 million years ago.*

Fossils found on the public lands are important for the story they tell about the development of life on Earth and about the physical changes in the Earth itself. They provide clues to a myriad of important and intriguing questions, from the “hot” topic of dinosaur extinctions to studies of plate tectonics (the geology of the Earth’s structural deformation). Consequently, the public lands provide great outdoor laboratories and classrooms for the study of paleontology and also contribute significantly to public exhibits found in museums.

In addition to the millions of cultural resources and tens of thousands of paleontological sites for which BLM has responsibility, the BLM is also responsible for millions of objects derived from the public lands that are housed in three Federal and 180 non-Federal museums.

BLM’s cultural and fossil resources, along with the museums collections emanating from the public lands, are important for economic, scientific, recreational, cultural and educational purposes. Cultural resources are also important to contemporary Indian and Native Alaskan communities that draw their spiritual and physical connections to the sites and traditional cultural properties, as well as to adjacent western communities that are bound to the public lands either directly or through ancestors who made a living off these lands. The economic benefits of heritage tourism and “dino-tourism” are potentially enormous, but only if the resources are intact and well interpreted.

Changing land use patterns, increased urbanization, and demographic shifts are transforming public expectations and attitudes about how the BLM should manage public lands, including cultural and fossil resources. Remote areas, once protected by their distance from populated areas, are now within easy reach of the hardy and well-equipped hiker, OHV user, and urban

and suburban resident. The cultural and fossil resources of the West are a strong attraction for visitors from all over the world, with increasing public land use concentrated on significant cultural and fossil resources such as rock art sites, emigrant trails, abandoned homesteads, mining towns, and fossil-rich areas. These fragile resources are easily and negatively impacted by both natural processes (erosion, natural deterioration, weathering, arroyo cutting) and human agents (looters, vandals, recreationists, developers).

### **2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2002, the Cultural Resource Management program attained or exceeded targets for all of the cultural workload measures. This is largely attributable to the large number of BLM volunteers and cooperators who assist the BLM. Historically, between 8 and 12 percent of all volunteer time donated to the BLM benefits the Cultural Resource Management program. Additionally, Bureau-wide, more than 100 Challenge Cost-Share and assistance agreements are in place annually which help fund cultural resource activities. Volunteers and cooperators contribute between \$2 and \$3 million annually towards the Cultural Resource Management program. The work they accomplish varies greatly, and includes stabilization, detailed recordation, inventory, protection, interpretation, research, public outreach, cataloguing collections, monitoring, and much more.

The primary output of the number of cultural and paleontological properties restored and protected has increased in recent years specifically as a result of additional funding provided by Congress. A \$200,000 increase provided by Congress in 2002 and 2003 has funded 35 restoration projects on “at-risk” properties. While the number of cultural and fossil properties actually restored and protected in 2002 was 340, the complexity and cost of the work captured under this workload measure varies greatly. Some “protection” work merely involves posting signs, others involve large-scale and costly stabilization.

The primary output of processing cultural and paleontological use permits is demand-driven. Although the numbers of permits processed has steadily climbed over the years, numbers could potentially bounce up and down based on the number of firms and individuals seeking permits from BLM. This workload is difficult to predict.



*Students and instructors working in Bonneville Estates Rockshelter.*

In 2002, some major accomplishments in the Cultural Resource Management program included the following:

