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H-8320-1 – Planning for Recreation and Visitor Services

1. Explanation of Material Transmitted: The purpose of this handbook is to assist in the planning and management of recreation and visitor services on public lands and adjacent waters. This handbook provides planning guidance at the land use plan and implementation level. This handbook also supports the policies in BLM Manual 8320, "Planning for Recreation and Visitor Services," and related program guidance in BLM Handbook H-1601-1, "Land Use Planning."
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(Total 142 pages)

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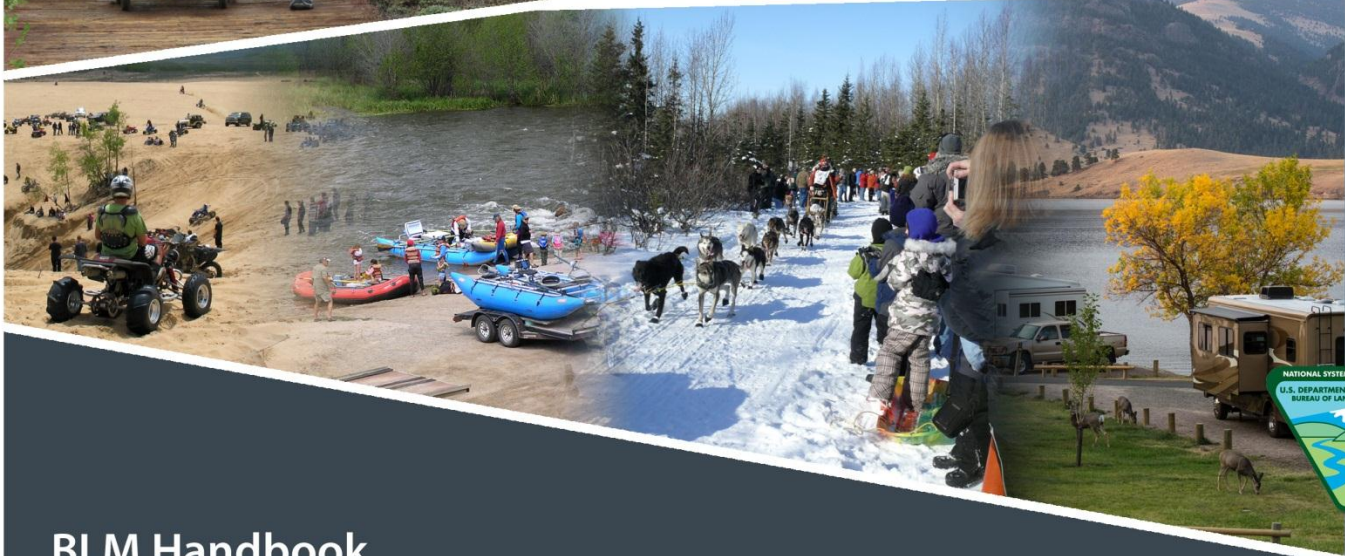


Table of Contents

Acronymsiii

CHAPTER I – RECREATION PLANNING WITHIN THE BLM’S LAND USE PLANNING PROCESS.....I-1

A. Recreation and the Public Land Manager I-1

B. Purpose of the Handbook..... I-1

C. Recreation Planning Overview I-1

D. Evolution of Recreation Planning I-1

E. Outcomes-Focused Management Overview I-1

F. Recreation Planning Decisions within the BLM’s Planning Process I-6

G. Recreation Planning Process I-11

H. Data and Data Collection..... I-14

I. Recreation Setting Characteristics I-23

J. Mapping Recreation Setting Characteristics..... I-31

K. Evaluating Potential Recreation Management Areas I-34

CHAPTER II – RECREATION AND VISITOR SERVICES PLANNING DECISIONS..... II-1

A. Goals and ObjectivesII-1

B. Identifying and Displaying the Desired Recreation Setting CharacteristicsII-6

C. Interdisciplinary Land Use Plan-Level Management Actions and Allowable Use Decisions.....II-12

D. Making Land Use Plan and Implementation Decisions in the Same Planning EffortII-14

CHAPTER III – LAND USE PLANNING PROCESSIII-1

A. Public Laws and Presidential Proclamations..... III-1

B. Creating a Range of Alternatives..... III-1

C. Alternative Development..... III-2

D. Alternatives Considered but Eliminated from Detailed Analysis III-4

E. Affected Environment Description III-5

F. Effects Analysis III-5

G. Defining Environmental Effects..... III-5

H. Analyzing Environmental Effects III-6

I. Direct, Indirect, and Cumulative Effects Analyses..... III-7

J. Qualitative and Quantitative Analysis III-9

K. Quantitative Analysis of Recreation Setting Characteristics III-11

L. Specific Effects Analysis Considerations for Recreation and Visitor Services..... III-13

M. Development of the Preferred Alternative..... III-14

N. Publish the Draft Resource Management Plan/Environmental Impact Statement, and Provide a Public Comment Period III-14

O. Responding to Comments..... III-14

P. Prepare and Analyze a Proposed Land Use Plan/Final Environmental Impact Statement III-15

Q. Publish the Notice of Availability for the Proposed Land Use Plan/Final Environmental Impact Statement, Provide a Governor’s Consistency Review, Provide a 30-Day Protest Period, and Resolve Protests..... III-15

R. Record of Decision/Approved Land Use Plan..... III-16

CHAPTER IV – LAND USE PLAN IMPLEMENTATION IV-1

A. Land Use Plan Implementation IV-1

B. Types of Recreation Management Actions..... IV-1

C. Recreation Management IV-3

D. Recreation Administration..... IV-8

E. Information and Education IV-13

F. Monitoring..... IV-14

Glossary of Terms G-1

Illustration 1 – Evaluating Potential Recreation Management AreasIL-1

Illustration 2 – Example of a Small Group Discussion ScriptIL-2

Illustration 3 – Example of a Questionnaire.....IL-12

Illustration 4 – Actions to Maintain or Enhance Recreation Setting CharacteristicsIL-20

Illustration 5 – Examples of Effects AnalysisIL-23

Illustration 6 – Examples of Monitoring Forms for Social Recreation Setting CharacteristicsIL-28

Illustration 7 – Example of a Monitoring Strategy for a Recreation Management Area/ Recreation Management Zone.....IL-30

Appendix 1 – Land Use Planning Checklist for Recreation and Visitor Services A1-1

Appendix 2 – Experience and Benefit Checklist..... A2-1

Appendix 3 – Matrix Format Showing Existing Recreation Settings of a Hypothetical SRMA/RMZ A3-1

Appendix 4 – Special Recreation Management Area Template A4-1

Appendix 5 – Extensive Recreation Management Area Template A5-1

BibliographyB-1

Acronyms

BLM – Bureau of Land Management

CSU – controlled surface use

EA – environmental assessment

EIS – environmental impact statement

ERMA – extensive recreation management area

GIS – geographic information system

LUP – land use plan

NEPA – National Environmental Policy Act

RAMP – recreation area management plan

R&VS – recreation and visitor services

RMA – recreation management area

RMP – resource management plan

RMZ – recreation management zone

ROS – Recreation Opportunity Spectrum

RSC – recreation setting characteristic

SRMA – special recreation management area

SRP – special recreation permit

NOTE: Many of the graphics and text throughout this handbook are highlighted and/or represented in different colors. The colors represent the following:

Colors of Boxes, Text, or Highlights in Graphics

Blue: All the various LUP-level management action and allowable uses as well as implementation actions the BLM performs (inclusive of community provider actions) are represented by blue text, boxes, or highlights in graphics. These actions must be structured to maintain recreation settings (green boxes).

Green: Recreation settings describe the character of a recreation area. The green text, boxes, or highlights in graphics depict recreation settings (including components or individual recreation setting characteristics).

Orange: Recreation activity opportunities are depicted in graphics in orange.

Yellow: Experiences and beneficial outcomes are depicted in graphics in yellow. *Note: To simplify the graphics, recreation activity opportunities are sometimes combined with outcomes.*

CHAPTER I - RECREATION PLANNING WITHIN THE BLM'S LAND USE PLANNING PROCESS

A. Recreation and the Public Land Manager.

Over the years, definitions of recreation have differed in their particular emphasis but have shared a common core; recreation is a behavior that individuals choose to engage in for the purpose of realizing experiences and personal benefits, such as renewal or refreshment. The individual attains experiences and benefits by participating in preferred recreation activities in preferred recreation settings.

Public lands can provide visitors a wide array of satisfying recreation experiences. The goal of the public land manager is to provide opportunities for visitors to obtain desired experiences and beneficial outcomes while protecting resources. The manager accomplishes this goal by planning for and managing the physical, social, and operational settings and the activities that occur within them.

B. Purpose of the Handbook.

The purpose of this handbook is to assist in the planning and management of recreation and visitor services (R&VS) on public lands and adjacent waters. This handbook provides planning guidance at the land use plan (LUP) and implementation level. This handbook also supports the policies in BLM Manual 8320, "Planning for Recreation and Visitor Services," and related program guidance in BLM Handbook H-1601-1, "Land Use Planning."

C. Recreation Planning Overview.

Recreation resources and uses are allocated through the land use planning process. During land use planning, an interdisciplinary team considers various management scenarios for all resources that are present within a geographic area to achieve management goals and objectives. Some form of recreation use and associated recreation resources are typically present on the lands and waters managed by Bureau of Land Management (BLM) field offices and are consequently allocated through the land use planning process.

D. Evolution of Recreation Planning.

In the last several decades, there has been a growing recognition of how much recreation contributes to the quality of life, economy, society, and environment. Changing public values and expectations of land management agencies to meet the demand for diverse recreation uses has created the need for changes in managing R&VS.

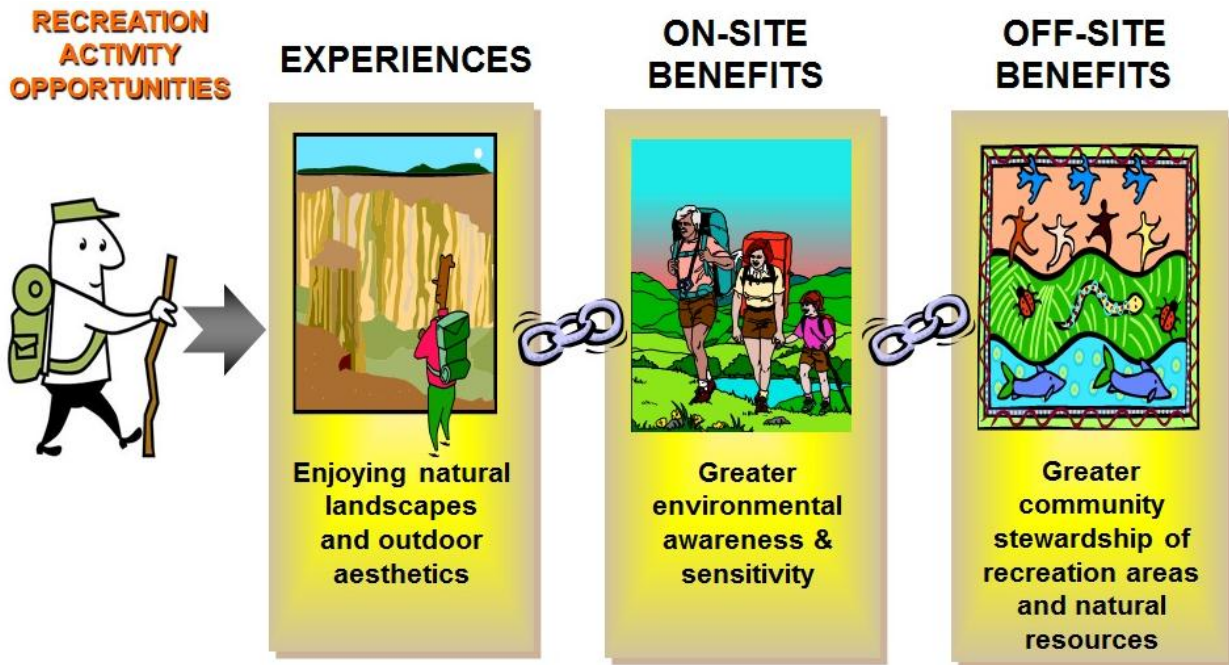
These changes and resulting advances in recreation management knowledge and practices have been responsible for the evolution from activity-based management to experience-based management and, recently, benefits-based management. Each transition built on the management framework of the previous. Within the BLM, benefits-based management has further transitioned to outcomes-focused management.

E. Outcomes-Focused Management Overview.

Outcomes-focused management is defined as an approach to recreation management that focuses on the positive outcomes gained from engaging in recreational experiences.

1. **Experiences and Benefits.** Positive recreation outcomes consist of experiences and benefits and are defined by the BLM as:
 - a. **Experiences.** Immediate states of mind resulting from participation in recreation activities that result in benefits.
 - b. **Benefits.** The results of a satisfying recreation experience that improve or maintain a desired condition. These accrue from recreation participation, are both short and long term, and are realized onsite and offsite. Benefits are identified in one of four categories and are described as:
 - (1) **Personal/Individual Benefits.** Accrued when recreation and leisure activities contribute to personal well-being and human development, such as improved physical fitness and mental health.
 - (2) **Social/Community Benefits.** Accrued when recreation activities contribute to the quality of life within communities by encouraging positive lifestyle choices, building social skills, reducing crime, and fostering a sense of community pride and involvement.
 - (3) **Economic Benefits.** Accrued when investments in recreation represent an investment to diversify economies by supporting businesses and by generating employment opportunities.
 - (4) **Environmental Benefits.** Accrued when participation in recreation and outdoor education programs can help protect the quality of the environment through improved understanding and stewardship of natural, cultural, and historic resources.
2. **Onsite and Offsite Benefits of Outcomes-Focused Management.** The fundamental concept of outcomes-focused management is that benefits endure beyond the onsite recreation experience attained by individuals. Those experiences and onsite benefits stay with the individual when they leave the recreation area and cumulatively lead to offsite beneficial outcomes to communities, economies, and the environment. This linkage between experiences and outcomes can be viewed as a chain. For example, the experience of enjoying natural landscapes and outdoor aesthetics can be shown to lead to greater community stewardship of recreation areas and natural resources (Figure 1).

Figure 1 – Linkage Between Experiences and Onsite and Offsite Benefits



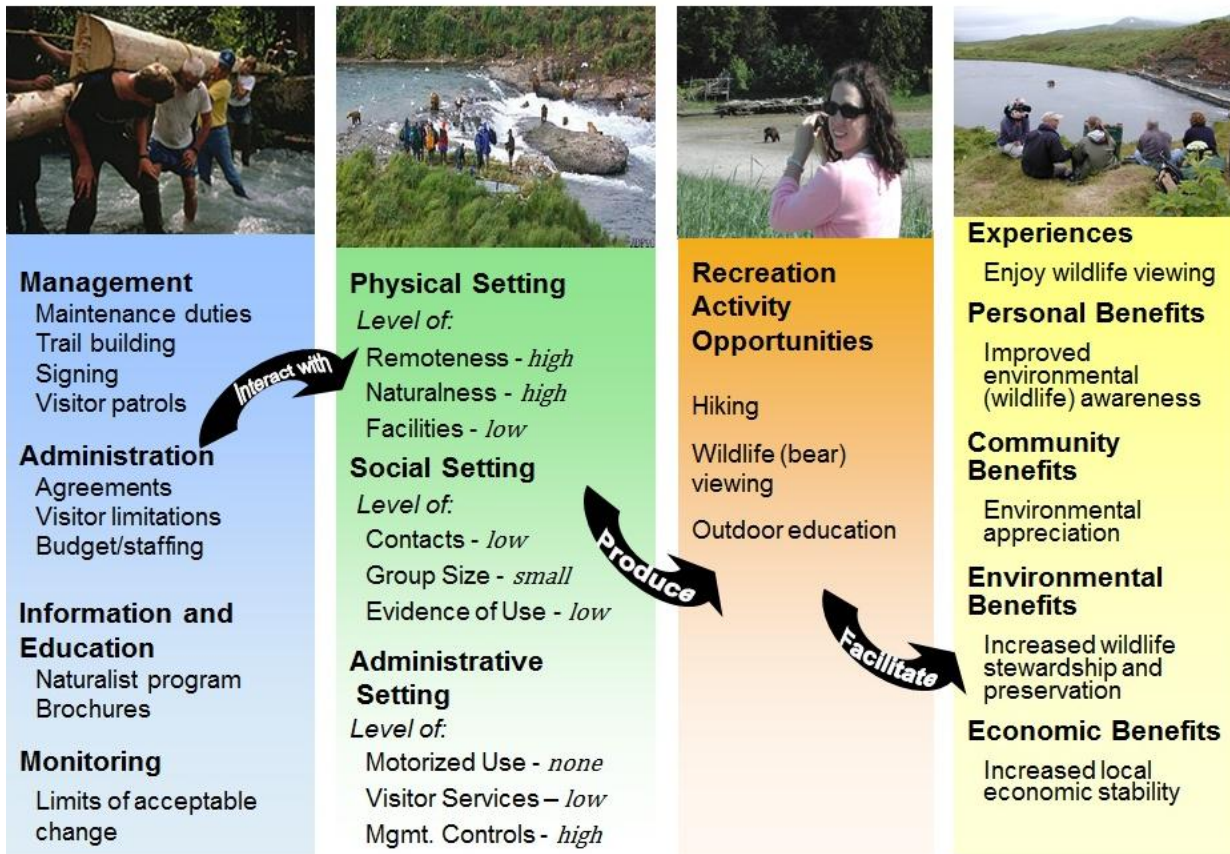
3. **Outcomes-Focused Management Framework.** An individual's ability to obtain specific recreational outcomes is highly dependent on the presence of the physical, social, and operational recreation setting characteristics (RSCs) that support those outcomes. In order to incorporate outcomes-focused management into recreation planning, it is critical to understand the relationship between outcomes, recreation activities, recreation settings, and LUP decisions (management actions and allowable uses) and implementation actions.

Understanding this framework as a production process provides a useful structure for recreation planning. This framework establishes a basis for determining the allowable uses and management actions required to produce desired RSCs. Figure 2 illustrates the framework by showing that LUP decisions and implementation actions interact with physical, social, and operational recreation settings to provide recreational activity opportunities and ultimately facilitate the attainment of targeted outcomes.

Figure 2 – Outcomes-Focused Management Framework – Production Process

- 4. Outcomes-Focused Management Helps the BLM’s Recreation Program.** The outcomes-focused management framework helps the BLM understand and meet the public’s expectations, allowing recreation managers to explicitly plan and manage recreation settings that produce recreation opportunities while protecting natural and cultural resources. See Figure 3 for an example of an outcomes-focused management framework production process. Outcomes-focused management helps provide direction for recreation planning, budgeting, organization, staffing, and training, leading to a more efficient, cost-effective, and accountable recreation program.

Figure 3 – Example of an Outcomes-Focused Management Framework Production Process



- 5. Outcomes-Focused Management Helps Visitors.** Recreationists are aware of which recreation settings contribute to a quality experience, and they choose recreation areas based on their preferences. To determine which recreation settings are preferred, it is best to engage visitors early and often throughout the planning process. Using visitor assessments, outcomes-focused management defines and describes these recreation settings so that the public is able to understand which recreation opportunities will be emphasized, where on the landscape they will be provided, and how they will be protected over time. Therefore, planning with outcomes in mind helps recreation managers create and sustain the quality recreational opportunities most desired by our visitors.
- 6. Outcomes-Focused Management Facilitates Working with Partners.** The BLM is not a sole-source provider of recreation opportunities. Therefore, the BLM must collaboratively engage stakeholders, communities, tribes, and other governmental agencies as partners in order to offer recreation opportunities. Outcomes-focused management provides a framework to engage collaborating partners and stakeholders to better and more effectively manage BLM lands. Outdoor recreation should be planned in a regional context and involve recreation providers at all levels. Visitors, partners, and stakeholders are a primary source of information to determine which recreation

opportunities to offer and which outcomes to target. In addition, some recreation opportunities are offered only with the help of partners. Managing for outcomes opens the door to building and strengthening community-based partnerships.

7. **Outcomes-Focused Management Improves Implementing, Monitoring, and Evaluating the Performance of the Recreation and Visitor Services Program.** The BLM must monitor recreation activities, recreation settings, and outcomes to deliver a quality recreation opportunity while protecting resources. Outcomes-focused management provides standards and indicators to monitor performance in terms of the positive outcomes achieved. Monitoring allows the BLM to evaluate and assess management strategies and implementation actions for effectiveness. Monitoring also provides the basis for determining which management or recreation setting changes, if any, are necessary to achieve the outcome objectives.

F. Recreation Planning Decisions within the BLM’s Planning Process.

Recreation planning is accomplished through decisions made in LUPs and implementation plans.

1. **Land Use Plan Decisions.** Land use planning decisions are usually made on a broad scale and customarily guide subsequent site-specific implementation decisions. The LUP establishes management direction for all resources and resource uses that are present, including recreation, and ensures all program goals and allocations are complementary. LUP and implementation-level decisions are developed in conjunction with an environmental review pursuant to National Environmental Policy Act (NEPA) procedural requirements. The environmental review helps identify and disclose potential impacts associated with proposed LUP decisions. The environmental review follows a process that includes public participation. Process requirements are described in both BLM Handbook H-1601-1, “Land Use Planning,” and BLM Handbook H-1790-1, “National Environmental Policy Act.”

LUP decisions for public lands fall into two categories: desired outcomes (goals and objectives) and allowable uses and actions (including restrictions and prohibitions) anticipated to achieve desired outcomes. Goals and objectives direct the BLM’s actions in most effectively meeting legal mandates; numerous regulatory responsibilities; national policy, including the DOI Strategic Plan goals; State Director guidance (see 43 CFR 1610.0-4(b)); and other resource or social needs. After establishing desired outcomes, the BLM identifies allowable uses (land use allocations) and management actions for different alternatives that are anticipated to achieve the goals and objectives.

The BLM plans for R&VS to address issues, concerns, and potential recreational opportunities identified by BLM staff, other agencies, organizations, or the general public. R&VS planning decision guidance for BLM Handbook H-1601-1, “Land Use Planning,” Appendix C, was revised in Washington Office Instruction Memorandum No. 2011-004.

The three required LUP decisions for R&VS are to:

- Designate recreation management areas (RMAs).
 - Establish R&VS objectives for each RMA.
 - Identify LUP-level supporting management actions and allowable uses for each RMA.
- a. **Recreation Management Area Designation.** To help effectively manage R&VS, the BLM designates recreation management areas (RMAs), and the areas are classified as either a special recreation management area (SRMA) or an extensive recreation management area (ERMA). Both types of areas are recognized as producing high-quality recreation opportunities and offering beneficial outcomes for recreation participants, recreation-tourism partners, visitor service providers, and communities. R&VS objectives in RMAs are recognized as a primary resource management consideration, and specific management is required to protect the recreation opportunities. The RMA designation is based on recreation demands and issues, RSCs, resolving use/user conflicts, compatibility with other resource uses, and resource protection needs. There is no requirement to designate all lands as RMAs. See Illustration 1 – Evaluating Potential Recreation Management Areas.

RMAs identify where the BLM generally prioritizes the expenditure of funding. However, in public lands not designated as RMAs (undesignated lands), addressing visitor health and safety, resource protection, and use and user conflicts may be of equal or greater importance.

- b. **Special Recreation Management Areas.** An SRMA is an administrative unit where existing or proposed recreation opportunities and RSCs are recognized for their unique value, importance, and/or distinctiveness, especially as compared to other areas used for recreation.
- (1) **Management Focus.** An SRMA is managed to protect and enhance a targeted set of activities, experiences, benefits, and desired RSCs. The LUP may subdivide an SRMA into recreation management zones (RMZs) to further delineate specific recreation opportunities. Within an SRMA, R&VS management is recognized as the predominant LUP focus, where specific recreation opportunities and RSCs are managed and protected on a long-term basis.
- (2) **Requirements.**
- (a) **Establish SRMA and RMZ Objectives.** The SRMAs and RMZs must have measurable outcome-focused objectives. These objectives must define the specific recreation opportunities (i.e., activities, experiences, and benefits derived from those experiences) that will become the focus of R&VS management.

- (b) **Identify Land Use Plan Management Actions and Allowable Use Decisions for SRMAs and RMZs.** Identify necessary management actions and allowable use decisions for R&VS and other programs to achieve SRMA and RMZ objectives.
- (c) **Within the R&VS Program.** Within the R&VS program, identify supporting management actions and allowable use decisions to accomplish the following:
- Sustain or enhance recreation objectives.
 - Maintain or enhance the desired physical, social, and operational RSCs.
 - Constrain uses, including incompatible recreation activities that are detrimental to meeting recreation objectives.
 - Address visitor health and safety, resource protection, and use and user conflicts (e.g., areas closed to target shooting, camping limitations).
 - Address the type(s), activities, and locations where special recreation permits (SRPs) would or would not be issued.
- (3) **Within Other Programs.** Within other programs, establish terms, conditions, or special considerations necessary to achieve SRMA and RMZ objectives (e.g., stipulations on mineral or other development, designations for all types and modes of travel, areas available for livestock grazing, or visual resource management classes). All actions must conform to applicable program policy, regulations, and valid existing rights.
- c. **Extensive Recreation Management Areas.** An ERMA is an administrative unit that requires specific management consideration in order to address recreation use, demand, or R&VS program investments.
- (1) **Management Focus.** An ERMA is managed to support and sustain principal recreation activities and associated qualities and conditions. Management of ERMAs is commensurate with the management of other resources and resource uses. While generally unnecessary, ERMAs may be subdivided into RMZs to ensure R&VS are managed commensurate with other resources and resource uses.
- (2) **Requirements.**
- (a) **Establish ERMA Objectives.** Establish measurable objectives for ERMAs. These objectives must define the recreation activities and associated qualities and conditions that will become the focus of R&VS management.
- (b) **Identify LUP Management Actions and Allowable Use Decisions for ERMAs.** Within R&VS, identify management actions and allowable use decisions for R&VS and other programs to achieve ERMA objectives. Ensure all decisions are compatible with other resource objectives. Supporting management actions and allowable use decisions must facilitate the visitor's ability to participate in outdoor recreation activities and protect

associated qualities and conditions of specific targeted RSC attributes. For example, specific attributes within the physical RSC component under the visitor facility category might include maintained and marked trails, simple trailhead developments, and basic toilets.

(c) **Within the R&VS Program.** Within the R&VS program, identify supporting management actions and allowable use decisions to accomplish the following:

- Facilitate visitor participation in the identified outdoor recreation activities.
- Maintain particular RSCs.
- Restrict or constrain uses, including incompatible recreation activities that are detrimental to achieve interdisciplinary objectives.
- Address visitor health and safety, resource protection, and use and user conflicts (e.g., areas closed to target shooting, camping limitations).
- Address the type(s), activities, and locations where SRPs would or would not be issued.

(3) **Within Other Programs.** Within other resource programs, establish terms, conditions, or special considerations necessary to achieve ERMA objectives (e.g., stipulations on mineral or other development, designations for all types and modes of travel, areas available for livestock grazing, or visual resource management classes). All actions must conform to applicable program policy, regulations, and valid existing rights.

d. **Public Lands Not Designated as Recreation Management Areas.**

(1) **Management Focus.** Public lands that are not designated as RMAs (undesignated lands) are managed to meet basic R&VS and resource stewardship needs. Recreation is not emphasized on these lands; however, recreation activities may occur, except on those lands closed to public use. The R&VS are managed to allow recreation uses that are not in conflict with the primary uses of these lands.

(2) **Requirements.** Management actions and allowable use decisions may still be necessary to address basic R&VS and resource stewardship needs, such as:

- (a) Visitor health and safety.
- (b) Use and user conflicts.
- (c) The type(s), activities, and locations where SRPs would or would not be issued.
- (d) Mitigation of recreation impacts on cultural and natural resources.

2. **Implementation Decisions.** Implementation decisions allow site-specific actions to achieve LUP decisions (see BLM Handbook H-1601-1, “Land Use Planning,” Chapter IV, Implementation). Implementation decisions may be made in the LUP or subsequent planning efforts. If implementation-level decisions are included in the land use planning document to achieve R&VS program objectives, they must have site-specific NEPA analysis (see BLM Handbook H-1601-1, “Land Use Planning,” Chapter IV, Implementation; and BLM Handbook H-1790-1, “National Environmental Policy Act,” Chapter 6.8) and be clearly identified as implementation decisions that are appealable to the Interior Board of Land Appeals. For example, a planning decision to establish designated areas for camping is protestable. Implementation decisions addressing specific site locations, sizes, and amenities are appealable. Making implementation decisions as part of the planning process does not change the administrative remedies or the timing of those remedies.
 - a. Implementation decisions include these four categories:
 - (1) **Management.** Includes recreation management actions, such as commitment of resources, services to be offered to visitors, and the development and provision of facilities (e.g., recreation sites, roads and trails, and concessions).
 - (2) **Administration.** Includes regulatory actions, such as the implementation of allocation systems, permits, fees, use restrictions, and partnership agreements, as well as business plans or fiscal accountability systems and data management protocols.
 - (3) **Information and Education.** Includes information and education actions, such as providing maps, brochures, websites, outreach, events, interpretation, environmental education, signs, and other visitor information delivery services.
 - (4) **Monitoring.** Includes monitoring recreation resources and human use, such as visitor use and use patterns; recreation-caused resource effects or impacts; visitor satisfaction; and effectiveness or attainment of outcomes-focused management objectives, RSCs, standards, and indicators.
 - b. Implementation decisions generally constitute the BLM’s final approval allowing on-the-ground actions to proceed. These types of decisions require site-specific planning and NEPA analysis. Implementation actions may be proposed and approved through:
 - (1) LUPs.
 - (2) Interdisciplinary implementation-level plans.

- (3) Recreation area management plans (RAMPs) are implementation plans for recreation areas. They are completed as necessary to implement the decisions in the LUP. Complex R&VS issues may require a RAMP, which provides specific direction for on-the-ground implementation of the LUP over a discrete management unit. RAMPs may precede project plans and must address the four implementation categories: management, administration, information and education, and monitoring.
- (4) Project plan. Project plans identify details of a proposed action, such as the site and facility design requirements for construction, and the associated site-specific NEPA document describes the effects of implementing the project plan.
- (5) Case-by-case basis (e.g., a proposed action in an environmental analysis).
- (6) Other plans such as a business plan or interpretative plan.

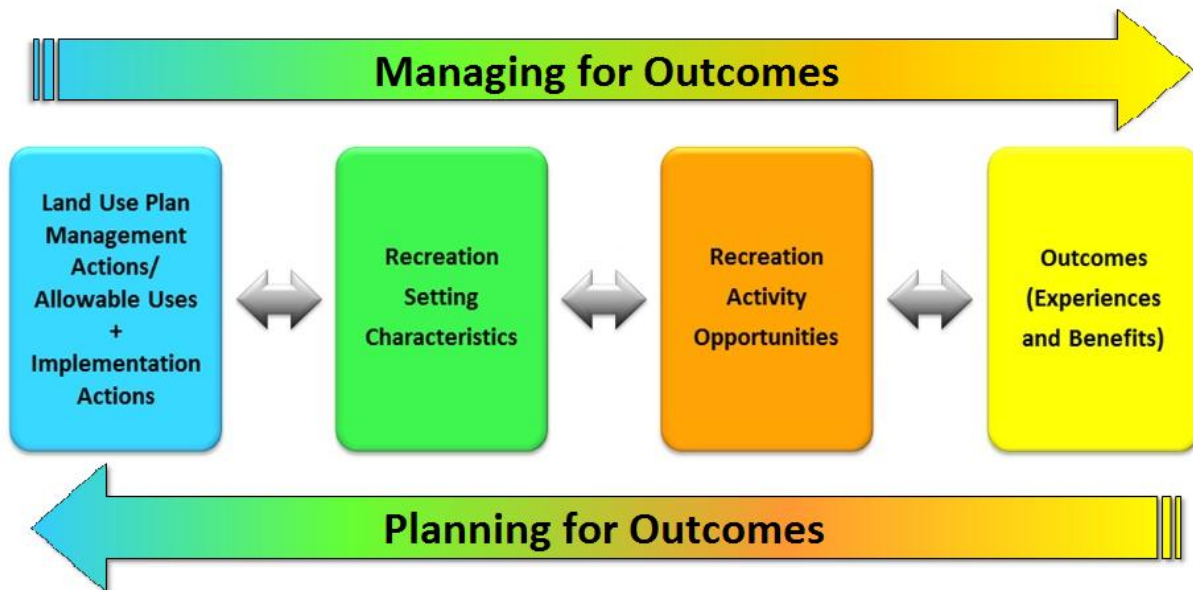
G. Recreation Planning Process.

1. Outdoor Recreation Planner's Role.

- a. A successful recreation program requires a firm foundation. This foundation is obtained through the recreation decisions made in the LUP and the other program decisions made in the LUP affecting the recreation opportunities and setting characteristics. Quality LUP decisions can only occur if the outdoor recreation planner is engaged in the process and fully understands the process, their role in the process, and the ramifications of other program decisions. For R&VS LUP requirements and how they relate to the overall land use planning process, refer to Appendix 1 - Land Use Planning Checklist for Recreation and Visitor Services.
- b. When time is invested to develop clearly defined and specific goals, objectives, management actions, and allowable uses in an LUP, then these decisions will provide better direction for subsequent implementation actions. After the LUP is completed, the BLM outdoor recreation planner implements the planning decisions. Thoroughly addressing the recreation program in the LUP will help focus implementation actions.
- c. **Application of the Outcomes-Focused Management Framework.** As per BLM Handbook H-1601-1, "Land Use Planning," desired outcomes should be identified for and pertain to resources, resource uses, and other factors (such as social and economic conditions). After establishing desired outcomes, the BLM identifies allowable uses and management actions for different alternatives that are anticipated to achieve the goals and objectives.

Recreation planning begins with identifying outcomes. The application of the outcomes-focused management framework provides a logical pathway to develop alternatives and make LUP decisions (see Figure 4). First, identify recreation interest in the area and engage interested public land stakeholders. Decide which outcomes and recreation opportunities should be targeted (recreation objectives). Finally, determine how best to produce those outcomes and recreation opportunities by identifying (1) desired recreation settings and (2) supporting management actions and allowable use decisions designed to achieve these outcomes and enhance these opportunities.

