



September 2016

## Recreation Site Analysis

# 5-Year Program of Work

for Recreation  
Sites and  
Programmatic  
Effects of  
Implementation



Forest Service Bighorn National Forest

# Recreation Site Analysis

# 5-year Program of Work



**Bighorn National Forest**



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## Executive Summary

The purpose of Recreation Site Analysis (RSA) is to create a 5-year program of work (POW) for recreation sites to contribute to sustainability on the Bighorn National Forest (BNF). It is an evolution of Recreation Facility Analysis (RFA) which was completed on the Bighorn in 2008. While the goals of RFA such as operating and maintaining sites to standard and reducing deferred maintenance costs are still valid, RSA broadens these goals to consider how recreation sites contribute to social stability, environmental integrity, and economic vitality the forest and its communities.

This 5-year POW serves as a framework from which the Bighorn will prioritize investments, as well as pursue changes in operations or maintenance of developed recreation sites and facilities. Proposals are consistent with the Framework for Sustainable Recreation and the 2005 BNF Land and Resource Management Plan.

### Program of Work Summary

#### 1. Recreation Sites Prioritization Report

This table is prioritized by criteria score, next by category, then by Managing Organization Number, and finally by Site Name alphabetically if scores are tied. See page 16 for the details.

Implementation costs are projected out over five years to 2021 at a cost of \$97,950.

It is the Bighorn's intention to take advantage of funding opportunities as they occur, while working within the constraints imposed by the limited staff available to sustain the program.

#### 2. Allocation and Revenue versus Operations and Maintenance

The analysis suggests that the forest can operate all 71 sites to regionally required standards with the annual NFRW allocation and fees that are available. The analysis also suggests that the forest can maintain 37 sites to regionally required standards with the annual CMFC allocations and fees that are available. After the operations and maintenance has been covered with fees at fee sites (fees collected by the forest not fees collected by the concessionaire) \$11,671 in annual fees can be used to reduce deferred maintenance or implement POW changes at fee sites.

For details about these sites see Appendix C.



# 1. Introduction

## A. Sustainable Recreation Overview

In 2010, the Forest Service issued new strategic direction for the recreation program called a “Framework for Sustainable Recreation.” In 2012, the Forest Service Planning Rule defined sustainable recreation as “*The set of recreation settings and opportunities on the National Forest System that is ecologically, economically, and socially sustainable for present and future generations.*” This definition recognizes the role the recreation program plays in supporting the overall Forest Service mission of sustainability. Recreation is the portal through which people connect to their national forests. National forest recreation plays a key role in the social stability, environmental integrity, and economic vitality of surrounding communities of place and associated communities of interest.

The core of sustainable recreation is to shift how we view and deliver our recreation and tourism program:

1. Sustainability is the lens through which we make decisions. We will not invest if we cannot sustain.
2. We build programs from an integrated forest and community perspective as community participants with questions and expertise.
3. Our recreation management skill set contributes to maintaining a network of relationships, partnerships and citizen stewards.

To progress toward sustainability requires crafting strategies, performance measures and progress indicators that hold us accountable.

Implementing sustainable recreation is about incorporating sustainability into the work we do every day. Incorporating sustainability into recreation program management requires us to make choices about what to say yes and no to. We often find that it’s easy to say yes, particularly when a partner has funding to support a project. But having funding does not mean that the project contributes to sustainability or the overall goals of the recreation program. Being able to know when to say “no” or “yes, if” is important to managing for sustainability.

## **B. Program of Work (POW) Overview**

This document is a road map to guide the Bighorn National Forest in providing a quality, sustainable developed recreation program. It describes the vision (niche) for the overall Forest recreation program and outlines proposals specific to individual developed recreation sites.

The proposals and guides contained in this document were developed to update the forest's Recreation Facility Analysis (RFA) originally completed in 2008. Existing and projected visitor demands, resource conditions, program costs and revenue were all considered in developing proposals.

This document will serve as a tool to help the Forest will prioritize investments, as well as pursue changes in operations or maintenance of developed recreation sites and facilities. Proposals are consistent with the Framework for Sustainable Recreation and the Bighorn National Forest Land and Resource Management Plan (i.e. Forest Plan).

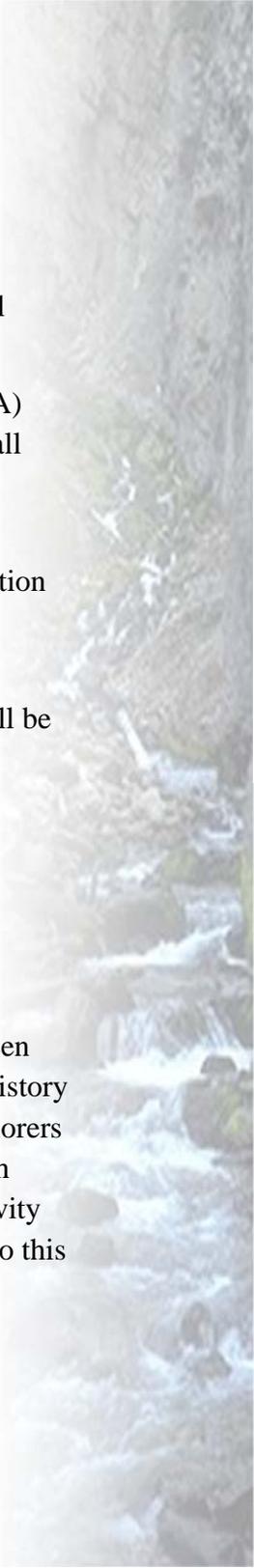
The Forest recognizes that site-specific analysis and public involvement needed to implement some of the proposals. As implementation of site-specific proposals is considered, the application of the National Environmental Policy Act (NEPA) will be considered and all required rules will be followed.

The Forest also recognizes that proposals relating to fees will require the review outlined in the Federal Lands Recreation Enhancement Act (REA) in coordination with the Wyoming Recreation Action Team (REACT).

## **C. Forest Recreation Niche/Vision**

### **Mountain Wildflowers and Wildlife in the Wild West**

Travelers between the Black Hills region and Yellowstone National Park discover the Bighorn National Forest. Rising between the Powder River and Big Horn Basins, this scenic country offers year-round recreation connecting visitors to a land rich in history and solitude. For centuries the mountain landscape has provided renewal for Native Americans, settlers and modern day explorers creating a human connection with this spectacular place. Today there is a bond with “the mountain” for local residents, which contributes to the quality of life in local communities. Tourism is an important and growing component of the economic activity in surrounding communities. Viewing scenery and wildlife, while incorporating a rich history, connects locals and travelers to this accessible landscape.



## 2. Plan Summary - Programmatic Results of Implementation

### A. Brief Description of RSA Process

#### **Background**

In 2008 The Forest Service completed an analysis of developed recreation facilities and prepared a program of work for the coming years on the Bighorn National Forest. A summary of activities under the program of work between 2008 and 2014 is in Appendix E. Recently we have evaluated our past activities, updated our business model and begun a new analysis of the Forest's developed recreation sites called the recreation site analysis or RSA.

#### **Purpose:**

The broad goal of this new project is to manage sustainable developed recreation sites based on their contribution to the social stability, environmental integrity and economic vitality of the forest and its communities. Those priorities will be balanced with business elements of the developed recreation program – operation costs, staffing, maintenance, deferred maintenance, capital investments, safety and liability, etc. This result of the analysis will be a program of work with a list of prioritized actions to effectively manage recreation sites and contribute to sustainability on the Bighorn National Forest.

#### **Opportunity To:**

- Update Infra to reflect accomplishments from the Recreation Facility Analysis (RFA), Recreation Site Improvement (RSI), and other projects.
- Categorize recreation sites for future investments aligned with the sustainability goals of the unit.

#### **RSA Process Overview:**

##### **Step 1 - Update the recreation site data (Infra – Recreation Sites database module)**

- Conduct interviews with each ranger district to identify changes and corrections needed in the database.
- Update the Infra database based on results of interviews.

##### **Step 2 - Agree on sustainability criteria appropriate for the Bighorn Recreation Niche**

- Use three criteria in each sphere of sustainability (social, economic, environmental) prescribed by the Rocky Mountain Regional Office of the Forest Service.
- Choose 1 Forest Criteria each from the social and economic spheres of sustainability.

- See Criteria List below.

**Step 3 - Agree on sustainability criteria appropriate for the Bighorn Recreation Niche**

- Create the RSA Tool based on updated Infra data.
- Input and documented management options for the next 5 years.
- Adjust Fees, operation costs and maintenance costs (annual and deferred), to reflect projected management changes over the next 5 years.
- Rank each site using the sustainable recreation criteria.
- Assign selected sites to a special category (see RSA Category list below).
- Complete POW with estimated implementation dates, estimated costs, and a commentary.

**Step 4 - Develop a draft Program of Work (POW) document**

- Make the draft document available for internal review.
- Make the draft document available for public review.

**Step 5 - Discuss the draft Program of Work with forest leadership and stakeholders**

**Step 6 - Revise Program of Work as needed based on discussions with leadership and stakeholders**

**Step 7 - Finalize Program of Work with forest leadership**



## **B. Criteria Master List**

**Note:** Considerations are forest conventions to help score the criteria.

### **SOCIAL**

- 1. How well does the site contribute to the forest’s recreation niche and goals, and as associated in primary activities identified in NVUM?**
  - 5 – Very well
  - 3 – Moderately well
  - 1 – Not very well
  
- 2. What is this site's desirability to forest visitors (desirability = adjacent to water or unique attraction)?**
  - 5 – Highly desirable (on lake/river and/or unique attraction).
  - 3 – Moderately desirable (proximate to lake/river/unique attraction) but visitors may have to hike or drive up to an hour to get to these features.
  - 1 – Least desirable (not proximate to lake/river/or unique attraction) and visitors would have to hike or drive greater than one hour to get to these features.
  
