

CHAPTER 5: CONSULTATION AND COORDINATION

(The following will be included in the final document: External Scoping, Internal Scoping, Environmental Assessment)

Public and Agency Involvement

The following agencies were invited to comment on the planning process:

- U.S. Forest Service; Bighorn, Custer and Shoshone Districts
- Bureau of Land Management; Cody and Billings Field Offices
- Montana Fish and Wildlife
- Wyoming Game and Fish

No official agency comments were received at this point.

A press release to inform the public of the proposal to develop a trail and access plan and to generate input on the preparation of this Environmental Assessment was faxed to all area printed, radio, and television media outlets.

Scoping information was also posted on the National Park Service Planning website (<http://parkplanning.nps.gov>). An invitational letter was sent to private stakeholders and local non-government organizations to attend public meetings. The public was invited to visit the planning website or contact the head of the resource division with questions and comments.

Public meeting were held on the following dates and locations:

Fort Smith – Afterbay Contact Station - 5pm – 7 pm – June 8, 2009

Public attendance: 3 people

Cody – Bighorn Federal- 5pm – 7 pm – June 11, 2009

Public attendance: 9 people

Lovell – Bighorn Canyon Visitor Center – 5pm – 7 pm – June 17, 2009

Public attendance: 5 people

Planning team members discussed trail plan needs with stake holders and received the following input:

Topic: What types of trail use would you like to see developed?

Public Responses:

- Foot and motorized
- Hiking, Mountain Biking, Horse Back riding trails
- Mountain Biking
- trails that may be family friendly
- Hard Surface trails in some limited areas. Much like Grand Canyon has a mix of trail types
- Loop trails, trails with mileage, single track – MNT biking

Topic: What types of trail use would you **not** like to see?

Public Responses:

- Multi-user trails (ie foot/bike, foot/horse, bike/horse, foot/horse/bike) are problems because different users have different needs and expectation which create conflicts.
- No mixed use
- Should be room for all
- Spiritual sites used by tribal members should be avoided
- No motorized

Topic: What is important to you about Bighorn Canyon trails?

Public Responses:

- Solitude; wide-open spaces; and wilderness experiences uninterrupted by anthropocentric values
- The beauty of the Apsaalooke Nation Land base and the history that goes with it

Topic: Where would you like to see trails?

Public Responses:

- Presentation of dramatic natural scenery; exposure to geologic, floristic, fauna, and meteorological phenomena; a sequential explanation of hydrological aspects of the BHCNRA.
- Be able to hike from Box Canyon to VC, tie up a boat and use cables to come up to VC on old Om Ne A trail
- Trail access to boats (from lake)
- Improve trail up from Black Canyon
- Improves shoreline fishing access would be great. Crooked Creek and some of the areas off the John Blue Road come to mind.
- Ranger Delight old road cut to Yellowhill Road/cattle trailing road to DCO for MNT biking
- Slick Rock from Crooked Creek to DCO
- South Pasture MNT Biking
- Balcony Trail south of Devil Canyon – Hiking
- Booze Canyon (Ewe Parking) interpretive trail – geology, cushion plant communities, handicap access, on old mining road, close to rim for views, short and easy
- Hiking trail from Parkland to Dryhead Overlook or Deadman Creek with designated campsites – There are not already disturbed areas along this proposed route
- Crooked Creek Shore fishing trail around the draw and down to the water
- Improve and maintain existing trails

Concerns

- Deterioration of trail due to mountain bikes

- Soil bad for mountain bikes
- Bike-area only on rocky areas
- Coordinate with BLM using the Little Mountain Activity Plan
- Something in the plan regarding hikers not disturbing any rock cairns seen on or off the trails inside of the park. Also not making their own cairns along the trails.
- A Native American/Bad Pass interpretive trail at the tipi ring site a mustang flats maybe using the old WAPA road access
- Mountain Biking trail along the rim south of Devils Canyon and North Pasture
- Show Crooked Creek in-holding on maps

Roads

- Roads off the John Blue road to Red Canyon and access to east shore line for fishing. Several roads that need washes fixed or defined for better access. Will have to work with Game and Fish and BLM.
- Maintenance plan for Yellowtail Habitat Roads
- Reroute Abercrombie Road – during high water it is not accessible from the habitat.