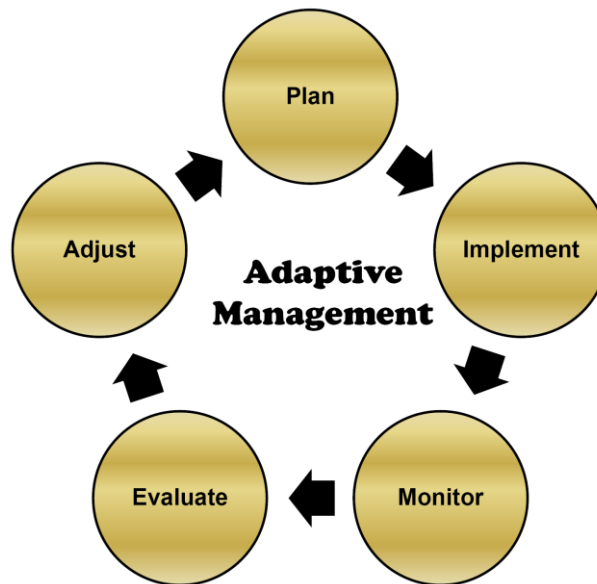
Figure 4 – Application of the Outcomes-Focused Management Framework to Recreation Planning



2. Overview of the Land Use Planning Process for Recreation and Visitor Services.

- a. The application of the outcomes-focused management framework requires outdoor recreation planners to consider and address all components of producing recreation opportunities, such as:
 - (1) Experiences and outcomes.
 - (2) Recreation activities.
 - (3) RSCs.
 - (4) LUP-level management actions and allowable uses.
 - (5) Implementation actions.
- b. Therefore, planning for recreation requires:

- (1) Planning with greater specificity.
 - (2) Responding to customer demand.
 - (3) Working collaboratively with partners.
 - (4) Participating proactively during the planning process by (1) being aware of and engaging in interdisciplinary issues and (2) understanding how recreation decisions affect other resources and conversely how other resource decisions affect recreation.
- c. In order to plan with greater specificity and respond to public demand, BLM outdoor recreation planners must:
- (1) Determine both the supply of and demand for physical, social, and operational RSCs and the demand for activities, experiences, and benefits.
 - (2) Identify RMAs based on recreation demand, available recreation settings, and the ability to manage recreation resources.
 - (3) Write objectives for SRMAs that define the specific recreation opportunities (i.e., activities, experiences, and benefits derived from those experiences) which become the focus of R&VS management; and write objectives for ERMAs that define the recreation activities and the associated qualities and conditions which become the focus of R&VS management.
 - (4) Write objectives for all BLM lands within the planning area that address resource or use/user conflicts and visitor health and safety, and mitigate recreation impacts on cultural and natural resources.
 - (5) Identify and implement management actions and allowable use decisions necessary to achieve objectives and RSCs for the R&VS program and other programs.
 - (6) Monitor and evaluate the success of management actions, allowable use decisions, and site-specific implementation actions to achieve R&VS program objectives and maintain RSCs.
3. **The Planning Cycle and Adaptive Management.** The land use planning process is cyclic, allowing for adaptations if monitoring and evaluation indicates that goals and objectives are not being achieved (see Figure 5). Adaptations encompass (1) changing recreation implementation actions or practices, (2) revising supporting recreation management actions and allowable use decisions, or (3) fine tuning the desired RSCs. Over the long term, recreation planning within an adaptive management framework means staying committed to achieving the recreation objectives established in the LUP but being flexible enough in the management approach used to achieve those objectives.

Figure 5 – Adaptive Management

For a detailed description of the BLM’s land use planning process, refer to BLM Handbook H-1601-1, “Land Use Planning,” and/or BLM Handbook H-1790-1, “National Environmental Policy Act.” For information on adaptive management, refer to “Adaptive Management: The U.S. Department of the Interior Technical Guide.”

H. Data and Data Collection.

Collecting and analyzing data and performing recreation inventories are essential to recreation planning, implementation, monitoring, and evaluation. Data provide a necessary foundation to yield quality recreation opportunities. Just as a wildlife biologist needs data on habitat condition, species requirements, and populations, the outdoor recreation planner requires data on RSCs, outcomes, and use levels.

The BLM’s recreation customers know what contributes to a quality recreation experience. The BLM needs to understand stakeholder concerns about protecting the quality of the recreation settings and the resulting outcomes that are realized. R&VS data regarding what contributes to a quality recreation opportunity must be obtained from visitors, communities, and other recreation providers. Collecting and analyzing data begins the process to allow managers to create the quality recreational opportunities most desired by stakeholders and visitors.

Assessments, inventories, monitoring records, and other forms of data collection are used to understand recreation uses and resources in the planning area. These data may include information on the use of and/or demand for public land recreation opportunities and existing and desired RSCs.

Data assembled to support all planning phases must be sufficient to address the nature and complexity of existing and potential issues or concerns. It is generally unnecessary to collect detailed, site-specific recreation-related data for the entire planning area. It is necessary to collect site-specific data for areas that are currently designated or have the potential to be designated as RMAs, areas that have high use, or where use/user issues exist.

This area/site-specific information will then be used when identifying alternatives, management actions, and allowable uses and when analyzing their associated impacts. These data help to establish alternatives and objectives, as well as to analyze and focus implementation actions.

1. **Data Collection and the Land Use Planning Process.**

a. Data should be used during the following steps of the LUP process:

- (1) Issue Identification.
- (2) Planning Criteria Development.
- (3) Data Collection and Inventory.
- (4) Analysis of the Management Situation.
- (5) Alternative Formulation.
- (6) Impact Analysis.

b. Data are also used in implementation of the LUP. During implementation of the LUP, data specifically help to:

- (1) Determine progress in achieving goals and objectives through evaluation and monitoring.
- (2) Determine if implementation actions are achieving planning objectives.

2. **Considerations Related to the Collection and Protection of Data.** Federal statutes and regulations have established requirements about collecting data. Of particular note are the restrictions under the Federal Advisory Committee Act, the Paperwork Reduction Act, and the Privacy Act. The use of data collection techniques must be in compliance with these statutes and the Office of Management and Budget information collection guidelines.

a. **Federal Advisory Committee Act.** As a federal agency, the BLM must adhere to the Federal Advisory Committee Act and all associated guidelines. Collecting qualitative data regarding recreation use may require many face-to-face encounters with stakeholders. Persons collecting these data must be aware of and adhere to Federal Advisory Committee Act rules and guidelines to ensure the legality of the data collection effort. In doing so, the BLM may:

- Meet with a number of persons collectively to obtain their individual views.
- Listen to and record individuals' opinions and their sharing of information.
- Obtain advice from representatives of various existing organizations where each representative individually provides advice on behalf of their organization.
- Return the discussion to the original format of the meeting (i.e., individual advice) when it appears that the audience is moving toward consensus or a common point of view.

The BLM may not:

- Solicit consensus or a common point of view from the assembly of individuals.
 - Receive advice or recommendations from the assembly "as a group" unless the group has been chartered under the Federal Advisory Committee Act and is made up of properly appointed Federal Advisory Committee Act-chartered group members (see Chapter I, Paragraph H4a, of this handbook).
- b. **Paperwork Reduction Act.** The Paperwork Reduction Act of 1995 requires agencies to obtain approval from the Office of Management and Budget before requesting most types of information from the public. "Information collections" include forms, interviews, and recordkeeping requirements. The approval process has specific requirements that often take a year or more to complete. Planners should consult managers and the state recreation program lead if they anticipate using any of the techniques covered under this law.
 - c. **Government Performance and Results Act.** In fulfillment of the requirements of the Government Performance and Results Act, the BLM annually employs an approved survey instrument, "The Bureau of Land Management Visitor Satisfaction Survey," at selected locations. The survey provides general data but may not provide all the data necessary to support LUP recreation decisions.
 - d. **Privacy Act.** As a general rule, avoid collecting any information that can be associated with a particular individual, as this information must be protected and kept confidential. The Privacy Act of 1974 protects records that can be retrieved by personal identifiers such as a name, social security number, or other identifying numbers and symbols. An individual is entitled to access their records and to request correction of these records if applicable.
3. **Documenting Data Collection for the Administrative Record.** When collecting data for planning purposes, it is important to document how and where the data were collected and to geographically link the data whenever possible. This information becomes part of the administrative record.
 4. **Opportunities for Assistance in Data Collection.** There are multiple ways to collect data necessary for the planning process, including:

- a. **Federal Advisory Committee Act-Chartered Committees.** Consistent with the Federal Advisory Committee Act, consider using Resource Advisory Committees or other committees chartered by the Federal Advisory Committee Act as a source of information and to assist with data gathering. The act provides specifically chartered committees with the authority to provide recommendations to the BLM. Advisory committees may also be established under other authorities, such as the enabling legislation of a national conservation area or pursuant to the National Trails System Act, and may be used to assist with information gathering. Guidelines for working with advisory committees can be found in 43 CFR 1784.
 - b. **Assistance from Partners.** Work with colleges, universities, recreation districts, or other institutions that already routinely collect recreation, travel, and tourism data as part of their ongoing research. These entities can often provide relevant data to complement and enhance the data collected by the BLM.
 - c. **Assistance from Cooperating Agencies.** Cooperating agency status provides a formal framework for governmental units—local, state, tribal, or federal—to engage in active collaboration with the BLM to implement the requirements of NEPA. The cooperating agency relationship is distinctive, moving beyond consultation to engage officials and staff of other agencies in a working partnership. Cooperating agencies can often share skills and resources to help shape BLM LUPs to better reflect the policies, needs, and conditions of their jurisdictions and the citizens they represent. For more detailed information on this subject, see BLM publication “A Desk Guide to Cooperating Agency Relationships and Coordination with Intergovernmental Partners,” which can be found at http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning_and_Renewable_Resources/NEPS.Par.93370.File.dat/BLM_DeskGuide_CA_Relationships.pdf.
5. **Understanding Qualitative Versus Quantitative Data.** Data are classified as either qualitative or quantitative. Both types of data are useful to understand social situations and interaction. In the context of this handbook, gathering data is a form of social science research that is critical to the management of recreation resources.
- a. **Qualitative Data.**
 - (1) Data that deal with perceptions, descriptions, values, and interests.
 - (2) Qualitative data are presented in narrative form and are typically rich in detail.
 - (3) These data are gathered through personal observation.
 - (4) These data are subjective.
 - b. **Quantitative Data.**
 - (1) Data that can be measured.

- (2) Presented in numerical form including quantities, percentages, and statistics.
 - (3) These data are less subjective.
6. **Supply and Demand.** Data are collected to understand recreation supply and visitor demand. Understanding the relationship between supply and demand from the visitor's perspective is critical. There is a direct relationship between an individual's ability to obtain specific experiences/benefits (i.e., demand) and RSCs (i.e., supply) required to produce experiences/benefits. In the past, outdoor recreation planners were diligent in collecting data about visitor use levels and recreation activities, and while this is useful, it is incomplete. To offer quality recreation opportunities, we must understand why people choose to recreate in a particular location.
- a. **Assessing Demand.** Demand information includes people's desired activities, experiences, benefits, and settings. Identifying demand requires the collection of data to determine which recreation activities and accompanying experiences and benefits are desired by the visitor. It is also necessary to identify the RSCs required to produce those experiences and benefits. Collect this information geographically in order to tie visitor preferences for recreation opportunities to the landscape.
 - b. **Identifying Recreation Trends.** Trend data demonstrate national, regional, and/or local changes in demand for certain recreation activities and outcomes. Trend data are used to determine changes in the type and degree of recreation activities occurring in specific areas. Awareness of these changes helps determine future demand for recreation opportunities. Information sources include:
 - RMA monitoring data.
 - BLM field office staff professional knowledge.
 - Recreation Management Information System data.
 - U.S. Forest Service National Visitor Use Monitoring (NVUM) data.
 - National Survey on Recreation and the Environment.
 - Concessionaire, outfitter, and guide data.
 - State fish and game agency data on hunting, fishing, and wildlife viewing.
 - State comprehensive outdoor recreation plan.
 - Neighboring jurisdiction information.
 - Survey data.
 - U.S. Census Bureau data.
 - Private sector data (e.g., Outdoor Industry Association).
 - Economic Profile System (Headwaters Institute/BLM planning tool).
 - State, regional, and local tourism agencies.
 - State, regional, and local recreation businesses.
 - State, regional, and local chambers of commerce.

7. **Collecting Qualitative Data Concerning Activities, Experiences, and Benefits.**

Qualitative data document the experiences and benefits associated with a quality recreation opportunity. These data help the BLM understand the who, what, when, where, and why people recreate in specific areas (outcomes) and what influences these outcomes (setting characteristics). The experience and outcome data allow the BLM to better plan for, offer, and measure what visitors consider quality recreation opportunities.

Collecting these data requires a dialogue between the BLM and existing and potential visitors, residents, partners, community leaders, and other stakeholders to determine:

- What activities are preferred?
- What experiences are realized when participating in these preferred activities?
- What individual, social, economic, and/or environmental benefits are attained onsite?
- What benefits stay with the individual offsite, and what benefits cumulatively lead to offsite beneficial outcomes to communities, economies, and the environment?
- What RSCs support the desired experiences and benefits?

Various techniques can be used to ask these questions and document responses. These are discussed later in this section.

When collecting qualitative data, use the Experience and Benefit Checklist found in Appendix 2 as a foundation to facilitate data collection. This checklist is used as a tool to help the planner understand and describe the outcomes (i.e., experiences and benefits) that recreationists realize from participating in specific activities. When collecting data for an existing or proposed RMA, the relationship between an identified location and the activity, experiences, and benefits must be retained. These data do not have to be collected for the entire planning area but must be collected for existing RMAs that are proposed for retention and for potential new RMAs.

8. **Communication Methodologies.** The following techniques are used to gather information from stakeholders. Regardless of which technique is used, when collecting data for an existing or proposed RMA, the relationship between an identified location and the activity, experiences, and benefits must be retained.
- a. **Reframing.** Reframing involves changing the way a question is asked to better determine the stakeholder's interests and expectations. For example, a stakeholder may have difficulty articulating the specific opportunities or settings they most value when asked "What is most important to you in this area?" To better understand the interests of the stakeholder, the question might be reframed as "What conditions interfere with your experiences in this area?"
 - b. **Appreciative Inquiry.** Ask positive questions to learn what an individual values in a place, activity, or experience. By asking our stakeholders positive questions, the BLM engages them in the process and fosters positive relationships.

- c. **Facilitation.** When formally meeting with the public and stakeholders, it is recommended to use a facilitator to ensure that the discussion flows in a constructive direction and manner. Facilitators introduce ground rules and use various other techniques to assist in the facilitation of the group discussion. Proper facilitation does not lead the group to certain conclusions or consensus but rather ensures that a variety of opinions are expressed and documented. When choosing a facilitator, it is important that their skills and training are equivalent to the complexity of the issues to be discussed. A recorder should also be present to accurately capture and document the discussion. In some cases, the facilitator may also have to serve as the recorder.
- d. **Informal Discussions.** Document these discussions when used during a planning effort. This information may supplement survey and/or small group discussion results. The information is also valuable when developing a small group discussion script or survey questions.

Figure 6 provides examples of how to frame questions during informal conversations with onsite visitors, local service providers, or small groups. Expand the discussion beyond a dialogue about activity participation to obtain outcome and recreation setting information. Document the discussions immediately after talking with the person or group. Always remember to “think like a visitor.” Figure 7 suggests how managers can better understand the visitor’s perspective.

Figure 6 – Sample Discussion Probes for Obtaining Outcome and Recreation Setting Information

| | |
|---|--|
| Geographic Location | Where do you usually recreate, and how did you find out about this area? |
| Activities | What kind of activities do you participate in while in the area? |
| Recreation Experiences and Benefits | Why do you recreate here? What kinds of experiences or benefits do you currently attain/desire? What are the benefits to the communities/economies/environment from people recreating here? (<i>Be familiar with the Experience and Benefit Checklist found in Appendix 2 to help understand the types of experiences and outcomes expressed.</i>) |
| Recreation Setting Characteristics | Are the qualities and conditions of the recreation area acceptable, or are there concerns about: (1) the qualities of the landscape, (2) the way people use the area, (3) the numbers of visitors, (4) the level of management, or (5) the level of visitor services? |
| Land Use Plan or Implementation Actions | If you were the boss, what kinds of management actions would you take to improve qualities and conditions of the recreation area? |

Figure 7 – What Visitors Think About



9. **Techniques for Gathering Data.**

- a. **Small Group Discussions.** These discussions involve a small group of people (usually 6 to 10) who are interviewed at the same time to collect qualitative and quantitative data. A skilled facilitator guides participants through a “script” that encourages participants to express their values and opinions relating to specific preferences for activities, experiences, benefits, settings, and desired visitor services. See Illustration 2 for an example of a small group discussion script.

Group members should share a common interest, which encourages open and free communication and creates an environment to share distinct values, attitudes, and perceptions. These common interests include individual activities (e.g., hiking), groupings of activities (e.g., nonmotorized uses), or a place (e.g., Bennett Hills). Consensus building is not a goal of the small group discussion technique.

- b. **Scoping Meetings.** Scoping meetings are a form of public involvement and are commonly used in preparing LUPs. The R&VS program should take advantage of these meetings by posing recreation-related questions to those who attend. Providing participants with a map allows them to associate their responses with specific areas. Typical questions may include: where do you recreate, what activities do you participate in, and why is the area important? Responses provide specific information that helps the BLM understand public interests.
- c. **Questionnaires and Surveys.** Questionnaires and surveys can range from very simple to quite complex. The terms questionnaire and survey are often used interchangeably. A questionnaire is a list of questions people answer. See Illustration 3 for an example of a questionnaire. A survey is the process used to gather data and may include questionnaires and face-to-face and telephone interviews. Some additional factors to consider when using questionnaires and surveys include:
- (1) Any survey instrument and methodology done by or for the BLM must be approved in advance through an information collection request through the Department to the Office of Management and Budget.
 - (2) The BLM can work in conjunction with universities and other agencies that may need or want similar data.
 - (3) More indepth studies are sometimes desired for heavily visited or high-profile recreation attractions.
 - (4) Onsite visitor surveys provide an opportunity to collect nonresident data.
 - (5) Surveys and questionnaires must be properly designed, administered, and analyzed if they are to provide valid information. Surveys and questionnaires should be focused to better understand land use planning issues and desired outcomes.
 - (6) Data collected in small group discussions should be used to determine the need for a subsequent visitor survey. If a visitor survey is desired, use the data collected in small group discussions to design the questionnaire.
 - (7) Depending on the specialist's knowledge of the area and activities, informal discussions and professional knowledge may be used to help prepare questionnaires.
 - (8) When preparing survey questions, use the Experience and Benefit Checklist (see Appendix 2).

10. **Collecting Data Concerning Desired Recreation Setting Characteristics.** Collect data to identify which recreation settings best enhance the preferred activities, experiences, and benefits respondents desire in a particular location. Ask questions about which components of the recreation setting (physical, social, and operational) are highly valued. If, for example, the naturalness characteristic is highly valued, ascertain the visitor preference for (1) making the area more naturally appearing, (2) leaving the area as is, or (3) allowing more manmade landscape alterations.

Answers to these questions will help the outdoor recreation planner determine existing and desired RSCs and understand which RSCs should be supported by interdisciplinary management actions and/or allowable uses. Identifying and discussing RSCs is important to the land use planning process because they:

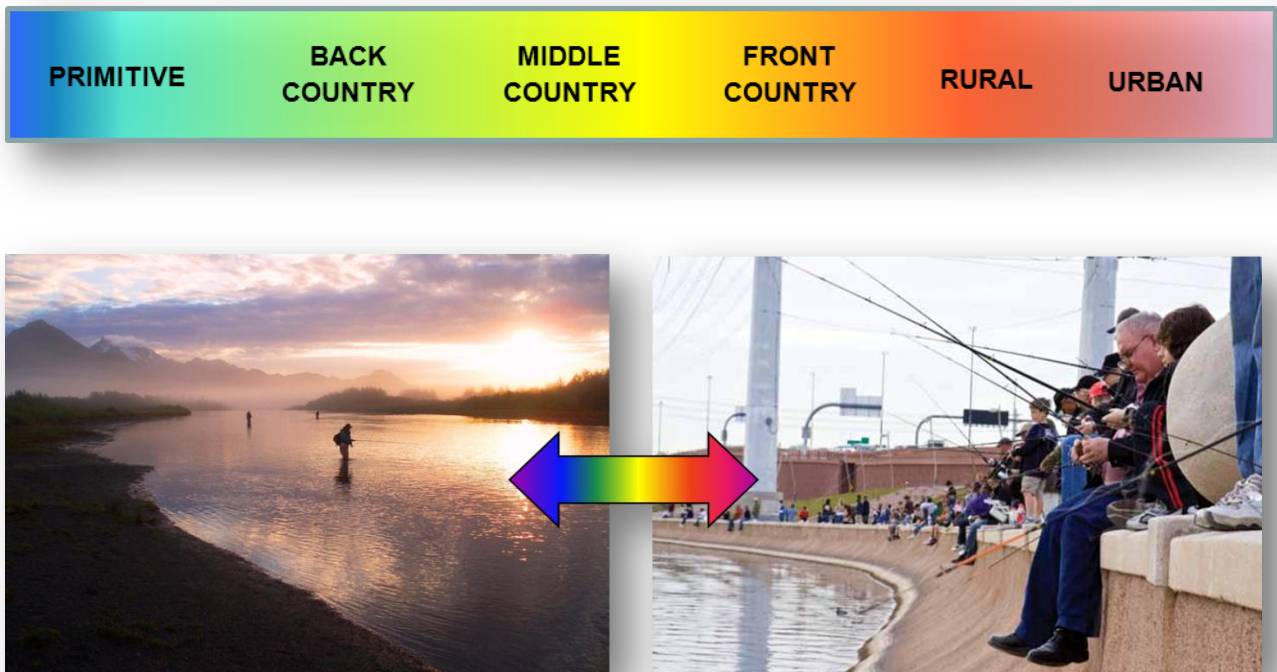
- Provide information that can be used to relate and display characteristics that comprise the recreation setting.
- Move recreation management and planning beyond thinking only about activities and toward thinking about the outcomes of recreation activity participation.
- Provide baseline information about existing recreation settings (supply) and the desired recreation settings (demand).
- Offer a credible, systematic approach to analyze the consequences of resource decisions on recreation opportunities.
- Help identify management actions and allowable use decisions that are necessary to address the protection of recreation settings in RMAs.

I. Recreation Setting Characteristics.

Visitors seek a diverse range of setting-dependent outdoor recreation opportunities. They choose to recreate in different areas based on the qualities and conditions of the area and because they desire to have distinctive recreation experiences. For example, primitive camping in a backcountry valley by a remote lake offers a different set of outcomes than camping in a highly developed campground adjacent to a manmade reservoir. Engaging in the same activity in different settings can produce different recreation outcomes.

By combining various RSCs, the BLM can produce different recreation opportunities. Since it can be challenging to determine and manage recreation settings, the BLM has traditionally used the recreation opportunity spectrum (ROS) as a tool for this purpose.

1. **Recreation Opportunity Spectrum.** The ROS is a widely used planning and management framework for classifying and defining recreation opportunity environments ranging from the primitive to the urban. This continuum recognizes variation among the components of any landscape's physical, social, and operational characteristics. The ROS was developed as a tool to facilitate recreation inventory, evaluation, management, planning, and decisionmaking. To make the ROS easy to use, the spectrum was subdivided into ROS classes ranging from primitive to urban (see Figure 8 – Recreation Opportunity Spectrum Classes). The classes are named only to help describe a recreation setting spectrum for recreation management. For example, the "primitive" class is not exclusive to wilderness, wilderness study areas, or lands managed for the protection of wilderness characteristics and may be used elsewhere.

Figure 8 – Recreation Opportunity Spectrum Classes

The continuum of classes can be characterized by three components—physical, social, and operational qualities and conditions of the recreation area. Each component is further defined by characteristics such as remoteness, group size, and management controls. This provides a comprehensive way to describe a geographic location’s recreational qualities and conditions. The BLM refers to these recreational qualities and conditions as RSCs (see Figure 9 – Recreation Setting Components and Characteristics).

Figure 9 – Recreation Setting Components and Characteristics**Recreation Setting Components****Recreation Setting Characteristics**

The physical qualities of nature and the landscape defined by:

- Remoteness
- Naturalness
- Visitor Facilities

The social qualities associated with use defined by:

- Contacts
- Group Size
- Evidence of Use

The operational conditions to manage recreation use defined by:

- Access
- Visitor Services
- Management Controls

2. **Beyond the Recreation Opportunity Spectrum - Managing Recreation Setting Characteristics.** Traditionally, the ROS process mapped the physical, social, and operational RSCs separately and then combined all maps into one final composite map. This often resulted in inconsistencies between the physical, social, and operational recreation settings. The conflicts were resolved by emphasizing the physical character of the landscape or averaging the differences. Unfortunately, this often resulted in a misrepresentation of the social and operational qualities of the recreation area, making the ROS difficult to understand and implement. In response, the BLM has modified the application of the ROS by not requiring the integration of the physical, social, and operational RSCs into one final composite map. Adapting the ROS framework in this way allows the existing and desired recreation setting components and characteristics to be displayed and described individually.

- a. Considering recreation setting components and characteristics separately:
 - (1) Eliminates the need to resolve inconsistencies between the physical, social, and operational recreation settings components and characteristics.
 - (2) Accurately depicts the recreation settings.
 - (3) Displays the complexity of the recreation setting.
 - (4) Provides clear implementation direction.
 - (5) Creates adaptive and useful planning products.
 - b. To describe the recreation setting of a particular place or area, the classes, components, and characteristics can be:
 - (1) Described through a narrative (see Figure 10).
 - (2) Illustrated in matrix form (see Figure 11 and Appendix 3).
 - (3) Illustrated on maps (see Figures 12, 13, and 14).
 - c. These formats are used to:
 - (1) Delineate and classify existing RSCs.
 - (2) Identify the desired RSCs for recreation areas.
 - d. As with the ROS, the RSC matrix can be customized to meet planning needs. However, the concept of a spectrum for each RSC must remain intact.):
 - (1) Classes can be added, split, or merged.
 - (2) Characteristics can be added or deleted.
 - (3) Class names can be changed.
 - (4) Class descriptions can be modified.
3. **Inventorying and Describing Recreation Setting Characteristics.** The RSCs are used to: (1) inventory the supply of recreational resources, (2) describe the recreation setting of a geographic location, (3) match settings and experiences recreationists desire with available recreation opportunities within the planning area, (4) estimate the consequences of proposed management decisions on recreational opportunities, and (5) provide the basis for considering recreation values in the land use planning process. Collecting detailed recreation setting data for the entire planning area is generally unnecessary. However, it may be done to resolve specific scoping or planning issues.

Such data should be collected where recreation may be considered a primary resource management consideration. Inventorying RSCs outside existing or potential RMAs can offer useful data to support other LUP decisions. At a minimum, the existing physical, social, and operational RSCs should be described in a narrative format, based on the descriptions in the RSC matrix (see Appendix 3) for existing RMAs. RSCs can also be described in a matrix or map format.

- a. **Narrative Format.** The narrative format (see Figure 10) is useful for describing RSCs without engaging in an extensive mapping exercise. This can be useful in the analysis of the management situation or in planning documents that include many RMA alternatives. The narratives can describe the RSCs for existing or proposed RMAs. RSC data for existing or proposed RMAs can be acquired from: existing management plans, travel designations, existing GIS information from other resource programs, staff observations, monitoring data, and professional judgment.

Figure 10 – Narrative Format Example Describing Existing RSCs

| Existing Physical RSCs for Black Mountain SRMA |
|---|
| <p>Remoteness: Almost all BLM lands are within ½ mile of primitive roads and motorized trails.</p> <p>Naturalness: The existing natural landscape has been retained. Landscape modifications are not visually obvious or evident. The recreational developments are within the existing character of the landscape.</p> <p>Visitor Facilities: Simple/basic recreation developments at trailheads, along with maintained/marked trails, are found onsite.</p> |
| Existing Social RSCs for Black Mountain SRMA |
| <p>Contacts (avg.): During the high season (May - Oct), participants encounter a season average of up to 6 encounters per day away from trailheads. During the low season, participants encounter a season average of up to 3 encounters per day away from trailheads.</p> <p>Group Size (avg.): Participants encounter a season average of up to 6 people per group.</p> <p>Evidence of Use: A few small localized areas of vegetation alteration and compacted/bare soils. Surface vegetation is showing some wear and bare soils. Sounds of people occasionally heard along routes.</p> |
| Existing Operational RSCs for Black Mountain SRMA |
| <p>Access: Public recreational access is by mountain bike on the mesa tops and by off-highway vehicle in the canyon bottoms. The area is not accessible by low-clearance vehicles.</p> <p>Visitor Services/Information: No brochure/map is available. General information is available on the field office website. Minimum directional signs are installed on routes. BLM staff is rarely present to provide onsite visitor assistance.</p> <p>Management Controls: A moderate degree of visitor and land use controls are exercised through camping and travel management restrictions. Basic user regulations are posted at trailheads.</p> |

- b. **Matrix Format.** The matrix format provides a description of individual RSCs and can be used as a visual tool to display RSCs on documents for public/staff discussions (see Figure 11). The classes of each RSC can be highlighted to visually show the supply of existing recreation settings (see Appendix 3). The matrix format can be used in lieu of RSCs narratives, or it can be used to complement maps displaying RSCs. The advantage of using the matrix format is that it can concisely display both existing and desired RSCs in the same graphic (see Figure 24).

Figure 11 – Recreation Setting Characteristic Matrix

| Components / Characteristics (RSCs) | Spectrum of Setting Classes | | | | | |
|--|-----------------------------|--------------|----------------|---------------|-------|-------|
| | Primitive | Back Country | Middle Country | Front Country | Rural | Urban |
| Physical - The physical qualities of nature and the landscape defined by: | | | | | | |
| Remoteness | | | | | | |
| Naturalness | | | | | | |
| Facilities | | | | | | |
| Social - The social qualities associated with use defined by: | | | | | | |
| Contacts | | | | | | |
| Group Size | | | | | | |
| Evidence of Use | | | | | | |
| Operational - The operational conditions to manage recreation use defined by: | | | | | | |
| Type of Access | | | | | | |
| Visitor Services | | | | | | |
| Management Controls | | | | | | |

- c. **Map Format.** Mapping is the preferred format for displaying RSCs (see Figures 12, 13, and 14). Mapping spatially displays physical, social, and operational recreation setting components and provides data for quantitative analysis. RSC maps may be developed for existing and proposed SRMAs, all RMAs, or the entire planning area. Mapping the entire planning area can offer useful data to support other LUP decisions, such as identifying BLM lands managed to protect wilderness characteristics or travel designations. Use geographic information system (GIS) data along with the RSC narrative and/or the RSC matrix to help construct maps.

Figure 12 – Map Format Example Displaying Existing Physical RSCs

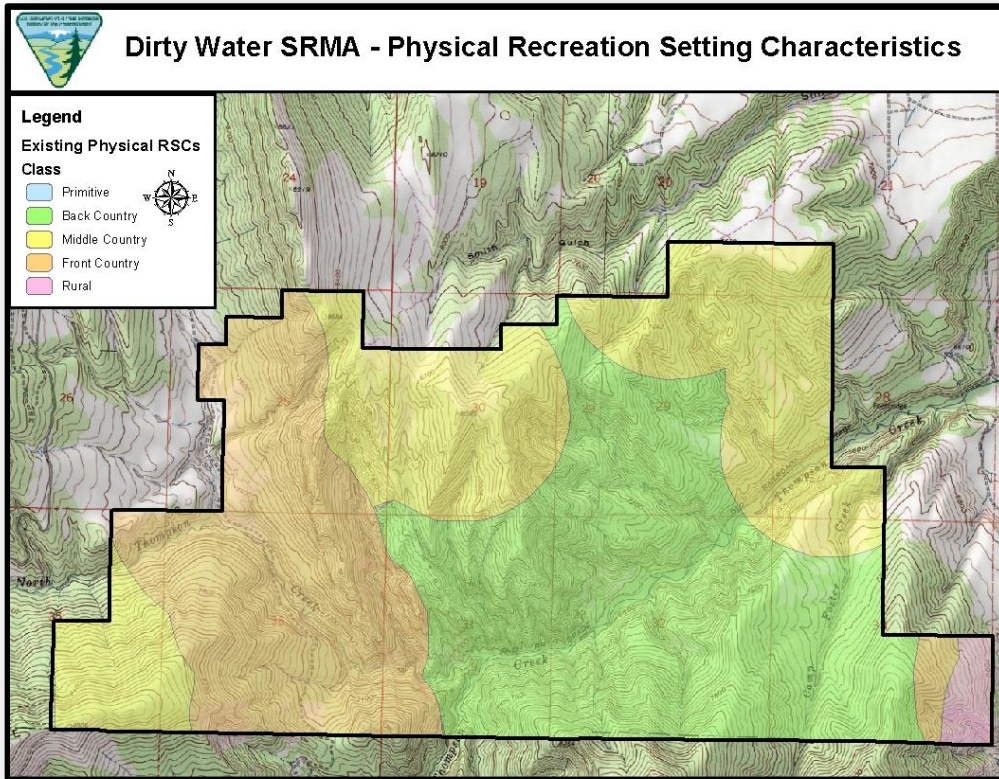


Figure 13 – Map Format Example Displaying Existing Social RSCs

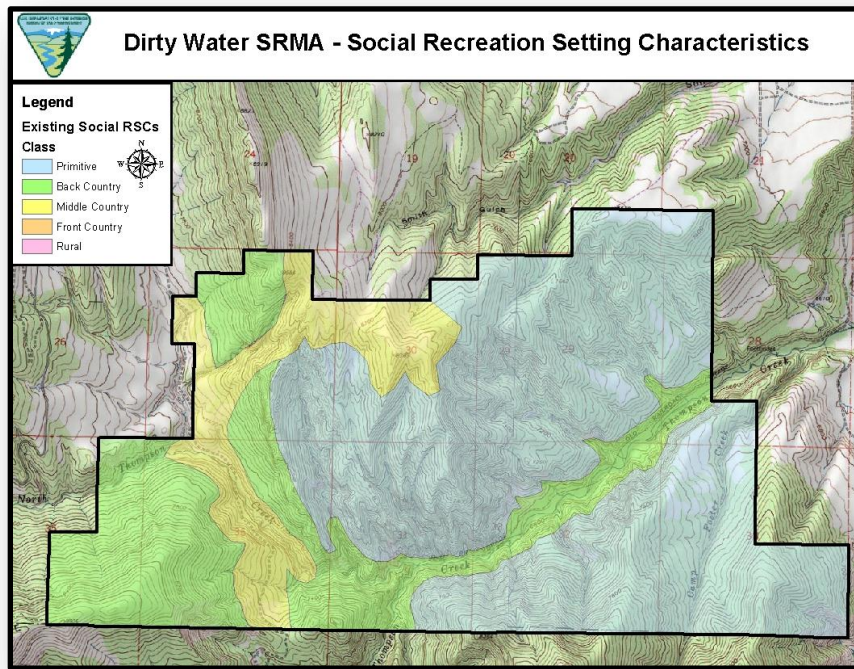
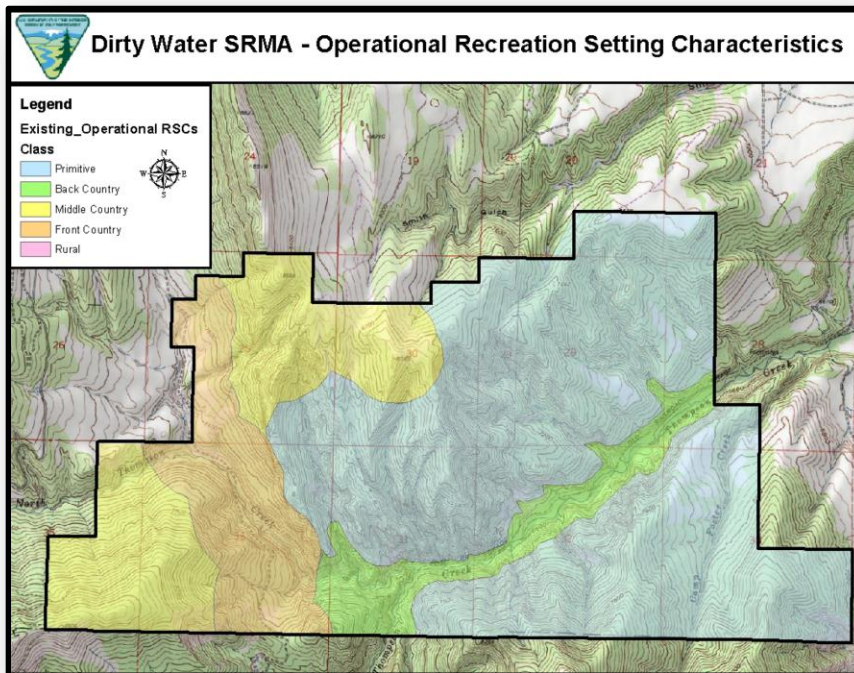


Figure 14 – Map Format Example Displaying Existing Operational RSCs



J. Mapping Recreation Setting Characteristics.

This section explains basic steps in mapping RSCs to create the physical, social, and operational recreation setting component maps. Because the social and operational recreation settings strongly impact a visitor's recreation experience, it is important to analyze them as carefully as the physical setting. Building the maps is a GIS exercise that requires information on the following:

- i. Roads, primitive roads, and trails.
- ii. Airstrips.
- iii. Infrastructure or developments (e.g., power lines, fences, stock ponds, pipelines, communication sites, and canals).
- iv. Lakes, rivers, and waterways.
- v. Travel designations.
- vi. Visitor density/contacts.
- vii. Operational restrictions on modes of travel.

