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BUREAU OF LAND MANAGEMENT

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Subject 2930- RECREATION PERMIT ADMINISTRATION-POLICY AND PROGRAM DIRECTION FOR REVIEWING, ISSUING, ADMINISTERING, EVALUATING, MONITORING AND MANAGEMENT - (Public)

1. Explanation of Material Transmitted: This release transmits a revised Recreation Permit Administration Manual. This Manual revision provides detailed policy for reviewing, issuing, administering, evaluating and monitoring all types of recreation permits on lands and waters under the Bureau of Land Management administration

This revised Manual provides overall policy direction to supplement the recreation permit regulations set forth in 43 CFR 2930 and the Recreation Permit Administration Handbook, H-2930-1

2. Reports required: None
3. Material superseded: None
4. Filing Information: File as directed below.

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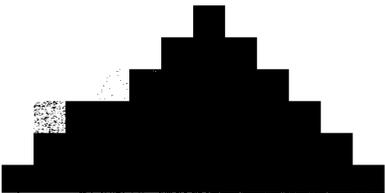
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ACMG -

Assistant Director, Renewable Resources and Planning



**2930 - RECREATION PERMIT ADMINISTRATION-POLICY AND
PROGRAM DIRECTION FOR REVIEWING, ISSUING, ADMINISTERING,
EVALUATING, MONITORING, AND MANAGEMENT- (Public)**

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.01 Purpose. This manual/policy statement and the user guide provides the Bureau of Land Management (BLM) policy, direction, and guidance for issuing and administering various recreation permits as a means of authorizing recreational uses of public lands and related waters.

.02 Objectives. The objectives of this guidance are to:

A. Standardize the administrative procedures for the issuance and management of the recreation program on a bureauwide basis and to be as consistent as possible with other Federal agency policies.

B. Provide more explicit direction to supplement the recreation permit regulations set forth in 43 Code of Federal Regulations 2930 (replaces 8370). The BLM policies are designed to:

1. Provide and maintain a wide diversity of recreation opportunities on the public lands.

2. Manage and monitor the natural, cultural, and scenic resources found on the public lands in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation opportunities and experiences.

3. Maintain recreation facilities to a standard that protects the resource, the public, and the public investment, and fosters pride of public ownership.

4. Provide for appropriate recreation facilities, balancing public demand, protection of public land resources, and fiscal responsibility.

5. Plan for all outdoor recreation activities through the Bureau planning system. The BLM recreation planning efforts will assure public awareness and encourage public participation, and the BLM will assist and cooperate in Federal, State, local, and private planning efforts.

6. Recognize that recreation use may have to be allocated or limited. Use limits or allocations will be established through the Bureau planning system.

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7. Issue recreation permits in an equitable manner for specific recreational uses of the public lands and related waters as a means to manage visitor use, protect recreation resources, provide for the health and safety of visitors, and provide for private and commercial recreation use.

8. Assure that recreational users assume an appropriate share of the cost of maintaining recreation facilities and protecting the resources, by establishing and assessing equitable fees at appropriate facilities and for certain uses of the public lands.

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.03 Authority.

A. Federal Land Policy and Management Act of 1976, as amended, Public Land Order 94-579 (43 United States Code 1701 et seq.)

B. Land and Water Conservation Fund Act of 1965, as amended, P.L. 88-578 (16 U.S.C. 460 (1-6a) et seq.)

C. Wilderness Act of 1964, P.L. 88-577 (16 U.S.C. 1131)

D. National Trails System Act of 1968, as amended, P.L. 90-543 (16 U.S.C. 1241, et seq.)

E. National Wild and Scenic Rivers Act of 1968, P.L. 90-542 (16 U.S.C. 1271-87, et seq.)

F. Alaska National Interest Lands Conservation Act of 1980, P.L. 96-487 (16 U.S.C. 3101, et seq.)

G. Oregon and California Grant Lands Act of 1937, P.L. 75-876 (43 U.S.C. 1181a, et seq.)

H. Sikes Act of 1974, P.L. 93-452 (16 U.S.C. 670, et seq.)

I. National Environmental Policy Act of 1969, P.L. 91-190 (42 U.S.C. 4321, et seq.)

J. Part 516, Departmental Manual, Chapter 6, Appendix 5 – Categorical Exclusion Review

K. Title 36 CFR, Subpart 71 – Recreation Fees

L. Title 43 CFR, Subpart 2930 – Special Recreation Permits, Other than on Developed Recreation Sites

M. Office of Management and Budget Circular A-25 of 1993 Revised

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.04 Responsibility.

