

8322 - RECREATION AREA MANAGEMENT PLANS

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.01 *Purpose.* This Manual Section provides policy and instructions for preparing, reviewing, approving, and implementing recreation area management plans (RAMP).

.02 *Objectives.* The objectives of a recreation area management plan are to:

A. Identify on-the-ground action programs to implement recreation use and manage recreation resources as provided for in Management Framework Plans (MFP) or Resource Management Plans (RMP).

B. Provide continuity for the management of recreation use and recreation resources in a particular recreation management area.

C. Provide data and establish priorities for the preparing of budget documents including annual work plans and packages for recreation management, recreation construction, recreation maintenance, and recreation acquisition programs.

D. Provide a basis for monitoring accomplishment of recreation program goals and objectives.

.03 *Authority.*

A. *Federal Land Policy and Management Act of 1976*, as amended, P.L. 94-579 (90 Stat. 2743; 43 U.S.C. 1701 et seq.).

.04 *Responsibility.*

A. *The Deputy Director for Lands and Resources, through the Assistant Director, Recreation and Environmental Areas and the Chief, Division of Recreation and Cultural Resources*, is responsible for maintaining recreation management planning procedures and for monitoring the effectiveness of the recreation planning process.

B. *State Directors*, within their respective jurisdictions, are responsible for:

1. Establishing priorities for preparing and implementing recreation area management plans;

2. Providing management oversight and training to ensure that recreation area management plans meet technical quality standards; and

3. Approving interdistrict and interstate recreation area management plans.

C. *District Managers* are responsible for approving recreation area management plans within their Districts.

D. *Area Managers*, within their respective jurisdictions, are responsible for:

1. Preparing recreation area management plans consistent with established policy, in conformity with the standards prescribed in this Manual Section.

2. Reviewing and recommending to the District Manager approval of recreation area management plans.

3. Implementing and monitoring such plans upon their approval.

.05 *Definitions.* (See also BLM Manual Section 8320, Glossary of Terms.)

A. *Recreation Area Management Plan (RAMP):* An officially approved document for a specific geographical area of public land which identifies the management actions to be implemented to achieve recreation related decisions made in a management framework plan or a resource management plan. The recreation area management plan is the link between the allocation of land for recreation use in the multiple-use planning process and the actions necessary to implement such allocations. The recreation area management plan does the following:

1. Sets forth the direction for management (administration, development, and protection) of recreation use and recreation resources:

2. Identifies specific management actions to be taken to manage recreation use and recreation resources; and

3. Establishes the general sequence of implementing these management actions.

.06 *Policy.* It is Bureau policy that:

A. Recreation area management plans are prepared for all special recreation management

areas. Recreation area management plans are not normally prepared for extensive recreation management areas, although they may be necessary for all or part of an extensive management area where major investments are necessary to resolve recreation related problems. (See BLM Manual Section 8320, Glossary of Terms, for definition of special and extensive recreation management areas.)

B. The management of recreation use and recreation resources on special recreation management areas is accomplished by implementing recreation area management plans. Major recreation investments such as permanent facility construction and acquisition are not approved until a recreation area management plan is completed.

C. Recreation management in extensive recreation management areas is usually minimal and is implemented through the Bureau's basic stewardship responsibilities. Recreation management actions (See BLM Manual Section 8320, Glossary of Terms.) needed to provide relatively unconstrained recreation opportunities in extensive recreation management areas are identified either in Program Packages or Annual Work Plans depending on whether or not increased funding is needed. The actions must be consistent with management decisions in the management framework plan or the resource management plan *but need not be specifically identified in those plans.*

D. A recreation area management plan addresses *all* recreation uses and potential recreation activities within the recreation management area. Separate recreation area management plans for different recreation management *functions*, such as facility development, visitor management, search and rescue, and interpretation, are not prepared.

E. Recreation area management plans are closely coordinated with other resource programs during all phases of preparation as provided for in BLM Manual Section 1609. (See also .08 F and G.)

.07 *Concept.* The recreation area management plan is the document that directs implementation of recreation land-use decisions made in management framework plans (MFP) and resource management plans (RMP). The recreation management plan is constrained by the MFP or RMP objectives and land-use allocations. Within these multiple-

use constraints, the recreation area management planning effort considers the various alternative sets of management actions available for achieving identified objectives for recreation resource and recreation user management. The recreation area management plan reflects the best professional judgment of the planner and the manager tempered by input from the public, based on projected requirements to meet future recreation needs within a specified timeframe.

.08 *Relationship to Other Planning Efforts.* (See Illustration 1.)

A. *Statewide Comprehensive Outdoor Recreation Planning (SCORP).* The SCORP provides a framework to guide public and private actions to meet the outdoor recreation needs of the people of a particular State. SCORP data is used in the MFP or RMP and, therefore, is indirectly considered in the recreation area management plan. In addition, data from Bureau recreation inventory and planning documents are included in SCORP up-date efforts.

B. *Resource Management Planning.* The allocation and use of public land resources as prescribed in the Resources Management Plan (RMP) include the allocation of resources for recreation purposes. The planning for recreational use of public lands is therefore an integral part of the resource management planning process.

C. *Recreation Activity Planning.* Activity plans are completed as necessary to implement the decisions in the MFP/RMPs. Activity plans for recreation are subdivided into two levels as follows:

1. *Recreation Area Management Plan.* The recreation area management plan identifies the *management actions to be taken* to implement the recreation management allocation decisions made in the MFP or RMP.

2. *Project Planning.* Recreation project plans document proposed project user requirements, visitor profiles, and design parameters to assure that final project designs meet specified recreation management goals. Recreation area management plans precede project plans and provide specific project parameters which guide the development of project plans.

D. *Operations Planning.* Operations plans document how a management action will operate or be implemented during a particular year. Such plans are prepared in advance of the annual work plan whenever an operational action (such as patrols), identified in a recreation management plan or elsewhere, needs to be documented. Recreation area management planning usually precedes operations planning and can provide specific parameters to guide its preparation.