The following are additional considerations for mapping RSCs:

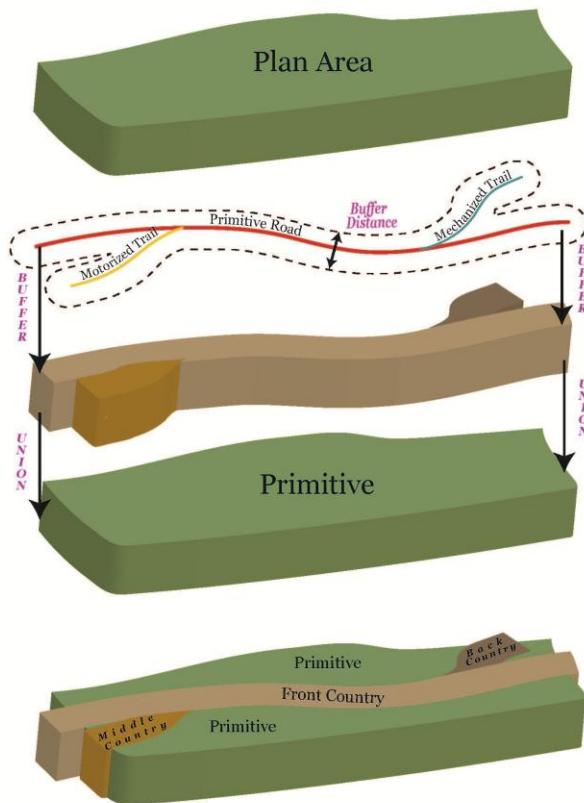
- i. When mapping RSCs, involve other BLM staff, interdisciplinary team members, and the public who have local knowledge of the planning area.
- ii. At a minimum, map the RSCs that have been identified as determinative (i.e., having the most influence on the desired recreation opportunities).
- iii. Map the RSCs without regard to land ownership. Mapping all land ownership is critical because RSCs on adjacent federal, state, local government, tribal, and private lands influence settings on public lands. However, only publish the RSCs on BLM lands to avoid conveying any perception that the BLM will be making decisions for lands not under its jurisdiction.
- iv. The outdoor recreation planner and the GIS specialist must coordinate when creating maps. The GIS specialist is best able to determine which GIS tools to use. The planner is best able to explain the RSC matrix and to describe which data should be displayed.
- v. Document all assumptions in the metadata, and consistently use these assumptions through all phases of planning.
- vi. Label maps by listing the incorporated attributes.
- vii. If physical, social, or operational characteristics change substantially by season, it may be necessary to make separate maps based on the season of use (e.g., summer, hunting season, and winter).

1. **Creating the Physical Recreation Setting Component Map.** Creating the physical recreation setting component map requires route designation and infrastructure data.

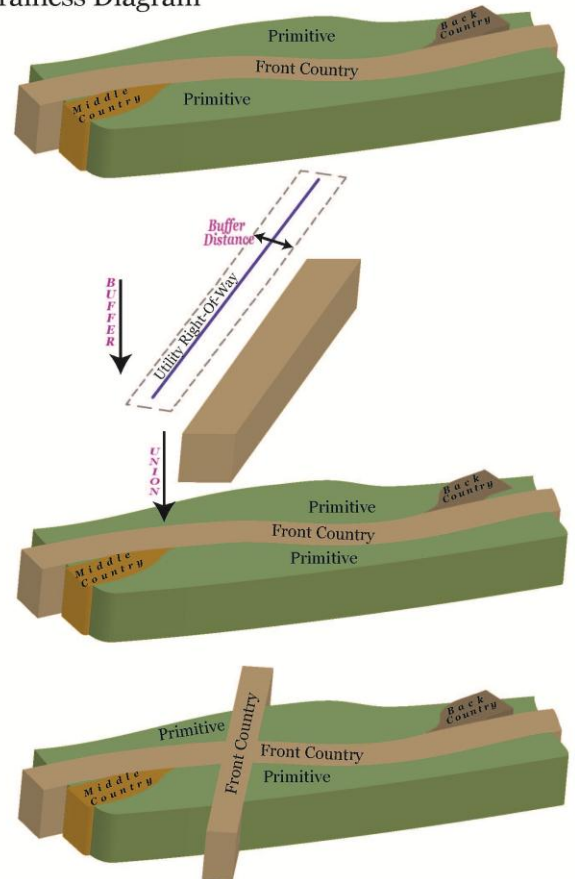
- a. **Remoteness Characteristic.** Mapping the remoteness characteristic displays the remoteness from human modifications associated with roads or trails. The resulting map is considered the base physical map. Creating the physical map requires travel management data on trails, primitive roads, roads (e.g., BLM, county, state, federal, and possibly private), and route designations. Creating the map also involves delineating class boundaries (i.e., primitive to urban) using distance criteria from routes in the RSC matrix (e.g., backcountry - within ½ mile of mechanized routes). See Figure 15 for an example of a remoteness diagram. For the RSC matrix, see Appendix 3. The distance criteria can be adjusted based on topography or vegetation. For example, if the area is forested or mountainous, the distances can be reduced to better display existing conditions. This may require manually digitizing class boundaries using topographical data or aerial photos. Refine the base physical map as additional route data become available or as route systems are revised during the planning process. The physical recreation setting map may be completed for the entire planning area or just for RMAs based on planning and analysis needs.

Figure 15 – Remoteness and Naturalness Diagrams

Remoteness Diagram



Naturalness Diagram



- b. **Naturalness Characteristic.** The naturalness of an area considers human modifications that were not captured when mapping the remoteness characteristic. By including naturalness attributes in the physical recreation setting map, the base physical map is more inclusive of all human modifications and not just the impacts of modifications associated with routes. Human modifications can include areas of industrial development, utilities, rights-of-way, livestock structures, fences, habitat treatments, or private land developments. Although the final product more accurately depicts the physical recreation setting, it requires more time and more resource information. Also, consider whether some constructed features (e.g., water guzzlers or stock ponds) or landscape alterations (e.g., wildlife habitat treatment) may or may not affect the visitor's experience. The decision to refine the base physical map is a matter of professional judgment and the extent of issues that are being addressed in the LUP. See Figure 15 for an example of a naturalness diagram.
 - c. **Visitor Facilities Characteristic.** The physical attributes of visitor facilities (e.g., recreation developments) can also be considered to refine physical class boundaries. As with the naturalness component, refinements of the physical map should reflect the area where the visitor's experience is influenced by the facility.
2. **Creating the Social Recreation Setting Component Map.** Creating the social RSC map requires knowledge of recreation use and patterns of use by season, area or route.
- a. **Contacts Characteristic.** Develop the base social map by using the contacts class description in the RSC matrix (see Appendix 3). The number of other groups contacted can provide an indication of visitor density and crowding, which strongly affect the visitor's experience. This information is essential when considering visitor capacity in an attempt to create high-quality recreation experiences. The numbers of contacts are usually estimated using professional knowledge when visitor use data are not available. This represents the base social map.
 - b. **Group Size and Evidence of Use Characteristics.** Average group sizes and evidence of use characteristics can also be considered to refine social class boundaries. Use the class descriptions in the RSC matrix (see Appendix 3).

Social data on visitor encounters and group size are important because they affect the visitor's experience, but these data are often overlooked when collecting annual visitor use data. A specific effort should be made to collect these data 1-2 years in advance of the planning process. When this is not possible, make estimates from the best available data. Sources include:

- (1) Basic observation and professional knowledge.
- (2) Small group discussions.
- (3) Surveys.

- (4) Monitoring (vehicle counters, fee envelopes, sign-in sheets, BLM patrol logs).
- (5) User groups and commercial outfitters.

3. **Creating the Operational Recreation Setting Component Map.** Creating the operational RSC map requires route designation data and knowledge of route/access restrictions.

- a. **Access Characteristic.** Develop the base operational map by mapping the types of public access allowed, as described in the RSC matrix (see Appendix 3). The public access RSC displays the type of public access allowed on routes, not the physical type of route on the ground as used in the remoteness characteristic. This creates the base map layer.

The resulting operational recreation setting component map may be similar to the physical recreation setting map when using the same class distance criteria for both maps. The contrast between the physical and operational maps emerges when the type of routes on the ground are different than the type of public access permitted to use those routes. For example, motorized two-track routes may physically exist on the ground because of administrative access provided to a right-of-way holder, but that same route is only open to public foot and horse travel.

- b. **Visitor Services and Management Controls Characteristics.** Visitor service characteristics and management control characteristics can be used to refine operational class boundaries. Use the class descriptions in the RSC matrix (see Appendix 3).

K. Evaluating Potential Recreation Management Areas.

Consider an area's eligibility and manageability before (1) discussing it in the analysis of the management situation or (2) proposing it for designation in the formation of alternatives in the LUP. This process considers specific factors. See Illustration 1 for a flow chart that displays the RMA evaluation process.

- 1. **Step 1 – Consider Eligibility Factors.** The first step assesses the extent the RMA eligibility factors are met in a geographically defined area. If the RMA eligibility factors are not met, the area is not eligible to be designated as an RMA, and further assessment is not required. The following eligibility factors should be considered:
 - a. Demand for recreation opportunities.
 - b. Existing recreation use.
 - c. Supply of RSCs.
 - d. The unique value, importance, and/or distinctiveness of RSCs, especially compared to other areas used for recreation.

- e. Existing or needed R&VS program investments and infrastructure.
2. **Step 2 – Evaluate Manageability Considerations.** If RMA eligibility factors are met, the area is next assessed to determine its manageability as an RMA. Address manageability considerations when formulating proposed RMA alternatives through the planning process. Not all manageability considerations must be met since each RMA proposal is unique. The following manageability considerations should be assessed:
- a. Capability to manage recreation resources and uses.
 - b. The amount of certainty that proposed or competing land uses or other resource values do not preclude providing the desired recreation opportunities or protecting the RSCs.
 - c. Ability to establish interdisciplinary management actions and allowable uses to support desired recreation opportunities.
 - d. Necessary recreation management actions and allowable uses that will be needed to:
 - (1) Support and facilitate targeted recreation opportunities.
 - (2) Maintain or enhance RSCs.
 - (3) Mitigate recreation impacts to cultural and natural resources.
 - (4) Address use and user conflicts.
 - (5) Gain public support for managing specific recreation opportunities.
 - (6) Involve existing and/or potential partners/volunteers to help the BLM manage specific recreation opportunities and RSCs on a sustained long-term basis.
3. **Step 3 – Determine the Recreation Management Area Type.** These eligibility and manageability factors do not dictate an absolute determination of RMA type. There is decision space for managers working with cooperating agencies and community partners to determine the appropriate way to manage recreation resources within the planning area. See Figure 16 to compare and contrast the differences between SRMAs, ERMAs, and undesignated lands.

Figure 16 – Recreation Management Area Comparison Table

| | SRMA | ERMA | Lands Not Designated as an RMA |
|------------------------------|--|--|--|
| Definition | Administrative units where the existing or proposed recreation opportunities and recreation setting characteristics are recognized for their unique value, importance, and/or distinctiveness, especially compared to other areas used for recreation. | Administrative units that require specific management consideration in order to address recreation use, demand, or recreation and visitor services program investments. | All lands not established as an SRMA or ERMA. |
| Management Focus | SRMAs are managed to protect and enhance a targeted set of activities, experiences and benefits, and desired recreation setting characteristics. Within SRMAs, recreation and visitor services management is recognized as the predominant land use plan focus, where specific recreation opportunities and recreation setting characteristics are managed and protected on a long-term basis. | ERMAs are managed to support and sustain the principal recreation activities and the associated qualities and conditions of the ERMA. ERMA management is commensurate and considered in context with the management of other resources and resource uses. | Recreation is not emphasized. However, recreation activities may occur. Recreation and visitor services are managed to allow recreation uses that are not in conflict with the primary uses for these lands. |
| Specific Requirements | SRMAs/recreation management zones must have measurable outcome-focused objectives. Supporting management actions and allowable use decisions are required to: (1) sustain or enhance recreation objectives; (2) protect the desired recreation setting characteristics; and (3) constrain uses, including incompatible recreation activities that are detrimental to meeting recreation or other critical resource objectives. | ERMAs must have measurable objectives. Supporting management actions and allowable use decisions must facilitate the visitor's ability to participate in outdoor recreation activities and protect the associated qualities and conditions. Incompatible uses, including some recreation activities, may be restricted or constrained to achieve interdisciplinary objectives. | Management actions and allowable use decisions may still be necessary to address basic recreation and visitor services and resource stewardship needs. |
| Common Requirements | All areas are managed to meet statutory requirements to ensure resource protection, ensure human health and safety, and reduce conflict, as well as achieve other program planning objectives. | | |

a. SRMAs are managed:

- (1) For their unique value, importance, and/or distinctiveness, especially as compared to other areas used for recreation.
- (2) To protect and enhance a targeted set of activities, experiences, benefits, and desired RSCs.
- (3) As the predominant LUP focus within the SMRA.

(4) To protect specific recreation opportunities and RSCs on a long-term basis.

b. ERMAAs are managed:

(1) To address recreation use, demand, or existing R&VS program investments.

(2) To support and sustain the principal recreation activities and the associated qualities and conditions.

(3) Commensurate with the management of other resources and resource uses in the area.

4. **Identifying Recreation Management Zones within SRMAAs/ERMAAs.** An SRMA may be subdivided into RMZs to further delineate specific recreation opportunities. RMZs provide an optional management tool to manage recreation resources in complex situations where many recreation opportunities are provided. When this division is made, each RMZ has a discrete objective and provides for specific recreation opportunities. Establishing RMZs and associated objectives are LUP decisions. Where RMZs are established, identify the necessary management action and allowable use decisions needed to achieve the RMZ objectives. While generally unnecessary, ERMAAs may be subdivided into RMZs to ensure R&VS are managed commensurate with the management of other resources and resource uses.

For example, an SRMA may offer land-based and water-based recreation activity opportunities, along with a very different set of experiences and outcomes for each. Therefore, the SRMA could be divided into a land-based RMZ objective emphasizing hiking and the desired beneficial outcomes, and a water-based RMZ emphasizing fishing/boating and the corresponding desired beneficial outcomes.

5. **Overlapping Land Use Plan Designations.** Overlapping designations can be problematic because objectives for other special designations (e.g., wilderness, wilderness study areas, areas of critical environmental concern, wild and scenic rivers) may be inconsistent with RMA designations, especially at the implementation level. Therefore, LUPs generally should not overlap special designations with RMA designations just to mitigate recreation impacts on cultural and natural resources. Recreation mitigation should be addressed through plans and prescriptions for those special designations.

Overlapping an RMA designation with other designations may be appropriate if determined necessary to facilitate the visitor's ability to participate in outdoor recreation activities and protect the associated qualities and conditions of the area. For example, if a popular river corridor flows through a wilderness area and has management considerations (e.g., recreation facilities upstream and downstream of the wilderness area, hiking trails along the river corridor) it may be appropriate to designate the river corridor as an RMA but not necessarily the entire wilderness area. RMA designations should be applied rationally, thoughtfully, and predictably within the context of the BLM's interdisciplinary process.

CHAPTER II – RECREATION AND VISITOR SERVICES PLANNING DECISIONS

A. Goals and Objectives.

1. **Land Use Plan Goals.** The terms goal and objective are often used interchangeably. However, in this handbook, a goal ideally is achieved through the accomplishment of many shorter term objectives. Goals are broad statements of desired outcomes, and objectives describe specific desired outcomes for resources. See Figure 17 for a comparison of goals and objectives. By understanding the differences between goals and objectives, the R&VS program can achieve better results.

Figure 17 – Comparison of Goals and Objectives*

| | GOAL | OBJECTIVE |
|-------------------|--|--|
| Meaning: | Broad statements of desired outcomes intended to be attained. | Specific description of desired outcomes to be achieved for resources/resource uses. |
| Principle: | Broad-based, general, and qualitative. | Focused, precise, specific, and quantitative. |
| Measure: | May not be measurable. | Must have measurable results. |
| Timeframe: | Generally longer term, not always with established timeframes. | Short to long term, with established timeframes. |

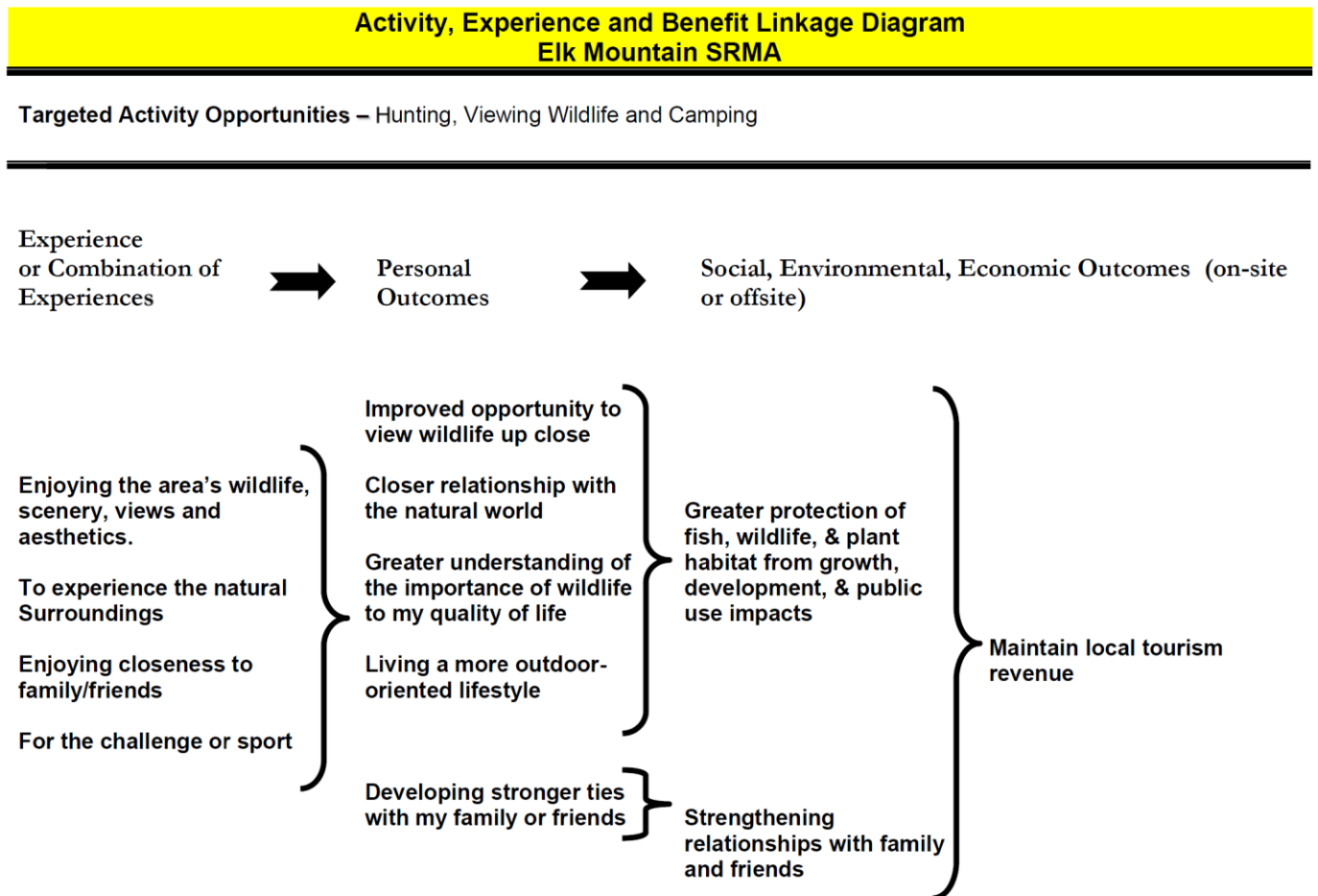
* This figure is based on BLM Handbook H-1601-1, “Land Use Planning.”

Goals are broad qualitative statements of desired outcomes for the planning area. Goals are developed during the land use planning process and not during implementation planning. Sources may include departmental recreation goals, strategic plans, LUP planning themes, and LUP alternative themes. Depending on the structure of the LUP or amendment, goals may be interdisciplinary (e.g., maintain ecosystem health and productivity, promote community stability, ensure sustainable development) or recreation specific.

- a. **Writing Land Use Plan-Level Goals for Recreation and Visitor Services.** Link recreation goals to the BLM’s mission statement and strategic program goals. Avoid focusing on the desired management activities of the recreation program and staff. To keep the process simple, write a goal to answer the following question: Over the life of the LUP, what will be the general results or accomplishments of the recreation program? An example of an answer to this question might be: *The recreation program will produce a diversity of quality recreational opportunities that add to the recreation participant’s quality of life while contributing to local economies.*

2. **Land Use Plan Objectives.** Objectives are a description of a desired outcome for a resource, developed during the LUP process. Objectives play a critical role in identifying LUP management actions and allowable uses and set the stage for subsequent implementation planning. They should be practical and geared toward achieving a benefit for the visitor or the resource. All objectives must use SMART objective principles: specific, measurable, achievable, results oriented, and time bound.
 - a. **Writing SRMA Objectives.** Outcome-focused recreation objectives for an SRMA and for RMZs within an SRMA identify the specific outcomes (experiences and benefits) to be produced or realized and recreation activities to be emphasized. Linkages between activities, experiences, and benefits should be graphically diagrammed to document their relationship (see Figure 18). Retain the documentation for the administrative record.

Figure 18 – Example of an Activity, Experience, and Benefit Linkage Diagram



Determine the targeted activities, experiences, and benefits by using recreation data collected earlier in the planning process (see Chapter I, Paragraph H, of this handbook) or by involving stakeholder groups. See Figure 19 for an example of an SRMA objective. When developing SRMA objectives, use the Special Recreation Management Area Template (see Appendix 4).

(1) **Activities.** When determining activities, consider:

- Their compatibility and sustainability over the life of the plan, while recognizing resource, social, and political constraints.
- Their compatibility with other activities. Activities that are not compatible with the targeted activities may need to be constrained or eliminated.

(2) **Experiences.** Once the activities are determined, the land use planning process focuses on identifying and retaining the links between activities, experiences, and benefits. Participation in targeted activities leads to multiple experiences. When identifying the experiences:

- Target the most important experiences (typically, two to five experiences are sufficient).
- Use the Experience and Benefit Checklist (Appendix 2) as a guide to consistently describe comparable experiences.
- Use language that denotes the desirability or satisfying nature of the experience (e.g., enjoying, learning).

(3) **Benefits.** Experiences lead to multiple personal, social, environmental, and economic benefits. When identifying the benefits:

- Ensure the targeted experiences can produce the targeted benefits.
- Use active verbs (e.g., reduce, improve, restore) to describe the beneficial condition to be maintained or improved.

Figure 19 – Example of an SRMA Objective

| Within the Black Mountain SRMA, by the year 2015 and thereafter, participants in recreation assessments will report an average 4.0 realization of the targeted experiences and benefits (4.0 on a probability scale, where 1 equals not realized and 5 equals totally realized). | | |
|--|--|--|
| Activities | Experiences | Benefits |
| <ul style="list-style-type: none"> • Mountain Biking • Camping | <ul style="list-style-type: none"> • Releasing or reducing mental tension • Enjoying frequent access to outdoor physical activity • Developing skills and abilities • For the challenge or sport | <p>Personal:</p> <ul style="list-style-type: none"> • Improved physical fitness/better health maintenance • Restored mind from stress/tension/anxiety • Improved outdoor recreation skills • Living a more outdoor-oriented lifestyle • Improved balance of work and play <p>Community/Social:</p> <ul style="list-style-type: none"> • Lifestyle improvement or maintenance <p>Environmental:</p> <ul style="list-style-type: none"> • Preserve the special landscape character of this place <p>Economic:</p> <ul style="list-style-type: none"> • Greater value-added local services • Increased desirability as a place to live or retire |

- (4) After writing the objective, put yourself in the position of the participant and ask whether or not you could personally receive the targeted experiences and benefits from recreating in the area. Well-written objectives require an affirmative answer to this question. If uncertain, verify the links between the identified activities, experiences, and benefits with individual users and stakeholders.

One benefit of writing objectives in this format is that the activities, experiences, and benefits are used to monitor the realization of the outcomes and achievement of the SRMA objective. The monitoring process is described in detail in Chapter IV of this handbook.

- b. **Writing ERMA Objectives.** Objectives for an ERMA, and for RMZs within an ERMA, define the recreation activities and associated qualities and conditions that will become the management focus for R&VS. Unlike SRMA objectives, ERMA objectives do not explicitly prescribe outcomes to be targeted since outdoor recreation planners may not autonomously manage the area's physical, social, and operational components to a degree necessary to facilitate attainment of a targeted set of outcomes. This is because, in ERMAs, recreation is managed commensurately with other resources and resource uses, and recreation opportunities may even be constrained by decisions to benefit other resources.

Thus, ERMA objectives define the recreation activities and associated qualities and conditions (including managing particular RSCs) that will become the management focus for R&VS. Use recreation data collected earlier in the planning process (see

Chapter I, Paragraph H, of this handbook) to assist in the determination of desired recreation activities and the particular RSCs that are important to maintain. Because R&VS are managed commensurately with other resources and resource uses, managers must recognize the constraints imposed by other management decisions. See Figure 20 for examples of ERMA objectives. When developing ERMA objectives, use the Extensive Recreation Management Area Template in Appendix 5.

Figure 20 – Examples of ERMA Objectives

These examples illustrate ERMA objectives in which R&VS is commensurately managed with other land management programs.

Example 1 – Management is commensurate with BLM lands that are managed to protect wilderness characteristics. In the Wild Creek ERMA, the R&VS focus on interdisciplinary travel management and basic visitor services maintains a predominately undisturbed natural landscape that protects wilderness characteristics, as well as promotes participation in a variety of existing primitive recreation activities (e.g., hiking, horseback riding, and hunting).

Example 2 – Management is commensurate with cultural resources. In the High Mesa ERMA, the R&VS focus on interdisciplinary travel management and basic visitor services maintains the existing physical landscape and operational conditions that support participation in established motorized and nonmotorized single-track recreation activities, as well as commensurately protecting cultural and natural resources.

- c. **Writing Objectives for Undesignated Lands.** Recreation is not emphasized outside RMAs. However, recreation activities occurring outside designated RMAs may require management direction to address basic R&VS and resource stewardship needs. In these situations, R&VS objectives are focused on resource protection, human health and safety, and use or user conflicts. These types of objectives can also be applied to all BLM lands within the planning area. See Figure 21 for examples of objectives outside RMAs.

Figure 21 – Examples of Objectives for Resource Protection, Visitor Health and Safety, and Use/User Conflict for Areas Outside a Recreation Management Area

Resource Protection Objective: Increase awareness, understanding, and a sense of stewardship in recreation participants so their conduct safeguards cultural and natural resources as defined by Standards for Public Land Health or area-specific LUP objectives (e.g., areas of critical environmental concern, wild and scenic rivers, etc.).

Visitor Health and Safety Objective: Ensure that visitors are not exposed to unhealthy or unsafe human-created conditions (defined by a repeat incident in the same year, of the same type, in the same location, due to the same cause).

Use/User Conflict Objective: Manage the recreation and visitor services program to achieve a minimum level of conflict to: (1) allow other resources/programs to achieve their resource management plan objectives, (2) curb illegal trespass and property damage, and (3) maintain a diversity of recreation activity participation.

B. Identifying and Displaying the Desired Recreation Setting Characteristics.

RSCs are vitally important in producing the desired recreation outcomes identified in the SRMA objectives. RSCs attract visitors to the environments where they can participate in their desired activities and where they are able to realize their desired experiences.

The relationship between activities, RSCs, and desired outcomes can be complex, variable, and dynamic. Some recreation experiences can be achieved in a variety of recreation settings, some may be tied to a particular RSC class, some may be tied to a specific grouping of RSC classes, while other recreation experiences may be achieved independent of recreation settings. Because of this complexity, the BLM regularly monitors and evaluates the relationships to determine if the predicted relationship between SRMA objectives and RSCs remains accurate, or if RSCs and implementation actions (e.g., allocation systems, permits, fees, use restrictions, services to be offered to visitors, and/or the development and provision of facilities) need to be adjusted to achieve objectives.

RSCs are not LUP-level decisions because RSCs are not the objective of outcomes-focused R&VS management. RSCs are the framework that enables realization of desired outcomes. The ability to adjust RSCs provides the flexibility to effectively respond to changing demands or circumstances over time. If RSCs were LUP-level decisions, any changes to physical, social, or operational RSCs would require an LUP amendment. Instead, to the extent possible, RSCs are managed and protected through the identification of reasonable development scenarios for allowable uses and through the establishment of criteria in the LUP that guide subsequent site-specific use levels for activities during plan implementation. For a more complete discussion of this topic, see page 13 of BLM Handbook H-1601-1, “Land Use Planning”).

Because the BLM plans in an interdisciplinary context with differing requirements for each program, many other programs are required to make LUP-level decisions that may directly or indirectly affect RSCs (see Figure 22 for examples).

**Figure 22 - Examples of Land Use Plan-Level Decisions
that May Directly or Indirectly Affect RSCs**

Example 1. For comprehensive trails and travel management, field offices must (1) delineate travel management areas and (2) designate off-highway vehicle management areas. In doing so, the physical RSC of remoteness (approximate distance from roads) and the operational RSC of access (types of travel allowed) are directly affected. At the implementation level, field offices specify limitations placed on use and establish a process to identify specific areas, roads, and/or trails that will be available for public use. Travel management networks then are reviewed periodically to ensure current resource and travel management objectives are being met (see 43 CFR 8342.3).

Example 2. For fluid minerals (including oil and gas, tar sands, and geothermal resources), field offices must identify (1) areas open or closed to leasing, (2) moderate constraints such as seasonal and controlled surface use restrictions, and (3) major constraints such as no-surface-occupancy stipulations. In doing so, the physical RSC of naturalness (landscape texture, form, line, color) may be directly affected.

1. **Recreation Setting Management in ERMA.** The challenge of managing for recreation outcomes is complex enough in SRMAs where R&VS is the predominant LUP focus. It would be unrealistic for BLM R&VS policy to require an LUP to identify a specific suite of RSCs in ERMAs in which the R&VS program has to manage commensurately with another program(s). However, the R&VS program can identify LUP-level supporting management actions and allowable use decisions in the LUP to maintain particular RSCs. When this is necessary, ensure the proposed LUP decisions are commensurate and compatible with the management of the other resources or resource uses, because changing them would likely require an LUP amendment.

For example, a controlled surface use (CSU) stipulation on surface-disturbing activities may be necessary to protect the physical qualities and conditions along a trail system or surrounding R&VS program investments in an ERMA. A CSU stipulation applies a moderate constraint on other land uses while protecting identified recreation investments and values. A CSU stipulation applied to protect developed recreation facilities and trails allows the R&VS program to require special design features or relocation of proposed surface-disturbing activities by more than 200 meters. Because stipulations are LUP-level decisions, they must be established in the LUP (or LUP amendment).

2. **Identifying Desired Recreation Setting Characteristics.** After creating an SRMA objective, identify and describe the desired RSCs that are essential and necessary to achieve the SRMA objective. Remember, the relationship between recreation objectives and RSCs may be simple and direct or complex and indirect. It is important to consider RSCs individually because the existing RSCs may be different than the desired RSCs. Some activities and outcomes depend on the maintenance of physical RSCs, such as the remoteness of the area, the naturalness of the area, or the type/amount of recreation facilities. Other activities and outcomes depend more on the social RSCs, such as the amount of encounters with others, the group size, or the evidence of other users. Still other activities and outcomes are dependent on the operational characteristics, including the presence or absence of access (types of travel allowed), the level of visitor and information services, or management controls.

Use the existing RSC inventory (see Appendix 3) to determine which RSC changes need to be made to achieve the RMA objective. The RSCs must be logically related (e.g., cause and effect) to attain the targeted recreation opportunities. Determining the logical connections between RSCs and activities and outcomes requires understanding visitor preferences for the RMA as previously discussed in Chapter I, Paragraph H.

3. **Describing Desired Recreation Setting Characteristics in a Narrative.** At a minimum, the LUP must describe the desired physical, social, and operational RSCs for SRMAs in a narrative format (see Figure 23 for an example). The desired RSCs should be realistic, achievable, and sustainable over time.