- ***Bonneville Estates Rockshelter, Nevada*** - A joint Challenge Cost Share project between the University of Nevada, Reno, the Desert Research Institute, and the BLM Elko Field Office led to the discovery of a 10,100 year-old living floor in this remote rockshelter of northeastern Nevada. This living floor consists of a 10,100 year-old hearth and associated projectile points, flakes and bones lying around the hearth. Deposits may extend another 3 to 6 feet below this living floor, indicating older occupations may exist, and meaning this rockshelter may prove to be one of the oldest sites in North America.
- ***Harquahala Peak Smithsonian Observatory, Arizona*** – The BLM completed a major stabilization project at the National Register-listed Harquahala Peak Smithsonian Observatory. The project involved removal of badly deteriorated portions of the remaining adobe walls; stabilization of original adobe wall segments; construction of a steel framework to support a protective corrugated covering; and replacement of damaged metal panels. Original components of the structure were also preserved to retain the historical appearance of the observatory, which is a destination for visitors traveling the Harquahala Peak Back Country Byway.
- ***Red Gulch Dinosaur Tracksite, Wyoming*** - The Worland Field Office held a dedication ceremony on May 22, 2002 for the Red Gulch Dinosaur Tracksite. This unique locality, where over 1100 dinosaur tracks are preserved, has been developed for public visitation. To better interpret the site, three teams of scientists were formed to research the general geologic context; study the tracks, other fossil traces, and the possible track-makers; and analyze the tracks using GIS and other spatial analysis methods. This is now one of the most intensely studied track sites in North America and hosts an estimated 10,000 visitors annually.
- ***Streamlining*** - Phase 1 of the BLM's effort to streamline compliance with the *National Historic Preservation Act, Section 106*, was to establish a broad agreement with the Advisory Council on Historic Preservation and moved decision-making to the State level. This led to a Bureau-wide, but locally based, funding approach across a wide range of relevant subactivities and programs, enabling the BLM to enter into data-sharing agreements with State Historic Preservation Offices and to deliver automated or GIS-based cultural property data. Phase 2 of this effort is concentrated on improving the quality of the data; integrating the data with other biological, topographic, and management data used to permit uses; and enhancing modeling capabilities at the field level. Phase 3 involves applying the refined data in several land use planning demonstration projects that have been selected to represent the range of variability in geography, resources, land uses, and databases. Phases 2 and 3 are ongoing simultaneously.

## 2003 PROGRAM PERFORMANCE ESTIMATES



*Cape Blanco is the location of important historic and prehistoric cultural resource in Oregon, which the BLM manages under a temporary permit from the U.S. Coast Guard. Along with partners (Oregon Parks and Recreation Department, the Oregon State Historic Preservation Office, the Coquille Indian Tribe and the Confederated Tribes of Siletz Indians), the Coos Bay BLM District has maintained and seasonally opened the Cape Blanco lighthouse (erected in 1870, now on the NRHP) for public tours since 1994, averaging over 20,000 visitors each year. This year the BLM begins long-needed major repairs, including replacement of the lighthouse roof. While the prehistoric component has not been studied sufficiently to characterize completely, it is known to extend throughout the 32 acre headland and date as far back as at least 4,500 years.*

Key goals in 2003 will continue to be similar to those in previous years, including continuing to inventory, evaluate, protect, study, stabilize, interpret and manage cultural and fossil resources on the public lands. One significant change will involve increased emphasis on heritage tourism. BLM's Cultural Resource Management program will work with the Advisory Council on Historic Preservation, the National Trust on Historic Preservation and others to make BLM cultural and fossil resources more readily available to the recreating public. At a minimum, the BLM will use its existing web site to identify and develop "travel itineraries" showing interpreted places on the public lands capable of supporting visitor use. Some of these travel itineraries will link thematically-related resources, such as rock art areas, "ghost" towns, mining towns, fossil trackways, while others will link sites and localities that are concentrated in specific geographic locales. It is expected that these travel itineraries could be made available to the public at a limited cost through the BLM's web site, which will enable web users to download site maps and itineraries.

In 2003, significant planned accomplishments include the following:

- Jointly host with the National Trust for Historic Preservation a conference dedicated to lessons learned from the Weatherman Draw Project in Montana. Weatherman Draw Historic District is a property with significant concentrations of prehistoric rock paintings and carvings that are of traditional cultural and religious significance to the Standing Rock and other Sioux Indian Tribes. In February 2001, the BLM approved an Application for Permit to Drill by the Anschutz Exploration Corporation, which was strongly objected to by the Tribes. As a result the Anschutz Corporation decided to donate two of its Federal leases in the Weatherman Draw area to the National Trust for Historic Preservation. The National Trust and Advisory Council has expressed concern about avoiding similar problems in the future and this conference will examine at those issues.
- Continue emergency stabilization, damage assessments, focused inventories, limited excavations, and protective signing and fencing on at least 17 "at-risk" cultural and paleontological resources. This is specifically tied to a \$200,000 increase appropriated to BLM's Cultural Resource Management program in 2002.
- Complete a report entitled America's Priceless Heritage profiling state-by-state the cultural and paleontological resources on public lands, what is known about them, their importance,