E. *Off-Road Vehicle Implementation Planning.* An ORV implementation plan is prepared for a planning area as a result of the formal off-road vehicle designation process in MFPs and RMPs. These plans define the specific course of action for implementing the ORV designation decisions made in MFPs or RMPs. The portion of the ORV implementation plan applicable to recreation ORV use in the recreation management area under consideration is up-dated, if necessary, and included in the recreation area management plan.

F. *Multi-Resource Activity Planning.* One multi-resource activity plan for a management

area is preferable to many individual resource activity plans for the same area. Recreation participation in multi-resource activity planning efforts (such as plans for wilderness areas or other special areas) is encouraged. The recreation portion of multi-resource activity plans must meet the policy and content requirements specified in .06 and .3 respectively of this Manual Section.

G. *Activity Planning for Other Resource Programs.* Activity planning for other resource programs, such as wildlife habitat plans, cultural resource management plans, and allotment management plans, primarily addresses the management goals of their respective programs; their *management goals do not include recreation management.* However, BLM Manual Section 1609.11 does require that the activity plans for other programs address recreation management in a limited manner by ensuring that recreation management goals as set forth in the MFP or RMP are not adversely affected by other program actions. The recreation area management plan has the same responsibility toward the management goals of the other resource programs.

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.1 Guidelines for the Planning Effort.

.11 Planning Horizon. Data is collected, alternative strategies analyzed, and decisions made based upon the problems and needs for a 10-year period following approval of the plan.

.12 Planning Personnel. The recreation area management plan may be prepared for the Area Manager by in-house personnel, by contract, or by a combination of both.

A. In-House Personnel. A District or Resource Area recreation planner or other staff professional well versed in recreation planning normally prepares the recreation area management plan with the assistance of other technical specialists such as landscape architects, engineers, interpretive specialists, wildlife biologists, or visitor management specialists. Technical specialists may be obtained from within or outside the Bureau, including other Bureau offices and other agencies.

B. Contract. Any contract to prepare a recreation area management plan requires the same kinds of technical expertise as required for an in-house effort. The contracting officer's authorized representative should be the Resource Area or District recreation planner or other staff professional well versed in recreation planning.

.13 Areas Which Require Recreation Area Management Plans. Recreation area management plans are prepared for special recreation management areas. Except for unusual circumstances, an approved MFP or RMP must be available before a recreation area management plan is prepared. A recreation area management plan may be prepared for an area for which a MFP or RMP has not been approved if recreation uses conflict with each other or with other resource uses and, in doing so, result in serious recreation user safety or serious resource deterioration problems; or if other extenuating circumstances exist. An analysis prepared using provisions of 43 CFR 1601.6-3(b), and appropriate coordination should provide basis for decisions to prepare the RAMP for such an area.

A. Boundaries for the Planning Effort. The boundary of a planning effort is normally the boundary of a particular recreation management area identified in the MFP or RMP. In those cases where a recreation management planning effort is

initiated in advance of an approved MFP or RMP or where the existing MFP or RMP does not identify management areas, determine boundaries early in the recreation management planning process. As a result of the recreation management planning effort, the approved recreation management plan may include adjustments to the original boundary as appropriate to meet management goals.

.14 Priorities for Preparing Recreation Area Management Plans. Limited manpower and funding require that recreation management planning efforts are undertaken on highest priority recreation management areas first. *Highest priority* areas are those that have been formally dedicated to public recreation purposes through Congressional, Presidential, Secretarial, or Bureau designations. *Second* priority is assigned to areas where there is considerable public interest and controversy caused by recreation related factors; *third* to areas where significant recreation related problems are occurring; *fourth* to areas where there are unique or outstanding recreation values which are threatened; and *fifth*, to other special recreation management areas.

.15 The Plan Document. Recreation management plans must be high quality documents reflecting professional effort in their preparation. Use the following standards for both in-house and contract prepared documents:

A. Audience. Recreation area management plans are written primarily as a management document for use by BLM personnel; secondarily, they communicate specific management intent to the public.

B. Popular Version. Where considerable public interest or controversy is expected, consider writing a popular version of the recreation management plan which summarizes the content of the approved plan in a less technical manner.

C. Format. The format requirements of recreation management plan documents are optional; except that the size must be 8½"x11", either dimension vertical, providing for easy storage and filing. Suggested format styles are found in Illustrations 2 through 5. The preparer should consider:

1. *Binding.* Binding is of wire stitch (either side-stitch or saddle-stitch) or pasted (for thicker documents).

2. *Printing.* Documents in excess of 10 pages are printed on both sides.

3. *Cover and Title Pages.* Cover and title pages follow the standard requirements shown on Illustrations 2 and 3.

4. *Type Styles.* Document narratives may be either typewritten or typeset. If typewritten, the IBM Prestige Elite or Courier type styles or equivalent should be used. If typeset, one of the four type fonts shown on Illustration 4 is suggested. In either case, use of the Bureau's margin spacing standard is also suggested.

D. *Graphics.* Include graphics (including maps, charts, diagrams, and photographs) of professional quality throughout the plan, as appropriate. Lettering on graphics may be typeset or hand-lettered in a professional manner; however, lettering should be consistent within any one plan document. Maps and other full page diagrams are prepared on standard size drawing sheets (11 x 8½, 11 x 18, 22 x 17, and 22 x 36) and reduced as necessary to fit the 11" dimension; multi-folded graphics should not be inserted into envelopes in the back of plan documents. Consider multi-colored graphics in popular versions if this increases clarity.

E. *Document Control.* Place the original graphics, the master copy of the recreation area management plan, and the back-up material (including the preplan analysis, the assessment of alternatives, the environmental assessment, the staff review, and the public participation record) in the permanent files of the District Office until superseded by revised material. A working copy of this material should be kept in the applicable Resource Areas.

