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RECREATION & VISITOR SERVICES BUREAU OF LAND MANAGEMENT

A Unified Strategy to Implement *“BLM’s Priorities for Recreation and Visitor Services”* Workplan (**Purple Book**)



Only through the power of *Partnerships* can we conserve the *Places* and provide for the *People* on the *Public* Lands.

Only through the power of *Partnerships*
can we conserve special recreation *Places*
and provide for *People* on the **Public** Lands

*“Elevating the ideals of the **Public Good and Public Service**
through **Cooperative Conservation**”*

PEOPLE

By using a customer driven approach, we will identify visitor and community resident desires for highly valued recreation experiences and quality of life beneficial outcomes. Emphasis will be on defining a wide range of accessible and highly desirable recreation outcomes accomplished through management, planning, monitoring, and marketing with our managing partners and service delivery providers.

PLACES

Improving our capability to identify and prescribe the more highly valued and distinctive recreation resource conditions and outdoor and community settings, BLM will work together with its partners to provide opportunities for people and communities to attain their desired recreation outcomes.

PARTNERSHIPS

Strengthening our capacity to forge sustainable relationships, increasing support for communities of place and communities of interest, improving business practices, increasing opportunities for volunteerism, and leveraging resources will more effectively engage potential cooperative managing partners and service providers. These relationships ultimately determine the quality of recreation products and services on public lands and in surrounding communities.

BLM must collaboratively identify beneficial outcomes, manage for sustainable setting character, and work through partnerships to affect the quality and kinds of public land recreation opportunities being produced.

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Introduction

The Unified Strategy is a planning and decision framework as well as a delivery plan for providing recreation-based social, economic, and environmental benefits to the American people and their communities of place and interest. For BLM, it integrates and unifies the seven primary objectives of “*BLM’s Priorities for Recreation and Visitor Services*” *Workplan* (known as the Purple Book) into a clear, long-term strategy for managing recreation, visitor services, and recreation-related assets on BLM public lands. It is the first step toward institutionalizing and integrating this collaboratively developed workplan into meaningful and effective plans, operations, policy, and budgets for BLM’s Recreation and Visitor Services programs. It embraces and implements the concepts and principles of the “Cooperative Conservation” initiative by fostering Benefits-based Management, promoting regional level planning, and encouraging partnerships and collaboration with communities and stakeholders.

This Unified Strategy will present a new emphasis for BLM’s Recreation and Visitor Services programs by applying Benefits-based Management to guide the future. **Benefits-based Management (BBM) is a framework for engaging recreation service providers as partners in managing quality recreation settings to produce desired recreation experiences, and personal, social, economic, and environmental benefits (see Appendix A).** BBM is an innovative framework for guiding recreation and visitor services planning and management. It is an outcome-based, collaborative, and business oriented approach to managing recreation.

This new emphasis represents a departure from previous recreation management methodologies by integrating the management of recreation settings with desired recreation opportunities and benefits, and does so through a cooperative delivery system of public, local and private sector providers. It is guided by the premise that BLM is not a sole source provider of recreation opportunities and that recreation planning must be considered within a regional context, regardless of ownership and jurisdiction. Individual agencies can no longer afford to manage recreation in a vacuum. BLM must seek partners and work with local communities to be successful in meeting the complex needs and growing demands of our publics and customers.

Application of the Unified Strategy and adoption of Benefits-based Management initiates a shift away from implementing individual and often competing recreation activity-based projects, programs and initiatives to a process which places recreation management actions in a hierarchy of management objectives which relate to one another. This new approach will enhance and support BLM in conserving public land recreation settings and nearby community settings; improve the quality of life for people and communities; encourage diverse and vibrant local economies; and sustain a healthy, resilient, and productive environment.

Background

Recreation was recognized as a major program component of BLM's mission under the Federal Land Policy and Management Act of 1976. In 1989, the *Recreation 2000 Strategy* increased BLM's corporate commitment to recreation and generated numerous national agency programs, facilities, and initiatives. The national initiatives were publicly popular, garnered new funding, developed new facilities, and expanded the Bureau's ability and infrastructure to more effectively manage growing recreation demand and use. However, this led to a broad program focus that was not sustainable in the long-term; and on occasion, emphasized short-term development opportunities over long-term benefits. In short, BLM was trying to be all things to all people and was often managing recreation settings by pursuing random opportunities as they arose.

In 1995, the Recreation 2000 Update was published. This niche-based strategy allowed field offices to manage recreation using a bottom-up approach to program development to fit local resource settings and customer needs. Further, it encouraged field offices to implement only those national initiatives that matched their resource capability.

Despite this niche-based policy shift, the continued activity-specific and facility-centered emphasis became the "end" in and of itself that at times compromised settings and foreclosed future or long-term benefits. Individual projects, often proposed and supported by activity advocates and interest groups, tended to drive organizational structure, funding, planning, policy direction, and development. BLM's past approach was predisposed to overemphasizing individual projects, programs, and facilities to the detriment of the distinctive character of dispersed recreation settings and associated resulting visitor experiences and benefits to individuals, communities, and the environment. It did not fully analyze or consider experiences or long-term benefit outcomes.

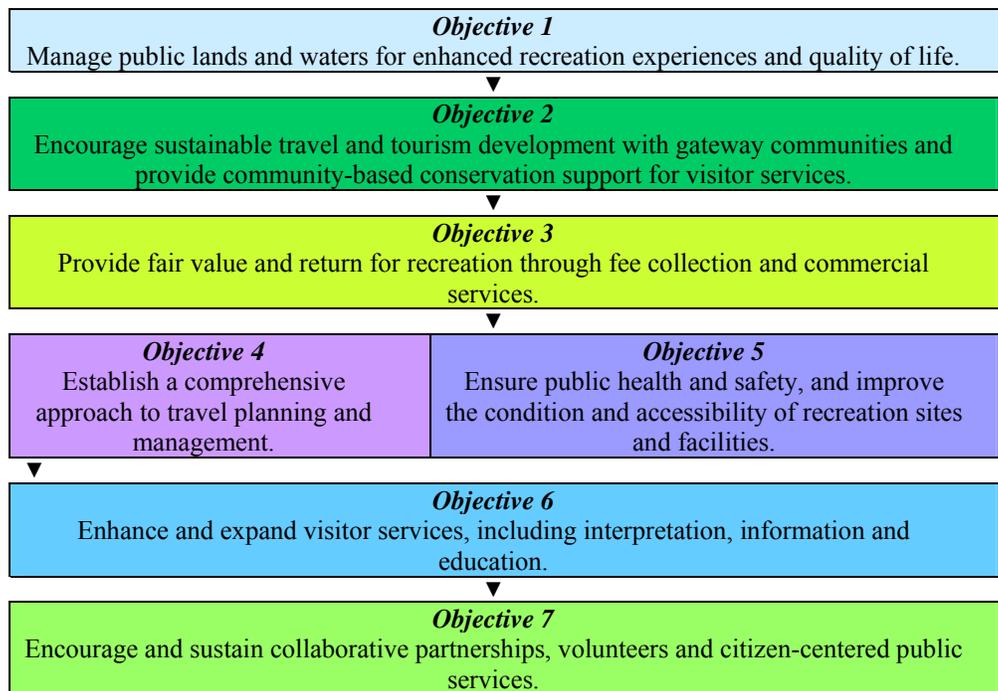
BLM's constituents and communities have expressed concern about the changing character and loss of BLM's distinctive dispersed recreation role and open space settings. There is a growing concern about the erosion of desired recreation experiences and other quality of life benefits valued by our visitors and community residents. This concern manifested itself through public input into the development of the *Department of the Interior's Strategic Plan* and "*BLM's Priorities for Recreation and Visitor Services*" *Workplan (Purple Book)*. While the Workplan provides a blueprint for a future that is both contemporary and responsive to public concerns, it does not offer a prioritized and integrated structure for its delivery, or define the necessary planning considerations and managing tools for implementation. The following Unified Strategy outlines BLM's approach to addressing these concerns and provides a collaborative framework for successfully implementing "*The BLM's Priorities for Recreation and Visitor Services*."