*The National Register-eligible Turn Point Light Station, located on Stuart Island, in San Juan County, Washington, was constructed in the 1890's and was utilized as a navigational aid station on Canal de Haro. Following resolution of the British-American boundary dispute in the San Juan Islands, the Turn Point site was one of 23 reserved for lighthouse purposes and one of five light stations established in the San Juan Islands. The facility has been subject to water damage and vandalism since automation of the facility in 1974. Since the BLM began managing the site in 1991, the Keeper's Quarters and barn/stable have been re-roofed and painted but damage to the interior has not been repaired.*

successful partnerships, activities impacting these resources, and maps depicting interpreted sites.

- **Complying with the Native American Graves Protection and Repatriation Act (NAGPRA)** - The BLM continues to emphasize consultation with Indian Tribes and Alaska Natives on those classes of collections (Indian human remains, funerary objects, sacred objects, and objects of cultural patrimony) subject to the provisions of *NAGPRA*, which requires Federal agencies to locate, inventory, and determine the ultimate disposition of these types of museum collections.
- **Coordinating with the Wildland Fire Management Program** - The BLM's Cultural Resource Management program also cooperates with the Wildland Fire Management program to meet objectives on fuels management projects. Funding from the Hazardous Fuels program supports twenty archaeologists throughout the BLM to work on cultural resource compliance for hazardous fuels projects. The Cultural Resource Management program also coordinates with the Wildland Fire Management program to identify and implement streamlined strategies for accomplishing the projected cultural resource compliance workload on hazardous fuels projects.

### JUSTIFICATION OF 2004 PROGRAM CHANGES

#### 2004 PROGRAM CHANGES

	2004 Budget Request	Program Changes (+/-)
\$(000)	14,700	+182
FTE	139	+2

The 2004 budget request for the Cultural Resource Management program is \$14,700,000 and 139 FTE, a program change of +\$182,000 and + 2 FTE from the 2003 requested level.

**Resource Monitoring, Cultural Resource Management, (+\$100,000)** – The BLM recognizes that systematic resource monitoring has not been a sufficient priority in the past, and OMB's recent Program Assessment Ratings Tool of BLM's restoration function highlighted this insufficiency. The additional funds will contribute to the Resource Protection mission goal of the Department's Draft Strategic Plan by increasing the percentage of properties inventoried

and evaluated. Monitoring of the historical and archaeological resources along the Alpine Loop Backcountry Byway in Southwest Colorado, an area that receives in excess of 100,000 visitors annually, is typical of the relatively small projects that would be funded with this program increase. In this particular case the monitoring will be accomplished in partnership with the San Juan Mountains Association under their Cultural Site Stewardship program. This program is currently in the last year of a three-year Colorado Historical Society State Historic Fund grant. The program, which will eventually be self-sustaining, has over 50 trained volunteers monitoring cultural sites in and around Cortez and Pagosa Springs. In 2004, funding will be used to expand the monitoring to historical sites in the Silverton area. Regional community leaders, cultural and historical resource managers, historians, archaeologists and educators agree that the most effective way to stem losses and preserve the Nation's rich cultural legacy is through community involvement, such as use of site stewards, and public education.

The rest of the increase will enable the BLM's Cultural Resource Management program to initiate or continue at least five major monitoring efforts, which could result in hundreds of archaeological and historic sites being protected. In addition to monitoring the Alpine Loop, the Arizona Civil Air Patrol will monitor sites on Perry Mesa and Black Mesa; Site Stewards in Nevada will monitor sites; two California universities will test sites and monitor impacts of recreational activities; and one of the most intact historic ranch houses in southeastern New Mexico will be monitored for impacts of recreation use and oil and gas development. Monitoring these sites will assure their availability for future generations, a resource base for regional economic development founded on heritage tourism, enhanced recreational and research opportunities, and more.