.16 *Plan Distribution.* Approved recreation area management plans are not normally distributed to the general public.

A. *Required Distribution.* Send a copy of each approved plan to the State Liaison Officer, the State Director, the Director (420), and to other State and Federal agencies affected by the plan.

B. *Optional Distribution.* Copies of approved plans or popular versions of such plans may be

sent to individuals, organizations, or Federal, State, and local agencies upon their request or at the discretion of the District Manager.

.17 *Public Participation.* The public (individuals, organizations, and governmental agencies) are encouraged and given opportunities to participate in the recreation area management planning effort appropriate to the expected level of public controversy and/or interest. See BLM Manual Section 1601 for public participation techniques. A record of actual public participation must be kept as back-up material for each planning effort.

.18 *Coordination With Other Non-Bureau Plans and Programs.* The recreation area management planning effort must be fully coordinated with existing plans and programs of other Federal, State, and local agencies that might be affected, including highway plans, State and local land-use and zoning plans, park plans, and sanitation plans. Cooperative recreation area management planning efforts with other recreation agencies are encouraged whenever the recreation values and/or uses of the other agency's land are closely related to those on BLM land. Recreation area management plans resulting from cooperative planning must meet the basic content requirements of BLM recreation area management plans. Negotiate format requirements with participating agencies.

.2 *The Planning Process.* The steps outlined below delineate the general process to follow during the recreation management planning effort. The actual work required at each step depends upon the scope and complexity of the issues for any particular management area. In many cases, the work involved will be only documentation of pertinent data that has already been analyzed or decisions that have already been made. Normally, Steps 3 (Identifying Issues), 4 (Compiling Necessary Data), and 5 (Analyzing and Synthesizing Data) do not follow in direct progression; they may occur simultaneously or overlap. The actual writing of the plan is one of the last steps, after completion of the analytical process. Preparers should remember that the management framework plan (MFP) or resource management plan (RMP) is the allocation portion of the Bureau planning system and that the recreation area management plan is the action-oriented implementation portion. Much of the data required to prepare a recreation area management plan should be found in completed MFPs or RMPs. However, because

MFPs and RMPs vary widely in content, the recreation management planning process includes procedures to generate data that might be missing. The responsibility of participants for each step in the planning process is shown on Illustration 5. Coordinate with District and State Office staffs and other agencies throughout the planning process to avoid unanticipated problems during the formal review process (Step 6).

.21 Step 1 - Preparing the Preplan Analysis. Step 1 documents the boundaries and the recreation management objectives of the management area derived from previous planning efforts; documents the scope, complexity, and requirements for the planning effort; and initiates internal and external coordination. Although not a part of the recreation area management plan itself, the preplan analysis is a concisely written document that becomes a part of the back-up material supporting the plan. The lead recreation planner normally prepares the preplanning analysis.

A. The Planning Area. Review the MFP or RMP covering the resource area and document the boundaries of the planning effort if they are available and still viable. If the boundaries have not been determined or are no longer valid, use the process outlined below. Document the boundaries of the special recreation management area in the preplan analysis.

1. Delineating Special Recreation Management Area Boundaries. In delineating special recreation management areas, select boundaries that will allow the area to be managed to provide those setting and activity opportunities identified by management objectives for this area (see .21B1). The boundaries of special recreation management areas need not coincide with setting opportunity area boundaries. For example, if an area is to provide primitive opportunities, the area boundary may need to be extended beyond the primitive opportunity to insure the primitive setting is not impaired by developments on adjacent lands. Lands necessary for development of trail heads or staging areas should be considered in drawing the special recreation area boundaries. Land requirements for other resource allocations should also be taken into consideration when drawing boundaries.

B. Recreation Management Objectives and Constraints. Review the MFP or RMP and pertinent area-specific legislation to determine if the

recreation management objectives and constraints are adequately developed, conflict with each other, or do not exist. If the objectives are not sufficiently specific or are inconsistent with each other, they should be clarified and developed as necessary. However, the greater detail and specificity must conform to the MFP/RMP. See Illustration 6 for an example of an objectives and constraints statement. Document the recreation management objectives and constraints in the preplan analysis. When an RAMP must be completed in advance of the Resource Management Plan (RMP), the Special Recreation Management Area is delineated into ROS classes and objectives identified, constrained by previous MFP decisions. State the recreation management objectives in terms of Recreation Opportunity Spectrum setting and activity opportunities to be provided.

C. Major Issues. Identify and document in the preplan analysis the major recreation management-related issues (problems and opportunities) which must be resolved if the recreation management objectives are to be attained. Address such categories as items of controversy, unique opportunities, coordination problems with other resource programs, and recreation use problems.

D. Data Needs. Identify and document in the preplan analysis the specific type, intensity, and source of additional resource and user data needed to undertake the RAMP planning effort. Refer to .24 for guidance on data needs.

E. Participants in Planning Effort. Identify and document in the preplan analysis the individuals required to complete the planning effort, including consultants and other agency employees. Identify the specific responsibilities (not just functional area) of each participant. Refer to .12 and Illustration 5 for guidance on expertise needs.

F. Public Participation. Identify and document in the preplan analysis what public participation will be undertaken, what techniques will be used, and their timing in the planning process. Refer to .17 for guidance on public participation requirements.

G. Planning Schedule. Prepare a schedule for completing each step of the planning process up to and including Step 8 (Approving the Plan). See Illustration 7 for a suggested format.

H. *Management Approval.* Obtain District and Area Manager approval of the proposals set forth in the preplan analysis before proceeding to the next step of the process. The District and Area Managers must review and approve the plan objectives.