The Unified Strategy

The Unified Strategy prioritizes and sequences the seven primary objectives contained in “BLM’s *Priorities for Recreation and Visitor Services*” Workplan (*Purple Book*). The Strategy arrays the seven objectives into a hierarchy to illustrate the relationship between the top **three unifying objectives** and the following **four supporting objectives**. Putting these seven objectives in appropriate relationship to one another is fundamental to ensuring that all objectives work together. The chart shown below displays this hierarchy.

Chart 1

Hierarchy of Seven Purple Book Objectives



The chart illustrates the functional relationships between the seven primary Purple Book objectives. All are essential components but not all are functional equals. The successful achievement of some is conditioned or predicated upon how others are addressed. There are cause and effect relationships among the seven objectives which must be observed if BLM is to avoid having disjointed, incompatible, or unsustainable recreation program components. Applying this hierarchical relationship to proposed recreation and visitor services actions is critical to achieving logical and integrated program plans and implementation actions in day-to-day recreation and visitor services operations.

The Three Unifying Objectives

Three of the seven Purple Book objectives are pivotal to success. They are listed below in their hierarchical order top to bottom (see Chart 1):

***Objective 1** - Manage public lands for recreation experience and quality of life outcomes.*

***Objective 2** - Encourage sustainable travel and tourism development with gateway communities and provide community-based conservation support for visitor services.*

***Objective 3** - Provide fair value and return for recreation through fees and commercial services.*

The first three objectives **are the program's primary unifiers and should be addressed in this respective order**, as each of these unifying program objectives affect, and in fact determine, how actions that implement objectives further down the hierarchy are addressed. These unifying objectives provide direction, integration, and ensure balance among all seven objectives and offer a planning and management framework that will ensure consistency and compatibility of actions. The unifying objectives require managing all components of recreation production within the context of community collaboration and within a system of delivery focused on attaining fair value and fair return. Refer to the illustrative examples and BLM on-line Tool Kit website provided in this document to assist in understanding this process.

Objective 1 - The primary objective and the one which subsequently integrates all others is: "Manage public lands for recreation experience and quality of life outcomes." - This objective assumes this primary role because it is the most fundamental reason why BLM's Recreation and Visitor Services programs exist. It establishes the baseline goals for planning and management by identifying the visitor and community desires and the associated benefits and outcomes. It is essential that BLM determine what benefits the people and communities want before developing management strategies or prescriptions. In order to achieve this overarching objective, BLM will be more effective in sustaining long-term settings and services if it transitions to Benefits-based Management.

Objective 2 - The second unifying objective is: "Encourage sustainable travel and tourism development with gateway communities and provide community-based conservation support for visitor services." - Managing recreation to produce satisfying experiences and benefits requires the collaborative engagement of local governments and service providing businesses within local communities. This is important for two reasons: 1) the BLM depends on local community private sector services and the physical infrastructure local or State governments provide; and 2) both business and local government actions influence and sometimes determine the types of recreation opportunities produced, the character and condition of recreation settings, and the types of experience and benefit outcomes attained.

Objective 3 - The third unifying objective is: “*Provide fair value and return for recreation through fees and commercial services.*” - The ability of the BLM and its managing partners to achieve both of the above objectives on a sustainable basis requires that a fair value be provided to shared customers and these providers, in turn, receive a fair return for recreation use of the public lands. This objective seeks to manage the public land resources in a way that is business oriented, efficient, and accountable. The objective also recognizes the economic importance of recreation and seeks to maintain support for businesses and provide viable commercial opportunities.

These unifying objectives form the core of BLM’s recreation and visitor services program. Beneficial outcomes from recreational settings depend upon partnerships in order to effectively manage and deliver quality visitor services. These are the underlying conditions which must be met before the remaining four supporting objectives are addressed and management actions are initiated. To the degree that objectives and actions that do not support the three unifying objectives are allowed to occur, the program will become increasingly fragmented, ineffective, inefficient, and in the long-term, counterproductive. More importantly, the central purposes for which the program exists—**to provide quality experiences and beneficial quality of life outcomes through maintenance of distinctive public lands recreation settings**—may be compromised.

The Supporting Objectives

The following **four** remaining objectives from the Purple Book are the supporting objectives listed below in their hierarchical order top to bottom. Objectives 4 and 5 have equal standing as both relate to facilities (see Chart 1):

Objective 4 - Establish a comprehensive approach to travel planning and management.

Objective 5 - Ensure public health and safety, and improve the condition and accessibility of recreation sites and facilities.

Objective 6 - Enhance and expand visitor services, including interpretation, information and education.

Objective 7 - Encourage and sustain collaborative partnerships, volunteers and citizen-centered public service.

The supporting objectives are the implementation tools or management actions essential to accomplish the three unifying objectives. These objectives support establishment of the infrastructure (roads, trails, facilities), communication (visitor services, marketing, information, education), and the operational means (partnerships, volunteers, citizen service) to reach desired recreation experiences, benefits, and settings.

Objectives 4 & 5 – *“Establish a comprehensive approach to travel management/Ensure public health and safety, and improve the condition and accessibility of recreation sites and facilities.”*

It is essential that benefits and setting prescriptions be identified before travel networks and facilities are established. Be they roads and trails that comprise transportation networks or the wide variety of facilities upon which visitors depend, all must be designed to maintain prescribed recreation settings, targeted recreation experience and benefit opportunities, and ultimately facilitate their attainment as beneficial outcomes (objective 1). BLM must strive for consistency and compatibility between desired setting character and the planning of public access.

