

Appendix C

Recreation Analysis Process

Basic Recreation Land Use and Implementation Planning Decisions

Nearly everyone can attest to the life-enriching qualities of recreation. However, most people also realize that its positive effects cannot simply be assumed; that, in fact, those experiences can often be enhanced when they are planned and managed for. It often takes more than accommodating user desires for a recreation activity to ensure that it actually occurs. Given that it is the duty of land managers to provide recreation opportunities for the visiting public; it makes sense that it is also part of their ongoing mission to implement a variety of programs designed, from the outset, to achieve the desired outcomes of the visiting public. Otherwise, specific experiences may not be realized.

Recreation outcomes matter. Recreation can provide satisfying experiences, strengthen family and community life, stabilize economies, and safeguard community and natural environments. It can also, however, if done poorly, be less than satisfying and lead to undesirable experiences. Additional negative impacts can also occur, such as family life may be degraded, communities may lose their distinctive character, economies may be adversely impacted, and the integrity of natural and cultural features may be diminished.

To ensure positive recreation-tourism development and use, land management agencies, such as the Bureau of Land Management (BLM), must plan and manage not only for recreation activities but, more importantly, for positive outcomes resulting from those recreation activities. Such outcomes include setting the stage for satisfying experiences for visitors, as well as maintaining the essential character of the recreation settings (see attached table) in which the activities occur—and upon which sustainable attainment of the desired outcomes depends.

This job is not as simple as it might, at first, appear. The potential impacts from managing a recreation program extend beyond on-site participants. Impacts may include adverse effects to households within adjoining communities, economies, and the environment. Not all those seeking recreation desire the same kinds of outcomes; different people often desire different recreation settings for the same recreation management units. Thus, customer desires for activity, experience, and other benefits must be assessed for all relevant recreation-tourism markets (i.e. customers) and compared with available supplies. Land managers must decide which recreation opportunities to provide in which recreation management zone, for which market niches or customers.

The initial recreation management decision now facing public lands managers is that of deciding whether or not there is a significant, identifiable structured recreation-tourism market demand¹ for each unit of public lands and, if so, whether or not they want to commit the intensive management investments required in order to support them. Such areas are currently managed by the BLM as Special Recreation Management Areas (SRMAs). In contrast, all public lands where these conditions are not satisfied (i.e., either specific markets having structured recreation-tourism demands that cannot be identified or where there is a lack of commitment to responsively accommodate for it) are managed only for custodial care and do not accommodate new recreation demands. Such areas are identified as Extensive Recreation Management Areas (ERMAs). There are no ERMAs within the Canyons of the Ancients National Monument; therefore, such areas will not be discussed in this document.

Detailed management, marketing, monitoring, and supporting administrative actions are not land use allocation decisions; rather, they are implementation decisions. As such, they can be

¹ “Structured recreation-tourism market demand” describes desires for specific experiences and other benefits and accompanying maintenance of recreation setting characteristics upon which attainment of those desired outcomes depends. For recreation participants, this includes recreation activities; however, in the case of resident customers, it may only include preferences for setting characteristics upon which those outcomes depend.

adaptively adjusted at any phase of plan implementation, as necessary, in order to achieve management objectives and setting prescriptions. A graphic representation of SRMAs is as follows:

For SRMAs

Land Use Plan Decisions:

Intent: To respond to identified market demand for structured recreation (i.e., experience and other benefit outcomes and the maintenance of recreation setting character)

Context: Here, the BLM has been able to identify both specific recreation-tourism markets and their explicit differing recreation experience and other benefit outcomes and the maintenance of setting character upon which sustained attainment of those outcomes depends.

- Content:**
1. Identify markets/niches;
 2. Write benefits-based management objectives;
 3. Prescribe essential recreation setting conditions; and
 4. Outline implementation framework.

Post-Land Use Plan Implementation Decisions:

- a. Management actions;
- b. Marketing actions;
- c. Monitoring action; and,
- d. Administrative support actions.