- 3. Is this site a gateway to recreation opportunities?**
  - 5 – This site is directly accessed (within 1 mile) of a Designated Scenic Byway and facilitates access to multiple (4+) other recreation opportunities.
  - 4 – This site is on a highway/primary road and facilitates access to multiple (4+) other recreation opportunities.
  - 3 – This site is < 3 miles from a highway/primary road and facilitates access to (3+) other recreation opportunities.
  - 2 – This site is > 3 miles from a highway/primary road and facilitates access to (2+) other recreation opportunities.
  - 1 – This site is > 5 miles from a highway/primary road and facilitates access to (1+) other recreation opportunities.

**Notes:** Other recreation opportunities are beyond that primarily offered directly at the site.  
A site must minimally meet all three requirements in a criterion or it bumps down one ranking.  
Community = Full Service (groceries, gas, liquor, restaurants, motels); Primary Road = Paved

**4. What is the weighted occupancy percent for each recreation site? (Automatically Calculated)**

- 5 – Weighted average occupancy % is equal to or greater than 30%
- 3 – If weighted average occupancy % is equal to or greater than 15% but less than 30%
- 1 – If weighted average occupancy % is less than 15%

**ECONOMIC**

**1. What is the potential to work with agencies, concessionaires, partners or volunteer hosts to manage the site?**

- 5 – On site concessionaires/partners/volunteers are in place actively managing the site (hosts).
- 4 – Concessionaires/partners/volunteers are used at site for facility O&M but hosts not on site.
- 3 – Partners/volunteers are used at site for greeting visitors but role could be expanded.
- 2 – Has potential for partnerships/volunteers but nothing in place.
- 1 – No potential partnerships or volunteers.

**2. Is there a need to invest significant (\$20,000+) funding in this site within the next 5 years?**

(Could be to prevent a partial or complete site closure, upgrade facilities, protect resources, expand capacity, add or decommission a major feature, etc.)

- 5 – No, do not anticipate a substantial investment need.
- 3 – Possibly, depending on scope of work and timing (discuss both components).
- 1 – Yes, imminent need. May not be able to continue to operate site or part of the site without investing significant funding.

**Note:** CRV and DM data really help inform this determination.

Consider: condition of the parking lot and road.

**3. Is this a fee site or have an existing outside dedicated funding source?**

- 5 – Yes
- 3 – Partially (strong donation base; fee site but fees inadequate; subsidized by county; etc.)
- 1 – No



**4. How important is this site to the local community as an economic contributor?**

- 5 – Very
- 3 – Somewhat
- 1 – Minimal to none

**Note:** Obtaining local community opinion during initial public outreach, on site by site basis, will provide additional information for response and rationale.

**ENVIRONMENTAL**

**1. Does the current site and adjacent area contain substantial resource condition impacts?**

- 5 – No, the site does not currently have substantial resource impacts.
- 3 – Yes, there are some resource impacts but they could be mitigated with some investment.
- 1 – Yes, impacts are difficult to mitigate without substantial investment.

**Consider:** Vegetative trampling (foot and vehicle), soil impacts from vehicles off of a hardened site, brush and tree cutting, erosion due to poor drainage, girdled trees, trash and human waste, vandalism to structure function.

**2. Does the site have a history of or high potential for requiring mitigation for hazardous conditions, repeated replacement of features due to theft or vandalism, or other safety risks?**

- 5 – No
- 3 – Somewhat, but there is no known history of personal injury or property damage.
- 2 – Yes, and there are some characteristics of the site that increase the risk of damage (user type, close proximity to town, antagonistic local population, known bear encounters, proximity to natural hazards).
- 1 – Yes, and there is a known history of personal injury or substantial property damage.

**Consider:** Bear observations or encounters, cliff area, avalanche path, landslide zone, flood potential, structural vandalism or repeated graffiti events, bark beetle/mistletoe or other hazard tree sources. (Refer to any risk assessments)

**3. Is there potential to create significant adverse environmental, health, or safety impacts if this site was proposed to be closed or decommissioned?**

- 5 – High potential - likely to create substantial environmental, health, or safety issues.
- 3 – Moderate potential - some impacts likely to occur; mitigation efforts would likely be needed.
- 1 – Little or no potential - any impacts would be minor and acceptable.

**Consider:** Larger sites will have higher potential impacts due to size of footprint to remove. Higher development scale will have higher potential impacts due to amount and type of facilities. Sites closer to towns and communities will have higher potential impacts due to access.

**4. Does current management effectively manage site capacity?**

- 5 – Yes, regularly
- 3 – Most of the time
- 1 – Rarely if ever



### C. Categories

Sites are prioritized by criteria score. These categories allow the forest to identify sites based on user preferences, resource protection, and other specific qualities.

Category	Name	Description - Comment
ST	<b>Signature Tourism Site</b>	Sites best representing non-local user preferences and the character of the forest (1-2/District). <i>Will Operate</i>
SL	<b>Signature Local Site</b>	Sites best representing local user preferences and the character of the forest. (1-2/District) <i>Should Operate if possible</i>
RP	<b>Resource Protection Site</b>	Sites needed to protect highly sensitive resource value(s). Without the site the resource will suffer serious degradation. (1-2/District). <i>Will Operate</i>
CH	<b>Cultural/Historical Site</b>	Sites of substantial cultural/historical significance that would lose tourism and/or forest identity if closed. <i>Will Operate</i>
VC	<b>National and Other Visitor Centers</b>	National Grasslands Visitor Center <i>Will Operate</i> Other Visitor Centers in good condition located and described on forest visitor maps. <i>Should Operate if possible</i>
SB	<b>Scenic Byway Related</b>	Sites associated with National or State designated Scenic Byways are within 1 mile from the byway. <i>Should Operate</i>

Notes:

- Sites not on this list represent all other sites. These special categories indicate R2 preference for continuing to operate and maintain sustainably into the future, if possible.
- Not every site can be qualified as a Signature Tourism, Signature Local or Resource Protection site, so limits are placed and choices must be made.
- All sites should support the setting (i.e. resource) and the needs/benefits to the visitor.

**D. Critical Monetary Factors**

The following table displays asset and expense information for the Bighorn National Forest before and after development and implementation of the 5-Year Action Plan.

**0202 – Bighorn NF**

	<b>CRITICAL MONETARY FACTOR</b>	<b>BASELINE CONDITION</b> (Benchmark Data)	<b>Program of Work - CHANGED CONDITION</b> (does not include DECOMMISSION sites)	<b>Program of Work - PERCENT CHANGE</b> (does not include DECOMMISSION sites)
<b>OPERATIONAL ASSETS</b>	APPROPRIATED FUNDS AVAILABLE	\$304,777	\$304,777	<b>0%</b>
	FEE RECEIPTS AVAILABLE	\$45,369	\$48,449	<b>7%</b>
<b>EXPENSES</b>	OPERATING COSTS	\$180,969	\$165,444	<b>-9%</b>
	ANNUAL MAINTENANCE COSTS	\$157,474	\$157,474	<b>0%</b>
	DEFERRED MAINTENANCE COSTS*	\$820,719	\$716,809	<b>-12%</b>

### E. Inventory

The table below displays categories or types of the Bighorn’s developed recreation sites. The categories describe roles or specific qualities of sites. The table on the next page showing “other considerations” indicates how capacity and utilities and maintenance funds are distributed across categories.

	INVENTORY CHARACTERISTICS	BASELINE CONDITION (Benchmark Data)	OPERATE Non-Categorized Sites	OPERATE Signature Tourism Site	OPERATE Signature Local Site	OPERATE Resource Protection Site	OPERATE Cultural/ Historical Site	OPERATE National and Other Visitor Centers	OPERATE Scenic Byway Related
INVENTORY	CAMPGROUND DEV SCALE 2	2	1			1			
	CAMPGROUND DEV SCALE 3	27	21	1	2	3			
	CAMPGROUND DEV SCALE 4	1		1					
	PICNIC SITE DEV SCALE 3	10	6	1					3
	TRAILHEAD	9	6	2		1			
	BOATING/ SWIM SITES/ FISHING SITES	2	2						
	GROUP CAMPGROUND/ GROUP PICNIC	3	1		1		1		
	CABINS/LOOK-OUTS	3	1				2		
	INTERP/ MINOR/ OBSERVATION/ INFO SITES	9	2				1	1	5
	OTHER	5	2		2	1			
	TOTAL SITES BY CATEGORY	71	42	5	5	6	4	1	8

	INVENTORY CHARACTERISTICS	BASELINE CONDITION (Benchmark Data)	OPERATE Non-Categorized Sites	OPERATE Signature Tourism Site	OPERATE Signature Local Site	OPERATE Resource Protection Site	OPERATE Cultural/ Historical Site	OPERATE National and Other Visitor Centers	OPERATE Scenic Byway Related
<b>OTHER CHARACTERISTICS</b>	CAPACITY (PAOT)**	5,472	3,044	445	428	285	238	605	427
	CAPACITY (PAOT-DAYS)**	801,045	444,281	66,120	76,870	39,845	17,636	76,230	55,953
	# SITES w/ DRINKING WATER (DW) SYSTEM \$	38	23	4	3	4	1		2
	# SITES w/ WASTEWATER (WW) SYSTEM \$	6	4			1			1
	DW SYSTEM ANNUAL MAINT COST	\$9,000	\$3,500	\$2,000		\$1,000			\$2,500
	WW SYSTEM ANNUAL MAINT COST	\$18,400	\$7,400			\$7,000			\$4,000
	BUILDING ANNUAL MAINT COST	\$71,564	\$15,893	\$5,810	\$1,597	\$1,558	\$16,794		\$29,911

PAOT – This is an acronym for Persons-At-One-Time. A measure of facility or sites designed recreation capacity. National conventions include 5 persons per family picnic/camp unit, 3.5 persons per parking lot stall at a trailhead or visitor center, 1.5 persons per motorcycle parking stall and 40 persons per tour bus parking stall.

