

8.0 APPENDICES

8.1 Benefits Based Recreation Management

8.1.1 Overview

Benefits Based Management (BBM) is an approach to recreation planning that focuses on identifying and managing for the primary activities, experiences, and benefits that are attained by various user groups within a given resource area. Traditionally, recreation managers have focused on developing and maintaining recreational activities and facilities by simply providing programs and services and implementing management controls. Managing for beneficial outcomes requires a shift in the focus of recreation management beyond facility developments, management controls, and providing programs and services. In the traditional approach, users gain certain benefits or outcomes from their recreational experiences, but are often disconnected from the planning process for the resource area, as ideas are usually generated without considering the beneficial outcomes of available recreation experiences.

The biggest difference between the traditional approach and the BBM approach is that management objectives can target specific experiences and beneficial outcomes for recreational activities, instead of just simply targeting project development and resource protection. Under the BBM approach, specific experience and benefit outcomes are determined by considering the preferences of both visitors and resident customers, the capacity of each recreation management unit to produce the desired recreation opportunities, the availability of similar opportunities within the immediate market area, and management constraints for the planning area.

8.1.2 Land Use Plan Decisions

The first step in the BBM process is to delineate Special Recreation Management Areas (SRMA) throughout the entire district-wide planning area in a Resource Management Plan (RMP) during the Land Use Planning (LUP) process. A SRMA designation intensifies management of areas where outdoor recreation is a high priority. It helps direct recreation program priorities toward areas with high resource values, elevated public concerns, or significant amounts of recreational activities. Areas with a SRMA designation can be expected to see investments in recreation facilities and visitor services, aimed at reducing resource damages and mitigating user conflicts.

Each SRMA has a distinct, primary recreation-tourism market, as well as a corresponding and distinguishing recreation management strategy. For each SRMA, it is determined whether that primary market-based strategy will be to manage for a *destination* recreation-tourism market, a *community* recreation-tourism market, or an *undeveloped* recreation-tourism market, which is then stated and described in the LUP. Recreation Management Zones (RMZ) are then identified within each SRMA; these zones provide opportunities for different recreational activities and experiences within the SRMA. For each RMZ, the primary activities, experiences, and benefits for that zone are determined through an interactive process with various focus groups and stakeholders who commonly use the area or have a vested interest in the area. After these values are identified, managers can plan their program development and implementation actions to enhance or maintain those sought after outcomes, and the character of recreation settings that foster these outcomes. Using the BBM process, specific setting prescriptions and management actions are created that seek to preserve the identified activities, experiences, and benefits within each RMZ. Each RMZ has four defining characteristics:

1. Each RMZ serves a different recreation niche within the primary recreation market;
2. Each RMZ produces a different set of recreation opportunities and facilitates the attainment of different experiences and benefit outcomes;
3. Each RMZ has a distinctive recreation setting character; and
4. Each RMZ requires a different set of recreation provider actions to meet the strategically-targeted primary recreation market demand.

To address these four defining characteristics listed above for each RMZ, the following LUP allocation decisions must be made at the RMP level for each RMZ that has been designated in the SRMA:

1. Identify the corresponding recreation niche to be served;
2. Write explicit recreation management objectives for the specific recreation opportunities to be produced and the outcomes to be attained (activities, experiences, and benefits);
3. Prescribe recreation setting character conditions required to produce recreation opportunities and facilitate the attainment of both recreation experiences and beneficial outcomes, as targeted above (the recreation opportunity spectrum is one of the existing tools for both describing existing setting character and prescribing desired setting character); and
4. Briefly describe an activity planning framework that addresses recreation management, marketing, monitoring, and administrative support actions (e.g., visitor services, permits and fees, recreation concessions, and appropriate use restrictions) necessary to achieve explicitly-stated recreation management objectives and setting prescriptions (see Implementation Decisions subsection below).

8.1.3 Implementation Decisions

After the primary market-based strategy and RMZs have been developed in the LUP, implementation plans are then completed for each SRMA. SRMA implementation plans are more specific, and describe in detail the management actions, marketing, monitoring, and administrative support actions for each RMZ within the designated SRMA. Specific management actions that are developed in the implementation plan will produce a recreation management scheme that can enhance the desired benefits and outcomes, while providing the infrastructure for sustainable tourism and recreation. For each RMZ, four types of recreation actions must be addressed in the SRMA implementation plan. These actions include:

1. Recreation administration (regulatory; permits and fees, use restrictions; data management; and customer liaison).
2. Recreation management of resources, visitors, and facilities (i.e., developed recreation sites, roads and trails, recreation concessions, etc.);
3. Recreation marketing (including outreach, information and education, promotion, interpretation, environmental education; and other visitor services);
4. Recreation monitoring (including social, environmental, and administrative indicators and standards);

8.1.4 Market Strategy and Recreation Management Zones in the EARMP

The following tables and map depict the market strategy and RMZs for the Delta River SRMA that were developed in the EARMP in 2006. ***The LUP Amendment will revise these decisions through this EA.***

