

CHAPTER 2

PROPOSED PLAN REVISION

A. INTRODUCTION

The proposed plan revision is a mix of the various management options discussed during the plan revision process and sets the course for future recreation management on the Arkansas River over the next ten year period. The plan was developed under the premise that all existing uses would be recognized and accommodated to the extent possible. It assigns management prescriptions for developed sites and carrying capacities for all segments of the river corridor.

Due to the increase in Arkansas River recreation use since the first plan was developed, a major issue addressed by the plan was the issue of direct management controls, including how much and what type of recreation use would be accommodated at what time. The plan provides for optimum levels of a variety of recreation uses on the Arkansas River while minimizing recreation user conflicts. This requires placing limits on activities which have the potential to eliminate other uses. This is being done in light of the newly developed "Vision Statement" presented earlier in Chapter 1. When coupled with the other management prescriptions, the carrying capacities in this plan specify the appropriate boating volumes which will allow other recreationists to continue enjoying the river.

The BLM, CDPOR, CDOW and FS, known in this plan as the partners, will ensure that a careful assessment is made of how visitor use dynamics interrelate with plan design prior to initiating changes in direct use regulations. Elements of plan design (boating season dates, launch windows, etc.) that can be directly implemented by all commercial river outfitters will be implemented immediately, unless specifically timed. These elements will continue to be included as "boiler plate" stipulations within each of AHRA's individual outfitter special use concession agreements. River corridor and developed recreation site carrying capacities cannot be directly implemented in this way. Instead, use has been and will continue to be monitored to be sure plan objectives are being met. Specific procedures for allocating use within the prescribed capacities have been and will continue to be developed in accordance with AHRA policy and with input from the Citizens Task Force. Those procedures for commercial boating, which are contained within "The AHRA Rationing Plan", do not require a plan amendment, but rather they are a separate addendum to this plan.

The plan specifies management for the river corridor and provides for development of a Cooperative Management Agreement {CMA} that will serve as the implementing contract. The plan will be implemented as a partnership between BLM, CDPOR, CDOW and the FS. See APPENDIX A for a copy of the CMA. Upon signing the CMA, the partnership agreement becomes effective and the plan becomes fully implementable unless otherwise specified or timed. CDPOR will be the on-the-ground recreation manager, providing on-water and land-based recreation management throughout the river corridor including the lands under special use agreement with the FS. CDOW will provide the lead in managing wildlife and related activities on lands and waters within the river corridor. The BLM and FS will continue to manage other multiple uses and work with the other partners to ensure compliance with the provisions of the plan and CMA. All four agencies will function as joint administrators in evaluating the adequacy of the plan, its implementation and the need for future amendments.

B. AREAWIDE MULTIPLE USE GOALS

1. Livestock Use: Provide for continued utilization of forage, water, livestock fords and trailing areas at current use levels throughout the river corridor, except at intensively developed sites where exclosures are needed to prevent user/livestock conflicts. Meet allotment management needs for livestock watering. Management decisions and actions for the recreation area within the cooperative management agreement lands and the R&PP leased developed recreation sites will not conflict with those livestock decisions described within the BLM Resource Management Plan [RMP]. Those recreation decisions within the BLM RMP that relate to recreation use along the river and potential conflicts with livestock use will be implemented. This guidance does not necessarily apply to CDPOR owned properties or lands under special use agreement with the FS.
2. Wildlife Management: Provide for continued wildlife habitat protection and improvement projects. Mitigate conflicts between recreation users and wildlife species to ensure their continued existence. Protect bighorn sheep habitat and prevent user conflicts between bighorn sheep and recreation users. The recreation area partners will reexamine and modify, if needed, the existing memorandum of understanding agreement [MOU] between BLM/CDOW. The AHRA Cooperative Management Agreement [CMA] clarifies the roles and responsibilities for wildlife management along the river corridor within AHRA. This updated CMA will replace the CDPOR/CDOW MOU.
3. Fisheries Management: Provide for continued protection of fisheries and aquatic

habitat. Provide for improvement projects to reduce impacts from increasing river recreation use, existing heavy metals problems, potential sedimentation stemming from developments and possible changes in water quality. Strive for compatibility of sports fishermen with other recreation users. The recreation area partners will reexamine and modify, if needed, the existing MOU between BLM/CDOW. The CMA clarifies the roles and responsibilities for fisheries management in the river and the closely associated streams within AHRA.

4. Threatened and Endangered Species: Provide for the conservation of federal and state-listed plants, animals, aquatic ecosystems and plant associations that are rare, endemic or threatened. Ensure that crucial habitats of threatened, endangered and sensitive species are managed and/or conserved to maintain or expand their existence. The recreation area partners, working closely with various other agencies {i.e. BOR, USFWS, CNAP, etc.} will reexamine and modify, if needed, existing MOUs or prepare new ones as needed in order to clarify roles and responsibilities for management of federal/state listed species, associations, etc. within AHRA.

5. Wilderness Management: Protect the primitive values of adjacent wilderness study areas [WSA] and maintain existing opportunities for primitive and unconfined types of recreation. Recreation area partners will carry out monitoring and management to ensure that all activities adjacent to or within the Browns Canyon and McIntyre Hills WSAs are non-impairing to wilderness values.

6. Forestry: Maintain existing forestry resources for non-consumptive use to enhance recreation opportunities. This guidance does not necessarily apply to lands under special use agreement with the FS.