**F. Results**

The Programmatic Results Matrix describes the significant programmatic results of the RSA process.

**0202 – Bighorn NF**

	<b>PROGRAMMATIC RESULTS</b>	<b>BASELINE CONDITION</b> (Benchmark Data)	<b>PROGRAM OF WORK - CHANGED CONDITION</b> (does not include DECOMMISSION sites)	<b>Program of Work - PERCENT CHANGE</b> (does not include DECOMMISSION sites)
<b>METRICS</b>	AVERAGE NICHE CONFORMANCE SCORE (Previous RFA for Baseline Condition)	3.51	4.24	<b>21%</b>
	AVERAGE DEVELOPMENT SCALE	3.08	2.96	<b>-4%</b>
	% OF CAPACITY W/ ACCESSIBLE FURNISHINGS OR FULLY ACCESSIBLE	57.4%	58.3%	<b>2%</b>
	PAOT-DAYS TO REGIONAL REQUIRED STANDARDS	680,853	870,837	<b>28%</b>
	CAPACITY (PAOT)	5,472	5,045	<b>-8%</b>
	CAPACITY (PAOT-DAYS)	801,045	770,705	<b>-4%</b>
	ANNUAL O&M COST PER PAOT DAY	\$0.53	\$0.42	<b>-22%</b>
	ANNUAL NET O&M COST PER VISIT	\$4.91	\$2.55	<b>-48%</b>
	TOTAL DEFERRED MAINTENANCE	\$820,719	\$716,809	<b>-12%</b>
	TOTAL ANNUAL OPERATIONS AND MAINTENANCE	\$338,443	\$322,918	<b>-5%</b>

Annual O&M Cost per visit and per PAOT day are averages derived from a summation of ALL the analyzed recreation facilities on the Forest; the cost per visit and per PAOT for each site and site type will vary.

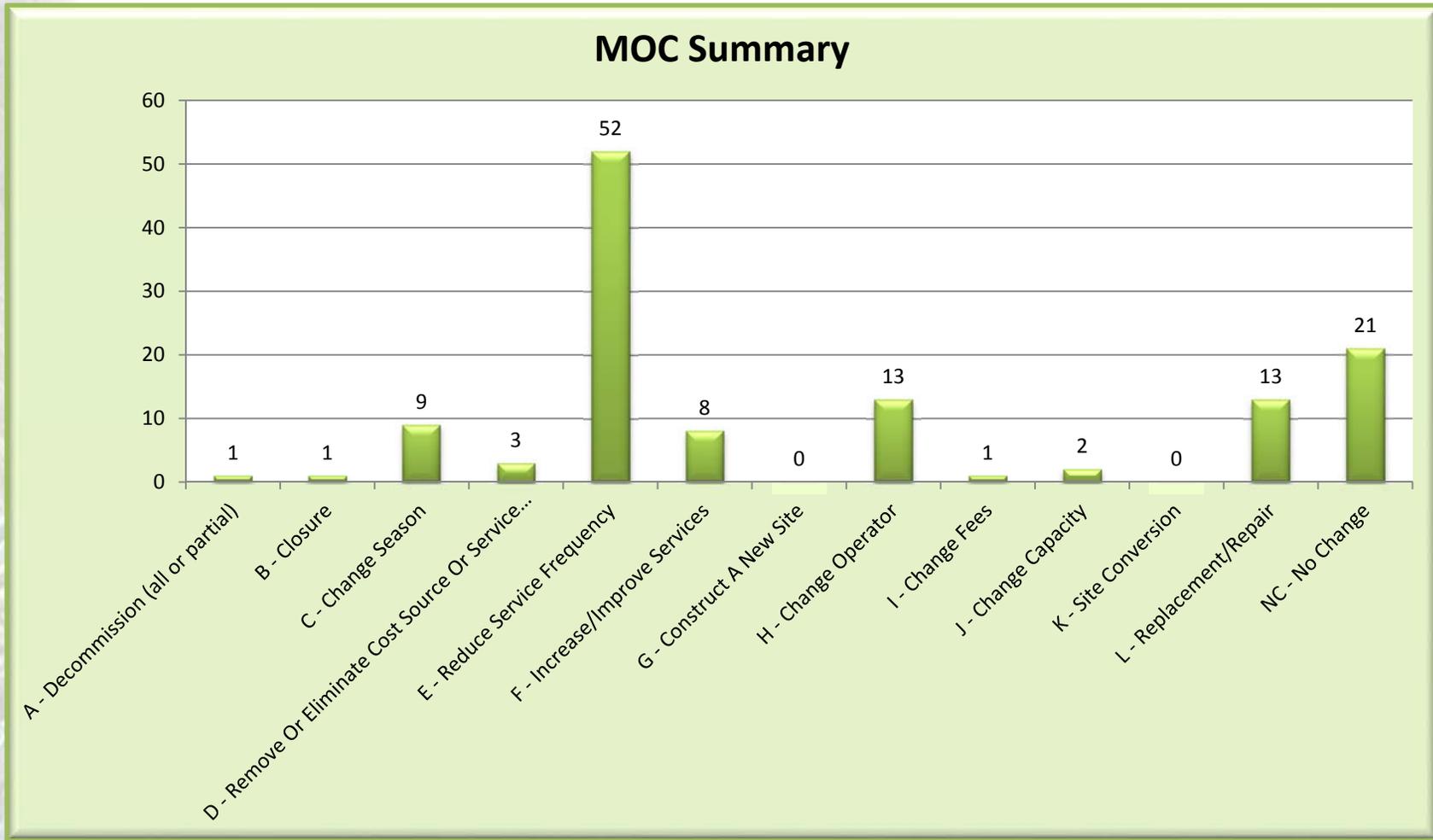
O&M – Operations and maintenance; includes the activities and resources required to annually operate and maintain recreation sites at a level of quality which meets their management objectives and customer satisfaction. Costs associated with O&M are generally recurrent, as opposed to capital investment costs that are generally one-time and non-recurrent.

### **G. Proposed Management Option Code Summary**

<b>Management Option Codes (MOC's) Applied to Sites</b>		
<b>MOC Category</b>	<b>MOC Count*</b>	<b>MOC %</b>
A - Decommission (all or partial)	1	1%
B - Closure	1	1%
C - Change Season	9	7%
D - Remove Or Eliminate Cost Source Or Service Season	3	2%
E - Reduce Service Frequency	52	42%
F - Increase/Improve Services	8	6%
G - Construct A New Site	0	0%
H - Change Operator	13	10%
I - Change Fees	1	1%
J - Change Capacity	2	2%
K - Site Conversion	0	0%
L - Replacement/Repair	13	10%
NC - No Change	21	17%

Note – The total MOC count does not equal the total number of sites analyzed because multiple codes were applied to some sites.





## H. Recreation Sites Prioritization Report

The Forest’s Recreation Sites Prioritization Report lists recreation sites first by Score and then by the Category. After that, when two or more sites have the same score the sites are listed first by Managing Organization number then by name alphabetically.

MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
20206	PINE ISLAND GROUP AREA	60	Cultural/ Historical Site	E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs. Maintain painting schedule.
20206	SIBLEY LAKE CG	60	Signature Tourism Site	E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs Maintain painting schedule.
20206	PRUNE CREEK CG	60		E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.
20206	TIE FLUME CG	59		E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.
20206	DEAD SWEDE CG	58		E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.
20201	SOUTH FORK CG	57		NC2				-Site was reconstructed in 2011.
20201	BOULDER PARK CG	56		NC2				-Site was reconstructed in 2007.
20201	LAKE VIEW CG	56		NC2				-Site was reconstructed in 2016.
20206	DEAD SWEDE PG	56		E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.
20206	NORTH TONGUE CG	56		E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.
20203	BALD MOUNTAIN CG	55		C2	2019	2019	\$0	-Close the campground when the concessionaire is not operating. Add a gate for \$2500 CMRD. Maintain painting schedule.
20201	SITTING BULL CG	54		NC2				
20206	SIBLEY LAKE DOCK PG	53	Signature Tourism Site	E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.

MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
20201	HUNTER CG	53		E3,H3,I4	2016	2018	\$2,500	-Reduce cleaning during off season or increase volunteer workforce to reduce O&M costs. Site reconstructed with CIP in 2010. A daily fee increase is proposed from \$10.00 to \$18.00 per campsite (55%). Work with REACT to support a fee increase.
20206	OWEN CREEK CG	53		E4	2016	2016	\$0	-Reduce staff presence to reduce O&M costs.
20201	TIE HACK CG	52		NC2				
20204	SHELL CREEK CG	52		C2	2016	2021	\$0	-Close the campground when the concessionaire is not operating. Long-term (probably not in the next 5 years) consider adding campsites.
20204	SHELL FALLS WAYSIDE	51	Scenic Byway Related	F6,L2,L3	2016	2018	\$0	-Capital improvements to the trail - with an emphasis on better accessibility - are scheduled to begin in 2016-2017.
20201	MIDDLE FORK CG	51		NC2				
20204	MEDICINE LODGE LAKE CG	50		C2	2016	2016	\$0	-Close the campground when the concessionaire is not operating to reduce O&M costs.
20203	MEDICINE WHEEL	49	Cultural/ Historical Site	L2	2016	2017	\$500	-Replace the existing interpretive panel as planned. Installation for \$500.
20204	LOWER PAINTROCK LAKE CG	49	Signature Local Site	C2,F16	2017	2017	\$0	-Close the campground when the concessionaire is not operating. Add 2 gates for \$5000 CMRD.
20206	SIBLEY LAKE DAM PG	49	Scenic Byway Related	D4,E2,E3, E4,H3,J2,L1	2016	2019	\$2,500	-Remove 3 of 8 (table and grill) picnic sites for \$2500 to reduce deferred maintenance. Reduce staff presence to reduce O&M costs. 2015 replacement of foot bridge. Increase use of volunteer workforce.
20201	NORTH COVE PKG	49		NC1				Site was reconstructed in 2016.