EARMP Market Strategy for the Delta River SRMA

Primary Market Strategy	Primary Market
Destination	Alaska Residents
Tourism Market Product	
<p>The Delta River SRMA includes the Delta National Wild and Scenic River which consists of the upper stretch of the Delta River, all of the Tangle Lakes, and the Tangle River. This SRMA is located and can be accessed approximately 21.5 miles west of the Richardson Highway on the Denali Highway. The Delta River watershed is located in the Alaska Range in south-central Alaska. The watershed drains an area of about 150,000 acres and contains a network of 160 miles of streams and 21 lakes. The Delta flows through the Alaska Range and joins the Tanana River, which flows into the Yukon River. The Delta River is recognized for its outstanding scenery, natural and cultural values, and exceptionally clean waters. One can expect a true Alaskan wilderness experience floating through class I-IV rapids with sightings of wildlife and exceptional fishing opportunities for grayling. Most visitors float the river by canoe or small inflatable raft. The Tangle Lakes are popular for motorized and non-motorized boating and a multitude of other recreational activities. The Tangle Lakes campground and wayside provide RV and tent sites, vault toilets and boat ramps.</p>	

EARMP Delta River RMZ 1 – Tangle Lakes Developed

Niche		
Public and private developed facilities that provide education as well as amenities to users and allows for easy access to lakes and rivers.		
Management Objectives		
To provide quality services and educational information to the public who are visiting and utilizing the local recreational resources including pass through travelers using the Denali Highway. By the year 2015, 75% of users surveyed will reply to BLM that this management objective has been achieved.		
Targeted Outcomes		
Activity	Experience	Benefit
<ul style="list-style-type: none"> • camping • fishing • hiking • berry picking • boating • photography • dining • hunting • OHV use • Picnicking • wildlife viewing • learning • comfort stops • swimming 	<ul style="list-style-type: none"> • enjoying the closeness of family • appreciating personal interactions with visitors • enjoying having a wide variety of environments within the single area • having others nearby who could help you if needed • enjoying having easy access to natural landscapes • enjoying group affiliation with groups and togetherness • enjoying participating in group outdoor events • developing skills and abilities • enjoying meeting new people with similar interests • escaping social pressures • teaching others about the outdoors 	<ul style="list-style-type: none"> • stronger ties with family and friends • increased local economic stability • increased local tourism revenue • greater family bonding • improved skills for outdoor enjoyment with others • freedom from urban living • stress reduction • increased tolerance for multi uses of a resource • increased appreciation of an area's cultural history

EARMP Delta River RMZ 2 – Tangle Lakes Dispersed

Niche		
A semi-primitive experience providing access to the Delta River, Upper and Lower Tangle Lakes, and surrounding BLM managed lands.		
Management Objectives		
To protect and enhance the qualities of a semi primitive experience resulting in a user satisfaction of 80% of users as determined by a survey conducted in the year 2015.		
Targeted Outcomes		
Activity	Experience	Benefit
<ul style="list-style-type: none"> • camping • fishing • hiking • berry picking • boating • photography • hunting • wildlife viewing • cultural and geological viewing • swimming 	<ul style="list-style-type: none"> • feeling good about solitude • enjoying the artistic expression of nature • getting some exercise • sense of exploration • sensory experiences of a landscape • interacting with people • enjoying an escape from crowds of people • savoring a natural experience • a feeling of accomplishment • risk taking • developing your skills and abilities 	<ul style="list-style-type: none"> • improved skills for outdoor enjoyment • enhanced awareness and understanding of nature • deeper sense of personal humility • greater respect for cultural heritage • freedom from urban living • improved physical fitness and mental health • enhanced lifestyle • reduced looting and vandalism of historic and prehistoric sites • reduced negative human impacts such as litter, trampling of vegetation and unplanned trails