7. Cultural Resources: Protect cultural resources from vandalism and development, both within and immediately adjacent to the river corridor. Build an awareness and appreciation of cultural and natural history resources through visitor services (e.g. interpretation, information, etc.). The recreation area partners will carry out the needed actions/methods for implementation of the recreation area's interpretive plan.

8. Visual Resources: Ensure that all facility developments are designed to be visually harmonious with adjacent environs.

9. Minerals: Minimize conflicts between anglers, river boaters, recreational gold panners and suction dredgers so that these uses can co-exist. Recognize valid existing and future commercial mining operations. The recreation area partners will carry out actions that further implement the USFS/BLM recreational gold panning joint procedures and guidance. See APPENDIX E for a copy of this guidance.

10. Land Use/Realty: Provide for existing rights and accommodate public needs for new rights-of-way within the river corridor. Retain public lands within the corridor in federal public ownership unless exchanged for more important river corridor property. Allow leases, permits and easements as necessary to accomplish BLM management objectives outlined in necessary land use/realty actions. Acquire parcels which are needed to accomplish objectives through exchanges or direct acquisition. The recreation area partners will carry out actions that further implement the land use/realty related decisions described within the BLM RMP. This guidance does not necessarily apply to those lands under special use agreement with the FS.

11. Soil and Vegetation: Minimize natural and man-caused soil erosion and vegetation loss at developed recreation sites and other high-use areas. Incorporate wise soil and vegetation conservation practices into all new development projects. Noxious weed management is a mandate of federal, state and local governmental entities. AHRA will pursue all collaborative efforts to facilitate noxious weed control. See APPENDIX F for a copy the Recreation Management Guidelines.

12. Water: Protect in-stream water quality by providing adequate human and solid waste disposal facilities at all intensively used recreation sites. Require commercial outfitters to provide for on-water use sanitation as specified within their AHRA special use concession agreement. Minimize non-point source pollution from all recreation sites by maintaining conditions identified in the Recreation Guidelines of the Standards for Public Land Health. Rehabilitate and revegetate, to the degree possible, recreation sites that currently may not meet the Recreation Guidelines of the Standards for Public Land Health.

13. Air: Maintain air quality standards throughout the corridor and maintain visibility standards adjacent to Browns Canyon and the McIntyre Hills Wilderness Study Areas.

C. AREADWIDE RECREATION GOALS

The following goal statements reflect agency policies and mission statements. They also project a picture of what the future character of the river and its associated recreation opportunities will be.

1. Instill a wise river and public land use ethic in all users in regards to river etiquette, respect for private lands, outdoor ethics, etc. In cooperation with the Greater Arkansas River Nature Association [GARNA], all the recreation area partners will disseminate and encourage use of the “Arkansas River Guide’s Guide” [ARGG].

2. Develop an educational/interpretive program (for use at developed sites) to instruct users about resource use, special or unique aspects of the resource, outdoor ethics and/or user etiquette. In cooperation with GARNA, all the recreation area partners will

carry out actions that further implement the recreation area's interpretive plan as well as encourage extensive use of the ARGG and other educational tools.

3. Minimize adverse effects of recreation use and reduce conflicts between recreationists, other land users and public and private landowners. In cooperation with all other partners, agencies and user groups along the river {i.e. Trout Unlimited, USBOR, commercial rafting companies, GARNA, U.S. Corps of Engineers, etc.} the recreation area partners will work to implement needed actions for lessening these potential conflicts, e.g. increased land identification signing, acquiring easements or lands and extensive use of the ARGG and other educational tools.

4. Reduce problems of river recreation user trespass on private lands, especially trespass related to river access. In cooperation with other partners, agencies and user groups along the river, the recreation area partners will work to implement needed actions for lessening conflicts over trespass for river access, e.g. increased land identification signing, acquiring easements or property if necessary and extensive use of the ARGG and other educational tools.

5. Protect the rights of public land users to utilize public resources for a variety of multiple uses within and adjacent to the river corridor.

6. Gain a better understanding of the needs and requirements of public and private landowners along the river. In cooperation with other partners, public agencies, GARNA, Cattlemans Associations, Homeowner Associations, etc., the recreation area partners will carry out actions that promote mutual cooperation, as well as encouraging use of the ARGG and other educational tools.

7. The recreation area partners will continue to respect the rights and property of the railroads within the river corridor. A mutually benefitting agreement will be pursued between the recreation area and the Royal Gorge Scenic and the Rock-n-Rail Railroads that provides for clarification of issues relating to this railroad segment in the Royal Gorge between the Parkdale recreation site and Canon City.

8. Respect consumptive water users' rights and structures (e.g., working closely with the Southeastern Colorado Water Conservancy District, other irrigation districts, state and federal agencies, municipalities, the Upper Arkansas River Water Conservation District, etc.). Seek the cooperation of water owners and the funding sources to maintain water levels to benefit biological and recreational needs. The recreation area partners will work with these same water owners to request their VOLUNTARY participation in the upper Arkansas River Annual Flow Program.

9. Work with municipal water owners to provide river recreation access along the Arkansas River corridor where needed, i.e. City of Aurora in Lake County, Pueblo Board of Water Works near Clear Creek and the City of Colorado Springs near the Otero Pump Station.