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MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
20203	PORCUPINE CG	49		C2,F16	2016	2019	\$0	-Close the campground when the concessionaire is not operating to reduce O&M costs. Add a gate for a one-time cost of \$2500 CMRD.
20201	MUDDY GUARD CABIN	47	Cultural/ Historical Site	NC1			\$0	
20204	POST CREEK PG	47	Scenic Byway Related	NC1			\$0	
20201	WILLOW PARK GROUP AREA	47		NC2			\$0	-Investigate opportunities to increase use.
20204	RANGER CREEK 04CG	47	Resource Protection Site	F9,F16,			\$25,000	-Close the campground when the concessionaire is not operating to reduce O&M costs. Add a gate for one time cost of \$2500 CMRD. NEPA analysis is underway. An update of the previously listed CIP/MPL project proposal is planned. Prepare a conceptual site plan and design criteria. Reconstruction may or may not occur in the next 5 years.
20206	EAST FORK CG	47		C2,F16	2016	2020		-Close the campground when the concessionaire is not operating to reduce O&M costs. Add a gate for one time cost of \$2500 CMRD. The existing toilet is not an SST (sweet smelling toilet) so long-term (probably not in the next 5 years) apply Granger-Thye receipts or one time funds to replace toilet.
20201	CIRCLE PARK CG	46		NC2			\$0	-Consider converting the site to tent camping only in the long-term.
20201	WEST TENSLEEP LAKE CG	46	Resource Protection Site	NC2			\$25,000	-NEPA decision is completed for relocation/reconstruction. Submit CIP/MPL proposal. Prepare conceptual site plan and design criteria. Prospects are dim for relocation and

MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
								reconstruction funding in the next 5 years.
20206	SIBLEY SKI PARKING	46	Signature Local Site	L1	2016	2019	\$500	-Install a donation tube.
20201	ISLAND PARK CG	45	Resource Protection Site	NC2				
20203	CRYSTAL CREEK PARKING	45	Signature Local Site	E4	2016	2021	\$0	-Reduce staff presence to reduce O&M costs.
20206	RANGER CREEK 06CG	45		C2,F16	2016	2020	\$0	-Close the campground when the concessionaire is not operating to reduce O&M costs. Add a gate for a one time cost of \$2500 CMRD. Long-term (not in the next 5 years) apply Granger-Thye receipts to replace toilet
20201	HETTINGER GROUP AREA	44	Signature Local Site	NC2				-Investigate opportunities to increase use. Long term (probably not in the next 5 years) redevelop toilet, tables, etc.
20201	SHEEP MOUNTAIN LOOKOUT	44	Cultural/ Historical Site	L2	2016	2021	\$20,000	-Repair railing and decking for a one-time cost of \$15,000 using fee receipts. Repair wind damage.
20201	LEIGH CREEK RV DUMP STATION	44		NC1				
20203	BUCKING MULE FALLS TH	43	Signature Tourism Site	E4,H3	2016	2021	\$15,000	-Reduce staff presence to reduce O&M costs. NEPA decision and site planning are needed. RAC (Big Horn County Resource Advisory Council) may contribute to this project of community interest. Construction of developed sites may happen in the next 5 years.
20204	PAINTROCK LAKE TH	43	Resource Protection Site	E4	2016	2021	\$0	-Reduce staff presence to reduce O&M costs.
20201	LAKE POINT PG	43		NC1				-Site was reconstructed in 2016.

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MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
20201	WEST TENSLEEP LAKE TH	43		E3,E4,E5, H3	2016	2021	\$0	-Reduce staff presence and restroom cleaning to reduce O&M costs. Increase use of volunteer workforce.
20201	LOAF MOUNTAIN OVERLOOK	42	Scenic Byway Related	L2	2016	2018	\$750	-Repair curb, paint sign, and bulletin board to reduce deferred maintenance for a one time cost of \$750. Alligator cracking of pavement is extensive. Pavement repair if any a roads item not included in RSA.
20201	DOYLE CG	41	Signature Local Site	F9	2016	2021	\$0	-Capital improvement reconstruction at this site is included in the current R2 CIP plan for FY2018.
20201	HOSPITAL HILL IS	41	Scenic Byway Related	NC1				
20203	BURGESS JUNCTION VISITOR CENTER	41	National and Other Visitor Centers	B1	2016	2021	\$0	-Establish a future use for the site. Pursue FLREA rental, Granger-Thye permit, non-profit partnership or other opportunities. Utilities (\$10,450) are an annual operating expense for the closed facility (2012-2016). Operate the site for the 2017 summer season, when Shell Falls Wayside is closed for reconstruction of the trail. A capital improvement project to reduce deferred maintenance items is included in the current R2 CIP/MPL plan for FY2018.
20204	CABIN CREEK PG	41	Scenic Byway Related	NC1				
20206	LITTLE GOOSE CG	41	Resource Protection Site	E2,E3,E4, E5,H3	2016	2021	\$0	-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce.

MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
20201	LOST CABIN CG	41		D8,L1	2016	2021	\$45,000	-Cap a well with poor water tests. Replace toilet and reduce deferred maintenance. Consider Granger-Thye. Note that unplanned repair or replacement priorities for use of Granger-Thye receipts during the planning period may preclude this use of funds.
20201	NORTH FORK PG	41		L2	2016	2021	\$500	-Repair a third picnic site for one time cost estimated at \$500. An old toilet is adequate but has exceeded its standard lifecycle and is not an SST design.
20206	BURGESS DUMP STATION	40	Resource Protection Site	A2,E2,E4, E5	2016	2021	\$500	-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Remove an unused service building.
20201	POLE CREEK X-COUNTRY SITE	40		NC3				-A partnership is in place for the majority of annual maintenance.
20201	TIE HACK PG	40		C2,E2,E3, E4	2016	2021	\$0	-Reduce season of use in INFRA to 150 days (June-October). Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce.
20201	BATTLE PARK TH	39	Signature Tourism Site	C2,	2016	2021	\$0	-Reduce season of use in INFRA to 4 months (July-October) to reflect typical period the road is open for use.
20201	LEIGH CREEK CG	39	Signature Tourism Site	L1,L2	2016	2021	\$54,900	-Replace toilet in this planning period (\$45,000). Replace fire rings and picnic tables to reduce deferred maintenance costs (\$9900 one time cost for materials only - labor by concessionaire). Apply Granger-Thye fee receipts to projects at this site if possible. Consider a capital improvement project (long term) for reconstruction and expansion.

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MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
20201	CIRCLE PARK TH	39		C2,E3, E4, H3	2016	2021	\$0	-Reduce season of use in INFRA to 150 days (June-October) to reflect typical seasonal road closure by snow. Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce.
20201	POLE CREEK CABIN	39		L2	2016	2021	\$1,500	-Replace door for a one time cost of \$1500. Apply Granger-Thye fee receipts to reduce deferred maintenance.
20204	EDELMAN TH	39		E2, E3, E4	2016	2021	\$0	-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs.
20206	BURGESS PG	39		E2,E3,E4,H3	2016	2016	\$0	-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce.
20201	DEER PARK CG	38		NC2				-NEPA decision is completed for relocation and reconstruction of capacity at a proposed Warner Draw site. Include decommissioning (estimated one time cost of \$25,000) in CIP/MPL proposal for Warner Draw. Prospects are dim for the new construction funding in the next 5 years, which is needed before decommissioning.
20203	CRYSTAL CREEK OVERLOOK	38	Scenic Byway Related	NC1				-Site is the portal and scenic overlook for Medicine Wheel Scenic Byway (US 14A).
20206	CROSS CREEK CG	38		E2,E3,E4, E5,H3	2016	2021	\$0	-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce.
20206	ENTRANCE PORTAL	37		E2,E3,E4,E5	2016	2021		-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce. If improvements at Sand Turn are funded as a scenic byway overlook, begin glide path to

MANAGING ORG	SITE NAME	SCORE	CATEGORY	MANAGEMENT OPTION CODES	PLANNED START DATE	PLANNED FINISH DATE	ONE-TIME COST TO IMPLEMENT ACTION	TASK COMMENTS
								decommission (estimated cost of \$3000).
20201	VETERANS COVE PKG	36		NC1	2015	2016	\$0	-Site was reconstructed in 2016.
20203	JAWS TH	35		NC1				-Staff presence has been reduced to a minimum.
20201	JAMES T SABAN LOOKOUT IS	33	Scenic Byway Related	H2	2016	2021	\$0	-Seek an agreement with a partner for maintenance. Deferred maintenance for the building is an inaccurate life cycle cost estimate. Separate cost items in INFRA and inspection protocols are needed for historic buildings.
20206	CONEY CREEK TH	32		E3,E4,H3	2016	2021	\$0	-Reduce staff presence and restroom cleaning. O&M costs Increase use of volunteer workforce.
20206	TWIN LAKES PG	32		D4,E2,E3, E4,H3,J2	2016	2019	\$2,500	-Decommission 6 of 10 (table and grill) picnic sites for a \$2500 one time cost to reduce deferred maintenance. Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce.
20201	ELGIN PARK TH	30		E3,H3	2016	2021	\$2,500	-Seek volunteer partner for off season toilet cleaning. Reduce staff to restroom cleaning to reduce O&M costs. Select and complete deferred maintenance items to bring the site to standard. (Work may include fire ring replacements , painting or replacing the recreation site signs, and /or work on the toilet building)
20206	CRYSTAL SPRING REST AREA	30		E2,E3,E4, E5,H3	2016	2021		-Reduce staff presence, restroom cleaning, and litter removal to reduce O&M costs. Increase use of volunteer workforce. If proposed facilities at Sand Turn are funded and include a toilet, begin glide path to decommission (estimated cost of \$7000.)