Figure 23 –Narrative Format Example Describing Desired RSCs for an SRMA

| Desired Physical RSCs for Pine Ridge SRMA |
|---|
| <p>Remoteness: Retain current remoteness along main motorized travel corridors, but create areas specifically for mountain biking use only on the east and west sides of the SRMA.</p> <p>Naturalness: The existing natural landscape is mostly retained. New, nonrecreational modifications (e.g., rights-of-way, fences, stock ponds) are consistent with the landscape character in the northern portion of the SRMA.</p> <p>Visitor Facilities: Simple/basic recreation developments (e.g., parking lot, kiosk, and restroom) are at access points along County Road 836. Well-maintained and marked trails are within the SRMA.</p> |
| Desired Social RSCs for Pine Ridge SRMA |
| <p>Contacts (avg.): Participants encounter a seasonal average of up to 15 encounters per day along mountain bike trails and encounter higher levels of visitor contact in motorized travel areas and along County Road 836 on the south side of the SRMA.</p> <p>Group Size (avg.): Participants encounter a seasonal average of up to 12 people per group in foot/horse areas.</p> <p>Evidence of Use: Sounds of other people are occasionally heard outside the trailhead area. A few small localized areas of vegetation alteration and compacted/bare soils are acceptable near the trailhead and at campsites. Impacts from inappropriate recreation use are rehabilitated.</p> |
| Desired Operational RSCs for Pine Ridge SRMA |
| <p>Access: Motorized public recreational access is reduced, creating areas specifically for mountain bike use. However, administrative use is permitted throughout the SRMA on designated routes.</p> <p>Visitor Services/Information: Area brochures/maps assist visitors. Directional signs are installed on routes. Staff are present on weekends to offer onsite visitor assistance mainly at trailheads.</p> <p>Management Controls: Rules, regulations, and outdoor ethics are clearly posted at trailheads. A moderate degree of visitor and land use controls are exercised.</p> |

- 4. Illustrating Desired Recreation Setting Characteristics in a Matrix.** The existing and desired RSCs can be individually illustrated using an RSC matrix. The RSC matrix complements the RSC narrative of each RMA. The matrix format is useful since some RSCs are difficult to map (e.g., group size, evidence of use, visitor services, and management controls) and since it portrays changes between existing and desired RSCs.

The matrix format can clearly display both existing and desired RSCs. In the matrix format, this can result in different classes being highlighted for each individual RSC. For example, Figure 24 displays four remoteness classes (i.e., middle country, front country, rural, and urban) as the existing and desired recreation settings within the SRMA. But when it comes to managing visitor facilities, the desired class is a front country recreation setting class, not the existing middle country class. To achieve this RSC change in visitor facilities, the trailhead facilities are anticipated to be improved from simple trailhead developments (i.e., middle country class) to modest but rustic recreation sites with campsites and restrooms (i.e., front country class). In summary, managing RSCs under an outcomes-focused framework means planning for each RSC individually and not trying to manage the RSCs within each recreation setting component (i.e., physical, social, and operational) under the same recreation setting class.

Figure 24 – Matrix Format Example Depicting Existing and Desired RSCs for an SRMA

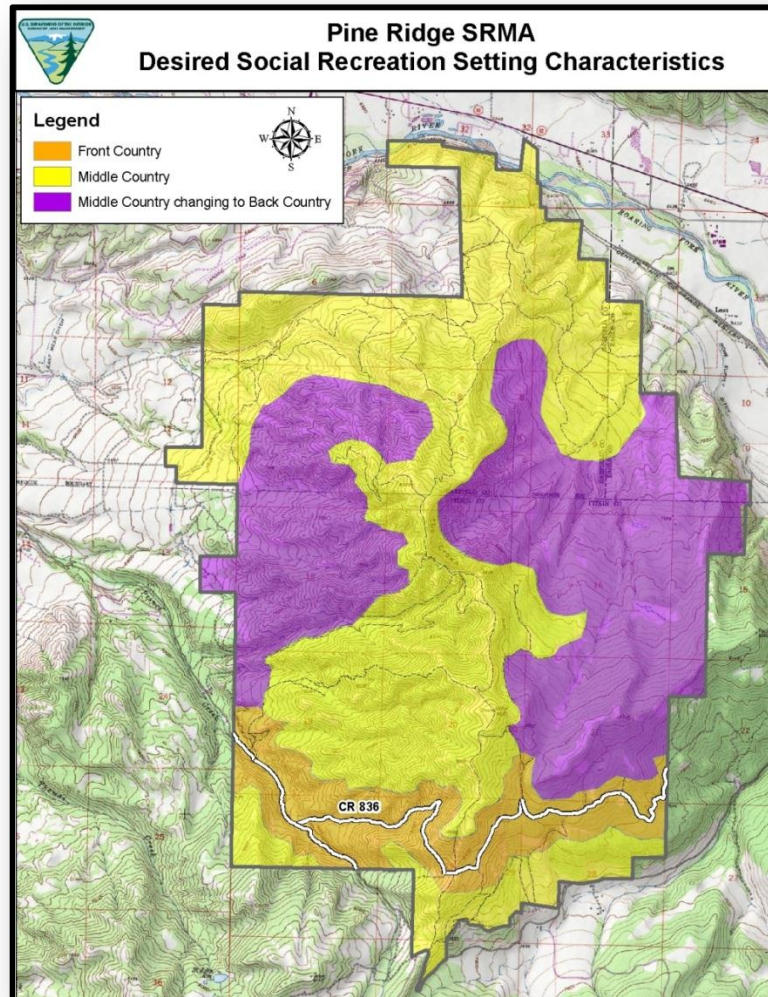
| <i>Primitive Classification (0 acres)</i> | <i>Back Country Classification (0 acres)</i> | <i>Middle Country Classification (7,300 acres)</i> | <i>Front Country Classification (1,450 acres)</i> | <i>Rural Classification (150 acres)</i> | <i>Urban Classification (140 acres)</i> |
|---|--|--|---|--|--|
| Remoteness (approx. distance from routes) | | | | | |
| More than ½ mile from either mechanized or motorized trails/routes. | Within ½ mile of mechanized trails/routes. | Within ½ mile of four-wheel-drive vehicle, ATV, and motorcycle routes. (BLM-identified "primitive roads" and "motorized trails") | Within ½ mile of low-clearance or passenger vehicle routes (BLM-identified "roads" (includes unpaved county roads and private land routes). | Within ½ mile of paved/primary roads and highways. | Within ½ mile of streets and roads within municipalities and along highways. |
| Naturalness (landscape texture, form, line, color) | | | | | |
| Undisturbed natural landscape. | Natural landscape with modifications in harmony with surroundings and not visually obvious (e.g., stock ponds, habitat treatments, historic structures). | Character of the natural landscape retained. A few modifications contrast with character of the landscape (e.g., fences, ditches). | Character of the natural landscape partially modified but none overpower natural landscape (e.g., structures, utilities). | Character of the natural landscape considerably modified (e.g., agriculture, residential, airstrips, or industrial alterations). | Urbanized developments dominate landscape. |
| Visitor Facilities | | | | | |
| No structures. Foot/horse and water trails only. | Developed trails made mostly of native materials such as log bridges. Structures are rare and isolated. | Maintained and marked trails, simple trailhead developments. | Rustic facilities such as campsites, restrooms, trailheads, and interpretive displays. | Modern facilities such as campgrounds, group shelters, boat launches, and occasional exhibits. | Elaborate full-service facilities such as laundry, restaurants, and groceries. |

Existing RSCs

Desired RSCs

5. **Illustrating Desired Recreation Setting Characteristics on Maps.** Mapping RSCs graphically support both the narrative and matrix formats along with supporting quantitative analysis. See Figure 25 for an example of a map displaying desired RSCs.

Figure 25 – Map Format Example Displaying Desired Social RSCs



6. **Monitoring Desired Recreation Setting Characteristics.** Subsequently, the individual RSCs can be used as monitoring indicators. The desired classifications become the monitoring standards that describe the acceptable or appropriate qualities and/or conditions within the RMA. Monitoring indicators and standards are not objectives but are desired qualities or conditions of the RMA used to guide LUP-level decisions and implementation-level actions. See Figure 26, which highlights indicators (headings) and standards (descriptions). Also, see Chapter IV, Paragraph F, of this handbook.

Figure 26 –Recreation Setting Monitoring Indicators and Standards Example

Remoteness: More than ½ mile from both mechanized or motorized trails and routes. (primitive classification).

Group Size (avg.): Year round average of 7-12 people per group (middle country classification).

Access: Mountain bikes and perhaps other mechanized use, but all use is nonmotorized (back country classification).

C. Interdisciplinary Land Use Plan-Level Management Actions and Allowable Use Decisions.

After establishing objectives and identifying desired RSCs, identify management actions and allowable uses for each alternative needed to achieve recreation goals and objectives and desired RSCs. Management actions and allowable use decisions are generally described as LUP-level decisions needed to achieve program objectives or constrain incompatible activities. Within the R&VS program and other programs, supporting management actions and allowable use decisions are selected in terms of their ability to help achieve the recreation objectives, maintain or enhance RSCs, or guide recreation implementation.

For example, it may be necessary to limit access by land uses (types and modes of travel) that have the potential to impact the targeted recreation opportunities. Therefore, if the targeted activity is mountain biking and the desired operational RSC is nonmotorized, then the travel designations need to be revised accordingly to create the desired operational RSC. See Figure 27 for a more detailed example.

Figure 27 – Example of a Management Action Prescribed to Achieve the Desired Operational Setting



1. **Land Use Plan-Level Management Actions and Allowable Use Decisions for SRMAs.**
Within SRMAs, R&VS management is recognized as the predominant LUP focus, where specific recreation opportunities and RSCs are managed and protected on a long-term basis. Therefore, it is necessary to establish a framework of management actions and allowable use decisions to:
 - a. Facilitate the targeted recreation opportunities.
 - b. Maintain or enhance the desired physical, social, and operational RSCs.
 - c. Address visitor health and safety, resource protection, and use and user conflicts.
 - d. Address the type(s), activities, and locations where SRPs will or will not be issued.
 - e. Limit incompatible recreation activities that are detrimental to meeting recreation or other critical resource objectives.
 - f. Identify the terms, conditions, or special considerations for other resource programs necessary to achieve SRMA objective(s).

2. **Land Use Plan-Level Management Actions and Allowable Use Decisions for ERMAs.**
ERMAs are managed to support and sustain the principal recreation activities and the associated qualities and conditions. Since management of ERMAs is commensurate with the management of other resources and resource uses, all R&VS decisions must be compatible with other resource objectives. Therefore, it is necessary to establish a framework of management action and allowable use decisions to:
 - a. Facilitate visitor participation in the principal outdoor recreation activities.
 - b. Maintain particular RSCs.
 - c. Address visitor health and safety, resource protection, and use and user conflicts.
 - d. Address the type(s), activities, and locations where SRPs will or will not be issued.
 - e. Identify the terms, conditions, or special considerations for other resource programs necessary to achieve ERMA objective(s).

3. Illustration 4 lists possible LUP-level management action decisions, LUP-level allowable use decisions, and best management practices that can be proposed and implemented to help achieve recreation objectives through maintaining or enhancing the desired physical, social, and operational RSCs of the RMA.

D. Making Land Use Plan and Implementation Decisions in the Same Planning Effort.

1. The focal point of the land use planning process is making interdisciplinary LUP-level decisions and allocations. Implementation-level decisions are usually made in a more site-specific plan tiered from the LUP. However, in some circumstances, it may be advantageous to resolve implementation-level R&VS issues through the land use planning process.
 - a. **Level of Analysis.** When a single NEPA process is being used to make both LUP and implementation decisions, implementation decisions must have site-specific NEPA analysis that is more detailed than the NEPA analysis used for LUP-level decisions. This is because the decisions on implementation actions represent the BLM's final approval and decision to proceed with the implementation action. Any changes to implementation decisions may require subsequent NEPA analysis and a new decision. Other environmental reviews, such as those pertaining to Section 106 of the National Historic Preservation Act or Section 7 of the Endangered Species Act, may also be required for implementation decisions.
 - b. **Administrative Remedies.** Making implementation decisions part of the land use planning process and analyzing them concurrently with LUP decisions does not change their administrative remedies or the timing of those remedies. Implementation decisions that are part of the land use planning process should be clearly distinguished as implementation decisions that are not protestable but subject to the appeals process (i.e., appealable to the Interior Board of Land Appeals under 43 CFR 4.410) or other administrative review, as prescribed by the specific resource program regulations.
2. **Best Management Practices.** Best management practices are state-of-the-art mitigation measures that may be applied on a site-specific basis to avoid, minimize, reduce, rectify, or compensate for adverse environmental or social impacts of land use activities. Best management practices are often included in LUPs, but they are not LUP decisions unless the LUP specifies that they are mandatory. Best management practices included in LUPs show project proponents examples of commonly used practices to reduce impacts of land use activities on desired RSCs or recreation opportunities. More explicit best management practices based on local conditions and resource-specific concerns could be developed once a specific proposal is being evaluated through the environmental analysis process.
3. **Addressing Recreation-Related Issues with Different Types of Recreation Management Actions.** Recreation decisions can be categorized according to the directness with which they impact visitor behavior, visitor use, recreation participation, and ultimately the visitor's desired recreational experience (Manning 2010).
 - a. **Direct Actions.** Direct recreation management actions are more heavy-handed and overt, designed to control visitor behavior and land uses, and restrict the choices of visitors. These actions have a larger degree of control of recreation use and other programs. Typically, direct management actions are LUP management actions or allowable use decisions because they restrict or prohibit land uses.

(1) Examples of direct actions within the R&VS program include:

- Close an area to target shooting.
- Limit camping to designated sites or limit length of stay.
- Restrict the locations where SRPs are issued.

b. **Indirect Actions.** Indirect recreation management actions are more light-handed and subtle, designed to influence or modify visitor behavior and land uses, and retain the visitor's freedom to choose. These actions have a smaller degree of control of recreation use and other programs. Indirect recreation management actions are typically less controversial and usually favored by visitors. Typically, indirect recreation management actions are implementation actions that may supplement the LUP on a site-specific basis.

(1) Examples of indirect actions within the R&VS program include:

- Promote safe-shooting ethics with signs and an educational program.
- Promote Leave-No-Trace camping ethics.
- Issue SRPs as a discretionary action for a variety of uses that are consistent within resource/program objectives.

c. The same concept can be applied to management actions for other programs.

(1) Examples of direct actions (typically LUP decisions) within other programs include:

- Close allotments to livestock grazing.
- Apply a no surface occupancy stipulation for surface-disturbing activities.
- Close areas to mineral material sale (disposal).
- Identify RMAs as right-of-way exclusion areas.

(2) Examples of indirect actions (typically implementation decisions) within other programs include:

- Change the dates of livestock grazing or adjust pasture rotation, which could indirectly reduce livestock/recreation conflicts.
- Apply design features and best management practices to mitigate surface-disturbing activities.
- Develop conditions of approval in an environmental assessment to protect recreation values for a mineral material sale.
- Minimize the impacts of right-of-way development through mitigation measures including compensatory mitigation.

- d. **Impact of Indirect Verses Direct Actions.** Typically, LUPs contain a complementary mix of direct and indirect recreation actions to achieve recreation objectives, provide for visitor safety, mitigate recreation conflicts, and protect natural and cultural resources. Evaluate the application of indirect versus direct actions because the RSCs created by each type of action affect the visitor's experience differently. For example, promoting Leave-No-Trace camping ethics versus requiring people to camp in designated campgrounds will likely change a visitor's experience. Consider the following when evaluating the type of action(s) to propose:
- (1) The amount of change or control that is needed to manage recreation use.
 - (2) The effectiveness of the action in helping to achieve the recreation objective and RSCs.
 - (3) Staffing and management costs.
 - (4) Public support of recreation decisions, along with the indirect and direct actions necessary to achieve the desired RSCs.
- e. **Application to Adaptive Management.** The LUP should establish criteria that will guide subsequent site-specific use decisions (see BLM Handbook H-1601-1, "Land Use Planning," Chapter II, Paragraph B2) by establishing monitoring standards and indicators for adaptive recreation management strategies. For example, an adaptive recreation management strategy could apply indirect types of actions with the understanding that if RMA standards and indicators are not being achieved, more direct types of actions would then be implemented.

CHAPTER III – LAND USE PLANNING PROCESS

NOTE: USE THE INFORMATION IN THIS SECTION IN CONJUNCTION WITH BLM HANDBOOK H-1790-1, “NATIONAL ENVIRONMENTAL POLICY ACT,” AND THE “BLM NEPA WEB GUIDE.”

A. Public Laws and Presidential Proclamations.

The LUP must conform to applicable laws and other legislative or proclamation requirements. For example, a national monument is established under a Public Law or Presidential proclamation. The LUP covering this area must conform to requirements set forth in the law or proclamation. Review the applicable legislation of an area to ensure that the LUP decisions comply with all legislative requirements.

B. Creating a Range of Alternatives.

The phrase "range of alternatives" refers to different management scenarios analyzed through the NEPA process. The purpose and need statement dictates the range of alternatives, because action alternatives are not “reasonable” if they do not respond to the purpose and need for action. Planning regulations (43 CFR Part 1610.4-5) require developing a “range of reasonable resource management alternatives,” which must include a no action alternative. For the purposes of land use planning, a range of alternatives offers different responses to both the major issues identified in scoping and the management opportunities addressed in the analysis of the management situation. Developing alternatives may involve the collaboration of cooperating agencies and resource advisory councils.

1. **The No Action Alternative.** The description of the no action alternative depends on the type of action proposed. For LUP actions, the no action alternative proposes the continuation of current management. The no action alternative is usually a viable alternative. However, it may not respond to the purpose and need of the planning process (e.g., new legislation). Regardless, it provides a useful baseline to compare the effects of implementing the “action” alternatives.
2. **Descriptions of Alternatives (or Alternative Themes).** When it is determined that R&VS will be a key issue, recreation program staff should provide input in the general narrative description for each alternative. For the no action alternative narrative, describe the existing R&VS direction, which may be taken from the analysis of the management situation. For action alternatives, describe the proposed R&VS program emphasis under the theme or emphasis of each alternative (see Figure 28).

Figure 28 – Diagram Showing a Range of Alternatives for Recreation and Visitor Services

| Recreation and Visitor Services <i>How will recreation be managed and what recreation opportunities will be offered?</i> | | | |
|---|---|--|---|
| No Action Alternative No Change from Existing Plans | Action Alternative Conservation Emphasis | Action Alternative Mixed Emphasis | Action Alternative Resource Use and Development Emphasis |
| Recreation management and administration will be directed by decisions in the existing LUP, LUP amendments, and RAMPs. Recreation management will generally emphasize the continued availability of dispersed and unstructured outdoor recreation opportunities, interpretation, and visitor health and safety. | Recreation opportunities will be emphasized that are in concert with sustaining the biological integrity of habitats for plant, wildlife, and fish species. In ecologically sensitive areas, recreation use will be limited. R&VS management will be recognized as the predominant land use focus in few areas. | Strategically emphasize a variety of recreation opportunities along with the protection of natural and cultural resources. R&VS management will be recognized as the predominant land use focus where the existing or proposed recreation opportunities and RSCs are recognized for their unique value and distinctiveness or where R&VS require specific management consideration in order to address recreation use/investments. | Emphasize managing BLM lands for a variety of structured and dispersed recreational opportunities in a manner favorable to accommodate the maximum amount of recreation use in combination with other BLM land uses in order to produce social and economic benefits. R&VS management will be recognized as the predominant land use focus in many areas. |

C. Alternative Development.

Each alternative includes a different suite of potential planning decisions (e.g., desired outcomes, management actions, and allowable uses). However, individual R&VS decisions may be common to multiple or even all alternatives. All proposed LUP decisions within each alternative must be compatible, but may vary across alternatives. See BLM Handbook H-1601-1, “Land Use Planning,” and BLM Handbook H-1790-1, “National Environmental Policy Act,” for more information on alternative development.

1. R&VS LUP decisions must:
 - a. Designate RMAs and their boundaries.
 - b. Establish RMA objectives (e.g., targeted activities, experiences, or benefits).
 - c. Identify LUP-level supporting management actions and allowable uses for each RMA.

2. Varying the number, type, size, and management of RMAs has the greatest impact on the range of alternatives. The same area can be proposed as an SRMA in one alternative, an ERMA in another alternative, and an undesignated area in a third alternative. Alternatives may also vary by changing the RMA objective or changing supporting management actions and allowable uses. An example of alternatives in which the number and types of RMAs vary can be found in Figure 29.

Figure 29 – Example of Varying Alternatives by Number and Type of Recreation Management Area

| No Action Alternative | Alternative A | Alternative B | Alternative C |
|--|--|---|---|
| Continue to manage the seven existing SRMAs: <ul style="list-style-type: none"> • Black Mtn. (# acres) • Calf Gulch (# acres) • Shallow Creek (# acres) • Granite Hills (# acres) • Trout Lake (# acres) • Blue Hill (# acres) • Whymee River (# acres) | Designate six SRMAs: <ul style="list-style-type: none"> • Black Mtn. (# acres) • Trout Lake (# acres) • Queen Mtn. (# acres) • Blue Hill (# acres) • Crow’s Nest (# acres) • Whymee River (# acres) | Designate two SRMAs: <ul style="list-style-type: none"> • Blue Hill (# acres) • Whymee River (# acres) | Designate seven SRMAs: <ul style="list-style-type: none"> • Black Mtn. (# acres) • Fish Creek (# acres) • Whiskey River (# acres) • Blue Hill (# acres) • Crow’s Nest (# acres) • Tom’s Creek (# acres) • Whymee River (# acres) |
| Manage the remaining BLM lands as part of the Cisco Field Office ERMA. | Designate six ERMAs: <ul style="list-style-type: none"> • Hawk River (# acres) • Fish Creek (# acres) • Whiskey River (# acres) • Old Castle (# acres) • Dirt Mesa (# acres) • Tom’s Creek (# acres) | Designate nine ERMAs: <ul style="list-style-type: none"> • Same areas as Alternative A, plus the following: • Trout Lake (# acres) • Queen Mtn. (# acres) • Crow’s Nest (# acres) | Designate five ERMAs: <ul style="list-style-type: none"> • Hawk River (# acres) • Trout Lake (# acres) • Queen Mtn. (# acres) • Old Castle (# acres) • Dirt Mesa (# acres) |

3. An example of varying supporting management actions and allowable uses can be found in Figure 30. In this example, the camping closures are common across all four alternatives. Camping limits are common to all action alternatives (Alternatives A, B, and C). Land use stipulations vary across the alternatives, from no stipulations on surface occupancy and surface-disturbing activities, to a controlled surface use stipulation, to a no surface occupancy stipulation.

Figure 30 – Example of Varying Supporting Management Actions and Allowable Uses

| No Action | Alternative A | Alternative B | Alternative C |
|--|--|---|---|
| <p>Camping Closures. Close BLM lands within ¼ mile of Dead Fish Creek, Tom’s Creek, Hawk River, and Trout Lake to camping and overnight use outside designated campsites and developed campgrounds.</p> | | | |
| <p>Camping Limits. None.</p> | <p>Camping Limits. In areas open to camping and overnight use, implement a 14-day camping limit on BLM lands from September 1 to March 31. From April 1 to August 31, implement a 7-day camping limit. Campers must relocate at least a 30-mile radius away and may not return within 30 days to a previous campsite.</p> | | |
| <p>Land Use Stipulation. None.</p> | <p>Land Use Stipulation. Apply a controlled surface use stipulation—moderate constraint—on surface occupancy and surface-disturbing activities in the following recreation management areas:</p> <ul style="list-style-type: none"> • Black Mountain • Trout Lake • Queen Mountain • Blue Hill • Crow’s Nest • Upper Wyoming River • Hawk River • Dead Fish Creek | <p>Land Use Stipulation. Apply a controlled surface use stipulation—moderate constraint—on surface occupancy and surface-disturbing activities in the following recreation management areas:</p> <ul style="list-style-type: none"> • Blue Hill • Upper Wyoming River • Hawk River • Dead Fish Creek • Whiskey River • Old Castle • Dirt Mesa | <p>Land Use Stipulation. Apply a no surface occupancy stipulation—major constraint—on surface occupancy and surface-disturbing activities in the following recreation management areas:</p> <ul style="list-style-type: none"> • Black Mountain • Dead Fish Creek • Whiskey River • Blue Hill • Crow’s Nest • Tom’s Creek • Upper Wyoming River |

D. Alternatives Considered but Eliminated from Detailed Analysis.

As alternatives are considered, some will be developed for detailed analysis, while others will be considered but not analyzed in detail and eliminated from detailed analysis. If an alternative is considered during the environmental impact statement (EIS) process but is not analyzed in detail, briefly explain why it was eliminated from detailed analysis (40 CFR 1502.14). The EIS must provide the rationale for any R&VS alternative or proposal that was considered but eliminated from detailed analysis. Examples of rationale for eliminating alternatives from detailed analysis include:

1. Ineffective response to the purpose and need.
2. Not technically or economically feasible (consider whether implementation of the alternative is likely given past and current practice and technology; this does not require cost-benefit analysis or speculation about an applicant’s costs and profits).
3. Implementation is remote or speculative.

4. Substantially similar in design to an alternative that is analyzed.
5. Substantially similar effects to an alternative that is analyzed.

E. Affected Environment Description.

Describing the affected environment provides the basis for identifying and interpreting potential impacts. Discuss the existing management, conditions, issues, and trends. Be concise and limit the description to what is needed to understand the issues, environmental consequences, and goals and objectives. Most of this information will come from the analysis of the management situation. Within this section:

1. Describe the present condition of the affected resources within the identified geographic scope, and provide a baseline for the cumulative effects analysis.
2. Describe applicable supply and demand information (e.g., user preferences; demand for particular recreation activities, recreation settings, experiences or benefits).
3. Describe the physical, social, and operational RSC conditions.
4. Explain pertinent recreation management, administration, information, and monitoring direction (e.g., type, volume, and location of recreation use; recreation management plans; existing closures and restrictions; existing infrastructure; types and volume of SRPs; fee program; tourism; and partnerships).

F. Effects Analysis.

The effects analysis predicts the degree to which a resource or resource use will be affected by the proposed actions of each alternative. The analysis is conducted to help decisionmakers and the public understand how a resource will be affected. Once a range of alternatives has been identified, BLM Handbook H-1601-1, “Land Use Planning,” requires the analysis of the effects (social, economic, and environmental impacts) of the alternatives. The effects analysis must demonstrate that the BLM took a “hard look” at the impacts of the action and/or alternatives. A “hard look” is defined as a reasoned analysis containing quantitative or detailed qualitative information. The level of detail must be sufficient to support reasoned conclusions by comparing the amount and the degree of change (impact) caused by the proposed action and alternatives. Data and analyses must be commensurate with the importance of the impact; less important material may be summarized, consolidated, or simply referenced.

G. Defining Environmental Effects.

1. **Describe the Analytical Assumptions and Methodology of the Effects Analysis.**
 - a. **Assumptions.** The effects analysis should state the analytical assumptions, including the geographic and temporal scope of the analysis (which may vary by issue), the baseline for analysis, as well as the reasonably foreseeable future actions. When information and/or data critical to the analysis are incomplete or unavailable, it must be explained in this section. The following paragraph is an example of an analytical assumption:

Example: These RSCs are considered to have a determinative effect on activity participation and the realization of recreation outcomes in all alternatives. The Cisco Field Office visitor study indicated that the determinative RSC in the Black River Canyon was retaining the current level of naturalness on BLM lands, along with maintaining the existing degree of remoteness and access.

- b. **Methodology.** The effects analysis must describe the analytical methodology sufficiently so that the reader can understand how the analysis was conducted and why the particular methodology was used (40 CFR 1502.24). This explanation must include a description of any limitations inherent in the methodology. If there is substantial dispute over models, methodology, or data, recognize the opposing viewpoint(s) and explain the rationale for the chosen method of analysis. Discussions of methodology may be placed in the text or in the appendix of the document. To the extent possible, the analysis of impacts should be quantified. The following is an example of analytical methodology:

Example: The method of analysis used to evaluate effects on recreation resources within the planning area were based on local program area knowledge and a review of pertinent literature on recreation management. Effects are quantified where possible, and, in the absence of quantitative data, qualitative effects are presented based on professional judgment. In order to effectively analyze these effects, a set of impact indicators and assumptions have been developed to guide the analysis. Indicators include: the number of SRMAs identified in the planning area (along with the total acreage included within the SRMA); management actions within SRMAs that result in changes to the physical, social, or operational RSCs; and the change in the availability, or area of availability, of types of recreation opportunities.

H. Analyzing Environmental Effects.

Effects analysis predicts the degree to which the resource/resource use will be affected. Data incorporated into the affected environment and alternatives provide the basis for identifying and interpreting potential impacts. Impact analysis should be concise, clear, and to the point so it is easily understood. Descriptions of the affected environment must be no longer than is necessary to understand impacts of the alternatives. The data and analysis statement must be commensurate with the importance of the impact; less important material may be summarized, consolidated, or simply referenced (40 CFR 1502.15). Proposed land use and resource decisions deemed to have no or only negligible impacts to R&VS under any alternative may not require detailed analysis.

The R&VS impact analysis has several dimensions. The analysis must address the direct, indirect, and cumulative effects of the proposed decisions in each alternative. Analysis must include:

1. Impacts of other proposed resources/resource uses on existing and proposed recreation opportunities.
2. Impacts of the proposed recreation uses on the existing recreation opportunities and other resources or resource uses.

I. Direct, Indirect, and Cumulative Effects Analyses.

Environmental assessments (EAs) and EISs must be used to analyze and describe the direct and indirect effects of the proposed action and the alternatives on the quality of the human environment (40 CFR 1508.8). The value in requiring analysis of both direct and indirect effects is to make certain that no effects are overlooked. When uncertain which effect is direct and which is indirect, it is helpful to describe the effects together. Both direct and indirect effects are weighted the same; do not consider an indirect effect less important than a direct effect in the analysis. The purpose of cumulative effects analysis is to ensure federal decisionmakers consider the full range of consequences of actions (the proposed action and alternatives, including the no action alternative). Assessing cumulative effects begins early in the NEPA process, during internal and external scoping.

1. Direct and Indirect Impacts.

- a. **Direct Impacts.** Direct impacts are impacts caused directly by the proposed action and are the easiest and most certain to predict because they occur at the same time and place as the proposed action. Address impacts in terms of context, intensity, duration, and timing.
 - (1) **Long-Term Direct Impacts.** Long-term direct impacts occur after the proposed action (s) has been completed and/or as the action is in operation, as shown in the following example:

Example: Anticipating the demand for transmission corridors, the draft LUP proposes a specific corridor for future transmission lines that will bisect the Blue River Valley SRMA.

Long-Term Direct Effects Analysis: The transmission line will substantially and permanently change the desired physical qualities of the landscape, which contributes to the quality of the recreation opportunities and the attainment of the recreation objectives. Currently, that portion of the SRMA is a naturally appearing landscape with a few land use modifications that are in harmony with the surroundings and not visually obvious (e.g., stock ponds, trails). Authorizing the transmission line will impact the physical RSCs of remoteness and naturalness through road construction, placement of power poles, and stringing of transmission lines. The result will be a physical RSC change of 6,000 acres (one-third of the SRMA) from a back country classification to a front country classification, as opposed to the no action alternative, which will maintain the current physical RSCs of remoteness and naturalness.

- (2) **Short-Term Direct Impacts.** Short-term direct impacts are likely impacts that will occur from proposed action(s) but will not be long lasting. Usually, short-term impacts are caused during construction and/or implementation of a selected alternative. For example:

Short-Term Direct Effects Analysis: To protect visitor health and safety and reduce interference with construction activities, recreation activities will be disrupted or excluded from portions of the project area during construction of the transmission line and roads.

- b. **Indirect Impacts.** Indirect impacts are reasonably foreseeable effects caused by the proposed action that occur at a different time or place. For example:

Indirect Effects Analysis: Maintaining local tourism revenue for communities in the Blue River Valley was a rationale for designating the Blue River Valley SRMA. The recreation tourism attraction for visitors to the SRMA is the ability to recreate in a scenic, naturally appearing landscape during the day and to enjoy the nearby community amenities afterward. A substantial change in the naturally appearing physical RSC of the SRMA by a large transmission line and road construction will likely reduce visitation and indirectly impact local recreation-based tourism and revenue that supports community businesses and amenities in the Blue River Valley.

2. **Cumulative Impacts.** Cumulative impacts are the aggregate impacts that result from the incremental impact of the proposed action added to other past, present, and reasonable foreseeable future actions, regardless of what agency or person undertakes such other actions. Cumulative impacts can result from individually minor, but collectively significant, actions occurring over an extended period.

Address the cumulative impact of each alternative, and, if feasible, draw a conclusion about each alternative and compare the conclusions against each other. Do not simply restate the direct and indirect impacts of the alternatives. If the proposed action and alternatives will have no direct or indirect effects on a resource, cumulative effects on that resource do not need to be analyzed.

The analysis must consider other BLM actions, other federal actions, and nonfederal (including private) actions (40 CFR 1508.7) that are not part of the proposed set of alternatives. Including assumptions about possible future actions may increase the longevity of the document and expand its value for subsequent tiering to implementation-level planning.

It is recommended that you describe the geographic scope and the timeframe for the cumulative effects analysis. The geographic scope will often be different for each cumulative effects topic. The geographic scope of cumulative effects will often extend beyond the scope of the direct effects, but not beyond the scope of the direct and indirect effects of the proposed action and alternatives. Timeframes, like geographic scope, can vary by resource. Base these timeframes on the duration of the direct and indirect effects of the proposed action and alternatives, rather than the duration of the action itself.

See the “BLM NEPA Web Guide” for more information on cumulative effects analysis.

J. Qualitative and Quantitative Analysis.

The impact analysis must qualitatively discuss and also, to the degree feasible, quantitatively estimate the consequences of proposed decisions on R&VS. The type and quality of existing data determines if impacts can be analyzed qualitatively and/or quantitatively. Where possible, quantify both beneficial and detrimental impacts of each alternative to support conclusions. In the absence of quantitative data, use professional judgment to qualitatively analyze the impacts of each alternative. Figure 31 provides an example of qualitative and quantitative analysis of a proposed action on an SRMA.