**Cultural Protection, (+\$300,000)** - These funds would contribute to the Resource Protection mission goal from the Department's Draft Strategic Plan by increasing the percentage of historic or prehistoric properties stabilized or restored. An example of a project that would be funded with the proposed increase would be the stabilization of the Tom Kelly Bottle House in Rhyolite, Nevada. This site, listed on the Nevada State Historic Register, is one of the best preserved examples of a style of vernacular architecture using bottles as a building material. It was built as a private residence in 1906 and was in almost continuous use until the 1970's. The Bottle House is one of the prime attractions at Rhyolite, a historic mining town that receives 60,000 to 70,000 visitors annually, although natural deterioration along with inappropriate repairs has taken its toll. The BLM in Nevada has had architectural and engineering plans for stabilization since 1998, but never had sufficient funds to begin work. The proposed funding would be used to work with the non-profit Friends of Rhyolite to begin stabilization and leverage Federal funding. There is support for this project from the Nevada State Historic Preservation Office, the town of Beatty, and numerous groups interested in historic preservation.

The requested funding increase will also enable the Cultural Resource Management program to initiate 8 stabilization and protection projects, many of which will involve multiple properties. In addition to stabilizing the Bottle House, the proposed increase will be used to restore damaged sites in Idaho; stabilize some Chacoan Outliers in New Mexico; inventory and protect Whipple Cave in California; protect and stabilize historic structures in Montana; protect the Watmough Site in the San Juan Islands of Washington; conduct a paleontology workshop in Wyoming; and conduct site damage assessments on sites in Utah. Protecting these sites will mean their

availability for future generations, a resource base for regional economic development founded on heritage tourism, enhanced recreational and research opportunities, and more.

**Information Technology, (-\$218,000)** - The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process.

**CULTURAL RESOURCES MANAGEMENT PERFORMANCE SUMMARY**

<b>DOI Strategic Goal: Resource Protection</b>						
<b>End Outcome Goal: Protect cultural and natural heritage resources.</b>						
<b>End Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Cultural Resources: Percent of cultural properties and collections on DOI inventory in good or stable condition.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Natural Heritage Resources: Percent of Paleontological localities and collections on DOI inventory in good or stable condition.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
<b>Intermediate Outcome Goal 1: Increase knowledge base of cultural and natural heritage resources managed or influenced by DOI.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
DOI Cultural and Natural Heritage Resources: Percent historic and prehistoric properties inventoried.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
DOI Cultural and Natural Heritage Resources: Percent of paleo localities identified.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
<b>Intermediate Outcome Goal 3: Reduce degradation and protect cultural and natural heritage resources.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Stabilize/Maintain/Restore: Percent historic and prehistoric properties stabilized, maintained, or	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial	N/A

restored.					Target	
Reduce Risk to Resources: Reduce # of violations of unauthorized use and vandalism. (BLM Measure)	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**Intermediate Outcome Goal 4: Increase partnerships, volunteer opportunities, and stakeholder satisfaction.**

<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Customer Satisfaction: Customer/stakeholder satisfaction with stewardship of DOI managed or influenced cultural and natural heritage resources.	85%	--	88%	90%	90%	+0
Partnerships: Partner satisfaction scores with DOI on cultural and heritage resource partnerships.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Volunteers: Number of volunteer hours per year supporting cultural and natural heritage resources.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

**Primary Outputs funded by this Subactivity:**

	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory Cultural and Paleontological Resources (acres).	94,100	25,000	81,300	25,000	25,000	+0
Catalog BLM Museum Objects (number).	80,900	75,000	90,600	75,000	75,000	+0
Process Cultural/Paleontology Use Permits (number).	460	450	460	450	450	+0
Process Cultural and Paleontology Data (number).	460	450	460	450	450	+0
Restore and Protect Cultural/Paleontology Properties (number).	350	230	340	210	220	+10
Monitor Cultural Properties and Paleontology Localities (number).	2,690	2,000	2,720	2,000	2,100	+100

## Activity: Land Resources

### Subactivity: Wild Horse and Burro Program

#### SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	29,629	29,717	+156	-451	29,422	-295
FTE	188	181	0	0	181	0

#### 2004 PROGRAM OVERVIEW

The 2004 budget request for the Wild Horse and Burro program is \$29,422,000 and 181 FTE.