## I. Programmatic Actions

ACTION	LEAD	TIME FRAME
Add gates at Bald Mountain CG, Porcupine CG, Lower Paintrock CG (2 gates), Ranger Creek CG (TNRD 06), Ranger Creek CG (MWRD 04) and East Fork CG to reduce the season of use and the staffing needed for operation and maintenance.	District Recreation Staff Officers and Roads Engineering.	2016-2021
Inspections have identified an upgrade needed at 25 wells (higher well casings) based on new EPA standard. The standard is intended to reduce contamination and will be applied if water test records indicate an issue. Maintain a list of wells that do not meet a standard. If conditions warrant work, review the plan with all parties (FS recreation and concessionaire) to prioritize work and funding.	Facilities Engineering	2021
Request and review INFRA inspection records annually. Identify tasks to include in the annual CMFC work by unit. Assign Tasks before each field season. Request accomplishment reports and monitor data entry in INFRA. . The objective timely completion of maintenance activities and recording accomplishments in INFRA annually. (Sites with an L2 – ‘repair that results in reduction of deferred maintenance’ - code in the RSA program of work will be summarized at end of the RSA POW implementation term)	Forest Recreation Staff Officer with support from District Recreation Staff Officer and Facilities Engineer	Annually
Work with the engineering and cultural resource organizations to develop inspection protocols and INFRA work items that address the maintenance requirements of historic buildings. The use of 'current replacement value' and building age to estimate deferred maintenance is not valid for historic structures, evaluated as eligible for the National Register of Historic Places, and distorts deferred maintenance numbers in upward reporting.	Forest Recreation Staff Officer	On-going
Monitor budget advice and forest BLI's for opportunities to add special project funds or exchange funds with other units to benefit recreation program facilities and projects.	Forest Recreation Staff Officer Forest Budget Officer	On-going
Fund the facilities engineering crew, the campground concessionaire, volunteers or contracts to address deferred maintenance items.	Forest Recreation Staff Officer	Annually
Retain at least \$5,000 of an estimated 5 year \$95,000 in Granger Thye receipts (\$19,000 annually) for unexpected maintenance or replacement work at concession sites.	Forest Recreation Staff Officer	2021

## J. Investment Priorities to Reduce Deferred Maintenance

PROJECT NAME	SCOPE OF PROJECT	COST	SPECIAL CATEGORY
West Tensleep Corridor	NEPA compliance is complete. The project includes reducing user pressure on the Cloud Peak Wilderness, West Tensleep Lake TH, and West Tensleep Lake CG by emphasizing RV camping lower in the corridor by developing a Warner Draw CG, decommissioning Deer Park CG to retire deferred maintenance, moving West Tensleep Lake CG away from wetlands, reducing erosion and vegetation impacts at Island Park CG and providing non-wilderness hiking opportunities. Total deferred maintenance is \$52,671 in RSA. The site is not currently on the major project list.	\$2,500,000	<b>Resource Protection (West Tensleep Lake CG, Island Park) &amp; Wilderness Management</b>
Sand Turn	NEPA compliance is needed. Scenic overlook and proposed forest portal to replace two sites – Forest Portal (US14 on TNRD) and Crystal Springs Rest Area. The Wyoming Department of Transportation has funded survey and conceptual design as part of scenic byway planning. The total deferred maintenance is currently \$4207 in RSA. The site is not currently on the major project list.	\$750,000	<b>Scenic Byway Related</b>
Ranger Creek (04 - MWRD)	NEPA compliance is needed. The site is on the regional major project list for an unidentified out-year. Deferred maintenance is substantial (\$127,908). A congestion of uses – campground, group site, Adelaide trailhead, and Upper Bench trailhead are located here. There are watershed concerns.	\$750,000	<b>Resource Protection Site</b>
Leigh Creek CG	NEPA compliance is needed. The site is not currently on the major project list. Deferred maintenance is substantial (\$41,000). The campground is receiving increasingly heavy use with the growing popularity of Tensleep Canyon with climbers. Impacts of dispersed camps in the narrow corridor are a concern. The nearby Tensleep campground was decommissioned during RFA implementation with the note that sites could be added at Leigh Creek if use justified an addition.	\$750,000	<b>Signature Tourism Site</b>
Doyle Campground	Reconstruction is scheduled for 2018 in the R2 CIP/MPL. The site is popular with ATV enthusiasts and reconstruction to define use areas and parking spurs will support traffic control and reduce the loss of vegetation and related erosion.	\$511,000	<b>Signature Local Site</b>

PROJECT NAME	SCOPE OF PROJECT	COST	SPECIAL CATEGORY
Bucking Mule TH	NEPA compliance is needed. Deferred maintenance is currently \$7,446 in RSA. The site is not currently on the major project list. Preliminary proposal: 5-6 new campsites for livestock users adjacent to the trailhead with livestock control facility (i.e. hitching rails, corrals, etc.) and water tank, manure staging area, gravel road and spurs. Close trailhead parking to camping. Local community volunteers to remove manure. Bucking Mule Trail is a national recreation trail.	\$450,000	<b>Signature Tourism Site</b>
Toilet Replacement	Replacing old toilets with new buildings and vaults can reduce the deferred maintenance numbers significantly in this model. The highest priorities for toilet replacement are: 1. Leigh Creek, 2. East Fork, 3. Lost Cabin (the second one). This would retire about \$51,000 deferred maintenance for about \$135,000. There are a number of other old toilets with significant deferred maintenance as noted in the comments	\$135,000	<b>Signature Tourism (Leigh Creek)</b>
Building Deferred Maintenance	Excluding the historic buildings, areas with deferred building maintenance in excess of \$20,000 include Ranger Creek CG (04 MWRD), Little Goose CG, and Cross Creek CG. Total deferred maintenance is 250,000 Ranger Creek 04 - \$127,908, Little Goose CG - \$23,949, and Cross Creek CG - \$32,379 in the RSA model. Dispersed use at these sites would be a serious resource protection problem, so decommissioning is not suggested.	\$250,000	<b>Resource Protection (Ranger Creek 04, Little Goose)</b>
Hettinger Group Area	Hettinger is a community resource for group events (weddings, picnics, reunions etc.) The existing concrete block toilet is smelly and not accessible. The deferred maintenance is \$51,087 in INFRA.	\$500,000	<b>Signature Local Site</b>
Shell Falls Interpretive Trail	Reconstruction of the Interpretive Trail at Shell Falls Wayside will improve accessibility and reduce deferred maintenance (\$125,000). Wyoming DOT funded development of design and contract documents through a scenic byway grant. R2 CIP/MPL contract award is scheduled for FY 2016 and construction is expected in FY 2017.	\$353,000	<b>Scenic Byway Related</b>
Burgess Junction Visitor Center	Maintenance/reconstruction is scheduled in the R2 CIP/MPL. The site is currently closed and the planned work would protect the public investment and support future partnership use of the facilities.		<b>Visitor Center</b>

## **K. Anticipated Public Concern**

Describe the proposed actions that are most likely to be controversial:

- **DECOMMISSION – REMOVE IMPROVEMENTS -**

- Because no facilities have been identified for decommissioning public concern is not expected. Some limited facilities may be removed as described below:

1. Removing 9 less used picnic sites (tables and grills) was identified as a way to reduce deferred maintenance. 4 of the 10 existing picnic sites would be retained at Twin Lakes and 8 of 11 existing picnic sites at Sibley Lake Dam would be retained. The number of sites remaining is expected to meet visitor demand. Removing the sites can be accomplished by forest employees with heavy equipment at an estimated cost of \$2,500 per picnic ground in fiscal year 2016 or 2019
2. A proposal to remove an unnecessary waste-water control building at Burgess Dump Station would not have an impact on forest visitors but would reduce the Forest's inventory of buildings requiring continued maintenance.
3. A 2012 NEPA decision to decommission Deer Park campground, if and when the capacity can be replaced by a new facility (proposed Warner Draw CG) is documented in this program of work. The existing West Tensleep Lake campground would be relocated further from the lake shore as part of the same NEPA decision.

- **CHANGE IN SERVICES –**

- **REDUCED STAFF PRESENCE AND CLEANING**

The regular presence of uniformed employees at developed recreation sites to enhance security and provide information would also be reduced by eliminating some paid seasonal positions to reduce costs. Cleaning and stocking restrooms, cleaning tables and fire-rings, and removing litter – particularly at day use sites such as picnic grounds, parking areas, and trailheads – would be reduced. Additional volunteer positions maybe established to help provide some of these services.