10. Ensure existing and future water uses are consistent with the Colorado State Constitution and statutes. The recreation area partners will work with state and federal water agencies to ensure that water use meets legal requirements.
11. Recognize that federal and state highways, as well as county and city roads, provide the primary and in some cases the only, means of access for residents, recreationists and others who use the area. The recreation area partners will cooperatively work toward the identified actions related to recreation acceleration/deceleration lanes within the recreation area and specifically those actions between county roads and state highways within the recreation area. The recreation area partners will pursue the concern that some of the sites along US Highway 50 should be partially supported by CDOT transportation funds, assuming that a substantial portion of the visiting public are doing so in relation to highway travel and not recreational access to the river.
12. Improve coordination among local communities, the Governor's office, CDPOR and CDOT to integrate the management of state and federal highways with recreation management in the river corridor. The recreation area partners will cooperatively work toward the identified actions related to enhanced communication between all entities within the recreation area. Specifically, the partners will work towards those actions related to maintenance of county roads and state/federal highways that are directly tied to visitor safety within the recreation area.
13. Provide law enforcement capabilities and visitor services that are adequate to protect natural resources, private property and visitor health and safety. In addition, AHRA shall, where possible, assist with user group conflicts and fulfill management prescriptions in the plan in cooperation with local law enforcement agencies.
14. Provide adequate on-ground/on-river law enforcement authority and manpower to ensure that visitor management actions are properly implemented consistent with the objectives and specific actions established for each river segment.
15. Pursue and implement cooperative agreements with local, county, federal and state agencies to provide adequate recreation related public safety services (wildfire control, emergency medical services and search/rescue operations).
16. Provide access and facilities in the amount, location and character needed to provide for visitor health and safety and to facilitate use of the resource. In addition, provide facilities appropriate to the amount and types of recreation outlined in this plan. Recreation area partners will carry out implementation of the identified needed actions to provide for additional access acquisitions and for needed facility development. The criteria for meeting these identified needs will insure that a correct application of the AHRA vision statement is carried out. See APPENDIX D for a copy of these identified remaining acquisitions and developments.

17. Protect the environment, while allowing for a diversity of recreation opportunities and experiences, as identified and clarified within this plan's vision statement. Develop strategies and criteria to provide for appropriate, compatible, new and/or different recreational technologies/activities. Prevent those technologies and activities that are not compatible with the plans vision statement.

18. Monitor the environmental effects of recreation use along the river and take corrective actions as needed based upon the direction provided by this plan's vision statement, the Recreation Management Guidelines related to BLM's Standards for Public Land Health and the ongoing related monitoring program.

19. Protect water quality through proper sanitation maintenance (sewage control) and facility design. Working with the recreation area partners, establish a policy of visitor information and continue a "pack it in-pack it out" philosophy for trash within AHRA. Protect water quality by limiting recreational use at areas where fluvial tailings containing toxic metals are potentially thought to exist until restoration efforts are completed. Improve water quality by minimizing sediment production adjacent to the river as a potential result of increased recreational use.

20. Protect federal and state-listed threatened, endangered and other species of concern. The recreation area partners, working closely with various other agencies {i.e.USFWS, BOR, CNAP, etc.}, will carry out its specified roles and responsibilities for management of federal/state listed species, associations, etc. within the recreation area.

21. Collect user fees, based on a user pay philosophy, and return them to the recreation area for on-the-ground management.

22. Work to achieve a level of no more than 45 commercial boating outfitters.

23. Maintain the railroad corridor in the event of abandonment and continue to work towards the development of the corridor as a rails-to-trails project.

D. SEGMENT-SPECIFIC RECREATION MANAGEMENT OBJECTIVES

This section is a summary of river recreation management shown by river segment/sub-section, primary uses, sites, carrying capacities, use seasons and special use windows. See Table 2-1 on the following pages:

Table 2-1 SEGMENT-SPECIFIC RIVER RECREATION MANAGEMENT

Segment & Subsection	Primary Use	Sites {Agencies = BLM, FS, CDPOR, CDOW, CSLB, or the Cities of Buena Vista, Salida, Canon City}	Carrying Capacities [# of boats/day]		Use Seasons	Special Use Windows Special Notes
			Private	Commercial		
1 A Leadville to Granite	*Fishing Access *Private Boating Access *Other day uses	*Crystal Lakes Gateway *Hayden Meadows *Kobe Bridge *Sawmill Gulch *Granite	10	0	Year-round	none
1 B Granite to Numbers	*Boating Access *Fishing Access *Other day uses	*North & South Clear Creek *Stone Cabin *Pine Creek *Numbers	350	30	May 15 to Sept 7	*Commercial boats launch from 830am to 1100am. *Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.
			200	10	Sept 8 to May 14	* Commercial boats launch from 830am to 1100am. *Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.