Figure 31 – Example Illustrating the Differences between Qualitative and Quantitative Analysis

| | Qualitative Analysis | Quantitative Analysis |
|---------------------|---|--|
| Use/Activity | The targeted recreation activities within the Aloha Springs Mountain SRMA are hunting, fishing, camping, and hiking. They will be impacted by Alternative B due to increase in noise and access points, which most likely will displace the targeted users. | Based on 2010 Recreation Management Information System data, the Aloha Springs Mountain SRMA received an estimated 17,500 visitors, and a visitor study conducted by the University of Idaho in 2009 indicated that 64% of visitors participated in hunting, 48% participated in fishing, 37% participated in camping, and 29% participated in hiking activities. Comments received related to Alternative B indicate that approximately 50% of users will choose to not use the area if motorized use is allowed to increase. |
| RSC | Increased motor vehicle access, as proposed in Alternative B, will cause the physical RSCs of naturalness and remoteness to change over time from the existing back country classification to front country. | Increased motor vehicle access, as proposed in Alternative B, will convert 6,000 acres of back country physical recreation setting classification to front country. |
| Outcome | Alternative B will impact the Aloha Springs Mountain SRMA by displacing the targeted recreation opportunities that emphasize physical exercise and development of outdoor skills and abilities leading to personal, community, and economic benefits, such as improved physical fitness/better health maintenance, lifestyle improvement or maintenance, and increased desirability as a place to live or retire. | Participants in visitor assessments in the Aloha Springs Mountain SRMA report an average 4.5 realization of the targeted experiences and a 4.3 realization of the targeted personal, community, and economic benefits (on a probability scale where 1 equals not realized and 5 equals totally realized). Therefore, changing the physical recreating class and displacing users will affect the BLM's ability to meet the Aloha Springs SRMA objective. |
| SRPs | Commercial special recreation permittees are currently operating for upland hunting. The proposed action of opening the area to motorized vehicles in Alternative B will impact special recreation permittees that offer backcountry hunting opportunities and associated experiences. | In the Aloha Springs Mountain SRMA, the BLM authorizes 8 commercial upland hunting special recreation permittees, averaging 480 visitor use days. This accounts for 15% of the overall visitor use in the SRMA. Comments received from permittees indicate concerns that the proposed action will influence their ability to offer clients a quality backcountry hunting experience. |

1. **Sequential Steps to Analyze Impacts.** Use the following sequential steps to analyze and describe the type and nature of the impacts. While this process is somewhat repetitive, this method ensures accuracy, uniformity, and consistency in describing the impacts and their cause(s).
 - a. Summarize the factors/elements that will cause the impact. For example: This action designates 2,500 acres as limited to designated routes for off-highway vehicle travel.
 - b. Describe the impact qualitatively, including appropriate linkages and consequences of the action. For example: Designating off-highway vehicle routes typically improves vegetation condition outside the routes by eliminating vegetation crushing caused by vehicles.
 - c. Quantify the level of impact (severity) using the appropriate indicator. For example: This will protect 1,000 acres of sagebrush steppe and 1,500 acres of salt desert shrub habitat.
 - d. Describe the context of the impact in relation to the existing condition described in the affected environment, using the appropriate indicator. For example: These 2,500 acres represent 30 percent of the available sagebrush steppe and salt desert shrub habitat in the study area.
 - e. Compare impacts in the action alternatives to the impacts in the no action alternative and the other action alternatives. For example: This will protect 500 more acres of sagebrush steppe and 1,000 more acres of salt desert shrub than the no action alternative.
 - f. Incorporate the big picture. In other words, provide the analytical conclusion interpreting the results, especially when you are unable to quantify the data. For example: Therefore, this will maintain the connectivity between seasonal habitats for mule deer.

K. Quantitative Analysis of Recreation Setting Characteristics.

It may be necessary to quantitatively analyze the broad-scale impacts of LUP alternatives on RSCs. Figures 32 (visually) and 33 (quantitatively) display the impacts of two LUP alternatives on the operational RSC of type of access across a planning area.

Figure 32 – Example of Maps Displaying the Differences between Alternatives A and B for the RSC of Type of Access in a Planning Area

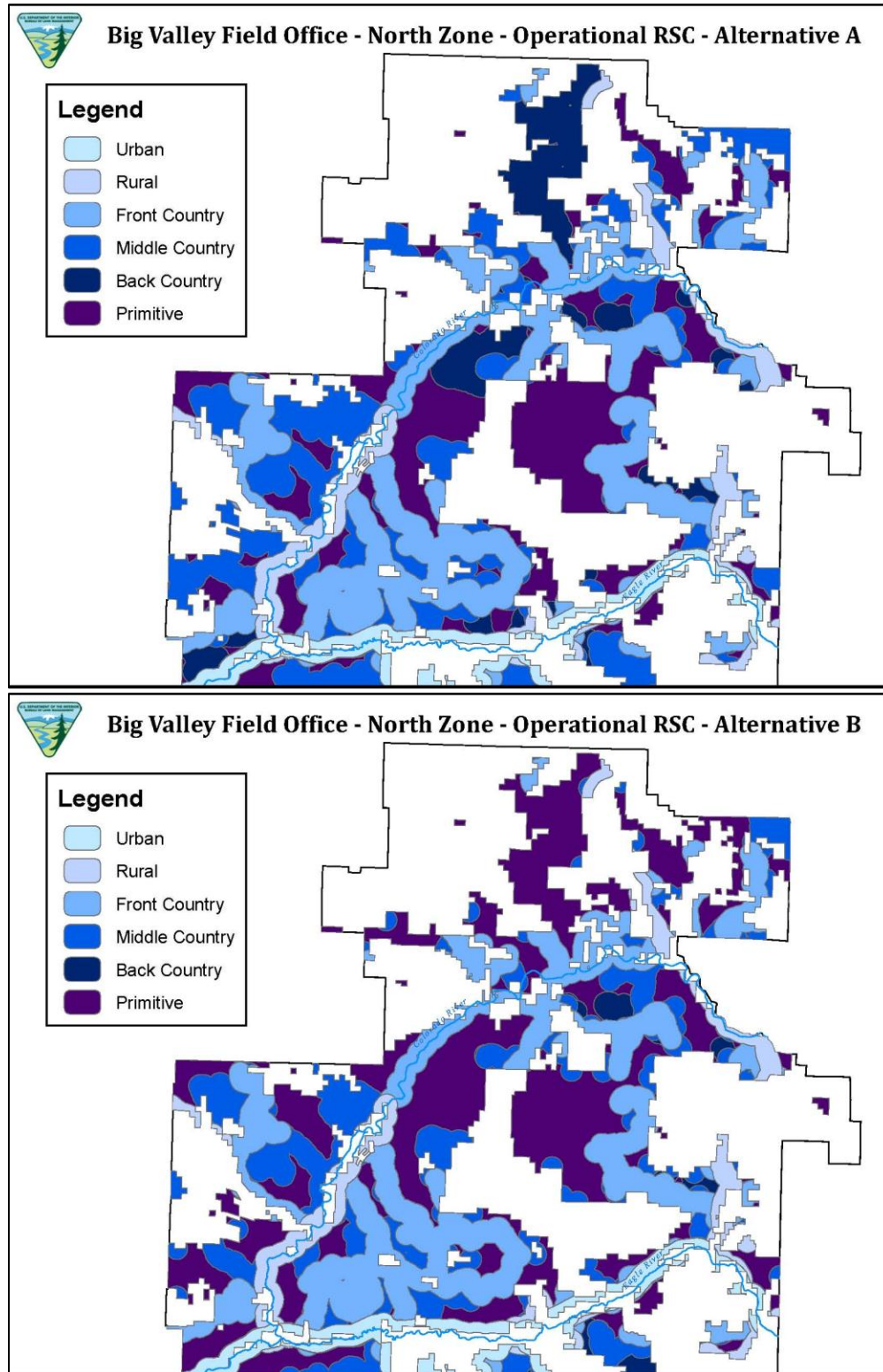


Figure 33 – Example of a Table Displaying the Differences in Acres for the RSC of Type of Access between Alternatives A and B in a Planning Area

| | RSC Classification – Type of Access | | | | | |
|--------------|--|-----------------|-------------------|------------------|--------|--------|
| | Primitive | Back Country | Middle Country | Front Country | Rural | Urban |
| Alt A | 65,731 | 15,854 | 132,808 | 208,602 | 53,634 | 28,885 |
| Alt B | 104,739 | 15,729 | 93,926 | 208,602 | 53,634 | 28,885 |

L. Specific Effects Analysis Considerations for Recreation and Visitor Services.

For each alternative, analyze the effects (including beneficial effects) of proposed R&VS LUP decisions and the effects of proposed LUP decisions by other programs on R&VS.

Considerations for the R&VS analysis should be built around planning decision guidance found in BLM Handbook H-1601-1, “Land Use Planning,” Appendix C, page 15. Considerations and examples of effects analysis for R&VS are provided in Illustration 5.

1. **Analyzing the Effects of the No Action Alternative.** Analyzing and quantifying the existing conditions of the affected resources within the identified geographic scope provides a baseline for impacts analysis. For the no action alternative, describe the consequences as if there were no change in existing management (implementation actions, settings, or outcomes). This analysis should identify any actions that, if continued, are not in compliance with existing laws, regulations, and policy. Continuing to manage every BLM acre as either an SRMA or ERMA is no longer required. For an example, see Illustration 5.
2. **Effects Analysis Considerations for SRMAs.** The effects analysis should recognize that SRMAs are designations where the existing or proposed recreation opportunities and RSCs are acknowledged for their unique value, importance, and/or distinctiveness, especially as compared to other areas used for recreation. SRMAs are managed to protect and enhance a targeted set of activities, experiences, benefits, and desired RSCs. Within SRMAs, R&VS management is recognized as the predominant LUP focus, where specific recreation opportunities and RSCs are managed and protected on a long-term basis. For examples of effects analysis considerations regarding SRMAs, see Illustration 5.
3. **Effects Analysis Considerations for ERMAs.** The effects analysis should recognize that ERMAs are administrative units that require specific management consideration in order to address recreation use, demand, or R&VS program investments. ERMAs are managed to support and sustain principal recreation activities and associated qualities and conditions. Management of ERMAs is commensurate with the management of other resources and resource uses. For examples of effects analysis considerations regarding ERMAs, see Illustration 5.

4. **Effects Analysis Considerations for Lands Not Designated as a Recreation Management Area.** The effects analysis should recognize that public lands not designated as RMAs are managed to meet basic R&VS and resource stewardship needs. Although recreation is not emphasized, recreation activities may occur. Recreation uses that are not in conflict with the primary uses of these lands are allowed. The R&VS program adaptively implements actions as necessary to address basic R&VS and resource stewardship needs. For an example of an effects analysis consideration for land not designated as an RMA, see Illustration 5.

M. Development of the Preferred Alternative.

By evaluating the alternatives in the EIS, the BLM must determine which combination of potential planning decisions contained in the alternatives best meets the multiple-use and sustained yield principles of Section 103(c) of FLPMA (43 U.S.C. 1702(c)). If any one alternative contains the desired combination of potential planning decisions, then that alternative should be identified as the preferred alternative. If the combination of potential planning decisions is drawn from different alternatives, then those potential planning decisions should be compiled into a new alternative (identified as the preferred alternative) and the impacts analyzed accordingly.

N. Publish the Draft Resource Management Plan/Environmental Impact Statement, and Provide a Public Comment Period.

The draft resource management plan (RMP)/EIS describes the purpose and need for the LUP, the affected environment, the alternatives for managing public lands within the planning area (including the preferred alternative), the environmental impacts of those alternatives, and the consultation and coordination in which the BLM engaged in developing the plan. The BLM must provide at least 90 days for the public to comment on the draft RMP (or RMP amendment) and draft EIS. This public comment period officially starts when the Environmental Protection Agency publishes a notice of availability in the Federal Register (43 CFR 1610.2(e)). The BLM also publishes a notice of availability in the Federal Register to provide information about the project, comment period, contact information, and other supplemental information not contained in the Environmental Protection Agency's notice of availability.

O. Responding to Comments.

The R&VS lead evaluates public comments received on the draft LUP/EIS related to the R&VS program. Public comments may be submitted in a variety of forms, including written, electronic, and oral. The BLM must assess and consider all comments received. However, similar or "like" comments, may be grouped for analysis. Although the BLM is not required to write to individual commenters to explain how their comments were addressed, the BLM is required to respond to substantive comments and include the responses in the proposed RMP (or RMP amendment) and final EIS. The BLM responds to public comments by one of the following ways (40 CFR 1503.4(a)):

1. Modifying alternatives, including the proposed action.
2. Developing and evaluating alternatives not previously given serious consideration.
3. Supplementing, improving, or modifying analysis.

4. Making factual corrections.
5. Explaining why comments do not warrant further response, citing the sources, authorities, or reasons that support the agency's position, and, if appropriate, indicating those circumstances that would trigger reappraisal or further response.

P. Prepare and Analyze a Proposed Land Use Plan/Final Environmental Impact Statement.

The proposed LUP/final EIS builds on the draft LUP/draft EIS. The R&VS lead will likely work with the RMP team, cooperating agencies, resource advisory councils, and partners. The proposed RMP/final EIS should clearly display LUP decisions versus implementation decisions and should clearly distinguish between the two types of decisions. See Chapter II, Paragraph D, for more information regarding making LUP decisions and implementation decisions in the same planning effort.

Q. Publish the Notice of Availability for the Proposed Land Use Plan/Final Environmental Impact Statement, Provide a Governor's Consistency Review, Provide a 30-Day Protest Period, and Resolve Protests.

Issuance of the proposed LUP/final EIS officially occurs when the Environmental Protection Agency publishes a notice of availability in the Federal Register. The BLM publishes a notice of availability as well, which contains information about the project, protest period and filing instructions, contact information, and other supplemental information not contained in the Environmental Protection Agency's notice of availability.

1. **Protest Period.** A 30-day public protest period is held after the final EIS/proposed RMP is finished to allow for public input before the decisions are finalized in the record of decision. The R&VS lead may have to help resolve protests. Individuals and entities have 30 days from the publication of the Environmental Protection Agency's notice of availability of the document to file a protest with the BLM Director. The protest period cannot be extended. The BLM must resolve any protests on a proposed RMP (or RMP amendment) and final EIS before issuing a record of decision, and the R&VS lead may have to help resolve protests. A record of decision may be issued on any portion of the proposed RMP not protested, in coordination with the BLM Washington Office.
2. **Governor's Consistency Review.** In addition to a 30-day protest period, the BLM must also provide a 60-day review period to the Governor of the state in which the LUP is being proposed to ensure consistency with state and local plans, policies, and programs. The protest period and the Governor's review period usually occur simultaneously in order to save time. The protest letters and comments from the Governor could result in the need to significantly modify the proposed RMP (amendment)/final EIS. If the change is significant, the BLM must announce the intended changes to the public and provide another 30-day comment period. Without this step, the public would not have an opportunity to understand and respond to the potential change (43 CFR 1610.5-1(b) and 40 CFR 1505.2). The BLM must then respond to the comments as described in Chapter III, Paragraph O.

R. Record of Decision/Approved Land Use Plan.

The record of decision is the final step in the EIS process. The record of decision describes the alternatives analyzed and factors considered in reaching the final decision(s). If the LUP (amendment) makes monitoring and evaluation decisions or adopts mitigation measures, they must be described in the record of decision. The R&VS lead may be asked to (1) identify LUP versus implementation R&VS decisions and (2) document rationale for consideration of RMAs or other recreation program decisions. RMA designation rationale may include:

1. Recognizing unique, important, or distinct recreation values.
2. Meeting recreation demand for recreation opportunities.
3. Maintaining existing or enhancing desired RSCs.
4. Recognizing R&VS program investments.
5. Addressing recreation issues.
6. Resolving use and user conflicts.
7. Compatibility with other resource uses or resource protection needs.

CHAPTER IV – LAND USE PLAN IMPLEMENTATION

A. Land Use Plan Implementation.

Once the LUP has been approved, the BLM initiates implementation of LUP decisions.

Implementation is the foundation of outcomes-focused management because implementation actions (management, administration, information and education, and monitoring) interact with recreation settings to produce recreation opportunities and facilitate outcomes (see Figure 34).

Figure 34 – The Production of Recreation Opportunities and Outcomes



1. **Implementation by Design, Not Default.** Indicators that will be used to define a quality recreation visit for an RMA or RMZ are based on the recreation activities and outcomes included in the RMA objective. The recreation objectives then become the focus of all implementation actions. Implementation actions that focus on achieving the objectives limit unanticipated and unacceptable changes to RSCs or negative affects to recreation opportunities. Implementation actions that do not have a functional purpose should not be undertaken. The need, appropriateness, or relevance of each implementation action must be evaluated by its ability to:
 - a. Support the RMA objective.
 - b. Maintain or enhance desired physical, social, or operational RSCs.
 - c. Comply with allowable uses and management action decisions identified in the LUP.
 - d. Support LUP decisions where SRPs will be issued, and/or mitigate visitor health and safety issues, recreation impacts on natural and cultural resources, and use or user conflicts.

B. Types of Recreation Management Actions.

Implementation decisions result in rules and regulations that can be categorized according to the directness with which they impact visitor behavior, visitor use, recreation participation, and ultimately the visitors' desired recreational experience.

1. **Recreation Management Actions that Indirectly Impact Visitors.** These actions are more light-handed and subtle; designed to influence or modify visitor decisions, behavior, and use; and retain the visitor’s freedom to choose.
2. **Recreation Management Actions that Directly Impact Visitors.** These actions are more heavy-handed and overt, designed to control visitor behavior and land uses, and restrict the choices of visitors (see Figure 35).

Figure 35 – Types of Recreation Management Actions Applied During LUP Implementation.

| | |
|---|---|
| DIRECT RECREATION MANAGEMENT ACTIONS | <ul style="list-style-type: none"> • Require SRPs in special areas. • Assign campsites through a reservation system. • Limit the size of camping groups or number of vehicles. • Close the area to dogs. |
| INDIRECT RECREATION MANAGEMENT ACTIONS | <ul style="list-style-type: none"> • Provide self-registration stations at trailheads. • Make campsites available on a first-come basis. • Promote Leave-No-Trace camping ethics. • Identify locations for dogs to run off leash. |

(Adapted from Manning 2010)

Even though recreation management actions are discussed in terms of being indirect or direct, the range of possible recreation management strategies is really a continuum (i.e., operational RSCs within the RSC Matrix). Recreation managers must remember that recreation management actions are perceived differently in different recreation settings (primitive to urban), and particular recreation management actions may be more accepted in certain recreation settings. Managers must evaluate the application of all types of recreation management actions because the types of visitor management controls applied affect the visitor’s experience in different ways.

Some recreation regulations are usually necessary, and most recreation areas apply a mix of types of recreation actions. Indirect recreation management actions that are more light-handed are typically less controversial and usually favored by visitors. Direct recreation management actions, such as limiting use, prohibiting camping or restricting pets, are often very controversial. An adaptive recreation management strategy is one solution that may be used where indirect types of recreation management actions are applied first, with the understanding that if RMA objective indicators are still not being achieved, more direct types of recreation actions will then be implemented.

Many indirect recreation management actions (e.g., visitor services) are not LUP-level decisions and can be applied as needed during implementation. Many direct recreation management actions (e.g., visitor use limitations or restrictions) are LUP-level decisions.

In summary, considerations for the types of recreation management actions to apply include:

- a. The appropriate amount of change or control of visitor behavior that is needed to provide for visitor safety, mitigate recreation conflicts, and protect natural and cultural resources.
- b. The effectiveness of helping achieve recreation objectives and desired RSCs.
- c. Staffing and management costs impacting the ability to implement the action.
- d. Public support of recreation management actions.

C. Recreation Management.

Recreation management is defined as on-the-ground management of resources, visitors, and facilities, including the regulation of other resource program actions that impact recreation opportunities and recreation settings. Subsequent recreation management can involve RAMPs and project plans. These implementation-level plans are completed, as necessary, to implement the decisions in the LUP.

If an LUP- or implementation-level decision will cause impacts that hinder the achievement of the LUP's R&VS objectives, then those impacts should be mitigated. Impacts should be avoided and minimized to the greatest extent possible. If residual impacts remain after avoidance and minimization measures, compensatory mitigation should be required (40 CFR 1508.20).

Compensatory mitigation should take a regional approach and include actions that will achieve the greatest benefit to R&VS, regardless of proximity to the impact and/or land ownership (see BLM Draft Manual Section 1794, "Regional Mitigation").

1. **Recreation Area Management Plan.** RMAs with complex implementation issues may require a subsequent RAMP to: (1) address implementation issues not addressed in an LUP or (2) provide specific direction for on-the-ground implementation of the LUP over a discrete management unit. RAMPs should address actions, roles, and responsibilities for the BLM and, perhaps, other collaborating community recreation-tourism providers who affect RSCs or the kinds of recreation opportunities being produced. They also may include other actions necessary to achieve interdisciplinary LUP objectives. RAMPs may be developed for an RMA, multiple RMAs, or areas with connected recreation actions. RAMPs may precede project plans.

- a. **General RAMP Document Format.** BLM recreation planning guidance affords the outdoor recreation planner considerable discretion in developing the format of a RAMP. While the general format of a RAMP is not rigidly defined, all RAMPs must address the four implementation categories—management, administration, information and education, and monitoring—as outlined in BLM Handbook H-1601-1, “Land Use Planning,” Appendix C.
- b. **Sample RAMP Format.**
 - (1) **Section 1 – Introduction.**
 - (a) Executive summary.
 - (b) Purpose of the RAMP.
 - (c) Relationship to other documents (e.g., LUP management direction, policy documents).
 - (d) Area overview (e.g., resources, topography, land ownership, planning issues, opportunities).
 - (e) Objectives. Note: RAMPs may have objectives. However, at this level of planning, they are classified as implementation objectives (see Figure 36). Implementation objectives support and are tiered to LUP decisions and RMA objectives. While LUP objectives are broader in scope, implementation objectives describe how RMA objectives will be achieved within the parameters established in the LUP. Implementation objectives are more site-specific and usually begin with a strong action verb, such as provide, build, perform, manage, maintain, develop, create, or evaluate.

Figure 36 – Examples of Implementation Objectives

Land Use Plan Objective for the Salmon Lake ERMA: Through the life of the plan, the Salmon Lake ERMA offers visitors the opportunity to participate in fishing and boating in an area where the existing natural physical character of the lakeshore is modified only by a few new recreation developments.

Implementation Plan Objectives for the Salmon Lake ERMA

Management Objective: By 2014, develop a project plan that includes a boat launch, parking area, and fish cleaning station at the Eastside Campground with “Fishing is Fun” funding.

Administration Objectives: Within 6 months of plan approval, develop and publish supplementary rules that describe conditions of use, including hours of operation, prohibition of target shooting, and penalties for noncompliance.

Once recreation sites are developed, evaluate recreation sites to determine if appropriate fees are charged in accordance with the Federal Lands Recreation Enhancement Act.

Information and Education Objective: By 2016, develop an information and education plan with the state game and fish office that targets local elementary and middle schools, girl and boy scouts, and similar youth organizations, regarding the fishing opportunities available at Salmon Lake.

Monitoring Objective: Within 3 months of plan approval, coordinate with local law enforcement agencies (e.g., BLM, county sheriff, USFS, local game and fish department) to develop a monitoring strategy for the peak seasons to ensure compliance with supplementary rules and regulations.

(2) Section 2 - Management.

- (a) Commitment of resources.
- (b) Services to be offered to visitors.
- (c) Concessions.
- (d) Development of facilities (e.g., developed recreation sites, roads and trails, trailheads).
- (e) Access.
- (f) Visitor health and safety.
- (g) Other management requirements.

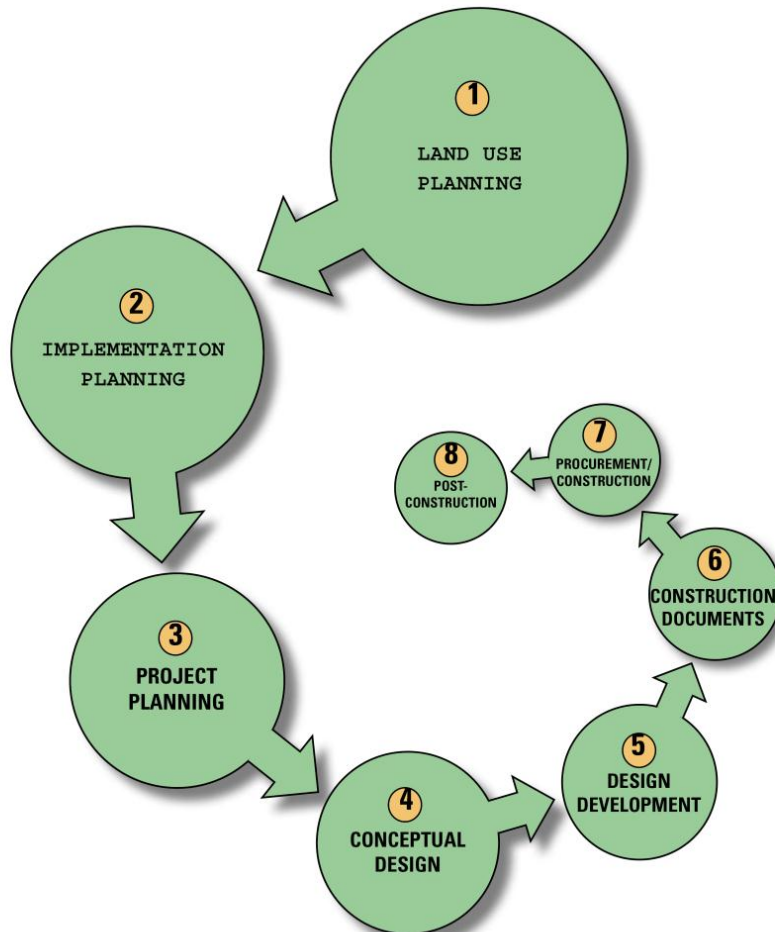
(3) Section 3 – Administration (Regulatory Actions).

- (a) Implementation of allocation systems.
- (b) Permits/permit systems.

- (c) Fees.
 - (d) Use restrictions.
 - (e) Partnership agreements.
 - (f) Business plans or fiscal accountability systems.
 - (g) Data management protocols.
 - (h) Timelines.
 - (i) Priorities for implementation.
 - (j) Cost estimates of implementation projects.
- (4) **Section 4 - Information and Education.**
- (a) Map and brochure development.
 - (b) Website development.
 - (c) Outreach efforts.
 - (d) Marketing.
 - (e) Events.
 - (f) Interpretation.
 - (g) Environmental education.
 - (h) Sign placement.
 - (i) Other visitor information delivery services.
- (5) **Section 5 - Monitoring (Recreation Resources and Human Use).**
- (a) Visitor use and use patterns.
 - (b) Recreation-caused resource effects or impacts.
 - (c) Law enforcement role.
 - (d) Visitor satisfaction and demand.

- (e) Effectiveness or attainment of outcomes-focused management objectives, RSCs, standards, and indicators.
2. **Project Plan.** Project plans identify the site and facility design requirements for construction. A field office may conduct site-specific planning and NEPA analysis on a project-by-project basis. Project-specific implementation planning and NEPA analysis must be tiered to the LUP and support RMA objectives.
 3. **Implementation Planning and Design Process.** The planning and design process is a systematic sequence of planning, design, and construction steps that, when followed, will produce a quality facility. See Figure 37 for an illustration of the planning and design process. It is imperative that an interdisciplinary team is involved throughout the planning and design process, and it should include resource specialists, partner organizations, user groups, and other interested parties. For a detailed description and examples of the BLM’s planning and design process, refer to “BLM Guidelines for a Quality Built Environment,” published in December 2010. The purpose of using these guidelines is to help ensure all BLM facilities meet the same high standard and the needs of visitors.

Figure 37 – Planning and Design Process



D. Recreation Administration.

Recreation administration consists of regulatory actions and the implementation of allocation systems, permits, fees, use restrictions, and partnership agreements, as well as business plans or fiscal accountability systems and data management protocols. Recreation administration also involves environmental analysis to comply with NEPA.

1. **Permits and Fees.** The BLM's recreation permit and fee policy is outlined in BLM Manual 2930, "Recreation Permits and Fees," and is further discussed in BLM Handbook H-2930-1, "Recreation Permit Administration." The objectives of the BLM's recreation permit and fee policy are to:
 - a. Standardize administrative procedures for the issuance and management of recreation permits, and be as consistent as possible with other federal agency policies.
 - b. Manage permits, recreation fees, and commercial services in a way that is business oriented, efficient, and accountable.
 - c. Establish a permit and fee program that supports the emphasis of resource-dependent recreation opportunities, while responding to demonstrated needs for recreation programs and facility development that protect resource values and public health and safety.
 - d. Establish a permit and fee program that provides needed public services and satisfies recreation demand within allowable use levels, while minimizing user conflicts and protecting and enhancing public lands, recreation opportunities, and sustainable and healthy ecosystems. This includes maintaining recreation programs and facilities with a standard that protects the resource, the public, and their investment and that fosters pride of public ownership.
 - e. Ensure that recreational users assume an appropriate share of the cost of maintaining recreation programs and facilities and protecting the resources, by establishing and assessing equitable fees at appropriate facilities and for certain uses of the public lands.
 - f. Ensure that the United States is provided a fair return for commercial recreational use of the public lands. (This does not mean maximizing revenue.).
 - g. Issue recreation permits in an equitable manner for specific recreational uses of the public lands and related waters as a means to manage visitor use; provide for visitor health, safety, and enjoyment; minimize adverse resource impacts; and provide for private and commercial recreation use according to limits or allocations established through the BLM planning system.

- h. Ensure that recreation permits are specifically addressed in land use planning. This includes identifying both the types of recreation permits and activities that support the management objectives for each RMA and RMZ, as well as identifying recreational events and activities that will not be permitted. The foundation for recreation permitting decisions in an LUP is an outcomes-focused management approach as outlined in “A Unified Strategy to Implement ‘BLM’s Priorities for Recreation and Visitor Services’ Workplan.”
2. **Allocation Systems.** One of the key implementation actions available to recreation planners to manage recreation settings are the wide variety of recreation use allocation systems. Recreation use allocation is defined as the deliberate distribution of recreation use opportunities. The BLM’s allocation goals are to maximize opportunities, experiences, and allowable uses within established objectives and to minimize resource impacts and user conflicts. Approaches for allocation include, but are not limited to, historic use, even split, freedom of choice, temporal and/or spatial zoning, permit lottery, etc. Decisions on whether to make use of a particular allocation system should be based on whether the allocation system has a direct relationship to the setting objectives identified in either the LUP or specific area management plans. That is, land managers should be able to show that the implementation of a particular allocation system will help achieve and maintain the desired recreation setting and opportunities and be able to facilitate targeted outcomes. Adaptive management principles should play a key role in any decision to implement an allocation system. If monitoring shows a particular allocation system is not working as intended, outdoor recreation planners should be responsive and make adjustments in a timely manner. Allocation systems may be used to manage the identified visitor capacity of national scenic and historic trails and wild and scenic rivers, as required by statute.
 - a. **Special Recreation Permits.** A key part of recreation use allocation is the issuance of SRPs. While SRPs are required for all commercial service providers operating on public lands and waters, the BLM has the discretionary authority to deny a permit for reasons which include if a particular permit would (1) negatively impact the recreation setting or (2) increase conflicts with other SRPs and individual users. The BLM can also deny a permit if (1) the field office does not have the ability to administer and monitor SRPs and visitor use or (2) it can be shown there is little to no public demand for services. Managers should conduct needs assessments to analyze these factors and make determinations regarding the type and level of SRPs needed in particular areas that will help achieve the recreational setting goals and objectives. Managers are encouraged to make use of programmatic EAs, completed in conjunction with outfitter needs assessments, to streamline the decisionmaking process pertaining to the issuance of SRPs and to support the rationale for denying SRPs where appropriate.
 3. **Use Restrictions and Supplementary Rules.** Supplementary rules are used to support objectives of 43 CFR 8365, “Rules of Conduct,” for the protection of public lands and resources and for the protection, comfort, and well-being of the public in its use of recreation areas, sites, and facilities on public lands. Supplementary rules may not duplicate or conflict with these or other federal regulations.

Supplementary rules may be proposed in circumstances in which existing regulations are not sufficient to manage resource use conflicts or to protect resources and may also be needed to implement decisions in RMPs or other planning documents. Procedures for establishing supplementary rules can be found in 43 CFR 8365.1-6 (as permitted by Section 310 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1740)).

Assistance for developing supplementary rules is available from the Washington Office Division of Regulatory Affairs. See <http://web.blm.gov/wo600/regulations/rulemaking.php>.

4. **Partnerships and Collaboration.** Collaboration is a process in which interested people work together to seek solutions. A partnership is an agreement between two or more entities, created to achieve or to assist in reaching a common goal. Partnerships may involve one organization using another's unique abilities, equipment, or services, or it may be a sharing of resources (e.g., money, time, knowledge, equipment, etc.) to accomplish short- or long-term objectives for one or all of the participating partners.
 - a. The authorities for collaboration include:
 - (1) Federal Land Policy and Management Act, Section 309 (43 U.S.C. 1739), regarding establishment, membership, and operation of advisory councils.
 - (2) Executive Order 13352, "Facilitation of Cooperative Conservation" (August 26, 2004), which has a purpose of ensuring agencies "...implement laws relating to the environment and natural resources in a manner that promotes cooperative conservation, with an emphasis on appropriate inclusion of local participation in Federal decisionmaking, in accordance with their respective agency missions, policies, and regulations."
 - (3) The "Office of Management and Budget and President's Council on Environmental Quality Memorandum on Environmental Conflict Resolution" (November 2005), which further directs agencies to increase the effective use of environmental conflict resolution and to build institutional capacity for collaborative problemsolving.
 - (4) BLM Handbook H-1601-1, "Land-Use Planning" (March 11, 2005), which describes the legal authorities for public involvement and collaborative work.
 - (5) The National Environmental Policy Act, Section 101.
 - (6) The Department of the Interior's Environmental Statement Memorandum No. ESM03-4, "Procedures for Implementing Public Participation and Community-Based Training."
 - (7) The Department of the Interior's Environmental Statement Memorandum No. ESM03-7, "Procedures for Implementing Consensus-Based Management in Agency Planning and Operations."

- (8) BLM Instruction Memorandum No. 2005-237, “New Department of the Interior Requirements; Use and Further Distribution of A Desk Guide to Cooperating Agency Relationships.”

b. Consider collaboration with partners if:

- (1) The problem is beyond the ability of a single individual or group to handle.
- (2) The issues are appropriate. For example:
 - The identified problem is not so controversial or divisive that stakeholders cannot at least reasonably discuss it in the current circumstances.
 - There is general agreement both about the nature of the problem and the means of solution, but for some reason the needed actions have not been taken.
 - There is general agreement that a problem exists, but there are uncertainties or differences of opinion about how it should be addressed.
 - Although dialogue and debate are critical to the collaborative process, it is also important that the group takes constructive action, rather than just focus on the verbal discussions.
- (3) The time is right. For example:
 - Certain events can generate a need for collaborative action (e.g., required revision of an RMP).
 - An issue that was too sensitive to handle in the past finally becomes ripe for collaborative problemsolving; or a skilled facilitator or mediator can be brought in to deal with contentious issues.
 - A new, shared concern can bring people together.
 - Changes in government policies, changes in community or organizational leadership, and demographic shifts in the community may open the doors for collaboration.
- (4) Most or all key people/organizations are willing to come to the table.

5. **Environmental Assessment of Proposed Actions.** Implementation actions proposed by other programs or project proponents could impact R&VS objectives or management strategies. Consider the following while evaluating proposed actions:

- a. Ensure that the proposed action answers the who, what, when, where, why, and how questions. The proposed action can be fully evaluated when it is complete.
- b. Consider the entire action area, including all areas to be affected directly or indirectly by the proposed action, not just the immediate area involved in the proposed action.
- c. Consider potential interdependent and interrelated activities that are part of the larger action under consideration (e.g., gravel source or asphalt paving facilities that will be necessary to support highway construction).