▪ HUNTING SEASON –

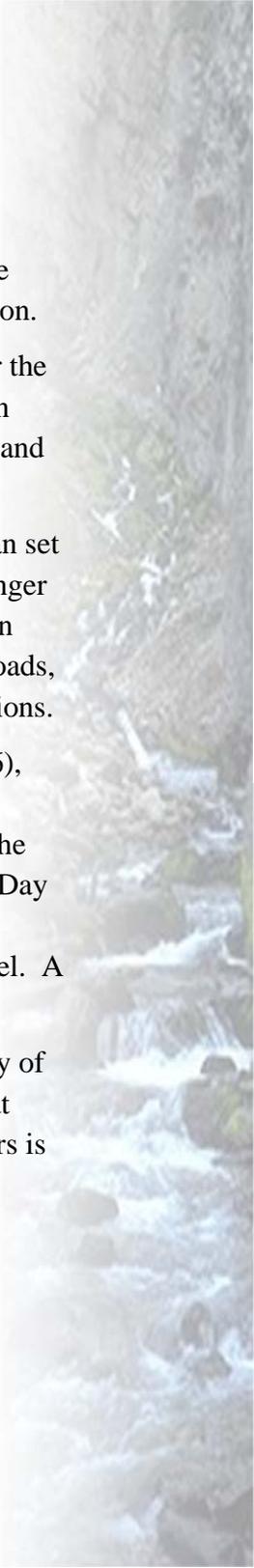
Following the 2008 RFA analysis 18 campgrounds remained open across the Bighorn through the fall. The RSA includes a proposal to close 7 additional campgrounds, leaving a total of 11 open for the hunting season.

Traditionally the Forest Service kept campgrounds open with reduced services and reduced or no fees after the main use period – nominally ‘the hunting season’. Water systems are not winterized and were closed down when freezing temperatures threaten to damage pipes. Reduced services typically involved toilet cleaning and stocking, cleaning tables and fire rings, and removing litter.

Another tradition on the Bighorn has been ‘the end of stay limits’ after September 11th. Hunting camps can set up on August 28th (14 days before the end of the stay limit regulation) and remain all fall. By allowing longer term stays in campgrounds near the highway, the potential for dispersed hunting camps to be ‘snowed in’ in remote areas is reduced. Past search and rescue efforts after heavy snow have involved aircraft, plowing roads, and trapped livestock. This risk has declined somewhat with improved weather forecasts and communications.

Adding gates at Bald Mountain CG, Porcupine CG, Lower Paintrock CG (2), Ranger Creek CG (TNRD 06), Ranger Creek CG (MWRD 04), and East Fork CG would allow physical closure of those facilities. The existing gate at Medicine Lodge Lake CG which hasn’t been closed in the past would be also be closed. The concessionaire shuts down the water system and closes out operations at most sites shortly after the Labor Day holiday. At that time gates to these facilities would be locked. The exact date is somewhat variable. The reduced season of use would reduce the need for staff salaries to maintain the sites at a reduced service level. A table on the following page shows the current fall operations and the proposed future operations.

Fall hunting season is deeply imbedded in local culture and many hunting camps include friends and family of local hunters that travel from outside the area. Fall hunting has both economic and cultural dimensions that support community stability. Changes in traditional patterns and the displacement of some late season users is expected to concern some members of the public. Internally, the potential resource impacts of increasing dispersed camps is a concern that is weighed against managing the use of hardened campground facilities.



**CAMPGROUNDS FOR THE FALL SEASON (aka HUNTING SEASON)**

	<b>CLOSED IN FALL 2008 OR EARLIER</b>	<b>CURRENTLY OPEN IN FALL</b>	<b>NO CHANGE- REMAIN OPEN IN FALL</b>	<b>PROPOSED TO BE CLOSED IN FALL</b>
<b>Powder River District</b>	Boulder Park			
	Circle Park			
	Deer Park			
		Doyle CG – lower loop	Doyle CG – lower loop	
		Hunter	Hunter	
	Island Park			
	Lake View			
		Leigh Creek CG	Leigh Creek CG	
	Lost Cabin			
		Middle Fork CG	Middle Fork CG	
		Sitting Bull – east loop	Sitting Bull – east loop	
	South Fork			
	West Tensleep CG	West Tensleep CG		
	Tie Hack			
<b>Tongue District</b>		Cross Creek CG	Cross Creek CG	
	Dead Swede			
		East Fork CG		East Fork CG
		Little Goose CG	Little Goose CG	
		North Tongue CG	North Tongue CG	
	Owen Creek			
	Prune Creek			
		Ranger Creek CG		Ranger Creek CG (TNRD 06)
	Sibley CG – east loop	Sibley CG – east loop		
	Tie Flume CG – east loop	Tie Flume CG – east loop		
<b>Medicine Wheel District</b>		Bald Mountain CG		Bald Mountain CG
		Lower Paintrock Lake CG		Lower Paintrock Lake CG
		Medicine Lodge Lake CG		Medicine Lodge Lake CG
		Porcupine CG		Porcupine CG
		Ranger Creek CG (MWPR 04)		Ranger Creek CG (MWPR 04)
	Shell Creek			
	Bald Mountain CG		Bald Mountain CG	

- CHANGE IN FEES –

Fees at most fee sites are established by the concessionaire operating under terms established in a business prospectus and permitting process. Currently the Forest Service operates and establishes fees for rental cabins and Hunter campground. The only change in fees proposed as part of the Recreation Site Analysis is at Hunter campground. This is a new facility built in 2012 to accommodate campers with horses, including corrals and manure management. The camp site fee is below market at \$10 per night while the typical Bighorn campsite fee in concession campgrounds is currently \$15-16 per night.

A proposed fee at Hunter of \$18 per night will need to go through a review process including review by REACT, the Wyoming Recreation Action Team. The higher fee will help cover the additional operation cost of handling, hauling, and disposing of manure. Many campers at Hunter arrive from distant states with diesel trucks and trailers that accommodate both people and their livestock. Campsite fees are not an important cost consideration for many of these visitors. Horses are emblematic of the western image. Local events, attractions and marketing frequently focus on this niche for economic reasons. Local communities generally support fees and taxes paid by tourists.



## Appendix A. Development Scale Guide

### Recreation Site Inventory Classification

	Class #	Site Characteristics
Resource Protection	0	<b>No investment</b> <ul style="list-style-type: none"> <li>• User created site</li> <li>• No constructed improvements provided at the site</li> <li>• Circulation and parking undefined; may be multiple routes, not designed</li> </ul>
	1	<b>Little investment</b> <i>(Region 2 convention: Facilities with investment estimated at a current replacement value below \$1500, excluding road and parking areas are class 1, without reference to site design.)</i> <ul style="list-style-type: none"> <li>• User created site</li> <li>• Rustic or rudimentary improvements, such as barriers or signs, provided for resource protection</li> <li>• Circulation and parking informal, may be contained; not designed</li> </ul>
	2	<b>Some investment</b> <ul style="list-style-type: none"> <li>• Defined site; improvements typically accommodate user created patterns</li> <li>• Rustic improvements, such as toilets, tables or fire rings, provided <u>primarily</u> for resource protection</li> <li>• Circulation and parking contained and defined</li> </ul>
User Comfort and Convenience	3	<b>Moderate investment</b> <ul style="list-style-type: none"> <li>• Designed site</li> <li>• Contemporary or rustic improvements, such as toilets, potable water service, signs, picnic Tables or fire rings, provided for resource protection and user comfort</li> <li>• Circulation is defined; interior roads are maintenance level 3 or 4</li> </ul>
	4	<b>High investment</b> <ul style="list-style-type: none"> <li>• Designed site</li> </ul>
	5	<b>Significant investment</b> <ul style="list-style-type: none"> <li>• Designed site</li> <li>• Contemporary improvements primarily provided for user comfort and convenience and usually include flush toilets and potable water, and may include showers, bathhouses, laundry facilities, electrical hookups, and garbage services</li> <li>• Roads, parking, and pathways are paved; interior roads are at maintenance level 4 or 5</li> <li>• Mowed lawns and clipped shrubs are not unusual</li> </ul>

## Appendix B. Management Option Code List

### **A. Decommission**

1. Decommission
  - a) As soon as practical (A1a)
  - b) Begin glide path (A1b)
2. Partial decommission (e.g., remove campsites next to boat ramp) (A2)

### **B. Closure**

1. Close – defer decommissioning (B1)
2. Partial closure – defer decommissioning (e.g., close campsites next to boat ramp but don't remove yet) (B2)
3. Closure pending completion of site improvements (B3)

### **C. Change Season**

1. Increase season (C1)
2. Reduce season (C2)
3. Intermittent closure during season (C3)
4. Open weekends/holidays only (C4)
5. Open for hunting season only (C5)

### **D. Remove or Eliminate a Cost Source or Service Season**

1. Reduce mowed area (D1)
2. Remove trashcans (D2)
3. Remove restroom facilities (D3)
4. Remove tables and/or grills (D4)
5. Other changes to site design or features to reduce costs (D5)
6. *Not Available for Use*
7. Other changes to eliminate on-site services (D7)

8. Close or remove water system (D8)
9. Close or remove waste water system (D9)

### **E. Reduce Service Frequency Season**

#### **THESE CODES MAY REQUIRE PUBLIC NOTIFICATION OF REDUCED SERVICES**

1. Reduce service – mow less frequent (E1)
2. Reduce service – trash and clean-up less frequent (E2)
3. Reduce service – restroom cleaning less frequent (E3)
4. Reduce service – staff presence reduced on site (E4)
5. Reduce service – less frequent bulletin board posting (E5)
6. *Not Available for Use*
7. Reduce service – other (E7)

### **F. Increase/Improve Services**

1. Add electrical hook-ups (F1)
2. Increase amps of existing electrical hook-ups (F2)
3. Add water hook-ups (F3)
4. Add sewer hook-ups (F4)
5. Add hot showers (F5)
6. Upgrade existing feature (e.g., replace SST with flush toilets) (F6)
7. Add amenities (playground, swim area, etc.) (F7)
8. Add a host site(s) (F8)
9. Major reconstruction/upgrade of the recreation area (F9)
10. Increase staff presence (including law enforcement) (F10)
11. *Not Available for Use*
12. Improve visitor information and bulletin boards (F12)
13. Improve signing (F13)
14. Add water delivery service to individual users (F4)