To ensure that the transportation systems and facilities objectives and associated proposed actions do not become ends unto themselves, they need to consider the three primary unifying objectives. This requirement must be met even if interim objectives and/or actions need to be developed to address issues requiring immediate attention. As one of the most difficult, complex, and controversial aspects of public land management, it is very important that a BBM approach be applied to travel and transportation planning and management. When travel management or recreation facility development proceeds without first addressing the three primary unifying objectives, it can result in incompatible development, increased conflicts, and/or precluding of certain recreation opportunities or desired benefits. However, it should be noted that travel/transportation planning occurs through an interdisciplinary process, one that must recognize, address, and balance the needs of resource protection, resource use, and public access for all resources.

Objective 6 – *“Enhance and expand visitor services, including interpretation, information, and education.”*

In order to provide essential visitor services and information that effectively educates visitors about the kinds of recreation opportunities, matching customers with their preferences of attractions, visitor service actions must be conditioned by the preceding objectives. For example, visitor services actions must be geared to facilitate the attainment of experience and benefit outcomes and fit within prescribed recreation settings (objective 1); adequately inform customers about availability of services (objective 2); and communicate the fair value of services provided, fee structures and their rationale, and how their fees were used (objective 3). In addition, visitor services objectives must inform visitors about the nature of the supporting transportation networks and recreation facilities and infrastructure (objectives 4 & 5). Visitor services and interpretation/information efforts should be implemented to support the preceding objectives and be designed to enhance recreation experiences and help attain targeted recreation benefits.

Objective 7 – *“Encourage and sustain collaborative partnerships, volunteers and citizen-centered service.”*

All collaborative partnerships must be based on each of the preceding six objectives. In the past, many recreation actions have been implemented as opportunities arose and often solely in response to individual organized user/interest group demand or offers of assistance or supplemental funding. Partnerships need to be developed and executed to achieve the recreation program’s primary objective - **providing satisfying experiences and quality of life outcomes** (objective 1).

Partnership and volunteer actions also need to consider and be conditioned to meet the needs of all managing partners (objective 2), ensure fair value and return (objective 3), be guided and constrained to build and develop travel management networks and support facilities that achieve overall benefit and settings objectives (objectives 4 & 5), and ensure the delivery of essential visitor services (objective 6). BLM should not enter into agreements, partnerships, or commitments for collaborative projects without ensuring that proposals and activities are consistent and compatible with desired outcomes and settings.

The key to this Unified Strategy is to coordinate all proposed recreation actions across the seven objectives in such a way that they occur by ensuring each is guided and constrained by all objectives located above it in the objective hierarchy.

Immediate and pressing management needs often require the development of interim management objectives to guide implementation actions. The need for these actions should not become an excuse for failing to address the interrelationships among the seven primary Purple Book objectives. The Unified Strategy can be applied at any time and at any level of management planning. Application of the Unified Strategy will help minimize inconsistent or incompatible management actions or decisions. It increases the likelihood that recreation benefits will be fully considered in developing public land management decisions. It will also provide recreation resource benefit data and help quantify and define recreation or social impacts and effects related to proposed activities.

APPLICATION

What does all of this mean for day-to-day recreation management?

The question is not only relevant for on-the-ground management and staffing, but also for planning and policy as well. How does this Unified Strategy affect how anyone approaches their job? For those whose job is focused primarily on only one Purple Book objective, why should they be concerned about any of the others? The Unified Strategy explains how Purple Book objectives relate and are integrated, but what has to happen to ensure everyone addresses what they should?

Because the Unified Strategy is comprehensive, this document has immediate relevance for all components of the Recreation and Visitor Services program. Application of the Unified Strategy helps ensure that management actions for one objective do not conflict with or preclude attainment of other individual objectives. The Unified Strategy describes the dynamic inter-relationships between objectives and shows what has to happen to ensure that none of the seven Purple Book Objectives inadvertently impact or negatively affect the primary objective of attaining satisfying experiences and quality of life outcomes/benefits. It offers a process for making management decisions and helps ensure that managers and recreation planners have lined up all considerations essential for sustainable implementation of any Recreation and Visitor Services plan or action.

There is a stepwise process for how to think through the strategy's implications. The chart (see Chart 1) showing hierarchical relationships among the seven Purple Book objectives is the key to understanding the sequence of considerations.

Here is a simplified approach to applying the Unified Strategy to address and implement recreation and visitor services program objectives or actions:

- √ First figure out where your objective/action lies in the table by deciding which Purple Book objective is most closely aligned to what you are proposing to do. Then, always begin with the top or first objective within the hierarchy, and then move down to the next objective in succession, considering them one-by-one, until you arrive at the objective that encompasses your action.
- √ Ask, how does this proposal potentially affect the preceding objectives and what considerations do they require as conditions for implementing your action?
- √ Consider the implications your action has on achieving the three unifying objectives atop the hierarchy. Will your proposal compromise the ability to achieve any of the primary, unifying objectives...or somehow affect the other supporting objectives lying above yours in the hierarchy?
- √ Working both up and down through the hierarchy of objectives will ensure that you fully consider how your action is interrelated with and given strategic direction by the other objectives.
- √ Finally, adjust your own implementation strategy accordingly. This may well mean putting your action on hold until other essential conditions are met, or perhaps modifying it or expanding its scope to incorporate elements that will help achieve another objective.

Practical Example

Proposal: Grant funds are available to develop a new mountain bike trail on the edge of town. The project is consistent with the transportation management piece of the existing land use plan. Should BLM proceed with the project?

Step 1 - Go to the hierarchy table.

Step 2 - Determine where the proposal lies on the hierarchy.

Step 3 - Begin at the top of the table and work down.

First Questions:

- √ Is there demonstrated demand for this activity and who are the primary user markets?
- √ What kinds of experiences and benefits have been identified to address the desires of the primary user markets?
- √ Will mountain bike use in this area sustain or change the distinctive character of the existing public land setting, and will this setting facilitate production and attainment of the desired experiences and benefits?
- √ How does this fit into the regional recreation opportunity needs?
- √ What other resources would be affected? (objective 1)

Next Questions:

- √ Have you engaged key service providers and local governments within the local community to ensure that you can deliver the essential services?
- √ What are their needs, and what do they bring to the table in terms of possible delivery of services.
- √ How and who is best to provide these services, and what would be the effects?
- √ How does this fit into the local economic goals and does this support or diversify regional economies? (objective 2)

Next Question:

- √ Will implementation of the proposal provide fair value to customers within the targeted markets, and have you identified the necessary actions required to generate sufficient resources, externally or internally, to sustain the delivery of essential services over the long term? (objective 3)
- √ And so on down the hierarchy--Working up and down the hierarchy ensures that you fully consider how your action is interrelated with, and given strategic direction by, the other objectives. It indicates what strategic actions the **other objectives** require as a condition for implementing **your** action.

√ The answers to these questions are determined through application of the Benefits-based management planning approach.