Internal Scoping

In addition the entire staff of Bighorn Canyon was also invited to make suggestions and comments on the plan, which have been incorporated

Tribal Consultation

The Northern Arapaho Tribe (Wind River Reservation), Salish & Kootenai Tribes (Flathead Reservation), Northern Cheyenne Tribe (Northern Cheyenne Reservation), Shoshone Tribe (Wind River Reservation), Shoshone-Bannock Tribe (Fort Hall Reservation) and the Crow Tribe (Crow Reservation), all received a letter describing the proposed project and inviting them to a consultation held on March 21st. The Crow Tribal Cultural Officer attended, and did not have concerns with the project. The Crow Tribal tourism officer also attended one of the initial scoping session meetings and her comments have been incorporated.

List of Preparers:

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APPENDIX A: TRAIL CRITERIA

TRAIL SYSTEM CRITERIA

The future designated trail system and access points would be developed based on four criteria — cultural resources, natural resources, visitor experience, and park operations. These criteria were derived using recommendations from the public, park staff, and the trail plans of other national parks. Trails will be sustainable and developed with good engineering practices. Natural and cultural resources vary in both their value and their sensitivity. The park's future trail plan should provide for visitor access and education while protecting the most valued and sensitive resources.

A) Cultural Resources Criteria — Trails will be located to protect important cultural areas that are unique to the park and sensitive to trail impacts, and to avoid archeological sites, Native American sacred sites, and sensitive historic sites.

B) Natural Resource Criteria — Trails will be designed and located to protect important vegetation and wildlife communities that are unique to the park, help restore heavily impacted and environmentally sensitive areas, and direct trail use to areas with suitable soils.

C) Visitor Experience Criteria — Trails will be designed to provide access to a wide range of trail users and to various locations in the park and to avoid or minimize conflicts between trail user types. Trails will be designed to enhance visitor safety. The trail system should provide opportunities for access to a variety of educational and visitor experiences without excessive duplication.

D) Park Operations Criteria — Trails will be designed to maximize the efficiency of maintenance, interpretation, resource management, and visitor protection staffs while minimizing financial costs to the park.

TRAIL TYPES

Type A — Wheelchair accessible trails in the frontcountry constructed and maintained according to Americans with Disability Act (ADA) standards. The trails typically access primary park features. Trail surfaces would be hardened. The use of directional and interpretive signs and structural elements to enhance safety and mitigate erosion is likely.

Type B — Single or multiuse trails constructed and maintained for moderate to heavy use by visitors with beginner to intermediate skills. Trails are maintained to minimize safety hazards and resource impacts. Trails would be constructed of natural materials and have moderate variations and occasional rock or root protrusions. Trail surfaces would be unpaved. Trails would feature directional signs and structures that would minimize safety hazards and mitigate erosion.

Type C — Single or multiuse trails constructed and maintained for light to moderate use by visitors with intermediate to high skill levels. Trails are maintained primarily to minimize resource impacts. Trails would be constructed of natural materials and have moderate to difficult variations and frequent rock or root protrusions. Trail surfaces would be unpaved. Trails might feature directional signs and structures that would minimize safety hazards and mitigate erosion.

APPENDIX B: TRAIL DESCRIPTIONS

Bighorn Canyon Hiking Guide

Trail descriptions of BICA's existing trails were taken from the official hiking guide. Complete copies of the hiking guide can be purchased at Bighorn Canyon Visitor Centers in Ft. Smith, MT and Lovell, WY.

(Capital letters following trail names correspond with maps 3.1-3.3)

BIGHORN CANYON SOUTH DISTRICT HIKING TRAILS

1. Sykes Mountain Trail (R)

DESCRIPTION: HARD, 3.75 MILES ROUND TRIP

Sykes Mountain Trail is a rugged cross-country hike up a desert mountain that directs the hardy hiker to overlooks of Bighorn Canyon and Horseshoe Bend. This is a favorite hike for many, but is less enjoyable during hot summer days. As the trail weaves and climbs through junipers, boulders, and sandstone edges, the hiker feels as if they are hiking through layers of time. Even an amateur geologist can tell the mountain has layers that have recorded the changes nature has experienced through the ages. The trail begins at the Horseshoe Bend access road sign. You may park in the Ranger Station parking area across the road. Follow the trail markers around the hill and into the first drainage until you see a small game trail. At the rockslide, cross to the east side of the drainage. Here the game trail disappears. Continue to follow the rock cairns, picking your way upward. At the top, a deep canyon forces you to go east. Follow the ridge to where it begins to bend into a horseshoe. From here follow the trail markers through the shallow drainage to the overlook. At the overlook you may turn back or continue. There are two hills south-west of the overlook. The taller of the two is called Crooked Creek Summit. Cross the juniper flats and proceed to the summit. From here you can see vistas of surrounding landscapes and the mountains that enclose the Bighorn Basin. To finish the hike follow the trail markers back to the ridge, and down to the main trail.