A. The Deputy Director, through the Assistant Director, Renewable Resources and Planning, and the Recreation Group Manager, must:

- 1. Establish policy, goals, objectives, and procedures for managing recreation permits and fees on public lands and related waters within the framework of public law and Departmental policy.**
- 2. Provide direction, management, and leadership relating to establishing fees and the issuance of recreation permits on public lands and related waters. Handles requests for any waivers or requests to deviate from established policy and procedures.**
- 3. Identify, address, and reconcile interrelationships, policy issues, and conflicts between the recreation permit program and other related programs.**
- 4. Maintain liaison with other Government agencies, permittees, user groups, and other organizations concerned with recreation permits on public lands and related waters.**

B. State Directors must:

- 1. Implement policy and provide Statewide program coordination and guidance for managing recreation permits and fees on public lands and related waters.**
- 2. Review, evaluate, and ensure accomplishment of approved Annual Work Plan items related to permits and fees, planning, allocation, and administration of permits.**
- 3. Provide program development and technical assistance to Field Offices as required to ensure recreation permit administration is adequately accomplished.**
- 4. Maintain liaison with other Government agencies, permittees, user groups, and other organizations concerned with recreation permits in the respective States.**

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C. Field Managers must:

1. Provide for the appropriate consideration of recreation permits within the Resource Management Planning (RMP) process.

2. Manage, monitor, evaluate, and ensure accomplishment of the approved Annual Work Plan items related to coordinating and guiding the recreation permit and fee program.

3. Ensure that individuals assigned to issuing recreation permits and collecting fees receive appropriate training.

4. Develop, implement, and monitor actions related to recreation permits.

5. Maintain liaison with other Government agencies, permittees, user groups, and other organizations concerned with recreation permit administration and related fees in the Field Office.

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.05 References.

- A. BLM Manual 1601 – Bureau Planning System.**
- B. BLM Manual 1611 – Resource Management Planning Guidance.**
- C. BLM Manual 1619 – Activity Plan Coordination.**
- D. BLM Manual 1631 – Program Management.**
- E. BLM Manual 2920 – Leases, Permits, and Easements.**
- F. BLM Manual 8320 – Planning for Recreation Resources.**
- G. BLM Manual 8322 – Recreation Area Management Plan.**
- H. BLM Manual 8323 – Recreation Project Planning.**
- I. BLM Manual 9521 – Benefit Cost Analysis.**
- J. BLM Manual 9522 – Cost Effective Analysis.**
- K. The Limits of Acceptable Change, United States Department of Agriculture, Forest Service, General Technical Report INT – 176, 1985.**
- L. Part 516, Departmental Manual, Chapter 6, Appendix 5 – Categorical Exclusion Review.**
- M. Visitor Capacity on Public Lands and Waters, Making Better Decisions, The National Recreation and Park Association, 2002.**

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.06 GENERAL RECREATION PERMIT POLICY

A. Objectives of the BLM recreation permitting system are to satisfy recreational demand within allowable use levels in an equitable, safe, and enjoyable manner while minimizing adverse resource impacts and user conflicts. In issuing recreation permits to recreational users of public lands, the BLM authorizes permittees use of the lands and/or related waters for permitted purposes. This represents a privilege to use public lands and/or related waters which is subject to the terms and conditions of the permits.

B. Recreation permits are managed in a manner which is consistent with management objectives determined in resource management plans, recreation area management plans, or in their absence, through recreation management objectives resulting from analysis of resources and visitor use for each area.

Recreation permits are issued for specific recreational use of the public lands and related waters. They are issued as a means to manage visitor use, protect natural and cultural resources, and provide a mechanism to accommodate commercial recreational uses. Authorized by the Land and Water Conservation Fund Act (LWCFA), there are four types of uses for which these permits are required: commercial, competitive, organized groups/events, and individual or group use in special areas.

As use in a recreation area increases, one of the actions that may be taken by the authorized officer is to determine the desired level of use or the carrying capacity. When necessary, carrying capacities are set in accordance with decisions in the management plan for each area or, in the absence of management plans, through recreation management objectives resulting from analysis of resources and visitor use for each area.

If the use level in the area exceeds the carrying capacity, measures must be taken to remedy the problem. Indirect visitor and resource management techniques such as controlling public land access, interpretive efforts to promote environmental awareness and protection, providing extra protection for fragile resources, encouraging voluntary scheduling of commercial trips, or other mitigating measures to resolve user conflicts are considered before resorting to direct management methods such as allocating use among users or denial of the permit.