To further assist readers in applying the Unified Strategy, refer to the on-line Tool Kit at <http://web.blm.gov/internal/wo-200/wo-250/RVSAT/index.htm> which outlines true-to-life case studies for management, marketing, monitoring, and administrative support. The web site also provides contacts for specific questions, and contains an updated Q & A section.

CONCLUSION

This Unified Strategy is designed to provide guidance in determining and defining the relationships among the seven key objectives contained in the Purple Book and helps determine priorities and sequencing of Recreation and Visitor Services program actions. The Strategy will help guide BLM's planning and decision processes as the agency transitions to Benefits-based Management.

The Unified Strategy and its implementation of Benefits-based Management represents a fundamental shift in thinking and acting to deliver recreation and visitor services. It shifts the agency from an activity, program, facility and project focus to managing BLM's distinctive recreation settings for desired and targeted benefit outcomes geared toward improving the quality of life for America's citizens, communities, and international guests. This new approach is grounded in the realities that BLM can no longer afford to "*go it alone*" as a single agency. It acknowledges that the BLM does not have the capacity to be "*everything to everybody*", and that the BLM is not "*the sole source provider of recreation opportunities*".

There are a number of actions necessary to realign BLM's policies and practices towards Benefits-based Management and achieve the goals and objectives of the Purple Book Workplan. Following is a list of planned or pending actions:

Program Direction - The BLM's Executive Leadership Team (ELT) approved the new National Recreation and Visitor Services program direction in "*BLM's Priorities for Recreation and Visitor Services*" Workplan (see WO IB No. 2004-072). The Recreation and Visitor Services Advisory Team (RVSAT) has made it a top priority to develop this Unified Strategy to provide a strategy for implementing the goals, objectives, milestones, and actions of the Workplan.

Future steps include a variety of activities including: policy, manual and handbook updates; development of new guidance, training, and assessment, survey and monitoring protocols; internal organizational adjustments; and expanded external outreach and partnership efforts.

Policy - Instruction Memorandum 2006-060, dated 1/05/06, affirms BLM's commitment to change its framework and emphasis to Benefits-based Management. BLM's recreation constituents and gateway communities supported these changes as an appropriate direction for the future management of recreation and visitor services at both the 2004 BLM National Recreation Forum and 2005 Western States Tourism Policy Council meeting. Next steps include development of a manual to institutionalize the Benefits-based Management approach as BLM policy and to update and align outdated policies and guidance.

Planning - A benefits-based planning framework has been incorporated into the Recreation and Travel Management sections of the Land Use Planning Manual 1601 (Appendix C, Section II C & D). As resource management plans and implementation plans are completed, it is expected that plan implementation actions, recreation setting prescriptions, and recreation experience and benefit management objectives will be developed and incorporated into these documents. Next steps include development of a handbook to provide detailed direction and guidance for Comprehensive Travel and Transportation Management to augment the policy direction of Manual 1601.

Training - Recreation Course 8300-11 has been developed and delivered to train employees on Benefits-based Management's application to land use planning. Next steps include development of an entire BLM Recreation Training Curriculum which will include other products and delivery methodologies to support Benefits-based Management.

Assessment/Monitoring - The BLM is working to improve the validity and reliability of its visitor survey and social/economic monitoring methodologies by piloting a National Visitor Use Methodology program. It is also working with university contractors to develop a visitor and resident preference assessment methodology. The methodology is intended to measure recreation activity, experience, benefit, and setting demand to establish baseline data for land use plans. The methodology can also be used to monitor social and recreation setting conditions and evaluate the effectiveness of setting prescriptions and management planning objectives. Next steps include the development of a handbook to guide benefits-based assessment and monitoring.

Staffing/Organization - The National recreation organization (WO250) has undergone two recent changes. First, the organizational title for the group has been changed to the Division of Recreation and Visitor Services to more accurately reflect the scope and complexity of the entire program. Secondly, staffs are assigned to four functional areas under two branches - 1) Planning and Resources, and 2) Business and Visitor Services. These branches were formed to align work with the primary areas of Benefits-based Management (Monitoring, Management, Marketing, and Administration). Next steps may involve further refinement of WO250 as well as State and Field Office structure to better align staff and organization within the Benefit-based Management approach and to improve efficiency.

Programs - There are numerous activity-based and recreation-related programs such as Accessibility, Stewardship Education (User Ethics), Interpretation, Backcountry Byways, Rivers, Trails and Travel Management, Cave and Karst Resources, Visual Resource Management, Permits and Fees etc., within the Recreation and Visitor Services Division that have developed individual programmatic strategies. Most of these strategies were developed under the previous activity-based manage approach. Next steps involve redesign and redevelopment of policies and guidance for these other program strategies to align with Benefits-based Management concepts.

Marketing - There are few examples of BLM recreation marketing strategies that are not mostly activity/facility based. While this information is relevant, it does not include recreation experience and benefit information allowing visitors to make better choices on where to recreate. Next steps include actions such as web site and informational material development that will align recreation marketing products in a benefits-based approach allowing the visitor to match their preferences for settings, experiences, and benefits to particular recreation management areas.

Performance and Accountability - Current recreation program element codes are primarily activity-based providing few meaningful measures relating to accomplishment of the “*BLM’s Priorities for Recreation and Visitor Services*”. In addition, budget themes, performance goals, and performance measures are largely activity-based without consistent alignment with Benefits-based Management or the new program direction and strategy of the Recreation and Visitor Services Program. Next steps include modification and improvements to cost coding, performance measures, and DOI/BLM Strategic goal outcome measures related to recreation to better align themes, goals, measures, and program elements to Benefits-based Management.

Facilities - Traditionally and historically, facility development has been guided by the need to protect resources, reduce user conflict, provide visitor services or information, enhance interpretive and educational experiences, and/or provide for public safety. Under a Benefits-based Management approach, facility development will be further conditioned by the development of specific Benefits-based Management prescriptions guided by settings and benefit objectives written into land management plans. Assessments and evaluations of facilities will help determine compatibility and appropriateness based on Benefits-based Management objectives.

Expected Results - The results we are expecting from the shift to Benefits-based Management and the implementation of the Unified Strategy include:

- Increased capacity to enrich visitor and resident customers’ quality of life.
- Increased capacity to protect the public lands distinctive recreation settings.
- Increased local economic viability and diversity.
- Increased fair value and return to the public for the commercial use of its land.
- Increased ability of visitors to attain the recreation outcomes they seek.
- Increased resource and facility stewardship.
- Increased visitor health and safety, and reduced user conflict.
- Increased public access.
- Increased visitor satisfaction.
- Decreased litigation and plan implementation delays.
- Increased effectiveness and efficiency in recreation management

APPENDIX A

Experience and Benefit Checklist

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

Visitor Experiences:

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 able to be 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, being isolated, and 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 Manfredi, 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.