2. MOUTH OF THE CANYON TRAIL (Q)

DESCRIPTION: MODERATE, 1.75 MILES ROUND TRIP

Seldom seen views of the canyon as well as spectacular views of the Pryor and Bighorn Mountains can be seen here. The deep red Chugwater outcrops are a sharp contrast to the surrounding geologic colors of Bighorn Canyon. To explore the colors and contrast Horseshoe Bend has to offer, begin hiking at the service road on the north end of loop B. Just before reaching the water storage tank, veer right onto an abandoned two-track. Follow the two-track up and around the hills toward the canyon. Just as you think you are going to get a view of the canyon, the trail will turn away from the canyon. When the road disappears, follow the trail markers to the Pryor Mountain Wild Horse Range boundary fence. From this vantage point you can see the mouth of the canyon and its confluence with Crooked Creek. This colorful setting invites one to rest and watch the horses graze below and the birds soar above. You may either go back the way you came or follow the trail markers through a juniper lined draw to the top of the ridge and back to the road.

3. STATE LINE TRAIL (O)

DESCRIPTION: EASY TO MODERATE, 1 MILE ROUND TRIP

For a serene, private view of Bighorn Canyon, follow the trail markers from the trailhead sign just north of the Montana state line. The trail leads to the rim through juniper shrub land above limestone plateaus to

discover a breathtaking view. You can easily follow the trail markers along the ridge for several hundred feet, enjoying different views of the river carved canyon with every step. Just as the markers start directing you back to your vehicle, a small lizard disappears under a sagebrush reminding you to take one last look.

4. RANGER DELIGHT (N)

DESCRIPTION: EASY TO MODERATE, .5 MILES ROUND TRIP

Park in the parking area on the west side of the park road approximately a half mile north of the state line. The trail begins on the east side of the road on the lower north edge of the draw. While following the faint road cut, it is easy to feel like the only person that has ever hiked this trail. Evidence that deer have bedded down in the area and their uninterrupted tracks are one of the only signs that you are not alone. Continue to follow the trail through the saddle and toward the canyon. At the cut-off fence post and trail marker you can turn left and hike toward the rim. This is the end of the trail. Walking to the right will bring you into the bend of the river and give unique views of the canyon. Walking to the left, you have a good view of the ledge below with a sheep trail that treacherously traces the canyon rim. For more solitude and exploration go back to the cut-off fence post and continue to follow the road cut and trail markers to the State Line trail. The combined trail distance is approximately 2 miles.

5. SULLIVAN'S KNOB TRAIL (L)

DESCRIPTION: EASY TO MODERATE, 1 MILE ROUND TRIP

About a mile north of the Devil Canyon Overlook junction, you will see Sullivan's Knob, a rock formation that looks like a giant anthill. Begin your hike from the parking area. Below the parking area two trails meet. One, an ancient trail, known as the Bad Pass Trail was seasonally traversed by American Indians moving between the Bighorn Basin and the Northern Plains. Nature is in the process of reclaiming this trail and at times it seems to be camouflaged by the juniper, mountain mahogany, and sagebrush. The other, a modern trail, will lead the visitor south of the hill in front of the parking area and to the canyon rim. This is a great place to try making the canyon walls echo.

6. LOWER LAYOUT CREEK TRAIL (J)

DESCRIPTION: EASY TO MODERATE, 3.5 MILES ROUND TRIP

The Lower Layout Creek trailhead is located at the cattle guard that marks the northern end of the Pryor Mountain Wild Horse Range. At the cattle guard, park on either side of the road making sure you are not blocking the flow of traffic. You may also park in the Upper Layout Creek parking area and walk a half mile to the Lower Layout Creek trailhead. The trail begins by hiking the old two-track road south of Layout Creek. There are several opportunities to stray from the main trail to view Layout Creek Canyon as well as see the bighorn sheep and horses that use the area. The trail Y's a short distance from Bighorn Canyon. Continue following the trail to the right to the bottom of the plateau. A well-trodden horse trail leads to the top of the plateau. Finish by looping counter clockwise around the plateau, through the ravine, and to a faint two-track road leading back to the Y.