The significance of the decision to identify SRMAs is that the BLM now authorizes more than custodial recreation management, enabling managers to now identify structured recreation markets and their demands, and to proactively accommodate for selected market niches. Unless reasons for accommodating recreation are carefully articulated in terms of desired/targeted experience and other benefit outcomes—and corresponding essential setting characteristics upon which those outcomes depend—activities alone do not provide sufficient direction and rationale (i.e., they do not explain “why?”). Thus, recreation management objectives for SRMAs are written in terms of explicitly stated benefit-based management outcomes (i.e., targeted to selected recreation-tourism markets and niches). Increased recreation activity participation is therefore accommodated only where managers can associate that demand with identifiable markets and specific desired outcomes.

Outcomes Checklist

**From which to Select or Craft Items for Visitor/Resident Customer Preference Studies
and for Benefits-Based Recreation Management Objectives**

I. Experiential Benefits to Recreation Participants:

A: Achievement/Stimulation

- ! Developing your skills and abilities
- ! Having others think highly of you for doing this
- ! Testing your endurance
- ! Gaining a greater sense of self-confidence
- ! Being able to tell others about the trip

B: Autonomy/Leadership

- ! Experiencing a greater sense of independence
- ! Enjoying going exploring on my/our own
- ! Being in control of things that happen

C: Risk-Taking

- ! Enjoying risk-taking adventure

D: Equipment

- ! Talking to others about your equipment

E/F/G: Family Togetherness/Similar People/New People

- ! Enjoying the closeness of friends and family
- ! Relishing group affiliation and togetherness
- ! Enjoying meeting new people with similar interests
- ! Enjoying participating in group outdoor events

H: Learning

- ! Learning more about things here
- ! Enjoying having access to hands-on environmental learning
- ! Enjoying learning outdoor social skills

I: Enjoy nature

- ! Savoring the total sensory--sight, sound, and smell--experience of a natural landscape
- ! Enjoying having easy access to natural landscapes

J: Introspection

- ! Enjoying being more contemplative
- ! Reflecting on my own character and personal values
- ! Thinking about and shaping my own spiritual values
- ! Contemplating man's relationship with the land

K: Creativity

- ! Doing something creative
- ! Enjoying artistic expression of nature

L: Nostalgia

- ! Bringing back pleasant memories

M: Exercise-Physical Fitness

- ! Enjoying getting some needed physical exercise
- ! Enjoying strenuous physical exercise
- ! Enjoying having a wide variety of environments within a single park or recreation area
- ! Enjoying having access to close-to-home outdoor amenities
- ! Enjoying being able to frequently participate in desired activities in the settings I like

N: Physical Rest

- ! Enjoying getting some needed physical rest

O: Escape Personal-Social Pressures

- ! Releasing or reducing some built-up mental tensions
- ! Escaping everyday responsibilities for awhile

P: Escape Physical Pressure

- ! Feeling good about solitude, isolation, and being independent
- ! Enjoying an escape from crowds of people

Q: Social Security

- ! Being near more considerate people

R: Escape Family

- ! Getting away from family for awhile

S: Teaching-Leading Others

- ! Enjoying teaching others about the outdoors

T: Risk Reduction

- ! Having others nearby who could help you if needed
- ! Having a greater understanding about what will happen while I am here

Adapted from Driver, B.L.; Tinsley, H.E.A., and Manfreda, M.J. "The Paragraphs about Leisure and Recreation Experience Preference Scales: Results from Two Inventories Designed to Assess the Breadth of the Perceived Psychological Benefits of Leisure." 1991. In Driver, B.L.; Brown, P.J., and Peterson, G.L. (Eds). *Benefits of Leisure* (p. 276). State College, PA: Venture Publishing, Inc.