Community Resident Experiences:

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

I. Personal Benefits:

A. Psychological

1. Better mental health and health maintenance

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

2. Personal development and growth

- ! Greater self-reliance
- ! Confirmation/development of 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

- ! Greater sensitivity to/awareness of outdoor aesthetics, nature's art and its elegance
- ! 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
- ! Greater environmental awareness and sensitivity
- ! 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
- ! Enlarged sense of personal accountability for acting responsibly on public lands
- ! Enlarged understanding of my responsibility to help care for this community and keep it clean
- ! Improved sense of personal responsibility for control of domestic pets and livestock

3. Personal appreciation and satisfaction

- ! Closer relationship with the natural world
- ! A more outdoor-oriented lifestyle
- ! Enhanced sense of personal freedom
- ! Greater sense of personal security
- ! Greater sense of adventure
- ! Improved appreciation of nature's splendor
- ! Improved opportunity to view wildlife 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

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

II. Household and Community Benefits:

- ! Heightened sense of satisfaction with our community
- ! Greater household awareness of and appreciation for our cultural heritage
- ! More informed citizenry about where to go for different kinds of recreation experiences and benefits
- ! Reduced social isolation
- ! Improved community integration
- ! Improved functioning of individuals in family and community
- ! Greater family bonding
- ! Improved parenting skills
- ! More well-rounded childhood development
- ! Improved group cooperation
- ! Greater community involvement in recreation and other land use decisions
- ! Increased community involvement reducing erosion of our community's small-town, rural character
- ! Reduced numbers of at-risk youth
- ! Less juvenile delinquency
- ! Higher school class attendance
- ! Lower school 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

III. Economic Benefits:

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

IV. Environmental Benefits:

- ! Greater retention of community's distinctive

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

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, Inc.

Disbenefit Checklist

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

I. Personal Disbenefits:

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 Disbenefits:

- ! 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 Disbenefits:

- ! 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 Disbenefits:

- ! 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

APPENDIX B

Seven Key Objectives from “BLM’s Priorities for Recreation and Visitor Services” (Purple Book)

Objective 1 - Manage public lands and waters for enhanced recreation experiences and quality of life:

This objective includes collaborative recreation management planning; improving the accuracy and consistency of BLM visitor use data; assessing visitor and community residents recreation opportunity and setting preferences; identifying and mapping existing recreation setting conditions; and prescribing essential setting character required to meet public preferences. The intent is to balance all management, marketing, monitoring, and supporting administrative actions to produce experience and benefit opportunities targeted by explicitly stated management objectives in relevant management plans. Workforce efficiency and capability will be improved through training (Goal 2, Objective 1, Purple Book).

Objective 2 - Encourage sustainable travel and tourism development with gateway communities and provide community-based conservation support for visitor services: Includes developing collaborative relationships emphasizing appropriate practices with international and national tourism industry and local communities. Develop sustainable visitor services projects and collaborative strategies to assess socio-economic benefits of recreation and tourism with local governments and private industry, and assess the need for a BLM-administered system of National Recreation Areas. Collaborative recreation-tourism partnerships with local communities and other tourism entities, strategically engage other key providers who influence the ability to provide benefits to visitors and communities. These partnerships are geared to achieve prescribed public land recreation settings and produce the types experience and benefit opportunities targeted by management objectives in management plans (Goal 3, Objective 3, Purple Book).

Objective 3 - Provide fair value and return for recreation through fee collection and commercial services: Includes implementing consistent national fee policies, meeting public requests through the permitting process, being accountable to the public on fee programs, improving and expanding delivery of services through concessions, contracts, and leases, and establishing clear and consistent signing and information for fee sites and facilities. These administrative actions must support management plan prescriptions for recreation settings, marketing actions, and facilitate delivery of experience and benefit opportunities targeted by management objectives in approved management plans (Goal 3, objective 1, Purple Book).

Objective 4 - Establish a comprehensive approach to travel planning and management: This includes both protective travel management planning (such as OHV designations) and proactive management planning (such as routes of travel, monitoring, signing, maintenance, mechanized and non-motorized trail activities). It uses education and interpretation to manage travel, public roads policy, acquiring outside funding through grants, collaboration with other agencies and constituencies, and fully integrating travel management with all programs. An important support function to recreation and visitor services, proactive travel planning and management facilitates maintenance of prescribed recreation settings and production of experience and other benefit outcome opportunities targeted by recreation management objectives in management plans. (Goal 1, Objective 1, Purple Book).

Objective 5 - Ensure public health and safety, and improve the condition and accessibility of recreation sites and facilities: Provide recreation facility accessibility and law enforcement to ensure public health and safety appropriate to the character of recreation settings in which they occur and to the attainment of experiences and benefits targeted by management objectives. Manage and maintain recreation sites and facilities to those same standards. Reduce deferred maintenance and achieve public health standards for critical drinking water and sewer systems. (Goal 2, Objective 3, Purple Book).

Objective 6 - Enhance and expand visitor services, including interpretation, information and education: Visitor services include all information and education, marketing, outreach and interpretation. Improve the accuracy, appearance, and consistency of visitor information, emphasizing both specific experience and benefit opportunities and the recreation setting in which they occur in marketing message content. Improve outdoor ethics and stewardship through tailoring the content of standard user ethics educational materials to match the specific character of diverse public lands recreation settings (Goal 2, Objective 2, Purple Book).

Objective 7 - Encourage and sustain collaborative partnerships, volunteers and citizen-centered public service: Expand opportunities to participate in cost sharing initiatives, engage in long-term volunteer agreements, sustain and increase partnerships and cooperation in recreation and visitor services, and emphasize and support collaborative public outreach that promotes public service and stewardship. Every partnership and its projects must be consistent in supporting management plan prescriptions for recreation settings, marketing actions, and facilitate delivery of targeted experience and benefit opportunities (Goal 3, Objective 2, Purple Book).

APPENDIX C

STRATEGIC PROGRAM SHIFTS BY OBJECTIVE

The following tables illustrate our current management situation, its consequences, and then compare these to where we're going.