7. UPPER LAYOUT CREEK TRAIL (I)

DESCRIPTION: HARD, 4 MILES ROUND TRIP FROM THE CORRALS, 1.7 MILES ROUND TRIP FROM THE END OF THE GRAVEL TO THE SPRING

Erastus T. Ewing came to Bighorn Canyon looking for gold. Finding none he decided to try his hand at ranching. He knew that to make it in this arid land he would need water. On April 8, 1897 he filed with

Carbon County in Red Lodge, Montana to appropriate 200 inches of water per year from Layout Creek for irrigation, mining and milling. While hiking the Upper Layout Creek Trail, you may see evidence of irrigation systems Erastus and his son, Lee, built and improved upon. In passing years, other inhabitants built holding ponds and added more ditch systems. Residents of the ranch used irrigation to water grain and hay fields, orchards, and gardens.

From the park road, immediately beyond the Pryor Mountain Wild Horse Range boundary, a historic site marker directs you to the Ewing/Snell Ranch. The Upper Layout Creek trail begins in the parking area right of the corrals. You may begin hiking here or drive to the end of the gravel. The road ends in a small parking area and the trail begins to follow trail markers down to Layout Creek. It crosses a culvert and picks up the trail on the south side of the creek. The trail winds up Layout Creek Canyon past the waterfall to Layout Creek Springs. This lush secluded canyon offers a striking contrast to the surrounding arid plateau and emphasizes the importance of water to the land.

8. HILLSBORO (H)

DESCRIPTION: EASY TO MODERATE, 1 TO 3 MILES ROUND TRIP

Gold and riches, a man can make his fortune in Bighorn Canyon or so the old prospectors thought. Attracted, like many, to the colors of the canyon and the possibility of those colors yielding gold, Dr. Barry began exploring Bighorn Canyon in the 1890s. During his exploration he happened upon the Trail Creek valley, an oasis in the desert. He never found enough gold to make himself rich, but the canyon and the surrounding environment offered all he needed to make a fortune of another kind. Dr. Barry turned to dude ranching, using the natural opportunities of hiking, fishing, hunting, camping, sightseeing, and horseback riding.

You may visit Hillsboro in the Trail Creek valley one of two ways: the first, a one mile hike round trip, begins by driving up the red dirt road between Trail Creek campground and Barry's Landing to a closed gate. From there, a half-mile hike will take you to the abandoned site of Hillsboro. Take some time to explore the buildings and learn how the Barrys' ran the Cedarvale Dude Ranch. Don't forget to stop at the corrals below the kiosk on your way back. If a longer loop hike is more your style, the second option is a three mile hike. You may start either in the campground or at the gate, and walk to the ranch. The trail continues behind Eddy Hulbert's cabin on the historic ranch road up to the park road. Follow the road back to the Barry's Landing turn off and to where you began.

9. BARRY'S ISLAND TRAIL (G)

DESCRIPTION: MODERATE, 4.5 MILES ROUND TRIP

The Barry's Island trail starts as a two track road leading north from the Barry's Landing parking lot. First the trail goes around Chain Canyon, a secret escape route for cattle rustlers in the late 1800s and early 1900s. At Barry's Island the road to the west goes to Medicine Creek Campground, a boat-in or hike-in only campground. Continue following the road northeast clockwise around the island. About one third of the way through the loop you will come to another fork in the road. In the words of Robert Frost, "Two roads diverged in a yellow wood" and you may continue following the two track or travel straight up the one less traveled. It will make all the difference, giving extra opportunities to overlook the canyon walls and possibly view the bighorn sheep that enjoy this area. The variation in water elevation is evident as you walk around the island. During low water years, past water levels have left their mark on the canyon walls almost like a growth chart with scattered driftwood marking the highest elevations. During years of high water, the road can be covered. If that is the case, there is a trail that bypasses it just above the road.

10. LOCKHART RANCH (E)

DESCRIPTION: EASY, .5 OR 2 MILES ROUND TRIP

Beyond the Barry's Landing junction, the park road becomes a dirt road. Follow this dirt road 2.5 miles to the trail head. The Lockhart Ranch is representative of life for western ranchers in the late 19th and early 20th centuries and the way they used the resources around them. The gentle flow of Davis and Cottonwood Creeks is the life force of this place. Like a heartbeat the water kept the ranch going. The water from Cottonwood Creek kept Caroline Lockhart's garden and orchard irrigated. Ditches running from Davis Creek used the topography of the land for gravity irrigation in the surrounding pastures. The pastures have long been abandoned, but the creeks are still part of the life force of this area. Every nook and cranny of these creeks have something to offer: a beaver dam, nesting areas for birds, or a place for deer to get a refreshing drink.