1 C Numbers to Railroad Bridge	*Boating Access *Fishing Access *Camping *Other day uses	*Rapid #4 *Otero Bridge * 5 & One Half *Riverside Upper & Lower *Railroad Bridge	350	40	May 15 to Sept 7	*Commercial boats launch from 830am to 1100am. *Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.
			200	10	Sept 8 to May 14	*Commercial boats launch from 830am to 1100am. *Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.
1 D Railroad Bridge to Buena Vista	*Boating Access *Fishing Access *Other day uses	*Frog Rock/ Elephant Rock *Buena Vista	150	150	May 15 to Sept 7	none
			100	50	Sept 8 to May 14	none
2 A Buena Vista to Fisherman's Bridge	*Boating Access *Fishing Access *Other day uses	*Collegiate Peaks Gateway *Fisherman's Bridge	150	450	May 15 to Sept 7	none
			100	50	Sept 8 to May 14	none
2 B Fisherman's Bridge to Stone Bridge	*Boating Access *Fishing Access *Camping *Other day uses	*Ruby Mountain *Browns Canyon *Hecla Junction *Stone Bridge	150	450	May 15 to Sept 7	none
			100	50	Sept 8 to May 14	none

2 C Stone Bridge to Big Bend	*Fishing Access *Boating Access *Other day uses	*Big Bend	150	150	May 15 to Aug 15	*Commercial boats off river by 500pm.
			30	20	Aug 16 to May 14	*Commercial boats off river by 500pm. * Allow one commercial trip per day, with a maximum of four boats, to enter the river stretch from Stone Bridge to Texas Creek above capacity for pass through camping.
2 D Big Bend to Salida	*Fishing Access *Boating Access *Other day uses	*Salida Open Zone *Salida	150	150	May 15 to Aug 15	*Commercial boats off river by 500pm. *Allow commercial kayak instruction & private boating from low head dam above Salida to Riverside Park...not in capacities.
			30	10	Aug 16 to May 14	*Commercial boats off river by 500pm. * Allow one commercial trip per day, with a maximum of four boats, to enter the river stretch from Stone Bridge to Texas Creek above capacity for pass through camping. *Allow commercial kayak instruction & private boating from low head dam above Salida to Riverside Park...not in capacities.

3 Salida to Vallie Bridge	*Fishing Access *Boating Access *Camping *Other day uses	*Salida East *Point Barr *Rincon *Vallie Bridge	150	150	May 15 to July 14	*Commercial boats off river by 500pm.
			30	10	July 15 to May 14	*Commercial boats off river by 500pm. * Allow one commercial trip per day, with a maximum of four boats, to enter the river stretch from Stone Bridge to Texas Creek above capacity for pass through camping.
4 A Vallie Bridge to Texas Creek	*Fishing Access *Boating Access *Camping *Other day uses	*Canyon Trading Post *Loma Linda *Lone Pine *Fernleaf Gulch *Texas Creek	100	150	May 15 to Aug 15	*Commercial boats off river by 500pm.
			30	10	Aug 16 to May 14	*Commercial boats off river by 500pm. * Allow one commercial trip per day, with a maximum of four boats, to enter the river stretch from Stone Bridge to Texas Creek above capacity for pass through camping.
4 B Texas Creek to Parkdale	*Boating Access *Fishing Access *Camping *Other day uses	*Maytag *Devils Hole *Pinnacle Rock *Three Rocks *Salt Lick *Five Points *Lower Floodplain *Spikebuck *Bootlegger *Parkdale	150	300	May 15 to Sept 7	*Commercial boats off river by 500pm. *Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.
			40	30	Sept 8 to May 14	*Commercial boats off river by 500pm. *Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.

5 Parkdale to Canon City	*Boating Access *Fishing Access *Other day uses	*Parkdale South *Royal Gorge	150	75	May 1 to May 19	*Commercial boats launch from 830am to 400pm.
				175	May 20 to Aug 15	*Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.
				125	Aug 16 to Sept 7	
			75	75	Sept 8 to Sept 30	*Allow 1 safety boat with a paid staffer per commercial boat trip above capacity.
				30	Oct 1 to April 30	
6 Canon City to Pueblo Reservoir	*Fishing Access *Boating Access *Other day uses	*Canon City *Florence *Pueblo Reservoir	40	40	Year-round	*Commercial kayak and canoe instruction within one or two stretches {i.e. Canon City & Florence}... ..not in capacities.

**Table
Footnotes**

- Unless otherwise stated in the Segment-Specific River Management Table 2-1 above, the commercial launch window on the river is 8:30 am to 3:30 pm. Private boats do not have launch windows.
- For the purpose of making commercial trips safer, an allowance is optionally offered for one safety boat per commercial trip, outside of capacity, in river Subsections/Segments 1 B, 1 C, 4 B and 5. Specifics are outlined in the AHRA Special Use Concession Agreement.
- The plan provides for an initial increase in commercial boating capacity during the high-use season in Subsection 1 C, within the 830am to 1100am launch window, from the previous 30 bpd capacity to 40 bpd. This subsection capacity, at the discretion of the AHRA managers and with input from the CTF, can potentially increase to 50 bpd and then 60 bpd if the following conditions can be met:
 - Existing facilities can be expanded to accommodate the increase in commercial boating traffic/use;
 - Additional resource degradation does not occur with the preceding incremental increase;
 - Increases in conflicts between user groups do not occur with the preceding incremental increase.
- To accommodate self-contained, multi-day river trips during the “off season”, one commercial trip per day above the established capacity limits will be allowed to enter the river stretch between Stone Bridge and Texas Creek {Subsections 2 C through 4 A} for pass through camping. Such trips will be allowed on a reservation basis as specified in the AHRA Special Use Concession Agreement. For purposes of this exemption, trips shall consist of a maximum of four boats, shall spend no more than two consecutive nights within the defined river stretch and shall be completely self-contained {i.e. carry all necessary camping equipment and supplies on the boats}. Trips using vehicle support shall not eligible for this exemption and the four boats shall not be split among multiple outfitters or multiple trips. No historic use will accrue to outfitters for these trips and penalties will be imposed for failure to comply with conditions and provisions as outlined in the AHRA Special Use Concession Agreement.
- The carrying capacity of each raft will be the legal capacity for that size of raft, not the flat eight people per raft used in the past.
- In the event that additional resource monitoring shows that efforts at rehabilitation in Subsection 2 C {Browns Canyon} have failed to reverse the natural resource degradation trend, then consideration must be given to a reduction in carrying capacities for both private and commercial boating capacities within that sub-section.
- To provide safe boating experiences for the public during “high water” years such as 1995, when flows exceed 2,500 cfs at the Wellsville gauge, the AHRA managers may make temporary modifications on a year-to-year basis in segment boundaries and capacities that do not unduly impact other user groups or resources. No historic use will accrue to outfitters during these times or at these locations.
- During low flow periods of less than 700 cfs at the Wellsville gauge, the AHRA managers, on a year-to-year basis, may allow commercial outfitters to utilize the Ruby Mountain recreation site, for the purpose of launching commercial trips.