(F. Increase/Improve Services continues - next page)

**F. Increase/Improve Services** continued)

15. Add greywater/blackwater pumping service to individual users (F15)
16. Other (F16) – Add gate
17. Add a toilet building(s) (F17)

**G. Construct a New Area**

1. Construct a new site (G1)

**H. Change Operator or Workforce**

1. Change to a concession operation [apply a 60% savings to O&M cost per operating day] (H1)
2. Operate through a partner agreement (e.g., local community, State agency, etc.) (H2)
3. Volunteer (increase use of volunteers at the site) (H3)
4. Contractor (begin or expand use of contracting) (H4)
5. Prison labor (begin or expand use of prison labor) (H5)
6. Other (H6)

**I. Change Fees**

1. Eliminate fee (I1)
2. Reduce fee (I2)
3. Begin charging a fee (I3)
4. Increase current fee (I4)
5. Increase fee compliance efforts (I5)

**J. Change Capacity (PAOT)**

[If a change, reflect in columns S or T, in worksheet 3, the change in capacity]

1. Increase capacity (add a loop, build additional sites, add parking, etc.) (J1)
2. Reduce Capacity (i.e., close a loop, remove camp units, eliminate a parking area, etc.) (J2)

**K. Site Conversion**

1. Change in Development Scale (K1)
2. Change in Site Type (K2)
3. Study feasibility of converting site from FA&O facility to recreation site (K3)

**L. Replacement/Repair**

1. Replacement of an existing constructed feature that results in the reduction of Deferred Maintenance (L1)
2. Repair of an existing constructed feature that results in the reduction of Deferred Maintenance. (L2)
3. Conversion of constructed features to meet accessibility standards. (L3)

**NC. No Change (i.e., none of the above site specific changes apply)**

1. No change – currently USFS operated (NC1)
2. No change – currently concession operation (NC2)
3. No change – currently operated by a partner under some other type of formal agreement (NC3)

*Note – A site can have more than one code*

## Appendix C. Remaining Allocated Funds by Site in Priority Order

### Changed Condition Summary (Revenues not applied to costs)

NFRW ALLOCATION	212,295
OPERATIONS COSTS	165,444
NFRW BALANCE	46,851
CMFC ALLOCATION	92,482
MAINTENANCE COSTS	156,886
CMFC BALANCE	(64,404)
AVAILABLE REVENUE	48,449
DEFERRED MAINTENANCE	738,234



**NOTE**

The table below adds available site revenue first to CMFC Remaining Funds. If revenue is still available after meeting Annual Maintenance costs the revenue is added to NFRW Remaining Funds. This approach results in different bottom lines than the table above. Two yellow shades in the category column indicate whether or not the site was chosen for a special category.

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20206	6CG10	SIBLEY LAKE CG	CAMPGROUND	4	60	\$649	\$211,646	\$1,163	\$91,319	ST
20206	6PG04	PINE ISLAND GA	GROUP CAMPGROUND	4	60	\$202	\$211,444	\$365	\$90,955	CH
20206	6CG08	PRUNE CREEK CG	CAMPGROUND	3	60	\$347	\$211,097	\$629	\$90,326	
20206	6CG11	TIE FLUME CG	CAMPGROUND	3	59	\$522	\$210,575	\$1,099	\$89,227	
20206	6CG03	DEAD SWEDE CG	CAMPGROUND	3	58	\$364	\$210,211	\$1,522	\$87,705	
20201	1CG08	SOUTH FORK CG	CAMPGROUND	3	57	\$103	\$210,109	\$433	\$87,272	
20201	5CG01	BOULDER PARK CG	CAMPGROUND	3	56	\$21	\$210,088	\$1,014	\$86,259	
20201	5CG05	LAKE VIEW CG	CAMPGROUND	3	56	\$51	\$210,037	\$0	\$86,259	
20206	6PG02	DEAD SWEDE PG	PICNIC SITE	3	56	\$0	\$210,037	\$276	\$85,983	
20206	6CG06	NORTH TONGUE CG	CAMPGROUND	3	56	\$421	\$209,616	\$794	\$85,188	

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20203	3CG01	BALD MOUNTAIN CG	CAMPGROUND	3	55	\$1,167	\$208,449	\$1,342	\$83,846	
20201	5CG07	SITTING BULL CG	CAMPGROUND	3	54	\$181	\$208,268	\$56	\$83,790	
20206	6PG06	SIBLEY LAKE DOCK PG	PICNIC SITE	3	53	\$124	\$208,144	\$1,079	\$82,711	ST
20201	1CG11	HUNTER CG	CAMPGROUND	3	53	\$1,397	\$207,732	\$7,695	\$82,711	
20206	6CG07	OWEN CREEK CG	CAMPGROUND	3	53	\$188	\$207,544	\$217	\$82,494	
20201	1CG09	TIE HACK CG	CAMPGROUND	3	52	\$117	\$207,427	\$109	\$82,385	
20204	4CG06	SHELL CREEK CG	CAMPGROUND	3	52	\$1,199	\$206,228	\$854	\$81,532	
20204	4IS01	SHELL FALLS WAYSIDE	INTERPRETIVE VISITOR CENTER (MINOR)	5	51	\$69,729	\$136,500	\$39,582	\$43,475	SB
20201	1CG07	MIDDLE FORK CG	CAMPGROUND	3	51	\$171	\$136,500	\$46	\$43,475	
20204	4CG04	MEDICINE LODGE LAKE CG	CAMPGROUND	3	50	\$504	\$135,996	\$786	\$42,689	
20204	4CG03	LOWER PAINTROCK LAKE CG	CAMPGROUND	3	49	\$507	\$135,489	\$342	\$42,347	SL

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20203	3IS01	MEDICINE WHEEL	INTERPRETIVE VISITOR CENTER (MINOR)	4	49	\$41,304	\$94,185	\$6,513	\$38,645	CH
20206	6PG05	SIBLEY LAKE DAM PG	PICNIC SITE	3	49	\$2,800	\$91,385	\$2,705	\$35,941	SB
20201	5MS03	NORTH COVE PKG	BOATING SITE	3	49	\$986	\$91,385	\$968	\$35,941	
20203	3CG02	PORCUPINE CG	CAMPGROUND	3	49	\$1,024	\$90,361	\$745	\$35,196	
20204	4CG05	RANGER CREEK 04CG	CAMPGROUND	3	47	\$1,616	\$88,746	\$421	\$34,775	RP
20201	1MS01	MUDDY GUARD CABIN	LOOKOUT/CABIN	4	47	\$4,245	\$84,501	\$6,777	\$27,998	CH
20204	4PG02	POST CREEK PG	PICNIC SITE	3	47	\$1,032	\$83,469	\$629	\$27,369	SB
20201	5PG03	WILLOW PARK GA	GROUP CAMPGROUND	3	47	\$127	\$83,342	\$41	\$27,328	
20206	6CG04	EAST FORK CG	CAMPGROUND	3	47	\$215	\$83,127	\$455	\$26,873	
20206	6MS04	SIBLEY SKI PARKING	SKI AREA NORDIC	3	46	\$512	\$82,615	\$372	\$26,501	SL
20201	5CG09	WEST TENSLEEP LAKE CG	CAMPGROUND	3	46	\$100	\$82,515	\$0	\$26,501	RP

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20201	1CG02	CIRCLE PARK CG	CAMPGROUND	3	46	\$54	\$82,461	\$2	\$26,498	
20203	3MS03	CRYSTAL CREEK PKG	SNOWPARK	3	45	\$3,478	\$78,983	\$1,480	\$25,018	SL
20201	5CG04	ISLAND PARK CG	CAMPGROUND	3	45	\$69	\$78,914	\$51	\$24,967	RP
20206	6CG09	RANGER CREEK 06CG	CAMPGROUND	3	45	\$227	\$78,687	\$432	\$24,535	
20201	1PG01	HETTINGER GA	GROUP CAMPGROUND	3	44	\$63	\$78,624	\$0	\$24,535	SL
20201	1MS02	SHEEP MOUNTAIN LOOKOUT	LOOKOUT/CABIN	3	44	\$1,512	\$77,773	\$5,039	\$24,535	CH
20201	5MS04	LEIGH CREEK RV DUMP STATION	DUMP STATION	3	44	\$740	\$77,033	\$12,450	\$14,476	
20203	3TH01	BUCKING MULE FALLS TH	TRAILHEAD	3	43	\$1,042	\$75,991	\$2,763	\$11,713	ST
20204	4TH03	PAINTROCK LAKE TH	TRAILHEAD	3	43	\$487	\$75,505	\$736	\$10,977	RP
20201	5PG01	LAKE POINT PG	PICNIC SITE	3	43	\$1,115	\$74,389	\$2,009	\$8,968	
20201	5TH01	WEST TENSLEEP LAKE TH	TRAILHEAD	3	43	\$1,029	\$73,360	\$3,604	\$5,364	