- d. The R&VS analysis should evaluate the:
 - (1) Proximity of the action to recreation use and facilities.
 - (2) Type of effects (direct, indirect, and cumulative).
 - (3) Timing of effects.
 - (4) Duration of effects.
 - (5) Frequency of effects.
 - (6) Intensity of effects.
 - (7) Severity of effects.
 - e. Many proposed actions are complex, so deconstructing them into constituent parts can make the analysis easier.
 - f. Connect the facts to the conclusions by using the “because” connection. For example, “There is an estimated loss of 2 miles of horseback riding/hiking trail in Garrett Gulch because of the placement of the highway right-of-way corridor.
 - g. Applicable RSCs should be used to help evaluate and, when possible, quantify the impacts to LUP-level R&VS decisions (e.g., the targeted recreation activities, experiences and benefits, or RSCs).
 - h. Propose design features and/or mitigation measures based on reducing the impacts to the LUP-level R&VS decisions.
 - i. If an impact to the LUP-level R&VS decision is recognized as part of the EA analysis, the authorized officer must document the rationale for approving the action, with the known impacts to LUP-level R&VS decisions in the decision record.
 - (1) The direct, indirect, and/or cumulative impact to the LUP-level R&VS decisions.
 - (2) The rationale for approving the action with the known impacts to LUP-level R&VS decisions.
6. **Land Use Plan Amendments.** Plan amendments (see 43 CFR 1610.5-5) change one or more of the terms, conditions, or decisions of an approved LUP. The BLM regulations in 43 CFR 1600 and the NEPA process detailed in the Council on Environmental Quality regulations in 40 CFR 1500 guide preparation of plan amendments.
- a. Plan amendments are most often prompted by the need to:
 - (1) Consider a proposal or action that does not conform to the LUP.

- (2) Implement new or revised policy that changes LUP decisions.
 - (3) Respond to new, intensified, or changed uses on BLM lands.
 - (4) Consider significant new information from resource assessments, monitoring, or scientific studies that require changing LUP decisions.
- b. Monitoring data should be used to support LUP amendments. R&VS amendments may include:
- (1) The designation of a new RMA or elimination of an existing RMA.
 - (2) Changes to existing RMA boundaries.
 - (3) Amending RMA outcome objectives.
 - (4) Amending LUP-level allowable uses and management actions.
 - (5) Establishing management actions and allowable uses to control resource damage, address use/user conflicts, and provide for visitor health and safety.

E. Information and Education.

Information and education efforts tell the BLM's customers what kinds of recreation opportunities are available, how to find them, and how these opportunities can be enjoyed responsibly and sustainably. This category of implementation actions includes outreach efforts, promotion, interpretation, environmental education, and other visitor services. Products include maps, brochures, websites, signs, and other visitor information delivery services.

1. Maps, Brochures, Websites, and Other Visitor Information Delivery Services.

Calibrate the message for the intended audience, and then select the appropriate media. Examples of appropriate media may include signs, kiosks, brochures, websites, and social media. For example, when promoting recreational areas or opportunities targeted to attract local communities, it may be more appropriate to use onsite kiosks, whereas nationally distributed magazines may be more appropriate to attract and serve international visitors.

- a. The information and education section must support the RMA objective. The objective will help the outdoor recreation planner design an appropriate information and education strategy that may address such issues as:
- (1) Whether an RMA will be actively promoted or simply identified.
 - (2) Whether information or education efforts will occur onsite or offsite.
 - (3) Whether signs or facilities are needed and where they are needed.
 - (4) Whether the information provided will direct users to specific locations.

- b. In ERMAs, recreation is managed commensurately with other resources and uses. This means that recreation outreach messages must be designed and delivered in ways sensitive to and compatible with the needs of the commensurate resources.

2. **Interpretation and Environmental Education.** Information and environmental education programs are crucial to successfully implement recreation decisions adopted in the LUP. From a visitor’s perspective, an information and environmental education strategy helps visitors make better recreational choices by matching them with the appropriate areas, allowing realization of the high-quality experiences they seek. From a field manager’s perspective, effective information and education efforts help sustain the character of the recreation settings and deliver the desired recreation opportunities.

Developing an information and education plan for RMAs should be considered on a case-by-case basis. Work closely with field office staff, local tourism offices, local chambers of commerce, and external affairs to develop an information and environmental education plan tailored to the requirements of specific RMAs. Consider the following when developing an information and environmental education plan:

- a. Determine what the public wants to know (e.g., access, maps, facilities, points of interest).
- b. Determine what else the public needs to know (e.g., safety, hazards, restrictions, rules, ethics, tolerance for other users, emergency contacts).
- c. Identify your target audience (e.g., local, regional, national, international).
- d. Design the information and environmental education program so that it matches the target audience with the available recreation opportunities.

F. Monitoring.

Outcomes-focused management requires the R&VS program to have a foundation in recreation science by making an investment in recreation monitoring and relying less on intuition and personal judgment.

1. **Land Use Plan-Level Monitoring.** The regulations in 43 CFR 1610.4-9 require that LUPs establish intervals and standards for monitoring and evaluations, based on the sensitivity of the resource decisions involved. LUP monitoring (effectiveness monitoring) is the process of collecting data and information in order to determine whether or not desired outcomes (expressed as goals and objectives in the LUP) are being met (or progress is being made toward meeting them) as the allowable uses and management actions are being implemented. In BLM Handbook H-1601-1, “Land Use Planning,” each resource program identifies LUP-level decisions. The use of R&VS effectiveness monitoring ensures that implementation actions are helping achieve the R&VS objectives identified in the LUP.

2. **Monitoring the Attainment of Outcomes-Focused Management Objectives.** R&VS outcomes-focused management objectives should be monitored on a regular schedule. Monitoring ensures the long-term ability of the BLM to offer quality recreation opportunities. RMA outcomes and objectives should be monitored through periodic visitor assessments (e.g., informal interviews, focus group surveys, and visitor surveys). The evaluation of the monitoring data should make conclusions about the visitor's ability to realize RMA recreation opportunities.

Achieving the standards set by R&VS objectives may take time based on the extent of change needed to create the desired RSC and the ability to complete key implementation actions. Monitoring R&VS objectives will not provide viable feedback until there has been substantial progress made through implementation actions to create the desired RSCs. If monitoring indicates that the participants in the primary activity are not achieving the targeted outcomes due to conflicts with other recreation activities, then activities that are not compatible with the targeted recreation activities may need to be constrained or eliminated.

The benefit of writing objectives in the format identified in Chapter II, Paragraph A2, is that they then encompass the standards and indicators used to monitor the realization of the outcomes. Indicators are what will be measured, and standards are the measures of achievement or permissible conditions allowed. For example, using the SRMA objective in Figure 38, the indicators include the targeted activities, experiences, and benefits, and the standard is “an average 4.0 realization of the targeted experiences and benefits.”

One benefit of writing objectives in this format is that the activities, experiences, and benefits are used to monitor the realization of the outcomes and achievement of the SRMA objectives.

Figure 38 - Indicators and Standards in an Outcome-Based Objective for an SRMA

| Within the Black Mountain SRMA, by the year 2015 and thereafter, participants in recreation assessments will report an average 4.0 realization of the targeted experiences and benefits (4.0 on a probability scale, where 1.0 equals not realized and 5 equals totally realized). | | |
|--|--|--|
| Activities | Experiences | Benefits |
| <ul style="list-style-type: none"> • Mountain Biking • Camping | <ul style="list-style-type: none"> • Releasing or reducing mental tension • Enjoying frequent access to outdoor physical activity • Developing skills and abilities • For the challenge or sport | <p>Personal:</p> <ul style="list-style-type: none"> • Improved physical fitness/better health maintenance • Restored mind from stress/tension/anxiety • Improved outdoor recreation skills • Living a more outdoor-oriented lifestyle • Improved balance of work and play <p>Community/Social:</p> <ul style="list-style-type: none"> • Lifestyle improvement or maintenance <p>Environmental:</p> <ul style="list-style-type: none"> • Preserve the special landscape character of this place <p>Economic:</p> <ul style="list-style-type: none"> • Greater value-added local services • Increased desirability as a place to live or retire |

3. **Monitoring Recreation Setting Characteristics.** Impacts on physical and social RSCs are inevitable consequences of human use of BLM lands. Monitoring ensures the long-term protection of RSCs. The primary emphasis of monitoring recreation settings should be on achieving or maintaining the desired RSCs. The desired physical, social, and operational RSCs of SRMAs and the qualities and conditions identified for ERMAs ensure recreation use and other land uses are consistent with RMA management focus and are maintained at acceptable levels. While visitor capacity and land use limitations may not be initially implemented, a good monitoring strategy (e.g., limits of acceptable change strategy) alerts managers to unacceptable changes/trends over time so managers can enact proactive implementation actions to protect RSCs.

The monitoring strategy for recreation settings should focus on the specific RSCs (indicators) and their respective RSC descriptions (standards) that serve to define the "limit of acceptable change." These indicators and standards are found in the LUP and can be in narrative form, matrix form, or mapped (see Chapter II, Paragraph B). Since it may not be feasible to measure the condition of and change in all RSCs, the most determinative or influential RSCs should be monitored. Monitoring recreation settings can be performed by BLM staff, volunteers, or even permittees. Illustration 6 provides examples of monitoring forms for social RSCs.

4. **Implementation Monitoring.** Implementation monitoring from a planning prospective is the process of tracking and documenting the execution (i.e., was it done?) of LUP-level management actions and allowable use decisions and subsequent implementation decisions. This report is often done annually. The report should document which R&VS implementation actions were completed and the further actions needed to continue implementing LUP decisions.
5. **Monitoring the Effectiveness of Recreation Implementation Actions.** Monitoring R&VS implementation actions and the effectiveness of those actions (i.e., did it do what was expected?) are critical in determining if the action is helping achieve the RMA objective and desired RSCs. Make sure all implementation actions are designed and implemented with the intent of maintaining and/or achieving the desired RSCs.
6. **Monitoring Visitor Use and Use Patterns.** Monitoring visitor use and use patterns involves collecting and evaluating site inventory and condition data to establish a baseline or to identify trends in visitor use and visitor impacts over time. This information is useful in visitor use management and to reduce or mitigate resource impacts of recreation use.
7. **Recreation Management Processes are Adaptive.** Simply put, adaptive recreation management is not possible without effective monitoring because monitoring data show if progress is being made toward achieving LUP objectives. Since accrued monitoring data and evaluation are used to improve future implementation actions, monitoring is continual and never complete. The cyclic process generally includes four phases: planning, implementation, monitoring, and evaluation.

Adaptive recreation management under outcomes-focused management is a structured, iterative process for continually improving implementation actions, recreation practices, and recreation policies, based on monitoring the visitor's realization of the clearly defined R&VS objectives established in the LUP. Monitoring is used to determine if implementation actions and desired recreation settings are helping visitors that participate in the primary activities realize the targeted outcomes. If not, implementation changes are made that will best ensure that recreation opportunities are available and outcomes are realized, met, or reevaluated.

8. **Monitoring Plans.** A recreation monitoring strategy should be developed that identifies such items as indicators, standards, protocols, frequency, documentation, who does the monitoring, and estimated costs. Monitoring plans can also outline the implementation actions that will be performed if the standards are not met. Monitoring plans do not need to be complex documents. Illustration 7 provides an example of a monitoring strategy.

Glossary of Terms and Acronyms

Following are definitions of terms used in this handbook and in BLM Manual 8320, “Planning for Recreation and Visitor Services.” Also, see definitions of terms used in Section 103 of the Federal Land Policy and Management Act and the planning regulations in 43 CFR 1601.0-5; this glossary does not supersede those definitions or those in other laws and regulations.

-A-

activity-based management: Management that focuses on providing activities and the ability of users to engage in desired activities.

-B-

benefits: The result of a satisfying recreation experience that leads to (1) an improved condition or (2) maintenance of a desired condition. These accrue from recreation participation, may be both short and long term, and may be realized onsite and offsite.

benefits-based management: A recreation and resource planning and management system used by managers and their collaborating partners to assure an array of benefit opportunities are being provided and to target and facilitate the realization of one or more specific types of benefits desired. Benefits-based management is one specialized application of the beneficial outcomes approach to leisure.

-D-

designation: The act of indicating or identifying. This may be accomplished in various ways, including Public Law (e.g., wilderness areas), Presidential proclamation (e.g., national monuments), or by administrative action through Secretarial designation or the land use plan. Recreation management areas are designated through the land use plan.

desired recreation setting characteristics: A description of the physical, social, and operational characteristics that define a recreation management area’s function and condition in the future. The desired recreation setting characteristics may currently exist and be maintained, or they may be a target towards which the management of the recreation management area or recreation management zone is directed, requiring years to reach.

-E-

experience-based management: Management that focuses on the demand for opportunities to realize desired experiences as well as desired activities.

extensive recreation management area: An administrative unit that requires specific management consideration in order to address recreation use, demand, or recreation and visitor services program investments.

-G-

goal: A broad statement of a desired outcome. Goals are usually not quantifiable and may not have established timeframes for achievement.

-I-

implementation plan: A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies best management practices to meet land use planning objectives. Implementation plans are synonymous with activity plans. Examples of implementation plans include interdisciplinary management plans, travel and transportation management plans, habitat management plans, recreation area management plans, recreation project plans, coordinated resource management plans, and allotment management plans.

implementation plan decisions: Decisions that take action to implement land use plan decisions; generally appealable to the Interior Board of Land Appeals under 43 CFR 4.410.

-L-

land use allocation: The identification in a land use plan of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the planning area, based on desired future conditions.

-O-

objective: Specific desired outcomes for resources. Objectives are usually quantifiable and measurable and may have established timeframes for achievement (as appropriate).

outcomes-focused management: An approach to park and recreation management that focuses on the positive outcomes of engaging in recreational experiences. Outcomes are categorized as individual, social, economic, and environmental.

-P-

project plans: Project plans identify the location of facilities or other development within the site and address the design requirements for the survey and design phase for construction.

protestable decision: Planning decisions made in land use plans or plan amendments that have no immediate on-the-ground impact. These decisions are not finalized in a record of decision until any protests received are resolved. Protests of these decisions are made to the BLM Director.

-Q-

qualities and conditions: Management of extensive recreation management areas is commensurate with the management of other resources and resource uses. Qualities and conditions refer to the interdisciplinary state of the area with regard to its appearance, administrative or managerial working order, or the general environment that becomes the focus of recreation and visitor services management within the area. Examples include maintaining existing recreation infrastructure, providing basic visitor services, cooperative management with community partners, or maintaining existing landscape conditions.

-R-

recreation: Use of leisure time to freely engage in activities in a variety of settings that provide personal satisfaction and enjoyment and contribute to the renewal and refreshment of one's body, mind, and/or spirit.

recreation area management plan: Identifies the specific recreation implementation actions to be taken to realize the decisions made in the land use plan, including specific recreation permitting or use allocation decisions. The plan must address the four components of implementation: management, administration, information and education, and monitoring.

recreation experiences: Immediate states of mind resulting from participation in recreation opportunities that result in benefits.

recreation management zone: A subdivision of a recreation management area that further delineates specific recreation opportunities and recreation setting characteristics.

recreation opportunities: The ability to participate in recreation activities that facilitate experiences and benefits within a specific geographic area.

recreation opportunity spectrum: A widely used planning and management framework for classifying and defining recreation opportunity environments ranging from the primitive to the urban. This continuum recognizes variation among the components of any landscape's physical, social, and operational attributes.

recreation resources: Landscape characteristics found within an area that may include natural or cultural features, constructed facilities, and infrastructure.

recreation settings: The collective distinguishing attributes (recreation setting characteristics) of a landscape.

recreation setting characteristic: Derived from the recreation opportunity spectrum, these characteristics are categorized as physical, social, and operational components and are further subdivided into specific characteristics (attributes). These characteristics are categorized across a spectrum of classes that describe a range of qualities and conditions of a recreation setting, for example primitive to urban.

-S-

special recreation management area: An administrative unit where the existing or proposed recreation opportunities and recreation setting characteristics are recognized for their unique value, importance, or distinctiveness, especially compared to other areas used for recreation.

stakeholder: A person, group, or organization that has an interest or concern. Stakeholders can affect or be affected by an organization's actions, objectives, or policies.

-V-

visitor capacity: The maximum amounts and types of visitor use that an area can accommodate while sustaining desired resource conditions and visitor experiences.

visual resource management: The inventory and planning actions taken to identify visual values and to establish objectives for managing those values; and the management actions taken to achieve the visual management objectives.

Illustration 1 – Evaluating Potential Recreation Management Areas

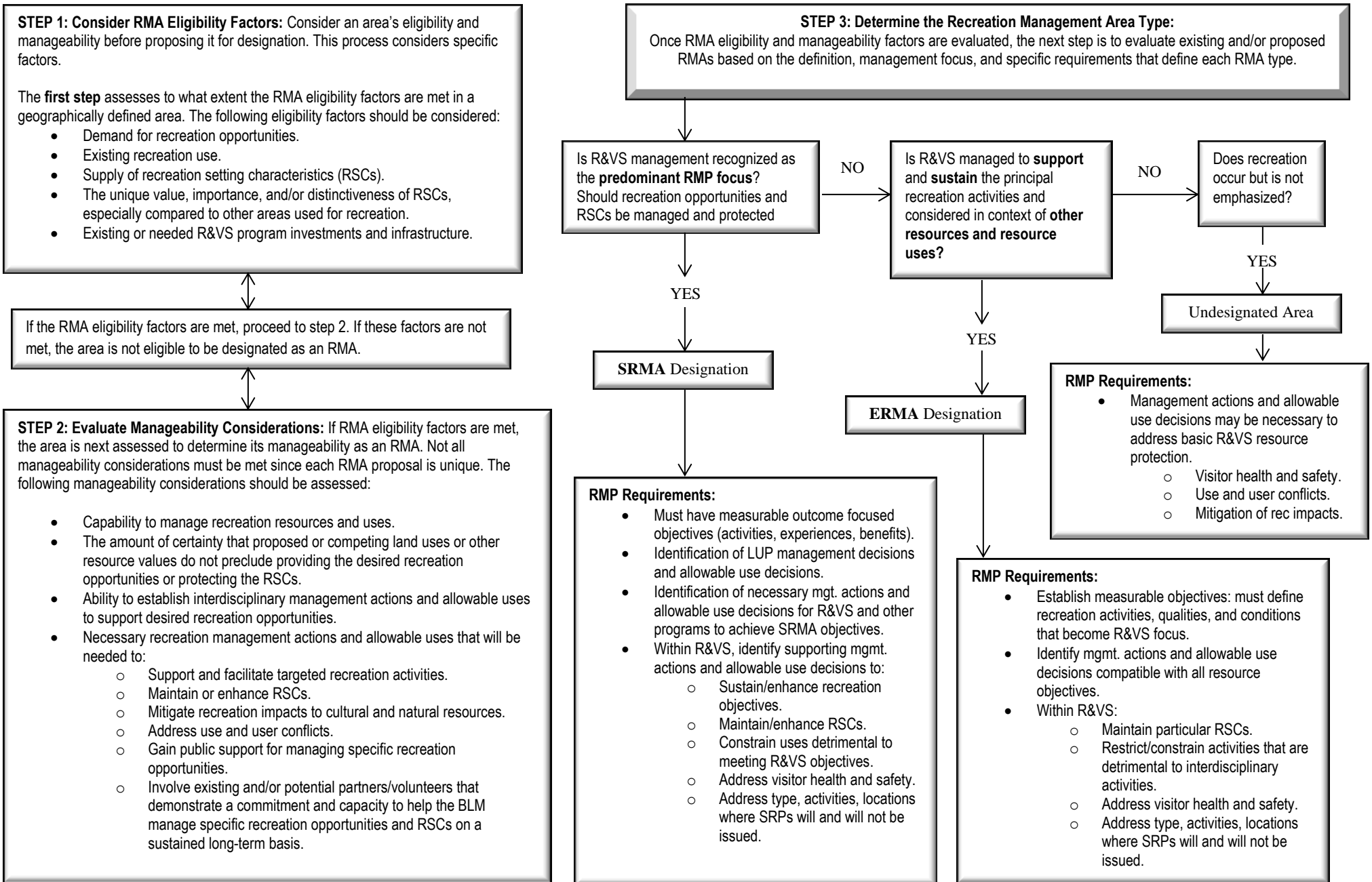


Illustration 2 – Example of a Small Group Discussion Script

Name of Recreation Management Area: _____

Describe Participant Group: _____

Number of Attendees: _____

Date: _____ Time: _____ a.m./p.m. Facilitator: _____

**Group Script — Recreation Participants:
Assessing Experience, Benefit, and Recreation Setting Character Preferences**

I. Sign-in.

- The assistant moderator ensures guests sign-in, distributes name tags, and asks each participant to complete a one-page demographic survey.

II. Introduction (8 minutes)

- The moderator introduces self and describes the study.

“The purpose of this study is to better understand the value and importance of the _____ Recreation Management Area to recreation participants. This information is needed to help the BLM and its collaborators more responsively plan and manage the area. This information will also help collaborating recreation-tourism providers in business and local governments do a better job working together to meet the needs of visitors and affected area residents, their communities and economies, and the environment. The aim of this study is to identify your desires for specific kinds of recreation activities, experiences, and beneficial outcomes, as well as the character of public lands recreation settings. Another aim of this study is to identify your desires for what the BLM and collaborating recreation-tourism providers do to manage the area and its use and to serve you as customers.”

- Describe the specific purpose for today's meeting:

"The specific purpose for today's meeting is to learn what is important to you by focusing our attention on key issues and giving you the opportunity to interact with one another. We want to create an environment in this meeting that stimulates your expression. Feel free to say precisely how you feel about how the area affects you, even if your view differs from someone else's. Our role as moderators is to be neutral, keep the discussion focused, give everyone the opportunity to respond, and finish on time."

III. Review the subject recreation management area, and introduce participants to maps and recreation management subunits or zones (1 minute).

"We want to make sure that each of us has in mind the same area context for our group discussion. On the wall are maps of the _____ Recreation Management Area showing boundaries and several subunits or recreation management zones. These units may be adjusted in the plan, depending on the kinds of input received. But for now, these zones outline areas that have some commonality in terms of the types of recreation opportunities presently available, recreation use patterns, management issues and concerns, and so forth. These kinds of issues often vary widely from zone to zone, so we're going to try to focus our discussion on each of these zones, one at a time. We'll try to keep the discussion focused to avoid capturing your ideas and thoughts within the wrong spatial context."

IV. Describe ground rules of the focus group discussion (1 minute).

"Before we get started, we would like lay out some simple ground rules to help facilitate our discussion. First, we will be trying to capture your thoughts and ideas on flip charts. Sometimes things come too fast to get everything down on paper. So to avoid interrupting the flow, we are taping the session to make sure we don't miss anything. We want to provide everyone here the opportunity to be heard, so I may call on some of you to participate in the open discussion. To help focus our dialogue and ensure that each of these meetings is conducted within the same context, we have a format and schedule for today's focus group. We will try to stay on schedule so we have time to complete all discussion topics. Last but not least, we hope you can stay for the complete discussion. We anticipate taking about one-and-a-half hours to complete this focus group dialogue."

V. Warmup and recreation activities (10 minutes).

"Let's begin by introducing ourselves. Please say your name, what you do, and which organization or business you are with, and then share with the group the kinds of recreation activities you have engaged in within the _____ Recreation Management Area. Be sure to tell us which zone or zones you are talking about."

Critically important procedural logistics:

Beginning with the dialogue, the moderator and assistant moderator must ensure that both they and all participants are on the same contextual page, or results will be jumbled. Most important among these is (a) the specific zone within the recreation management area being discussed. After that come (b) activities, (c) experiences, (d) benefits or beneficial outcomes, (e) recreation setting conditions, and (f) implementing management, marketing, monitoring, and administrative actions. Participants will often want to talk in generalities, but the moderator must try to anchor the dialogue to a specific recreation management zone at all times as the group moves through the discussion (i.e., from "b to e").

Make this as easy as possible for participants to follow. If you can, line up as many flip charts as there are different components of recreation production. You should begin with activities on the left, then move on to show experiences for those activities on the second chart, benefits being attained subsequent to those experiences on the third chart, the necessary setting conditions required/preferred to produce those opportunities/outcomes on the fourth chart, and finally move on to discuss implementing actions with the fifth chart. But remember, as you move from left to right, you must stay within the same zonal context.

Alternatively, you could simply affix "Post It Note" or other flip chart paper to the walls and write your way across each zone. Remember, Aldo Leopold said, "The first rule of intelligent tinkering is to save all the pieces!" These are all the pieces of recreation. So don't leave any of them out, but help keep it simple by the way you moderate and how you arrange flip charts to record participant output. The following graphic representation will help efficiently set up the focus group meeting:

| | Activities | Experiences | Benefits | Settings | Actions |
|----------------------|-------------------|--------------------|-----------------|-----------------|----------------|
| Zone 1: _____ | | | | | |
| Zone 2: _____ | | | | | |
| Zone 3: _____ | | | | | |

- The moderator leads the discussion, and the assistant moderator records the discussion on the flip chart.

"As a recreation participant, you engage in a variety of recreation activities in your outings within in the area. Which activities have you participated in or seen other visitors doing?" (Add a new header to the activities flip chart, indicating that it is for visitors)

VI. Recreation experiences (15 minutes).

"For every recreation outing, participants derive experiences. Experiences are psychological outcomes or the immediate states of mind that come to us as we engage in recreation.

"We're now going to hand out an initial checklist of experiences. Do not feel constrained by the items on this list, but instead use it as a worksheet to make you think about your own experiences and those of others. For each recreation activity in which you've participated, list some of the most enjoyable or satisfying experiences that go with that activity. If you desire experiences that you don't see listed, that's OK. Just tell us what is important to you."

- The assistant moderator hands out the experience checklist and then pairs the experiences that come from the discussion with the activities just recorded. (Hint: Devise a numbering system to track across from the activities to the experiences on the next flip chart.)

VII. Benefits (30 minutes).

"Thus far, we have talked about the importance of the _____ area to your own attainment of personal experiences derived from recreation participation. Now, let's talk about the ensuing benefits or beneficial outcomes that stay with you after your recreation outing. What we mean by "benefits" are improved conditions, maintained conditions, and the prevention of worse conditions. Done right, we know that recreation can improve our lives in many ways; but done wrong, it can have the opposite outcome."

So, to begin with, we would like to have you think about the more lasting ways in which recreation in this area improves conditions for individuals. Remember, these are the value-added conditions that you attain from recreating within the _____ Recreation Management Area and which you believe other visitors also derive from their own recreation engagements."

“We’re handing out another checklist, this one on benefits, to help jog your minds about the specific kinds of beneficial outcomes most important to you. You’ll notice there are four kinds of benefits on this list.”

- **Individual or personal** benefits may include things like improved physical fitness, a restored mind from unwanted stress, a greater understanding and appreciation of rural values, and the acquisition of new outdoor skills.
- **Social or community** benefits may include greater community cohesion, greater involvement in community affairs, improved family bonding, reduced exposure to at-risk youth, an improved quality of life, greater cultivation of outdoor-oriented lifestyles, and sustained cultural integrity.
- **Economic** benefits address such things as greater economic stability, improved job performance, greater community productivity, and improved opportunities for local business.
- **Environmental** benefits include improved conditions, such as improved visitor resource stewardship, greater community involvement in environmental issues, greater stewardship of the land, and sustainability of a community’s small-town atmosphere.

“So let us have you start by focusing only on personal benefits. Think about your own previous recreation outings within the _____ Recreation Management Area. As you do, take a minute or two to circle some of the individual or personal benefit items on the benefits checklist worksheet that you would like to attain, and that you believe others should be able to attain, from recreation outings in this recreation management area. Once again, be sure to list those things most important to you or to others.”

“After a couple of minutes of doing this, we will have you share them with one another.”

- The assistant moderator hands out the benefits checklist and writes down answers on the third flip chart or third set of recording sheets on the wall.

“Now, let’s shift gears a bit and think about benefits realized by like households, groups, and even the entire community. We especially want to focus on the perspectives of those recreation participants who also live here locally. We want to identify some of the benefits that you believe people who live within the adjoining community or communities derive from their own outings within this recreation management area...and the outings of others. So let’s think about what is most important to your own households and your communities.”

- Now, write down these answers on the flip chart.

“Next, let’s think about the economic benefits that are realized by businesses and the local economy because of the _____ Recreation Management Area. Identify some of the economic benefits that you believe your community should derive or already does from recreation-tourism use of the recreation management area and associated visits to your community.”

- Again, write down these answers on the flip chart.

“Finally, identify some of the environmental benefits that you believe should be accruing to the natural landscape or to the community environment because of the _____ Recreation Management Area.”

- Last, write down these answers on the flip chart.

“Now, before we finish this section, take a few minutes to think about the importance of these four different kinds of benefits as we plan for the future of the _____ Recreation Management Area. Then, on the experience and benefits checklist worksheet, rank them in descending order—most important first. Do a separate ranking of benefits within each category, indicating relative importance to you and your community.”

- Record the rankings on a flip chart (following each of the four benefit categories, include as many blanks as there are participants in the room).

Some Possible Probes:

- Remind participants to think of personal benefits and benefits to households, the community as a whole, and the environment.
- If the _____ Recreation Management Area was not here, what kinds of benefits do you think would no longer be realized?
- If the _____ Recreation Management Area ceased to exist, are there any disbenefits that you would look forward to going away?

VIII. Identify important PHYSICAL settings in the Recreation Management Area (10 minutes)

(Refer to the Recreation Setting Characteristic Matrix.)

- The assistant moderator hands out the Recreation Setting Characteristic Matrix.

“In addition to the activities you have identified, now please think about the recreation setting character of the _____ Recreation Management Area. “Setting” refers to an area’s distinctive environmental character. It’s any unit’s distinguishing physical, social, and administrative features. These features distinguish the area from other management units and define its uniqueness.

“The first of three different categories of setting characteristics is physical. This involves the character of the land and resources and all manmade facilities. An example might be an area’s remoteness and both type and location of area roads and trails. Another involves naturalness or the level of development, including physical evidence of grazing, mining, or other land uses.”

On the settings matrix worksheet, circle the physical setting characteristics that you believe are essential for producing the kinds of experiences and other beneficial outcomes you identified earlier for the _____ Recreation Management Area.

“Notice that setting conditions differ according to the specific kinds of activity, experience, and benefit opportunities being produced. So, once again, think in terms of individual management units/zones.

- The assistant moderator should now move to the fourth flip chart (or wall chart set) to track responses contextually across from activities (1st), to experiences (2nd), to benefits (3rd), and to settings (4th).

IX. Identify important SOCIAL settings in the recreation management area (10 minutes).

(Refer again to the Recreation Setting Characteristic Matrix.)

“The second setting condition is social. This involves the character of recreation use and types of visitors using an area. Examples include numbers of other parties or groups encountered in the area and evidence of other visitors having been in the area.”

“On the settings matrix worksheet, circle the social setting characteristics that you believe are essential for producing the kinds of experiences and other beneficial outcomes you identified earlier for the _____ Recreation Management Area.”

X. Identify important ADMINISTRATIVE settings in the recreation management area (10 minutes).

(Refer again to the Recreation Setting Characteristic Matrix.)

“The third setting condition is administrative. This is a bit more difficult to describe, but it involves the way in which recreation-tourism providers serve visitors, control use, and manage the area. Examples include the kinds of services provided to accommodate recreation use and to enhance visitor enjoyment. Another might be the kinds of administrative controls and limits used to protect resources and visitors.”

“On the settings matrix worksheet, circle the administrative setting characteristics that you believe are essential for producing the kinds of experiences and other beneficial outcomes you identified earlier for the _____ Recreation Management Area.”

XI. Begin discussion of implementation actions (25 minutes).

“Producing the right kinds of recreation opportunities (i.e., activities, experiences, and benefits) and sustaining desired recreation setting characteristics (i.e., physical, social, and administrative) requires implementing the right kinds of management actions. There was a time when recreation plans began and ended with this step alone, giving no thought for the positive and negative consequences to settings and recreation opportunity production. We learned some time ago that this doesn’t work very well. While many believe that recreation is inherently good, not all recreation ends up adding value to people’s lives unless it is structured to explicitly achieve those ends.”

“We are now going to ask you to think through each of the paired sets of desired outcomes you have identified for each zone—as well as your corresponding desires for recreation settings—and identify some of the most important actions you think must be taken to achieve those ends. Think not just in terms of what is appropriate for the BLM, but also, perhaps, actions that affect local government and business partners within the community.”

“We’ve organized our flip charts by four distinct kinds of actions, and we would like you to focus the discussion on these four categories.”

- **Management** actions are combined BLM recreation resource, facility, and visitor service actions and collaborating local government and recreation-tourism service provider business partners.
- **Marketing** actions are the combined recreation information and education, promotion, interpretation, and environmental education actions of the BLM and its collaborating local government and recreation-tourism service provider business partners.
- **Monitoring** actions are the combined assessment and evaluation actions of the BLM and its collaborating local government and recreation-tourism service provider partners required to consistently determine whether management objectives are being met, prescribed setting characteristics are being sustained, and whether all planned management, marketing, and administrative actions have been implemented.
- **Administrative** actions are the combined legislative, legal, data, and budgetary actions of the BLM and its collaborating local government and recreation-tourism service provider partners required to support planned management, marketing, and monitoring inputs.

“Let’s begin with zone #1.”

- The assistant moderator ensures that the fifth flip chart or set of wall charts for “Implementation Actions” has these four subheaders penciled in for each zone.

[Total Elapsed Time: 120 minutes]

Illustration 3 – Example of a Questionnaire

Dear _____ Resource Area Visitor:

Thank you for visiting public lands administered by the Bureau of Land Management and for agreeing to participate in this study. We are conducting this questionnaire to learn more about public lands visitors so that the BLM can improve their management of the area and enhance visitor recreation opportunities.

The questionnaire is anonymous, and your participation is voluntary. You have been chosen randomly to represent visitors to public lands, so your participation is of great importance to us. Your questionnaire has an identification number so that we can track distribution. All of the information we collect will be used for statistical purposes and at no time will your name be identified with any results. You are free to withdraw from the study at any time without any type of penalty. Returning the questionnaire will be considered your consent to participate.

If you have any questions about the survey, please feel free to contact _____ at (###) ###-####. Thanks again!

PART 1 - First, we would like to begin by asking some questions about your recent visit to the _____ Resource Area where you received this survey.