E. AREAWIDE IMPLEMENTING ACTIONS

This section describes resource and visitor management, facility management and development, access and easement acquisitions and administrative actions planned to accomplish prescribed management objectives on all river segments.

1. Resource Management

a. Protection

- * Install management facilities (barriers, signs, etc.) at sites as needed to maintain resource character (i.e. prevent erosion, vegetation trampling, littering and protect wilderness values, etc.)
- * Make resource protection a primary consideration of all recreation management actions.
- * Provide protection for wildlife and fisheries resources and habitats, riparian areas, archaeological sites, etc. through cooperation with appropriate agencies and interested publics.
- * Provide for existing livestock fording and watering areas.
- * Assist in protection of landowner fences, headgates, measuring devices, ditches and wingdams from damage by recreationists.
- * Identify specific points for stream improvement projects with CDOW.
- * Protect peregrine falcon eyries from disturbance using fencing and signs as needed.
- * Where possible, provide for a 50-yard buffer zone between sheep habitat areas and developed recreation sites.
- * Identify small bodies of water along the river corridor and maintain them for waterfowl habitat where feasible.

b. Rehabilitation

- * Rehabilitate vegetation and natural resources, where needed, at sites

identified through monitoring. Re-plant trees as needed and consider adding photovoltaic powered watering systems if feasible.

- * Based on resource surveys, rehabilitate or close any river site found to be below acceptable public land health levels.

- * Remove man-made hazards that have resulted in boating safety problems.

2. Visitor Management

a. Visitor Information and Interpretation

- * Post recreation area and public land boundaries along the river to reduce trespass.

- * Develop visitor information, interpretive and educational displays for resource protection, outdoor ethics and user etiquette at developed sites and high use areas (especially at Ruby Mountain and Hecla Junction).

- * Develop recreation area brochures explaining:

- > Boating and fishing etiquette,
- > River use/conservation/stewardship ethics,
- > Private property rights/recreation user privileges,
- > Available support facilities,
- > Available services and points of interest in communities,
- > Recreation opportunities including gold panning,
- > Permit and fee requirements,
- > The partnership,
- > Historic/cultural/geological points of interest,
- > Fisheries and wildlife features,
- > Multiple use resource management highlights, and
- > Recreation and wildlife regulations.

- * Include in all visitor information brochures suggestions on how to minimize the negative effects of noisy, rowdy boaters and other user groups on the river and at public and private campgrounds.

- * In an area wide users guide, provide maps showing recreation prescriptions for each segment, including available types of recreation

and the settings in which each occurs.

- * Post information signs/displays at access sites discussing:
 - > Boating and fishing etiquette,
 - > River use/conservation/stewardship ethics,
 - > Private property rights/recreation user privileges,
 - > Available support facilities,
 - > Available services and points of interest in communities,
 - > Recreation opportunities including gold panning,
 - > Permit and fee requirements,
 - > The partnership {at highway entrance signs to major recreation sites},
 - > Historic/cultural/geologic points of interest {work with local organizations to identify},
 - > Fisheries and wildlife features,
 - > Multiple use resource management highlights, and
 - > Recreation and wildlife regulations.

- * Continue an interpretive ranger program for the area focusing on resource, user and area management interpretation and user ethics {e.g., Browns Canyon}.

- * Provide for portage and/or scouting at locations where needed and feasible.

- * Post signs warning of flash flood dangers, especially at Chalk Creek, Badger Creek, Bernard Creek and Texas Creek.

- * Provide user ethics information on wildlife viewing to prevent human disturbance of wildlife.

b. Indirect Controls

- * Treat management problems through education and cooperation with user groups (including self-policing). Develop and enforce specific regulations if problems persist. Enforce standard public lands and AHRA regulations.

- * Provide information to recreationists about individual property rights and the location of public facilities and services.