.22 *Step 2 - Orienting Participants.* Step 2 should orient the participants involved in the RAMP planning effort. All participants are to review: (a) the preplan analysis to understand the recreation management objectives and constraints for the management area and the complexity and scope of the planning effort; (b) .3 of this Manual Section to understand the recreation management action categories to be considered in the planning effort; and (c) applicable legislation, Bureau policy, and regulations.

.23 *Step 3 - Identifying Issues.* Step 3 identifies the issues (problems and opportunities) that are pertinent to accomplishing the recreation management objectives. Each participant (See .21E.) must identify issues relating to his/her area of responsibility. Issues are identified from many sources, including the documents noted in .22 above, user groups, other agencies, and Bureau staff. Include all issues (including those that are resource, activity, or administration oriented) that are pertinent to accomplishing the recreation management objectives for the management area. Do not limit yourself to just major issues. Document the issues in writing. Group the issues by those that are applicable to the management area as a whole and those that are specific to each ROS class.¹

.24 *Step 4 - Compiling Necessary Data.* In Step 4, compile the resource and user data needed to assure that the final recreation management actions are feasible and appropriate to the situation projected for the management area during the 10-year period. Systematic recreation planning requires relevant information about the management area and its region on such things as: ecologic, cultural, visual, and recreation resources; social and economic environment; and recreation use characteristics. Such information provides the basis for the formulation, analysis, and comparison of alternative management actions and for decisions on the use, protection, interpretation, and development of the recreation resources in the man-

¹A plan amendment (see 43 CFR 1601.6-3(b)) may be necessary if issues identified concern multiple-use conflicts or other resource uses not addressed in the RMP/MFP.

agement area within its regional context. Use care to ensure that the data gathered are pertinent to the planning effort and that funds and manpower are not expended unnecessarily in collecting and analyzing marginally related or excessively detailed information. Primary sources of data (such as field inventory and interviews) should be utilized only if secondary sources (such as the recreation data base, MFPs or RMPs, State and local plans, off-road vehicle implementation plans, and studies) are inadequate. Certain kinds of data such as that needed to verify facility development locations, should be collected in later steps. New data generated during the recreation management planning process becomes part of the data base for future planning efforts.

.25 *Step 5 - Analyzing and Synthesizing Data.* In Step 5, analyze identified issues and other applicable data (from Steps 3 and 4) and synthesize the best set of recreation management actions to meet stated management objectives by responding to identified problems and opportunities. There are four identifiable parts to this step. The results of each part are documented to use in writing the plan. It is often very helpful to include the District and State Office Recreation Program Leaders in this step of the process. Good input during this phase smoothes the way for the review process.

A. *Identifying Alternative Management Actions.* Given certain recreation management objectives, constraints, issues, and other pertinent data, identify the alternative management actions that could be used to resolve each of the issues. The alternative actions must be realistic and feasible; do not confuse the effort by preparing straw men options. Because of the number of issues and management action categories (see .33) that may be involved, using a matrix may help in identifying actions and in analyzing alternative actions. See Illustration 8 for an example.

B. *Assessing the Alternative Management Actions.* Analyze and evaluate the alternative recreation management actions identified in .25A above to find the *best mix* of actions that best conform with legal, legislative, and executive policy; are consistent with the statewide comprehensive Outdoor Recreation Plan and local land-use plans; are environmental and socially sound; and are cost effective. (See Appendix 2 for investment criteria.)

C. *Determining the Preferred Actions.* Choose the best mix of management actions based upon the analysis and evaluation performed in .25B above. This best mix of management actions is the basis of the plan and becomes the preferred alternative for the environmental assessment.

D. *Developing Priorities and Estimating Costs.* Analyze the chosen set of preferred actions to determine priorities for each action or group of actions within each management action category and to estimate costs for implementing the chosen management actions. Base costs on current year costs without applying an inflation factor. See .34 for the kinds of information required.

.26 **Step 6 - Writing the Plan and the Environmental Analysis.** Step 6 documents, in plan form, the management decisions made during the previous steps of the planning process and provides the required written environmental analysis. The draft plan and environmental assessment are written using data and analyses generated in previous steps. Normally, no further data collection or analyses need be undertaken. The draft plan and environmental assessment may be written as one document or two.

A. *Draft Plan.* Upon completion of steps 1 through 5 of the planning process, the draft recreation area management plan is written following the format and content requirements found in .15 and .3, respectively. The information analyzed and the decisions made in previous steps are the basis of the written plan.

1. *Plan Detail.* The intensity and depth of the recreation area management plan depend upon the complexity of the recreation issues in the management area. In some cases, the plan may be only 10 pages or less; in other cases, much larger. The plan must not be so long and detailed that it is not used. However, it must contain data, in summary form, sufficient to explain the full recreation management intent for the management area, to justify the management actions included, and to establish priorities for the management actions. Specific inventory data, studies, and analyses are contained in back-up documents and cited in the plan. The back-up documents are normally not published but are made available for review in the District or Resource Area Office.

2. *Plan Context.* The recreation area management plan is written as an action plan; it identifies the actions that will be taken. Consequently, the plan describes affirmative actions, not a series of recommendations.

B. *Environmental Analysis.* Using the preferred action developed in .26C as the proposed action and the alternative developed in .26A, complete an environmental analysis. If the recreation area management plan evolved from a MFP and the proposed actions significantly affect the environment, an environmental statement may be required. An environmental statement is usually not required for recreation area management plans derived from resource management plans, since the major land-use allocation decisions are already subject to the environmental statement process.

.27 **Step 7 - Reviewing the Plan and Environmental Analysis.** Step 7 provides for review of the draft plan and environmental analysis by appropriate BLM officials, by other agencies, and by the general public prior to plan approval. Coordinate closely with the BLM District and State Office staffs and other agencies prior to formal review to preclude major problems during formal review.

A. *District and Resource Area Staff Review.* Draft recreation area management plans and environmental analysis are reviewed by the District and Resource Area staff and management, as appropriate, for proper resource data content and for coordination with the MFP or RMP and other resource programs. Staff review is documented on BLM Form 8300-1 (see Illustration 9).