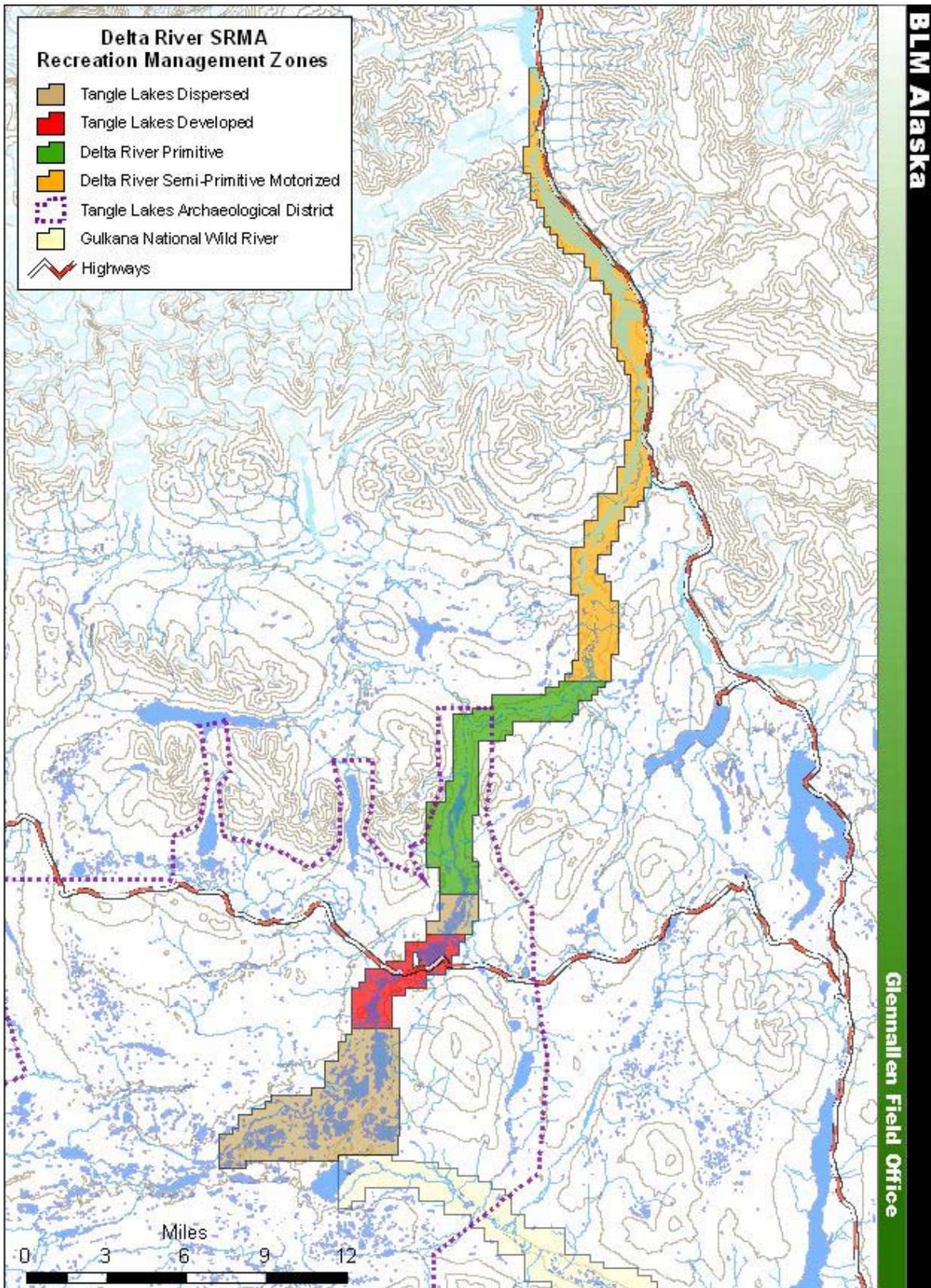
EARMP Delta River RMZ 3 – Delta River Primitive

Niche		
A primitive, non-motorized experience characterized by solitude along the Delta River and surrounding BLM managed lands.		
Management Objectives		
To protect and enhance the values, qualities and characteristics of a primitive landscape that provides for a quality experience for visitor resulting in a user satisfaction of 90% as determined by survey.		
Targeted Outcomes		
Activity	Experience	Benefit
<ul style="list-style-type: none"> • non-motorized boating • camping • fishing • hiking • berry picking • photography • hunting • wildlife viewing • cultural and geological viewing • swimming 	<ul style="list-style-type: none"> • risk taking • solitude • testing your endurance • gaining a greater sense of self confidence • savoring the natural landscape • reflecting on one’s own character and personal values • bringing back pleasant memories • enjoying the artistic expression of nature • being close to nature • strenuous physical exercise • knowing that things are not going to change too much • conservation of sustainable ecosystems 	<ul style="list-style-type: none"> • improved mental and physical well being • enhanced sense of personal freedom • greater self reliance • improved skills for outdoor enjoyment • enlarged sense of personal accountability for acting responsibly on public lands • closer relationship with the natural world • getting away from society and family • reduced wildlife harassment and disturbance

EARMP Delta River RMZ 4 – Delta River Semiprimitive Motorized

Niche		
Providing for multiple use recreational activities in a semi-primitive setting associated with the Delta River and adjoining trails.		
Management Objectives		
To maintain the semi-primitive, multiple use experience while preventing further resource degradation that provides a quality experience for visitors resulting in user satisfaction rating of 80% determined by a survey conducted in 2015.		
Targeted Outcomes		
Activity	Experience	Benefit
<ul style="list-style-type: none"> • boating • camping • fishing • hiking • berry picking photography • hunting • wildlife viewing • geological viewing • off-highway vehicle use 	<ul style="list-style-type: none"> • risk taking • learning outdoor skills • enjoying nature • talking about equipment and gear • getting needed physical exercise • escaping responsibility for awhile • getting needed • being able to tell others about the trip • bringing back pleasant memories • family togetherness • greater sense of independence 	<ul style="list-style-type: none"> • local economic support • greater understanding of technology and mechanics • diminished mental anxiety • improved self confidence • greater community valuation of its ethnic diversity • improved opportunity to view wildlife close up • greater tolerance of multiple uses of landscape

EARMP Delta River SRMA - Recreation Management Zones



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