- * Provide easy access to rules and regulations for river users; distribute through brochures, bulletin boards, information boxes, ranger stations, local chambers of commerce and tourist information centers.
- * When use in any segment reaches 75 percent of prescribed capacities on more than five days per season, initiate a user education effort explaining that capacities are being reached and encouraging use of other river segments offering similar types of recreation in order to postpone direct use regulation as long as possible.
- * Ensure, when feasible, that adequate facilities exist to accommodate both commercial and private boater needs at high use areas.
- * Employ selective facility design at developed sites to keep use within established capacities before resorting to direct regulation.
- * Phase-in facility development as needed to achieve resource protection and to accommodate user needs.
- * Ensure that facility design of roads, parking areas and campgrounds accommodate only the types and amounts of uses planned at specific sites, so as not to create overuse problems.
- * Locate and design additional sites to disperse use along the corridor and to reduce crowding at key sites.
- * Where feasible, use signs and brochures to educate boaters to use one channel so as to allow fisherman use along one bank.
- * Encourage users to respect quiet zones in residential areas.

c. Direct Controls

- * Authorize established events (those that have occurred prior to this plan) by special permit (e.g., FIBArk, World Cup, moonlight trips, training trips) that may exceed carrying capacities consistent with CMA partner's policies, procedures and regulations. Decisions on new event proposals are discretionary, must be consistent with the AHRA vision statement and management objectives and may or may not always fit within established carrying capacities.
- * Require all commercial outfitters, as a condition of obtaining river special use agreements, to send all boatmen/guides or a representative

to an annual CDPOR-sponsored user ethics workshop dealing with noise and other environmental quality issues. Also, ensure that the information is shared with the remaining boatmen/guides before the commercial rafting season begins; consider including noise prevention stipulations as part of all AHRA Special Use Concession Agreements.

* Enforce regulations to prevent animal/wildlife harassment along the river and enforce dog leash regulations within developed recreation areas. Also enforce regulations to address firearm use at developed sites and at undeveloped sites where prohibited.

* All commercial boating launches on all dates will be between the hours of 8:30 am to 3:30 pm, except as provided in segment-specific objectives and for after hours float fishing below.

* Authorize after hours commercial float fishing only under the following conditions:

- > A CDPOR Special Use Concession Agreement,
- > The required fishing outfitters registration,
- > A maximum of four licensed (fishing) clients per boat, and
- > All trips must be conducted within carrying capacities as established in Table 2-1.

* Whenever use on any one river stretch exceeds 75 percent of capacities established for the commercial or private sector five times in any one season, BLM and CDPOR will begin to determine how allowable use will be assigned within that sector. This determination will be made:

- > According to Standards for Public Land Health and the Recreation Management Guidelines,
- > As an addendum (not amendment) to this plan,
- > With opportunity for public and Citizens Task Force review and comment provided,
- > Include assignment of launch times and group/party size specifications as appropriate.

* Whenever use on any one river stretch exceeds 75 percent of capacities established for the commercial or private sector five times in any one season, BLM and CDPOR, utilizing the most recent studies and monitoring data available, will assess the need for establishing different carrying capacities on weekdays vs. weekends and holidays. It is expected that weekday capacities would be considerably lower than those for weekends and holidays.

* Exceeding prescribed carrying capacities more than five times in a season will trigger use allocation the following year for the affected stretch of river. Use allocation will be applied only to the user group that exceeded capacities.

* The allocation system may be discontinued at the discretion of BLM and CDPOR:

> If demand falls short of available capacity for two consecutive seasons for any river stretch, or

> If, through improved utilization of key access sites or the river corridor itself, it is determined that capacities established in this plan need to be raised and the plan amended.

* At the time use allocations are implemented on each segment, place limits on maximum numbers of boats per group and on launches in each segment to reduce crowding and congestion, promote visitor safety and enhance resource appreciation.

* Incorporate, as minimum requirements to all outfitter permits or special use concession agreements, the list of standard stipulations under which outfitters have been operating on the public lands in the past.

* When one sector of the boating population (i.e., private or commercial) reaches its prescribed carrying capacity ceiling, it will not be allowed to take over unused capacity from the other sector.

* Review language contained in the AHRA Management Plan, including provisions contained within AHRA Special Use Concession Agreements and the Rationing Plan, and for those stipulations that are appropriate, place into regulations.

* Allow access for hunting on all public lands where feasible, except developed recreation sites and/or other sites as prohibited.

* Do not allow the use of motorized watercraft for recreational purposes on the river, except as authorized by AHRA managers for specific reasons {i.e. Search and Rescue, Public Safety or Law Enforcement purposes}.

* Lands managed by the CDOW remain subject to specific regulations. Work cooperatively with all partners to examine the potential for

special agreements, transfers of leases, easements or other mechanisms that will allow accomplishment of multiple use recreation goals as may be appropriate for such lands.

- * Based upon implementation of the Final Recreation Management Guidelines for Colorado, require all recreationists, while camping adjacent to the river outside of developed sites with toilet facilities, to provide for appropriate human waste management, i.e. portable toilets.

- * Minimize the threat of hazardous material spills by working with CDOT, the railroad and/or other responsible agencies.

d. Permits and Concessions

- * The user fee structure will be reviewed annually by the BLM and CDPOR, and a new fee structure will be devised if necessary to comply with BLM management and/or Parks Board policy.

- * Fees will be charged at developed (R&PP) sites and on lands under special use permit with the FS, consistent with Parks Board policy;
 - > this will include an entrance fee (daily vehicle, annual or walk-in pass)
 - > and in addition may include camping fees, special use fees (e.g., group sites), and other standard fees (e.g., reservations).