B. *State Office and Washington Office Review.* The State Director and Director (420) formally review a draft recreation area management plan and environmental analysis when requested by the District Manager. Such review may be requested when major policy issues or controversy are involved.

C. *Other Agency Review.* A draft recreation area management plan and environmental analysis are sent to local, State, or other Federal agencies for review and comment when such agencies have expressed interest in the plan or when the plan might impact their programs. In all cases, the draft plan and assessment are sent to the State Liaison Officer for review and comment.

D. *Public Review.* Publish a notice in newspapers, and the *Federal Register* if warranted, on the availability of a draft recreation area management plan and environmental analysis. The notice should contain at least the location of the management area, a summary of recreation management actions proposed, and any special rules to be imposed. Public meetings and other public participation techniques are used as appropriate and when identified in the preplan analysis.

.28 **Step 8 - Approving the Plan.** Step 8 is approval of the plan.

A. *Approval Steps.* After completion of the formal review process and after necessary revisions have been made, the recreation area management plan and environmental analysis are sent to the District Manager through the lead planner and the Area Manager who indicate their concurrence by signing the title page of the plan. The District Manager indicates approval by signing the title page.

B. *Notice to the Public.* Once approved and printed, the plan is distributed and the public is notified of the approval by notice in local newspapers, and the *Federal Register* if warranted. The notice contains at least the location of the management area, a summary of management actions to be implemented, and any special rules to be imposed.

.3 **Plan Content.** A recreation area management plan contains five basic parts: Introduction, Management Objectives, Management Program, Implementation and Cost, and Appendix. These parts and their content are discussed below. All content items should be considered when writing the plan; however, the relative emphasis accorded each item varies depending on specific circumstances. Each of the five parts are required in the sequence shown. However, the sequence within each of the parts is discretionary as long as the plan content is presented in a clear and logical manner. Appendix 1 illustrates one possible outline. Use a combination of narrative and graphics (maps, charts, photographs, etc.) that will most succinctly and clearly describe the situation; combine graphics for different sections when appropriate. All graphics must be cited in the text of the plan and should be used only to clarify an issue or action.

.31 **Introduction (Part I).** This part orients the reader of the plan. Keep it brief, concise, and directly related to the recreation management area.

A. *Location and Setting.*

1. *Narrative.* Briefly describe the recreation management area and its surrounding region including such things as physiography, land ownership, population centers, access routes, other suppliers of recreation opportunities, and the acreage of the management area (BLM, other Federal, State, and private).

2. *Graphics.* Include a location map showing the recreation management area within the State(s) and an area map showing the dominant features of the recreation management area such as boundaries, roads, towns, water features, and land status. An oblique photograph may be useful in portraying the overall character of the area.

B. *Background Information.* Describe the genesis of the planning effort, the purpose and scope of the plan, and the importance of the management area from a recreation standpoint (national, regional, or local). Identify the name and location of the MFP or RMP document covering the management area.

C. *Resources in the Management Area.*

1. *Narrative.* Briefly describe the physical resources pertinent to the recreation situation (such as climate, vegetation, wildlife, water, soils, scenery, and ecological concerns), existing recreation facilities, designations, and current resource utilization and management programs.

2. *Graphics.* Include appropriate map(s) which portray primary resource values and uses of the management area.

D. *Recreation Use in the Management Area.*

1. *Narrative.* Briefly describe, at the present and 10 years into the future, the recreation activity preferences and the profile (including origin, use patterns, party size, seasons of use, length of stay, and group identification) of the recreation user in the management area. Identify the factors which are expected to cause changes in use over time.

2. *Graphics.* Where appropriate, include a chart that shows the present and expected use, in visitor-days, over the 10-year time period.

E. *Major Issues.* Identify the major resource, activity, or administration oriented issues.

F. *Plan Summary (Optional).* Include this section only for complex planning efforts with numerous ROS classes and mixes of issues and management actions.

1. *Narrative.* Identify the management objectives and the most significant management actions contained in Part III of the plan.

.32 Management Objectives and Constraints (Part II). This part identifies the management objectives and constraints which guide the overall management of the area as derived from MFP, RMP, or area-specific legislation.

A. *Narrative.* As documented in the Preplan Analysis (Step 1 of the planning process), identify:

1. *Recreation Management Objectives.* The recreation management objectives for the management area, stated in terms of ROS classes and activity opportunities, including specific information on the social setting (carrying capacity) where necessary to resolve identified issues.

2. *Constraints.* The constraints placed on recreation within the management area by other resource programs.

3. *Other Decisions.* Any other specific recreation-related decisions made in the MFP or RMP.

B. *Graphics.* Show on a map the ROS classes and, where appropriate, pertinent areas that have special constraints.

.33 The Management Program (Part III). This part of the plan identifies the specific recreation management actions to be implemented to accomplish the recreation management objectives for the area. Listed below are a series of management action categories that are used to implement recreation management objectives. Document in this part of the plan only those actions that are required to solve stated issues, as developed in the other steps of the planning process, and to accomplish the recreation management objectives. There is no standard sequence for documenting manage-

ment actions so long as they are rationally grouped. Three approaches have most often been used to array this data: by management action category (i.e., addressing all ROS classes within each pertinent management action category), by ROS class (i.e., addressing all pertinent management actions within each ROS class), or a combination of the two. See Appendix 1 for a suggested outline for the first approach. No matter which approach is used, *each issue must be clearly identified with its corresponding management actions.* Matrices are useful to accomplish this; see Illustration 8 for an example. Do not address alternatives in this part; refer the reader to the summary of alternatives found in the plan appendix (Part V). Remember, write this part as actions that will be taken rather than actions that are being recommended.

A. *Management Guidelines for Other Resource Programs.*

1. *Narrative.* For each ROS class, identify the management guidelines (such as levels of use, types of use, and standards for use) to be placed on other resource programs and activities in order to accomplish the recreation management objectives.