You can take the half mile loop through the ranch or you can take an extended two mile hike along the historic county road into the ranch. The trail begins at the two-track road east of the corrals at the garage. Follow the road outlining the northern edge of the pastures Caroline used for livestock to Davis Creek. Following the two-track along Davis Creek will bring you to an old metal gate and the dirt road.

Instead of going through the gate, follow the inside of the fence to a marked crossing of Davis Creek. Continue following cowpaths along the inside of the fence over the hill to a corner post. Seven fence posts south of the corner post a faint two track turns southeast. Follow the two-track to loop back to the ranch.

BIGHORN CANYON NORTH DISTRICT HIKING TRAILS

11. Bighorn Head Gate Trail (Last .10 mile of B)

DESCRIPTION: EASY, .10 MILE ROUND TRIP

Drive through the Afterbay campground past the sign that says "No Camping Beyond this Point" to the pit toilet at the end of the road. From here a short hike down the gravel path takes you to a quiet picnic area near what remains of the Bighorn Head Gate. The Bighorn Head Gate was part of the system that irrigated the lands in the upper Bighorn Valley in the early 1900's before the dam was built in 1965. This is a great place to brush up on your tracking skills and do some bird watching.

12. Beaver Pond Nature Trail (B)

DESCRIPTION: MODERATE, APPROXIMATELY .5 MILE ROUND TRIP

Begin hiking at the west end of the sidewalk at the Afterbay Contact Station. Travel across the yucca flats to the ridge above Lime Kiln Creek. Below the creek is littered with gnawed trees and other building materials. This is one construction sight you will want to take a closer look at. The trail begins to wind down the steep hill side to the bottom where you can sit among the beaver ponds and marvel at their ingenuity.

13. Three Mile Access Trail (A)

DESCRIPTION: EASY, 1.3 MILES ROUND TRIP

At the west end of the Three Mile Parking Area, near the pit toilet, follow the gravel path along the Bighorn River. The gravel ends at a two track road. Travel along the road for a short distance to a well trodden foot path that skirts the field back to the river. The trail ends in a grove of cottonwoods with giant downed logs

perfect for watching the graceful casting of the fly fishermen that come from all over to enjoy the world class fishery supported by the Bighorn River. It is also a tranquil setting to watch the ducks floating by or just listen to the sounds of nature.

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APPENDIX C: TRAIL PRIORITIES

TRAIL PRIORITY LIST

Proposals set out within this plan are contingent upon funding and available staff to implement plans. Due to budget and staff limitations, some projects have been prioritized above others. The following is an in-depth description of priorities and trail plans for Alternative A. Trails prioritized as numbers 1,2,3, and 7 would also be implemented under Alternative B. Table 2.1 also lists these priorities and their actions under each alternative.

(Capital letters following each trail name correspond to locations on maps 3.1-3.3)

1. Devil Canyon Overlook would be redesigned to allow handicap accessibility. This is an area of high visitor use and needs improvements that involve sustainable trail design. The southern section of the overlook walk would be hardened gravel with stairs cut into the rock to the overlook point. The northern section would remain primitive with some stairs cut into the steep section of rock. This trail would be hiking only.
2. Upper Layout Creek Trail (I) would be redesigned and sustainably reconstructed to improve trail safety and sustainability. This work would include water bars and switchback construction. A sign would be placed at the spring discussing the spring's vulnerability to human impacts. This trail would be hiking only.
3. The Beaver Pond Nature Trail (B) would be extended along the Afterbay rim to connect into the Bighorn Headgate Trail. Benches and interpretive signs discussing the nature along the trail and history of Fort Smith could be added. A 'pedestrians on road' sign should be posted at the entrance to the Lagoon Road. This trail would be hiking only.
4. Crooked Creek Fishing Access Trail (P) would be a gravel developed trail to provide for Fishing Access. It would leave from the parking area and be constructed around the wash to the lake at the shoreline. The trail would end at elevation 3640, full pool. This trail would be hiking only.
5. The South Pasture Trail (F) would be constructed as a sustainable single track mountain biking trail. Hikers would be allowed to hike this trail. If a time comes when there is substantial conflict between the two user groups, this would become a mountain biking only trail. This trail would begin at the gate south of the Lockhart Ranch down to Medicine Creek Campground where it joins the Barry's Island Trail. The Barry's Island trail (G) would remain open for hiking. The first ____ miles of the South Pasture trail would remain a two track for emergency vehicle entry. The service road from Barry's Landing to Medicine Creek would also remain for maintenance access to the campground. All other sections would be developed into single track. The Weather Station Cut Off (F to Barry's road) would give mountain bikers and hikers the opportunity to do a shorter trail or to avoid some service road riding/hiking. The Cut Off would be constructed as a sustainable single track mountain biking trail. The entire loop is ____ miles and the Weather Station Cut Off is ____ miles.
6. The Hillsboro Trail (H) leads visitors into one of the park's historic ranches. From the east visitors can hike the service road to the ranch. This road would be used to allow handicap accessibility to the ranch for those that are unable to hike the half mile to the ranch. From the west, visitors can hike the original road into the ranch. A parking area and gravel trail to the gate would be constructed. At the gate a walk-through would be installed. The remaining portion of this trail would remain primitive with brushing and clearing of rocks. This is a hiking only trail. Horses are not allowed in the historic ranch areas.
7. The Om Ne A Trail (D) would be reopened. For the security of the Yellowtail Dam, the end of the trail closest to the Dam would be rerouted and connect into the Yellowtail Dam Visitor Center Road. This trail would be open seasonally as the Dam road is only open during the summer season. It would be an ideal trail for Interpretive Guided Hikes from the Yellowtail Dam Visitor Center. In this