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When the need for more direct management methods is apparent, use opportunities are allotted and rationed among competing types of uses. This allocation consist of imposing limits on users who participate in similar types of recreation activities These limits may affect: (1) the overall number of individuals, (2) the number of groups or parties, (3) the number of individuals per group, and /or (4) the number of users by sector (e.g., commercial, competitive, or individual/group use).

The BLM's allocation goals are to maximize opportunities, experiences, and allowable uses within established objectives and to minimize resource impacts and user conflicts considering:

1. **Manageability**: allocation methods must be workable, implementable, defensible to users, and within legal and budgetary constraints.
2. **Flexibility**: the method used must be responsive to the relative amount of use and to demand shifts.
3. **Fairness and Equity**: to the greatest extent possible, for all concerned.

C. Paperwork Reduction

It is the policy of the BLM to:

Conform to the requirements of the **Paperwork Reduction Act** (44 U.S.C. 3501 et seq.) by disclosing to the public the estimated burden hours needed to comply with the information collection requirements of 43 CFR 4100, why the information is being collected, and what the information will be used for. This information is on each form required by the BLM to be filled out by the public.

D. Guiding Parameters

The BLM's Recreation 2000 Update of 1995 provides strategic direction regarding where the Bureau should focus its attention in recreation management. The following "guiding parameters" assist the BLM in keeping the outdoor recreation program focused in its efforts to provide quality recreation experiences for both present and future generations.

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1. Achieving Sustainable Healthy Ecosystems:

Among other things, healthy ecosystems provide settings where present and future visitors have opportunities for high quality recreational experiences; local communities retain their cultural and economic health and integrity; and natural systems remain functional and healthy.

2. Resource-Dependent Recreation Niche:

The BLM will emphasize resource-dependent recreation opportunities and should customize the management of each local area according to its own unique attributes and situation. With this in mind, it may be necessary to respond to demands for facility development to protect resource values and public health and safety. Facility development may be required for staging areas for resource based use and not as visitor attractions in and of themselves. Each office must identify its niche within the framework of our national role.

3. Quality Outdoor Recreation Experiences:

Quality emphasis includes attaining universal accessibility in recreation sites, facilities and programs. Emphases will be on results, not process. The attempt is to empower Field Offices to match their niche as they define it and concentrate on providing quality recreation opportunities and experiences in that niche before moving on to other efforts.

.07 File and Records Maintenance.

Establish and maintain case files in accordance with BLM Manual Section 1274. See BLM Manual Section 1271 for case file disposition.

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.08 Relationships to Other Planning Efforts.

A. Resource Management Planning. The administration and issuance of recreation permits for activities on public lands and related waters is an integral part of the resource management planning process. Allocation and use of public land and related waters resources as prescribed in the RMP must quantify, as determined necessary, specific carrying capacity and use allocation levels for resources related to recreation use. Determination of carrying capacities, allowable levels of use, allocation methodologies, and management objectives should be specified for a particular region, area, or resource within the RMP.

B. Recreation Activity Plans. Activity plans for recreation areas are completed as necessary to implement the decisions in the RMP. Specific recreation activity plans are subdivided into two levels as follows:

1. Recreation Area Management Plans. The recreation area management plan (RAMP) identifies the specific recreation management actions to be taken to implement the allocation decisions made in the RMP. RAMPs precede project plans and provide specific project parameters to guide the development of project plans.

2. Project Plans. Recreation project plans document proposed user requirements, profiles, and design parameters to ensure that final project designs meet specified recreation management objectives.

C. Multi-resource Activity Plans. One multi-resource activity plan for a management area is preferable to many individual resource activity plans for the same area. Incorporation of recreation permit concerns and related participation in multi-resource activity planning efforts is encouraged.

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D. Program Relationships. Most of the Bureau's resource programs are highly interdependent, and require coordinated resource management and efficient use of personnel. This requires managers and recreation program staff to initiate and pursue continued coordination with other resource programs, supporting program staffs, and other agencies involved in issuing recreation permits. Familiarity with these relationships and with other resource programs enables personnel assigned with recreation permit program responsibilities to help managers in understanding the ramifications of resource allocation and other management decisions in providing permitted opportunities on public lands and related waters. Similarly, activity planning efforts must ensure that recreation management goals as set forth in the RMP are not adversely affected by other program actions.