1. Was visiting these BLM public lands the main reason for taking your trip away from home? (*please ✓ one*)

Yes No

2. What type of overnight accommodations did you use while in the area? (*please ✓ all that apply*)

- | | |
|--|--|
| <input type="checkbox"/> I didn't stay overnight in the area (<i>go to Question 3</i>) | <input type="checkbox"/> Hotel/motel/resort |
| <input type="checkbox"/> Camped in a BLM-designated campground | <input type="checkbox"/> Camped in another public campground |
| <input type="checkbox"/> Camped on BLM public lands (not a campground) | <input type="checkbox"/> Camped on other public lands |
| <input type="checkbox"/> Private home | <input type="checkbox"/> Bed and breakfast |
| <input type="checkbox"/> Commercial campground | <input type="checkbox"/> Other (specify) _____ |

2a. If you did stay overnight, how many nights did you stay? _____

2b. Where were the above accommodations located? (*please ✓ all that apply*)

- | | |
|---|---|
| <input type="checkbox"/> In the _____ Resource Area | <input type="checkbox"/> Eagle |
| <input type="checkbox"/> Denver metro area | <input type="checkbox"/> Grand Junction |
| <input type="checkbox"/> Carbondale | <input type="checkbox"/> Vail |
| <input type="checkbox"/> Other (please specify) _____ | |

3. Which of the following information sources did you use for this trip? First, check all the boxes that apply in column A. Next, circle how helpful each information source was in column B.

| | A - Used | B - Helpfulness | | | |
|------------------------------|--------------------------|--------------------|------------------|--------------------|--------------|
| | Used | Not at all helpful | Slightly helpful | Moderately helpful | Very helpful |
| Map(s) of area | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Public land agency brochure | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Past personal experience | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Travel magazines | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Travel club (AAA, etc.) | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Travel books/guides | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Outdoor magazines | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Newspaper travel section | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| State welcome center | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Park visitor center | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Local visitor center/chamber | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Internet | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Signs/roadside displays | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Rangers/BLM staff | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Commercial guides | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Local business people | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Friends/relatives | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Travel agent | <input type="checkbox"/> | 1 | 2 | 3 | 4 |
| Other (specify) | <input type="checkbox"/> | 1 | 2 | 3 | 4 |

4. How many years have you been visiting the BLM public land area where you were contacted for this study? (If this was your first visit, please enter 1)

_____ year(s)

5. Overall, how satisfied were you with your visit to this BLM public land area? (circle one)

| | | | | |
|----------------------|--------------------|----------------------|----------------|---------------------|
| Not at all Satisfied | Slightly Satisfied | Moderately Satisfied | Very Satisfied | Extremely Satisfied |
| 1 | 2 | 3 | 4 | 5 |

6. To what extent did each of the following contribute to your satisfaction while visiting these BLM public lands? (circle one number for each)

| | Contributed Some | Contributed | Contributed | Contributed Most | |
|--|------------------|-------------|-------------|------------------|---|
| a. The natural places (e.g., mountains, streams) | 1 | 2 | 3 | 4 | 5 |
| b. The cultural places (e.g., mines, historic sites) | 1 | 2 | 3 | 4 | 5 |
| c. The activities (e.g., four-wheeling, hiking) | 1 | 2 | 3 | 4 | 5 |
| d. The companionship of the people in my group | 1 | 2 | 3 | 4 | 5 |
| e. The towns (e.g., Glenwood Springs, Eagle) | 1 | 2 | 3 | 4 | 5 |
| f. The opportunity to think and reflect | 1 | 2 | 3 | 4 | 5 |

7. Please estimate the amount of money you and your group spent on your recent trip within 100 miles of these BLM public lands. (enter the amount for each category):

Lodging (hotels, motels, resorts, campgrounds, etc.) \$ _____

Shopping and gifts (clothing, gifts, souvenirs, etc.) \$ _____

Food, meals, and drink (restaurants, groceries, taverns, etc.) \$ _____

H-8320-1 – PLANNING FOR RECREATION AND VISITOR SERVICES (Public)

IL-14

Tourist services (jeep tours, jeep rentals, museums, outfitters, etc.) \$ _____
 Gas and transportation costs \$ _____
 Other (please specify) _____ \$ _____

PART 2 - Now we would like to ask you some questions about your favorite part of the public lands in the _____ Resource Area and favorite recreation activity.

8. On the map you received while visiting the _____ Resource Area, you will notice that the land is divided into zones, and each zone is labeled with a number. Please identify the zone from your map that added most to your satisfaction during your visit to the _____ Resource Area by checking the appropriate box below. *(Please check one)*

- | | |
|---|---|
| <input type="checkbox"/> Zone 1 Red Hill - Mushroom Rock | <input type="checkbox"/> Zone 5 Bocco Mountain |
| <input type="checkbox"/> Zone 2 Red Hill - Northside | <input type="checkbox"/> Zone 6 Castle Peak - East |
| <input type="checkbox"/> Zone 3 Hard Scrabble | <input type="checkbox"/> Zone 7 Castle Peak - Backcountry |
| <input type="checkbox"/> Zone 4 East Eagle | <input type="checkbox"/> Zone 8 Winter Ridge - Pisgah Mountain |

9. Estimate the number of other groups of people you saw in your most satisfying zone on this trip:

_____ groups

10. Please circle the number that best represents how crowded you felt during your visit to your most satisfying zone.

| | | | |
|---|------------------|--------------------|-------------------|
| Not at all crowded | Slightly crowded | Moderately crowded | Extremely crowded |
| 1 2 3 4 5 6 7 8 9 | | | |

11. Please indicate all the activities from the list below in which you participated in your most satisfying zone. (✓ all that apply)

- | | | |
|-----------------------------------|----------------------|----------------------------|
| _____ backpacking | ___ ATV riding | ___ nature study |
| _____ mountain biking | ___ hiking/walking | ___ target practice |
| _____ hunting | ___ horseback riding | ___ four-wheel driving |
| _____ camping | ___ motorcycling | ___ scouting (for hunting) |
| _____ driving/general sightseeing | ___ photography | ___ watching wildlife |

12. Next, please write which activity, from the above list, was your most satisfying activity for this visit.

13. How many years have you participated in this activity? _____ year(s)

14. Approximately how many times have you participated in this activity over the past 12 months? _____ times

15. Comparing yourself to others who participate in this activity, how would you evaluate your current level of skill in this activity on the following scale from one to five? *(Please circle one)*

Novice/Beginner -- 1 2 3 4 5 -- Highly Skilled

16. How would you rate this activity as compared with your other leisure pursuits? *(Please check one)*

- This is my favorite leisure interest.
- This is among of my favorite leisure interests.
- I have other leisure interests that are preferred over this activity.

17. How much money do you have invested in specialized equipment and clothing related to this activity? *(Please provide an approximate estimate)* \$ _____

PART 3 - Now we would like to ask you some questions about the experiences and benefits you received from participating in your favorite activity in your favorite zone while visiting public lands within the _____ Resource Area.

18. Managers would like to know more about the experiences you achieve by participating in your most satisfying activity in your most satisfying zone. **First**, indicate how desirable each of the following experiences was to you when you made the decision to take this trip. **Then**, rate the degree to which you were able to attain each experience during the trip *(circle appropriate numbers for desirability and attainability)*

| Desirable to You | | | | | Personal experiences | Able to Attain | | | | |
|----------------------|---|---------------------|---|---|---|---------------------|---|------------------|---|---|
| Not at all desirable | | Extremely desirable | | | | Not at all attained | | Totally attained | | |
| 1 | 2 | 3 | 4 | 5 | | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Develop my skills and abilities | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy the area's wildlife, scenery, views, and aesthetics | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy exploring on my/our own | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy risk-taking adventure | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy closeness to family/friends | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy group affiliation and togetherness | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Experience the natural surroundings | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Learn more about things here | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Able to be more contemplative | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Get some needed physical exercise | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Experience adventure and excitement | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Release or reduce some built-up mental tension | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Escape everyday responsibilities for a while | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy the solitude | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy frequent access to outdoor physical activity | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Gain a greater sense of self-confidence | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Test my equipment | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Be with others who enjoy the same things I enjoy | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | For the challenge or sport | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Get needed physical rest | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enjoy a sense of independence | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Test my endurance | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Reflect on my character and personal values | 1 | 2 | 3 | 4 | 5 |

H-8320-1 – PLANNING FOR RECREATION AND VISITOR SERVICES (Public)

IL-16

19. Managers would like to know more about the benefits you achieve by participating in your most satisfying activity within your most satisfying zone. **First**, indicate how desirable each of the following benefits was to you when you made the decision to visit public lands. **Then**, rate the degree to which you were able to attain each benefit as a result of your recreation experience in this zone. (*circle appropriate numbers for desirability and attainability*)

| Desirable to You | | | | | Personal Benefits | Able to Attain | | | | |
|----------------------|---|---------------------|---|---|---|---------------------|---|------------------|---|---|
| Not at all desirable | | Extremely desirable | | | | Not at all attained | | Totally attained | | |
| 1 | 2 | 3 | 4 | 5 | Restore my mind from stress/tension/anxiety | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve physical fitness and health maintenance | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater self-reliance | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Enhance sense of personal freedom | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve sense of control over my life | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve outdoor knowledge and self-confidence | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Live a more outdoor-oriented lifestyle | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Restore my body from fatigue | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Develop stronger ties with my family or friends | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater freedom from urban living | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve ability to relate to local residents and their culture | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Increase personal accountability to act responsibly on public lands | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Increase appreciation of the area's cultural history | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater respect for private property and local lifestyles | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Closer relationship with natural world | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater understanding of the importance of wildlife to my quality of life | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater aesthetic appreciation | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve balance of work and play in my life | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve outdoor recreation skills | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater awareness of this community as a special place | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Improve opportunity to view wildlife up close | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Increase opportunity for artistic expression | 1 | 2 | 3 | 4 | 5 |

H-8320-1 – PLANNING FOR RECREATION AND VISITOR SERVICES (Public)

IL-17

20. Managers would like to know more about the community, environmental, and economic benefits that are desired and attained from participating in your most satisfying activity in your most satisfying zone. **First**, indicate how desirable each of the following benefits is to you. **Then**, rate the degree to which you believe that each of these benefits is actually attained by you and others who visit this zone. (circle appropriate numbers for desirability and attainability)

| Desirable to You | | | | | Community, Environmental, and Economic Benefits | Able to Attain | | | | | | |
|----------------------|---|---|---|---|--|----------------|---------------------|---|---|---|---|---|
| Not at all desirable | 1 | 2 | 3 | 4 | | 5 | Not at all attained | 1 | 2 | 3 | 4 | 5 |
| 1 | 2 | 3 | 4 | 5 | Greater household awareness of and appreciation for our cultural heritage | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Increase desirability as a place to live or retire | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Strengthen relationships with family and friends | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Greater community involvement in recreation and other land use decisions | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Greater family bonding | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Lifestyle improvement or maintenance | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Maintenance/preservation of distinctive community atmosphere | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Heighten sense of community pride and satisfaction | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Improve respect for privately owned lands | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Increase awareness and protection of natural landscapes | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Greater community ownership and stewardship of recreation and natural resources | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Greater protection of fish, wildlife, and plant habitat from growth, development, and public use impacts | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Maintenance/preservation of distinctive public land recreation setting character | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Increase work productivity | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Increase local tourism revenue | 1 | 2 | 3 | 4 | 5 | | |
| 1 | 2 | 3 | 4 | 5 | Reduce health maintenance cost | 1 | 2 | 3 | 4 | 5 | | |

21. For the zone that contributed most to your satisfaction, please indicate your preference for how each of the following recreation setting conditions should be managed. Please base your answer on the character of the recreation setting condition that would best enhance the experience and benefits you desire. (please ✓ one answer for each of the 12 setting conditions)

- 1. Remoteness: Make area more isolated Leave as is Improve ease of vehicle access to area
- 2. Naturalness: Make a more natural appearing area Leave as is Allow more manmade landscape alterations
- 3. Facilities: Remove some facilities (e.g., roads, trails, restrooms) Leave as is Develop more facilities (e.g., roads, trails, restrooms)
- 4. Foot Trails: Reduce/limit foot and horseback trails Leave as is Create/allow more foot and horseback trails

H-8320-1 – PLANNING FOR RECREATION AND VISITOR SERVICES (Public)

IL-18

- 5. Bike Trails: Reduce/limit mountain bike trails Leave as is Create/allow mountain bike trails
- 6. Motorized Routes: Reduce/limit motorized routes Leave as is Create/allow motorized routes
- 7. Group Size: Reduce the group size allowed Leave as is Encourage larger group size
- 8. Contacts: Lower interaction with others Leave as is Allow more use and interaction with others
- 9. Evidence of Use: Rehab and reduce signs of other's use Leave as is More evidence of other visitors is OK
- 10. Visitor Services: Reduce services, staff contact, and assistance Leave as is Provide more services, staff contact, and assistance
- 11. Visitor Information: Less maps and brochures Leave as is Provide more maps and brochures
- 12. Management Control: Use a more "hands-off" management style Leave as is Exercise more visitor and land use controls

PART 4 - The final section asks for some background information about you and your household. This information will be kept in strict confidence and will be used for statistical purposes only.

22. Are you ...? (✓ *one*)

- Male Female

23. What year were you born? _____

24. Please indicate the highest level of education you have attained. (*please circle one*)

| <u>Junior High</u> | <u>High School</u> | <u>College</u> | <u>Graduate School</u> |
|--------------------|--------------------|-------------------|------------------------|
| 7 8 | 9 10 11 12 | 13 14 15 16 | 17 18+ |

25. What was your employment status during the past year (✓ *all that apply*)

- Full-time student
- Part-time student
- Employed part time
- Employed full time
- Unemployed
- Homemaker or caregiver
- Retired
- Other (*please specify* _____)

26. Do you consider yourself to be Hispanic, Latino, or Latina (✓ *one*)

- Yes No

27. With which racial group(s) do you identify? (*please ✓ all that apply*)

- American Indian or Alaska Native
- Asian
- Black or African American
- Native Hawaiian or other Pacific Islander
- White
- Other

28. Which of the following broad categories best describes your total annual household income for the last calendar year? (*✓ one*)

- \$25,000 or less
- \$25,001 – \$50,000
- \$50,001 – \$75,000
- \$75,001 – \$100,000
- \$100,001 – \$125,000
- \$125,001 – \$150,000
- More than \$150,000

29. If you have any additional comments or suggestions for managers about your most satisfying zone in the _____ Resource Area, please write them below:

Thank you for your participation!

Illustration 4 – Actions to Maintain or Enhance Recreation Setting Characteristics

| Physical RSCs | Possible Actions to Enhance or Maintain Physical RSCs |
|--------------------|---|
| Remoteness | <ul style="list-style-type: none"> ✓ Identify right-of-way avoidance or exclusion areas. ✓ Identify right-of-way corridors. ✓ Identify existing and potential development areas for renewable energy projects. ✓ Apply closure to wood cutting and commercial timber harvest. ✓ Revise travel designations. ✓ Close and rehabilitate roads and trails. ✓ Apply seasonal travel restrictions. ✓ Require administrative use agreements for permittees. |
| Naturalness | <ul style="list-style-type: none"> ✓ Apply no surface occupancy/no surface-disturbing activity stipulation. ✓ Apply controlled surface use stipulation. ✓ Identify areas open and closed to oil and gas leasing. ✓ Designate visual resource management classes. ✓ Identify areas open or closed to mineral material disposal (salable minerals). ✓ Identify areas open or closed to nonenergy mineral leasing and development. ✓ Recommend areas for withdrawal in accordance with mining laws for locatable mineral exploration or development. ✓ Propose existing withdrawals to be continued, modified, or revoked. ✓ Identify right-of-way avoidance or exclusion areas. ✓ Identify right-of-way corridors. ✓ Identify existing and potential development areas for renewable energy projects. ✓ Identify areas that are available for timber harvest or special forest product harvest. ✓ Identify lands available or not available for livestock grazing. ✓ Identify coal lands that are acceptable and not acceptable for further consideration for coal leasing and development. ✓ Identify the geographic areas that are suitable for wildland fire use. ✓ Identify restrictions on fire management practices. ✓ Identify decisions to protect or preserve wilderness characteristics. |
| Visitor Facilities | <ul style="list-style-type: none"> ✓ Identify the construction or removal of recreation facilities and trails. ✓ Identify the use of RSCs to guide the type, nature, or form of recreation facilities. ✓ Identify decisions to protect or preserve wilderness characteristics. |

| Social RSCs | Possible Actions to Enhance or Maintain Social RSCs |
|------------------|---|
| Contacts | <ul style="list-style-type: none"> ✓ Establish a permit system. ✓ Establish a lottery system for permits. ✓ Identify special area designations for the purpose of individual special recreation permits. ✓ Place limitations on commercial, competitive, or organized group special recreation permits. ✓ Revise off-highway vehicle area designations. ✓ Identify timing limitations on other resource uses. |
| Group Size | <ul style="list-style-type: none"> ✓ Establish public group size limitations. ✓ Issue individual special recreation permits. ✓ Place group size limitations on commercial, competitive, or organized group special recreation permits. |
| Evidence of Use | <ul style="list-style-type: none"> ✓ Establish designated camping areas. ✓ Establish closures to camping. ✓ Establish firearm use restrictions or closures to target shooting. ✓ Require the use of fire pans for campfires. ✓ Require the use of portable stoves (no open fires). ✓ Establish a human waste carry-out requirement. |
| Operational RSCs | Possible Actions to Enhance or Maintain Operational RSCs |
| Access | <ul style="list-style-type: none"> ✓ Identify right-of-way avoidance or exclusion areas. ✓ Identify right-of-way corridors. ✓ Identify existing and potential development areas for renewable energy projects. ✓ Apply closure to wood cutting and commercial timber harvest. ✓ Revise off-highway vehicle area designations. ✓ Close and rehabilitate roads and trails. ✓ Apply seasonal travel restrictions. |
| Visitor Services | <ul style="list-style-type: none"> ✓ Increase field staff. ✓ Start or stop the creation of brochures, maps, etc. ✓ Adjust web-based media. ✓ Install or limit directional or informational signs. |

Management
Controls

- ✓ Establish limitations on camping.
- ✓ Establish firearm use restrictions on target shooting.
- ✓ Establish or eliminate fees.
- ✓ Establish a human waste carryout requirement.
- ✓ Require special recreation permit issuance.
- ✓ Establish a recreation use permit requirement.

Illustration 5 – Examples of Effects Analysis

Example of the No Action Alternative

Consideration for Analysis: Describe the consequences as if there is no change in existing management (implementation actions, settings, or outcomes).

Analysis: Under the no action alternative, the Sunset Mountains will continue to be identified as part of a field office-wide extensive recreation management area (ERMA) and managed under direction set forth in the 1986 resource management plan. However, continuing to manage every BLM acre as either a special recreation management area (SRMA) or ERMA is no longer required and not in compliance with current policy established by BLM Manual 8320, “Planning for Recreation and Visitors Services,” and Instruction Memorandum No. 2011-004. Recreation management will remain focused on providing visitor information, constructing sanitation facilities, and resolving management issues as they arise. Visitors will continue to participate in a variety of dispersed recreation activities, including camping, hunting, motorsports, etc. This custodial management direction has not appropriately dealt with known visitor use conflicts and has resulted in the haphazard creation of many small, isolated recreation sites with toilet facilities that are time consuming to maintain. As population increases over the life of the plan (projected 12% regional growth by 2025), recreation demand in the Sunset Mountains is likely to increase at a similar or greater pace (Arizona SCORP 2011). Continuation of the current custodial management approach in this area will likely result in proliferation of informal campsites; unresolved conflicts between motorized and nonmotorized trail users; unauthorized creation or extension of roads and trails; and more intensive need for sanitation facilities, signs and information kiosks, and law enforcement presence.

Examples of Considerations for SRMAs

Example 1

Consideration for Analysis: Describe impacts to the unique, important, or distinctive recreation values of the area, especially as compared to other areas used for recreation.

Analysis: Alternative B proposes to designate the Red Table Mesa SRMA in recognition of the area’s distinctive recreation value for providing the only year-round technical, single-track motorcycle trail opportunities in the tricounty area. The regionally popular destination is on a scenic mesa 5 miles from the gateway community of Riderville. SRMA designation will respond to public demand for and enhance public enjoyment of high quality, single-track motorized trail opportunities in the tricounty region by facilitating efficient management, maintenance, and improvement of the current trail system. Implementing a comprehensive, designed route system will improve the quality and sustainability of recreational opportunities in the area and will reduce user conflict. Emphasis on providing single-track motorized use will displace current all-terrain vehicle and four-wheel-drive vehicle use from much of the area and is likely to displace some nonmotorized (hiking and equestrian) use as well, but these recreational opportunities are available in several other nearby areas. The proposed SRMA designation found in Alternative B will best meet the anticipated recreation demand for year-round motorcycling in the region.

Example 2

Consideration for Analysis: Describe impacts to recreation opportunities (activities, experiences, and benefits) that the area currently offers or potentially could offer. In some cases, the existing recreation opportunities may not be the same as the targeted recreation opportunities.

Analysis: Alternative D proposes to create a nonmotorized recreation setting for the target activity of mountain biking. Scoping efforts revealed that many local and regional mountain bikers wanted access to a technically challenging trail experience without encountering the noise and dust typically generated by motorized users. Designation of this area for nonmotorized recreation use with emphasis on mountain biking will provide and protect the desired recreation opportunities and related experiences and benefits that were not previously available in this portion of the field office. This activity emphasis will eliminate traditional motorized recreation activities along with the experiences and benefits derived from motorized recreation activities in a 2,300-acre area.

Example 3

Consideration for Analysis: Describe impacts to physical, social, or operational recreation setting characteristics (RSCs).

Analysis: Respondents said that all physical, social, and operational RSCs should generally be left as is but that more information should be available for visitors. However, Alternative E places more of an emphasis on land uses, such as oil and gas production, mining, and timber harvest. The accompanying management actions and additional public land infrastructure will create physical recreation settings that: (1) are less remote from roads, (2) are less natural appearing, and (3) contain more land use facilities. For the physical RSC of remoteness, 82,000 acres currently classified as back country will be converted to the front country classification. Adoption of this alternative will likely result in the displacement of many current recreational users to other areas in the region that still retain the physical characteristics of remoteness and naturalness, which are the characteristics visitors seek here.

Example 4

Consideration for Analysis: Describe impacts of land use plan-level supporting management actions and allowable uses for recreation and visitor services (R&VS) on SRMAs.

Analysis: The proposed R&VS decisions in Alternative A will maintain the desired social RSCs, including the number of contacts, group size, and evidence of use within the desired middle country RSC classification in the Lonely River SRMA. It does this by establishing a recreation permit system that addresses group size limits and requires camping in designated sites.

Example 5

Consideration for Analysis: Describe impacts related to special recreation permits, including the type(s), activities, and locations where special recreation permits will or will not be issued.

Analysis: No new special recreation permits will be authorized unless they are determined to help visitors realize the targeted activities, experiences, and benefits. The terms and conditions of existing commercial special recreation permits will be modified as necessary to comply with the revised recreation objective, desired RSCs, and recreation restrictions. No competitive events will be authorized in the SRMA during the peak visitation periods from April through October to reduce user conflicts. Adoption of this alternative could displace or eliminate up to three competitive events currently permitted for the April through October period and could affect the viability of two commercial recreation permit holders by reducing the maximum number of clients they are permitted to bring into the area during their busiest season.

Example 6

Consideration for Analysis: Describe impacts related to visitor health and safety, resource protection, and use or user conflicts.

Analysis: All alternatives include specific protective measures and management actions to protect resources and provide for visitor safety. Protective measures and management actions include firearm use restrictions, parking restrictions, and camping and overnight use restrictions. Elimination of firearm use within ¼ mile of Borderline Road would enhance public safety by reducing the chance of accidental injury in a heavily travelled area. Restricting parking to designated, hardened areas near the Bigfoot Trailhead area would reduce damage to vegetation, soils, and water quality by concentrating parking in less vulnerable locations. Prohibiting overnight camping within 100 feet of riparian areas in Lunker Creek would aid in the recovery of critical fisheries habitat damaged by intensive recreational use.

Example 7

Consideration for Analysis: Describe the availability and ability of partners and other recreation service providers to deliver services or complement management actions.

Analysis: There are partnership and cooperative management opportunities with the North County Recreation Department, Land Trust for Skull Valley, and Arcane Road Biking Society that could assist in doubling the existing 50-mile trail system as well as connecting to the longer distance trails that extend to the towns of Puckett and Danciger.

Example 8

Consideration for Analysis: Describe beneficial impacts to R&VS from establishing terms, conditions, or special considerations for other resource programs necessary to achieve the SRMA/recreation management zone objective(s).

Analysis: The existing RSCs of naturalness and remoteness will be retained and protected on a long-term basis through a variety of proposed management actions and allowable use decisions (e.g., no surface occupancy stipulations; visual resource management class II designations; right-of-way avoidance area identification; travel designations; and closure to mineral materials sales, wood cutting, commercial timber management, and nonenergy solid mineral leasing).

Examples of Considerations for ERMAs

Example 1

Consideration for Analysis: Describe impacts to recreation use, demand, or R&VS program investments that require specific management consideration.

Analysis: Alternatives B and D propose designating the Dry River corridor as an ERMA in recognition of existing seasonal tourism and the significant R&VS program facility investments. The small, fragmented parcels of BLM land provide valuable river access but are not unique or distinctive, especially as compared to other rivers in the region. The ERMA designation will support the R&VS program's identified administrative and managerial needs (e.g., maintenance of current parking areas, sanitation, launch, and information facilities), will sustain the principal recreation activities of boating and fishing, and will maintain a front-country setting where visitors currently experience up to 20 encounters with other medium to large-sized groups.

Example 2

Consideration for Analysis: Describe the ability to support and sustain the principal recreation activities and the associated qualities and conditions of the ERMA.

Analysis: Route designations will maintain the current single-track mountain bike and motorcycle trail system. However, some routes will be closed due to resource concerns and trespass on private lands. Protective measures and management actions to protect resource conditions and provide for visitor safety include firearm use restrictions, parking restrictions, and camping/overnight use restrictions.

Example 3

Consideration for Analysis: Describe the ability to maintain particular RSCs.

Analysis: The Nepal Mountain visitor study indicated that retaining the current degree of naturalness of BLM lands was an important contribution to realizing the recreation experiences and benefits afforded by the area. Application of a recreation-specific controlled surface use stipulation will help retain the current physical RSCs, such as naturalness, near existing recreation trails and facilities by requiring surface-disturbing activities that could negatively impact recreation settings to be located more than 200 meters away from recreation trails and facilities.

Example 4

Consideration for Analysis: Describe the ability to manage recreation commensurate with the management of other resources and resource uses.

Analysis: Under Alternative C, the principal recreation activities of hiking and horseback riding are consistent with and will be managed commensurate with the protection of wilderness characteristics, which emphasize primitive and unconfined recreation opportunities. Management actions and allowable use decisions to protect wilderness characteristics will indirectly retain the existing physical RSCs.

Example 5

Consideration for Analysis: Describe beneficial impacts to R&VS from establishing terms, conditions, or special considerations for other resource programs necessary to achieve the SRMA/recreation management zone objective(s).

Analysis: The physical RSCs within will be mostly retained through proposed management actions and allowable use decisions. The application of a controlled surface use stipulation will be a moderate constraint on surface use, occupancy, and surface-disturbing activities. The stipulation, along with the accompanying visual resource management class II/III designations and travel designations, will retain the natural landscape character of the area and the existing level of remoteness.

Example of Land Not Designated as a Recreation Management Area

Consideration for Analysis: Describe the impacts of not designating recreation management areas and not managing to meet basic R&VS and resource stewardship needs.

Analysis: BLM lands not included in a recreation management area emphasize other resource uses. These lands not designated as a recreation management area will be managed to meet basic R&VS and resource stewardship needs and achieve BLM field office-wide recreation objectives. The area does not have recreation opportunities or RSCs that are unique or distinctive because the recreation settings have been compromised due to intensive oil, gas, and renewable energy development. No R&VS program investments have been made that require specific management considerations. Although recreation is not emphasized, a variety of dispersed recreation activities will continue to occur, including seasonal activities such as big game hunting. The BLM and its managing partners will monitor recreation use and resources. Implementation actions will be adaptively performed, as necessary, to address (1) visitor health and safety; (2) use and user conflicts; (3) the type(s), activities, and locations where special recreation permits will or will not be issued; and (4) mitigation of recreation impacts on cultural and natural resources.

Illustration 6 – Examples of Monitoring Forms for Social Recreation Setting Characteristics

Colorado River – Social Monitoring Patrol

(Monitoring people and the signs of people)

Patrol by: Name: _____ Company: _____

Date: ___/___/___ Day of Week (circle): Mon Tue Wed Thu Fri Sat Sun

Route Patrolled: Colorado River from Pumphouse to Dotsero

Note: Count shore or floating groups by segments identified below. #4 “Evidence of Use” does not need to be completed each time.

| | Pumphouse - Radium | Radium - Rancho del Rio | Rancho del Rio - State Bridge | State Bridge - Catamount | Catamount - Burns | Burns - Cottonwood | Cottonwood - Dotsero |
|--|---|-------------------------|-------------------------------|--------------------------|-------------------|--------------------|----------------------|
| 1. NUMBER of GROUPS seen while floating | | | | | | | |
| 3. Estimated AVERAGE observed GROUP SIZE | | | | | | | |
| 4. EVIDENCE OF USE (check [✓] appropriate description): | | | | | | | |
| L e s s ● ● ● ● | Only footprints observed. No noise or litter. | | | | | | |
| | Footprints/bicycle tracks observed. Noise and litter infrequent. Slight vegetation trampling at campsites and popular areas. Fire rings seen. | | | | | | |
| | Vehicle tracks observed. Occasional noise and litter. Vegetation and soils becoming worn at campsites and high-use areas. | | | | | | |
| | Vehicle tracks common. Some noise/litter. Vegetation and soils commonly worn at campsites, along travel routes, and popular areas. | | | | | | |
| M o r e | Frequent noise and litter. Large but localized areas of vegetation damage and soil compaction. | | | | | | |
| | Prominent noise, music, and litter. Widespread vegetation damage and soil compaction. | | | | | | |

Notes:

Eagle Area – Social Monitoring Patrol

(Monitoring people and the signs of people)

Patrol by: Name: _____ Date: __/__/__

Day of Week (circle): Mon Tue Wed Thu Fri Sat Sun a.m. or afternoon or p.m.
(circle)

Route Patrolled: Eagle Area Loops

Note: Count groups encountered on loops identified below. Begin counting after you depart trailhead. For the Race Course Loop, count people on private and public lands. #3 "Evidence of Use" does not need to be completed each time.

| | East Eagle Loop | Hockett Loop | Race Course Loop |
|---|-----------------|--------------|------------------|
| 1. NUMBER of other GROUPS seen while TRAVELING | | | |
| 2. Estimated AVERAGE observed GROUP SIZE | | | |
| 3. EVIDENCE OF USE (check [✓] appropriate description): | | | |
| Only footprints observed. No noise or litter. | | | |
| Footprints/bicycle tracks observed. Noise and litter infrequent. Slight vegetation trampling at campsites and popular areas. Fire rings seen. | | | |
| Vehicle tracks observed. Occasional noise and litter. Vegetation and soils becoming worn at campsites and at high-use areas. | | | |
| Vehicle tracks common. Some noise/litter. Vegetation and soils commonly worn at campsites, along travel routes, and at popular areas. | | | |
| Frequent noise and litter. Large but localized areas with vegetation damage and soil compaction. | | | |
| Prominent noise, music, and litter. Widespread vegetation damage and soil compaction. | | | |

Notes:

**Illustration 7 – Example of a Monitoring Strategy for a
Recreation Management Area/Recreation Management Zone**

| Indicator | Standard | Purpose | Protocol | Frequency | Documentation | Who | Costs |
|------------------------------|---|---|---|---------------|---|-----------|--|
| RMA/RMZ Objective | | | | | | | |
| Activities | Conduct monitoring of all known recreation activities and their impacts on the primary activities. | Determine if other recreation activities are impacting the primary activities. | Conduct an informal discussion with the partnership group. Provide field observations and incident reports to the recreation planner. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff | \$100/year |
| Outcomes | Participants in visitor assessments report an average 4.0 realization of the targeted experiences and benefits (4.0 on a probability scale, where 1 equals not realized and 5 equals totally realized). | Promote visitor realization of the targeted outcomes. | Conduct small group discussions every 5 years and visitor surveys every 10 years. | Every 5 years | 5-year RMA report | BLM staff | \$2,000 every 5 years and \$5,000 every 10 years |
| Desired Physical RSCs | | | | | | | |
| Remoteness | Remoteness from motorized vehicles exists throughout the RMZ. | Determine if the current remoteness is within the desired RSC standard. | Conduct a field observation and GIS analysis for project proposals. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff | \$500/year |
| Naturalness | The existing natural landscape is retained. Any new, nonrecreational modifications are not visually obvious or evident from trails. | Determine if projects, activities, or modifications have altered the landform, vegetation, water, color, or character of the landscape. | Conduct a field observation and GIS analysis for project proposals. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff | \$500/year |
| Visitor Facilities | Simple/basic recreation developments at trailheads. Maintained and marked trails in RMZ. | Determine if recreation developments are in compliance with desired RSCs. | Conduct an analysis of recreation project proposals and field observations during trail patrols. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff | \$1,500/year |

| Indicator | Standard | Purpose | Protocol | Frequency | Documentation | Who | Costs |
|---|---|--|---|------------|--|---------------------------------------|--------------|
| Desired Social RSCs | | | | | | | |
| Contacts with Others | Participants encounter a season average of up to 8 encounters per day. | Determine if the recreation use levels are within the desired RSC standard. | Conduct field observations and permit system analyses. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff, volunteers, and outfitters | \$800/year |
| Group Size | Participants encounter a season average of up to 6 people per group. | Determine if the average group size is within the desired RSC standard. | Conduct field observations and permit system analyses. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff, volunteers, and outfitters | \$800/year |
| Evidence of Use | A few small, localized areas of vegetation alteration and compacted/bare soils are acceptable; bare ground at designated campsites will not expand. | Determine if the condition of dispersed campsites and use areas are within the desired RSC standard. | Conduct site impact indexes using ground cover as an indication of use impacts. | Every year | Yearend partnership summary and 5-year RMA report | BLM staff, volunteers, and outfitters | \$1,500/year |
| LUP-Level Actions | LUP-level management actions and allowable use decisions are executed. | Track and document the execution of LUP-level management actions and allowable use decisions. | Conduct a yearend partnership summary and annual report for the NEPA coordinator. | Every year | Yearend partnership summary and annual report prepared by NEPA coordinator | BLM staff | \$250/year |
| R&VS Implementation-Level Actions (e.g., access, visitor services, mgmt. controls) | Actions are designed and implemented with the intent of maintaining and/or achieving the desired RSCs or RMA/RMZ objective. | Track and document the execution of implementation decisions. | Conduct a yearend partnership summary and annual report for the NEPA coordinator. | Every year | Yearend partnership summary and annual report prepared by NEPA coordinator | BLM staff | \$1,000/year |
| Visitor Health and Safety | Ensure visitors are not exposed to unhealthy or unsafe human-created conditions (defined by a repeat accident or health violation in the same year, of the same type, in the same location, due to the same cause). | Ensure public safety and security. | Conduct an annual compilation of incidences. | Every year | Yearend partnership summary and annual report | BLM staff | \$300/year |

Appendix 1 – Land Use Planning Checklist for Recreation and Visitor Services**Preparing for a Planning Effort (New Resource Management Plan (RMP), RMP Revision, or Planning Amendment)¹**

Collect planning information/data; determine issues; and identify planning considerations, participants, and data needs.