II. Experiential Benefits to Community Residents:
(i.e., related to other's recreation-tourism engagements)

A: Lifestyle

- ! Enjoying the hustle and bustle of having 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 having outsiders make me feel alienated from my own community
- ! Observing visitors treat 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

Adapted from work done for the BLM by Marty Lee, Northern Arizona University by D. Bruns and BLM colleagues

III. Other 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
- ! More committed to close-to-home recreation for consistent health improvement
- ! Greater commitment to pay more to re-create now to avoid paying more for health care later

2. Personal development and growth

- ! Greater self-reliance
- ! Confirmation/development of my 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
- ! Improved competence from being challenged
- ! Greater sensitivity to/awareness of outdoor aesthetics, nature's art and its elegance
- ! Enlarged sense of wonder
- ! Greater spiritual growth
- ! Greater cognitive efficiency
- ! Increased capacity for artistic expression
- ! Improved ability to think things through and solve problems
- ! Increased adaptability
- ! Stronger ties with my 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
- ! Improved sensitivity and know-how to use and enjoy without adverse impact
- ! Greater understanding of the importance of recreation and tourism to 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 my own quality of life
- ! Improved balance of work and play in my life
- ! Greater personal accountability and know-how in avoiding or causing conflict with others
- ! Enlarged understanding of my responsibility to help care for this community and keep it clean
- ! Improved sense of personal accountability for control of domestic pets and livestock
- ! 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

3. Personal appreciation and satisfaction

- ! Closer relationship with the natural world
- ! A more outdoor-oriented lifestyle
- ! Improved reconnection to my rural roots
- ! 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 close-up
- ! Greater appreciation of the arts
- ! Better understanding of wildlife's contribution to my 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

IV. Household and Community Benefits:

- ! Heightened sense of community satisfaction
- ! Increased community sense of place
- ! 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 drop-out 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/tolerance of others
- ! Increased independence/autonomy among seniors
- ! Increased community interdependence and friendliness
- ! Greater interaction with visitors from different cultures
- ! Greater community valuation of its ethnic diversity

V. 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 from visitors
- ! Increased local job opportunities
- ! 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
- ! Improved maintenance of distinctive community character and identity

VI. 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 by domestic pets

Adapted from Moore, Roger L. and Driver, B.L. "Benefits of Leisure and Its Roles in Society." 2005. In *Introduction to Outdoor Recreation*. (p. 29). State College, PA: Venture Publishing,

Negative Outcomes Checklist

From which to Select or Craft Additional Items for Resident Customer Preference Studies

I. Personal Negative Outcomes:

(i.e., worsened conditions)

A. Psychological

- ! Increased personal stress
- ! Loss of an important sense of place
- ! Loss of control over one's desired future
- ! Loss of control over my way of life

B. Personal development and growth

- ! Reduced ability to cultivate outdoor-oriented lifestyle
- ! Greater sense of residents being alienated from one's own community

II. Social and Cultural Negative Outcomes:

- ! Decreased family solidarity
- ! Reduced ability to cultivate outdoor-oriented lifestyle
- ! Increased exposure of at-risk youth to delinquency
- ! Increased erosion of community's small-town atmosphere
- ! Increased erosion of our sense of community
- ! Diminished sense of community cohesion/friendliness
- ! Increased crime
- ! Greater conflict with outsider attitudes towards community
- ! Greater sense of resignation among local residents towards continued growth and development
- ! Increased personal disregard for local residents

- ! Increased personal disregard for other visitors

- ! Increased conflict with a new residents whose culture conflicts with our lifestyles

III. Economic Negative Outcomes:

- ! Higher cost of living
- ! Increased property taxes
- ! Loss of economic productivity
- ! Loss of family legacy (e.g., family ranch or other business)
- ! Loss of recreation-tourism product Character and our community's market share
- ! Decreased tourism revenue
- ! Inability to cover costs of basic household necessities

IV. Environmental Negative Outcomes:

- ! More rapid loss of distinctive community architecture
- ! Loss of environmental quality within the recreation area
- ! Increased disregard for natural resources
- ! Increased visitor disregard for stewardship of community infrastructure
- ! Increased urbanization of the natural landscape
- ! Loss of community's defining, distinctive character
- ! Increased pollution, litter, and traffic noise
- ! Transformation of community by growth, development, and modernization

Adapted from real-life observations by D. Bruns and BLM colleagues

Recreation Management Zone

NATURAL RESOURCE RECREATION SETTINGS MATRIX
Criteria for Classification and Prescriptions