Goal 1 – Objective 1			
Establish a Comprehensive Approach to Travel Planning and Mgmt			
Where We Are	Consequences	Where We're Going	Strategic Benefit
<p>Our recreation program carries a significant challenge of transportation planning/management compared to other programs.</p> <p>Genuine comprehensive transportation management is lacking.</p>	<p>Community-based collaboration, inventories, planning efforts, implementation, and monitoring are not at the desired level.</p> <p>Transportation management appears disjointed, exhibiting inadequate coordination with other internal programs or external communities. This, and inadequate signage, result in corresponding impacts to public land health and decline of non-motorized/non-mechanized recreation settings.</p>	<p>Collaboratively engage all land resource management programs, national and regional groups and organizations, local government, industry, and adjoining communities in transportation planning.</p>	<p>Fiscal / human resources are freed up and refocused on recreation tourism management, marketing and monitoring.</p>
<p>BLM's distinctive niche is popular with the motorized and mechanized recreation market. Successful cooperating industry partners have brought funding for projects and initiatives that place emphasis on programs such as mechanized route planning, trails development, and maintenance.</p>	<p>More recreation settings are managed to accommodate increasing motorized and mechanized recreation demand. For other visitors and affected community residents (i.e., public lands are the back yard of many rural communities) this brings about a loss of desired experiences and benefits for a significant non-mechanized/non-motorized setting, resulting in law suits and complaints.</p>	<p>Comprehensively manage all forms of travel for an array of distinctive recreation settings to sustain production of a variety of recreation experiences and benefits to meet the desired outcomes of BLM's diverse recreation-tourism clientele.</p>	<p>Involves key resource management programs, affecting commercial and local government recreation service providers, and affected constituents who travel on public lands.</p> <p>Transportation management supports the production and attainment of recreation and other public benefits that sustain quality of life for visitors, communities, and the distinctive character of public lands recreation settings.</p>

Goal 2 - Objective 1
Manage public lands and waters for enhanced recreation experiences and quality of life

Where We Are	Consequences	Where We're Going	Strategic Benefit
We manage recreation by providing for certain activities, such as camping, hiking, or places to ride OHVs.	Doing so ignores the character of public lands recreation settings, the customers' desired experiences, and other quality of life benefits. Eventually, visiting participants go elsewhere in order to avoid disappointing recreation experiences. But communities, their residents, and the environment often cannot escape these negative consequences.	Expand BLM's conceptual framework for recreation by managing for activity, experience, and other quality of life benefit opportunities; prescribing the essential setting conditions required; and repositioning all BLM and other affecting recreation-tourism provider actions to support those ends.	Sustains the character of distinctive recreation settings on public lands that produce sustainable satisfying experiences and other value-added recreation benefits for visitors, affected local communities, and the environment.
We measure and evaluate recreation program accomplishments by counting project outputs.	Measuring success by building common facilities overloads human resources, does not sustain the wide diversity of public lands recreation settings and opportunities, and creates a backlog of Operations and Maintenance funding needs. Prevents BLM from keeping pace with current recreation science to meet customer needs and desires.	Re-structure the program and related staffing away from activity-based projects towards an emphasis of recreation opportunity production and maintenance of recreation setting character. Focus on delivering services through community-based collaboration with local government and commercial services as managing partners. Measure program accomplishments in terms of all components of recreation production, including collaborating local government and business recreation-tourism provider-partner services, the maintenance of recreation settings, and the production of recreation opportunities for visitors, communities, and local residents to attain satisfying experiences and quality of life benefits.	Balances the four basic recreation program inputs of Management, Marketing, Monitoring, and Administration by holding all recreation programs and related administrative processes accountable to these functions. The resulting functional capacity to address these basic components refocuses the recreation program on what matters most to customers by holding BLM programs and other community-based providers accountable to maintain prescribed setting conditions and produce targeted recreation opportunities including activities, experiences, and other quality of life benefits.
Management plan objectives are written as if they were the outputs recreation customers' desire.	Declares success when projects are completed instead of managing to provide opportunities for positive outcomes to visitors, affected residents, and the environment and avoid negative outcomes through adverse changes to recreation setting character.	Write plan objectives to target specific experiences and benefits; prescribe public land setting conditions required to produce them; and outline actions for all affecting recreation service providers to produce those ends. Only continue projects and programs that achieve targeted objectives and prescriptions.	Provides greater structure to recreation plan content, promotes greater program efficiency and effectiveness, and focuses recreation efforts on that which matters most to visitor and community residents.
Our current planning guidance divides recreation management areas into two categories: Special and Extensive Recreation	Actual recreation-tourism demand is more diverse, creating a need to diversify SRMA investments to match the	Define a family of recreation management areas that describe goals for the area's settings, so they can be matched with market supply	Saves fiscal and human capital by facilitating investments to fit distinctively different recreation attractions that

Goal 2 - Objective 1
Manage public lands and waters for enhanced recreation experiences and quality of life

Where We Are	Consequences	Where We're Going	Strategic Benefit
<p>Management Areas (RMAs). Yet the demand is more complex than this.</p>	<p>diversity of public lands recreation attractions and markets. This makes for inappropriate investments and administrative commitments which are being made without regard for needed maintenance of the distinctive recreation setting character of public lands that is essential to sustaining their contributions to the quality of life of the U.S. citizenry and its visiting guests.</p>	<p>and demand for certain recreation attractions opportunities.</p>	<p>better respond to specific recreation-tourism markets and diverse clientele. Promotes greater efficiency, effectiveness, and customer responsiveness.</p>
<p>The program is imbalanced, focusing more on facilities and resources and less on customers. Consequently, we gather visitor use data inconsistently, and at times do not adequately assess customer preferences.</p>	<p>Visitor use estimates and reports seem erroneous, are inconsistent with conditions observed in-the-field, and conflict with non-BLM data. Recreation management decisions may therefore be misinformed or misdirected.</p>	<p>Design and consistently apply visitor counting and preference assessment tools so the right tools, such as, measuring customer satisfaction for GPRA, assessing preferences for use in recreation activity and Land Use Planning, and gathering expenditures data for conducting economic assessments.</p>	<p>Provides informed recreation planning, management, marketing, and monitoring; accurate and consistent responses to queries, leading to more satisfied customers; and accurate distribution of available fiscal and human resources.</p>

Goal 2 – Objective 2
Enhance and expand visitor services, including interpretation, information and education