This subactivity supports the Resource Protection mission goal from the Department's Draft Strategic Plan by protecting cultural and heritage resources. Key intermediate outcome measures of performance includes increasing the percent of wild horse and burro Herd Management Areas achieving appropriate management levels as specified in the management plan. Primary output measures of performance to achieve this include increasing the number of wild horse and burros captured that are adopted (see the "Wild Horse and Burro program Performance Summary" at the end of this subactivity discussion). The BLM is responsible for managing wild horses and burros on the public rangelands, consistent with BLM's multiple-use mission. This management takes into consideration natural resources such as wildlife and vegetation and other uses such as livestock grazing and recreation. With the passage of the *Wild Free-Roaming Horses and Burros Act of 1971*, the primary responsibilities of the BLM are to preserve and protect wild horses and burros and to manage for healthy rangelands. When an over-population of wild horses and burros exists on the range, the excess animals are removed and offered to the general public for adoption.

In the third year of a five-year budget strategy with the support of the Wild Horse and Burro Advisory Board, State and local governments, and interest groups, the BLM continues to implement the "Strategy to Achieve Healthy Rangelands and Viable Herds". This strategy identifies management actions to provide for the long-term removal of wild horses and burros, while protecting range and watershed resources, and prescribes the removal of animals from public lands for achievement of appropriate management levels. Vast wildfires and drought in the last several summers have required higher than anticipated emergency removals. These acts of nature have resulted in unplanned gathers for those years, and were completed before any planned gathers. This has caused many Herd Management Areas to increase in numbers of animals.

Adoptions of excess wild horses and burros has remained relatively constant over the last several years and is only slightly less than projected levels. While some gains may be made in the number of animals adopted, the Bureau projects that it may be unable to keep up with the level of removals needed to achieve appropriate management levels. The Bureau first directs funding to maintaining animals that have already been removed from public lands. After that, any additional funding is allocated for removals and adoptions. The goal for 2004 will be to care for all horses in holding facilities and still gather enough animals to equal the natural population increase for the year.

The BLM is responsible for implementing the *Wild Free Roaming Horse and Burro Act* by assuring healthy, viable wild horse and burro populations within habitat management areas at the appropriate management level and by ensuring that animals removed are placed and cared for appropriately. The Wild Horse and Burro program supports the Administration's priorities to provide for sustainable, multiple-use of the public lands, and ensure that appropriate attention is directed to both authorizing the use and development of public land resources and necessary monitoring, inspection and compliance. The Wild Horse and Burro program has been aggressively striving to communicate openly and frequently with interested citizens groups, State and local governments, and others in managing the Nation's public lands and resources through its advisory board, cooperative partnerships with the State of Nevada, and the National Wild Horse and Burro Foundation.

### **2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2002, the Wild Horse and Burro program continued implementation of the five-year budget initiative implemented in 2001 to achieve healthy rangelands and viable wild horse and burro herds. To stay on schedule with the implementation of this initiative, it was necessary for the BLM to conduct work more efficiently and manage the flow of animals into and through facilities as efficiently as possible, and to reprogram a total of \$2.5 million from other Bureau programs. Performance and major accomplishments in the Wild Horse and Burro program included the following:

#### ***Herd Management -***

- The Wild Horse and Burro program did not meet the goal of achieving appropriate Management Levels in most cases due to severe drought conditions, wildfires, and litigation that required BLM to gather herd areas that were not scheduled to achieve AML during 2002 by removing 11,000 animals.
- Most of the animals removed during 2002 were within the adoptable age range of 0-5 years old, and therefore went into short-term holding facilities until adoption. The older animals over 5 years old for which there is no adoption demand, were placed in long-term holding facilities in Kansas and Oklahoma.

***Preparation and Holding -***

- Currently, there are 17,000 animals in holding facilities, requiring the need for additional holding facilities. Efforts began to address this need.
- A success story was realized at the Canon City Wild Horse and Burro Facility in Colorado. The Canon City Facility continues to be one of the least expensive facilities in the Bureau to hold wild horses and burros. This was done within the existing budget allocation by grazing animals on pasture at a reduced fee. Colorado still has a very successful training program solely funded by the Colorado Department of Corrections.