situation the short section of trail from the Visitor Center would be open to guided hikes. Bighorn Canyon would have to work closely with BOR on this trail to ensure security of the Yellowtail Dam and surrounding facilities. This trail would be hiking only.

8. The Mouth of the Canyon Trail (Q) would be become a gravel developed trail. The developed section would follow the road scar to the overlook of the Mouth of the Canyon and Crooked Creek. From there visitors can return the way they came or loop back to the trail on a primitive trail through the junipers. Starting in the Horseshoe Bend campground, this trail would be open to all users, with the exception of horses.
9. The Balcony Trail (M) would be designed and developed to follow the canyon rim for a ½ mile south of Devil Canyon overlook. This would be a developed hiking only trail.
10. The Fort Smith Loop Trail (C) would be developed and constructed to give hikers the opportunity to hike along the ridge above Government camp to MK Hill and down to the road. Hikers can follow the road system to the Beaver Pond (B) trail to make one large loop. This trail would be hiking only.
11. Three Mile (A) would be brushed and improved for better access
12. The Sykes Notch Trail (S) would be designed and constructed. A parking area would be constructed off the Sykes Parallel Road. The trail would go up the notch to the spring continuing to the top of Sykes Mountain and connecting into the Sykes Mountain Trail(R). This would be a primitive trail with minimal brushing and trail work. This would be a hiking only trail.
13. The Sykes Mountain Trail (R) would be maintained as a primitive trail. More trail markers would be added. This is the only trail that has posts and cairns due to the fact that much of this trail is on limestone rock. This would be a hiking only trail.
14. Barry's Island Trail (G) would be a developed trail open to all non-motorize recreational use. There would need to be some maintenance on the wash area on the south side of the island. The beginning of this trail is also a service road and remains open to vehicle traffic to Chain Canyon. A sign would be posted explaining that this service road has limited access, 4x4 recommended and no trailers. From Chain Canyon to Medicine Creek, the service road would be open to park vehicles only.
15. The Sullivan's Knob Trail (L) would remain a primitive trail with brushing and light maintenance. Some water bars may be added in places of erosion. This is a hiking only trail.
16. The Stateline Trail (O) would be developed. Access to the limestone bench would be improved. A slab bench would be added at the overlook to designate the end of the trail. This would be a hiking only trail.
17. The Ranger Delight Trail (N) and Connector trail would remain primitive with brushing and light Maintenance.
18. The Lower Layout Creek Trail (J) would remain primitive with brushing and light maintenance. During WAPA line reconstruction they may build a bridge over the wash to get to their line and use part of this trail as a service road. If they do not, a bridge or culvert would need to be added at the wash to improve hiker safety. This trail is open to all non-motorize recreational use.
19. The Power Line Trail (K) would begin at the Mustang Flats parking area following the Western Area Power Association road scar south to the cattle trailing road south of Devil Canyon Overlook. This trail would be a multi-user non-motorized recreation trail. WAPA has maintenance planned from 2010 to 2012. After WAPA completes their work, Bighorn Canyon would begin to use this road as a multi-user trail with motorize access granted to WAPA for maintenance purposes only.
20. The Rim Trail (I) would begin at Crooked Creek and join the Balcony Trail at Devil Canyon (M). The Rim Trail would be a single track along the limestone rocks near the rim of the Bighorn Canyon. The Rim Trail would be mountain biking, but hiking would also be allowed. If a time comes when there is substantial conflict between the two user groups, this would become a mountain biking only trail. At Devil Canyon both mountain biking and hiking would occur along the Balcony Trail section.