B. *Land Tenure Adjustment.*

1. *Narrative.* Identify the management actions related to land tenure adjustments that have been or are to be taken to resolve identified issues. Consider such actions as land sales or lease, land and easement acquisition, use agreements, boundary adjustments, withdrawals and revocations, and other segregative actions. By type of adjustment, identify for each parcel the owner, acreage, and legal description.

2. *Graphics.* Delineate on a map each parcel affected and key to type of adjustment.

C. *Off-Road Vehicle Designations.*

1. *Narrative.* Identify the off-road vehicle designations that have been and are to be made to resolve identified recreation-related issues. Identify the restrictions to be in effect for each "limited" area, the total acres in each designation class, and the seasons for specific closures and limitations. Identify the facilities (barriers and signs) needed to manage the designation.

2. *Graphics.* Delineate on a map the off-road vehicle designations and key to type of area.

Also delineate the facilities (including barriers and signs) needed to manage the designations; combine this information with the facility development graphic (see .33 and Illustration 10).

D. *Visitor Services.*

1. *Emergency Services.*

a. *Narrative.* Identify the management actions related to first-aid, search and rescue, and other emergency services that have been and are to be taken to resolve identified issues. Identify the agency with the primary responsibility for specific emergency services in the area and the Bureau's role. Identify specialized skills needed to handle specialized emergency problems, i.e., rock climbing, first aid).

b. *Graphics.* Delineate on a map the location of specialized equipment locations such as fire, search and rescue caches, and areas to be patrolled to resolve anticipated problems (i.e., rock climbing areas, water-related problems).

2. *Information and Interpretation Services.*

a. *Narrative.* Identify the management actions related to information and interpretation that have been and are to be taken to resolve identified issues (such as safety and unique recreation opportunities) and to maximize the effectiveness of other kinds of management actions (such as off-road vehicle designations and visitor protection). For each action or group of related actions and for each facility whose primary function is interpretation, identify the target audience, topic content, and theme.

b. *Graphics.* Delineate on a map all information/interpretation facilities and program sites, including major informational signing and off-road vehicle designation signing (see .33C2). Combine this with the map prepared for facility development (see Illustration 10).

3. *Visitor and Resource Protection.*

a. *Narrative.* Identify the management actions related to visitor and resource protection that have been and are to be taken to resolve identified issues such as hazards and protection of sensitive resources. Consider such actions as patrolling, closures, supplemental rules, and enforcement (both citation and arrest). Identify such spe-

cifics as intensity of patrolling, the specific rules, including their time span, and which agencies will provide enforcement actions.

b. *Graphics.* Where appropriate delineate on a map the primary locations needing visitor and resource protection and key to type of action supplied.

E. *Special Area Permits.*

1. *Narrative.* Identify the areas where special recreation permits (43 CFR 8372.1-2) have been or are to be required to resolve identified issues. For each area, identify the type of use requiring a permit, time of year, number to be issued, and other pertinent data.

2. *Graphics.* If necessary for clarification, delineate on a map the special areas which will require recreation permits.

F. *Concessions.*

1. *Narrative.* Identify the service(s) that have been and are to be supplied by concession operators in response to identified issues and identify the general stipulations to be placed on each operation.

2. *Graphics.* Delineate on a map the location of each concession operation.

G. *Site Development.*

1. *Narrative.* State the recreation management objectives for the site in terms of ROS settings and activity opportunities. Specify the user requirements in terms of use areas, facilities, and services to be provided (see BLM Manual Section 8323, Appendix 1, Section IIIB). Project the 10-year user requirements in terms of the volume of use which must be accommodated by activity such as the number of camping parties per day, swimmers at one time, picnic parties per day, boat launches per hour, etc. Develop a brief rationale stating why the development and services are needed and how they will resolve identified issues.

2. *Graphics.* Delineate on a map all development sites and interconnecting facilities such as roads, trails, and utilities. Differentiate between existing facilities, facilities proposed for the 10-year period, and future facilities. See Illustration 10 for an example.

H. *Resource Manipulation and Rehabilitation.* Identify the management actions related to resource manipulation and rehabilitation that have been or are to be taken in response to identified issues. Consider such actions as vegetation manipulation, rehabilitation of surface disturbances, and removal of unwanted structures.

I. *Maintenance.* Identify the management actions related to maintenance. Consider such actions as solid waste disposal, litter removal, and facility maintenance.

J. *Administration.*

1. *Staffing.* Identify the staffing requirements needed to implement the recreation management actions. For each function, include the number of positions, grades, permanent or less-than-permanent, and a brief description of duties. Provide an organizational chart which shows the recreational related staffing requirements for the 10-year period and its relationship to the Resource Area or the District organization.

2. *Special Equipment.* Identify the special equipment needed to implement the recreation management actions. Include such things as communications needs, specialized vehicles, first-aid equipment, rescue caches, etc.

3. *Agreements and Contracts.* Summarize the agreements and contracts needed to implement the recreation management actions. Identify the parties involved and the intent of each agreement or contract.

.34 **Implementation Phasing and Costs (Part IV).**

A. *Implementation Phasing.* Identify the time table guiding implementation in the recreation management area. For each management action category except facility development, identify the priority for each specific action or group of actions. For facility development, delineate the phasing of facility planning, survey and design, and construction for each facility. See Illustration 11 for an example.

B. *Cost Estimates.* Summarize costs for the major recreation management action categories and for each facility to be developed. See Illustration 12 for an example. Identify the basis for estimating costs.

.35 **Appendix (Part V).**

A. *Glossary of Terms.* Define the most significant terms which might be subject to misinterpretation.

B. *Participants in the Planning Effort.* Identify the participants and cooperators in the planning effort.

C. *Summary of Alternatives.* Briefly describe the broad alternative mixes of management actions considered before arriving at the chosen array of management actions.