***Adoptions –***

- Nationally, 8,000 animals are placed each year. In 2002, BLM placed 7,646 animals, less than the 8500 planned. The fewer adoptions was largely a result of drought and high hay prices across much of the West.
- In California, 1,189 animals were placed into private care and maintenance, doubling in 2002 the total number of animals adopted in California over previous years. These increases are being attributed to a dynamic outreach program and expanding partnerships with volunteers and volunteer organizations.
- California also achieved a reduction in the costs associated with the adoption program by reducing unit costs 30 percent (from \$817 per animal to \$551 per animal).

***Marketing -*** The National Wild Horse and Burro Marketing Team was established to promote national equine events, and to pursue a more cost effective and efficient national and regional approach to marketing. Team goals are to assist BLM State Offices with promotion of adoptions and equine events through a centralized operation for scheduling and promotion.

- The program participated in the 2002 Winter Olympics Games in Salt Lake by establishing a learning center at the Nordic events site where several wild horses and burros from California, Nevada and Utah were available for public viewing. Volunteers from the BLM's Wild Horse and Burro Mentoring program gentled the animals.
- The program initiated several enhanced adoption events resulting with a higher level awareness and the adoption of animals into new markets.
- The BLM national program hosted a marketing meeting in 2002 where-in State Public Affairs staff utilized GIS data and demographics to increase adoptions through better marketing practices.
- BLM entered into cooperative partnerships with the States of Nevada and Kansas Department of Corrections to establish wild horse and burro gentling programs using correctional program inmates.
- Utilizing volunteers, the BLM has expanded its post-adoption success and after-market customer service ten-fold through the adopter mentoring and assistance program.
- BLM hosted the fourth annual Wild Horse and Burro Workshop for the adopters mentoring and assistance program. Attendance and participation more than doubled from the past year.

***Public Education and Outreach –***

- BLM jointly with the State of Nevada assisted in the establishment of the National Wild Horse and Burro Foundation. The primary purpose of the Foundation is to increase public education about wild horses and burros and to promote successful adoptions.

- BLM, in cooperation with Community Network Television and Earth Café developed a 30-minute educational video for cable distribution that aired in 2002.
- The California State Office has successfully incorporated through the outreach program the use of volunteers and volunteer organizations in assisting with the wild horse and burro adoption program. The public has been actively engaged into the adoption program primarily to assist with post-adoption customer support and mentoring.

### **2003 PROGRAM PERFORMANCE ESTIMATES**

In 2003, two additional long-term holding facilities will be in place, allowing the wild horse and burro program the ability to pasture 14,000 wild horses. These two additional facilities can accommodate up to 4,000 younger adoptable animals that will be held and then placed for adoption. Pasturing wild horses at these long-term facilities reduces the unit cost incurred at the preparation and maintenance facilities. This will also allow the preparation facilities to be under capacity, relieving the higher dollar holding costs and adding additional flexibility to removing wild horses from the range.

#### ***Herd Management -***

- The BLM plans to remove 7,125 animals but not exceed 8,100 animals.
- Continue to implement scheduled improvements to the wild horse and burro information system for better managing and tracking of animal care and feeding costs, allowing animals in facilities to be tracked on a weekly basis.
- Continue to apply research fertility control measures (one-shot, one-year effective vaccine) on animals in the high priority HMAs that meet the BLM's criteria.
- Continue to monitor 72 HMAs to determine the highest priority HMAs for wild horse and burro removal for upcoming fiscal years.
- Continue to census 58 HMAs to help with establishment of AMLs and prepare for gathering operations.

#### ***Preparation and Holding -***

- Maintain existing facilities to handle animals coming into the system for preparation and holding.
- Continue to expand animal health studies in cooperation with APHIS and partner universities.
- Expand the wild horse and burro gentling programs in cooperation with State correction programs. Focus will be on developing partnerships in the eastern U.S.

#### ***Adoption -***

- The Bureau expects to place 7,600 adoptable animals.
- Continue monthly adoptions at the following BLM holding facilities: Kingman, Arizona; Lichfield and Ridgecrest, California; Canon City, Colorado; Elm Creek, Nebraska; Reno, Nevada; Paul's Valley, Oklahoma; Burns, Oregon; Cross Plains, Tennessee; Salt Lake City, Utah; and Rock Springs, Wyoming.
- The Bureau will continue to conduct adoptions through the internet and downlink.
- Continue to direct significant resources toward improved marketing of available animals to maximize the number adopted and minimize the number of animals held in long-term care.