In this section hikers have priority. Bikers may have to walk bikes if this section is heavily used. This trail is subject to rule making process 36 CFR 4.30(b).

21. The Deadman to Dryhead Overlook Trail (not on map) may be designed and constructed as the only backcountry trail in the canyon. It would be primitive with only hiking traffic. A backcountry camping area would be developed and the trail marked. This would require a backcountry permit with a limit on the number of users in the area.

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APPENDIX D: RECREATIONAL VISITATION

Park Visitation Statistics

Fiscal Year	Recreational	Non-Recreational	Total Visits *	Percentage Change
2007	210,709	6,900	217,609	14.71%
2006	182,798	6,900	189,698	-2.76%
2005	188,185	6,900	195,085	24.43%
2004	149,885	6,900	156,785	-34.29%
2003	231,715	6,900	238,615	29.44%
2002	177,445	6,900	184,345	-24.49%
2001	237,238	6,900	244,138	-0.55%
2000	238,579	6,900	245,479	1.46%
1999	235,041	6,900	241,941	-16.13%
1998	281,555	6,900	288,455	32.25%
1997	205,220	12,890	218,110	-34.50%
1996	302,188	30,825	333,013	-21.08%
1995	391,142	30,825	421,967	-

How visitors are counted

Following are detailed instructions for collecting and reporting data to be entered on Form 10-157, Revised, Monthly Public Use Report by Bighorn Canyon National Recreation Area. These instructions are effective the date of issuance and will continue in effect unless changed by amendment or by memorandum from the Socio-Economic Studies Division to the superintendent approving a requested change.

Each item below describes the procedures to be followed in collecting public use data and summarizing the various elements of those data for entry on the corresponding line on the 10-157, Monthly Public Use Report.

Recreation Visits

North District

1. An inductive loop traffic counter is located on the entrance lane of Ok-A-Beh road. The traffic count is reduced for non-recreation vehicles and non-reportable vehicles. The reduced traffic count is multiplied by the person-per-vehicle (PPV) multiplier of 2.7.
2. An inductive loop traffic counter is located on the entrance lane of Afterbay road. The traffic count is multiplied by 0.55 to reduce for duplicate reporting. The reduced traffic count is multiplied by the PPV multiplier of 2.7.
3. An inductive loop traffic counter is located on the entrance lane of Three Mile Ranch road. The traffic count is multiplied by 0.33 to reduce for duplicate reporting. The reduced traffic count is multiplied by the PPV multiplier of 2.7.
4. The number of swimmers.
5. The number of tent, recreation vehicle and backcountry campers.
6. The number of visits to the Bighorn Canyon Visitor Center.

7. The number of picnickers.
8. The number of bank fishermen.
9. The number of visitors to the visitor center, picnickers, and bank fishermen are multiplied by 0.18 to estimate visitors that were not counted.

South District

1. An inductive loop traffic counter is located on the entrance lane of south entrance. The traffic count is reduced for non-recreation vehicles and non-reportable vehicles. The reduced traffic count is multiplied by the PPV multiplier of 2.7.
2. An inductive loop traffic counter is located on the entrance lane at Mason-Lovell Ranch. The traffic count is multiplied by the PPV multiplier of 2.7.
3. An inductive loop traffic counter is located on the entrance lane of the Habitat area. The traffic count is multiplied by 0.5 to reduce for duplicate reporting. The reduced traffic count is multiplied by the PPV multiplier of 2.7.

Non-recreation Visits

1. Non-recreation vehicles entering the south district are estimated by month in Table 1. The vehicle count is multiplied by the PPV multiplier of 1.5.
2. Non-recreation vehicles entering the north district are estimated by month in Table 1. The vehicle count is multiplied by the PPV multiplier of 1.5.

Table 1
Non-Reportable and Non-Recreational Vehicles by District and Month

	North District		South District	
	Non-recreational vehicles	Non-reportable vehicles	Non-recreational vehicles	Non-reportable vehicles
January	120	80	30	90
February	120	80	30	90
March	180	220	100	80
April	290	110	150	140
May	400	250	150	250
June	450	200	200	250
July	450	200	200	250
August	450	200	200	250
September	450	200	200	250
October	290	110	150	140
November	120	80	30	90
December	120	80	30	90

Appendix e: RELATED LAWS, REGULATING POLICIES AND PLANS

In addition to NPS-specific mandates and policies described above, the NPS is governed by other laws and regulations. Based on the scope of this plan, these include the following.