.4 **Plan Monitoring and Revision.**

.41 **Plan Monitoring.** During implementation of the recreation area management plan, keep records on visitor use, visitor management problems, and resource deterioration problems. Document such data through staff reports filed with the recreation area management plan. Data collected during implementation of the plan becomes part of the recreation data base and the next RMP effort and the next recreation area management plan revision.

.42 **Plan Revision.**

A. *When to Revise.* Recreation area management plans are revised only when the management actions prescribed no longer meet the recreation management objectives or when the recreation management objectives are no longer valid. Recreation area management plans are not revised merely to update information contained in the plan. Each recreation area management plan is formally reviewed at least every 5 years to determine if a revision is needed.

B. *How to Revise.* If an approved recreation area management plan is no longer valid, revise using the same procedures as specified in .2 including public participation, District Manager approval, and submittal of the newly revised plan to the State Director and Director (420).

.5 **Plan Implementation.** The recreation area management plan is the primary reference document for preparing annual work plans and program packages.

.51 **Annual Work Plans.** Any work undertaken within a recreation management area having an

approved recreation area management plan must be consistent with the plan. Such work should be a part of the annual work plan (see BLM Manual Section 1681).

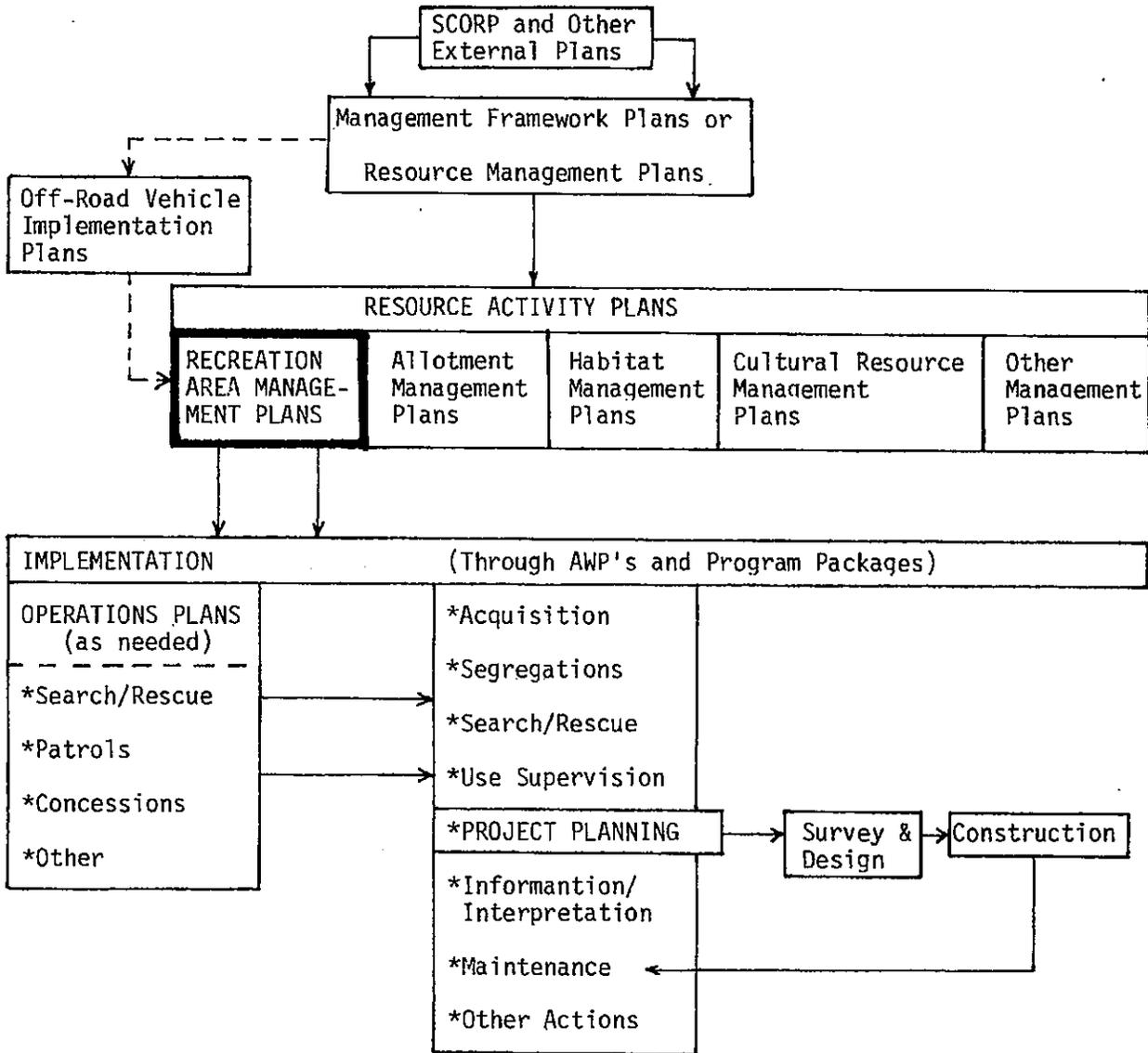
.52 Program Package. When base funding in the recreation management subactivity (4333) and the maintenance subactivities (2210, 2220, 2230) is insufficient to implement an approved recreation area management plan or when acquisition and project design and construction are to be implemented, new funding is requested through the Bureau's packaging system (see BLM Manual Sections 1650 and 1652). When requesting new funding, be mindful of the inherent timeframe for the packaging process. Package requests made during

the current year are for funds to be appropriated for the current year plus 2. That is, funds requested through packages prepared in FY 1981 will be available, if approved, in FY 1983.