Where We Are	Consequences	Where We’re Going	Strategic Benefit
<p>Our visitor services are limited at times. Basic information, interpretation, environmental education, and outreach tools need to be fully integrated with our visitor services tools and efforts.</p>	<p>Customer surveys report low satisfaction with interpretive programs.</p> <p>Visitors, and those in recreation-tourism industry who send them, have difficulty matching up what people want with the specific areas that offer it. Also, one-size-fits-all resource stewardship programs (e.g., LNT, TL) inadequately prepare visitors and industry for responsible use and promotion, leading to negative impacts on public lands recreation setting character.</p>	<p>Select, design, and implement a balanced array of visitor services tools (e.g., information, education, outreach, promotion, interpretation) to fit specific recreation settings and facilitate attainment of desired experiences and benefits.</p> <p>Messages designed for different recreation areas and zones are tailored for those distinctively different recreation settings and targeted outcomes.</p> <p>Plan and execute visitor services collaboratively networking with other providers, ensuring message content is appropriate to the targeted experience and benefit outcomes.</p>	<p>Integrated visitor service functions within BLM and externally with other community-based providers. The right tools are used for the right job, making effective and efficient use of limited human and fiscal resources. Because visitors can now find what they want, and avoid those they do not, customer satisfaction and stewardship ethics improve, promoting sustained recreation dividends from sustained recreation setting character.</p>
<p>Our interpretation and environmental education services are geared to advance these programs and are facility-based instead of being structured to facilitate the attainment of targeted experience and benefit outcomes.</p>	<p>Program success is measured in terms of projects completed (e.g., interpretive exhibits installed or environmental education programs presented), rather than whether or not targeted outcomes were attained.</p>	<p>Choose on-site media, appearance, and message content to facilitate attainment of targeted experience and benefit outcomes and sustain prescribed setting character.</p>	<p>Outcomes-based visitor services not only facilitate improved management but also greater customer satisfaction.</p>
<p>The value and need for marketing as a management tool is often misperceived at all levels of the organization.</p> <p>Proactive involvement with on-going industry promotion of public lands recreation and collaborative reports as with our managing partners is needed.</p>	<p>Because BLM does not “market” what is/is not important, it is forced to react to visitor demands.</p> <p>Loss of distinctive recreation setting character while indiscriminately marketing public lands recreation-tourism opportunities. BLM is conspicuously absent from many industry marketing campaigns.</p>	<p>Focus promotion away from increasing use, revenue, or market share towards promotion that enables customers to find settings with their desired experience and benefit opportunities. Get BLM involved in local and regional tourism industry marketing efforts to ensure accurate and adequate message content for public lands recreation attractions and appropriate uses thereof.</p>	<p>Highly informed customers are more responsible and satisfied.</p> <p>Collaborating with established industry marketing services and creating its own promotional messages reduces costs of resource, facility, and visitor management by indirectly facilitating the ends towards which those efforts are geared to achieve.</p>

<p align="center">Goal 2 – Objective 3</p> <p align="center">Ensure public health and safety, and improve the condition and accessibility of recreation sites and facilities</p>			
Where We Are	Consequences	Where We’re Going	Strategic Benefit
Our developed sites, facilities, and programs are not all universally accessible.	Interaction of individuals with disabilities and/or their families within public lands recreation is sometimes limited. Occasionally this leads to litigation.	Emphasize <i>both</i> programmatic and physical facility accessibility without a notion that one-size-fits-all. Adapt universal access standards to the recreation setting character in which facilities occur.	Facilitates the attainment of targeted experiences and benefits by individuals, entire families, and groups through accessibility solutions tailored to different recreation settings. Universally accessible recreation opportunities also meet legal requirements.
Some developed sites, facilities, and programs don’t meet public health standards.	BLM is accountable for ensuring safety. Leaves affected visitors exposed to safety hazards and BLM to legal consequences.	Take greater advantage of other opportunities to manage these facilities, such as shared management, contracts, leases to private operators, or partnerships with local benefiting communities.	Protects the existing public investment and spends less in the long term. Also, the responsibility for taking care of public safety is shared. Both visitors and affected communities reap the benefits.
We don’t manage all developed sites, facilities, and programs to preferred operational standards.	Customers receive poor service and answer with low satisfaction because sites are disappointing.	Address back-logs and conduct more routine regular maintenance each year through improved internal processes and greater collaboration with benefiting communities.	Protects the existing public investment and spends less in the long term. Also, the responsibility for taking care of public lands is shared. Again, both visitors and affected communities benefit.
In some areas we lack timely Law Enforcement response, presence, and/or staff to meet public safety needs and protect resources.	Increased vandalism, user conflicts, accidents, and crime on public lands against people, investments, and natural resources.	Utilize “citizen watch” groups and engage in collaborative Law Enforcement with local communities to ensure public safety, improve response time, and enhance local social stability.	Improved law enforcement coverage and shorter response times lead to safer on-site experiences.
Many times the architectural and built design of our developed facilities does not meet visitor use expectations or the appropriate recreation character setting. A lack of consistent, quality, sustainable principles exists in guiding the process for facility design and planning.	Customers receive a poor return of value for funds invested, facilities do not “fit” their recreation character settings or environment, potential loss of unique community architecture, loss of environmental quality within an area, a loss of valued sense of place can occur and an erosion of the overall distinctive landscape and recreation setting character of public lands can result.	Develop a set of facility planning and design guidelines that can be used by BLM staff, partner organizations, and private contractors to ensure that facilities are designed and maintained to be sustainable, meet visitor expectations, and exhibit design characteristics complementary of the recreation and landscape character settings and communities they serve.	Increased enjoyment of BLM lands and waters, improved quality of recreation experience for visiting public, increased awareness and protection of natural landscapes, preservation of distinctive recreation character setting, improved care for community aesthetics, protection of valued sense of place, improved maintenance of physical facilities, increased use of recycled, sustainable materials in design and construction leading to increased durability, reduced maintenance, and wise use of public funds, better value and return on investment.

Goal 3 – Objective 1

Provide fair value and return for recreation through fee collection and commercial services

Where We Are	Consequences	Where We're Going	Strategic Benefit
We manage permit programs and fee structures inconsistently, within BLM and in comparison to other agencies providing similar services with the same markets.	Some visitors pay more or less than others for similar recreation settings in different places, resulting in some visitors paying more than their fair share and others paying less.	Work toward greater consistency of fee and permit administration within BLM and externally with other providers or agencies. This will support affected recreation users, resources, and facilities as provided for in the Land and Water Conservation Fund Act.	Users are treated consistently on all public lands while those requiring more federal expenditures help pay for their own benefits.
We are reluctant to require cost recovery e.g. concerns in rural communities, scout, family, school, or religious outings.	In many cases this contradicts policy with appropriations being used to benefit specific users rather than recovering administrative costs incurred by individuals, groups, and commercial users.	Consistent and fair application of cost recovery principles and greater flexibility for Field Offices to apply them to affecting users.	Greater equity in treatment of all customers, and appropriated funding does not have to be used to cover permit administration costs benefiting only individuals or individual groups and businesses.
Our customers suffer from BLM's reluctance to establish and manage reservation services.	Oftentimes, only first-come, first-served visitors are able to use heavily visited areas.	Provide automated and web-based permitting systems that are fair, affordable, and provide sufficient information to customers to make informed trip plans.	Affords equal access to public lands recreation settings.
We generally issue recreation permits and passes independently of other adjacent land managers and service providers.	When the customer's desired experience is unrelated to jurisdictions, compliance with inconvenient and redundant fees and permits burdens visitors, increases costs of visitation, and may thwart the benefits they sought.	<p>Increased and improved use of jointly-issued permits and fee programs with other agency, local government, and private industry partners.</p> <p>Implementation and expansion of shared fee programs that place a premium on collaborative, community based permit management.</p> <p>Develop systems to share revenue from cooperative permits with fee partners to enhance services of all affecting providers (it's not about fees, it's about service).</p>	One-stop-shopping is a more efficient use of time for both customers and agency staff. More responsive recreation-tourism permit and fee management leads to collaborative synergy in permit and fee management among BLM, local governments, and service providing businesses, and ultimately greater user satisfaction.
Our feedback about the disposition of user fees is sometimes inadequate or incomplete.	Questions rise about BLM's stewardship of public trust. The opportunity to showcase positive results is lost.	Provide more proactive, complete, and consistent public reporting on how user fees are being spent.	Greater public accountability, permittee compliance, user satisfaction, and program support.