- * Fees for private boating will not be charged, nor will fees be required for use of sites that are not designated as fee areas, until such time as costs for development, implementation and administration of private boating programs, as well as costs of development, implementation and administration of other programs that directly benefit private boating interests, can be identified.

- * Whether or not additional fees will be charged commercial users (e.g., on-water use) will be studied by CDPOR; if warranted, new or additional fees may be charged.

- * All fees collected for the use of public lands and lands under special use permit with the FS will be used for recreation management of the lands within the AHRA.

e. Emergency Services

- * Develop an emergency communication system between the partners

and county/local agencies to alert them of wildfire emergencies.

- * Develop an emergency communication system between the partners and county/local agencies to alert them of search and rescue operations.

- * Work with CDOT, the railroad and both county and local government agencies concerning transportation of hazardous materials. Work closely with the four counties within the AHRA management area to devise a plan for potential hazardous material emergencies (i.e. HAZMAT Contingency Planning).

- * Develop an emergency communication system between the partners and county/local agencies to alert them of emergency medical service operations.

- * Identify all flood plains so as to minimize danger to the human environment.

- * Monitor actual costs associated with search and rescue operations in order to develop information and justification for cost recovery proposals or requests

3. Facility Management and Development

a. Site Development

- * Develop hiking and biking trails on public lands and other lands administered by CDPOR where feasible, including the rail corridor in the event of abandonment.

- * Cooperate with CDOW and others to develop new fishing access points and facilities where feasible to accommodate use.

- * Develop separate sites/facilities for commercial and private users where appropriate and ensure those facilities are equitable.

- * Maintain Class II VRM zone prescriptions in all site development plans and ensure that any remodeling of existing sites or new facilities blend in with the adjoining landscape as much as possible.

- * Conduct cultural inventories of areas subject to increased use and physical disturbance; mitigate adverse impacts as needed.

- * Locate and identify locations throughout the river corridor where it is necessary to both protect natural resources and provide primitive camping and day use activities. At these locations, develop primitive camping and day use facilities and implement, if necessary, through the BLM Pilot Fee Program, the collection of fees if these areas are not within R&PP leases.

b. Maintenance

- * Regularly maintain all developed and undeveloped public lands areas. Strive to meet public health and safety standards.

4. Access and Easement Acquisition

- * Acquire properties and easements to improve public river access for fishing, boating and other recreation.

- * All acquisitions by CDPOR will be with willing sellers. No eminent domain or right of condemnation authority will be used by CDPOR.

- * Coordinate and prioritize identified acquisitions among partners in order to facilitate and support individual agency mission accomplishments.

- * Collaboratively examine the potential of special agreements, leases, transfers or sale of easements/lands between BLM, CDPOR, CDOW, FS and other agencies that may prove able to better meet the needs of all agencies in a mutually acceptable manner.

5. Administration

- * CDPOR intends to manage all river related public lands recreation on a user funded basis as much as possible. This means they will rely principally on user fee revenues to cover administrative costs. If these revenues are inadequate, they will seek to acquire supplemental funding through the lottery, general appropriations, user fee increases or other sources.

- * Annually review the application fee assessed for special use concession agreements and ensure that the fee, which shall be part of the agreement

holders annual percentage agreement fee, covers at least the minimum costs required to issue and administer the agreement.

- * Review and implement a consistent and equitable policy of assessments for rationing plan non-compliance.

- * Include recreation area revenues and expenditures in an AHRA annual report.

a. Coordination

CDPOR	<ul style="list-style-type: none">* Review the fee schedule with the BLM on an annual basis. If CDPOR fees are to change, notify the CDOW, FS and affected public of such changes.
BLM/ CDPOR	<ul style="list-style-type: none">* Periodically review the management plan.* Review resource monitoring methodology annually.* Cooperate with CDOW with respect to wildlife and wildlife management considerations.* Work with CDOW to reestablish/maintain fisheries and fishing access.
CTF	<ul style="list-style-type: none">* Review resource trends, visitation, conflicts and plan implementation.
Other	<ul style="list-style-type: none">* Work with other agencies to make water quality improvements.* Work with railroads to reduce pedestrian/train incidents.* Work with the USBOR, SECWCD and others to develop voluntary opportunities for river flows that will enhance and balance river resources, community concerns and recreation opportunities.* Work with local law enforcement agencies to address problems with trespass, lewd behavior, animal

harassment, illegal use of firearms, etc. Cooperate fully with local law enforcement in regards to AHRA recreation related problems.

- * Work with local government organizations to keep them appraised of changes in area management and recreation use and to keep abreast of actions and developmental work they might be undertaking.

- * Work with CDOT to provide information signing about services, facilities, special rules, trends and opportunities that are available in communities along the river or elsewhere.

- * Work with the CDOT to develop and improve recreation access at appropriate sites.

- * Support federal legislative payment in lieu of tax appropriations at the congressional formula levels.

- * Support appropriate FS/BLM designation of roads through public lands so that identified roads qualify for available federal funding.

- * Make available appropriate road materials on public lands near identified roads to be improved within AHRA if negligible resource damage would occur.

- * Provide and maintain developed facilities that support planned recreational use and contribute to local economies.