National Environmental Policy Act of 1969, as Amended

Section 102(2)(c) of the NEPA requires that an environmental impact statement (EIS) be prepared for major federal actions that may significantly affect the quality of the human environment. The primary purpose of an EA is to determine whether or not a proposed action could have significant impacts requiring an EIS. An EA may also be prepared “at any time in order to assist agency planning and decision making.” This can apply when conflicts exist about alternative uses of natural resources.

NEPA requires federal agencies to consider alternatives and to analyze the impacts of those alternatives. The act is implemented through regulations of the Council on Environmental Quality (CEQ) (40 CFR 1500–1508). The NPS has in turn adopted procedures to comply with the act and the CEQ regulations, as found in *Director’s Order 12, Conservation Planning, Environmental Impact Analysis, and Decision making* (NPS 2001), and its accompanying handbook.

The Omnibus Management Act (16 USC 5901 et seq.)

Underscores the NEPA provisions in that both are fundamental to park management decisions. Both acts provide direction for connecting resource management decisions to the analysis of impacts and communicating the impacts of those decisions to the public using appropriate technical and scientific information. Both acts also recognize that such data may not be readily available, and they provide options for resource impact analysis should this be the case. Section 4.5 of *Director’s Order 12* adds to this guidance by stating, “when it is not possible to modify alternatives to eliminate an activity with unknown or uncertain potential impacts, and such information is essential to making a well-reasoned decision, the National Park Service will follow the provisions of the CEQ regulations (40 CFR 1502.22).” In summary, the NPS must state in an environmental assessment (EA) or environmental impact statement (1) whether such information is incomplete or unavailable; (2) the relevance of the incomplete or unavailable information to evaluating reasonably foreseeable significant adverse impacts on the human environment; (3) a summary of existing credible scientific adverse impacts that is relevant to evaluating the reasonably foreseeable significant adverse impacts; and (4) an evaluation of such impacts based on theoretical approaches or research methods generally accepted in the scientific community. Collectively, these guiding regulations provide a framework and process for evaluating the impacts of the alternatives considered in this EA.

Endangered Species Act of 1973, as Amended

The purpose of the *Endangered Species Act* (ESA) is to conserve “the ecosystems upon which endangered and threatened species depend” and to conserve and recover listed species. Under the law, species may be listed as either “endangered” or “threatened.” Endangered means a species is in danger of extinction; threatened means a species is likely to become endangered. All species of plants and animals, except pest insects, are eligible for listing. All federal agencies are required to protect listed species and preserve their habitats. The law also requires federal agencies to consult with the USFWS to ensure that the actions they take, including actions chosen under this deer management plan, will not jeopardize listed species.

The National Historic Preservation Act of 1966, as Amended

Section 106 of the *National Historic Preservation Act* requires that federal agencies consider the effects of their undertakings on properties listed on or potentially eligible for listing on the National Register of Historic Places. All actions affecting the park's cultural resources must comply with this legislation.

Wilderness Act of 1964

Congress enacted the *Wilderness Act* (Public Law [PL] 88-577) in 1964 to establish a National Wilderness Preservation System of federal lands "where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain." The NPS is one of four federal agencies responsible for protecting and preserving wilderness. Wilderness areas in national parks are to be given supplemental and permanent protection beyond that normally afforded other backcountry resources. The *Wilderness Act* provides a degree of protection to the resources of the NPS that the *NPS Organic Act* does not. Although the *Organic Act* and the *Wilderness Act* speak in comparable terms about preserving the integrity of resources, the *Wilderness Act* prohibits activities in national park wilderness areas that the *Organic Act* permits or leaves open to interpretation. The effect of the *Wilderness Act* is to unambiguously place an additional layer of protection on wilderness areas within the NPS (NPS 1999). The *Wilderness Act* defines wilderness as described below:

A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition, and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

Regarding use of wilderness areas, the act states:

Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use. The act prohibits roads (permanent or temporary) in wilderness areas. Use of motor vehicles, motorized equipment, or other forms of mechanical transport is prohibited. No structure or installation can be erected within wilderness areas.

Code of Federal Regulations, Title 36

Title 36 of the Code of Federal Regulations provides the regulations “for the proper use, management, government, and protection of persons, property, and natural and cultural resources within areas under the jurisdiction of the NPS” (36 CFR 1.1(a)).

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