- Assure that a minimum of 95 percent of untitled animals adopted receive care in compliance with the Private Maintenance and Care Agreements.
- Issue title for 95 percent of the adopted animals within six months of title eligibility.
- Continue monitoring commercial slaughter facilities in the U.S. to assure that no wild horses are slaughtered illegally.

**Marketing -**

- Continue to increase and improve marketing efforts focusing on promotion of adoption events through 2003.
- The marketing team will continue to pursue cost effectiveness and efficiencies by utilizing a regional and national approach to marketing.
- Establish a lead marketing position to improve the overall marketing efforts and increase adoptions.

**Public Education -**

- In cooperation with the State of Nevada, the BLM will continue to provide assistance and encouragement to the private Wild Horse and Burro Foundation supporting the wild horse and burro program with emphasis on helping to successfully adopt more animals. The foundation will promote and fund a national wild horse and burro show tying in the adopter's participation in local and regional shows, using a point system for finalists.
- Continue to expand BLM outreach and educational efforts by producing educational materials and encouraging partnerships with organizations in developing multi-media educational programs.
- Continue to expand the wild horse and burro volunteer mentoring program by holding workshops in the Eastern and western U.S.
- Expand outreach and education efforts by participating in equine events, veterinary and farrier conferences, and conventions and county and State fairs.

**Research -**

- In cooperation with the United States Geological Survey, Biological Resources Division, BLM is currently conducting field trials of broad based application of fertility control.
- In partnership with BRD, BLM will implement a contract to study the next generation fertility control agent with the objective of developing an agent effective for 3+ years.
- Continue to work cooperatively with the Veterinary Services Division of APHIS, in developing research to address animal health and handling issues.

**JUSTIFICATION OF 2004 PROGRAM CHANGES**

**2004 PROGRAM CHANGES**

	2004 Budget Request	Program Changes (+/-)
\$(000)	29,422	-451
FTE	181	0

The 2004 budget request for Wild Horse and Burro program is \$29,422,000 and 181 FTE, a program change of -\$451,000 from the 2003 requested level.

**Information Technology, (-\$451,000)** - The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process and in the case of this program the wild horse and burro management system.

**WILD HORSE AND BURRO MANAGEMENT PERFORMANCE SUMMARY**

<b>DOI Strategic Goal: Resource Protection</b>						
<b>End Outcome Goal: Protect cultural and natural heritage resources.</b>						
<b>End Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Percent of special management areas meeting their heritage resource objectives under authorizing legislation.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Targets	N/A
<b>Intermediate Outcome Goal 2: Manage special management areas for natural heritage resource objectives.</b>						
<b>Intermediate Outcome Measures:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Wild Horse and Burro Management Areas: Percent of number of Herd Management Areas achieving appropriate management levels as specified in relevant management plans.	38.5%	56.0%	54.0%	63.0%	75.0%	+12.0%
<b>Primary Outputs funded by this Subactivity:</b>	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Establish AMLs for Wild Horses and Burros Herd Management Areas (number).	Not Measured	26	13	28	30	+2
Adopt Wild Horses and Burros (number).	7,616	8,500	7,646	7,600	7,600	+0
Prepare/Hold Wild Horses and Burros (number feed days).	N/A	3,072,772	5,772,814	5,717,000	6,500,000	+783,000
Gather/Remove Wild Horses and Burros (number) *	13,319	12,779	12,029	7,125	7,200	+75

Conduct Census of Wild Horse and Burro Herd Areas (number).	106	88	85	58	60	+2
Monitor Wild Horse and Burro Herd Management Areas (number).	151	142	173	72	70	-2
Conduct Wild Horse and Burro Compliance Inspections (number).	5,449	5,469	6,285	4,600	4,600	+0
<i>* As part of the 5 year strategy BLM planned a relatively high level of removal in 2002. In 2002, emergency gathers were done at the expense of planned gathers and at earlier points in the year than originally planned.</i>						