EXISTING SETTING

PRESCRIBED SETTING

03/20/2006

PHYSICAL - LAND & FACILITIES: character of the natural landscape

	Primitive		Transition	Back Country	Middle Country	Front Country	Rural	Urban
	Pristine							
a. Remoteness:	More than 10 miles from any road	More than 3 miles from any road	More than 1/2 mile from any kind of road, but not as distant as 3 miles, and no road is in sight	On or near 1/2 mile from all improved roads, but at least 1/2 mile from highways	On or near improved gravel roads, but at least 1/2 mile from highways	On or near paved primary highways, but still within a rural area	Municipal street and roads within towns or cities	
b. Naturalness:	Undisturbed natural landscape	Naturally-appearing landscape having modifications not readily noticeable	Naturally-appearing landscape except for obvious primitive roads	Landscape partially modified by roads, utility lines, etc., but none overpowered natural landscape features	Landscape partially modified by roads, utility lines, etc., but none overpowered natural landscape features	Natural landscape substantially modified by agriculture or industrial development	Urbanized developments dominate landscape	
c. Facilities:	None	Some primitive trails made of native materials such as log bridges and carved wooden signs	Maintained and marked trails, simple trailhead developments, improved signs, and very basic toilets	Improved yet modest, rustic facilities such as campsites, restrooms, trails, and interpretive signs	Improved yet modest, rustic facilities such as campsites, restrooms, trails, and interpretive signs	Modern facilities such as campgrounds, group shelters, boat launches, and occasional exhibits	Elaborate full-service facilities such as laundry, restaurants, and groceries.	

SOCIAL - VISITOR USE & USERS: character of recreation-tourism use

	Primitive	Back Country	Middle Country	Front Country	Rural	Urban
d. Contacts (with other groups):	Fewer than 3 encounters/day at camp sites and fewer than 6 encounters/day on travel routes	3-6 encounters/day off travel routes (e.g., campsites) and 7-15 encounters/day on travel routes	7-14 encounters/day off travel routes (e.g., staging areas) and 15-29 encounters/day en route	15-29 encounters/day off travel routes (e.g., campgrounds) and 30 or more encounters/day in route	People seem to be generally everywhere.	Busy place with other people constantly in view.
e. Group Size (other than your own):	Fewer than or equal to 3 people per group	4-6 people per group	7-12 people per group	13-25 people per group	26-50 people per group	Greater than 50 people per group
f. Evidence of Use:	Only footprints observed. No noise or litter.	Footprints and 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 and 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.	Unavoidable noise, music and litter. Widespread vegetation damage and soil compaction.

ADMINISTRATIVE - ADMINISTRATION & SERVICES: How Public Land Managers, Cooperative Agencies and Local Businesses Care for the Area and Serve Visitors

	Primitive	Back Country	Middle Country	Front Country	Rural	Urban
g. Mechanized Use:	None whatsoever.	Mountain bikes and perhaps other mechanized use, but all is non-motorized	Four-wheel drives, all-terrain vehicles, dirt bikes, or snowmobiles in addition to non-motorized, mechanized use.	Two-wheel drive vehicles predominant, but also four wheel drives and non-motorized, mechanized use.	Ordinary highway auto and truck traffic is characteristic.	Wide variety of street vehicles and highway traffic is ever-present.
h. Visitor Services:	None is available on-site.	Basic maps, but area personnel seldom available to provide on-site assistance	Area brochures and maps, plus area personnel occasional present to provide on-site assistance.	Information materials describe recreation areas and activities. Area personnel are periodically available.	Information described to the left, plus experience and benefit descriptions. Area personnel do on-site education.	Information described to the left, plus regularly scheduled on-site outdoor skills demonstrations and clinics.
i. Management Controls:	No visitor controls apparent. No use limits. Enforcement presence very rare.	Signs at key access points on basic user ethics. May have back country use restrictions. Enforcement presence rare	Occasional regulatory signing. Motorized and mechanized use restrictions. Random enforcement presence.	Rules clearly posted with some seasonal or day-of-week use restrictions. Periodic enforcement presence.	Regulations prominent. Total use limited by permit, reservation, etc. Routine enforcement presence.	Continuous enforcement to redistribute use and reduce user conflicts, hazards, and resource damage.