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20201	1IS02	LOAF MOUNTAIN OVERLOOK	OBSERVATION SITE	3	42	\$361	\$72,999	\$81	\$5,283	SB
20201	1CG04	DOYLE CG	CAMPGROUND	3	41	\$92	\$72,908	\$51	\$5,231	SL
20206	6CG05	LITTLE GOOSE CG	CAMPGROUND	2	41	\$2,418	\$70,490	\$482	\$4,750	RP
20203	6IS01	BURGESS JUNCTION VISITOR CENTER	INTERPRETIVE VISITOR CENTER (MINOR)	5	41	\$1	\$70,489	\$10,433	(\$5,683)	VC
20201	1IS01	HOSPITAL HILL IS	INTERPRETIVE SITE	3	41	\$339	\$70,149	\$1,073	(\$6,756)	SB
20204	4PG04	CABIN CREEK PG	PICNIC SITE	3	41	\$2,280	\$67,869	\$397	(\$7,153)	SB
20201	1CG06	LOST CABIN CG	CAMPGROUND	3	41	\$70	\$67,799	\$220	(\$7,373)	
20201	1PG02	NORTH FORK PG	PICNIC SITE	3	41	\$827	\$66,972	\$666	(\$8,039)	
20206	6MS02	BURGESS DS	DUMP STATION	3	40	\$2,653	\$64,558	\$10,044	(\$8,039)	RP
20201	1TH04	POLE CREEK X-COUNTRY SITE	SKI AREA NORDIC	3	40	\$150	\$64,409	\$88	(\$8,127)	
20201	1PG03	TIE HACK PG	PICNIC SITE	3	40	\$807	\$63,601	\$1,819	(\$9,946)	

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20201	4TH02	BATTLE PARK TH	TRAILHEAD	3	39	\$1,188	\$62,414	\$8,106	(\$14,836)	ST
20201	5CG06	LEIGH CREEK CG	CAMPGROUND	3	39	\$71	\$62,343	\$0	(\$14,836)	ST
20201	1TH01	CIRCLE PARK TH	TRAILHEAD	3	39	\$833	\$61,509	\$775	(\$15,612)	
20201	1MS03	POLE CREEK CABIN	LOOKOUT/CABIN	3	39	\$1,956	\$59,553	\$844	(\$16,456)	
20204	4TH01	EDELMAN TH	TRAILHEAD	3	39	\$821	\$58,732	\$1,277	(\$17,733)	
20206	6PG01	BURGESS PG	PICNIC SITE	3	39	\$1,892	\$56,840	\$1,064	(\$18,796)	
20203	3IS02	CRYSTAL CREEK OVERLOOK	OBSERVATION SITE	3	38	\$182	\$56,658	\$102	(\$18,898)	SB
20201	5CG03	DEER PARK CG	CAMPGROUND	3	38	\$69	\$56,590	\$0	(\$18,899)	
20206	6CG02	CROSS CREEK CG	CAMPGROUND	2	38	\$2,559	\$54,031	\$721	(\$19,620)	
20206	6IS08	ENTRANCE PORTAL	INTERPRETIVE SITE	3	37	\$373	\$53,658	\$96	(\$19,716)	
20201	5MS05	VETERANS COVE PKG	FISHING SITE	3	36	\$484	\$53,173	\$1,047	(\$20,763)	

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	TOTAL SCORE	CURRENT CREW OPS COSTS	NFRW Remaining Funds	ANNUAL MAINT-ENANCE	CMFC Remaining Funds	CATEGORY
20203	3TH04	JAWS TH	TRAILHEAD	3	35	\$634	\$52,539	\$1,746	(\$22,509)	
20201	5IS02	JAMES T SABAN LOOKOUT IS	INTERPRETIVE SITE	3	33	\$140	\$52,399	\$4,697	(\$27,205)	SB
20206	6TH01	CONEY CREEK TH	TRAILHEAD	3	32	\$1,031	\$51,368	\$668	(\$27,873)	
20206	6PG07	TWIN LAKES PG	PICNIC SITE	3	32	\$449	\$50,919	\$1,319	(\$29,191)	
20201	1TH02	ELGIN PARK TH	TRAILHEAD	3	30	\$472	\$50,447	\$654	(\$29,846)	
20206	6MS01	CRYSTAL SPRING REST AREA	OBSERVATION SITE	3	30	\$554	\$49,893	\$822	(\$30,667)	

## Appendix D. Recreation Sites Lower on the Development Scale

The table below shows sites that were not included in the analysis. Recognizing that there is a cost to operating and maintaining these sites this table is included for reference. The costs are estimates derived by the Infra database algorithms

MNG ORG	SITE ID	SITE NAME	SITE TYPE	DEV SCALE	NEEDED OPERATIONS COSTS	ANNUAL MTC. COSTS	SITE CRV
20203	3MS04	DEVIL CANYON TRAILER STORAGE	DAY USE AREA	1	\$26	\$3	\$68
20204	4MS08	SHELL RESERVOIR	CAMPING AREA	1	\$3,714	\$887	\$59,112
20206	6IS02	BURGESS OVERLOOK	OBSERVATION SITE	1	\$1,386	\$1	\$1,140
20206	6TH05	COFFEEN PARK	TRAILHEAD	1	\$3,714	\$887	\$51,420
20206	6MS15	CUTLER NORDIC PARKING	SKI AREA NORDIC	1	\$0	\$45	\$1,750
20206	6TH07	SHUTTS FLATS	TRAILHEAD	1	\$1,676	\$270	\$7,389
20206	6MS06	TONGUE RIVER	FISHING SITE	1	\$1,502	\$0	\$0
20206	6MS05	TONGUE RIVER CAVE	SPECIALIZED SPORT SITE	1	\$1,705	\$0	\$0
20206	6MS14	TONGUE RIVER FISHING EAST	FISHING SITE	1	\$0	\$0	\$0
20206	6MS07	TONGUE RIVER FISHING WEST	FISHING SITE	1	\$1,502	\$0	\$0
20206	6MS13	WHEDON SPRINGS	DAY USE AREA	1	\$0	\$1,000	\$50,000
				<b>TOTALS</b>	<b>\$15,225</b>	<b>\$3,093</b>	<b>\$170,879</b>

## Appendix E. Summary of RFA Activities 2008-2014

d	Option Code Count: Done	Option Code Count: Planned	% Done	Summary of completed tasks in the RFA Program of Work and the rationale for non-completed tasks: Reference RFA 8a. Table of Tasks
<b>A-Decommission</b>	10	13	77%	<p><b>Completed:</b> Bull Creek CG, Crazy Woman CG, Tensleep Creek CG, and Cabin Creek Meadows CG were decommissioned. Cabin Creek CG was converted to a picnic ground. Upper Paintrock Lake CG was converted to fisherman parking. Granite Creek PG, and East Fork PG were decommissioned.</p> <p><b>Not Completed:</b> Two sites - Entrance Portal I.S. and Crystal Spring -Rest Area were coded A1a but not scheduled for this 5 year period. Coding probably should have been A2b. One site - Twin Lakes P.G - had a preferred option of adding it to the concession permit, but was not included in a 2011 prospectus or a 2012 concession permit. No action has been undertaken to decommission.</p>
<b>B-Closure</b>	0	0		
<b>C-Change Season</b>	26	26	100%	<p><b>Completed:</b> Season of operation was changed in the INFRA database to more accurately reflect winter closures. Cabin Creek CG and Owen Creek CG, previously kept open, were closed for hunting season.</p>
<b>D-Remove or Eliminate Cost Source or Service</b>	2	4	50%	<p><b>Completed:</b> Corrals were removed at Paint Rock Lake TH. Tables and fire rings were removed at Coffeen Park CG.</p> <p><b>Not Completed:</b> The picnic shelter structure at Ranger Creek (Paintrock) CG was evaluated and retained at the request of the concessionaire. The outhouse at High Park Lookout (now James T. Saban Lookout) was not in use and was removed in 2015. .</p>
<b>E-Reduce Service Frequency</b>	0	0		

Management Option Code Category	Option Code Count: Done	Option Code Count: Planned	% Done	Summary of completed tasks in the RFA Program of Work and the rationale for non-completed tasks: Reference RFA 8a. Table of Tasks
<b>F-Increase/Improve Services</b>	11	12	92%	<b>Completed:</b> New or reconstructed facilities were installed at Battle Park TH, Post Creek PG, Shell Falls Wayside, Burgess Dump Station, and Dead Swede CG & PG, <b>Not Completed:</b> The Forest chose not to provide day use for a fee without advance reservation at Pine Island Group C.G.
<b>G-Construct a New Area</b>	0	0		
<b>H-Change Operator or Workforce</b>	1	2	50%	<b>Completed:</b> Responsibility for the information board at Porcupine Ranger Station was reassigned. <b>Not Completed:</b> The option of adding the Sibley Lake Dam P.G. to the new concession permit issued in 2012, was precluded by changes in national direction.
<b>I-Establish/Change Fee</b>	0	3	0%	<b>Completed:</b> none <b>Not Completed:</b> The proposal to add a fee at Sibley Lake Dam P.G based on adding it to the concession permit was precluded by national rule changes. The proposal to add a new fee at Battle Park T.H and West Tensleep T.H was abandoned as a result of public opposition and the Washington Office concern for the reauthorization of FLREA.
<b>J-Change Capacity (PAOT)</b>	1	1	100%	<b>Completed:</b> Road-side parking was restricted at West Tensleep Lake TH
<b>K-Site Conversion</b>	3	4	75%	<b>Completed:</b> Cabin Creek CG was converted to a picnic ground. Burgess Overlook IS, and Coffeen Park CG were converted to lower development level sites. <b>Not Completed:</b> One site Circle Park CG - was given a K code - but was not planned for accomplishment in the five year implementation period.
<b>L-Replacement/Repair</b>	4	5	80%	<b>Completed:</b> South Fork CG was redeveloped. Traffic barriers were replaced at Duncom Mountain Burn, Intermission Fire, and Burgess Overlook interpretive sites. <b>Not Completed:</b> One site - Lake View CG is currently closed for reconstruction with contract completion scheduled for 2015.
<b>NC-No Change</b>	63	63	100%	<b>Completed:</b> No change is usually pretty easy!