- * Work with CDOT and various counties in using standard safety highway engineering principles to reduce the probability of accidents, traffic congestion, blind spots, slow moving vehicles and pedestrian traffic near highways. Developed recreation sites should be accessed by acceleration/deceleration and turning lanes. Road realignment and widening of US Highway 50 to four-lanes in Segments 3 and 4 should be considered where feasible to eliminate blind spots and

increase visibility. Pedestrian trails and wildlife turnouts should be located so through traffic is not impeded and visibility is not reduced (i.e., R&PP lease areas).

- * Implement cooperative arrangements with local, county, federal and other state agencies to provide for adequate visitor services and to identify the responsible agency for initial attack and fire suppression on public land wildfires.

- * Work with USGS, the State Engineers Office and others to maintain flow gauges at the Numbers, Nathrop {Hecla}, Wellsville and Parkdale {Royal Gorge} if feasible.

- * Pursue and implement cooperative agreements for response to search and rescue emergencies with appropriate local, county, federal and state agencies/organizations.

- * Pursue and implement cooperative agreements for the provision of emergency medical services with appropriate local, county, federal and state agencies/organizations.

- * Cooperate with CDOT to solve highway safety problems.

- * Coordinate and work with landowners and state, county and municipal administrators to provide river safety criteria for road and bridge construction, to provide river safety criteria for low-head dams and other river structures and to cooperatively develop safe passage and/or portage and scouting opportunities.

- * Continue river hazard removal activities that are coordinated with county, municipal and various river safety organizations.

- * AHRA managers will cooperate with groups, i.e. housing authorities, rafting industry groups, agencies,

etc., that are dealing with seasonal housing needs within the river corridor in order to establish a means that will assist these organizations, but they will not directly coordinate or lead this housing effort.

- * Work with photography companies, as well as other user groups, to provide access locations for photo shoots, where feasible. Particular areas of concern include the Royal Gorge and the Browns Canyon areas.

- * Work with federal, state and local governmental agencies to actively comply with plans for noxious weed control within the AHRA.

- * Provide coordination and leadership for potential rails-to-trails opportunities within the river corridor.

b. Studies and Monitoring

- * On an annual basis develop user counts for established sites and on-surface use of the river.

- * Build a user preference survey into the monitoring program for the river; monitor visitor preferences and perceptions regarding public visitation.

- * When possible, assist CDOW with a fish creel census and electro-fishing study to determine fish biomass, density, growth and condition factors for the river corridor.

- * Incorporate fish creel census, electro-fishing and bighorn sheep evaluations into the overall monitoring program.

- * Work with CDOW to establish appropriate procedures for monitoring bighorn sheep and fish population effects.

- * Inventory all riparian areas and identify those areas that require special protection. Work with agencies, special interest groups and the public to establish appropriate protective measures.

- * Identify areas where erosion/water quality problems can be alleviated (e.g., Subsection 1 A and Badger Creek).

- * Inventory the T&E plant species that are known to occur in the river corridor prior to surface disturbing actions.

- * Carry out an analysis of the potential to use modeling scenarios to simulate the flows at other water gauges, i.e. the Numbers, Hecla and Parkdale. If this process proves reliable and feasible, only maintain the Wellsville Gauge. Until then, continue to seek funding to maintain all four gauges.

- * Work with Colorado Department of Local Affairs {CDOLA}, local governments and other appropriate entities (academic, etc.) to monitor and analyze economic and population impacts of recreation use on the local area.

- * Look for opportunities to participate in the development of coordinated resource mapping with other entities.

- * Work with CDOLA to help local communities obtain assistance in order to minimize impacts of recreation on the area's infrastructure.

- * On an annual basis, review data relevant to flows and adjust flow recommendations accordingly, if needed.

- * Monitor sanitation problems and collaboratively work with users, both private and commercial, to provide appropriate on-river sanitation facilities.

c. Supplemental Staffing/Special Program

- * Seek volunteer help in completing stream improvement projects.

- * Work with local service groups/schools in cooperatively developing and placing signing/interpretation.

- * Establish criteria intended to allow volunteer organizations and/or groups to provide on-going maintenance and up-keep of specifically selected and undeveloped sites. This criteria will establish site and work standards and maintenance guidelines for both the organizations and

AHRA managers.

- * Monitor sanitation problems and, if necessary, require commercial and/or private boaters to provide on-river sanitation facilities.

- * In order to continue with the utilization of volunteers on various service projects within the AHRA, assist GARNA or other entities in the establishment or coordination of a volunteer program in the upper Arkansas River corridor.

- * In order to maintain the standards and level of service established over the past 10 years, to accommodate increasing visitation and additional duties, to accommodate an increasing number of responsibilities and programs and to adequately implement the proposed plan revision, additional BLM/CDPOR staffing will be necessary as follows:

- > High priority should be given to increasing the two permanent, part-time Park Manager II positions to full-time, year-round positions.

- > The physical extension of facilities and services into Lake County and below Canon City, as well as development and expansion of existing recreation sites, will make the addition of a second full-time maintenance position essential.

- > The increasing complexities and volume of work associated with the administration, monitoring, auditing and reporting of special use concession agreements and the rationing plan, as well as the possible addition of a private boater permit system, will soon require the addition of a full-time Park Manager II position

- > Prioritize and seek additional permanent and seasonal employees as required to keep pace with increased visitation, additional facility development and expanding programs and services.

- * Secure and maintain a seasonal employee wage scale and sufficient seasonal employee program funds that will allow AHRA to be competitive with other area employers and attract and retain skilled seasonal employees that the recreation area requires.