- ✓ **Issues and Concerns:** Identify recreation planning issues and management concerns. These may be categorized as user demand, use/user conflict, visitor health and safety, and resource protection. Identify rationale to add, drop, or change special recreation management areas (SRMAs). Also, identify the rationale to add, drop, or change extensive recreation management areas (ERMAs), and identify the need for multiple ERMAs, as applicable.
- ✓ **Preliminary Planning Criteria:** Identify recreation-related planning criteria, plan parameters, and constraints, such as areas or issues that will not be addressed by the plan. For example, “The Prineville RMP revision will not revisit decisions made in the recently completed Deschutes River plan.”
- ✓ **Data Needs and Management:** Identify and gather existing recreation-related data sources, data gaps, and information for plan development, such as community assessment reports; recreation setting characteristics and other inventories; visitor surveys; focus groups data; statewide comprehensive outdoor recreation plans; regional tourism plans; and other relevant recreation, resource setting, community, and economic data that can be captured and analyzed as data layers in a geographic information system (GIS).² Data needs require information to determine:
 - **Recreation Demand:** Identify and describe activities, settings, and outcomes that visitors and residents prefer or demand by specific geographical areas.
 - **Recreation Supply:** Identify and describe existing and available physical, social, and operational settings (i.e., supply). Use recreation setting characteristics and map using GIS.
- ✓ **Participants in the Process:** Identify likely recreation and tourism stakeholders, individuals, and interest organizations that should be involved in the planning process and included in plan development. This will help ensure cooperation and coordination with other government agencies and potential recreation service providers.

¹ Please refer to BLM Washington Office Instruction Memorandum No. 2009-127 and BLM Handbook H-1601-1, “Land Use Planning,” Appendix F-1, for additional general preparation plan guidance.

² For specific format and additional information, see Attachment 2 of BLM Washington Office Instruction Memorandum No. 2009-127.

- Identify agencies and tribal and local governments with recreation interests that could participate as cooperating agencies or that could have interest as potential cooperating recreation service providers.
 - Identify interested and affected members of the public, including user or interest groups, outfitters and guides, and parks and recreation district staffs.
 - If requested, identify potential individuals and organizations for Resource Advisory Council subgroup representatives.
- ✓ **Planning Schedule:** Identify any critical path timeframes, such as steps with required time limits (e.g., draft NEPA document comment period or the Governor’s consistency review), and identify factors that influence the collection and analysis of recreation-related data and information, such as allowing focus groups and workshops time for travel management planning.
- ✓ **Budget:** Identify labor and operation support costs for filling recreation data gaps and obtaining critical inventory information. The budget information, along with scheduling details, will contribute to developing the statement of work if the project is to include third-party contractors.

Scoping³

Conduct public scoping and implement public involvement strategies.

- ✓ **Public Scoping:** Develop appropriate public involvement strategies with planning staff to identify new or affirm preliminary recreation and visitor services (R&VS)-related issues that should be addressed in the land use plan (LUP), and collect public input regarding the establishment of SRMAs and ERMAs.
- ✓ **Additional Parameters:** Identify any additional recreation-related planning criteria. In consideration of public comments, make any needed changes to the scope of the plan. For example, “Due to public comments received, the Prineville Field Office will revisit the decisions made in the Deschutes River plan.”
- ✓ **Scoping Report:** Once the scoping period has closed, review the comments, and then identify and revise the priority recreation issues and concerns that will be addressed by the planning effort.

³ Public scoping and extensive public involvement is particularly important for recreation and other social, environmental, and economic issues as it helps determine public expectations, benefits, and potential cooperators for implementation of plan actions.

Analysis of the Management Situation (AMS)⁴

Prepare an area profile that describes the current level and location of recreation use (Chapter II).

- ✓ **Special Recreation Management Areas**
 - Identify all existing SRMAs.
 - Identify any proposed SRMAs.
 - Identify rationale to add, drop, or change SRMAs.

- ✓ **Extensive Recreation Management Areas**
 - Identify all existing ERMAs.
 - Identify any proposed ERMAs.
 - Identify the need for multiple ERMAs, as applicable, and the rationale to add, drop, or change ERMAs.

- ✓ **Recreation Settings and Opportunities:** Identify the current amount, type, and condition of natural resource recreation settings (physical, social, and operational), available recreation opportunities, and recreation infrastructure/development (onsite and, if necessary, regional).

Forecast or describe anticipated demand for recreation use (Chapter II).

- ✓ **Recreation Demand:** Identify the public land visitors, including international, national, and resident visitors, as appropriate, and their preferences/demands for:
 - Physical, social, and operational natural resource recreation settings.
 - Activity opportunities.
 - Experience opportunities.
 - Outcomes (personal, community, economic, and environmental benefits).

- ✓ **Indicators:** Identify data sources and information, such as:
 - Local/regional/national data.
 - Input from agencies, governments, and the public.
 - Monitoring data (e.g., visitor use estimates and use patterns and information derived from visitor studies and focus group discussions).

⁴ See BLM Handbook H-1601-1, “Land Use Planning,” Appendix F-3, for additional general AMS guidance. The intent of this step is to describe the current condition and trends of resources and resource uses within the planning area and to describe and analyze the adequacy of the current management situation. To complete the AMS, follow the guidance in BLM Handbook H-1601-1, “Land Use Planning,” Appendix F, p. 12, for consistency and coordination with other plans and any specific mandates or authorities related to recreation and visitor services. Much of this information will have already been collected and analyzed as part of the earlier planning stages.

- ✓ Analyze the recreation demand and indicators to make statements related to trends and forecasts for R&VS. For example, “Analysis of the visitor records and monitoring data indicates that there has been a 5 percent increase annually of recreation use in the SRMA.”

Describe key features and areas with high potential for use (Chapter II).

- ✓ Identify unique landscapes and areas, and identify types of resource features that should guide land use allocation and management decisions.

Describe current management direction from all available decision documents (Chapter III).

- ✓ **Existing Plan Direction:** Identify R&VS management decisions from all applicable BLM plans (RMPs, management framework plans, and plan amendments).
- ✓ **Existing Operations:** Identify pertinent recreation management (including permits), operational, information, and monitoring activities and direction. Include any applicable supply and demand information.

Describe potential management opportunities⁵ (Chapter IV).

- ✓ **Management Capability:** Evaluate the ability of current management direction to achieve desired conditions and address resource demands. Consider:
 - The ability of current management and recreation supply to meet present and future demands based on resource and demand trends.
 - Opportunities to manage the land/people differently.
 - Field office capacity, in terms of staff, annual budget, partnerships, and workload.
 - Applicable issues and concerns identified through scoping.
- ✓ **Evaluate Benefits:** Identify areas of relative social, economic, and ecological importance to the R&VS program.
 - Offer rationale (e.g., description of important values) regarding why areas might be considered or dropped as SRMAs.

Describe consistency and coordination with other plans (Chapter V).

- ✓ **Consistency with Other Entities:** Discuss implications to and from other plans (county, city, state lands, tribal, and federal agency plans).
- ✓ **Opportunities for Coordination:** Identify opportunities for enhancing coordination or gaining expertise through cooperating agency relationships.

⁵ Identifying management opportunities is a process that considers how changes in management could respond to current condition and trend information and scoping issues. It serves as a starting point for alternative formulation (if applicable) by providing a list of possible management opportunities for later sorting and refining into a framework of compatible alternatives. Organize the information by following BLM Handbook H-1601-1, Appendix F, p. 11.

Describe specific mandates and authority—laws, regulations, and policy (Chapter VI).

- ✓ **Other Requirements:** Describe applicable state and federal laws, regulations, and policy requirements that apply to R&VS.

LUP/Plan Amendment NEPA Documentation for Developing an Environmental Impact Statement (EIS)/Environmental Assessment (EA)⁶

Introduction (Chapter I)

- ✓ For the introduction, briefly explain R&VS issues that were addressed and used to develop alternatives. Also, explain alternatives that were considered but eliminated from further analysis.

Alternative Descriptions (see **BLM Handbook H-1790-1, “National Environmental Policy Act,” Chapter 6.6)** (Chapter II)

- ✓ For the general narrative description of each alternative, highlight the R&VS characteristics that distinguish each alternative.
- ✓ For the narrative regarding the management common to all alternatives, describe the goals and management decisions for R&VS that are common to all alternatives.
- ✓ For the “no action” alternative narrative, describe the existing R&VS direction, which can be found in current management direction tables that were developed as part of the AMS.
- ✓ For narratives in the “action” alternatives, describe R&VS direction (theme) for each of the action alternatives.
- ✓ Identify alternative approaches for R&VS that were considered but eliminated from detailed analysis, and briefly explain why they were eliminated. This is especially true for R&VS scenarios proposed by the public or other agencies.

Alternatives Comparison Table⁷ (Chapter II).

- ✓ Identify goals and objectives for R&VS.

⁶ General guidance for planning process and document development can be found in BLM Handbook H-1601-1, “Land Use Planning,” Appendix F-4. Specific NEPA guidance related to alternative development, affected environment, and environmental impacts can be found in BLM Handbook H-1790-1, “National Environmental Policy Act,” Chapters 6 and 9. These chapters apply to planning efforts that will require the analysis of alternatives through preparation of an environmental impact statement.

⁷ BLM Handbook H-1601-1, Appendix F, p. 16, requires the inclusion of tables that compare alternatives and impacts.

- ✓ Identify areas to be designated and managed as SRMAs.
- ✓ Identify areas to be managed as ERMAs.
- ✓ Describe R&VS management actions and allowable uses. These actions should be necessary to support the goals and objectives; maintain or enhance the recreation setting characteristics; and address visitor health and safety, resource protection, and use and user conflicts.
- ✓ Describe the interdisciplinary planning management actions and allowable uses for other resource programs necessary to achieve and complement the recreation management area objective.
- ✓ Describe and clearly identify all implementation-level decisions included in the LUP or amendment. Note: Implementation decisions may be included in the planning document; however, (1) they must be clearly distinguished and (2) they must be covered by appropriate site-specific analysis in the planning effort NEPA document (see BLM Handbook H-1601-1, p. 29-31; and BLM Handbook H-1790-1, Chapter 6.8).

Impacts Comparison Table (Chapter II).

- ✓ Provide a comparative summary of the social, economic, and environmental impacts to the R&VS associated with each alternative.

Affected Environment Description (see **BLM Handbook H-1790-1, Chapter 6.7**)⁸ (Chapter III).

- ✓ Describe applicable supply and demand information (e.g., user preferences and demand for particular recreation activities, recreation settings, experiences, and benefits).
- ✓ Describe the physical, social, and operational recreation setting character conditions.
- ✓ Explain pertinent recreation management, administration, information, and monitoring direction (e.g., type, volume, and location of recreation use; recreation management plans; existing closures and restrictions; existing infrastructure; types and volume of special recreation permits; fee program; tourism; and partnerships).

⁸ Discuss existing management, conditions, issues, and trends, but be concise and limit discussion to what is needed to understand issues and environmental consequences and to provide context for the goals and objectives. Most of this information will come from the AMS, such as current condition and trend information, key environmental areas, and current management direction.

Environmental Consequences and Effects (see BLM Handbook H-1790-1, “National Environmental Policy Act,” Chapter 6.8)⁹ (Chapter IV)

- ✓ Describe the direct, indirect, and cumulative effects and their significance.
- ✓ Describe and quantify consequences of the “no action” alternative as if there were no change in existing management.
- ✓ Describe the impacts of other resource decisions on R&VS, and provide a sufficient analysis to support all conclusions.
- ✓ Identify measures to mitigate adverse impacts to recreation opportunities and setting characteristics.
- ✓ Describe and analyze the consequences of the proposed R&VS decisions on other resource/resource use decisions, and provide a sufficient analysis to support all conclusions.
- ✓ For areas to be managed as SRMAs, when analyzing the impacts of R&VS decisions on the recreation program, be sure to analyze:
 - Consequences of emphasizing recreation by managing for specific recreation opportunities and settings on a sustained or enhanced, long-term basis.
 - Rationale for designating the SRMA.
 - Recreation activities, experiences, and benefit opportunities to be offered, including the types and numbers of special recreation permits.
 - Recreation setting characteristics to be maintained or enhanced.
 - Consequences of proposed R&VS management actions and allowable uses necessary to: support and facilitate targeted recreation activities or facilities; maintain or enhance the recreation setting characteristics; and address visitor health and safety, resource protection, and use and user conflicts.
 - Availability and ability of partners and other recreation program, facility, and service providers to deliver services and complement management actions. Include entities that will be involved in joint management or that will assist with implementation of plan actions or management alternatives. Management actions and allowable uses (e.g., terms, conditions, and special considerations) for other resource programs necessary to achieve the SRMA objective(s) (e.g., stipulations on mineral or other development, designations for all types and modes of travel, areas available for livestock grazing, and visual resource management classes).

⁹ The NEPA analysis must identify the known and predicted effects that are related to the issues. The effects analysis predicts the degree to which the resource would be affected upon implementation of the decisions/actions. Describe the methodology and analytical assumptions for analyzing impacts, and identify any incomplete or unavailable information that is critical to the analysis.

- ✓ For areas to be managed as ERMA's, when analyzing the impacts of R&VS decisions on the recreation program, be sure to specifically analyze:
 - Recreation opportunities that facilitate the visitors' freedom to pursue a variety of outdoor recreation activities and attain a variety of outcomes.
 - Recreation use to address resources or user conflicts, visitor health and safety, special permits for certain activities, and the mitigation of recreation impacts on cultural and natural resources.

Consultation and Coordination (Chapter V).

- ✓ Describe any actions taken to consult and coordinate with R&VS interests.
- ✓ Identify the recreation and tourism stakeholders, individuals, and organizations that participated in plan development or that will be collaboratively engaged in plan implementation.

Preparing the Final NEPA Document (Proposed LUP/Final EIS)¹⁰

- ✓ Evaluate public comments received on the draft LUP/EIS related to the R&VS program.
- ✓ Make changes to the draft LUP/EIS based upon public/staff comment for the proposed LUP/final EIS.
- ✓ Identify and note any changes made to the document.

The Record of Decision/Approved LUP¹¹

- ✓ Identify planning and implementation R&VS decisions in the approved LUP.
- ✓ If the LUP makes monitoring and evaluation decisions and/or adopts mitigation measures, make sure they are included in the record of decision and approved LUP.

¹⁰ The proposed LUP/final EIS builds on the draft LUP/EIS by including appropriate responses to public comments received on the draft documents. The proposed LUP/final EIS may also contain modifications to the alternatives and the accompanying impact analysis contained in the draft LUP/EIS.

¹¹ The record of decision/approved LUP is typically the proposed LUP, as modified in response to protests, the Governor's consistency review, or other considerations. It describes the goals, objectives, and management actions for fulfilling the management direction developed within the land use planning process.

Appendix 2 – Experience and Benefit Checklist**Experience and Benefit Checklist**

(Moore and Driver 2005; Driver, Tinsley, and Manfreda 1991)

I. Visitor Experiences

- | | |
|--|--|
| <p>A. Achievement/Stimulation</p> <ul style="list-style-type: none"> ✓ Developing skills and abilities ✓ Gaining recognition from others for doing this ✓ Testing endurance ✓ Gaining a greater sense of self-confidence ✓ Being able to tell others about the trip <p>B. Autonomy/Leadership</p> <ul style="list-style-type: none"> ✓ Experiencing a greater sense of independence ✓ Enjoying exploring on own ✓ Being in control of things that happen <p>C. Risk-Taking</p> <ul style="list-style-type: none"> ✓ Enjoying risk-taking adventure <p>D. Equipment</p> <ul style="list-style-type: none"> ✓ Talking to others about equipment <p>E./F./G. Family Togetherness/Similar People/New People</p> <ul style="list-style-type: none"> ✓ Enjoying the closeness of friends and family ✓ Relishing group affiliation and togetherness ✓ Enjoying meeting new people with similar interests ✓ Enjoying participation in group outdoor events <p>H. Learn</p> <ul style="list-style-type: none"> ✓ Learning more about this specific area ✓ Enjoying access to hands-on environmental learning ✓ Enjoying learning outdoor social skills <p>I. Enjoy nature</p> <ul style="list-style-type: none"> ✓ Savoring the total sensory (sight, sound, and smell) experience of a natural landscape ✓ Enjoying easy access to natural landscapes <p>J. Introspection</p> <ul style="list-style-type: none"> ✓ Enjoying ability to be more contemplative ✓ Reflecting on own character and personal values ✓ Thinking about and shaping own spiritual values ✓ Contemplating human's relationship with the land | <p>K. Creativity</p> <ul style="list-style-type: none"> ✓ Doing something creative ✓ Enjoying artistic expression of nature <p>L. Nostalgia</p> <ul style="list-style-type: none"> ✓ Bringing back pleasant memories <p>M. Exercise/Physical Fitness</p> <ul style="list-style-type: none"> ✓ Enjoying needed physical exercise ✓ Enjoying strenuous physical exercise ✓ Enjoying a wide variety of environments within a single park or recreation area ✓ Enjoying access to close-to-home outdoor amenities ✓ Enjoying ability to frequently participate in desired activities in preferred settings <p>N. Physical Rest</p> <ul style="list-style-type: none"> ✓ Enjoying needed physical rest <p>O. Escape Personal/Social Pressures</p> <ul style="list-style-type: none"> ✓ Releasing or reducing stress ✓ Escaping everyday responsibilities <p>P. Escape Physical Pressure</p> <ul style="list-style-type: none"> ✓ Feeling good about solitude, isolation, and independence ✓ Enjoying an escape from crowds of people <p>Q. Social Security</p> <ul style="list-style-type: none"> ✓ Being near more considerate people <p>R. Escape Family</p> <ul style="list-style-type: none"> ✓ Getting away from family for awhile <p>S. Teach/Lead Others</p> <ul style="list-style-type: none"> ✓ Enjoying teaching others about the outdoors <p>T. Risk Reduction</p> <ul style="list-style-type: none"> ✓ Having others nearby who could help if needed ✓ Having a greater understanding about what will happen while here |
|--|--|

II. Community Resident Experiences**A. Lifestyle**

- ✓ Enjoying the hustle and bustle of new people in town
- ✓ Enjoying the peace and quiet of this small-town community
- ✓ Enjoying maintaining out-of-town country solitude
- ✓ Living a slower pace of life
- ✓ Avoiding compromising the quality of life here

B. Sense of Place

- ✓ Feeling like I belong to this community and liking it
- ✓ Avoiding outsiders making me feel alienated from my own community
- ✓ Observing visitors treating our community with respect
- ✓ Feeling that this community is a special place to live
- ✓ Just knowing this attraction is here, in or near my community

C. Personal/Character

- ✓ Nurturing my own spiritual values and growth
- ✓ Developing a greater understanding of outsiders

D. Interacting with People

- ✓ Appreciating personal interaction with visitors
- ✓ Enjoying telling visitors what makes this community a special place to live and work
- ✓ Encouraging visitors to help safeguard our lifestyle and quality of life
- ✓ Sharing our cultural heritage with new people
- ✓ Seeing visitors get excited about this area
- ✓ Communicating our cultural heritage with those already living here

E. Change

- ✓ Liking change and new growth here
- ✓ Knowing that things are not going to change too much

F. Stewardship and Hospitality

- ✓ Feeling good about the way our cultural heritage is being protected
- ✓ Feeling good about how visitors are being managed
- ✓ Feeling good about how natural resources and facilities are being managed
- ✓ Feeling good about how this attraction is being used and enjoyed

I. Personal Benefits**A. Psychological****1. Better mental health and health maintenance**

- ✓ A more holistic sense of wellness
- ✓ Restored mind from unwanted stress
- ✓ Diminished mental anxiety
- ✓ Improved mental well-being

2. Personal development and growth

- ✓ Greater self-reliance
- ✓ Confirmation/development of own values
- ✓ Improved academic and cognitive performance
- ✓ Improved sense of control over one's life
- ✓ Improved skills for outdoor enjoyment
- ✓ Improved skills for enjoying the outdoors alone
- ✓ Improved skills for outdoor enjoyment with others
- ✓ Improved leadership abilities
- ✓ Improved teamwork and cooperation
- ✓ Improved outdoor knowledge and self-confidence
- ✓ Improved outdoor recreation skills
- ✓ Deeper sense of personal humility
- ✓ More balanced competitive spirit

- ✓ Greater sensitivity to/awareness of outdoor aesthetics, nature's art, and its elegance
- ✓ Greater spiritual growth
- ✓ Increased capacity for artistic expression
- ✓ Improved ability to think things through and solve problems
- ✓ Increased adaptability
- ✓ Stronger ties with family and friends
- ✓ Greater sensitivity to/respect for other visitors
- ✓ Increased understanding and tolerance of others
- ✓ Greater respect for my cultural heritage
- ✓ Enhanced awareness and understanding of nature
- ✓ Greater environmental awareness and sensitivity
- ✓ Greater understanding of the importance of recreation and tourism in our community
- ✓ Better sense of my place within my community
- ✓ Improved ability to relate to local cultures
- ✓ More well-informed and responsible visitor
- ✓ Greater sense of responsibility for own quality of life
- ✓ Enlarged sense of personal accountability for acting responsibly on public lands
- ✓ Enlarged understanding of personal responsibility to help care for community and keep it clean

3. Personal appreciation and satisfaction

- ✓ Closer relationship with the natural world
- ✓ A more outdoor-oriented lifestyle
- ✓ Enhanced sense of personal freedom
- ✓ Greater sense of personal security
- ✓ Greater sense of adventure
- ✓ Improved appreciation of nature's splendor
- ✓ Improved opportunity to view wildlife closeup
- ✓ Greater appreciation of the arts
- ✓ Better understanding of wildlife's contribution to own quality of life
- ✓ Greater freedom from urban living
- ✓ Greater appreciation for my wildland and parkland heritage and how managers care for it
- ✓ Greater personal enrichment through involvement with other people
- ✓ Improved personal awareness, learning, and appreciation of others' cultural values
- ✓ Increased acceptance of others who are different
- ✓ Greater cultivation of natural resource stewardship ethic
- ✓ Increased appreciation of area's cultural history
- ✓ Greater awareness that this community is a special place
- ✓ Better understanding of my community's cultural identity
- ✓ Greater respect for private property and local lifestyles
- ✓ An improved stewardship ethic towards adjoining/host communities
- ✓ Improved understanding of how this community's rural-urban interface impacts its quality of life
- ✓ Improved understanding of this/our community's dependence and impact on public lands

B. Psychophysiological

- ✓ Improved physical fitness and health maintenance
- ✓ Restored body from fatigue
- ✓ Improved cardiovascular health
- ✓ Reduced hypertension
- ✓ Improved capacity for outdoor physical activity
- ✓ Improved physical capacity to do my favorite recreation activities
- ✓ Greater opportunity for people with different skills to exercise in the same place
- ✓ Decreased body fat and obesity
- ✓ Improved muscle strength and connective tissue
- ✓ Increased lung capacity
- ✓ Reduced incidence of disease

II. Household and Community Benefits

- ✓ Heightened sense of satisfaction with our community
- ✓ Greater household awareness of and appreciation for our cultural heritage
- ✓ More informed citizenry about where to go for different kinds of recreation experiences and benefits
- ✓ Reduced social isolation
- ✓ Improved community integration
- ✓ Improved functioning of individuals in family and community
- ✓ Greater family bonding
- ✓ Improved parenting skills
- ✓ More well-rounded childhood development
- ✓ Improved group cooperation
- ✓ Greater community involvement in recreation and other land use decisions
- ✓ Increased community involvement reducing erosion of our community's small-town, rural character
- ✓ Reduced numbers of at-risk youth
- ✓ Less juvenile delinquency
- ✓ Higher school/class attendance
- ✓ Lower school dropout rates
- ✓ More highly motivated students/improved scholarship
- ✓ Reduced social alienation
- ✓ Increased compassion for others
- ✓ Lifestyle improvement or maintenance
- ✓ Enhanced lifestyle
- ✓ Enlarged sense of community dependency on public lands
- ✓ Increased nurturance of others
- ✓ Increased independence/autonomy
- ✓ Greater interaction with visitors from different cultures
- ✓ Greater community valuation of its ethnic diversity

III. Economic Benefits

- ✓ Reduced health maintenance costs
- ✓ Increased work productivity
- ✓ Reduced absenteeism from work
- ✓ Decreased job turnover
- ✓ Improved local economic stability
- ✓ More positive contributions to local-regional economy
- ✓ Increased local tax revenue
- ✓ Increased local job opportunities

H-8320-1 – PLANNING FOR RECREATION AND VISITOR SERVICES (Public)

A2-4

- ✓ Greater value-added local services/industry
- ✓ Increased desirability as a place to live or retire
- ✓ Enhanced ability for visitors to find areas providing wanted recreation experiences and benefits
- ✓ Maintenance of community's distinctive recreation/tourism market niche or character
- ✓ Increased local tourism revenue
- ✓ Greater diversification of local job offerings
- ✓ Increased property values
- ✓ Greater fiscal capacity to maintain essential infrastructure and services
- ✓ Greater protection of area historic structures and archaeological sites
- ✓ Sustainability of community's cultural heritage
- ✓ Improved respect for privately owned lands
- ✓ Improved care for community aesthetics
- ✓ Improved soil, water, and air quality
- ✓ Greater protection of fish, wildlife, and plant habitat from growth, development, and public use impacts
- ✓ Increased awareness and protection of natural landscapes
- ✓ Reduced negative human impacts such as litter, vegetative trampling, and unplanned trails
- ✓ Increased ecologically friendly tourism operations
- ✓ Reduced spread of invasive species such as plants, insects, and aquatic organisms
- ✓ Greater recycling
- ✓ Conservation of entire sustainable ecosystems

IV. Environmental Benefits

- ✓ Greater retention of community's distinctive architecture and structures
- ✓ Maintenance of distinctive small-town atmosphere
- ✓ Maintenance of distinctive recreation setting character
- ✓ Improved maintenance of physical facilities
- ✓ Reduced looting and vandalism of historic/prehistoric sites
- ✓ Greater community ownership and stewardship of park, recreation, and natural resources
- ✓ Greater retention of distinctive natural landscape features
- ✓ Reduced wildlife harassment by recreation users
- ✓ Reduced wildlife disturbance from recreation facility development
- ✓ Reduced wildlife predation of domestic pets

Appendix 3 – Matrix Format Showing Existing Recreation Settings of a Hypothetical SRMA/RMZ

PHYSICAL COMPONENT – Qualities of the Landscape

| | <i>Primitive</i> | <i>Back Country</i> | <i>Middle Country</i> | <i>Front Country</i> | <i>Rural</i> | <i>Urban</i> |
|--|---|--|--|---|--|--|
| Remoteness (approx. distance from routes) | More than ½ mile from either mechanized or motorized trails and routes. | Within ½ mile of mechanized trails/routes. | Within ½ mile of four-wheel-drive, ATV, and motorcycle routes. | Within ½ mile of low-clearance or passenger vehicle routes (e.g., unpaved county roads, private land routes). | Within ½ mile of paved/primary roads and highways. | Within ½ mile of streets and roads within municipalities and along highways. |
| Naturalness (landscape texture, form, line, color) | Undisturbed natural landscape. | Natural landscape with modifications in harmony with surroundings and not visually obvious (e.g., stock ponds, historic structures). | Character of the natural landscape retained. A few modifications contrast with character of the landscape (e.g., fences, ditches). | Character of the natural landscape partially modified but none overpower natural landscape (e.g., structures, utilities). | Character of the natural landscape considerably modified (e.g., agriculture, airstrips, industrial alterations). | Urbanized developments dominate landscape. |
| Visitor Facilities | No structures. Foot/horse and water trails only. | Developed trails made mostly of native materials such as log bridges. Structures are rare and isolated. | Maintained and marked trails, simple trailhead developments, and basic toilets. | Rustic facilities such as campsites, restrooms, trailheads, and interpretive displays. | Modern facilities such as campgrounds, group shelters, boat launches, and occasional exhibits. | Elaborate full-service facilities such as laundry, restaurants, and groceries. |

SOCIAL COMPONENT – Qualities Associated with Use

| | <i>Primitive</i> | <i>Back Country</i> | <i>Middle Country</i> | <i>Front Country</i> | <i>Rural</i> | <i>Urban</i> |
|--|--|---|---|---|--|--|
| Contacts (average # of other groups) | Fewer than 3 encounters/day at campsites and fewer than 6 encounters/day on travel routes. | 7-15 encounters/day on travel routes. | 15-29 encounters/day on travel routes. | 30 or more encounters/day on travel routes. | People seem to be generally everywhere. | Busy place with other people constantly in view. |
| Group Size (average) | Fewer than or equal to 3 people/group. | 4-6 people per group. | 7-12 people/group. | 13-25 people/group. | 26-50 people/group. | Greater than 50 people/group. |
| Evidence of Use | No alteration of the natural terrain. Footprints only observed. Sounds of people rare. | Areas of alteration uncommon. Little surface vegetation wear observed. Sounds of people infrequent. | Small areas of alteration. Surface vegetation showing wear with some bare soils. Occasional sounds of people. | Small areas of alteration prevalent. Surface vegetation gone with compacted soils observed. Sounds of people regularly heard. | A few large areas of alteration. Surface vegetation absent with hardened soils. Sounds of people frequently heard. | Large areas of alteration prevalent. Some erosion. Constantly hear people. |

OPERATIONAL COMPONENT – Conditions Created by Management and Controls over Recreation Use

| | <i>Primitive</i> | <i>Back Country</i> | <i>Middle Country</i> | <i>Front Country</i> | <i>Rural</i> | <i>Urban</i> |
|--|---|---|---|---|--|--|
| Public Access (types of public travel allowed) | Foot, horse, and nonmotorized float boat travel. | Mountain bikes and perhaps other mechanized use, but all is nonmotorized. | Four-wheel-drive vehicles, ATVs, dirt bikes, or snowmobiles, in addition to nonmotorized, mechanized use. | Two-wheel-drive vehicles predominant, but also four-wheel drives and nonmotorized, mechanized use. | Ordinary highway auto and truck traffic is characteristic. | Wide variety of street vehicles and highway traffic is ever present. |
| Visitor Services (and information) | No maps or brochures available onsite. Staff rarely present to provide onsite assistance. | Basic maps, staff infrequently present (e.g., seasonally, high-use periods) to provide onsite assistance. | Area brochures and maps, staff occasionally (e.g., most weekends) present to provide onsite assistance. | Information materials describe recreation areas and activities, staff periodically present (e.g., weekdays and weekends). | Information materials, plus experience and benefit descriptions. Staff regularly present (e.g., almost daily). | Information materials, plus regularly scheduled onsite outdoor demonstrations and clinics. |
| Management Controls (regulations) | No onsite posts/signs of visitor regulations, interpretive info, or ethics. Few use restrictions. | Basic user regulations at key access points. Minimum use restrictions. | Some regulatory and ethics signs. Moderate use restrictions (e.g., camping, human waste). | Rules, regulations, and ethics clearly posted. Use restrictions, limitations, and/or closures. | Regulations strict and ethics prominent. Use may be limited by permit, reservation, etc. | Enforcement in addition to rules to reduce conflicts, hazards, and resource damage. |

Appendix 4 – Special Recreation Management Area Template

Special Recreation Management Area (SRMA)

(Name)

SRMAs are administrative units where the existing or proposed recreation opportunities and recreation setting characteristics are recognized for their unique value, importance, and/or distinctiveness, especially compared to other areas used for recreation. For each SRMA, establish objective decisions, describe recreation setting characteristics, identify management actions and allowable use decisions, and, if necessary, identify implementation decisions.

SUPPORTING INFORMATION

Briefly describe the rationale for designating the SRMA, including the unique value, importance, and/or distinctiveness of the area. This documents the rationale for consideration of the SRMA in the planning process and, if selected, designation of the SRMA in the record of decision.

SRMA/RECREATION MANAGEMENT ZONE (RMZ) OBJECTIVE(S) DECISIONS

SRMAs may be subdivided into RMZs with discrete objectives. SRMA/RMZ objectives must define the specific recreation opportunities (i.e., activities, experiences, and benefits derived from those experiences) that become the focus of recreation and visitor services management.

Objective Statement (e.g., In visitor assessments, ___% of respondents who participated in targeted activities (listed below) report the ability to realize the targeted experiences and benefits (listed below)):

Activities (e.g., camping, rafting):

Experiences (e.g., enjoying frequent exercise, enjoying the closeness of family and friends):

Benefits (e.g., personal/individual, community/social, economic, and/or environmental):

RECREATION SETTING CHARACTERISTIC DESCRIPTIONS

Describe the physical, social, and operational recreation setting qualities to be maintained or enhanced.

Physical Components (e.g., remoteness, naturalness, visitor facilities):

Social Components (e.g., contacts, group size, evidence of use):

Operational Components (e.g., access (types of travel), visitor services/information, management controls):

MANAGEMENT ACTIONS AND ALLOWABLE USE DECISIONS

Identify necessary management actions and allowable use decisions for recreation and visitor services and other programs to achieve SRMA/RMZ objectives and maintain or enhance the desired recreation setting characteristics.

Recreation and Visitor Services Program (e.g., camping limits, recreation permit/fees, conditions of use):

Other Programs (e.g., stipulations on mineral or other development, types and modes of travel designations, or visual resource management classes):

IMPLEMENTATION DECISIONS

Implementation decisions are actions to achieve or implement land use plan decisions. Implementation decisions include management, administration, information and education, and monitoring.

Implementation Decisions (e.g., The land use plan decision may be to designate overnight camping areas, while the supporting implementation decision may be to address specific site locations, size, and amenities to be provided.):

Appendix 5 – Extensive Recreation Management Area Template

_____ Extensive Recreation Management Area (ERMA)
(Name)

ERMAs are administrative units that require specific management consideration in order to address recreation use, demand, and/or recreation and visitor services program investments. ERMAs are managed to support and sustain the principal recreation activities and the associated qualities and conditions. ERMA management is commensurate with and considered in context with the management of other resources and resource uses.

ERMA OBJECTIVE(S) DECISION

ERMA objectives must define the recreation activities and the associated qualities and conditions that become the focus for recreation and visitor services management.

Objective Statement (e.g., By 2015, the Bailey Lake ERMA will offer recreation opportunities, in a relatively unchanged physical recreation setting, that facilitate the visitor's freedom to participate in a variety of dispersed, nonmotorized/nonmechanized recreation activities.):

MANAGEMENT ACTIONS AND ALLOWABLE USE DECISIONS

Identify management actions and allowable use decisions for the recreation and visitor services and other programs necessary to: facilitate visitor participation in the identified outdoor recreation activities; maintain particular recreation setting characteristics; address visitor health and safety, resource protection, and use and user conflicts; and address the type(s), activities, and locations where special recreation permits will or will not be issued.

Recreation and Visitor Services Program (e.g., camping limits, recreation permit/fees, conditions of use):

Other Programs (e.g., stipulations on mineral or other development, types and modes of travel designations, or visual resource management classes):

IMPLEMENTATION DECISIONS

Implementation decisions are actions to achieve or implement land use plan decisions. Implementation decisions include management, administration, information and education, and monitoring.

Implementation Decisions (e.g., The land use plan decision may be to designate overnight camping areas, while the supporting implementation decision may be to address specific site locations, size, and amenities to be provided.):

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