Goal 3- Objective 2

Encourage and sustain collaborative partnerships, volunteers and citizen centered public service

Where We Are	Consequences	Where We're Going	Strategic Benefit
<p>Our partners tend to be "affected customers" willing to contribute to BLM. They are partners with specific interest for specific recreation activities or projects.</p>	<p>Eventually, public lands tend to get managed for the greatest good of only some, but not all, constituents</p>	<p>Shift partnerships to "affecting providers" (communities of interest and communities of place) who determine the character of public lands and residents who are most directly impacted by it. Collaboratively engage these key providers as managing partners to shift partnering to a broad-based, community approach that ensures public sector/private sector collaboration to address which experiences, benefits, recreation setting character conditions are to be targeted, and the appropriateness of various recreation facility investments therein. Hold partnerships with "affected customers" accountable to implement these broad, community-based partnership planning decisions.</p>	<p>Reaching to service providers beyond BLM public lands boundaries will get to the common good of visitors by producing a balanced set of recreation experience and benefit opportunities for residents, visitors, communities, and the environment.</p> <p>Communities of interest, communities of place, the character of public lands recreation settings, and community landscapes will be sustained for visitors and resident customers alike.</p>
<p>We rely on user and interest group partnerships as a means for completing projects and sustaining programs as if we are the sole provider of public lands recreation-tourism opportunities. Our main emphasis is getting "our" projects done.</p>	<p>Focuses partnerships on user and interest groups to the exclusion of other affecting recreation-tourism businesses, local governments, and adjoining communities. Programs become independent of the local community and service provider business infrastructure on which visitors depend.</p> <p>Visitors become displaced from public lands (and from benefiting local communities) because their sought-after experiences are being lost when undesirable shifts in the character of distinctive recreation settings occur.</p>	<p>A wider collaborative milieu that engages key local government and recreation-tourism industry providers as managing partners. Begin focusing on collaboration with the recreation-tourism providers that visitors and community residents depend upon for their quality of life and livelihoods. Fit user and interest group partnerships into collaborative enterprises to leverage and/or match limited federal funding.</p>	<p>Shares the burden for visitor relationships with all service providers, thereby balancing specific user group initiatives across a more broadly-based public lands recreation-tourism clientele. This expands the public lands recreation program to match what is already happening but not yet being managed that way.</p> <p>Other affecting providers in gateway communities will want to pool resources with BLM to sustain this genuine, community-based collaboration</p>
<p>Our volunteer program often is limited in scope and capability for individuals and volunteer organizations and businesses.</p>	<p>The involvement of public-spirited, community-minded local residents and businesses is not maximized.</p>	<p>Expand scope and recognition of volunteer program and tie into National programs (Outdoor Corps, etc).</p>	<p>Shares responsibilities with public for public lands, limited appropriations, and helps maintain the distinctive character of public lands, adjoining community landscapes, and volunteering partner's quality of life.</p>

Goal 3- Objective 3

Encourage sustainable travel and tourism development with gateway communities and provide community-based conservation support for visitor services

Where We Are	Consequences	Where We're Going	Strategic Benefit
<p>We have a sketchy understanding of the significant overlap that exists between tourism and public lands recreation.</p> <p>Our recreation professionals remain detached from private sector business and local government services within gateway communities, destination resorts, and “base-camp” metropolitan areas.</p>	<p>Potential enduring benefits are forgone because tourism industry, service providing businesses, and gateway communities are not as actively engaged as they could be to widely share the distinctive recreation setting character of public lands and their capacity to provide satisfying experiences. Conversely, communities and their guests are being deprived of the experiences and benefits offered by public lands recreation-tourism venues to the degree in which they do not yet know about them.</p>	<p>Engaged at every level with tourism industry and local government in planning, development, management, and marketing. Appropriately staff and train for proactive, collaborative engagement of the tourism industry.</p>	<p>Informed, involved tourism-industry businesses and local governments promote and facilitate more informed public lands recreation-tourism use, improved recreation management, prescribed resource and community setting character maintenance, and sustained experience and benefits production.</p> <p>Involved BLM professionals can provide greater assistance to local governments and businesses for improved quality of life benefits to households and communities.</p>
<p>Our mandate for resource sustainability (and the desires of visitors and local residents alike) often clash with the industrial view of tourism to capture a greater market share for economic sustainability.</p>	<p>The purposes of industry and government hinder public land managers and private recreation-tourism service providers from working together.</p> <p>Resulting growth and development can compromise distinctive setting character, not only of public lands recreation settings but also of adjoining service communities and the consequent experiences, and benefits produced and sought by communities and public lands visitors alike.</p>	<p>Be open to proactively engage tourism industry and deal with tourism activities of increasing importance to public lands recreation settings that have been inadequately addressed.</p> <p>Resulting in collaboration between BLM, tourism industry, and local governments will improve promotional message content to enable visitors to find what they want and places to find it.</p>	<p>Together, significant rural tourism providers address the future which they and their constituents hold in common with BLM and affected local communities to sustain public lands recreation-tourism niches and the communities’ marketplace position. This improves visitor and guest relations, giving visitors more of what they want and in places matching their preferences and best able to accommodate their use. At the same time, it sustains the quality of life of affected but non-participating community residents. Providers—including BLM and partners— do more, and both communities and visiting guests reap substantial benefits.</p>
<p>We and local communities view visitor centers as a primary means for meeting local economic development goals.</p>	<p>Often when visitor centers are built there no continuing funding for operations and maintenance, leading to disappointing results.</p>	<p>Recognize there are other tools for achieving the sustained production of desired experience, benefit outcomes, and character of affected public lands settings. Support building a center only if that clearly demonstrates why it is the best tool for the job and how it can be economically sustained if built and operated to provide those experiences and benefits consistent with public lands recreation setting character and their most distinctive market niche.</p>	<p>Sustains the public investment, the character of the community and affected recreation settings, and the flow of benefits to visitors, communities, residents, and the environment. Avoids large capital facility investments which cannot pay for themselves.</p>

Goal 3- Objective 3

Encourage sustainable travel and tourism development with gateway communities and provide community-based conservation support for visitor services

Where We Are	Consequences	Where We're Going	Strategic Benefit
Our staff is able to provide limited technical recreation and tourism services to communities (socio-economic research, etc.)	Communities go to other sources to obtain information or are unable to use existing BLM data.	Provide technical support to gateway and destination resort communities adjoining public lands to help plan for sustainable tourism and market for certain visitor groups.	Sharing technical recreation-tourism skills within and among local rural communities and industry facilitates mutual collaboration and promotes cost effectiveness.