.6 Roster of Approved Recreation Management Plans. A Roster of Approved Recreation Area Management Plans (Form 8300-2) is prepared or updated in the District Office whenever a new or revised recreation area management plan is approved. A copy of the completed roster is transmitted to the State Director and the Director (420) with a copy of the approved plan which generated the roster preparation. See Illustration 13 for an example of a completed roster.

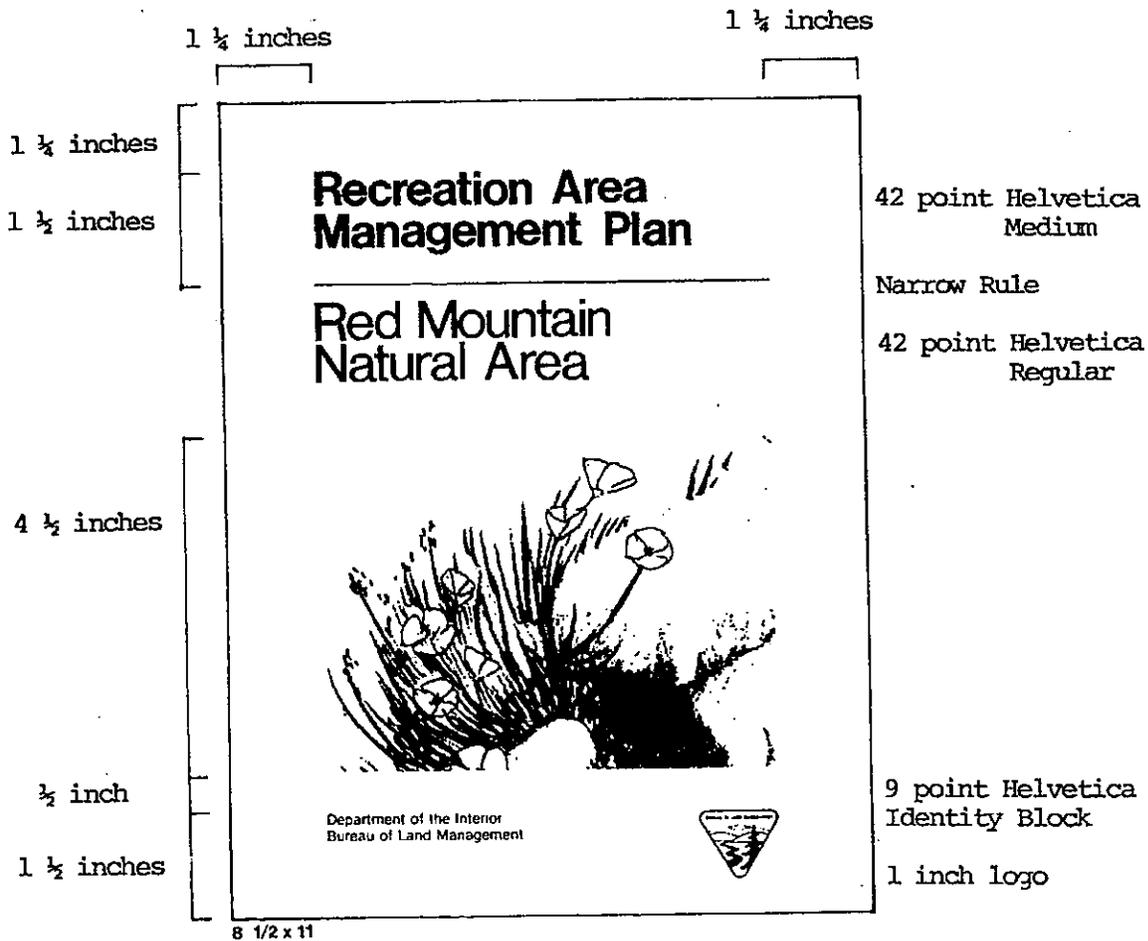
8322 RECREATION AREA MANAGEMENT PLANS

Relationship of the Recreation
Area Management Plans to Other Planning Efforts



Note: For sake of clarity, feedback relationships are not shown.

Suggested Cover Design for
Recreation Area Management Plan Documents



Margins

All margins will be as shown.

1. Normally, the term "Recreation Area Management Plan" will be used. Multi-resource activity plans should identify the resource programs involved such as "Wildlife Habitat and Recreation Area Management Plan."
2. Use one of the following type fonts: Helvetica, Univers, Times Roman, or Bodini, upper and lower case in medium weight.
3. Locate as shown.

Illustrations

1. Drawing or photographs may be informational or expressive.

Name of Area

1. Identify by the common name of the area and for the type of management area such as: Eureka Dunes Off-Road Vehicle Area or Red Mountain Natural Area.
2. Use one of the following font types: Helvetica, Univers, Times Roman or Bodini, upper and lower case in light weight.

Agency Name and Logo

1. Identify Department and Agency.

8322 - RECREATION AREA MANAGEMENT PLANS

Suggested Title Page Layout for
Recreation Area Management Plan Documents

Recreation Management Plan
for the
Red Mountain Natural Area
Utah

Department of the Interior
Bureau of Land Management

Recommended by: Paul Booz
Lead Planner, Cedar City District, June 1985

Recommended by: Larry L. Young
Area Manager, Kanab Resource Area, June 1985

Approved by: Robert Longmeyer
District Manager, Cedar City District, June 1985

8322 - RECREATION AREA MANAGEMENT PLANS

Suggested Guidelines
for Type Styles

ABCDEFGHIJKLMNO PQ

Helvetica

RSTUVWXYZ

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ABCDEFGHIJKLMNO PQ

Univers

RSTUVWXYZ

abcdefghijklmnopqrstuvwxyz

1234567890\$(&?!%.,;:-)

ABCDEFGHIJKLMNO PQ

Times Roman

RSTUVWXYZ

abcdefghijklmnopqrstuvwxyz

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ABCDEFGHIJKLMNO PQ

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RSTUVWXYZ

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8322 - RECREATION AREA MANAGEMENT PLANS

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